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Enhancing the Quality of Government: Government, Governability and Governance

SPECIAL SESSION 1

Handles of Public Sector Reform: Institutions, Values, Leadership, Citizen Engagement and Communication

Dr. Alex Brillantes dedicated his presentation in memory of Dr. Raul P. de Guzman who was one of the main pillars of EROPA for over two decades. He also

expressed gratitude to Drs Akira Nakamura and Pan Suk Kim who have steered EROPA through the past decades. Dr. Brillantes drew his presentation and evolving theoretical framework from earlier works together with Ms Maricel Fernandez and Ms.

Lizan Calina since 2008. In context, public sector reforms have been pursued over the past decades in Asia and the Philippines in two major modalities: decentralization and reorganization. Although public sector reforms are considered as a New Public Management (NPM) paradigm in the study of public administration, they are not really that new in practice. For instance, reorganization or attempts to restructure the Philippine bureaucracy dates back to as early as 1898 as initiated by various reorganization commissions. However, Philippine presidents from 1992 to the present have anchored their reorganization reform policies along the lines of NPM and good governance. Such undertakings continue to pursue common principles of economy, efficiency and effectiveness, equity, transparency, social growth, innovation and good governance. Countries in Asia have likewise pursued decentralization as a major modality for public sector reform under NPM. Quoting de Guzman (1987), decentralization is "the systematic and rational dispersal of power, authority and responsibility from the center to the periphery, from the top to the lower levels, or from the national to local government." He also re-emphasized the rationales and principles of decentralization including efficiency in decision-making



processes, democratization, empowerment and citizens' participation, responsiveness, greater local autonomy, good governance, among others. Public administration studies and his own research and observations show the contexts, institutional/policy designs as well as varying degrees of implementation – progress, advancement and impact – of decentralization in Asia and the Philippines. The handles for public sector reforms are "institutions, processes and procedures, mindset and paradigms accompanied by leadership (political will) and citizen engagement." He also added the need to "strategically communicate these reforms to the public" for them to work. These are critical ingredients for public sector reforms to work.

In order for the design and implementation of public sector reforms to be successful, institutions, processes, mindsets and paradigms must be reformed. These reforms have to be reinforced by the enabling mechanisms of leadership (the duty bearers) and citizen engagement (claim holders); and are bound by a common vision and have to be strategically communicated to the public.

Competition and Cooperation of Governments in Globalization and Decentralization

In his discussion of competition and cooperation of governments, Dr. Masahiro Horie felt it necessary to



discuss first why globalization and decentralization matter in today's governments. According to him, the factors to and effects of globalization are common to many countries. The expansion of economic activities, the continuous movement of people, and the introduction of new

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SPECIAL SESSION II

The Quality of Governance in Indonesia: Between Two Regimes

Professor Prijono Tjiptoherijanto, University of Indonesia, characterized the different government systems that ruled Indonesia, from when it gained its independence in 1945 to the present. Each regime, according to Dr. Tjiptoherijanto, features changes in the type of

leadership, level of political influence, dominance of parties, bias or partiality and level of professionalism.

Professor Tjiptoherijanto also compared the so-called "New Order of Government in Indonesia" with the existing government system run by President Susilo Bambang Yudhoyono (SBY). The "new government order" model focuses more on the economic aspect of development. Prof. Tjiptoherijanto said that, "What we have is economic, not development." He moved to criticize the "new government order" model as being repressive, and has led to widening income gaps among the citizens. This problem is worsened by the continuing culture of impunity. As Professor Tjiptoherijanto put it, "We have dentists in Jakarta, but we cannot open our mouth."

In contrast, upon the institution of reforms under SBY's administration, government in Indonesia has become more democratic. But Professor Tjiptoherijanto warned that this has somewhat weakened President Yudhoyono's leadership. Dr. Francisco T. Duque III, one of the spectators in the said session, disagreed with the professor's idea, saying that since Pres. Yudhoyono came to power, foreign direct investments have been increasing in Indonesia along with recent improvements in social welfare and development. However, Tjiptoherijanto insisted that locally, people criticize President Yudhoyono for being slow in making decisions.

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both successful and failed attempts of provincial division and municipal merger in the Philippines. Using an institutional approach, he considered a local government as an institution or set of rules that constrains action and transactions within its jurisdiction. He then argued that territorial change is an outcome of the interplay of institutional disequilibrium, policy stability, conformance to rules, and, more importantly, a perfect coalition among veto players. Moreover, he argued that perfect coalition is a function of the confluence of the policy entrepreneur, the united position of local elites, and social movement, through the mechanisms of advocacy, political

He then iterated that the challenge for the Indonesian government is to be more decisive in policy formulation and implementation.

Researching Disaster Management and Machinery-of-Government Issues with Much Help from International Public Administration Study Networks: A Personal Reflection

As is shown in the title, the presentation of Dr. Roger Wettenhall was more of his personal reflections concerning his profession and how his involvement in different Public Administration Study Networks was able to help him. He shared that he started as an ordinary civil servant who opted to pursue university studies (on a part time status), and later finished higher degrees to become an academic.



Wettenhall related that he has two major research interests which are disaster management and machinery-of-government issues (to include public private partnership, social enterprises). Through the years of research on these issues, he was able to find help and support through the different benefits and entitlements he gets from his membership in different international organizations. His memberships to EROPA and the IASIA are worth citing. He found value from these organizations through their different activities such as conferences and membership in their respective subgroups (e.g. IASIA's Technical Working Group; EROPA's Revitalization Committee).

According to Wettenhall, networks benefit the careers of their members. Members also become better scholars and internationalists in the field of Public Administration. Thus, he persuaded the audience that networks, including EROPA, deserve members' full support ✂

mobilization, cuing/mirroring, norm of reciprocity, as well as bounded rationality at the individual level analysis. His conclusion highlighted the salience of both formal and informal rules (i.e., norms), as well as that of agency (policy entrepreneur) and structure (rules). When asked about the criteria of reform for merger and division, he responded that regardless of manner (merger or division), the Local Government Code and its implementing rules and regulations provide for the criteria and requirements (particularly income and land area or population) to create a new local government in the Philippines. The definition of success and failure of territorial change, being that of attempt and not impact, was also clarified. ✂

SIMULTANEOUS WORKSHOP SESSIONS

A1-1: GOVERNMENT (INSTITUTION)

Government Organizations Transparency in Indonesia: Policy, Organization, and Implementation

Presented by Dr Anwar Sanusi, the paper recognized that one of Indonesia's pressing challenges is the decreasing public trust in government. One of the biggest problems is corruption, the country with a score of 32 in the Corruption Perception Index. This problem remains despite the efforts undertaken by the Indonesian government in recent years.



Given this situation, Indonesia aims to increase people's trust in the

government through enhancing transparency in public administration. This is the rationale of the country for adopting a framework for bureaucratic reforms. As the aim is to increase public trust, the framework provides that there is a need to clean the government, improve government performance capacity and accountability, and improve public services. In turn, these can be achieved through changing people's mindset and culture. The framework also provides for the need to have an evaluation and monitoring system and a mechanism for change management.

Dr. Anwar elaborated on the concept of transparency. According to him, transparency comes in different forms which include the following aspects: administrative, program, budget, policy, policymaking, public service and public information. Based on this study, administrative and policy aspects are the most transparent in Indonesia, while transparency in policymaking and budget remains wanting. In addition, Dr. Anwar indicated that their research showed that the Indonesian government (ministries) has a low overall score in terms of transparency. ✂

Do Regime Types Matter to the Success of Managerialism? : The Case of Public Education

Dr. Naomi Aoki, in her paper on new public management, explored how managerial reforms in the education sector affect the academic competencies of students, and to what extent do the regime types of different countries in turn affect managerial reforms. The econometrics model was used to assess the aforementioned variables. In her paper, Aoki argued that

the realization of reforms in new public management is influenced by political environment.

Dr. Aoki explained that among the new public management reforms being implemented around the world, only two types work universally and are politically neutral: performance management and management by objectives. However, the contexts by which they work are yet to be fully explored, especially in the discourse of



different types of regimes (e.g. liberal democracy, illiberal democracy, and autocracy, among others). Dr. Aoki looked into the relationship between managerial reforms and the types of regime by conducting a study on the Programme for International Student Assessment (PISA), which is basically a survey on 15-year old students and schools from 72 countries. Results of the study showed that performance management and management based on objectives are negatively associated with student performance (all remaining constant). This challenges the common belief that the government should adopt private sector techniques to improve its performance.

Meanwhile, Dr. Aoki stated that managerial systems, practices and performance are nonetheless affected by the type of regime, based on the following tendencies: 1) individual's acceptance or rejection of authority; 2) commitment to the standards needed without reservation; and 3) the extent to which they are willing to participate. ✂

Unintended Consequences of Institutional Transfer: Terroir and Cépage in Public Administration

In his paper, Mr. Shuntaro Iizuka associated the transfer of institutional frameworks to the process of winemaking where the product (wine) is dependent on the relationship of the *terroir* (the environment of winemaking) and the *cépage* (the grapevine or the grape variety). In Public Administration where transfer of institutional frameworks and practices happen, it is also

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B1-1: GOVERNABILITY (MANAGEMENT)

Harmonizing e-Government in the Philippines through the Budget

The presentation of Dr. Erwin Alampay described the current Philippine government strategy called the Medium Term Information Technology Initiative (MITHI) and how the approach espoused by the Department of Budget and Management (DBM) with the Information and Communication Technology Office can address inter-operability across sectors and at the same time make more use of IT investments in government.

Dr. Alampay recognizes that there is an existing Design-Reality Gap composed of different systems and restricted access or absence of inter-operability among Philippine government agencies. Moreover, he discussed inherent challenges to: integrate the organizational and technical processes of different but interrelated administrative units; technical standards perspective defining a more complex functional perspective associated with the involved organizations, and overcome a myriad of issues that include the importance of information integration and inter-operability in the conception and deployment of e-Government projects.

Lastly, he also mentioned problems brought about by inter-operability, not to mention the sustainability of the MITHI initiative should there be a change in administration. ✂

Innovation and Creativity of Public Services in the Integrated Licensing Services Board of Bandung City

Dr. Dayat Hidayat discussed the ways by which information and communication technology (ICT) is used to augment the quality of licensing services delivered by the Integrated Licensing Services Board (BPPT) in Bandung, Indonesia. Dr. Hidayat earlier explained that citizen satisfaction is one of the most important determinants of an effective public service delivery system. He asserted that the use of ICT could address citizen satisfaction and contribute to the performance of

local government institutions in a decentralized government system. Dr. Hidayat gave an overview of the BPPT, including its functions, main tasks and services. He iterated on the use of information technology (IT) in the management information system (MIS) implementation. He noted positive changes in the BPPT after the implementation of IT-based services: 1) revenues from licensing services have increased; 2) behavior and performance of staff and personnel have improved; and 3) a system of checks and balances was improved, with the citizens now able to monitor the progress of the services that they avail from BPPT. In conclusion, Dr. Hidayat hailed the BPPT as a breakthrough and stated that it should be further recognized as such. He recommended that appropriate infrastructures for ensuring transparency and promotion of the BPPT should be put in place. ✂



The Role of Municipalities in the Social Security and Tax Number System

This year, the Japanese government decided to adopt the social security and tax number system in order to: (1) enhance social security to serve people who truly deserve it; (2) achieve equitable distribution of the financial burden that it associated with payment of taxes; and (3)

develop efficiency in both collection and administration.

In his treatise, Tomohiro Nomura proposes that the Japanese Social Security and Tax Number System be implemented via the cooperation of municipalities. He believes that local officials (i.e. mayors and



governors) will contribute to its success—depending on their respective competencies. He adds that the system

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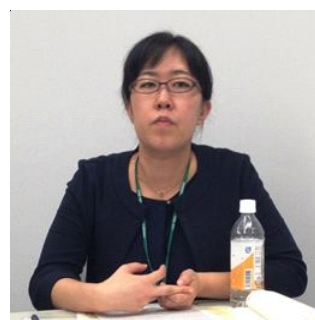
C1-1: GOVERNANCE (POLICY ISSUES)

International University-Community Cooperation for Environmental Sustainability

Dr. Victoria Valenzuela's presentation is a sharing of their initiative that aims to address the capacity gaps at the village level to promote sustainability concepts through the collaboration with the provincial government of Bulacan and industry associations, coordination with Bulacan Environment and Natural Resources Office, a cement company, and with a few industries like tanneries and paper company. Moreover, their initiative intends to operationalize the concept of corporate social responsibility through the adoption of cleaner production innovations, which improve workplace safety and minimize risks. Their action also aims to enhance the capacity of local institutions by learning to integrate economic progress, social development, and environmental protection. She then shared the concrete steps that they recently undertook: seminar-workshop on lean and clean manufacturing, visit to Angat River and watershed, and study tour to a tannery industry in Bulacan. Such activities helped developed camaraderie and teamwork among the 30 participants from private sector, government and industry. To sustain their efforts, she proposed an plan of action: develop consensus, adopt cleaner production, introduce concepts of industrial technology, integrate the concept of environmental sustainability, analyze regulations, and develop case studies. She ended by stressing the importance of cooperation and leadership at the national level. She invited everyone to work for the promotion of international university-community cooperation.✂



Top-Down Policy Process for the Decentralization of Adult Social Care: Legacy and Innovation in the National Care Insurance System in Japan



Ms. Kyoko Ohta discussed how the system on adult social care was designed by the central government and implemented by local governments in Japan. This has been a policy response to Japan's aging society social problem, which will ensue as the "2025 crisis" with more

Japanese – including the so called 'baby-boomers' – belonging to over 75 years old bracket. The system

reformed *Shochi* – state subsidy and measures by municipalities for the care of the elderly in the 1950s – to long-term care insurance to "localization" policy. Central government introduced a new "localization" policy of elderly care, and it was not a graduate shift. The new localization policy covers combining finance (municipalities as insurer), services (supply-side), systems, workforce and demand side pursuing a shared principle. However, Ms. Ohta argued the "localization" is actually not shared. Under this policy, the Ministry of Welfare promotes community general support following an ideal set-up – team approach, care team, protection measure, community general support and center's management council, among others. Ms. Ohta shared some practices and innovations in selected local governments on small-size multi-function care facility (day care), community integrated care, and home care services in old houses. She also identified key factors that affect performance including the importance of local leaders – and their linkages with the central government – as a key factor in the success of the program. The leaders are asked to become members of the advisory committee for the central government. Other factors include demographics, political, institutional, and financial factors. Although there may be some competing forces that affect implementation of the localization policy for elderly care like multiple actors and functions, the potential and success of the top-down process to localization may be attributed to the bureaucratic character of Japan. Ms Ohta concluded by noting that state bureaucracy is very strong in Japan, but flexible to persuasion, and encourage interest groups and policy actors. ✂

Key Factors Affecting the Success of Organic Agriculture in Thai Communities: Three Case Studies in Ubonratchathanee and Srisaket Provinces

Using case studies, Prof. Pasupha Chinvarasopak examined the success factors of organic agriculture, despite the very slow adoption rate in Thailand, which is lower than the average in Asian countries. In her framework, she introduced the key concepts of policy implementation, social capital, and sufficiency economy philosophy, a model of which was shown by highlighting the interacting concepts of sufficiency, reasonableness and self-immunity. With this model, she proposed a new theory in agriculture. Key findings of her cases include the following: reduced cost, increased income (but debt remains), benefits of organic farming (better seed, environment, health, self reliance, etc.), increased group power (knowledge sharing, helping one another in farm

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A1-2: GOVERNMENT (INSTITUTION)

Proliferation of Autonomous Regions Dilemma in Decentralized Indonesia: Participation, Budget Constraint, and Performance of Newly Formed Local Government

Mr. Adi Suryanto's presentation revolved around the proliferation of autonomous regions in Indonesia – creation of more but smaller regions – with the adoption of its decentralization law in 1999. Data showed significant increase of autonomous regions from 346 to 539 (1999-2013). In particular, he looked into the implications of the phenomenon to the overall financial health of the regions, and the performance of newly formed regions. The formation of regions is anchored on the democratization paradigm of decentralization, which “widens the space for political actors to participate in the political process as well as opens up civic participation to initiate territorial change.” Moreover, there are hopes and promises for improved regional performance. The new regions provide rationales for their creation--the need to accelerate regional development, improve government service delivery, and optimize local resource management, among others--within the context of decentralization. However, Mr. Suryanto argued that this phenomenon poses serious threat to macroeconomic stability and provide a burden to national government budget due to increase in intergovernmental fiscal transfers. The proliferation of autonomous regions weakens central government control – or oversight – over local governments, and does not guarantee better service delivery and local conditions under the new local governments. It also resulted in the decline of the General Allocation Funds (GAF) for other regions, thereby affecting their capacity to delivery services. Although GAF has been increasing over the years, Mr. Suryanto argued that on the average GAF has decreased in real terms using 2000 constant prices from 2001 to 2008. On the other hand, newly formed regions are spending less on operational expenditure items (personnel, goods and services) than the older regions. With the creation of new regions, the aggregate operating expenditure sharply increased from 44.8% to 65.5% of the total expenditure. All these would contribute to the performance of the new regions, which will likely not stimulate their development. He also presented social and economic indicators in the regions such as poverty levels, human development index and economic growth across regions in an attempt to relate the proliferation of autonomous regions. In conclusion,



Mr. Suryanto noted that this phenomenon has become a major policy issue of decentralization practice in Indonesia. He recommended to further study the use of social indicators and service standards to deliver services. There is also a need to determine the optimal size and number of regions that may be established to promote economic and allocative efficiency and ease financial burden to central government; merger of local government should likewise be considered and/or pursued.✂

Regionalization – The New Sunrise

Prof. Forum Dave and Ms. Miraj Shah presented their paper entitled “Regionalization – The New Sunrise.” Ms. Shah started presentation by locating the whole discourse of regionalization within the context of the economic theories on public goods and fiscal federalism to maximize social benefits and welfare. She then discussed decentralization as key approaches to growth and development, particularly devolution and the shift of accountability for subnational development to local level institutions. In pursuing regionalization as an approach or “the approach” to development, Ms. Shah emphasized the significance of geographical or topographic conditions in the design and strategies for regional development. The paper cited the state of Uttara-Khand in India and its regions in the Himalayas, where about 90% of its land areas is in the mountains. The region's topography constrains its infrastructure development. Prof. Dave for her part provided the recommendations of the paper. She noted that the state government should help regional governments develop their regional development plans. Decentralization should likewise be adopted to ensure local conditions and cultural diversities. A unique regional model and investments are desirable to suit the geographical location, which include high priorities education and tourism infrastructure development in lower region, and eco-tourism, religious places, and livelihood such as animal husbandry, small scale industries, and dairy products in the greater Himalayas.✂



Aiming for a Creative, Human-Oriented, Maritime and Garden City

Takamatsu City Mayor Hideto Ohnishi highlighted the need to transform the city in response to an aging society, where the elderly people are projected to comprise almost half of the population in 2055. Accordingly, the

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B1-2: GOVERNABILITY (MANAGEMENT)

Performance Management and Human Resource Development – The Experience of OECD countries and its implication for Asia and the Pacific

Prof. Bunzo Hirai of Asia University in Japan discussed in his paper the significance of performance management



and evaluation in improving the competencies of staff and personnel. He particularly looked into the 1) performance appraisal for managers; 2) performance enhancement by providing performance-based incentives; 3) implications of performance management on human resource development; and 4) improving competencies

of managers in choosing the right personnel.

Professor Hirai delved into the two perspectives of performance appraisal: performance of the organization, on one hand, and that of the individual career official, on the other. In view of these perspectives, Hirai said that to improve organizational performance, the systems that make the institution work effectively, as well as the means by which organization personnel contribute to the organization's goals should be considered. He mentioned several management theories that he deemed applicable with human resource development initiatives in OECD countries. These theories, according to Professor Hirai, give an idea of how personnel performance is evaluated or assessed.

Meanwhile, Professor Hirai voiced out his concerns on performance appraisal in OECD countries. He noted that financial incentives, i.e. performance-related pay (PRP), can only do much to encourage employees to perform better in the workplace. Rather, Prof. Hirai emphasized that other factors such as opportunities for career development, have more impact on the employees' performance. Based on the documented insights and experiences from the Network on Performance and Employment of the OECD Public Governance Committee, Prof. Hirai concluded that performance appraisal and management in the OECD region has yielded positive outcomes. Meanwhile, he suggested that in order for these initiatives to become effective, institutions must pay attention to goal and objective setting.✂

Effective Public Administration and Governance of the Local Government as a Strategy for Tourism Development: The Case of the Local Government Unit of Naga City, Philippines



Dr. Malu C. Barcillano of the Ateneo de Naga University, Philippines discussed the role of public administration and governance in improving tourism. Citing the case of Naga City, Philippines, Dr. Barcillano explained that

tourism industries significantly contribute to economic growth and development. She related that the tourism development approach adopted by the city government allows it, as well as other institutions and citizens, to be more actively engaged in related tourism projects and be accountable to the said programs.

Dr. Barcillano then described, based on the experiences of Naga City, the ways by which local government institutions effectively mobilize and manage resources and operations to promote tourism development. She indicated that local governments serve a two-fold function: first, in the implementation of government programs, and second, in the enactment of marketing strategies. Dr. Barcillano concluded her presentation by lauding the initiatives of the city to improve governance practices and tourism development.✂

Human Resource Development in Civil Service: The Case of Nepal

Mr. Durga Nidhi Sharma of the Ministry of General Administration in Nepal highlighted the opportunities and challenges of the Government of



Nepal in implementing initiatives for human resource development. He discussed the various laws, policies and the overall context under which key actors and institutions work together to build capacities of civil servants. According to Mr. Sharma, human resource development in Nepal has four main aspects: 1) personal development; 2) professional development;

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C1-2: GOVERNANCE (POLICY ISSUES)

Problems and Prospects of Public-Private Partnership

In his presentation, Dr. Pratyush Mani Tripathi plotted the differences between traditional procurement and public-private partnership (PPP). As indicated in the name concept itself, PPP allows private participation in government projects in terms of project management, service delivery, financing, and risk sharing. He opined that the public sector acts as a facilitator and enabler in a PPP arrangement. Tripathi's report indicated that PPP can be adopted in many sectors that require infrastructure such as power, transport, urban, education and health.



He discussed the rationale of PPP that includes availability of private sector financing, increasing value for money through efficiency gains (speedier implementation), benefit from private sector efficiency, augmenting government resources, customer service orientation, and improving access to service delivery. Similarly, it provides the private sector with business opportunities. The core of PPP is indeed partnership and a win-win agreement of both public and private sectors is a sharp focus.

Despite the benefits of PPP, there remain problems that hinder its realization. An umbrella problem would be the global financial crisis which would result in more specific problems of financing and economic slowdown. There are also other challenges including complexity, the possibility of higher user charges, and the non-suitability of some projects under the PPP framework, among others. ✂

Actualizing Public Private Partnership (PPP): A Unique Brand of Governance

The private sector has always been touted as governments' partner in development and progress. Moreover, there has been an emerging trend of public-private partnerships (PPP)—those that involve local governments. This is highlighted by the fact that under the Local Government



Code of 1991, local government units can exist as municipal corporations—hence have the power and ability to enter into contracts vis-à-vis agreements with the private sector. This is further petrified by the provisions of RA 7718 otherwise known as the Build-Operate-Transfer law.

In her presentation, Dr. April Teodosio narrowed down on the success of one growth area in the country via the realization of PPP in infrastructure development including non-traditional infrastructure sectors. The LGU concerned revealed that PPP could best exist and operate when there is a prevailing competitive and healthy business climate back-to-back with good governance initiatives in place.

Armed with investor confidence, she shows how PPP can be an enabler in encouraging increased capital inflow that in turn translate to better economic forecasts for local governments. ✂

What Can Improve Local Public Services?: An Empirical Analysis of the Philippines

Presented by Dr. Kenichi Nishimura, this paper looked at the case of the Philippines in terms of governance styles in the Philippines. A survey of 300 respondents



(mayors and municipal/city planning and development coordinators) was conducted to explore this inquiry. Nishimura reported that Philippine mayors have generally two styles of governance: efficient governance with strong leadership; and constituent participatory governance.

Dr. Nishimura's presentation provided that majority of mayors give importance to political will as a factor in good local governance. They also subscribe to the idea of people's participation as evidenced by their focus and attendance to the selection of NGOs / POs as part of the local development council. Mayors are also more into meeting with NGOs than with business groups. Nishimura also noted that many of the mayors are concerned with staff development.

While positive findings were laid out in the presentation, negative observations were also made. Among these are the prevalence of "political families" in local governments and the process of "knowing" the NGOs and POs for the mayors to impose a certain degree of control over them.

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A1-3: GOVERNMENT (INSTITUTION)

Decentralization in the Philippines after 21 Years

Dr. Remigio Ed. Ocenar assessed the achievements of decentralization, particularly on the delivery of basic services, and how these are supported by fiscal transfers. He started off by providing a background of the local government structure and the legal framework for local autonomy. In assessing the basic service delivery, agriculture, one of the oldest devolved function, has improved under the devolved set-up. However, it is beset with lingering problems of capacity building, funds, and vertical coordination. Similarly, health, albeit the expansion of facilities, is pestered with issues of corruption and lack of personnel, among others. Education, he mentioned, was not a devolved function, while environment is only partially devolved. He noted that public works service has been receiving about 50 percent of the development funds. Trade, industry and tourism, which are national and local concerns, have made significant progress, particularly the establishment of one-stop shops. Good practices have also been observed, documented and promoted in the areas of local finance, people's participation and inter-local cooperation. Despite these successes, challenges abound. Accordingly, he proposes a local government reform agenda that will focus on reforming local structures and functions, strengthening local finance, enhancing corporate powers, improving national-local relations, reforming leadership terms, and continuing studies and debate on local governance. When asked about the driving force behind decentralization, Dr. Ocenar noted that a series of decentralization efforts and policies had been introduced even before the new decentralization law was enacted in 1991.✂

Trend of Dual Representative System Unique to Japan: Multilayered Check-and-Balance System

Prof. Shunsuke Kimura's presentation dealt with the recent controversies concerning the dual representative system in Japanese local governments. According to Kimura, there is a constitutional provision for this system where check-and-balance is a primary concern. There were cases where conflicts arise out of misunderstanding and opposite perspectives of the executive and the local council. This is because the two systems of representation assert different ways of thinking as reported by Kimura.

Recent events have made things more difficult where check-and-balance has been taken to the sidelines as decisions were repeatedly made by the executive independently (without consulting the council). This is in the area of appointing the deputy mayor where the mayor

(executive) can use his discretion. While this is allowed in the current policy, some have viewed this as a form of abuse of discretion. In some cases, chief executives have also refused to convene the assembly despite the requirements of the latter's chairman. Such issues have been in the limelight and conflict between the executive and the local council became a burning issue in local administration.

These issues prompted for the amendment of the Local Autonomy Law (LAL) in 2012. The new policy now indicates that discretion is taken away in terms of the appointment of vice governor or vice mayor. Kimura's presentation also provided that "when the assembly does not approve decisions independently made by the chief executives on bylaws and budgets, the chief executive must take necessary measures and report them to the council."✂

Deconcentration in Local Public Administration: An Investigation of Lower Secondary School Education in Vientiane Capital, Lao PDR

The different styles of administrative decentralization formed the backdrop of Prof. Thomas Jones' presentation. He showed how the Laotian governance style has developed, from centralized in 1975 to decentralized in 1986 and re-centralized in 1991 to partially decentralized in 2000. His presentation focused on the education sector, particularly the lower secondary school (LSS) level, the highest level of compulsory education. Through semi-structured interviews of 22 school principals, he found three major findings. First, there are more school principals in urban than in rural areas. Second, in the area of decision-making power, 64 percent of respondents said that the power of LSS resides with the province, rather than with the district. Third, one-third of the respondents acknowledged the district's responsibility for appointing principals, while two-thirds were unaware of the transfer of responsibility from the province since 2009.

Accordingly, he stressed the potential of the district to play a more hands-on role, which was undermined by lack of awareness, as well as noted that policy needs to be implemented with continuity and relevance. The disconnect between domestic political apparatus and the donor agencies is also a problem. He then recommended to promote and finetune the policy as well as to provide more capacity building opportunities at the district level. When asked about the benefits for international donors to encourage deconcentration, he felt that it is paradoxical for the donors to push this agenda despite the lack of key elements to make decentralization achievable.

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B1-3: GOVERNABILITY (MANAGEMENT)

Efforts Towards Reconstruction

On behalf of Mayor Masanori Yamamoto, Vice Mayor Ichiro Nagoshi revisited the experience of Miyako City when it was struck by the March 2011 earthquake and tsunami which resulted in fatalities, financial losses, and destruction of houses. Showing photos of the city taken before, during and after the disaster, Vice Mayor Nagoshi expressed how saddening that situation was.

Despite such tragic event, Vice Mayor Nagoshi showed how the city remains strong to rebuild itself and be back on track. According to its Basic Reconstruction Plan for the period of 2011 to 2019, Miyako City is in the process of promoting reconstruction projects and community rebuilding. The city's community rebuilding plans for its districts were spearheaded by the residents themselves. Vice Mayor Nagoshi shared that opinions of residents were highly valued in the process, which means that citizens are in the heart of the city's governance. He also shared an article authored by a first grader in junior high school expressing hope for Miyako, which means that even at young age, citizens of the city have positive perspective.

The specific efforts in Miyako City's reconstruction include building of houses in safe areas to ensure a safe community, reconstructing basic infrastructure in order to bring back people's lives to normal, and the reconstruction of the economy and industry. Again, Vice Mayor Nagoshi emphasized the role of citizen participation in this endeavour. ✂

The Roles of Community and Communal Law in Disaster Management in the Philippines: The Case of Dagupan City

Taking off from his another paper on disaster management, Dr. Ebinezer Florano discussed the concepts of community and communal law, and community-led disaster management and, through a case study, how the same were applied (or are being applied) in the Philippines. To be able to look deeper into this subject, he also explored under what conditions community involvement result in effective disaster management.



The case showcased in the presentation is that of barangay (village) Mangin in Dagupan City of the province of Pangasinan. Dr. Florano called the barangay a "model community for disaster risk reduction and management" after having won national awards and received international citations. According to Dr. Florano, impacts of climate change such as rising sea levels, disturbance in

climatic patterns, stronger typhoons and surges, flooding, and water shortage/drought have been felt in Dagupan City and barangay Mangin is the most vulnerable from among the city's villages. This was one of the reasons why the village was a recipient of the Project PROMISE (Program for Hydro-Meteorological Disaster Mitigation in Secondary Cities in Asia) implemented by the Center for Disaster Preparedness (CDP) in partnership with the community under a grant from the USAID.

Dr. Florano listed the accomplishments of the project in terms of both quantifiable and non-quantifiable indicators. The former include 0% casualty, 100% compliance to evacuation efforts, 100% community participation, and 100% efficiency of the early warning system, while the latter includes minimal dependence on the city for assistance, increased capacity, increased ability for program sustainability, and fast flow of communication in an actual evacuation.

The presentation concluded that co-management has effectively taken place in this case under the conditions of disaster awareness, strong community bonding, and strong adherence to participatory governance. While saying that co-management lasted only during the actual project, Dr. Florano noted that it was alright because the village has already learned how to sustain the program. He also cited the roles of other stakeholders in the process, but the larger credit was given to the CDP and the community. ✂



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C1-3: GOVERNANCE (POLICY ISSUES)

Promoting Gender-Responsive Budget in Development Programs



Dr. Ambar Widaningrum featured in her presentation the gender issues that affect social welfare and basic human rights in Indonesia, as well as the installation of a gender-responsive budget for development. Citing data on gender-related economic and social vulnerabilities in

Indonesia, Dr. Widaningrum pointed out that most women in Indonesia suffer from poverty, poor access to credit, low wage rates, low employment opportunities, and lack of active participation in the community and labor sector. Women also bear the burden of maternal mortality and malnutrition, with progress in the aforementioned areas being generally slow.

Dr. Widaningrum asserted that these problems need to be quickly addressed, with the exercise of efforts, commitment and strong political will to attain basic rights particularly of women and other gender minorities. Drawing from the role of budget policy in addressing socio-economic problems, Dr. Widaningrum argued that gender budgeting may help empower both men and women as partners and beneficiaries of development. She said that the gender-specific budget does not provide for a separate allocation for women; rather it promotes a gender-equitable budget where both men and women reap the benefits of development. Government institutions, non-government organizations, civil society, and other concerned stakeholders, should be committed to contributing to a gender-specific budget.

Searching for a New Mode of Civic Governance in the Post-NPM Era

In his presentation on new public management, Dr. Osamu Koike explored the prospects of using the civic governance model to improve public service delivery after the emergence of new public management in Japan. He posited that while market-oriented new public management scheme can improve citizen satisfaction in terms of the quality of public service delivery, it may adversely affect the performance of local government institutions. He said that a new form of governance should be able to address the needs of local governments, particularly in the field of environmental conservation.

In his study, Dr. Koike looked into the case of the rural



landscape or “satoyama” conservation program in Kanagawa to determine the feasibility of civic governance as either a complement or supplement to market-based, post-NPM governance. Dr. Koike described the arrangements and collaboration between farmers, prefectural governments, action groups and other stakeholders, working together for the conservation of the satoyama landscapes. Gauging from the results of the evaluation study conducted on 14 satoyama conversation areas, Dr. Koike argued that community-based environmental conservation is still a relevant form of governance even in the market-based public management area. He recommended that community-responsive policy measures should be formulated for conservation of the landscapes.

Public-Private Partnerships and Governance Challenges in Thai Municipalities: Perspectives of Chief Administrators (palat thesaban)

Dr. Ploy Suebvises presentation talked about the public-private partnership (PPP) in Thailand as a new public management approach to improve service delivery. She drew the perspective of local administration in policy design and implementation of PPP in the country. PPP in Thailand has undergone many types of reforms since early 1990s in view of the shifting role of the government and transferring of its service provision function to the private sector. The institutional framework for PPP and its various modalities are supported by the Private Participation in Undertaking Act B.E. 1993; and revised under the new Private Participation in Undertaking Act B.E. 2025. Over the years, there has been an increasing involvement of the private sector in the provision of utilities such as energy, telecommunications, and water, among others, not only to improve efficiency but also to share the risks and improve collaboration with the private sector. Recent developments in Thailand look at opportunities for increased PPP undertaking at the local government level. The study examined the governance concepts, contributing success factors, identified problems and documented perspectives from local government administrators on PPP. Dr. Suebvises emphasized and elaborated the following contributing factors for the success of PPP in Thailand: congruence of objectives, commitment, communication and trust, flexibility, transparency and good leadership. On the other hand, while the problems in PPP implementation pertain to conflicting goals, different organizational



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will be beneficial to other local governments as well since relevant information can be accessed between and among them. He shares the role allotment among administrative organizations in this system and clarifies why municipalities play a big role in its success.

In the course of the discussion, Dr. Andy Al Fatih inquired if there is a pre-requisite whether it can be introduced now and whether it can be applied in the national level.

According to Mr. Nomura, people are now starting to understand its importance. He revealed that ten years ago, the people were not able to comprehend the network system. However, today times have changed and people better appreciate and understand its offerings and significance to their lives.

Although he confirmed that the system was originally envisioned to serve local governments, national government agencies can also use the network system in order to improve efficiency. He believes that it can be applied throughout Japan.

Implementation of Management Information System for Integrated Sub-District Service Administration (SIMPATEN), The Need or Opportunity



Dr. Etin Indrayani looked into the implementation of the Management Information System for Integrated Sub-District Service Administration (SIMPATEN), which aims to improve licensing services in the Sragen district in Indonesia. Dr. Indrayani presented the organizational structure and procedures in the sub-district governments, and the role of

the sub-districts as prime movers of bureaucratic reform. She iterated that the management innovation or “paten” is mandated by the Ministry of Home Affairs to simplify and make more efficient the administrative procedures in sub-district government institutions. She asserted that incorporating information and communications technology (ICT) into the “Paten,” thus creating “SIMPATEN,” translates to efficiency in public management.

Three sub-districts, namely: Ngerampal, Gemolong and Plupuh, served as study sites for Dr. Indrayani's study. She found that there is a conflict in operations between the new management information system and the old system of SIMPATEN. Dr. Indrayani urged the need to improve budget allocation to support both the old and the new systems. She also noted that staff complement

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work, increased negotiating power, easy access to support, and creation of a friendly working environment), increased support systems in the areas of knowledge, certification, tools and equipment, and market. She argued that the key to success is through the leader, who serves as a role model as well as organizes the group. Group links is important as well, which is consistent with social capital theory. However, tight relationships will make it difficult for groups to expand. The organic step follows the new theory in sufficiency economy philosophy by the King of Thailand, which is in accord with the Buddhist philosophy. She concluded that, despite the power, groups need support in every aspect. She added that organic agricultural policy can be an alternative policy, should be tailored to groups, and be supported by other players, particularly the government. When asked about the role of the government, she said that the government provides training and education on the shift from chemical to organic, as well as site visits to demonstration areas; however, the government does not support much in terms of marketing. When asked about the initiatives to increase domestic consumption, she stated that in rural areas, organic produce are available at flea markets at a cheaper price.

Political Economy of Local Roads Development: The Case of Eastern Samar Province



Mr. Jose Tiu Sonco's paper frames that policy design and implementation of intergovernmental fiscal transfers to the efficiency, effectiveness, and accountability of local roads development (LRD) under a decentralized regime. Local roads are critical rural infrastructures that remain un-developed – poor

network and uneven investments – in the Philippines. Since the enactment of the decentralization law in 1991 or the Local Government Code (LGC), the national government has transferred the function, responsibility and delivery of LRDs – construction, maintenance and rehabilitation – to local governments at various tiers. The intergovernmental fiscal relations have changed; local governments are expected to finance LRDs from their local revenues and the internal revenue allotment. Other fiscal transfers come in the form of ad-hoc grants through the “pork barrel” of the district representatives and senators, and special purpose funds from the office of the president. National government agencies design rural development programs that offer LRDs; however, problems on targeting, delivery, management and accountability are a challenge. Mr. Tiu Sonco located his

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should be augmented, and that the sub-district governments should implement capacity-building initiatives for the personnel implementing SIMPATEN. Lastly, Dr. Indrayani suggested that the local government should work with academic institutions and private companies for the implementation of SIMPATEN, and that citizen awareness, participation and education should be broadened to raise competencies of citizens and institutions using SIMPATEN. She stated that the experience of the Sragen district can be replicated in other districts in Indonesia.✂

Palabay is first EROPA Outstanding Young Practitioner


From left-right: Dr. Francisco T. Duque III, Chairman of the Civil Service Commission, Philippines; Dr. Orlando S. Mercado, EROPA Secretary-General; Mr. Arnel G. Palabay, EROPA OYP Awardee; and Mr. Morio Sakamoto, President of the Local Autonomy College.

The first ever EROPA Outstanding Young Practitioner Award was given to Mr. Arnel G. Palabay, supervising economic development specialist at the National Economic and Development Authority (NEDA) Regional Office I, in a short ceremony on 16 October 2013 at Local Autonomy College, Tachikawa City, Tokyo, Japan.

Before the official awarding, Dr. Orlando S. Mercado, EROPA Secretary-General, gave the audience an overview of the Outstanding Young Practitioner Award and encouraged individuals and institutions to identify possible nominees for the said award.

Mr. Morio Sakamoto, President of Local Autonomy College and the incoming Chairman of the EROPA Executive Council, joined Dr. Francisco T. Duque III, Chairman of the Civil Service Commission, Philippines, and Dr. Mercado in presenting a plaque of recognition to Mr. Palabay.

Mr. Palabay developed computer programs that automated personnel records at NEDA Regional Office I in the Philippines. Through the electronic information systems developed by Palabay, personnel management in NEDA Regional Office I became more efficient in terms of cost and performance.

Mr. Palabay was recognized by the Philippine Civil Service Commission in 2010 for his outstanding achievements in public service.

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capacity, among others. In conclusion, she suggested the design of a new law or policy to streamline procedures and guidelines on PPP particularly on encouraging private sector participation, improving accountability and increasing citizens' engagement. ✂

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Local Government Enterprises as a Public Service Dilemma

According to Dr. Tomi Setiawan, policy reforms in public service are also responses to the pressures of globalization and global competition. By looking at the case of the Municipality of Bandung, he examined the viability of local government enterprise as an alternative to public service provider. However, he found that the change from local market agencies to local government enterprise has not been significant in the area of institutional arrangement, particularly on structures, tasks, technology and human resources. While the changes have instilled new values of professionalism, time discipline and improved work ethic, morale and employee relations, the structure has become centralized, which resulted in low participation, and delayed responses to problems. Moreover, only half of the markets were viable, and turnover of traditional market declined by at most 30 percent. He noted that, in general, local government enterprise has not optimized public service, contrary to the underlying intent of the policy reform. In conclusion, a local enterprise-public service dilemma in the local government has emerged, he remarked.✂

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presentation within the context of rural poverty, infrastructure investments, and decentralization. He referred to seminal works of respected academics (economics and political science) on the mixed impact of decentralization in the Philippines thus far. The decentralization law of the Philippines as currently designed has been unable to correct fiscal imbalances between tiers of local governments, which resulted in the uneven performance of local governments. The evidence suggested that Eastern Samar's critical constraints to local roads development are: 1) low levels of investment on rural infrastructure and poor local roads network as a result of national policy design and low levels of local revenues; 2) high vulnerability to and costs of corruption as a result of poor and lack of accountability; 3) poor institutional and organizational capacity of the local government; and 4) lack of citizens/ civil society engagement. He pointed out the inadequate financing and poor quality of local roads particularly at the provincial and municipal levels, which require national institutional and policy (re) design and are affected/ influenced by political and decision-making dynamics. He also advanced that the evidenced-based analyses of the impact of decentralization in the Philippines and elsewhere should combine both macro and by tier of local governments to capture its real effects and policy issues, thereby providing policy options at the appropriate institutional level (i.e. national or sub-national). The pitfalls of decentralization including its impact measurement should likewise be recognized, which are part of the handles of fiscal decentralization in general, and intergovernmental fiscal transfer in particular. He therefore argued the need to map, measure and (re) design intergovernmental fiscal transfers for local roads development, rural infrastructure as well as other local service delivery functions. At the subnational level, there is a very wide opportunity for improvement by leveraging local roads development with other major investments such as national roads and tourism development. There is a need to conduct a comprehensive assessment and development plan for local roads at the provincial, municipal and barangay levels; and to promote collaboration between the province and municipalities, and central-local governments. At the national level, it is important to revisit fiscal decentralization policy to finance rural infrastructure including local roads development and improve financial allocation, utilization and accountability for inclusive growth and development; and to address fiscal gap for local roads development through a design of an intergovernmental fiscal transfer instrument, primarily for provinces and municipalities with clear resource pool, allocation and administration, funds flow and accountability mechanism. He ended his presentation by advancing a framework for local governance reform and sub-national strategy to strengthen local governance institutions through local roads investment. ✂

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3) performance management; and 4) organization development.

Mr. Sharma explained the constitutional and legal provisions that mandate civil service in Nepal, and the functions carried out by agencies such as the Public Service Commission (PSC) and the Ministry of General Administration (MOGA) in carrying out these policies. Mr. Sharma noted some of the major hindrances to the success of human resource development in Nepalese civil service, which include lack of balanced scope of HRD efforts, weaknesses in HRD policies and programs, missing linkages and coordination among existing HRD programs and institutions, and poor capacities of individual personnel as well as institutions. Mr. Sharma iterated that the government is conducting initiatives to review recruitment approaches, enhance training, and develop capacities of various HRD institutions. Sharma recommended that the government needs to have a holistic human resource development plan that not only consolidates policy and legal framework, but also connects human resource development with other human resource functions.

China's Energy Saving Practices in its 11th Five Year Plan (FYP): A Transition Management Perspective

Mr. Dawei Liu of the University of Tokyo focused on the People's Republic of China's energy saving and emission reduction policy in line with its 11th Five-Year Plan (2006-2011). China was determined to develop stringent energy-saving goals for its economic activities.

To understand changes in socio-technical systems, Liu elaborated on a multi-level perspective: 1) landscape (macro-level), 2) regime (meso-level), and niche (micro level). 3) Developments occur on all levels causing an interaction resulting in a transition.

PR China identified a transition vision for the 11th Five Year Plan; it strategically identified energy conservation and eco-friendly Chinese society as a goal. The Chinese government targeted 20% reduction in energy intensity. A transition arena was established in search of transition paths.

Possible paths for energy conservation are the following fields: 1) industry, 2) building construction, 3) transportation and 4) industrial structure optimization.



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important to consider the *terroir* and the *cépage*. Iizuka argued that the socio-political environment (*terroir*) of the recipient has to have affinity with the substance (*cépage*) of the transferred framework. Otherwise, the two elements may produce unintended consequences.

Iizuka examined Japan's Independent Administrative Agency (IAA) with the aim of analyzing the unintended consequences of institutional transfer through New Public Management (NPM) reform. His presentation showed that there were unintended consequences of NPM in the IAA which are observed in the areas of management discretion and in terms of the "*de facto* versus *de jure*" autonomy of the agency.

The presentation concluded that a method, framework or policy may only be effective depending on context which means that its effectiveness in one country or institution may not work in another.✂

ASIAN REVIEW OF PUBLIC ADMINISTRATION (ARPA)

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urban community structure has to be redesigned and redeveloped to build a compact city that will feature an eco-friendly transportation system and shopping areas, and will expect the elderly to enjoy going outside. Likewise, a compact city also envisions a sustainable community, where people want to stay, investors are coming, taxes are stable and public service maintained or improved. Mayor Ohnishi noted that efforts to revitalize the central district have been ongoing, particularly the adoption of a city ordinance to make the city a beautiful community through landscaping, promotion of green projects, environmental cleaning, and designation of smoking areas, among others. The landscaping policy of the city aims to revitalize the Ritsurin Garden by regulating outdoor advertisements to preserve the scenic points. Towards the promotion of a creative city, the bureau targets the industry, culture and arts, tourism, sports and international exchange. He introduced several tourism resources and sightseeing spots in the area; the aji stone, pine tree bonsai and Kagaw lacquerware that dominate the city's traditional arts and crafts. Cultural events, such as Setouchi Triennale and Takamatsu International Piano Competition, are efforts to promote a creative city. He also shared a future image of nursing care or a regional comprehensive care system that will be established to complement the efforts to revitalize the community. In summary, he highlighted the need to promote decentralization, change regional community, and create a community focused on creativity and cooperation.



How to Change Subnational Territories: Cases of Provincial Division and Municipal Merger in the Philippines



To introduce his topic, Mr. Michael Tumanut of the University of the Philippines highlighted the recent significant increase in the number of first-tier administrative units in selected Asian and African countries. He then noted that decentralization has been invoked by many policymakers to justify their preference to change territories. His presentation examined the causes and mechanisms of territorial change using several cases of

(continued on page 2)

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An Inappropriate Esprit de Corps (A Review on Some State Institutional Policy Issues Towards Corruption Eradication in Indonesia)

Emphasizing that division of work, authority and responsibility, unity of command, unity of direction, subordination of individual to general interest, remuneration, centralization, scale of hierarchy, order, equity, stability of tenure, initiative and esprit de corps (Henri Fayol) translate to the general principles of administration, Dr. Andy Al Fatih argues that as a matter of public policy, the spirit can also awaken the commitment of an organization or a country (Indonesia in this case) to protect the interest of organization members and the organization itself. However, the commitment to organization is not necessarily absolute.

Al Fatih continued that the policy to keep esprit de corps among the members of an organization ought to be used for the purpose of the good reputation and the honor of an organization. If embracing esprit de corps is for the sake of personal gain or interest of the members of the organization, it is misleading then.

One of the extra-ordinary policies made in Indonesia reform era is the establishment of a Corruption Eradication Commission (CEC). This institution has an extremely huge power to stymie corruption, collusion and nepotism. The CEC can serve the country effectively in combating shenanigans in government. However, numerous interest groups affected by its operations push for the Central government to eliminate this body. For the author, it is an inappropriate esprit de corps and majority of the Indonesian people are against moves to abolish the CEC.✂



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technologies are among these. Globalization presents common concerns, issues and interests, as well challenges, opportunities and benefits. This means that governments and countries are interrelated and are moving in a space that is shared by everyone.

While globalization rings the bell in every corner of the globe, decentralization also speaks for its importance. According to Horie, decentralization is necessary due to the increasing demand for government responsiveness which the central or national government cannot answer alone. The continuously changing roles and responsibilities of local governments also mean less control and intervention from the central government, thus making the first more autonomous at least in decision making.

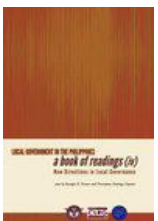
Both globalization and decentralization encourage competition. Where globalization drives competition between and among national governments, decentralization stimulates competition between and among local governments. Nonetheless, there is also a room for cooperation between and among them. As an example, Horie cited that Osaka, Kyoto and Kobe have similar interests and features, an indication of cooperation in terms of tourism, culture and industrial promotion. In the case of disaster management, Horie also noted the significance of cooperation in reconstruction and rehabilitation work.

Horie noted that it is important to understand competition of the national government with other governments. He also emphasized the need for mutual understanding and cooperation. He also recommended that national governments must be aware of others' perspective of them. Finally, he also suggested that leaders should be sensitive while being sensible, and responsive at the same time responsible.✂

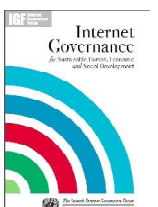
NEW PUBLIC ADMINISTRATION PUBLICATIONS



The Asian Review of Public Administration (ARPA), Volume 24 (forthcoming), 2013, published by the Eastern Regional Organization for Public Administration (EROPA).



Local Government in the Philippines: A Book of Readings (Vol. 4), published by the Center for Local Regional Governance (CLRG), NCPAG, University of the Philippines



Internet Governance for Sustainable Human, Economic and Social Development (The Seventh Internet Governance Forum), published by the United Nations Public Administration Network (free downloadable PDF file at www.unpan.org)