

CHAPTER 5

SYNTHESIS OF VARIANCE IN CONCEPTS AND IMPLEMENTATION, JOINT MANAGEMENT OF PROTECTED AREAS PROJECT AT OB LUANG NATIONAL PARK

Based on the achievement of the Joint Management in Protected Area project: a case study Ob Luang National Parks which some successful or failure that based on the analysis Chapter 4 holds that the unsuccessful outcomes are the variance of co-management that arises from both the external and the internal in the area of operation. Ob Luang National Park and the communities consists of teams from the Ob Luang National Park. NGOs, Academic Institution, Information and Upstream Management Center, Sub-district Administrative Organization and communities and community organization networks, and at the central level as the Protected Area Innovation Unit, Department of National Park. Wildlife and Plant, the regional level as the Protected Area Regional office 16 (Chiang Mai), the provincial and district offices, and in the synthesis of variances from the theoretical insights that result in partial achievement of the achievement of the project. The failure of the project are variability of co-management of this research that based on the synthesis of the impact of the influence of four factors that can be considered as four-dimensional as follow:

- 1) The understanding in concepts and thinking systems of executives and practitioners at all levels.
- 2) The bureaucratic factors are the structure and the system, management, budgeting, personnel, rules and routine working.
- 3) Organizational culture factors of bureaucracy.
- 4) Power relations factors of executives and practitioners as well as those who received benefit.

It can be synthesized the effect of the four dimensions as follows:

5.1 Success factors in Ob Luang National Park area

For successful output in the area of Ob Luang National Park is an important result, (Refer to Chapter 4) is the participatory land demarcation for land use

boundary that survey the arable and community forest area by using color aerial maps scale 1: 4000 with GPS system and recording jointly between the national park and the communities. It has been marked with clear boundaries and terrain. When the alignment of the land use area is completed as the forest and arable area and the map showing the type and scope of utilization of agricultural land and forest areas of each village. The area has been endorsed and regulations have been established for the sharing of space between communities with Sub-district Administrative Organization, Ob Luang National Park and the various parties. There is also the establishment of a monitoring and surveillance mechanism at the community and watershed levels. By using geography techniques to control and track changes every year. The result is a clear and verifiable map of the types and areas of land use, as well as an agreement for mutual use. The expansion of the area of encroachment into the forest was reduced and the conflict with the villagers was not clear. It can be said that this activity is considered as the achievement of the project at the regional level. However, they drive a significant level of operational success in resolving common problems and it can be determined by the influence of thought systems and concepts, management mechanism planning and budget management and stakeholder analysis that can be synthesized as follows:

1. The understanding in concepts and thinking systems

For the co-management concept that used in Ob Luang National Park is different from central and regional concepts, because of this integrated co-management concept with the conceptual framework developed by the team working in the area. The academic support from SLUSE and NGOs as SDF and Seab Foundations, since 2004 that before set the project proposal. Subsequently, there was a workshop to prepare the project at the policy and plan level. It is the transfer of the concept of joint management into action with a participatory workshop and meeting for draft action plan and integrated work plan. It also defines the framework of the activity plan in the form of a logical framework by joint for each system considers the key components that each achieves systems. It are concept transfer and dedicated team working that the team consists of Ob Luang National Park, CARE, SDF, Thammanart Foundation, Geo-Informatics for upstream management Center, IMPECT, Watershed and Environmental Forest Conservation groups, and SLUSE. The operation of all activities in only Ob Luang National Park

that the key concepts and guidelines are important as ecosystem concepts related to the production and economic systems of forest conservation and land use for production which responds to three interconnected economic lifestyles: ecosystems, production and economy systems, and participatory management. But in the central, it will focus more on natural ecosystems, the manufacturing and economic systems are not designed relationship from the beginning. It will only appear in plans and activities where the area does not use plans and activities from the central and provincial action frameworks. However, there are also some successful and unsuccessful activities.

For practice, there is an addition in essence that so different from the central. In Ob Luang National Park, the area of operation has used the cooperation of all parties that using knowledge and problem learning process plan and resolve common problems of all stakeholders in the area. Including the use of empirical data that is commonly accepted in problem management. There is also academic support from Chiang Mai University and full cooperation of NGOs in areas such as CARE, SDF, Thammanart and IMPECT to address conflict in space. At Ob Luang national park level has been broadcast by the cooperation of several levels from the beginning as workinggroup and academic support teams develop concepts and practices that are consistent with real-life problems in the area. There is a forum for clarification and preparation in draft plans and activities that including an integrated plan of action and sharing of co-management ideas which the concept is consistent with real-world operation without fragmentation. Therefore, the implementation of the plan and activities was successful and successful in using the tool such as Information on economic, social, political, and resource use and biodiversity status, and spatial information systems for planning and analyzing resource status. For mutual management by identifying sensitive areas and wildlife species that are sensitive to changes in the area before participatory land demarcation for land use boundary.

There is also the idea of jointly establishing a village-level natural resources and environmental management committee at the watershed and National Park level. It is understandable that it was set up when faced with a crisis and need to find a solution together that based on the decision of the organization. It is a common understanding of procedures and practices that including the role of each step in resolving conflicts.

Through various forums to help resolve conflicts in the common space. Including the establishment of the Natural Resources Management Committee at various levels through seminars. The spatial information system was established the visual and descriptive relationships, such as streetnames and surface characteristics for resource planning at the village level. The plans at the community level are planned without the use of centralized formats but the map is based on the understanding of the real space together. Support the consultation process or the board to be strong by the strength that comes from working together. When encountering obstacles, they find the technical management with joint conflict but all for the equal common benefit with sharing equally. There is empowerment for the watershed board and local government organization to analyze problems and plan the work in the area. Including the empowerment of the youth, women, leaders, and the SAO by the seminar and support activities for the various skills and including the study visiting.

For the success of participatory land demarcation for land use boundary in the Luang National Park area, because it do not use supportive tools such as Geographic Information System (GIS) from the central and regional levels, or the central or regional guidelines, that Ob Luang National Park uses GIS and operational guidelines resulting from the work of various working groups and parties. If the Ob Luang National Park supported in both from the central, may be the cause of unsuccessful in participatory land demarcation for land use boundary. But the central thing that needs to be helped and something that cannot be done at the national park level is to carry the specific use zone. However, the central does not support the real of specific use zone, so the effect of participatory land demarcation for land use boundary is not complete.

2. Management Mechanism

In the area of the management mechanism as a working party to perform the operation in activities plan with Conservation Natural Resources and Environment Committee at the village, watershed and national park levels. The factors that make the co-management with snowball are the benefits to all stakeholders equally as win-win type. The use of tools as a component, the empirical data are tools with maps data base resources, sensitive ecosystems and land use in the area of land use processes that are involved the participatory planning, preparation tools, prepare staffs and communities.

The survey and demarcation of plots plug pins, a public hearing and make a mutual agreement. The public hearings were conducted by non-government organizations as community and corporate stakeholder groups that used joint conferences and referendums. For a mutual agreement, it is successful with use the same set of data that all parties agreement and using integrating the action plan and driving the participatory management process.

For a management mechanism, use a forum format as formal meeting, and an understanding in natural resources and the use of color aerial photographs scale 1: 4000 that it make clear and detailed in the actual area and including preparation of people and tools to operate in the area. There is also an informal meeting platform that supports the win-win type with equal of all stakeholders by using empirical data. Before survey the actual area and view color aerial photographs scale 1: 4000 with talk to those who are living in risky areas and the area fit into the map area. If it does not fit that to explore the area to prove for common rights.

In addition, at the forum stage, the concerns of all stakeholders were reduced and set the new way for collaboration. In the part of stakeholders must understand the concept of co-management. Although the problem is found that working groups and village and watershed levels committees. There are difference in knowledge, understanding and action at each important level is that all levels can understand and joint working.

However, the new management under the management mechanism through Natural Resources and Environment Committee, the three levels of the village, watershed level, and the Ob Luang National Park level by working with government agencies, local authorities and other parties involved with the process. The area along the exploit and pinpoint boundaries participant by exploring the conversion of arable residential/community forest area and forest conservation that resolve the ambiguity of the arable land and forest areas, ensure the land to the community and reduce conflicts of communities in the watershed. The processes and tools to explore data capture coordinates and the Geographic Information System (GIS) lead to a permanent mark boundaries and maps with the use of high resolution satellite data, color aerial

photograph at a scale of 1: 4000, which uses empirical data to negotiate with the authorities in the management of land use right and reduce the vulnerability of the ecosystem. Because the part of the board are the officials who regularly performs duties and does not understand the work of the project so including the concept and practice of joint management. Sometimes, it is a barrier to operation without actually achieving project achievement in the regional level. Because of the work of the Protected Area Committee, they also adhere to the old core role that are routine work and function base. The committee established by the bureaucracy make the chairman and members that cannot understand the whole concept and guidelines for directing the work. Including activity support, inability to fully support and resolve issues at the local level and make the bureaucracy more bureaucratic.

In this study, it can be concluded the factors that support the management mechanism as follow:

1) Factors that encourage community-based management mechanisms can be defined successful participatory land use demarcation zone as the situation in the area corresponds to the implementation of the JoMPA project by the situation leads to participatory management where the result from situation have conflict and usurpation of the use of water resources and land use between the upper community and groups on highland, and lower societies as lowland communities. In addition, during the whole in community and the outside situation as the decentralized management of the local public, the provisions of the Constitution of 1997 that introduced the concept of a community approach to fighting in the land use. The entry of a pilot project in 2001 involved management the national park and protected area management projects. The concept makes use of the new management is to manage the cooperative and find a joint solution to resolve the conflict of land use in the forest.

2. Factors supporting the management mechanism of the Ob Luang National Park staff are working with NGOs partners. The period of project beginning, they cannot be assimilated but the nature of the snowball that enough talking with, working with the same concept, the result being molded but still divided faction stage through both formal and informal meeting, and through joint activities continued, including national authorities and NGOs to create a forum with community causes distrust and a

pull-out TAO executives that area understood and liked the deal together for a commission in the watershed. That cause negotiate, change in the composition and relationship to agree to change the crisis into an opportunity and focus of the meeting and then disappear. However, there are activities such as taking advantage of the area immediately, help community for fire break and conservation activities along the sediment dam. The Committee at the village and watershed level that are recognized by locals and all the parties.

3. Factors of bureaucracy system

For the bureaucracy system, it is divided into main of structures and systems, as administrative, budget, personnel, rules and routine working.

1) Budget management

For Ob Luang National Park area, from the beginning has managed the plan and shared budget, preparing a joint action plan, integration of plans and frameworks for joint implementation. It makes possible to clearly separate responsibilities and responsibilities in accordance with the action plan that allows for the implementation of the plan and budget setting. In the implementation of JoMPA project that DANIDA provides budget support by budget category and results with Ob Luang National Park and parties. But there is no budget to support the development of project monitoring and evaluation systems and lesson summary. And the problem of planning and budget management is due to delays in budget disbursements because the process of budget approval and the speed of approval and disbursement of budget offices to various government agencies. It often does not meet the requirements for adoption at that time and the activities carried out in the community with delays. Affect the achievement of the activities, especially the promotion of alternative career at Ob Luang National Park has an action plan that has already started. However, it is not yet possible to achieve full and sustainable production system development. Although it has already been implemented but not actually as intended because it takes time to process, the project ended prematurely and was not extended.

However, the Ob Luang National Park and the villages can manage activities related to the use and natural resources management by budget supported from other

sources such as NGOs that support in the area, the community environment fund and highland community resource management funds, as well as support for conservation and restoration activities of natural resources and alternative career development. Moreover, there are also Subdistrict Administration Organizations and Subdistrict Municipality support the conservation of natural resources, such as the line of fire and forest fires fighting, the Chiang Mai Governor's office support budget for the fog and smoke management, The Siam Cement Public Company Limited (SCG) support in build sediment trap dams. Although the end of JoMPA project ends, it can also carry out conservation activities have continued.

2) Personnel

To operate at the area level, there are drive mechanisms used by stakeholders as national park staff, the officials from relevant agencies at the regional level, academic institution, NGOs, Sub-district Administration Organization, leaders and community organizations. There are using the new practices that does not cause variability because can join the problem analysis, change their mind and set measures and find solutions. Including participation with natural resource conservation activities in the area, creating consciousness by providing insights, the importance and benefits of natural resources and the environment by conferences, training and public participation process has been established. Moreover, adjustment of attitude of officials and villagers in the participation, seek knowledge, survey data for receive comments, suggestions, problem analysis by the meeting. The seminars and in stage, the sharing plan, define land use zones by using maps, digital evaluation model to clarify the actual situation of the land use situation and organize meeting of villagers. The villagers in the area and related agencies to analyze and set appropriate land use zones that to achieve the acceptance of all parties.

3) Regulations

In Ob Luang National Park, They joint the set rules or regulations, community reconstruction agreemen, sustainable utilization land and natural resources. Including the establishment of community committees to track, ensure that activities are coordinated and that joint committees are established between the community and relevant agencies for address resource management issues at the watershed level. The

Advisory Board is still more attached to their regular work than the actual participation at the national park level. Thus, it does not affect unsuccessful results at variance that occurs at the area level.

4. Analysis of power relations stakeholders

Analysis of the stakeholders relationship with view of power relations for the participatory land demarcation can be described, as follows:

1. The importance of participatory land use planning to address the conflicts in the area are not clear, and can control the expansion of villagers' arable in the forest. Moreover, the sensitive area management has an important ecosystem impact and equally benefits for all stakeholders. The nature of the relationship that occurs in Ob Luang National Park, it found that the non-formal relationship with use the process of talking, learning, exchanging knowledge, existing empirical data has been used in conjunction with co-operation in real-time problem solving and villagers have more confidence that without bringing the subject of the law for work together. All are degree of variance in the area.

In the analysis of the relationship of stakeholders of the land use participatory, community level that people have high stakes for a living. If not, the boundary area will be lost. This is a high stakes, but people just do not have the authority to decide on the area of land use. Meanwhile, law enforcement officers that serve national forest land authority in decisions about land and boundaries. But there was a little relationship resulted in this decision, potential aberration promoted by the commission of facts that occurred in the area. Therefore, it is necessary to adjust the power relations in the betting and decision-making powers closer together on all parties and should be empowering and strengthening the commission at all levels. It makes the drive and steer the ongoing activities and the next successful. There were also problems in working with the other agencies involved in the area and need laws and regulations to be revised. The DoNP not conducive to participatory processes to enable sustainable management of protected areas further.

2. Conservation Watershed and Natural Resources Management Committee that is a significant portion of the drive and steer the ongoing activities and achieved

further. It should be empowering and strengthening the commission at all levels and in collaboration with other relevant agencies such as administrative agency, the police, district agriculture, community development and provincial member which may be due to the different departments. These agencies misunderstand of the new concepts and processes that have no support in the area fully.

3. The importance is laws and regulations of DoNP that do not facilitate the process of participation and support activities in the area based on the concept of co-management integrated explicitly. However, the facts that occurred in the area, including cooperation, make department heads who are brave and have time and resources to fully support and carried out the necessary guidelines for the management of protected areas, sustainable going forward. It is anticipated that the results prove that occur can lead to revised laws and regulations in the future.

The success happens at the Ob Luang National Park that cannot be found at the central agencies and regional authorities are the nature of the collaboration of all stakeholders in the region to solve the problem seriously. Using empirical data to understand and agree together to manage conflict at Ob Luang National Park. There are a variety of institutions, NGOs and academic support that caused the division of the experienced NGOs, community responsibility and driven deep into the community relations activities as a co-host on the park. This is a form of operation and special than other areas. In addition, the Department has access to the technical information, but also a mediator that causes debate among all stakeholders to have a solution and the use of scale map at 1: 4000 (2004) for land demarcation. This is a tool that all parties understood and achieved a great deal.

5.2 Unsuccessful and Variance Factors

At Ob Luang National Park, there are factors that could not deal with the variances happened as problems of support and coordination from central and regional agencies, can be enumerated as follows:

1. When the land use boundary that divided into arable and community forest Areas, it should be designated as special use zones which are considered to be community needs at the area level. However, the central and regional agencies do not

support the achievement of the boundary as special use zone areas. This may be due to the lack of legal certainty and authority of the National Park, Wildlife and Plants Conservation have not clearly defined the areas of special use zone.

2. For the natural resources conservation in forest areas with participatory, at the community level need more participatory conservation but activities in Ob Luang National Park area can be made only success in the fire surveillance, natural resources conservation, forest fire and reforestation, etc. It also supports activities from outside sources, such as check dams from the Siam Cement Group. The central and regional agencies support for natural resource conservation activities are based on regular roles, but not according to the participatory management approach and process.

3. Driving alternative career opportunities for sustainable production at Ob Luang National Park, although they have been promotion, development and promotion of alternative occupations as the network of producers and consumers of small local vegetables and plants, bio-compost group, mushroom growing group, manure and compost women's group and natural coffee group, etc. But the project ends before the central and provincial agencies support the promotion of occupational excellence to achieve fully and sustainable development of the production system.

Therefore, it can be synthesized that the variability of the central and regional agencies are influenced by 4 dimensions as the following factors:

1. The understanding in concepts and thinking systems

The synthesis of variation that is influenced by concepts and systems, based on the ideas and thinking systems of the central and regional government executives in implementing the JoMPA project. For conceptual and thinking system of the central executive level, executives of the ministry and departments, it found that the basic education and work associated with natural resources and environment are the linkage of natural ecosystems that founded to have the concept and ecological management system. When joined the project, the management executives do not think that the new concept has to be adapted to successfully drive the participatory protected area management program. The most important person is the NPS administrator as the

general director of National Park, Wildlife and Plants Conservation who holding the position at that time, he has not seen the importance of the co-management concept since the beginning and prejudiced against working with some NGOs. So the executives are not critical and interested in new co-management concepts for sustainable participatory management in the protected areas. Thus, there is no change in concept and system of thinking in working in line with the new cooperative operation of all concerned parties. At the administrative level, there are no legal and policy support for sustainable natural resource management in the protected areas and no clear guidelines on participatory resource management.

For the executives of concept and thinking system that joint working in the project, may be fear of loss in control and natural resources management because the original government agencies, especially National Park, Wildlife and Plants Conservation has the full power to control and manage resources. When they are joint projects and joint management ideas, many involved parties working for sustainable management of protected areas that may be the effect of reducing their original power. In addition, the most of the nature operation in the central agency itself that the executives will use the authority to direct the various regional agencies, have a report style and including role-based work as routines. Therefore, the behavior of the various regional agencies, it is compulsory to participate in activities and coordinate the resolution of problems at the district and province level by the role of duty. It is not possible to coordinate the concept and the homogeneous practice because of not being conveyed concept and integrated thinking system. The original thought system is also adjacent to the separation of ideas and actions.

In the implementation of the JoMPA project, it is focused on ecosystem management concepts, focusing on ecosystems, humans and cultures are just a part of the ecosystem with ecosystems in mind, it is important to preserve the balance of the ecosystem. It does not focus on people with dependently connected forests. There is a lack of clarity in the systematic analysis of the relationship between human ecology and natural ecosystems, a problem of the balance between conservation and resource use. Especially the analysis of the impact of land use problems in the community, which is

related to and linked to the production system and the economy of the community. Based on the concept and thought system as well as the traditional management of the state itself, the state has the power and legitimacy to enforce and regulate the management of natural resources. It is assumed that the forest management is governed by the law that the villagers are the means and the means of thinking in the natural resources management that have the character of empowerment to a particular state agency or a particular group of people in total resource management.

Although the National Park, Wildlife and Plants Conservation has the power to manage the forest solely that leaves a lot of conflicts in natural resources. Moreover, it is not enough to provide villagers and organizations with natural resources to manage their natural resources. In changing environment and production systems, it makes the traditional management style in the past, cannot make conflict management that succeed later, despite the complex management concept, participatory resource management in the physical environment (Anan Ganjanapan, 2009: 84). By providing management and use rights to the community, however, government officials continue to monitor the forest and there are related organizations to check and balance. But it still does not solving the resource problems as well as possible because the solving problem does not exactly point. They often solve the problem at the end of the cause, rather than solve the problem, solve the traditional problem of fragmentation and lack of integration of the context of economic change affecting the land use and production systems of the community.

The state had the legitimacy in enforcing and central of natural resources with the use of law for forest management as a priority. Although the government later recognized the coexistence between people and forest, it could not understand the interdependence relationship among people, ecosystem, and livelihood (economy). (see Figure 5.1) This may be the thinking system developed by the study and work of the staffs and parties responsible for the natural resources is only ecologically relevant to humans.

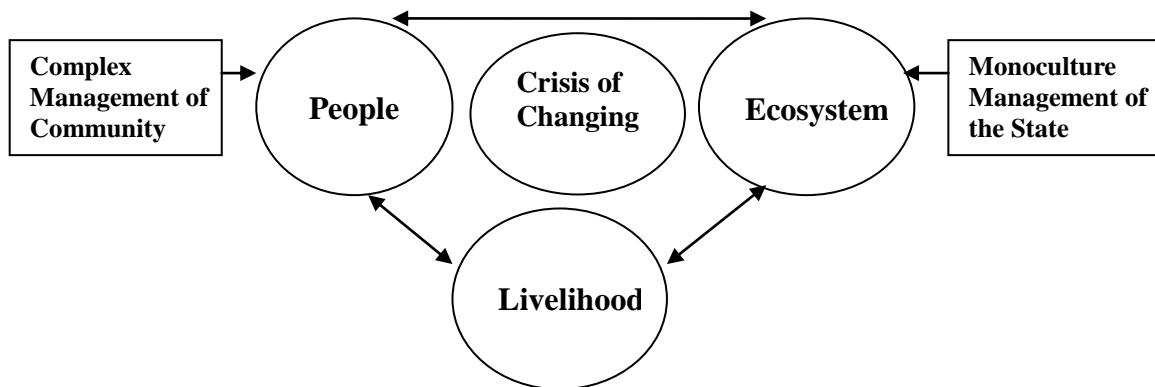


Figure 5.1 The relationship among people, ecosystem, and economy

Then, the concepts of centralized project implementation are unclear in the system of thinking about analyzing the relationships of all systems like links for under the changing context of society, especially as the crisis of change. Including concepts and processes involved and the use of common troubleshooting tools. There is a problem with the system of thinking that cannot be fully integrated and transferred from DANIDA. The concept of DANIDA also has not perfect such as focus on natural ecosystems and participatory management does not take into account the friction of the bureaucracy and so on, affecting the regional agencies thinking as Protected Area Regional Office 16 and representatives of the district and provincial government agencies also have their own problems of structure and power system, etc. The central agencies were not quite clear about the concepts and processes involved participatory management process. Also, there are lack of conveying, adjusting the concept to the other regional agencies and coordinate working in the area.

2. Factors of bureaucratic

The formal structure of Thai bureaucracy can be divided into organizational structure and bureaucracy with management as management mechanisms and system for managing plans and budgets that influence central and regional variability, can be synthesized and summarized as follows.

2.1 Structure of organization

For the organizational structure of Protection Area Innovation Unit (PAIU) office that responsible only JoMPA project with sponsored by DANIDA and

National Park, Wildlife and Plants Conservation, PAIU work as the main agency and the secretary of the project. Project formulation by setting up the Sub-component Steering Committee (SSC) from representatives of government agencies, NGOs and community organizations, each unit only functions as mandate. In part, there are the problem of delays in coordination and inadequacies in the implementation of central agencies. The establishment of the PAIU office is considered to be a good implementation initiative, but the office does not work alone that still have to work with Department of National Park, National Park, Wildlife and Plants Conservation. There are the problems that can explain as follows:

1. The problems in structure of PAIU office, cannot be adjusted and jammed with bureaucracy system and capacity.
2. The lack of coordination of PAIU in central and regional offices, and the operational level in Ob Luang National Park.
3. The problem of not being able to establish a relationship mechanism with other agencies which associated together
4. The problem with the SSC Board cannot drive everything in Operation project under bureaucracy and the problem of co-ordination.
5. The problems of the command line that required to command and sometimes cause delays to operation at each level.

To set up the Protection Area Innovation Unit (PAIU) office for carry out only the JoMPA project, linkages between DANIDA and National Park, Wildlife and Plants Conservation can be considered as a good start to implementation but there are some problems because the executives continue to set the old structure of organization's work-based as bureaucratic organizational structure that drives the project. So the operation of the project cannot be fully powered because the executives have no the idea to create a truly new innovative organization, the mechanism and the structure of the central organization for driving national park management, it has resulted in inefficiencies with regional agencies. The structural of central agencies as centralized administration and center of decision making are centrally located. Although, there are delegated administrative authority to the regional authorities. However, the administration of the regional agencies are not able to use the absolute power or the freedom for making decisions and the central policy must be based. The most administrative resources depend on central allocation so the implementation of the

regional agencies in JoMPA project do not yet clearly understand their roles and responsibilities in supporting the protected area activities. However, they are always followed the book orders from the central core.

2.2 The system of bureaucracy and management

The system of bureaucracy related to the human and budgetary management and management of legal missions. The main management mechanism as the co-operation but not found in each part of policies and guidelines, etc., so there are variability in project implementation. The analysis are based on the influence of bureaucracy and management system and can be summarized as follows:

1. Management mechanism

The central agencies work in the JoMPA project as implementation mechanism that managed by the Project Management Committee and the Advisory Board have some problems with the appointments are from the subordinate unit of the function, so that it performs its roles and functions, and supports only planned operations and activities by appointing committee from the directly and indirectly stakeholder, DANIDA provides other NGOs and academic departments with each department has a roles and responsibilities in the separate job and each management mechanism still clings to its own function.

The government officials and NGOs have not the same attitude and ideas, although the Danish consultants try to consolidate the management mechanism. But there are not strategies that fuse the roles, duties and responsibilities for different jobs, such as the conservation of different points of the stakeholders. In Protected Area Regional office 16 and representative of government officials at district and provincial level. They have been designated as the Protected Area Committee and conservation advisory board that appointment based on the style of working that was done on the regular basis and did not get to the level of the area as it should, and hardening of the bureaucracy. The important key is the Protected Area Committee does not fully support the activities at the community level or supporting but not exactly what their need. And the most importantly, those who have the authority to make decisions like the Director-General of the National Park, Wildlife and Plants Conservation at the time who do not

listen the others opinions. So the management mechanism that takes place is simply invited to come together to work on the respective roles of command line only.

2. System of plan and budget management

From the organizational structure and budget of the government, the budget was considered as important inputs in bureaucracy. The problems appropriate to meet the problems and needs of the public service because of budget problems in the old system with the process. The process of approval and control procedures, and the bureaucracy is the outdated. The process of works sticks to the regulation over strategic and achievement. The structure has a double mission, role and authority. There is no unified system for managing people and the paradigm that attaches to the work by way of command. The ego-centric, and patronage system do not allow people to participate (Doctor of Public Administration, generation 1, 2007).

The purpose of DNP is that integration plans and budgets from DANIDA, cannot be implemented because of bureaucratic problems in Thailand. The JoMPA implementing, DANIDA provide the funding support according to the budget and outcome categories to the Protected Area Innovation Unit. However, the joint demarcation of protected area, community agreement on land use, and income generation without ecosystem impact had no funding. Funding came from two sources: the DANIDA and the concerned agencies, such as National Park office, Wildlife Conservation Office, Watershed Conservation Office and Conservation Area Development and Rehabilitation Office. These two sources of budget were managed separately and could not be integrated based on the operation plan and activities. It was especially important that the government budget could not fully support the operation plan and activities due to the budget allocation problem.

Budget was allocated without identifying the priority and for the same outcome. The budget allocation process from the budget bureau to the government agencies was delayed and unable to respond to the need for the budget utilization. Thus, implementation of project requires funding from DANIDA, essentially, that can be implemented as planned. It can be delayed because of congestion during the early disbursement procedures. The management of the DNP's budget is complicated. This common problem in the first 2 years of the project had adjusted the framework of the

implementation of the project and budget management and accounting system to transfer more easily.

However, the issue of the accounting system of the central office's innovation requires checking account, finance and accounting, report program budget of the PAIU from outside the inspection agency. At the end of the project and the withdrawal, does not transfer funds. The obstacles for the government in managing the budget are dealt with lack of understanding with the project coordinator. The complexity of the process of budget approval and fast approval and disbursement of funds. Variance is caused by a revised framework for the implementation of the project, which was done by the lack of integration plans and achievement. At the end of the project, although it is considered in the planning of activities initiated but not yet to a real achievement.

The regional organization level, such as Protected Area Regional Office 16 (Chiang Mai) and the representative from the district and provincial levels lacked of plan and budget management integration. Mainly it was emphasized the detailed of the operation process. The operation of the central agencies was a top-down style and unable to integrate with plan and activities of the area of the area as bottom – up approach. Moreover, the discontinuity with project operation was due to the turnover of fieldwork and district and provincial staff.

3. The factors of Organization cultural

The culture organization as the structure of informal Thai bureaucracy that influences variability and can be synthesized and summarized as follows:

For central and regional agencies, the cultural organization focus on the values of work with the aim of encouraging members to interact and support each other, and the success and satisfaction of the practitioners working. The implementation of JoMPA project in the central and regional agencies, it was found that the results were successful in implementing all activities planning. However, it was not found are achievement in participatory management mechanism, legislative and policy support for participatory land use and participatory land use agreements and regulations, achievement of the natural resources management planning and reforestation and conservation, and

database systems, as well as delays in plans and budgets to support activities. However, the majority of project implementation was based on the superior or the executive preference because the central office carried out the activity covering all outcomes. However, the outcomes on conflict resolution mechanisms, legal support, joint demarcation policy, special use zone agreement were not founded. In addition, the outcome of natural resource rehabilitation and conservation plan, the GIS database and maps, budget delay were the variation from the success and failure in implementing the activities of the central agencies. Thus, according to the agency's global corporate culture focused on work that affected the satisfaction of supervisors rather than achievement.

The government cultural organization founded out that the formal structure and informal structure should give the priority to the supporting relationship and outcome orientation at the central office. The practice official focused in success and satisfaction at the working and provided system administration official up to date. The streamline administration and eliminate the traditional management paradigm shifted that focus on inputs and rules used to manage a range of achievement (Results Based Management: RBM). The result based management that focused achievement management on planning objectives, goals and strategies of the cooperative. The administrators at each level in the organization must recognize and take into account the contribution. Moreover they should include the need to focus on the placement of the monitoring system works and to reward performance related (Thotsaporn Sirisumphan, 2000: 145-146). But the operations of central and regional agencies, mostly the implementation with the project of activity planning and it was focus on job-driven activities that affect the satisfaction of supervisors or executives more than working for achievement in each activity. Therefore, according to the organizational culture of the central and regional agencies, the emphasis is on the work that affects the supervisor's satisfaction rather than the achievement. The part of the success is consistent with the terms of the senior management understandings and fully supports the preparation of the evaluation system used to allocate the budget. Creating incentives include the power to decide and share the responsibility for the performance (Thipavadee Meksawan, 2000: 39-42). However, the central and regional agencies work continues to emphasize the traditional corporate culture has the character of chief ointment, rather than focusing on the effects

of work. It can be seen as a barrier to the implementation of projects such as the JoMPA project, which should be a corporate culture that emphasizes teamwork, encourage the development and use of knowledge for the work. Moreover, central and regional agencies are still clinging to the corporate culture that is not flexible, the same partisanship and the work line system that affects the promotion and move forward. It can be said that the operation of the central and regional are still tied to the corporate culture of bureaucracy.

4. Factors of Power relations

Power relations is the informal structure of Thai bureaucracy that influences variance and can be synthesized and summarized as follows:

The layout and process of JoMPA project have characteristics of decentralization in natural resource management for communities and network. The management of natural resources is a matter of power relationships, which attaches to the resource management system with centralized authority of the government. The management of natural resources as part of this and the need for decentralized model of natural resource management but they cannot do it and there is a problem of co-management. Because of the level of knowledge and understanding of the concept and operation, as well as the different resource management powers of government officials, community and non-governmental organizations in the area. It make co-management that joint efforts at the community level successful in resolving the one level of conflict.

The central agencies implementation use the power of law that set the working rules, task assignment, supervise the work of subordinates and this power is very high at the highest level with every executives level that descend down in order to exercise the legal authority to perform the duties successfully. But the region has to offer for public consideration and awaiting orders only. Therefore, in the central implementation is based on the power inequality by a very powerful state that emphasis on legislation and law enforcement to control the use and management of resources. While the communities have little authority and use local knowledge and facts in the area for create a bargain in the area and to balance the power.

Therefore, the concept and practice of co-management be successful for all sectors must operate under the same understanding and management power. Co-management will achieve its goals but this is difficult. Because, in reality for the power of natural resource management is more dependent on government agencies and the power of resource management are very different. However, this participatory nature of natural resource management and need decentralization of natural resource management. But it cannot be done and there is a problem of co-management. The concept of co-management be successful, all sectors must operate under the same understanding and management power.

5. 3 Summary and synthesis discussion

The synthesis from achievement of JoMPA project in Ob Luang National Parks which some successful or not successful that unsuccessful outcomes are the variance of co-management that arises from both the external and the internal in the area of operation. The failure or unsuccessful of the project are variability of co-management at this research that based on the synthesis of the impact of the influence of four factors as factors related to understanding of concepts and thinking systems, factors of bureaucracy system, factors of organizational culture and factors of power relations. It have resulted in the success in Ob Luang National Park and the unsuccessful and varied factors from the central and provincial agencies.

In Ob Luang National Park, the outputs achievement as demarcation of participatory land use boundary by using the GPS, concrete pin making and setting the boundary and land use and forest area mapping through the participatory process and guaranteed by the Tambon Administrative Organization, National Park, and PAC with annually monitoring of land use changes. And the agreement on the land use zone was the compliance of all parties to the rules and regulations developed from the community. As a result, the area reduces conflicts with the villagers and reduces the expansion of arable area. Based on the use of integrated co-management concepts, it is a concept completely logical and the concept developed by analyzing the state of the problem and the facts in the area of all stakeholders and the actions driven by the community-based management mechanism as watershed level and network for resolve common conflicts

in the area. The joint working includes as support management mechanism, workers and parties appropriate participatory management processes and tools have been implemented in the co-operation process. There have been the shared thinking of all stakeholders have joined together since planning, prepare tool, prepare staffs and communities, participation in land use survey and implantation in the area and public hearing that including the joint land use agreement. The tools supporting this process are engaging participatory action research and empirical data, including the support of the Chief of National Park and non-governmental organizations that including academic support seriously from academics. In line with the situation area, they have to hurry and proceed to help resolve the conflict.

In addition, the regional and central agencies did not provide support for local tools and guidelines. So, the Protected Area Committee cannot attend the event fully. There is an important part of the operation in Ob Luang National Park, especially the use of participatory land use and mutual agreement has been successful. This integrated co-management concept is complementary to the land-based operation. However, the problem of integrating management ideas is likely to be the complexity of thinking, process and operations at the community level that hard to understand in a short period of time. However, at the operational level in Ob Luang National Park and communities, found that there is a little variation in concept and operation because the academic agency supports and transfers co-management ideas into systemic practices and jointly analyzes problem states and facts in the area. They joint to set up a village-level natural resources and environmental management committee, watershed and national park level for support the informal consultation process, strengthen and empower community organizations, including local administrative organizations in problem analysis and planning in common areas and empowering community groups and networks for working together.

In addition, demarcation in participatory land use has been successful because there are conflicting situations of community resources at the local level and external situation that decentralize the management from the central to the local. Also, the views and attitudes of the Ob Luang National Park staffs have been adjusted for working with NGOs and communities through the forum and ongoing activities. Moreover, they

invited the chief of sub-district or district municipality in the area for joint working and the important thing as power relations in the betting and decision-making power that surrounds the boundaries and land use of the villagers and officials alike. And they strengthen community-based organizations to push and drive continued activities. Finally, the amendment of laws and regulations in Department of National Park, Wildlife and Plants Conservation that still not conducive to future working process at community level with co-operation in the future.

In terms of unsuccessful results and the variance that comes from counting support and coordination of central and regional agencies as special use zone area tolerated under the law, the lack of participatory processes in natural resource conservation activities and the promotion of alternative career options for sustainable integrated production. The factors for not achievement and variability are concept and integrated system of management thinking. The executives level in DNP are not interested in this idea before so they are not adjustment concept and thinking system including the transfer of this integrated co-management concept. Because thinking and mindset systems of the executives level are also anchored in the traditional resource management concept, they are not interested in participatory processes and not understanding spatial conditions. Moreover, the bureaucratic system with a clear division of tasks in the government agencies that make other agencies indirectly involved inability to participate fully. The most importantly, it involve the matter of fear for losing power, if agencies or other groups of organizations comes together to resources management that they are responsible for the major key responsibilities.

The important guidelines for reforming bureaucracy and political power are not cause a new power correction and tied to empirical data with the knowledge that has begun to take on the community level. While the bureaucratic structures, both at central and regional level found that they are not interested in knowledge and empirical data but only supported in log frame activities and meeting by agenda. The government remains focused on the implementation of the order to the exclusive jurisdiction of the public or do the duties assigned with laws and routine working. Although the central decentralization, there are more commanding than operational decision-making. From the problem of bureaucratic structure, the centralized administration of the law and

regulations are not flexible that centralizing the power and the use of command-line authority affects the variability of concepts and operations at the structural level of executives who still have a traditional thinking system, concepts and methods of operation that including the separate management model. The important thing as they are not interested in the truly participatory protected area management concept because the management mechanism has not been decentralized management, lack of integration of plans and budget that delays management of plans and budgets, and the organizational culture for barrier working that focus on the desired results of supervisors' satisfaction rather than achievement. So, the central agencies are the traditional bureaucracy that have problems with organizational structure and power relationships and affecting the operation of the JoMPA project. It was found that the results of the project activities do not suffer from a real achievement.

In addition, from centralized administration problems, problems of government structure are not flexible, problems of government forces are not quality and including problems in the use of governmental authority to influence the variance of ideas and operations on the regional level. Because it is based on traditional concepts that focus on participatory ecosystems that have a fragmented nature, concepts, and practices. Moreover, they are not transfer and adjustment of co-management ideas. The meetings focus on activities and processes that impossible to merge plans and activities homogeneously because of the fragmented thinking system. There are mechanisms for managing decentralized management of inequalities that still problems and obstacles to joint management. The lack of integration in plans and budgets that make plans and budgets delay and so less of achievement. The corporate culture geared to the satisfaction of supervisors only that hindrance to the project. In addition, centralized coordination to the operational level in central government structures also results in inefficiencies for regional agencies.

Therefore, the using in co-management concept of the JoMPA project that resolve the conflicts in the use and natural resources management at the Ob Luang National Park Park area. When they faced with the resistance from the bureaucratic structure and the use of power and power relationships that make the thinking system and concept, management mechanism, plans and budgets management, as well as

organizational culture at the central and protected areas in district and province level are not successful as it should be. But the operation in Ob Luang National Park and communities that far from being problems with the structural system and the use of power and power relationships, the agencies are more successful. Moreover, the concept of co-management concepts and processes that are consistent with local conditions and problems, thus causing a success.



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