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Enhancing the Quality of Government: Government, Governability and Governance

SPECIAL SESSION III

Making Administrative Reform Work: Indonesian Perspective

Professor Eko Prasajo presented the experiences of the Government of Indonesia in implementing administrative reform. He related that there are three main phenomena that the state must confront in its path toward administrative reform: 1) rapid development of information and communications technology; 2) globalization and free economy; and 3) natural resources limitation. Public administration in general has changed much throughout the years in Indonesia, in terms of global bureaucracy and the working mechanisms and systems of public administration.



Prof. Prasajo explained that because of the impending changes in public administration, the functions of government institutions must have also expanded to include connectivity, values creation, innovations, and knowledge development and sharing. This reform process, according to Prof. Prasajo, aims to imbibe new capacities for both personnel and organizations.

Instituting change in bureaucracy, according to Prof. Prasajo, is a backbreaking process. Citing lessons from the administrative reform process in Indonesia, he stated that the nature and type of leadership is one of the most important elements for effective administrative reform. He specifically recommended “phronetic”—in Aristotelian concept of virtue and prudence—leadership. He also urged government institutions to apply the concept of dynamic governance, as developed by Singaporean public administration experts, Neo and

Cheng, which allows institutions to think again, think ahead and think across. Prof. Prasajo also stated that the model for reform must also include change management and knowledge management strategies.

Given these assertions, Prof. Prasajo predicted the trajectory of administrative reform in Indonesia, starting from rule-based administration to dynamic governance. He also presented the expected transformation of the civil service system, from being a closed-career system based on seniority, to an open system transferring capabilities from private to public sector. Meanwhile, Professor Prasajo warned that while strategies are in place for administrative reform in the state- and micro-levels, there remains a challenge to ensure that these initiatives are sustainable even with the change in leadership. According to Professor Prasajo, this can only be done through political commitment, collaboration with stakeholders and development partners, making trajectories attainable, and the steady implementation of the administrative reform plans.

“One Village One Product” Movement and “One Hundred Million Yen Homeland Creation” as Pioneers of the Planning for the Devolution Policy

The formal beginning of decentralization in Japan happened in 1995 when the Decentralization Promotion Law recommended the abolition of the Agency Delegation scheme, one which espoused central government control of local government by way of imposing delegated functions. But prior to these were two important milestones that gave way to the introduction of devolution in the country.

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Special Session III... (Continued from previous page)

These were the focus of Prof. Shigeru Naiki's presentation which he called the "pioneers of the planning for the devolution policy" in Japan. These are the "One Village One Product" Movement—focusing on the Oyama and Yufuin experiences—and the "One Hundred Million Yen Homeland Creation." According to Naiki, the two towns struggled against the central government for trying to stop their local policies.

"Today, devolution has provided a new central-local government relationship where the latter enjoys autonomy and empowerment and where the local government should recognize local self-reliance and creativity."

Oyama's policy, for example, was to shift to planting of chestnuts and plums, but the central government (Ministry) put pressure on the town to continue rice farming.

Oyama town did not agree with what the central government policy

for the reason of economic subsistence. Oyama pleaded the central government to let it have its own development policy and won its struggle. According to Naiki, Oyama town is now the richest in Japan, from previously the poorest town in the country and this is a result of the One Village One Product movement. Naiki provided that this movement is based on the principles of own beautiful product, never giving up, farewell to dependence, promoting a product at the local government's own risk, local yet global, finding own value, and that there is no royal road to success.

Another precursor of devolution in the country is the "One Hundred Million Yen Homeland Creation" aimed at "activating local autonomy." It allowed financing from central government for small towns to fund their development efforts through a program that showcases their specific characteristic. This was the speaker's experience when he was in the Ministry of Home Affairs in 1988.

With the success of these strategies, decentralization and devolution were given way in Japan. Today, devolution has provided a new central-local government relationship where the latter enjoys autonomy and empowerment and where the local government should recognize local self-reliance and creativity.

SPECIAL SESSION IV

Citizen's Perception of Government Performance and their Willingness to Pay

In her paper, Dr. Choi presented the outlook of South Korean citizens on the services delivered by the government and how this affected their willingness to pay for such services.



Dr. Choi explained that South Korea faced social changes during the 90's, characterized by increasing demand for freer self-expression. This was evident when Presidents Kim Young-sam, Kim Daejung, Roh Muhyun and Lee Myung-bak garnered

very low approval ratings owing to dissatisfaction of citizens on certain government policies, such as those governing US beef imports in 2008. In fact, South Koreans then belonged to "low-trust societies," being frustrated by their newfound democracy after years under military dictatorship.

The author recognized that the South Korean political apparatus (including political parties, the National Assembly and appointive public officials) did not function as expected. In her paper, Dr. Choi categorizes four different types of citizen's groups, and differentiates them according to their expectations upon the government, evaluative perspectives of government behavior, willingness-to-pay (WTP) for basic government services etc. She related that people's willingness to pay for government services varies in accordance with different types of public services. However, variables such as "trust in government," "gender," "knowledge about government processes," rather consistently impinge upon citizens' WTP.

Dr. Choi posits that the study of public administration should focus not only on internal governmental processes, but also narrow on citizen's needs and concerns.

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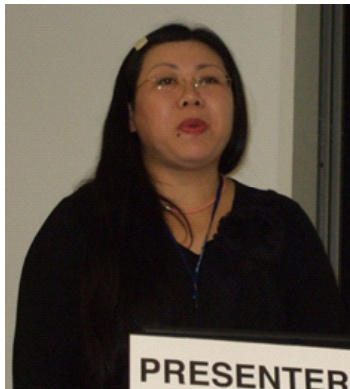


Special Session IV... (Continued from previous page)**Professional Ethics Building for Chinese Civil Servants and Anti-Corruption and Integrity**

In his treatise, Dr. Wenshuo portrays how the People's Republic of China confronts the malaise of corruption that affects both Asian and Western democracies. She outlined the experience of Europe and the United States that put premium on civil servants' professional work ethic and system, including the functions, duties and responsibilities of professional and duly mandated anti-corruption watchdogs.

She likewise talked about the Asian experience, characterized by the perfection of the legal system, stringency of institutional regulations, intensification of anti-corruption education, emphasis on the rule of law and professionalization of anti-corruption agencies.

Lastly, Dr. Wenshuo mentioned China's efforts to address the issue by prioritizing the design of a top-level system, institutionalizing professionalization in the civil service and formulating an occupational culture that promotes honesty and integrity. She underscored the need to cleanse Chinese bureaucracy in order to sustain and preserve their present economic gains, and to be competitive in today's highly globalized world where trade, economics and politics transcend national and regional boundaries.



local public finance in Thailand. He located their paper within the theory of fiscal federalism and the role of national government in addressing the vertical and horizontal imbalances using intergovernmental fiscal transfers. He also presented the research method and statistical model for their study. The study draws it analyses – quantitative and qualitative –based on a case study in Khon

Sudhipongpracha

Kaen Province. Dr. Sunhipongpracha discussed the major arguments and findings of the study. The current design of fiscal transfers, which is politicized, does not address the horizontal imbalances across diverse local governments in Thailand. The study argued that “resource-rich communities receive more national government transfers than those with cash-strapped communities.” They concluded that the formula for fiscal transfers in Thailand is inconsistent with theory and that it exacerbates imbalances, thereby resulting in absence of basic needs (e.g., potable water) and poor local service delivery. Moreover, the process of determining the amount of transfers is clouded by the political dynamics between national and local politicians as well as central government bureaucrats. The local governments in the province resort to extensive borrowing to finance their programs and projects. Based on their findings and arguments, Wongpreedee and Sudhipongpracha suggested the need to design intergovernmental fiscal transfers to alleviate horizontal fiscal equity.

**Wongpreedee**

SIMULTANEOUS WORKSHOP SESSIONS

A 2-1: GOVERNMENT (INSTITUTION)***Disequalizing Equalization Transfers: Politics of Intergovernmental Transfers in Khon Kaen Province***

The team presentation of Drs. Achakorn Wongpreedee and Tatchalerm Sudhipongpracha attempted to show the extent to which Thailand's current intergovernmental fiscal transfers system help achieve horizontal fiscal equity among Thai local governments. Dr. Wongpreedee laid the institutional framework for decentralization and

Globalization, Public Sector Reform and Vicissitudes of Nation-States

Dr. Danilo Reyes' presentation explored the ramifications of institutional and structural responses – and outcomes – of nation-states in the context of globalization and new world order, where relationships are characterized as “supraterritorial.”

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Session A 2-1... (Continued from previous page)



In his highly academic and theoretical paper, Dr. Reyes impressively connected terminologies, viewpoints and theories of phenomenal scholars and leaders to explain the evolution of and patterns in nation-states, institutions, bureaucratic

structures, administrative systems and processes, and international arrangements and connections around the world in the past century. He posited that, “over the years, the state has assumed many incarnations dictated by the exigencies and demands of the eras that enveloped it” with reference to the “big government, minimalist state and hollow state.” Dr. Reyes concluded with a challenge and research agenda for the study of public administration to capture – and perhaps articulate – new theories, concepts, prescriptions and principles as a result of globalization and the new international order.

Focus may be given to theories on new institutionalism, network, international governance and the role of international organizations as they affect public administrative systems and processes. These will provide better understanding of the new frontier of public administration as a discipline as well as deepen the base for pursuing public sector reforms.

Strengthening Taxation Politics Through Devolution of Urban and Rural Property Tax: Constraints, Challenges and Opportunities

The presentation of Professor Haula Rosdiana and Ms Murwendah provided an assessment of readiness and implementation of the urban and rural property tax collection authority of local governments in Indonesia, which was enacted in 2009 and due for full implementation by January 1, 2014. This is anchored on strengthening fiscal decentralization and transferring greater taxing power to local governments.

Dr. Rosdiana noted its very slow progress with only 18 or 3.8% of the local government have levied urban and rural property tax. More than 50% of the regional governments are still in the process of formulating their respective Local Government Regulation (legislation), while some have not even started. Her study identified the following factors for this: i) need for bureaucratic reform

of local taxing authority as a pre-condition for effective property tax devolution to address organization capacity concerns and rent-seeking behaviors; ii) problematic model or design of local tax collection particularly on incentives and the sharing between central and local government; iii) inconsistencies in tax collection policy; and iv) human resource constraints.

Dr. Rosdiana concluded the presentation with recommendations to pursue bureaucratic reforms to improve local government capacity in local tax collection. She also advanced the idea of addressing the social and economic inequality through the design of fiscal transfer as tool or instrument for effective fiscal decentralization.

B 2-1: GOVERNABILITY (MANAGEMENT)

Enabling Multilevel Responses and Resiliency for Climate Change Adaptation: Adaptive Management and Adaptive Governance in Local Initiatives, Nueva Vizcaya, Philippines

Prof. Cristina Salvosa shared in her presentation the local initiatives for climate change adaptation and resiliency of Nueva Vizcaya, a province in the Philippines. She explained that there are current challenges that the province face relative to environmental management. Among these is poverty, which becomes an excuse for abuse of natural resources, and results in watershed degradation, increased hazards from landslides, flooding and drought.

The presentation discussed the role of the provincial government in environmental management (climate, land) and this is to provide technical assistance and avenues for information management to municipalities and cities relative to their climate change action plans. Prof. Salvosa outlined some of the good practices that the province has been implementing over the years. There is the Nueva Vizcaya Watershed Co-Management Program which consists of more specific activities such as the Tree for Legacy Project, the 300-hectare Provincial Forest Park, and the Municipal Forest Park.

To be more effective in climate change adaptation and environmental management, the paper recommends the creation of localized climate change institutions and the development of GIS-based tools for climate change adaptation.



Reality of Disaster Damage Sustained by Minamisanriku Town in Miyagi Prefecture and Challenging Efforts to Reconstruct the Town

The presentation of Mayor Jin Sato of Minamisanriku Town in Miyagi Prefecture reflected back on the town's tragic experience with the March 2011 tsunami. Mayor Sato showed a graphic presentation of the town before and after the disaster broke out. From the



photos showed, it can be noted that the tsunami indeed caused huge damages to the town. In addition, Mayor Sato reported that many lives were lost, properties were damaged (housing, fishing boats), natural sources were destroyed (farmlands and woodlands), and persons remained missing.

Among the responses to the disaster was the evacuation of people to government facilities which served as temporary shelters. Mayor Sato reported that there were 9500 refugees from the disaster.

On a positive note, Minamisanriku town is in the process of recovery as evidenced by its Disaster Recovery Plan which envisages “a town where nature, people, and work weave together peace and excitement” by March 2021. The ten-year recovery plan hopes to involve everyone in the town in the process of creative recovery. Mayor Sato noted that the plan has three goals: security and protection of human lives; nature and coexistence in community building; and work and excitement in community building. As of presentation time, accomplishments under the recovery plan include the completion of the temporary town hall and clinic. Other identified tasks for recovery are continued personnel sources, housing, railroad restoration, and recovery from population drain.

Crisis Management: A Case Study of Flooding Management of Pakkret City Municipality, Nonthaburi, Thailand

Prof. Pathan Suvanamongkol described the Flooding Management initiatives in Pakkret, Nonthaburi, Thailand. He reported that hundreds died and millions were affected in the 2011 floods in Thailand. Looking back at the worst flooding in Thailand in the last 50 years, Prof. Pathan showed photos of damages in capital Bangkok.

Meanwhile, Prof. Pathan shared how Pakkret City Municipality in Nonthaburi was able to mitigate this disaster through its success in flooding management. Prof. Pathan presented the “Pakkret Model” which showcased the municipality's Center for Flood Prevention and Problem-Solving. The model shows that the center has various mitigation activities including surveillance and inspection, public relations, coordination and community-based warning, relief and mental health care, habitation, situation evaluation and emergency relief, community participation, daily flood evaluation, and post-flood preparation. These functions are undertaken by the center's various units.

There was an emphasis on the self-help that happened in Pakkret where the people themselves were involved in preventing or at least minimizing the flood through the preparation of sand bags. The presentation noted that everyone was involved in this undertaking, including the monks.



Suvanamongkol

Prof. Pathan ended his presentation by sharing the key success factors in Pakkret flood management. These factors are: effective leadership in preparing emergency plan and coordination of various sectors; participation of partners and the community; clear communication between the government and the community; and the fair treatment of both flood affected and non-flood affected citizens. After his presentation, Prof. Suvanamongkol consumed his remaining time with a video presentation showcasing the experience of Pakkret.

Blame game, Hindsight and Oblivescence: Impediments against Post-Emergency Investigations

Mr. Kazuyuki Sasaki studied the three major challenges around the post-emergency investigation conducted on the Dai-ichi Nuclear Power Plant accident in Fukushima. Being part of the investigation teams that looked into the nuclear accident, Sasaki explained these three issues as the following:

1) “Blame-game”, wherein the stakeholders became hesitant to fully cooperate with the investigation for fear of losing their reputation. Mr. Sasaki recalled the emergency visit of a Japanese prime minister to the accident site in Fukushima—and his

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apparent denial of such a visit—to illustrate this concept.

2) “Hindsight”, wherein stakeholders instead focus on what should have been done to prevent or act upon the accident.

Mr. Sasaki described the alleged “damage” of SPEEDI tsunami warning systems, and 3) Oblivescence (memory gap), wherein stakeholders “forget” what happened in the crisis response.



Sasaki

According to Sasaki, these three factors posed difficulties on the part of the investigation teams in looking into the accident. Despite these challenges, the post-emergency investigators involved in the Fukushima nuclear accident put in all their efforts to proceed with the investigation.

Dr. Roger Wettenhall related the case of the Fukushima accident post-emergency investigations with that made after the Australian bush fire accidents. He wondered whether the Japanese government had some form of reluctance in saving the lives of people, as what he apparently noticed during the Australian bushfire accident. Professor Sasaki affirmed that they also had a similar experience during investigation of the Fukushima accident. He reiterated that impartial and fair post-emergency investigations are essential to ensure efficient assessment of the extent of damage and casualty from a disaster.

C 2-1: GOVERNANCE (POLICY ISSUES)

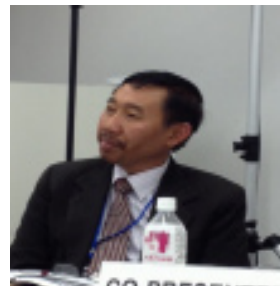
Significance of Collaboration among Citizens, Academics, Industry and Public Sector in Resolving Regional Issues—Case Study of Mitaka City, Tokyo

Recently, Mitaka City’s administrative affairs has been drawing national attention since it has been formulating policies based upon collaboration between the local government and its citizens. Examples of multi-lateral collaboration as described by Mayor Keiko Kiyohara are the Regional Care Networks and the Mimamori “Support” Networks—both of which target supporting the elderly and disabled. Moreover, he institutionalized the Community School System designed to mobilize the community’s power to support local public schools. Mayor Kiyohara also introduced the Mitaka Machizukuri (Urban

Planning) Discussion, which is a citizens’ forum enabling people to discuss administrative plans in the city, where the people’s voice is being heard and considered by the city government.

The case of Mitaka City is widely perceived as extraordinary efforts by local governments to promote citizens’ participation in their respective policy formulation. The author points out that what started as citizens’ participation in policy planning transformed into a solid framework for collaboration where citizens share the goal and responsibility with the city government in solving local issues.

In Search of Effective Functional Assignment: The Case of Decentralization in Indonesia



Dr. Agus Pramusinto argued that the concurrent function, embodied in the Indonesian decentralization law, brings about several challenges for the local governments as functional assignments overlap across different government tiers. Thus, he asked the question “how should functional

assignment be formulated and implemented?” Before providing his answers, he explained the importance of decentralization in a country like Indonesia. He also presented several conditions that must be met for its effective implementation. Some of these conditions are: capacity, economies of scale, differing local demands, and no spillovers.

Accordingly, he likewise explained the role of functional assignment, which consists of the concurrent, obligatory and optional functions. According to him, the problems facing functional assignment include: absence of linkages with sectoral laws, conflict with other laws, assumption of uniformity, inconsistency in grouping, overlapping responsibilities in functions (particularly on poverty alleviation), and unclear functions and delineation of functions, particularly of the provincial government, which receives a large sum of transfer from the central government. In addition, local governments tend to grab lucrative functions (e.g., infrastructure and investments), and avoids costly ones (e.g., social welfare). Accordingly, Dr. Pramusinto suggested, that due to small size, economies of scale can be achieved through amalgamation, increase in service provision by the provincial government, and motivation for district and city governments to provide minor services. Although

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symmetry is the principle adopted in devolving authorities, conditions of local governments vary. In conclusion, due to fragmented nature of functions, he advocated the consolidated model of functional assignment.

Exploring Policy Innovation and Diffusion of the Bookstart Program in Taiwan: An Information-based Approach

This paper presenter seeks to ascertain the role of the decision-making process in the diffusion of the “Bookstart Program,” which promotes parent-child reading by distributing books to families with children under three years old. Specifically, Dr. Yu-Chang Ke would like to: (1) combine policy information and knowledge utilization to explore the policy innovation decision process; (2) investigate the policy ‘information network’ of policy member of the Bookstart Program in Taiwan; and (3) investigate the characteristics of the policy information and policy members, including the influences of these characteristics on knowledge utilization.

In the course of the presentation, Dr. Thomas Edward Jones asked Drs. Ke and Kiyohara why there is both a high level of trust in Mitaka City and Taipei, respectively.

Dr. Kiyohara replied that participation follows collaboration, and governance is the product of the two. Meanwhile, Dr. Ke said that it is difficult for them to evaluate the program since they are hampered by budgetary constraints.

Public Perception of the Quality of Government in Japan: A Preliminary Assessment

Prof. Masao Kikuchi started his presentation by stating the quality-quantity dilemma, where the former can be better understood from a cynical viewpoint. Despite the growth in research on the quality of government (QoG) and the gradual increase in reform practices, there is little consensus on the definition of the quality of government, thus the need for a theoretical consideration. To define QoG, he adopted the concept of impartiality, which also relates to corruption and rule of law, where he believes the former can be better defined as a violation of impartiality principle, while the latter, as impartial application of rules and rights to all citizens. In



conjunction with public service quality, he identified five major dimensions of the quality concept: conformance to specification; fitness for purpose; aligning inputs, processes, outputs and outcomes; meeting customer expectations; and passionate emotional involvement.

Moreover, he adopted the SERVQUAL model in service quality, which is composed of reliability, tangibles, responsiveness, assurance and empathy. He mentioned other models, such as ISO and Japan Quality Award, of which Mita City is a recipient, as well as indicators of governance worldwide, which relates closely to the QoG concept. In his findings, the level of QoG differs according to government level, such that citizens judge municipal governments better than the national government.

Moreover, the trust in local government increased after the 2011 earthquake. In the analysis of the quality in issuing residence certificate, he found that reliability has a negative effect on satisfaction, which runs counter to the theory. He highlighted the different values that are central to different concepts: i.e., impartiality in the quality of government, quality of life in the quality of governance, and good public service in the quality of public service. As enhancement of QoG is imperative for the future shape of government, he stressed the need to invest more in the investigation of the concept.

UNITED NATIONS PUBLIC ADMINISTRATION NETWORK (UNPAN)

UNPAN is an international network linking national, regional and international organizations and institutions across the globe to promote better public administration.

EROPA is one of the Online Regional Centers of UNPAN. For more information about the network, visit www.unpan.org.

A 2-2: GOVERNMENT (INSTITUTION)

ASEAN Economic Performance, Institutional Effectiveness, and Foreign Direct Investment



Dr. Ponlapat Buracom presented a paper assessing Foreign Direct Investment (FDI) in ASEAN member countries in relation to their economic performance and institutional quality. In spite of ASEAN member countries being “relatively under-developed institutionally, there is economic growth and stability of macroeconomics.”

Dr. Buracom related that an empirical test was conducted to assess the relationship between FDI, institutional quality and domestic economic performance. Empirical results showed that “regulatory quality and rule of law tend to have significant positive effect on FDI inflows” – referring to the way that the government formulates and implements its policies and regulations, particularly those which promote FDI inflow in developing countries.. Based on the World Governance Indicators of 2009 (Indices for Regulatory Quality and Rule of Law), ASEAN countries have lower scores than other Asian countries.

Dr. Buracom noted a drastic increase in the dependency of ASEAN economies on inward FDI through the years. The inward FDI to GDP (Gross Domestic Product) ratios of ASEAN countries above the Asian average of 16.3% in 1985 were Malaysia (22.7%), Indonesia (28.1%), and Singapore (60.9%). Twenty years later, the number of countries with above-average ratios increased. FDI to GDP ratios in Malaysia, Indonesia and Singapore were at 54.5%, 38.1% and 87% respectively. In addition, four ASEAN countries, namely: Brunei (74.3%), Cambodia (45%), Laos (36.9%), and Vietnam (51.8%) registered FDI to GDP ratios above the 2005 Asian average of 31.3%. This showed the increased dependency on inward flows of FDI.

With the fast arrival of the ASEAN economic integration, it is important that the ASEAN member countries focus on improving their institutional quality and reducing differences in institutional performance among

countries. If ASEAN member countries were to work together and harmonize the institutional environment, as what was done in the European Union, this could bring a significant increase in FDI flows into the region and create a more attractive business environment for domestic investment.

Expansion of Environmental Business throughout Asia by Intercity Cooperation

Mr. Kengo Ishida discussed how environmental issues in Japan like overcoming pollution problems led to a “quest for a leading runner of an environment -friendly city.” Kitakyushu City, a city with a population of 977,000 (2010) in an area of 487km² and a GDP of ¥3,430 Billion (2010), was identified as such a city. Through a partnership between citizens, companies and the government, concrete measures were identified to recover polluted and environmentally damaged areas in the city ; a balance of both environmental and economic policies was developed.

Mr. Ishida iterated that international cooperation on environmental issues were developed. There were partnerships with other Asian nations for mutual prosperity, and 7,059 trainees from 146 nations were trained and 166 individuals were dispatched to 25 countries. Furthermore, the city was able to develop and share improvements in social systems and environmental technologies (e.g. recycling of automobiles and home appliances, sewage water membrane treatment system, seawater desalination system and “Kitakyushu Smart Community Development Project.”)

With its environmental technologies and inter-city network, Kitakyushu City became one of the leaders in building low carbon societies in Asia. In June 2010, the Kitakyushu Asian Center for Low Carbon Society was established, aiming not only to transfer technologies but to construct green cities. There are currently about 40 projects in cooperation with 21 Japanese companies in 21 Asian cities.



“With the fast arrival of the ASEAN economic integration, it is important that the ASEAN member countries focus on improving their institutional quality and reducing differences in institutional performance among countries.”

NEW PUBLICATIONS ON AUDITING AND ANTI-CORRUPTION

UN-INTOSAI Joint Project: The publication focuses on empowering auditing institutions, particularly those engaged in anti-corruption initiatives. It contains articles on forensic auditing, advisory audits, management advice, and citizen participation in auditing for anti-corruption, from the International Organization of Supreme Audit Institutions (INTOSAI) and the United Nations.

An online version is available at: http://workspace.unpan.org/sites/Internet/Documents/A_UN-INTOSAI_Joint_Project_For_Digital%20Book.pdf

Compendium of Innovative Practices of Citizen

Engagement: It highlights innovative and best practices of collaboration between auditing institutions and citizens in strengthening accountability.

An e-copy of this publication can be accessed at: <http://workspace.unpan.org/sites/Internet/Documents/UNPAN92198.pdf>

Lessons on Policy Transfer: The Philippine Experience

In her presentation, Dr. Minerva S. Baylon highlighted the intricacies and challenges of policy making and policy transfer in the context of globalization. She indicated that recent shifts in globalization imposed challenges to national governments, and one of which is on policy transfer.



One of the examples of policy transfer is on the privatization of public services. New models for development, including equitable growth, are being adopted by the Philippine government, with focus on the market economy approach. The resulting privatization of public services yielded positive outcomes, particularly in the infrastructure and communications sector. However, Dr. Baylon said that while this type of reform earned the government revenues, they do not guarantee reliability nor sustainability. Instead, government institutions face the problem of non-recurring proceeds and non-performing assets. Policy formulation becomes vulnerable to political manipulation, and less likely to undergo multi-stakeholder consultation.

Dr. Baylon presented the case of the Electric Power Industry Reform Act in the Philippines, which she considered one of the questionable deregulation policies, to show the implications of policy transfer to the legislative and executive units of the government, and as an attempt to determine the different factors that affect and shape policy transfer.

Based on the results of the case study, Dr. Baylon showed how external institutions such as intergovernmental organizations and private companies molded policies as agents of policy transfer. Results of her study showed that mechanisms for accountability suffered from the apparent overlapping of functions between the executive and legislative powers of the government. Dr. Baylon noted that conditions imposed by different international financial institutions (IFIs) most significantly affected the said law. Thus, she recommended that the government should be cautious in negotiating with IFIs and entering into foreign policy agreements that require severe conditionality. She added that “political capture” may also remain in the long run without effective political systems and institutions to properly address policy transfer. She recommended that government institutions should be able to better appraise the context where in policy transfer is taking place.

When asked on how to leverage the position of the Philippine government on IFIs, Dr. Baylon said that a strong stand against the many conditions imposed by IFIs and bilateral agencies is needed to confront the problems associated with deregulation of fiscal policies.

Compared Study: Science and Technology Budget Indonesia and ASEAN



In his presentation, Mr. Syahrul Aminullah discussed the investments made by the Indonesian government on science and technology, and compared its budget allocation in this field with that of other ASEAN member countries. Mr. Aminullah explained that the Indonesian government allots about 0.08% of its gross domestic product (GDP) on the science and technology sector. This budget allocation was found to be shared among 33 ministries, 7 government agencies, 3,185 colleges, 33 provincial/local research and technology institutions and 144 public enterprises.

In comparison, Indonesia has lower budget allocation on S&T compared to

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other countries such as Malaysia (0.64% of GDP in 2006), Thailand (0.21% of GDP in 2009), and Singapore (2.29%). Investments in research and development are also low even in the private sector. Meanwhile, results of the questionnaire administered to 120 respondents showed that more than half of the participants considered S&T an important part of the budget. Mr. Aminullah suggested that Indonesia replicate the level of investments that other ASEAN countries allot for S&T, and he encouraged the assistance and contributions of the private sector to S&T.

Mr. Aminullah recommended that his research study can be expanded to include not just ASEAN countries but also other EROPA member institutions and individuals. This, according to him, would strengthen linkages among EROPA member countries and organizations.

In response to the question on why the private sector in Indonesia is hesitant to invest in science and technology, Mr. Aminullah explained that certain policies in Indonesia regulate or constrain S&T investments from private sector, particularly from other countries. On the other hand, Dr. Sukarno Tanggol from the Philippines commented that the need for S&T investments is an urgent matter and should be highly prioritized by governments in ASEAN.

B 2-2: GOVERNABILITY (MANAGEMENT)

The Role of Higher Education Institutions (HEIs) in Local Government Administration

Prof. Joan Carinugan presented her examination of the higher education institutions that offer training programs and degrees to officials of local government units (LGUs) in the Philippines. In her paper, Prof. Carinugan explored whether the LGU capability-building programs of these HEIs contribute to the enhancement of the capacity of LGUs in local government administration. Using the case study approach, the paper looked at five HEIs in the country's National Capital Region (NCR).

The five HEIs under study are development-oriented and offering either both degree and/or non-degree programs that are designed to help local government officials increase their knowledge and strengthen their skills in the area of local governance.

ASIAN REVIEW OF PUBLIC ADMINISTRATION (ARPA)

The Asian Review of Public Administration (ARPA) is the flagship journal of the Eastern Regional Organization for Public Administration. First published in 1989, the ARPA has published papers and articles discussing issues on public administration, governance and other related fields.



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The research noted that for some of the programs to be realized, partnership with the LGU or LGU groups (leagues) is necessary.

Conducting a survey with the program graduates as respondents, Prof. Carinugan found that the programs have enhanced the capacity local officials in the performing their functions. Respondents reported that the impacts of the training programs were manifested in the improved delivery of services in their respective localities. However, the innovations and creativeness that local officials have applied in their respective LGUs were, only partly attributed to the HEIs' programs.

The research recommended that the HEIs should complement—not compete with—each other in order to maximize the benefits out of these capacity building programs.

Collaboration Testing: Open, Onsite, Government-Citizen Collaboration Practice in Saga Prefecture

In this presentation, Mr. Kohzo Iwanaga discussed an innovative mechanism for CSO participation in the Saga Prefecture called the “Collaboration Testing.” This program allows the participation of and collaboration with CSOs by means of outsourcing some government functions.

According to Mr. Iwanaga, the increasing demands and needs of the public prompted the local government to expand the participation avenues of CSOs which include the citizens and other community-based groups. Collaboration testing is based on the principles of disclosure of information (openness), mutual understanding (onsite), and strong will to realize collaboration proposals.

Mr. Iwanaga cited the Saga Genki Hiroba general counter at the Prefectural Government Office, which is outsourced to CSOs. Figures from the presentation indicated that visitors to the Prefectural Government increased by 43% one year after the Saga Genki Hiroba started its operations. Because of this innovation, the Saga Prefecture won the 2010 UN Public Service Awards under the category “Fostering Participation in Policymaking Decision through Innovative Mechanisms.”

Although this mechanism has been on-going for years now, Mr. Iwanaga related that there remain some problems and challenges. These include the lack of capability of the CSO particularly in financial and manpower resources. Another challenge is the lack of government budgetary provisions in some cases, so CSOs become dissatisfied when approved collaboration proposal projects are not implemented.

Improving Public Service Motivation in Vietnam: The Role of Administrative Leadership

Professor Thu Trang Nguyen analyzed the role of administrative leadership and individual competence of the administration leader in Vietnam within the context public sector motivation (PSM) and human resource development. She hypothesized that: i) low quality of administrative leadership is associated with the decrease in work motivation of the public service; and ii) improving administrative leadership contributes to a higher level of PSM. Professor Nguyen pointed out that the low level of PSM in Vietnam has resulted in heavy “brain-drain” in the public sector, with about 16,000 voluntary resignations recorded from 2003 to 2008.

Moreover, there is difficulty in attracting highly competent new entrants and retaining skilled and experienced officers. In 10 years, only 103 out of 1203

young talents were accepted in Hanoi public organizations. Based on a World Bank study, among the reasons cited for leaving the public sector were: improper remuneration (50%); no encouragement, reward, and development

(36.1%); unexpected experiences (20.8%); seeking opportunities to show off capacity (18.1%); and discrimination (12.5%). These are all related to work motivation and environment, which are critical to attracting and retaining good civil servants. Professor Nguyen added that administrative leadership quality is affected

by the dependence on political leadership. Party officials are involved in executive activities, and state officials are bound by Party policies. There is inadequate individual competence of individual leaders in terms of knowledge, skills, and PSM.

In conclusion, she noted that, to a certain extent, the hypotheses advanced in the study were proved to be correct. The quality of administrative leadership has to be improved. She further recommended the following: review and fix legal framework to include motivation as a key task of public organization leaders; and conduct motivation-related trainings.

The Correlation between Emotional Intelligence And Social Support Work Life Balance: A Case Study on Indonesia Public Worker

Prof. Iskandar Anwar Istiqomah started her presentation with the rationale that career women face the challenge of balance dual role – work, and personal and family life – in the Indonesian context. In line with emotional intelligence and social support concepts, she attempted to show the relationship between EI and social support vis-à-vis work-life balance of career women. She used two indicators from surveys conducted by the International Social Survey Programme and the Europe Social Survey. The results showed that, on the one hand, “there is no relationship between emotional intelligence and work –life balance”; on the other hand, “there is a significant relationship between social support and work-life balance among women workers.”



C 2-2: GOVERNANCE (POLICY ISSUES)

Achievements after 20 years of Health Park Scheme

Mr. Tadahiko Fujiwara is the mayor of Kawakami village in Nagano, which is known for its lettuce production, for having the healthiest elderly in Japan, for having the lowest medical cost in Nagano, and for having the highest subscription rate to insurance in Japan. Historically, Nagano had not been a suitable place to growing agriculture due to its topography and climate, but Kawakami has been able to successfully produce lettuce and cabbage even in summer. He stated that, to achieve a higher level of overall satisfaction, there must be a shift from an agriculture-based to a life-based community, thus the adoption of a health park scheme.



The effectiveness of the scheme is a function of four factors: 1) advanced medical care, 2) natural environment, 3) human relationship, and 4) integration of public health, welfare, medical and nursing services. He then showed how different professionals integrate and collaborate through a unique daily health park liaison meeting. The other salient feature of the scheme is its comprehensive support on care prevention, which is implemented through the promotion of care prevention, enhancement of home-care services for the elderly, and the provision of nursing-care insurance. After two decades of continuing efforts, the rate of healthy elderly has increased (many people in their 70s are still active farmers).

Similarly, there has been an increase in the rate of people who spend their last days of life at home. Moreover, medical costs were reduced, and the health park can function as an alternative to a regional core hospital. He concluded his sharing by asking if there is a best way to provide health services to citizens. He said there is none, and that we must continue to develop ideas and find a service better than the previous one.

Policies for Public Transportation in an Aging Society: Case Studies of the US Federal Government and the Commonwealth of Massachusetts

Dr. Hiroka Mita seeks to ascertain factors that promote public transport policies to respond to local needs through case studies of public transportation in the US.

The US federal government has allocated funds to transit systems in states and local areas since the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) was enacted during the Bush administration. This policy direction of the federal government has been largely continued despite administration change in 2008. Also, states like Massachusetts have lessened their roads construction budget, while increasing allocations for alternative public transport modes.

Why has the federal government continually supported the investment in and the rehabilitation of public transportation in states and local areas? Why did the ratio of transit budgets change? Dr. Hiroka Mita showed her hypotheses to analyse the policy change in public transportation. Second, she discussed case studies of the process of ISTEA enactment and allocation change in Massachusetts. She further analyzed the factors affecting the cases. Lastly, she showed the problem of local government in Japan according to the factors found by the case studies.

Free Health Service Policy in South Sumatra, Indonesia: Analysis on the collaboration between South Sumatra Government and private hospitals



Dr. Radiyati Umi Partan stated that, despite the basic need of health (and as such, a key parameter to measure human index), it is not easily fulfilled due to poverty, high cost of service and low quality of life-based services, among others. As politicians use certain issues to get reelected, the incumbent governor also used health issues during his campaign, which led him to issue a decree to implement a free health service program in Palembang City, Indonesia.

For her analysis, she adopted the three principles in policy implementation: that implementation must accurately reflect the provisions in the policy, raise the commitment from policy implementors, and fulfill the public's wishes. She likewise adopted three key measurements (degree of compliance, smoothness of routine functions, achievement of desired performance and impact) in analyzing the program implementation in Muhammadiyah private hospital, which freely offers 23 different types of medical treatments. She found that the program is successful.

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Meanwhile, she also analyzed the quality of the service by looking at the doctor-patient ratio. The 1:75 ratio is higher than the ideal 1:25 ratio. Other barriers also exist, such as high cost of medicine and unavailability of hospital tools and facilities. She concluded that, although the program is deemed successful using the aforementioned criteria, the quantity rather than quality is emphasized. She thus recommended that human resources and in-patient rooms be increased and improved, both quantity and quality of medicine be enhanced, and that the remuneration of doctors be improved to encourage more doctors to participate in the program.

Policy on Decentralization of Public Health in South Sumatra, Indonesia

As democratic governance emerged worldwide, both the international donor community and to a lesser extent, newly democratized governments, have become increasingly concerned about the creation of more open, responsive and effective local governments and the enhancement of community based participation.

In January 2008, the Local Government of South Sumatra initiated the "Free Health Policy" for indigent citizens. The policy forwarded a comprehensive social security bill to the Parliament and declared the introduction of social health insurance a high priority. Dr. Andries Lionardo maintained that the new policy is essential for improving the low health status of the population and reducing poverty related to inadequate health care.

Dr. Francisco Duque III commented on the collaboration between private and public health care providers. He suggests that the local government of South Sumatra aim not just for higher quantity of clients vis-à-vis patients, but also for higher quality of service delivered. He forwarded indicators that can be used to accurately measure quality of service like return rate of patients coming back for the same complaint. He added that in order to prove a higher quality of health care service, the return rate ratio should be lower. Dr. Duque likewise shared that South Sumatra health care providers should aim for quality, effectiveness and timeliness.

"As democratic governance emerged worldwide, both the international donor community and to a lesser extent, newly democratized governments, have become increasingly concerned about the creation of more open, responsive and effective local governments and the enhancement of community based participation."

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A 2-3: GOVERNMENT (INSTITUTION)

Enhancing Trust and Performance in the Philippine Public Enterprise Sector: A Revisit of Recent Reforms and Transformations

Dr. Maria Fe Villamejor-Mendoza highlighted the current conditions, performance and reforms being instituted in the Philippine public enterprise (PES) from the year 2007 until the present. She related that



government-owned and controlled corporations (GOCCs) in the Philippines were initially established to augment economic weaknesses and keep away foreign control over the market. However, GOCCs nowadays confront certain problems such as contradictory objectives, severe political influence, poor implementation of regulations, lack of transparency and accountability, and inefficiency. Instead of being agents for economic growth, these public enterprises were dubbed by Dr. Mendoza as being "financial millstones" and agents of corruption.

Dr. Mendoza posited that under the regime of new public management, reforms in the PES and GOCCs were implemented since Corazon Aquino's administration to improve their performance and eradicate corruption. Changes were specifically made in the areas of policy, financial discipline, compensation reforms, performance evaluation, privatization, and rationalization. Despite these reforms, issues such as weak regulations, absence of a clear authority implementing state ownership and monitoring systems still prevail. She hoped that with the GOCC Governance Act of 2011 and the Governance Commission, with their salient features for combating inefficiencies and corruption in the PES, government reform would soon be attained.

Session A 2-3... (Continued from previous page)

Nonlinear Effects of Citizen Satisfaction



In his presentation, Professor Yu Noda discussed the multidimensional relationship between public service delivery and citizen satisfaction. Noda posited that such relationship goes beyond whether the citizens are

satisfied or not, and that citizen opinions on satisfaction are highly subjective and may either be prone to attribution or assessment errors. He presented the Kano model of marketing, which posits that discrepancies or gaps between service delivery and citizen satisfaction results in non-linear outcomes. According to Professor Noda, the model includes other attributes that determine satisfaction, classified into the “must-be” quality elements, which most of public services must fulfill, and the “attractive” quality elements.

Based on results of the survey conducted on 2,997 Japanese residents in Tokyo, Professor Noda pointed out that in the management of broader regional government services (BRGs) and the basic local government services (BLGs), clarity of services largely determine citizen satisfaction. Along this line, Prof. Noda asserted that people often tend to overlook the government and rather focus on the services delivered to them. He recommended that citizen satisfaction must be measured both in terms of the clarity of services, level of government, and perhaps even beyond the traditional indicators of citizen satisfaction.

Co-Governance and Creation Efforts in Yokohama City and Evaluation Measures on Designated Companies for Public Facility Management

In his presentation, Mr. Tohru Hashimoto described the collaboration between the city government of Yokohama and the private sector in public service delivery, known as “co-governance”. He first explained that in the city of Yokohama, public institutions are faced with the dilemma of ageing population and the need to speed up or facilitate infrastructure development. Mr. Hashimoto indicated that, in order to address these problems, government institutions would have to incur social and maintenance costs.

Mr. Hashimoto asserted that problems of this scale have to be looked at and addressed from different points of view. It is along this rationale that the Office of Co-governance and Creation was established. The said office, according to Mr. Hashimoto, aims to encourage more active participation from the private companies in an effort to address the current problems of the city. Its major activities include dialogue/consultations with different stakeholders, fostering of new business operations and employment opportunities, and promotion of Yokohama’s initiatives for regional revitalization. The office is also working on Y-PORT, or International Technical Cooperation using PPPs, as an avenue to promote business growth, provide assistance on urban development inquiry, and promote Yokohama City. This is mainly done through the Co-Governance and Creation Forum and Desk.



Hashimoto

Citing the experiences of the Co-Governance and Creation Office, Mr. Hashimoto called for a systematic collaborative mechanism between the government and private companies to ensure accountability and sense of ownership among institutions involved in public service delivery.

When asked about how the ageing population problem should be addressed, Mr. Hashimoto related that this problem may be related to the lack of women’s representation and participation. He thus recommended that women should have equal opportunities as men to address ageing population in the long run.

B 2-3: GOVERNABILITY (MANAGEMENT)

How Far is Bureaucratic Responsiveness Established in Local China? Building of Half-Baked Responsiveness in Wuhan

Prof. Bennis Wai Yip So’s presentation investigated on the responsiveness of government in PR China, with Wuhan as the case in point. He first discussed the concepts of accountability and responsiveness and how these are observed in PR China. According to him, there are two general forms of accountability: vertical accountability (which is the accountability to political executives) and horizontal accountability (or the accountability to the general public). As for responsiveness, he categorized this into: communication response, (Continued to next page)

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action response, and satisfactory outcome—the first being the lowest degree of responsiveness and the last being the highest.

In Wuhan, administrative problems were identified. These include: poor services as characterized by difficulty of the public to get in the door, hard dealing with bad attitudes of officials, and inefficiency in getting things done. According to So, This quality of service is attributed to the mediocrity, laziness and slackness of government officials.

Because of these problems, the government decided to move towards remedying the mediocrity of officials and their poor accountability. As shown in the presentation, reports from the government indicated promising results of the remedy movement leading to satisfactory rate of handling citizens' complaints and addressing 10 major problems. This is a big leap in terms of government responsiveness.

For Prof. So, however, this responsiveness is half-baked. While local governments become more transparent, there remains a conflict between vertical and horizontal accountability. According to Prof. So, horizontal accountability is subservient to the other. In addition, top bureaucrats and high-level government officials are disengaged from public accountability. So also observed that there is lack of social trust and reciprocity.

Efforts by Kyoto Prefecture to Reform its Administrative Management System

Mr. Satoshi Harada shared the experience of Kyoto Prefecture Government in addressing public service demands and adapting to the challenges of local service delivery requirement. In particular, it reformed the local administration system infrastructure – both at the

prefectural and municipal levels – through the use of data centric information and communications technology (ICT). It adopted new methods to achieve the most efficient local government support services with least possible cost. It was able to institute better collaboration and information sharing among its municipalities, and was able to engage stronger partnerships with the private sector in the provision of local government frontline services. Overall, the reform efforts achieved operational collaboration

and enhanced administrative efficiency to the best possible through the use of digital canal, electronic approval system, integrated GIS system, municipal-based administrative support system and integrated financial management. The efforts likewise achieved and reformed local tax administration, lower operating system cost, and partnership with the private sector through outsourcing the pay calculation system, thereby, further improving local government efficiency, and effectiveness.

E-democracy Through Mobile Phone: Opportunities and Challenges for Indonesia

Being an archipelagic country, there is a wide geographic gap between the people and the government institutions in Indonesia. Thus, in her paper, Ms. Susy Ella explored the possibility of using information and communication technology (ICT) as a mechanism for participation in governance. Because Indonesians are active in the use of mobile phones, Ms. Ella believes that citizens can use their mobile phones to reach out to their government officials.

In addition to the increasing number of users of mobile phones in all provinces in Indonesia, another factor that allows for an opportunity for people to express their aspirations to the government is the improving services and infrastructure of the country's telecommunications companies. According to Ms. Ella, the technology brought by mobile phones can be an effective mechanism to implement e-democracy in Indonesia. She suggested harnessing this opportunity by working with the private sector and the citizens, and supporting infrastructure development.

However, along with this opportunity are challenges that may hinder or slow the implementation of e-democracy. Ms. Ella identified these challenges as the following: political will of leaders, the costs and requirements of information management, and issues of what she calls "socialization", which includes lack of national and local government coordination and the various characteristics of the Indonesian people.

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C 2-3: GOVERNANCE (POLICY ISSUES)

Aiming to become a town whose natural beauties, traditions and cultural assets are passed on from the elderly to the young

Mayor Yasushi Hanamoto presents his formula for encouraging the influx and/or permanent stay in Kamikatsu town, while revitalizing it to encourage others to stay on. He shared that Irodori is an agricultural hit product developed by the Kamikatsu town. Basically, it is a coloring, mainly used as a meal garnish. There was a movie documentary on how Irodori is made, with ordinary townsfolk, especially the elderly and women, playing roles in it.

Moreover, in order to make Kamikatsu more livable and environment-friendly, he embarked on efforts to prevent global warming wherein he attempted and succeeded to reduce the amount of waste that is set for disposal. Mayor Hanamoto also was able to reduce CO2 emissions by recycling wood chips for use as fuel for boilers.

Lastly, he sponsored an ordinance that aims to preserve the beauty of the town by preserving its natural beauty and build a community where residents can continue to exist in harmony without any threat or fear from danger or bodily harm.

The Implementation of Urban Community Empowerment Program in Jakarta Province

To set the context for her topic, Prof. Ika Sartika noted that Jakarta is the most populous city in Southeast Asia, where many migrants remain unemployed and homeless. Thus, the government introduced the Urban Community Empowerment Program (UCEP) in Jakarta to alleviate poverty and create jobs. Whether or not it is effective is the main thrust of her presentation. She used a qualitative approach and the evaluation aspects of content, input, process and product. Her respondents, which were selected from various villages representing all five municipalities in Jakarta, were divided according to facilitators and users, and at different phases of the program implementation.

Interview and archival research were the major collection techniques of her study. Some of her key findings include the following: the understanding of UCEP is limited and needs to be improved; respondents are doubtful that it will alleviate poverty; mapping of the poor is incomplete, budget is limited; facilitators dominate the process; and the quality of products needs to be properly evaluated. She concluded that, while implementation

has been relatively good, self-reliance of poor urban communities remains weak. Moreover, while the involvement of stakeholders in implementation was good enough, involvement from the public particularly the poor communities themselves has to be further strengthened. Prof. Sartika added that a deeper understanding of the importance of UCEP is likewise crucial to its success.

Enhancing the Delivery of Basic Services through the Community-Driven Development Approach

Prof. Joel V. Mangahas stated that a key cause of poverty and inequality in the Philippines is the limited access to and use of basic services. He explained that community-Driven Development (CDD) approaches have been used to improve delivery of basic services at the local level by channeling development assistance and national investment. His presentation aimed to formulate a conceptual model to analyze the benefits of CDD as well as to share experiences in the Philippines. His model integrates perspectives from public choice theory, integrated approach to local development, and modalities of decentralized systems. He noted that CDD is directly related with decentralization, community empowerment, participatory governance, social capital, and local economic development. Most CDD projects share features of community planning, direct control of funds, community execution of projects, and community audits.

He identified several conditions under which CDD is successfully implemented: service delivery must take place in a decentralized milieu run by local governments; it must target local areas; local autonomy must be accompanied by effective systems of accountability; and citizens have to demand accountability and provide incentives for local governments to be responsive.

His findings in the Philippines show that CDD targeted the poorest, reduced incidence of corruption, achieved economies of scale and significant economic rates of return, and lowered project cost. Moreover, it reflected the needs and preferences of the people, enhanced full sharing of financial information, and strengthened local planning councils, among others. In his summary and conclusion, he stressed that CDD pushes the envelope for both local government autonomy and accountability, and complements and enhances decentralization. Prof. Mangahas also remarked that, when done correctly, CDD reinforces good governance and improve service delivery.

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