

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

Yogyakarta, January 21th, 2011

Editors:

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KEYNOTE SPEECH

Globalization and Policy Change: The Case of Korea
Sunhyuk Kim (Professor, Department of Public
Administration, Korea University)

Globalization and Policy Change: The Case of Korea¹

Sunhyuk Kim *

Abstract

Based on the discussion on globalization and the actual implementation of national strategies of various countries to cope with it over the past few decades, I observe in this paper that too much emphasis has been put on “neoliberal” globalization. I argue 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. I examine 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. I underscore 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 multisectoral governance system, increasing communicative and collaborative capacity of all the sectors involved.

Keywords: globalization, policy change, neoliberalism, multisectoral collaboration

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I. Introduction

“Globalization” has been a prominent buzzword in the academia and policy circles over the past few decades. Various definitions of globalization have been forwarded, multiple facets of globalization have been highlighted, and divergent prognoses have been submitted regarding the consequences of globalization. Economists, political scientists, public administration and policy experts, sociologists, cultural studies specialists have all approached globalization from their distinct perspectives. Optimists predicted that globalization would lead to a more prosperous and cooperative world, whereas doomsayers warned against the arrival of a world brimmed with inequality and injustice.

All but three decades after globalization emerged as a critical concept in academic and policy discourses, we now seem to be poised at a point to extract and reflect on a few common threads permeating those multiple definitions of globalization hitherto available. First of all, globalization means—or presupposes—significantly increased porosity of national borders. The process of globalization has made cross-border, transnational movement of everything—people, products, capital, resources, ideas, fads, diseases, etc.—easier, cheaper, freer, faster, and more frequent. As a result, it has become extremely difficult, if not virtually implausible, for a national economy to remain completely autarkic in this globalizing world.

Not only have national borders become more permeable, but also the speed of cross-border transmission and transnational diffusion of everything has drastically increased. Owing in particular to the dramatic development of transportation and ICT (information communication technologies), the velocity at which everything moves from country to country has remarkably accelerated.

Easier, cheaper, freer, faster, and more frequent movement of everything across national borders have indisputably made countries more interdependent on and interlinked with one another. Through increased trades, exchanges, and interactions, countries in the world have now become more mutually dependent on one another in various dimensions: international interdependence is deepening in economic, political, social, and cultural dimensions. Such multidimensional interdependence often compels countries involved to communicate, cooperate, and collaborate with one another more closely and more effectively than ever before.

Another defining characteristic of the latest wave of globalization is the significantly added number of relevant actors and stakeholders. As globalization proceeds, numerous actors other than nation-states emerge and proliferate. Globalization affects different levels—e.g., global, regional, national, and local—and proceeds in different dimensions—e.g., economic,

political, social, and cultural. The politics of globalization is not exclusively between nations, i.e., "inter-national," but is increasingly between governments, intergovernmental organizations, multinational corporations, transnational nonprofit and nongovernmental organizations, and individual leaders and activists. These new actors establish and expand their networks to effectively participate in the process of collective decision-making and problem-solving at the global level.

Meanwhile, the problems these various actors individually or collectively deal with are becoming more and more difficult, complicated, uncertain, and unpredictable, thereby frequently demanding more concerted and coordinated efforts of the actors concerned. An increasing number of "global" problems today, such as climate change, global warming, environmental degradation, terrorism, human and drug trafficking, transnational epidemics, etc. all require effective collaboration among different actors—e.g., governments, private firms, and civil society organizations—at the global level.

To sum up, a definition of globalization that has been formed consensually by scholars and practitioners over the past few decades is "transformation at the global level that is characterized by, *inter alia*, increased porosity of national borders, greater transnational transmission and diffusion, augmented international interdependence in multiple dimensions, proliferation of non state actors, and increased incidences of multisectoral collaborative problem-solving."

The main purpose of this paper is to reflect on the preceding three decades of debating and analyzing globalization and its effects, examine how well Korea has been coping with the challenges of globalization, and try to formulate a better national strategy for Korea to handle globalization in the future. The paper specifically proceeds as follows. Section II surveys the existing theoretical and empirical literature on globalization and its consequences. I maintain that the extant literature has put too much emphasis on the "neoliberal" type of globalization—which has indeed been predominant over the past decades—and therefore fails to prepare and prescribe for a forthcoming, potentially non-neoliberal, type of globalization. Section III examines the case of Korea, inquiring how the latest neoliberal globalization has impacted governmental restructuring and policy transformation in Korea since its democratization in 1987 over successive democratic governments. Section IV underscores that we should transcend the neoliberal version—and also *vision*—of globalization and prepare for a forthcoming, potentially non-neoliberal wave of globalization and proposes a set of prescriptions for making public administration structures and policymaking processes in Korea more globalization-friendly and globalization-prepared. Section V summarizes and concludes the paper.

II. Neoliberal Globalization and the Emergence of “Varieties”

Over the past three decades or so, scholars and pundits have generated and accumulated a massive amount of works on globalization and its implications for the economy, politics, and society. Despite differing definitions of globalization and diverging assessments of its consequences, one thing now emerges undoubtedly clear. Most of the existing works have exclusively focused on “neoliberal” globalization, i.e., neoliberal transformation of the economy, politics, and public administration and policy across the globe. What scholars and pundits have disagreed on was not the neoliberal nature of globalization but its effects and consequences—whether they are positive or negative, whether they are fleeting or enduring, whether they promote institutional isomorphism across nations or not, and so on.

First of all, the latest wave of globalization is understood to encompass global—virtually hegemonic—diffusion and expansion of the market economy system all over the world. This is intimately associated with the rupture and the ultimate collapse of the socialist bloc in the late 1980s and the subsequent evaporation of an existent alternative to the market economy of the West. In many former socialist countries, market-oriented reforms culminating with the transition to a full market economy became a major national goal. Meanwhile, the global economy became more and more integrated in terms of trade, capital, and finance. International economic interdependence has deepened through the business and investment activities of multinational corporations and global financial capital. National economies have become unprecedentedly tightly linked with one another through production and sales networks and, as was experienced during the latest episode of global financial crisis in 2008-09, have become much more sensitive and vulnerable to external fluctuations of the global economic system.

Korea, for example, experienced the dark side of globalization characterized by increased interdependence during the 1997-98 economic crises (cf. S. Kim, 2000; Kim & Shin, 2004). In the immediate aftermath of the crisis, analysts both inside and outside of Korea have commonly assessed that the crisis had been caused by internal factors, such as the government’s policy failures and *chaebols’* mis- and over-investment through the 1990s. Nevertheless, it is undeniable that external factors such as the spread and diffusion of the foreign exchange crisis originated from Southeast Asia and the rapid pullout of short-term foreign capital from the Korean market to a large extent precipitated the crisis. In turn, the reason why the Korean economy became especially vulnerable to external shocks was closely related with the sudden opening of the market in anticipation of Korea’s forthcoming membership in OECD. The Kim Young Sam government at the time equated “globalization” with rapid market liberalization, which

in great measure reflected the government's overconfidence in the miraculous growth Korea had achieved during the 1970-80s and the seemingly perennial stability of the world economy (S. Kim, 2000). All in all, globalization in the economic dimension meant the remarkable enlargement of the market economy to formerly socialist countries and the opening of their hitherto closed markets, expansion of the free trade, and the increased interdependence of national economies.

Politically, globalization has been equated with the global expansion and diffusion of liberal democracy at a historic pace—what Huntington (1991) called “the third wave of global democratization.” The third wave began in Southern Europe, with the collapse of authoritarian regimes in Spain and Portugal in the mid-1970s, later traveled to Latin America, Asia, and Africa, and eventually reached the former Soviet Union and Eastern Europe in the late 1980s. A lot of former socialist countries were confronted with the daunting task of “dual transition”—i.e., transition to a market economy and to liberal democracy at the same time (Encarnación, 1996; Bartlett, 1997). As a result of the third wave, the number of democracies has remarkably increased during the late 1980s and the early 1990s. What was disseminated during the latest wave of global democratization was “liberal democracy” focused on the inauguration and implementation of procedures and institutions of fair political contestation—e.g., free elections, civil liberties, a democratic constitution, a multiparty system, etc. Over the past few decades, liberal democracy predicated on individual liberties and procedural justice has been steadily disseminated and consolidated in many countries across the world. The global spread of liberal democracy has been historically unprecedented and sweeping enough to make the defenders and supporters of “alternative” forms of democracy—e.g., “Asian” democracy, “Islam” democracy, “people’s” democracy, “illiberal” democracy, etc.—sound apologetic and phony and to pressure them to at least promise a schedule to attain a liberal form of democracy down the road.

In terms of public administration and policy, what have heavily affected many countries during the past few decades are government and public sector reforms inspired by and based on the New Public Management (NPM) paradigm. NPM, from its inception in the early 1980s, was closely associated with neoliberalism. Under the slogan of “reinventing the government,” NPM reforms have revolved around specific methods and techniques of reforming public administrative structures and innovating decision-making processes, such as marketization, deregulation, privatization, de-nationalization, and the shift of government's role from “rowing” to “steering.” NPM reforms were most influential and popular in Anglo-Saxon countries such as UK, US, Australia, New Zealand, and Canada but were later exported to non-Anglo Saxon countries in other

regions too (Kettl, 2000).

The NPM approach is philosophically based on the rational choice theory that does not fundamentally distinguish between public and private sectors and believe in the relatively (as compared with the market sector) high likelihood of corruption and nontransparency in the public sector due to the absence of proper market mechanisms such as competition. Remedies are naturally to be found in the retrenchment of the public sector and reduction of government functions and to strengthen the roles and functions of the private sector. One of the most important instruments of reducing inefficiency, corruption, waste, and red tape widespread in the public sector is to introduce as many competition mechanisms as possible from the market sector. Values such as efficiency, responsiveness, and customer-orientation, which had been emphasized and almost sanctified in the market sector, were adopted and incorporated into the public sector. Public-private sector partnerships were emphasized to solve public policy problems more efficiently. In sum, the government was no longer in the driver's seat, authoritatively resolving social conflicts: rather, the government became just an assistant, intermediary, manager, and umpire to facilitate fair competition (Choi, 1994).

In summary, an undeniable aspect of the wave of globalization we have experienced over the past three decades is that it has an inexorably strong neoliberal tone. Economic globalization emphasizing free trade and open market, political globalization focused on the expansion of liberal democracy, and PA globalization gravitating toward the diffusion of the NPM paradigm all shared a common philosophical background of Anglo-Saxon neoliberalism, spearheaded by US under Reagan and UK under Thatcher. What have in fact been globalized, therefore, are neoliberal ideas and practices in economic, political, and public administration arenas.

Turning to the effects and consequences of the neoliberal globalization during the past three decades, scholarly and policy debates have centered around several issue clusters. The first is regarding the changes in the state system, i.e., whether neoliberal globalization would weaken nation-states and eventually make them disappear (cf. Ohmae, 1993 & 1995). The concrete elements of neoliberal globalization actually have the potential to weaken the existing nation states. The emergence and empowerment of non state actors such as multinational corporations, international financial capital, and transnational NGOs and their networks are likely to constrain the states' room for maneuver. As well, the increasing difficulty and complexity of global problems make state control and management impracticable. Global democratization is also likely to weaken the power and influence of nation states. Democratization is in essence a process of reducing the power of the state, which had been overgrown during the previous authoritarian period,

and to increase instead the power of civil society. Moreover, in terms of intergovernmental relations, the power of local governments is enhanced vis-à-vis the central/federal government. Local governments are now able to bypass the central/federal government to directly engage actors abroad. NPM-minded reforms tend to undermine the power and influence of nation-states as well. "Reinventing" the state is in fact "retrenching" the state by importing market mechanisms from the private sector. Public-private partnership and "third-party government" are becoming more and more common, prompting scholars to discuss the "hollowing out" of the governmental sector (Suleiman, 2003). In sum, economic, political, and PA dimensions of the recent neoliberal globalization all have been presumed to undermine and decrease the power and influence of the states.

Emboldened by the presumed weakening of the state envisioned in the neoliberal vision of globalization, enthusiasts have even talked about global unification in which all nation-states will eventually dissolve themselves into a greater political entity called a "world government." The world government will integrate and unify various actors politically, economically, socially, and culturally to ultimately replace the current Westphalian system consisting of territory-based nation-states.

Despite all these predictions that neoliberal globalization would diminish, if not eliminate altogether, the power and influence of nation-states, there is no definitive conclusion yet on whether nation-states have actually been weakened. In spite of all the changes—e.g., proliferation of non state actors, the pressures of democratization and decentralization, aggressive waves of privatization and deregulation—nation-states in many regions still remain as one of the most important and central actors in "inter-national" politics of globalization. Therefore, at least in the short term, the prediction that the nation-states would weaken themselves and eventually stop acting as major actors in global political, economic, and other activities seems far-fetched. The next analytical question hotly debated over the past decades is whether neoliberal globalization has resulted in the fundamental changes in political, economic, social systems in different countries, thereby leading to convergence. One of the most intense debates on globalization has been waged on this very issue: convergence vs. divergence. Some scholars have argued that neoliberal changes occurred not only in state structures but also in individual policies. To that extent, countries in the world have become similar. Other scholars on the other hand have consistently argued that no noticeable convergence or isomorphization have actually taken place. Countries in the world remain diverse and distinct.

More specifically, regarding whether the existing forms of state—for example, the developmental state—have undergone any fundamental change, scholars have widely disagreed. On the one hand, some scholars

boldly proclaim the birth of a neoliberal state (Pirie, 2005). On the other, a greater number of scholars argue that no fundamental change had occurred in developmental states. For example, Weiss (2000) argues that neoliberal globalization has not “normalized” East Asian developmental states. Similarly, Yeung (2000) argues that Singaporean and other Asian developmental states would not give up the control of their economies for neoliberal restructuring. Asian developmental states, in this respect, are highly resistant to neoliberal globalization. Many other works on the Korean state also observe that the developmental state in Korea has neither disappeared nor diminished in its power and influence (Y. H. Lee, 1999; Kim, Han, & Chang, 2008).

Analysts are similarly divided on whether the latest version of neoliberal globalization has drastically affected individual policies of different countries. Some scholars argue that neoliberal globalization has resulted in proliferation of neoliberal policies. It is argued that even leftist parties in Latin America adopted neoliberal policies and programs to win elections (Wilson, 1999). Some argue that isomorphization at the global level took place in terms of administrative reform, personnel reduction, adoption of general principles or specific policies (C. G. Lee, 2008).

However, a greater number of scholars are skeptical about and opposed to the convergence thesis. Some scholars argue that the adoption of neoliberal policies, if it happened at all, was very uneven—visible at the central level but invisible or marginal at the local level (Yoo, 2000). Other scholars observe that the adoption of neoliberal policies has been partial, spotty, and halting. Countries adopted neoliberal policies selectively and experimentally (Wang, 2008 & 2009). Some others take an even stronger position, maintaining that there was no significant convergence at all due to the path-dependent nature of the existing policy regime, institutional complementarities between productive and welfare regimes, and domestic politico-institutional environment (Shin, 2005). As a matter of fact, the neoliberal convergence thesis has been repeatedly challenged by comparative analyses. Most of the studies comparatively analyzing multiple countries have concluded that neoliberal globalization did not lead to any meaningful policy convergence (Thelen, 2003; Kus, 2006). Rather, neoliberal globalization has affected countries differently, and countries have responded to neoliberal globalization distinctly. Most of the studies on institutional and policy reforms argue that the actual application and implementation of neoliberal reform ideas and plans were predominantly affected by domestic circumstances such as idiosyncratic historical and institutional contexts (Ha, 2006) and normative or symbolic considerations (Weyland, 2005).

To sum up, despite the minority position in support of institutional and policy convergence and isomorphism,, a majority of scholars and

analysts have demonstrated over the past decades that the recent wave of neoliberal globalization did not lead to any significant assimilation of institutions and policies in different countries. Rather, the neoliberal wave of globalization has made us realize that different countries can craft and develop their own, unique, prudent, and contextualized strategies to deal with globalization.

That neoliberal convergence or isomorphism—particularly in an irreversible fashion—is not the final outcome of recent globalization is corroborated by the ironical emergence and sophistication of “varieties” schools in different disciplines. These “varieties” schools underscore that different countries have formed and developed distinct economic, political, and public administrative forms and practices. Together, these “varieties” schools have been a critical reaction to the “end of history” (Fukuyama, 1989) type of neoconservative triumphalism, which emerged in the aftermath of the collapse of the socialist bloc in the late 1980s. The neoconservative triumphalism, which underpinned the Bush administration during 2000-08, believed in the ideal intermixture of Anglo-Saxon liberal market economy and liberal democracy and in the eventual global convergence on this optimal mixture.

“Varieties of capitalism” distinguish between Liberal Market Economies (LMEs) and Coordinated Market Economies (CMEs), according to financial system and corporate governance structure, production system, labor relations, skilled labor training programs, and employment policies. To the former category belong Australia, Canada, Ireland, New Zealand, US, and UK. To the latter belong most of the remaining European countries (Hall & Soskice, 2001). To the common challenge—or threat depending on one’s perspective—of globalization, these two different types of economy have responded differently (Esping-Andersen, 1999). The main reason for different national reactions and responses lies in that these countries had historically developed and maintained unique production regimes (Crouch & Streeck, 1997; Kitschelt, Lange, Marks & Stephens, 1999; Hall & Soskice, 2001; Ebbinghaus & Manow, 2001; Shin, 2005). In a nutshell, the prediction that globalization will lead to a similar or the same economic system has not been empirically corroborated. Rather, the past few decades of neoliberal globalization has confirmed that there is significant leeway for countries to devise different strategies to the same challenge of globalization.

Similar to the discourse on “varieties of capitalism,” “varieties of democracy” have also emerged in the study of democratization. Now, the classic trichotomous typology of totalitarianism, authoritarianism, and democracy (Linz, 1975) is no longer effective in distinguishing and comparing political regimes in the world. After the third wave of global democratization, too many political systems in the world have been democratized. The world

is inundated with the dramatically increased number of different democracies, which ineluctably compelled experts to ask an additional question: "what kind of democracy?" This means that democracy consists not only of institutional minima—such as elections, parties, civil liberties—but comprised many specific components in different "partial regimes." Varieties of democracy led to the realization that democracy is actually composed of multiple, often uneven (in terms of their levels of development) partial "regimes" or "domains," such as constitutional, concentration, pressure, representation, electoral, and clientelist regimes (Schmitter, 1992). Depending on how these different partial regimes combine, interact, synergize, or conflict with one another, the resultant performance of democracy varies from country to country. Whether a country adopts democracy in the procedural sense gives little clue about the actual capacity of the country to deal with the challenge of globalization. Rather, the specific status of partial regimes inside a democracy is the key to understanding the capacity and also the quality of that democracy.

Lastly, the spread of NPM-spirited reform in the government and public sector has revealed that there are also "varieties of administrative reform models" countries could invent and develop. The distinct institutional and policy responses of various countries did not show any meaningful degree of generalizability. Rather, different countries take uniquely distinct approaches in interpreting the NPM paradigm and show variations in reforming their administrative structures and processes and innovating policies. Scholars explain these varieties of administrative reform in terms of differing domestic variables such as politico-economic contexts, legal institutional structures, socio-cultural conditions, stages of historical development, and perception and cognition of political elites (Pollitt & Bourkaert, 2000; Yesalkagit & de Vries, 2004). Varieties of administrative reform explain why there has been no significant policy convergence despite the apparent spread and diffusion of NPM ideas in many different countries (Brandsen & S. Kim, 2010).

All in all, the existing literature appears rather consensual in affirming that the recent wave of neoliberal globalization resulted in neither the disappearance of nation-states nor the hypothesized neoliberal convergence of economic, political, and PA systems. Nor has it resulted in the homogenization or isomorphization of individual policies. Contrary to the prediction that globalization would considerably enfeeble and weaken states, states still remain at the crucial strategic location between global and national levels, filtering reform ideas flowing from the global level and embodying foreign ideas into actual policies reflecting the specific domestic political, economic, social, and cultural circumstances. The net result of all this is varieties of economic, political, and administrative systems.

III. Coping with Globalization: The Case of Korea

It is the NPM paradigm that has most heavily affected the governmental and public sector reform process in Korea. Governmental reforms have a long history in Korea. Since Korea's founding in 1948, different governments have designed and carried out various reform programs. Governments after the democratic transition in 1987 have been no exception in this regard. During the Kim Young Sam government (1993-98), the government established the Public Administration Renovation Committee and emphasized NPM-related values such as efficiency, productivity and transparency. It also highlighted deregulation and streamlining of government organizations. Yet, as the first civilian president (i.e., not a military general-turned-president) in Korea in more than 30 years, Kim Young Sam was much more interested in uprooting authoritarian practices and augmenting democratic legitimacy in the first half of his term. The Kim government's emphasis shifted from democracy to "global competitiveness" in the second half of its tenure (i.e., 1995-98), stressing efficiency and productivity. However, NPM was not seriously adopted or pursued as a coherent reform program. It was only under Kim Dae Jung and successive governments that NPM reforms took shape.

During the Kim Dae Jung government (1998-2003), the NPM paradigm was imported and implemented in earnest in Korea. Trying to recover from a historically unprecedented economic crisis in 1997-98, Korea launched a nationwide reform campaign. The campaign was comprehensive in its scope, affecting not only the business sector but also the public sector, because most Koreans at the time believed that the primary causes for the crisis lay in the country's collusive business-government relations (Kim & Shin, 2004; Kang, 2002). The main objective in public sector reform was to create a "small but efficient and better-serving government." The market served as a prominent guiding principle. The next government, led by Roh Moo Hyun (2003-08), did not follow the NPM-oriented reforms of its predecessor. Instead of efficiency, customer-orientation, deregulation, and other NPM values, it placed greater emphasis on participation and decentralization and downplayed efficiency and productivity. Thus, the civil society-centered paradigm, known as the New Governance paradigm, became more popular and influential than NPM. The New Governance paradigm, in comparison with NPM, focused more on the participation of rank-and-file public officers, ordinary citizens, non-governmental organizations (NGOs), and other relevant third sector organizations. These differences in approach affected subsequent reforms.

In financial management, the Kim Dae Jung government repeatedly emphasized that a "business mind" must be incorporated into the

government budgeting and accounting system and process. The "Budget Incentive System," which went into effect in 1999, provided bonuses to those public officials who proposed policy innovations to save money or generate new revenues. Emulating UK and New Zealand, the Kim government also announced that it would discontinue the cash accounting system and instead introduce accrual basis accounting system to increase the efficiency and transparency of the budgeting process (D. G. Kim, 2000; see Ha, 2004 for a critical assessment of financial management reforms under Kim Dae Jung). By contrast, the Roh government emulated the Scandinavian countries and introduced the Top-Down Budgeting System in which the central budget authorities focus on multi-year strategic budgetary planning and allow subunits to spend the allotted budget to achieve performance goals prescribed by the central government. The Roh administration also introduced the Total Payroll Budgeting System at all central government ministries. Under this system, the central budget authorities determine the total amount and soundness of payroll and allow sub-ministerial organizations to determine the size and type of their personnel and to use their budget more independently and flexibly.

In personnel management, the Kim government enforced the "Open Position System" to increase competitiveness and expertise among public officials (Ahn & Han, 2006: 772). The purpose of the system was to render highly specialized positions open to competition, seeking applicants both inside and outside of government ministries. A total of 139 posts at the deputy minister and director general levels in 40 ministries were designated as "open," less than 1%. However, at the end of the Kim administration, only 15% of these "open" positions had been filled by "outsiders," i.e., candidates from the private sector. Most of the "open" positions were filled by officials from either the same ministry or other ministries. Ministries often "opened" only trivial positions and retained more important positions within the conventional personnel system (Im, 2003). The Roh government expanded this system. As of 2005, 156 positions were classified as open. About 54.1% of those positions were filled by candidates from inside of the ministry, while 45.9% were filled by those from other departments or civil society (Ahn & Han, 2006: 773). This represented a considerable increase in the number of "civilian experts" employed by the government.

Another notable change was a reduction in the size of the bureaucracy. The Kim government declared that it would slash 10% of central and local government offices. Between 1997 and 2002, central government personnel decreased by 12.7%, while local personnel decreased by 14.1%. During the last four years of the Kim government, the number of public officials decreased by 20.2% or 4,800 personnel (Im, 2003: 93). Not only the size of the government, but also the quality of public employment were affected by the reforms, because

a sizable number of public offices became subject to more "flexible" recruitment and dismissal.

In organizational management, the Kim Dae Jung government privatized state-owned enterprises (SOEs). As of 2002, eight public corporations were privatized, and the SOEs' workforce was reduced by 25%. Several SOEs' functions that could not be privatized were contracted out (Im, 2003: 93). Meanwhile, executive agencies, based on the British model, were used more extensively. The Kim government established agencies to promote autonomous and responsible management (See P. S. Kim, 2003, for an outline of proposals and prescriptions for reforming quasi-governmental agencies). The number of agencies increased from 10 in 2000 to 13 in 2001. However, these agencies were still in large measure controlled by central ministries in terms of personnel, budget, and management. About 80% of the budget of agencies depended on the central government (Ahn & Han, 2006).

The Roh government preferred to use various ad hoc committees to drive reforms and changes in ministries and departments. It also introduced the "Team System," in which lower-level organizations were allowed to experiment with a variety of organizational forms and structures, avoiding the traditional uniform hierarchical structure. The number of agencies also increased. As of December 2005, 44 agencies were active in 17 ministries. Expansion in the use of agencies was particularly prominent in the areas of medicine, research and experimentation, culture and arts, public health, manufacturing and maintenance, etc. The number of workers in agencies increased from 4,973 in January 2001 to 5,141 in December 2005 (Ahn & Han, 2006: 776).

Comparing the Kim Dae Jung and the Roh Moo Hyun governments, it is obvious that the former introduced and vigorously promoted the NPM reform model. The Roh government, by contrast, intended to modify and even reverse the NPM orientation of its predecessor by underscoring participation and decentralization. Ironically, however, what transpired during the Roh government was not considerably different from what had begun during the Kim government. Roh's accomplishments in terms of participation and decentralization were not particularly impressive. Rather, the NPM reforms that had been introduced earlier in the Kim government were institutionalized, strengthened, expanded, and deepened during the Roh administration. The previous emphasis on competition, efficiency, "small government," productivity, deregulation, and citizens' charters were to some degree toned down. However, the Roh government did accentuate performance, output, customer satisfaction, transparency, and "flexible" personnel and organizational management. In this regard, the two Korean governments were not as different as a cursory look might suggest.

The Korean government of Lee Myung Bak (2008-present) is reviving the NPM paradigm of the Kim Dae Jung government. As a former CEO of a big business conglomerate, Lee is a firm believer in market principles and initiatives. Efficiency, transparency, and customer-orientation are again being emphasized rather than participation or accountability, as was the case during the previous Roh government. The Lee government is not likely to make major changes in the general pattern of governmental reform in Korea, which has focused on internal reform of the state sector based on the NPM model rather than the state's external relations with civil society (Brandsen & S. Kim, 2010).

V. Crafting a More Flexible Strategy

A scholarly consensus seems to exist on the latest wave of globalization that has swept the world over the past few decades: most scholars agree that the recent wave of globalization, characterized by the expansion of the market economy, liberal democracy, and NPM reforms, is neoliberal in nature. Korea, over the successive governments in the post-democratic period, has responded to such neoliberal globalization by importing and implementing NPM-minded governmental restructuring programs and policy innovations. Although the Roh Moo Hyun government, at a glance, seems to deviate from both its predecessor, the Kim Dae Jung government, and its successor, the Lee Myung Bak government in emphasizing citizen participation and highlighting New Governance rather than NPM, it is clear that the NPM reforms introduced earlier during the Kim government became consolidated and deepened during Roh's tenure.

The main challenge many countries in the world are currently confronted with is related with the recent and defensible realization that the neoliberal nature of globalization may not be permanent or unchangeable. That neoliberalism was intimately, if not inseparably, associated with globalization during the past three decades, in retrospect, might have been episodic, caused by the budgetary crisis of European and American welfare states in the late 1970s and politically driven by the Thatcher and Reagan governments. But there have been repeated criticisms of the analytical flaws and philosophical limits of the neoliberal globalization.

Neoliberal responses to globalization in many countries, including Korea, over the past decades have several negative implications for democracy and development. Neoliberal reforms have undermined redistributive justice, privileging the richest strata, and disadvantaging low and middle classes of society in UK (Kwon, 1998). Similar changes happened in many other countries too. Contrary to the original goal of increasing

efficiency, neoliberal restructuring aggravated social conflicts, thus ultimately harming overall national competitiveness and harming economic development. But the most serious problem of neoliberal responses to globalization is the threat they pose to democracy. Neoliberal policies have made poor segments of the population more vulnerable and augmented the state power in nascent democracies, amplifying the hazard of "delegative democracy."

Furthermore, the problems and contradictions exposed during the global financial crisis in 2008-09 necessitated a serious reflection on the adequacy and appropriateness of neoliberal responses to globalization many countries had pursued over the past few decades. The global financial crisis brought to light the internal risks and intrinsic vulnerabilities of the current global financial system and stimulated sensitivity to information sharing, collaboration, coordination at the global level among various actors, not only of the public sector but also of the market and voluntary sectors.

The economic, social, and political threats, risks, vulnerabilities neoliberal globalization entails make it imperative to rethink globalization. Rather than easily presuming the durability and permanency of neoliberal globalization, policymakers must be prepared to deal with globalization of different kinds. Anticipating that the hitherto neoliberal direction of globalization will at any time veer away to a non-neoliberal direction, it is important to ponder what the government and nongovernmental actors can do to better cope with a forthcoming wave of globalization, neoliberal or otherwise.

One of the central characteristics of globalization is its increased complexity and unpredictability. Not only the problems and issues we need to tackle have become complicated and unpredictable, but also the direction of globalization itself will remain unclear. It is manifest that globalization, as an external environment of domestic policymaking, will be multidimensional and multifaceted. But the directionality, sustainability, and consequentiality of globalization are all in flux and very difficult to forecast. These points to the simple piece of wisdom that we should not put all our bets in just one basket—i.e., neoliberal globalization. We need to diversify.

Decoupling, both in theory and practice, neoliberalism from globalization and accepting that globalization is in fact a variable with open-ended possibilities, compel us pay greater attention to the importance of choosing and devising a prudent and flexible strategy. In this regard, countries must not only passively adapt and adjust to whatever globalization is occurring but also should try to shape and affect the process and the substance of future globalization. It is essential to enhance the overall level of globalization-preparedness. It is risky just blindly to import what was

successful in other countries in other regions, due to the different historical, institutional, and politico-economic conditions. Increasing a nation's level of globalization-preparedness means generally improving the domestic institutional configuration, to better manage openness and transparency, to improve the quality of democracy, and to better the government's performance, and to enhance the effectiveness of the policymaking process. In essence, increasing globalization-preparedness, specific types of globalization notwithstanding, needs acumen, persistence, and endurance, keenly detecting changes in the direction and substance of globalization and trying generating national strategies best suited to the changing nature of globalization.

One of the most notable and potentially fatal limitations of the NPM-driven reforms in Korea during the foregoing governments and under the current Lee government is that the hitherto-implemented reforms have been largely focused on the government and the public sector—especially internal organization and management of governmental agencies. The downside of such internally-oriented or introspective reforms is that intersectoral linkages between government and market, between the government and civil society have been largely ignored and neglected. Yet, the reforms needed for better handling of globalization in the future cannot succeed by simply focusing on the governmental sector. Rather, what counts as overall "state capacity" or "state strength" is increasingly the capability of intersectoral collaboration between different sectors. A nation's power these days is increasingly defined comprehensively and multidimensional, taking into account the communicative, cooperative, and collaborative capabilities of various sectors in the country. For a country to effectively deal with diverse and ever-changing challenges of globalization, it is imperative for the government to efficaciously communicate and collaborate with the other sectors. It is in this sense institutional competition—an institutional configuration vs. another institutional configuration—that determines the relative competitiveness of nations in the world.

To better cope with different types of globalization, it is critical to make flexible the state system and structure. As the policy issues brought about by globalization become more uncertain, complex, and unpredictable, a fixed and rigid state system, with its traditional organizational structure based on hierarchies and rules, is unlikely to deal with rapidly changing situations. Therefore, it is essential to make the state system a "loosely coupled system" so as to minimize the risk of policy failure and the negative consequences of actual—and unavoidable—policy failures. In this respect, a decentralized system based on the principle of subsidiary and anchored in the tenets of competition, diversity, and variability, must be consistently pursued to increase governmental responsiveness to citizens' real needs and preferences.

For effective and stable decentralization, it is crucial to empower local actors—i.e., governments, civil servants, politicians, journalists, activists, and ordinary residents at the local level. In this regard, elevating the level of global-mindedness of public servants is also important. In particular, the currently existing discrepancies between the level of internationalization between the public sector and the private sector and between the central government and the local government should be addressed.

In addition to making the state structure more globalization-friendly, it is crucial to shift the focus of democracy from the procedural dimension to the substantive one. We must go beyond the minimalist definition of democracy, narrowly focused on elections, parties, and civil liberties, to prevent and preempt excessive socioeconomic polarization and to achieve social cohesion and solidarity. What has become important in the study of democracy is what kind of adjectives come before the word “democracy” (Collier & Levitsky, 1997). Discussing, debating, consenting, and concretizing that specific modifier before democracy should be one of the most difficult and important tasks with which policymakers, politicians, academicians, activists, and ordinary citizens all need to grapple in many years to come.

In summary, the task of problem-solving in the age of globalization is increasingly taking the form of multisectoral collaborative governance, comprising the state, market, and voluntary sector. To cope with a future type of globalization, we must go beyond the hitherto implemented NPM-based reforms. We must focus on making the state structure more loosely-coupled and decentralized, empowering nonstate sectors, increasing multisectoral communicative and collaborative capacity, and addressing the “substantive” dimension of democracy so as to avoid the apocalyptic scenario of a seriously polarized and violently conflicting society. In this respect, whether a country can weather a wave of globalization largely hinges on how well a country devises and develops a system of multilevel, multisectoral, and polycentric governance. It will eventually depend on how actors at different levels—national and local—at different sectors—state, market, and civil society—communicate, coordinate, cooperate, and collaborate with one another where the government, due to the polycentric nature of the modern governance system, cannot always take the leadership. This is the main public policy challenge in this age of continuing globalization.

V. Conclusion

In this paper, I presented a definition of globalization focused on deepened international interdependence, proliferation of relevant actors,

and increased complexity of the issues and problems, which would all require more effective multisectoral problem-solving. Then I pointed out that, based on the discussion on globalization over the past few decades and the actual formation and implementation of national strategies of various countries, too much emphasis had been put on "neoliberal" globalization so far. I argued that neoliberal globalization was just one type of globalization, and it is likely that what we will see in the future may involve another type of globalization. And "varieties" of economic, political and PA systems in different countries would respond differently to the new wave of globalization. Therefore, it makes greater sense to craft a more prudent national strategy to flexibly and comprehensively deal with different kinds of globalization. I sketched out the main contents of such a new strategy, primarily focused on the need to build and nurture more effective multisectoral governance system, increasing communicative and collaborative capacity of all the sectors involved. I also offered several policy prescriptions for increasing Korea's level of globalization-preparedness.

There is one glaring lesson from the past few decades of neoliberal globalization and many nations' reflexively neoliberal reactions to it. Denigrating, demonizing, and trying to dismantle the state by blindly incorporating highly-praised market mechanisms and competitive procedures could result in a number of disastrous and perilous consequences for democracy and society. In an important sense, a number of countries, including Korea, have overreacted to globalization by hastily carrying out neoliberal structural reforms and policy transformations without thorough reflection. No doubt these neoliberal reforms have contributed to making public administration structures and policymaking processes more efficient, responsive, accessible, and transparent. However, they have also made the economy more vulnerable to external shocks, the polity less democratic, and the society gravely polarized. A new strategy to deal with globalization, therefore, must redress these overdone neoliberal reforms that have prevailed the past decades and must focus on a balanced multisectoral cooperation and collaboration. The status of the state as the main initiator and driver of such multisectoral communication and collaboration must be reinstated and reinforced. The painful neoliberal decades of blind deference for market are now over. It is time for the state and the public sector to spearhead a new global campaign to manufacture and nurture more constructive partnerships between the state, market, and civil society.

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