

PROCEEDING CONFERENCE PROGRAMME

iconpo 2011

International Conference on Public Organization

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

Yogyakarta Indonesia, January 21-22, 2011

ICONPO 2011 is Organized By

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

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



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

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

This proceeding is divided into 10 themes, those are:

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

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

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

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

Yogyakarta January 21st 2011

Head of Government Science
Dr. Suranto

Dean of Faculty of Social and Political Science
Dr. Nurmandi

PREFACE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The seventeenth paper written by 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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CONTENTS

ACKNOWLEDGEMENTS ~ iii

PREFACE ~ v

KEYNOTE SPEECH : Sunhyuk Kim (Professor, Department of Public Administration, Korea University)

Globalization and Policy Change: The Case of Korea ~ 3

THEME: ENVIRONMENTAL CHANGES AND COLLABORATION IN PUBLIC ORGANIZATION.

The Implementation of Social and Environmental Responsibilities's Regulation by PT Karya Tangan Indah Bali

Ni Putu Tirka Widanti ~ 27

The Sustainability Of Jakarta As The Capital City

Hartuti Purnaweni ~ 41

Democratization and Environmental Politics of Natural Resources Management at Local level

Edi Santosa ~ 55

Governing the Disaster-prone Community

Laila Cholid ~ 67

Conflicts In Environmental Policy-Making In Korea: The Case Of Gyeong Mountain Golf Course

Su-jin, Yu ~ 83

Impacts of Decentralization on Environmental Management in Thailand

Soparatama Jarusombat ~ 107

THEME : NEED ASSESSMENT OF PUBLIC ISSUES IN PUBLIC ORGANIZATION

Leading to Improvement? The Politics of ISO 9001:2000 Transfer to Local Service Delivery

Wawan Sobari ~ 121

Democracy and Growth Revisited : An empirical study using fsQC

Dong-Hyun Choi ~ 155

Government Antismoking Campaign: Quixotic Dream Or Confident Expectation?

Subiyanto ~ 177

An Empirical Study of the Autonomy of Thai (Autonomous) Public Organizations

Amporn Tamronglak ~ 195

The Strategy For Improving Public Services Delivery In Indonesia

Suranto and Awang Anwaruddin ~ 213

THEME : TRANSFORMATIVE LEADERSHIP

Potential Users and Critical Success Factors of e-Government Services: the Case of Indonesia

Ali Rokhman ~ 231

Bureaucracy Culture and Leadership in Indonesian E-Administration

Implementation: Based on Perspective of Knowing and Learning Organization

Ayuning Budiati and Rudiat Komara ~ 245

THEME : CURRENT MANAGEMENT INFORMATION SYSTEM IN ELECTRONIC ERA
Internet Regulatory Policy in Korea: Its Origins, Impact, and Changes
Gyuseong Park ~ 259

THEME : DESIGN OF STRUCTURE ORGANIZATION IN DEMOCRATIC ERA
Competition for jurisdiction over food industry in Korea
Sungeun Park~ 277

THEME : PLANNING AND DECISION MAKING
Making Strategic Works In Local Government: Challenge And Problems, A Case
Study Of Strategic Plan Implementation In Yogyakarta Special Province
Achmad Nurmandi and Eko Priyo Purnomo ~ 295

THEME : CULTURE AND ETHICS OF PUBLIC ORGANIZATION IN DEMOCRATIC ERA;
Transformation Of Public Organization Culture In Indonesian Democratic Era
Arundina Pratiwi ~ 327
Anticorruption Agencies and Reform: The Case of the KPK in Indonesia
Jin-Wook Choi ~ 337
Robust Ondoafi Powers in Central Urban Communities (*Studies Authority Ondoafi in Jayapura Papua*)
Bonefasius Bao ~351
Balance Theory
Inu Kencana Syafie ~ 367

THEME : PERFORMANCE MEASUREMENTT
How Effective is the Indonesian External Public Sector Auditing Reports Before
and After the Audit Reform for Enhancing the Performance of Public
Administration?
Septiana Dwiputrianti ~ 381
Decentralization, Accountability, And Local Government Performance In Indonesia
Sujarwoto and Tri Yumarni ~ 409
Analysis Of Democratic Public Service Network (Case Study in Urban
Transportation Service in Makassar City, South Sulawesi Province, Indonesia)
Alwi ~ 437

THEME : COMMUNICATION PRACTICES IN PUBLIC ORGANIZATION
An Analysis Of The Effect Of Press Freedom On Corruption : Evidence Through A
Cross-Sectional Data Analysis
Songhee Yoo ~ 453
Organizational Communication In Licensing Office Of Yogyakarta City To Achieve
Service Performance
Yeni Rosilawati, Krisna Mulawarman and Dian Kusumadewi ~ 469

THEME : HUMAN RESOURCES MANAGEMENT.
Improving Indonesia Civil Servants Performance Through Job Analysis
Dyah Mutiarin ~ 483
Career Path Planning for Indonesian Public Servant
Utami Dewi and Atik Septi Winarsih ~ 499

COMPETITION FOR JURISDICTION OVER FOOD INDUSTRY IN KOREA

Sungeun Park

Abstract

In spite of the government's multilateral effort to control food safety, there have been constantly many shock events threatening citizens' health. 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 compete to 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.

Key words: competition, jurisdiction, food policy

Theme : Design of structure organization in democratic era

I. Introduction

Food safety problems are directly connected to people's lives. The government should take the responsibility to protect the health of its people from threat of food. In Korea, in spite of the government's multilateral effort to manage food safety, there have been constantly many shock events threatening citizens' health such as 'garbage mandu', 'kimchi with parasites', 'eggs', 'snack with rat head' and 'melamin in snacks'. Whenever these menacing events occur, there is criticism of the government's food safety

management system. Why does not the food safety management system of Korea work properly? What are the problems within the existing system, and how can we take care of them? This paper basically focuses on the competition causing policy confusion among organizations. And this paper aims to analyze the competition for jurisdiction over food industry policy among some related ministries and agencies, especially the Ministry of Health and Welfare(MW), the Ministry for Food, Agriculture, Forestry and Fisheries(MIFAFF) and affiliated organizations. To investigate the specific aspects and solutions of the competition among them in the area of food industry, this article uses qualitative research on this competition case. The first section of this article shows review of the existing literature in the field of competition or conflict study. The second section identifies the setting triggering the competition among ministries and agencies and the aspects of the competition for jurisdiction by analyzing changes of related laws, organizations and support base. The third section elaborates effects of the competition and solutions to ease unnecessary competition.

II. Theoretical background

Competition has some similarities to conflict in concept and reality. To distinguishing sharply between competition and conflict is a difficult work and the two terms are often used synonymously or interchangeably. Some scholars in this field tried to clarify the definitions of them. Deutch(1973) implies that although competition produces conflict, not all instances of conflict reflect competition. Fink(1968:454) describes the difference as one of parallel striving (competition) versus mutual interference (conflict) among parties trying to reach a position. And Schmidt & Kochan(1972) present a behavioral conceptualization of the process of conflict by distinguishing conflict from competition. They consider perception of goal incompatibility as a precondition for either conflict or competition. But two terms can be differentiated in the realm of interference, or blocking activities. When the units are striving respectively to attain incompatible goals in the process of competition, there is no interference with one another's attainment. Based on studies on conceptualization, this paper defines competition as "behavior or conditions which do not include interfere, or blocking activities when striving to reach the position which cannot be occupied simultaneously". However, there is a need for research of competition among organizations to review the existing literatures about conflict which has a strong similarity to competition in a conceptual and phenomenal characteristic. Therefore, this study examines both competition and conflict study as much as not breaking the definition as previously stated.

This study focuses on inter-organizational competition of the types

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classified according to the level of actors and inter-governmental organizational competition of the types classified according to the characteristics of actors. Most research on competition among government departments or agencies reflect on the causes, aspects, and solution of the competition. The following parts would contain causes and solutions of competition among governmental organizations previous studies suggested.

1. Causes of competition among governmental organizations

First, overlapping jurisdiction resulting from a blurry boundary between departments is one of the main causes inducing competition among government organizations. As March & Simon (1958) stated, joint decision making may bring about organizational conflict and some departments exercising jurisdiction over the same domain in the process of policy formation and implementation may produce conflict. The unit winning a competition for jurisdiction can expand the size, budget and manpower resource of the organization (Kim & Shin, 1991), and get autonomy which is essential to mobilize resources and ensure policy coherence (Wilson, 1989).

Although a policy is a part of the domain which are recognized as the jurisdiction of other ministries by law or customary practice, a ministry exercises influence over the policy through frequently and strongly expressing its own opinion or occasionally securing various political resources (You & Yun, 2006).

Second, policy orientation and policy priority of each department can be a cause of competition. It is natural that every department has separate political positions and views, because each of them pursues different goals and has different customers. The conflict resulting from contradictory policy orientation and priority is often generated in the environmental policy domain. When a ministry tries to work on developmental projects which may destruct environment, a clash of conflicting opinion among related ministries is inevitable. According to Kim & Shin (1991), a conflict over which alternative is the best one to resolve a given policy issue may occur and it is a difference in strategies rather than goals.

Third, various laws, guidelines, ambiguity and imperfection of procedures can also raise a competition among organizations. A policy making process in government involves too complex communications to apply right rules, and most rules are vague and fluid, and thus organizations will experience confusion in applying rules.

In addition to this, the following factors may also cause a competition: one is communication disorder according to professionalization of policy issues (Park, 2000; You & Yun, 2006); the other is evasion of responsibility for duties which include some characteristics: troublesome work, low-benefits,

and a heavy responsibility.

The case investigated in this paper is about competition for jurisdiction over food industry between Ministry of Health and Welfare(MHW) and Ministry for Food, Agriculture, Forestry and Fisheries(MFAFF) which have separate policy orientation.

2. Competitive strategies of governmental organizations

Most empirical research on competition and conflict between governmental organizations focuses on various response strategies employed. According to Ju&Hong(2001), strategic response activities of governmental organizations in a conflict may vary depending on the structure of policy participation. From this study, a conflict between governmental organizations which do not involve other actors has a simple structure of policy participation. To put it concretely, each organization in a conflict tries to enact a law which gives advantages to it and goes through a legal process, and seeks to change its own organization. Kim(2000) divides aspects of the inter-ministration competition in government public key infrastructure into competition in institution, agency, and coordination function. You & Yun(2006) classify strategies of the conflict on E-government policy to capture an advantageous position into expanding organizations & functions, establishing or reforming laws and winning political support. Similarly, Kim et al(2007) approaches to the competition in the content industry of Korea from the viewpoint of laws competition, organizations competition and programs competition. In addition, through analyzing the promotional and regulatory functions for the content industry, the aspects of the competition are presented systematically and comprehensively. Jeong (2003) conducted research on the policy conflict in environmental policy within the central government, and in this study various strategies employed by the Ministry for Agriculture and Forestry and the Ministry of Environment are suggested. These strategies are as follows. First, "justification" means that a ministry tries to carry its position and interest to other ministries and the administrative executive. Second, "acquisition of support" means that a ministry explains policy intention and a basic position and appeals cooperation and support to an assembly and parties. Third, "spread of support" means that a ministry acquires broad support and interest from client groups or interest groups and press and thus enhances its positions and status.

On the basis of previous studies, this paper examines the competition for jurisdiction over food industry of Korea in terms of establishing or amending laws, expanding organizations, and mobilizing a coalition.

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3. Resolutions of Competition among governmental organizations

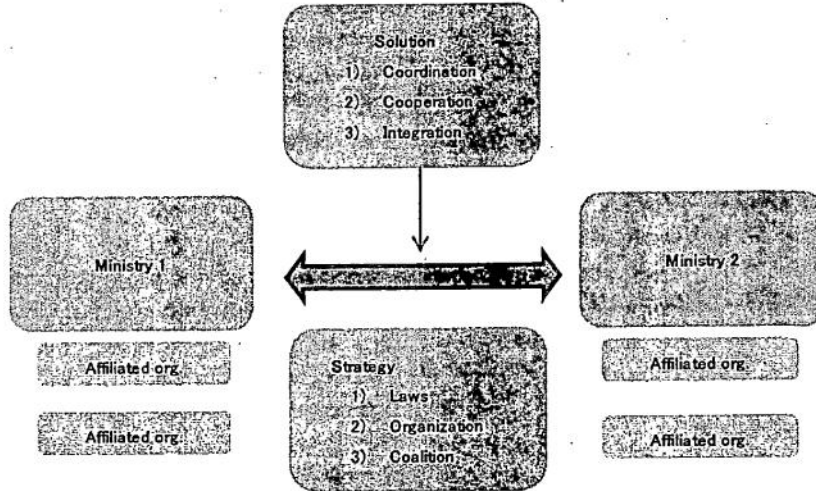
Kim & Shin(1991) suggest negotiation between actors, committee between ministers for policy coordination, and opening conflict to the public as resolutions of conflict between governmental organizations. Park(2000) approaches policy coordination of ministries of Korea in the view of formal coordination mechanism. Because the existing formal coordination mechanisms have trouble in coordination of similar and redundancy functions, some measures are provided to remedy shortcomings caused by existing mechanisms for coordination. Concretely, introducing Junior Minister, reducing departments, operation a temporary coordinating committee, and evaluation for policy coordination are stated.

Empirical studies in specific policy domains provide more concrete and practical ways to solutions. These solutions can be divided largely into inter-agency cooperation, coordination through high level, integration of functions performed by related departments. First of all Kim(2000) insists co-preparing resources, conducting personnel exchanges and sharing information as solutions of the inter-ministration competition in government public key infrastructure from the viewpoint of resources, planning, implementation, and communication raised by Jennings(1994). You & Yun(2006) present some solutions to deal with the conflict in E-government policy. In the case of minimizing possibility of an occurrence of the conflict, the measures of improving driving systems and re-setting role sharing are needed, and in the case of solution of conflict, vertical and horizontal coordination mechanism need to be strengthened.

And, Kim et al (2007) focuses on integration of functions carried out by related departments to control negative effects of competition in the content industry of Korea. Specifically, they recommend that cooperation and coordination have not worked well and a government organizational redesign of the content industry is suggested for the presidential administration to be inaugurated February, 2008.

4. Framework for research

Figure 1. Competition over Jurisdiction among organizations
Solution



III. Competition for jurisdiction over food industry

1. The change of the policy image of food industry: from "promotion" to "regulation"

As the agricultural market liberalization according to Uruguay Round negotiations in 1994 is realized, a variety of ways to protect and cultivate domestic farmers are sought. First of all the government provided the institutional foundation aimed at improving farm income to permit farmers and fishermen to enter the food industry. It is to stabilize domestic agricultural production base against the opening and changes in market conditions and to improve income of farmers and international competitiveness of agricultural products through facilitating the participation of farmers in the food processing industry. Specifically, this measure includes contents such as funding for the agricultural products processor, encouraging research and development of traditional foods and traditional food industry, and introducing quality certification system for traditional foods and specialties. Meanwhile, after the United States' success of recombinant DNA experiments in 1973, genetic manipulations were used for food production in earnest in 1990s. Concerns about the hazards of a new food through genetic manipulation (GMO: Genetically Modified Organism) began to appear in the late 1990s. The EU obligated the GMO labeling system on GM crops in 1997, while the U.S. opposed the GMO labeling system by reason of cost of

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growers and food companies. There are much controversy about the risks of GMO and opposing views around GMO labeling in Korea which imports more agricultural products from the U.S. The Ministry for Agriculture amended a law supposed to implement the GMO labeling in 1993, but finding target items is as difficult as a matter of technology and the cost, and thus execution of the system had been postponed. However, as the survey result that 18 products of 22 species are containing GM Crops in circulation performed by the Korea Consumer Protection Board was exposed in November 1999, the demand for GMO labeling was strongly raised. In the wake of scandal, the 'genetically modified tofu', the Korea Food and Drug Administration(KFDA) determined the execution of the GMO labeling in late 2000 and thus consumers was able to know about whether the agricultural products they purchased are produced in accordance with genetically modified process. Since 2004, as many shock events causing controversy occurred consistently, the debates on food safety were expanded. The scandals of 'garbage mandu' in June 2004, 'kimchi with parasites eggs' in November 2005, importation of cattle suspected of mad cow disease in 2008, 'snack with rat head' in October same year and 'melamin in snacks' in September same year occurred in a row, and the voices in criticism of the domestic food safety management system are raised.

These circumstances developed more actively competition for jurisdiction the Ministry of Health and Welfare(MHW), KFDA and the Ministry for Agriculture(MA) which have a legal system able to intervene in food safety policy.

2. Strategies : Law, Organization and Coalition

1) Establishing or Amending Laws

The competition over jurisdiction of food security policy between the MA and MHW appears most clearly through the process of establishing or amending laws. In this study, key laws related to competition for jurisdiction of both agencies are selected as follows: 'Agricultural and Marine Products Processing Industry Promotion and Quality Control Act', 'Agricultural and Marine Products Quality Control Act', 'Food Industry Promotion Act', and 'Nutrition Education Act' in the MA and 'Food Sanitation Act', 'Framework Act on Food Safety', and 'Special Act on Food Safety for children' in the MHW.

The MA provided the institutional foundation aimed at facilitating farmers and fishermen to enter the food industry through enacting the 'Agricultural and Marine Products Processing Industry Promotion and Quality Control Act' according to concerning the damage to the farmers

and fishermen after UR negotiations. This act, the first one regulating misrepresentation of rice production, resolves the problems according to the lack of criteria for agricultural management. It made the MH manage the food made from agricultural products and is the law on which the MH is able to assert jurisdiction based. Along with the well-being trend, the Act amendments in 1996 set quality standards of organic agricultural production which secures safe agricultural production to prohibit abusing the title of organic agricultural products. This newly renovated legislation can be seen to make the MA secure jurisdiction over organic agricultural products, regulates farmers considered as client groups of the MA, and guarantees consumers' right to know. The MA which obtained the right to manage the agricultural, marine food sector came to expand jurisdiction over livestock in 1997. The Korea Dairy and Beef Farmers Association made the petition, 'Treatment of Livestock Hygiene Reform Bill', which requires transfer of the livestock management control exercised by the MWH. Resulting from the passage of this law, the right of the administrative supervision and manufacturing license over ham, sausages, and milk and livestock products is transferred from the MHW to the MA. Meanwhile, the motion for changing laws of the MWH was not active. Despite the remark, the MHW established the 'Food Sanitation Act' which has great impact on competition between the ministries in October 1995. This act includes 'Food Recall System' for thorough food management protecting from increasing food safety risk factors such as water pollution, pesticide use and the distribution of imported food not determined.

In the late 1990s, as concern about the danger of GMO was proliferated, the MA established the 'Agricultural and Marine Products Quality Control Act' which is able to authenticate the quality of agricultural products with certain conditions and includes the detailed provision to introduce the GMO labeling. The MHW added the provision containing the new definition of GMO and the criteria of display on GMO products to the 'Food Sanitation Act'. This bill states directly the authority of the KFDA for GMO safety problems. The new provisions established within the same law mandate safety assessment for the GMO imported, developed, and produced and to ban the sale of products in case foods are not evaluated and are condemned as unfit to eat.

Beginning with the 'garbage mandu' scandal, a series of events that threaten food safety occurred by the end of the 2000s. Public anxiety and concern for hazardous foods builds the pressure for related ministries to integrate food safety management system. At this time, various food safety measures including disclosure of food sellers' personal information, installation of organization managing food safety, recapture of unreasonable profits, and class action lawsuit against junk food were poured out, so a

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significant portion of the law was changed.

The MA abolished the previous law, 'Agricultural Products Processing Industry Promotion' and newly established the 'Food Industry Promotion Act' in 2007. The newly established law aims to promote the food industry for farmers and supply various foods with high-quality through forging a linkage between food industry and agriculture. This law can be seen as the consequence of the efforts of the MA which tried to expand jurisdiction over food industry with a view of 'promotion'. In addition, when importation of cattle suspected of mad cow disease caused quite a stir throughout society, the MA revised the 'Agricultural Products Quality Management Act' which made the MA acquire the administrative authority over indicate system of origin, raising issues of inefficiency resulting from broken procedures. Specifically, the KFDA dedicated to manage the indicate of origin in restaurants under the 'Food Sanitation Act', however, the MA can enable to make administrative measures according to the rules of origin through the National Agricultural Products Quality Management Service (NAQS), an affiliated organization. In response revised bills related to the 'Food Sanitation Act' were introduced, eventually in 2008 the 'Framework Act on Food Safety' is established. This act aims to build a system such as a food safety policy committee to coordinate distributed functions and authority of food safety management comprehensively and create an institution to respond more swiftly to the matters of the emergence of hazardous foods.

Meanwhile, in this period, the second law competition results from an effort to complement the basic act established previously. In 2008 the 'Special Act on Food Safety for children' aims to create environment in which clean and safe foods can be sold in schools and its surrounding areas and manage more thoroughly a level of safety and nutrition of catering, and thus children can have proper eating habits and be protected from various diseases. The MA causes a reaction by establishing the 'Nutrition Education Act' in 2009. This act makes a contribution to improving dietary life, development and succession of traditional dietary culture, eco-friendly dietary practices, development of agricultural food industry and thus, improving quality of people's life. It can be seen as a symbolic response, rather than as a policy prescription.

Table1. Expansion of jurisdiction by law competition

The Ministry for Agriculture (MA) (established year)	Interpretation Ministry/expanded jurisdiction	The Ministry of Health Welfare (MHW) (established year)
Agricultural and Marine Products Processing Industry Promotion and Quality Control Act (1993, but abolished in 2007)	*MA(1993) -Facilitating farmers & fishermen to enter the food industry -Misrepresentation of rice production *MHW(1995) -Food Recall System *MA(1996) -Organic agricultural products	Food Sanitation Act
Agricultural and Marine Products Quality Control Act (Agricultural Products Quality Control Act) (1999)	*MA(1999) -GMO labeling *MHA(2001) -GMO labeling	
Food Industry Promotion Act (2007)	*MA(2008) -Indicate system of origin	Framework Act on Food Safety' (2008)
Nutrition Education Act (2009)	*MHW(2008) -Managing food safety for children	Special Act on Food Safety for children (2008)

2) Expanding Organizations

The patterns of competition depending on expansion of organizations can be classified into through restructuring organizations and establishing agencies. The most significant strategy for expanding organizations is foundation of the KFDA. In February 1998, the MHW upgraded the Food and Drug Safety Headquarters to the KFDA and tried to make the KFDA play a leading role of the checking food.

Despite a multifaceted effort of the MA to expand jurisdiction, the foundation of the KDA is the driving force to assert the administrative authority for food safety, and at that time the MHW could make a powerful voice about safety issue of GMO based on expanded organizational resources in the late 1990s. The Korea Health Industry Development Institute (KHIDI) founded in a similar period conducts business of support for the health industry as a quasi-governmental organization. The KHIDI performs policy development through analyzing the impact of introduction of new institutions about food safety on related food industry by affiliated organization within the KHIDI. In response, the MA also founded the National Agricultural Products Quality Management Service (NAQS) through integrating existing

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related organizations. The NAQS was designated as an agency with exclusive jurisdiction over agricultural and marine distribution management in 1994, and started to investigate agricultural products in 1996. It is the MA affiliated agency taking charge of enforcement such as agri-food safety survey, GMO labeling management, and food inspection.

With regime change in 2008, the MA was expanded and reorganized into the Ministry for Food, Agriculture, Forestry and Fisheries(MIFAFF) because of transfer of affairs related marine and food industry. The Ministry of Maritime Affairs and Fisheries affiliated agencies, the National Fisheries Research and Development Institute(NFRDI) and the National Fisheries Products Quality Inspection Service(NEIS), has been changed to belong to the MIFAFF. A significant part in this study is incorporating the meaningful term, 'food', which shows the results of the extension of jurisdiction symbolically. As the size and role of the organization is expanded, the part dealing with the food safety is bigger than before in the MIFAFF. Meanwhile, under the MHW the National Institute of Food and Drug Safety Evaluation (NIFDS) is newly reorganized in 2009. This institute builds scientific and technological support systems including research development, risk assessment and test analysis of the polices performed by KFDA and performs as a think-tank of safety managementwhile the National Institute of toxicological research was abolished.

3) Mobilizing a Coalition

Strategies to mobilize a coalition in competition among agencies are not essential, but are expected to play a positive role in competition. They had been seen as forming a coalition between ministries and client groups to pass the bill, and providing information or areas for communication. The strategy of mobilizing a coalition was more often used by the MA. The MA trying to expand the jurisdiction more eagerly developed the strategy of mobilizing outside support actively.

In June 1996 the MA organized an association, 'Association of Agricultural, Fisheries Food Safety and Quality Improvement Promotion', consisting of MA, academics, media, consumer groups. In this meeting, the basic plan for safety tests of agriculture, fisheries, and livestock was determined. The plan confirmed includes measures to prevent abuse of the title, 'organic food products', provisions to regulate the abuse, and plans of food safety inspection of beef, chicken, and pork. As a result of effort to form a coalition and share a position, in 1997, the process of the passage of the petition, 'Treatment of Livestock Hygiene Reform Bill', is characterized by a remarkable political coalition. The Korea Dairy and Beef Farmers Association required transfer of jurisdiction over livestock from MHW to MA which is expected to form policies favorable to client groups. The bill

was passed quickly, and the jurisdiction is finally moved from the MHW to MA.

In addition, since the mid-2000s, legislation to manage food safety systems effectively was actively sought as many events that hazardous foods were distributed occurred. The MA especially boosted government support to parts of food manufacturing using agricultural products and food service industry and tried to promote associative network among industry, academy, research institute, and government to legalize the 'Food Industry Promotion Act'. Groups consisting of farmers also urged that the MA should supervise the food industry because the MHW focused on health and hygiene policy with a view of not "promotion" but "regulation".

IV. Resolutions of Competition for food industry

The measures able to eliminate unnecessary competition for jurisdiction among ministries are classified into coordination by a policy planning committee, cooperation between agencies and integration of agencies.

First, the formation of the policy planning committee which integrates and coordinates food policies comprehensively can be suggested. This measure keeps the existing organization sustaining as it is and thus can make a manager of the organization management avoid the resistance generated by merging organizations. The 'Food Safety Policy Committee' constituted in 2008 on the basis of the 'Framework Act on Food Safety' is a temporary body in which Prime Minister participates as a chair, and the Minister of the MFAFF, the Minister of the MHW, the KFDA chief and experts play a part as a member. However effects of the system are negligible because it cannot be in charge of managing the whole process from production to distribution to consumption and also impose the burden of policy coordination generated by different view of related inter-agency. In addition, 'Agriculture Vision 2020' published by the MFAFF in 2010 contains a plan about establishment of the 'National Food Commission' as part of the advancement of the national food system. It is responsible for food-related affairs comprehensively as a legislative organ chaired by the Prime Minister for all aspects of food-related policies. However it also involves problems similar to 'Food Safety Policy Committee' the MHW established.

Second, voluntary cooperation between conflicting organizations is effective way for easing competition. Notably, in 2009, the business agreement (MOU) between the 'Rural Development Administration (RDA)' and the KFDA was signed to promote public health and improve efficiency of agricultural food safety management. Specifically, the RDA provides information related to the research and development while the KFDA provides

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standards for evaluation of safety and effectiveness. The MOU is able to give consumers confidence in food and improve efficiency of safety management. In addition to cooperation, information sharing can be a good solution to competition. Typically, 'Foodnara' website (<http://www.foodnara.go.kr/>) which provides food safety information is suggested as a food safety information service. In this website, various information including food commercially available, emergency alerts of food safety incidents and health knowledge for user of portal is offered. Earlier, in the enforcement decree of the 'Nutrition Education Act' passed in 2009, the contents about setting nutrition education system are included and thus it is essential to cooperate with the MHW responsible for food industry education.

Third, the measure of the merging ministries' functions has been raised several times, however,

A careful approach to using the strategy is needed as long as the interests of various ministries and organizations are combined with the way to merge. First, an attempt to establish the 'Ministry of Food Industry' in 2006 was made. This way is to establish integrated food safety organization which manages steps systematically from production of agricultural, marine, and livestock products to consumption of them while abolishing the KFDA, affiliated organization of the MHW. It was dissipated as objections to putting the Ministry of Food Industry which have to conduct a lot of executive tasks of the Prime Minister are raised. Because the way of integration is burdened with a lot of resistance, there are advantages and disadvantages depending on which ministries focused on integrating. First, if a newly founded organization is operated focusing on the KFDA under the MHW, producer protection and safety management is separated and thus effective food safety regulation can be achieved. However, compared with the MFAFF, food safety infrastructure is vulnerable so the administrative costs increase and public distrust of the KFDA's management skill is still great. On the other hand, the MFAFF can be proactive with a slogan, 'farm to table', and can take measures swiftly as soon as the problem occurs, but may not enforce strong regulations pursuing conflicting aim, 'food industry development', and it is not a specialized departments with food experts so it is difficult for the MFAFF to manage materials for food.

V. Conclusion

The jurisdiction is stable, but not absolutely constant. It can be regarded as changeable through the political dynamic among various actors inside and outside government. The competition for jurisdiction can be understood well when dividing into laws, organizations, coalition. Each organization uses not a single of strategy but various strategies simultaneously through

a systematic arrangement of strategies. In the early competition the MHW exercised exclusive jurisdiction over food industry while the MA came to acquire partial jurisdiction over food made by agricultural and fisheries product in the process of preparing countermeasures to nurture farmers and fishermen. The policy image has been changed into "regulation" as public anxiety and concern for hazardous foods has grown since the end of 1990. Between the MA and the MHW, the competition was fierce in terms of establishing or amending laws, expanding organizations and mobilizing a coalition. The competition results in confusion of food safety management system, evasion of responsibility for food safety, eventually threat to citizens' health. Coordination, cooperation and integration were introduced to remove the negative impact of competition for jurisdiction. Some suggestions can be made in line with the implications from this study.

First, jurisdictional competition is not limited to one between the ministries and can be in conjunction with activities of client group (interest group) and Standing Committee. A remarkable political linkage is formed in this study. In 1997, a client group of the MA required transfer of jurisdiction from MHW to MA which is expected to make policies favorable to them.

Second, the policy paradigm could be changed according to which ministry have a jurisdiction. The contents of law which each ministry established and revised can be seen in similar way, but policy orientation which each ministry has pursued appears differently. In case of the MA, although the MA enacted or enforced laws regulating the farmers and fishermen, the "promotion" of food industry could not be given up by the MA. This phenomenon has an implication in terms of integration as a resolution of competition. If the related ministries and agencies are unified focusing on the MA, the MA should not be captured by client group and be responsible for public health.

Third, solutions of unnecessary competition stated above involve merits and demerits and thus it is helpful to introduce three measures simultaneously. In case of food industry in Korea, temporary but frequently committee meeting for coordination, multilateral cooperation, and reorganization into a unified agency ultimately sought can be suggested.

This research can be expected to get some comment as follows. One is that this study can be complemented through in-depth studies. Much of the analysis was performed depending on news articles, websites by the limitations of data collection. The In-depth interviews with representatives of the ministry will enable to deploy vivid analysis such as atmosphere inside the actual ministries and policy officer's emotion. Another is that to understand this competition between coalitions can be considered as more valid than to understand competition between single units. This study shows that

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