

**Public Administrators' Attitudes toward Citizen Participation:
Case Evidence from the Water Resources Agency in Taiwan**

by
Yinglee Tseng

A Dissertation
Submitted in Partial Fulfillment
of the Requirements for the Degree of
Doctor of Public Administration

School of Public and International Affairs
College of Public Affairs
University of Baltimore

April 24, 2018

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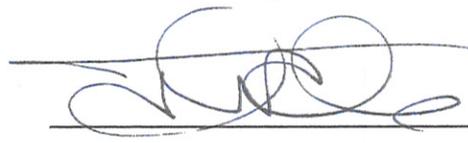
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Be brave and pursue yours!! “Jiayou !!” (Keep Fighting in Mandarin)

DEDICATION

I dedicate this dissertation to my father, Zhao-Yen Tseng. He passed away in June of 2003, 15 years ago when I was working on the Ph.D. program in Public Policy. I once lost the incentives of continuing the Ph. D program in 2004 since my father can never come to attend the commencement ceremony. However, it must be still my father's inspiration that I resumed the doctoral study with the University of Baltimore in 2013, and I hope my father can still witness the moment when I walk at the commencement in May of 2018.

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Public Administrators¹ Attitudes toward Citizen Participation: Case Evidence from the Water Resources Agency in Taiwan

ABSTRACT

The study aims to profoundly examine how the public administrators' attitudes towards citizen participation (CP) could affect their decision on the implementation of a meaningful CP that would reciprocally impact on the public trust level, policy outcomes, and government performance. The research seeks to understand what the extent the officials are willing to utilize CP practices in their decision-making process, to improve citizens' trust in governments and to help to achieve better performance. The research presented a case study exercising long-term CP projects operated by a water resource agency in Taiwan to provide evidence that the officials' attitudes toward CP could steer the CP quality to outcomes that could help improve public trust then accordingly achieve the policy goals. The conceptual framework combining both normative and instrumental approaches could contribute to the studies of administrative "meaningful CP" exercises. The case study utilized narrative methodology through interviews to seek informative and in-depth explanations from 31 participants to examine the propositions of this research. The research combined two strategies to analyze the data, providing extensive but necessarily selective quotations of the data for presenting the essential flavor to the readers, as well as the report results in a relatively categorized outline. The study presented a comprehensive analysis through various techniques including the researcher's involvement in the case project, direct observation, interviews, and logic model. The ultimate intent of the study is to generate data primarily through interviewing both public servants and civic representatives regarding the impacts of the officials' attitude toward CP on the improvement of the level of public trust, public policy decision-making, accountability, and performance. The study aims to provide the explanatory findings to further understand the attitude and thoughts of the administrators, as the forerunner of the CP decision and activities that could affect the administrative decision of including citizens in the policy-making process. Nevertheless, the major practical contribution of the research is that it provided much needed empirical narrative data showing the causal relationship between public servants' attitude and an actual CP project through qualitative research that has not been examined from the past studies. The research does not intend to conclude a generalized result but to provide an analytic generalization through the deepened explanation of administrative perspectives toward CP.

Key Words: Authentic Citizen Participation, Attitude, Public Trust, Public Value, Fulfiller, Empowerer, Civic Agent, Citizen Social Responsibility

¹ Generally referring to the supervising and operating public servants in general.

1. INTRODUCTION

1.1 Problem Statement

In recent years, much local opposition or protest toward policy decision and implementation has reflected the growing public distrust in governments worldwide. Growing anti-government and distrust sentiments from the civic have pressured the governments to seek a variety of strategies for responding the increasing demands of “citizen participation” (CP) to regain the public trust and demonstrate the administrative responsiveness (Yang and Callahan, 2005). However, some are concerned that the authentic or meaningful CPs were still very little, given governments have increasingly initiated participatory activities (King and Stivers 1998; King, Feltey, and Susel 1998; Thomas, 1995; Yang and Callahan 2007). Why did increasing CP efforts not improve public satisfaction and trust level? Did the administration conduct the CP action meaningfully or just a one-time or superficial gesture? What attitude would the administrators have toward CP decision and operation?

Thus, some studies have examined the causes of such an unimproved distrust phenomenon behind the participatory efforts, then found out the willingness, or the attitudes toward CP from the public administrators might be the fundamental factor (King and Stivers 1998; Yang and Callahan 2007). The public administrators are the initiators to decide whether to provide the opportunity for CP or not. The administrators could either provide CP activities or not include the citizens to develop the policy and disappoint the citizens that could obstruct the outcomes while fulfilling their CP obligation (Thomas 1995). However, while recognizing the benefits of the CP in the deliberative process,

governments still did not utilize CP in the decision-making stage (Callahan 2007).

The past studies proposed that public administrators with the favorable attitude toward CP could enable themselves to make a CP decision and produce the more meaningful process and results to possibly improve public trust and solve the community problems (Nalbandian 1999). In other words, favorable attitudes toward CP could significantly influence the administrative decision on whether substantially including the citizens into the policy-making process would impact the interactions quality during the CP activities (Yang 2007). Thus, the administrative inclination of whether to conduct CP and the consideration of to what extent involving the citizens into the process could influence the quality and the outcomes of the participatory activities (Feldman and Khademian 2002). However, the administrative attitude toward CP and its impacts on whether to have a meaningful CP seems not have been much investigated (Yang 2007).

Therefore, the research expected to seek whether the administrators' attitude could influence the decisions of CP operation and the quality of CP process that could improve the administrative performance and outcomes as well as the distrust level from examining the CP case operated by a water-resource development agency in Taiwan (Figure 1.1). After all, CP occurs between administrators and citizens and represents the interactions between public and private actors. Thus, the authentic or meaningful CP discussed in the research means the participatory activities initiated by the governments were undertaken by an interactive process resulting in mutual communicating and understanding quality for achieving possible consensus or the outcomes overall accepted by the participants.

In the case, the agency faced the dilemma between a long-standing policy impasse due to the local opposition toward the construction of water facility plan and the constant

threat of water shortages from insufficient water conservation that could significantly affect the economic development of Kaohsiung city, the manufacturing center of Taiwan. The agency's dam and artificial lake plans had been postponed due to local opposition and delayed approval of environmental evaluation during the past couple of decades. Therefore, the agency decided to act on a suggestion from the environmental association to build the "radial wells²" for intaking groundwater (Figure 1.2) to supplement the water source for the city, as there were no other feasible plans that agency could possibly implement.

Figure 1. 1 Geographic Information of Taiwan



Map source: History & Maps, <http://www.lahistoriaconmapas.com/atlas/country-map13/taiwan-map-world.htm>

Before constructing the well, in order to gain a favorable impression from the public, the agency initiated five-month citizen participation (CP) project, seeking a response from the targeted community. However, both the agency and the green association did not expect the intense antagonism from the target community, the site for constructing planned

² Refers to a type of common collector well having the design of a vertical shaft with horizontal screen laterals and taking advantage of natural filtration through aquifer materials, which reduces treatment costs. It is now being developed for groundwater applications. Source: Wiley Online Library

groundwater well. The agency initially decided to terminate the project after facing the protests from the CP project; however, the agency's head back then decided to continue the communication through the project. Later, the agency received positive feedback from the community after showing sincere attitude and honest interaction with the community through a series of dialogues and communications. Consequently, the agency extended another four one-year CP projects for three years to continue the communication with the community about the groundwater well project before constructing the planned well. Ultimately, the agency considered the community's suggestion into the final decision of future well plan. Therefore, the case could be considered an example of so-called authentic or meaningful CP practices initiated by a public agency to see how they channel the misunderstanding, facilitate the communication, and improve the public trust with the continuing participatory efforts. The case appeared to provide evidence that the administrators' positive attitude toward the CP practices helped initiate meaningful CP actions, facilitate the communication process and improve the distrust level and achieved policy outcome.

Figure 1. 2 The Groundwater Resource



Sources: <http://www.wrasb.gov.tw>

1.2 Rationale for Research

As mentioned above, some governments have actively started to interact with the public or increasingly provide participatory activities to demonstrate responsiveness and transparency for restoring citizens' trust in governments during the past decades (Nye, Zelikow, and King 1997; Putnam 2000). However, the outcomes of CP actions do not always improve the widespread public distrust state or encourage the citizens' increasing desires to participate in the events of policy formulation or implementation. Why did the expected results from CP efforts not frequently occur given governments have increasingly implemented CP activities to answer the demands of citizens, organizations, and politicians? Besides lacking the trust between governments and citizens, the public administrators' negative attitude toward CP was found as one of the critical reasons for the failure of producing the efficient CP outcomes (King and Stivers 1998; King et al. 1998). The past study suggested that public administrators might be willing to involve the public in their decision process when they recognized the possible administrative value or the potential rightfulness of the administrative action from including the public for solving the community problem (Nalbandian 1999). However, the administrative officials also appeared to be unwilling to include the public in the decision-making process similarly because of their distrust in the citizens and concerns of time or resource issues (Yang and Callahan 2007).

Nevertheless, the public administrators appear to play a significant role in deciding whether, when, and how to involve citizens participating in their administrative decisions and operations (Yang and Callahan 2007). After all, the public administrators have the power to decide the participation format and whether to include the public feedback into

their decisions (Moynihan 2003). Consequently, the administrators' attitudes toward CP seems to significantly influence whether the CP events could be planned and implemented for citizens to participate in the policy-making process (Yang and Callahan 2007). Currently, most studies examined the CP issues from the citizens 'perspectives but not administrators' (Verba, Scholzman, and Brady 1995). Few studies investigated how public administrators formed their decisions regarding implementing an effective CP (Yang 2007). Also, how public administrator's attitudes toward CP would positively affect the decision on operating a meaningful CP has not been empirically examined (Yang and Callahan 2007). It seems essential to profoundly examine the interacting relationship between the administrators' attitude and the occurrence of the effective CP. Thus, this study focuses on the administrators' perspectives toward CP as the primary factor that could impact their decisions on whether to implement a meaningful CP.

The research considers the exploration of the administrators' support for CP is necessary as it affects their choices of allowing citizen participation in the administrative decision process. Instead of suggesting how to conduct an authentic CP or propose the productive CP modes, the research presents the empirical case study to evidence the administrators' positive attitude toward CP resulting in the meaningful CP and policy outcomes. The focus of this research is to qualitatively examine the interaction between administrative attitude and the administrative decision of CP and its impact on governmental performance since more research discussed the application of public participation in an election or political activities. The research targets possible factors or motivators that could explain why the administrators decided to take the CP actions and what might encourage them to favor the CP and help them recognize the impacts of

conducting an effective CP. The objective is to provide empirical evidence to support the assumption that the public administrators' favorable attitudes could affect the administrative decisions on whether facilitating a productive CP that could improve public trust in government. Therefore, it would be significant to research an empirical case study since there is limited research to test the relation between the administrators' attitude toward implementing a meaningful CP (Yang and Callahan 2007) and the impacts of an authentic CP on the improvement of citizens' trust and public performance.

As previously mentioned, the status of public trust could also affect the administrator's attitude and the decision regarding implementing a meaningful CP that could reciprocally affect outcomes of CP then influencing the improvement of trust in governments, the administration performance, transparency, and accountabilities. The study could also contribute to exploring the rationale of the possible chain causes and effects among public trust, the administrator's attitude toward CP, and the occurrence of productive CP from the administrative perspectives since the majority of participation decisions and activities were made and initiated by administrators. Furthermore, the study from the administrative perspective could fill the gap in the studies regarding why the meaningful CP has not frequently occurred. It could provide timely updates of the CP literature and research from the past decade since the drastic change of political and economic conditions would affect the role and relationship of citizens and government significantly. Furthermore, the research aims to contribute the explanatory rationale regarding the administrators' attitudes or values toward CP both from administrators' and civic perspectives. Finally, the reasons possibly influencing public administrators' decisions on conducting meaningful participatory activities could also be discovered for

future CP research.

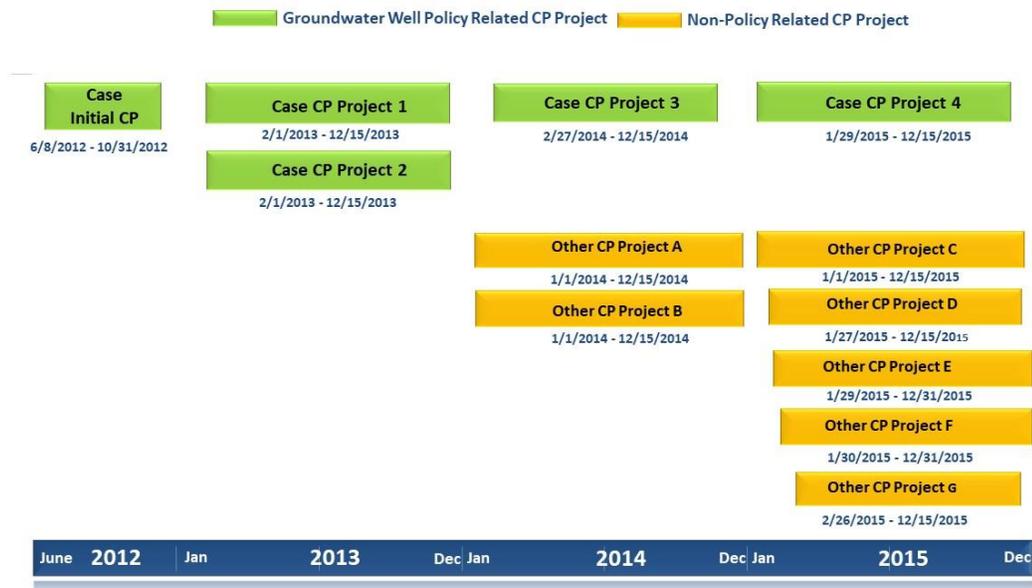
1.3 Case Background and Facts

The case of CP projects was funded by Water Resource Agency (WRA), the central level agency, and operated by its regional office of Southern Region Water Resources Office (SRWRO), located in Kaohsiung of Taiwan. The SRWRO's case primarily referred to the initial five-month CP project and four one-year CP projects which lasted for three years, regarding the planned groundwater well policy from 2012 to 2015, as well as the other non-policy focused CP activities inspired by the previous well CP activities operating within the same period. SRWRO started a five-month experimental CP project in June 2012 to promote the understanding of CP activities. Encouraged by the positive outcomes of the first CP project, SRWRO sought the approval from the WRA and launched four one-year CP projects to continue solving the controversies regarding the already-made well policy with the community from 2013 to 2015. During the same period, SRWRO also launched another seven non-policy-oriented CP projects from 2014 to 2015 to promote administrative functions and develop community recognition through those participatory events.

After more than three-years of participatory efforts, from 2012 to 2015, the agency built the model groundwater well in the target community and constructed two radial, groundwater wells as agreed. The CP case could be considered the first example in which the administration utilized CP to plan, discuss, and execute the project with the community. In the past, most participatory events conducted by the governments were one-session for

two hours or the longest the one-day activities such as public meeting or world café³ workshop to only have the discussion but without further follow-up or outcomes. Therefore, SRWRO’s long-term efforts to launch and establish the participatory actions and foundation could be considered the initial significant authentic CP outcomes by the administration in Taiwan.

Figure 1. 3 Timeline of CP Projects by SRWRO



This section introduces detailed background and historical facts related to SRWRO’s operation to help the readers understand why and how the agency initiated the CP actions. It includes the years of resistance from the environmental groups and communities toward the agency’s dam and lake plans that also influenced agency’s decisions of constructing groundwater well for supplementing the city’s water supply. The

³ Referring to the dialogue method in a simple, effective, and flexible format for hosting large group dialogue. with <http://www.theworldcafe.com/key-concepts-resources/world-cafe-method/>

section provides information regarding government structure in Taiwan, the political system, the organizational structure of the agency, and the historical and social characteristics of the targeted community, and the details CP projects to better understand the case.

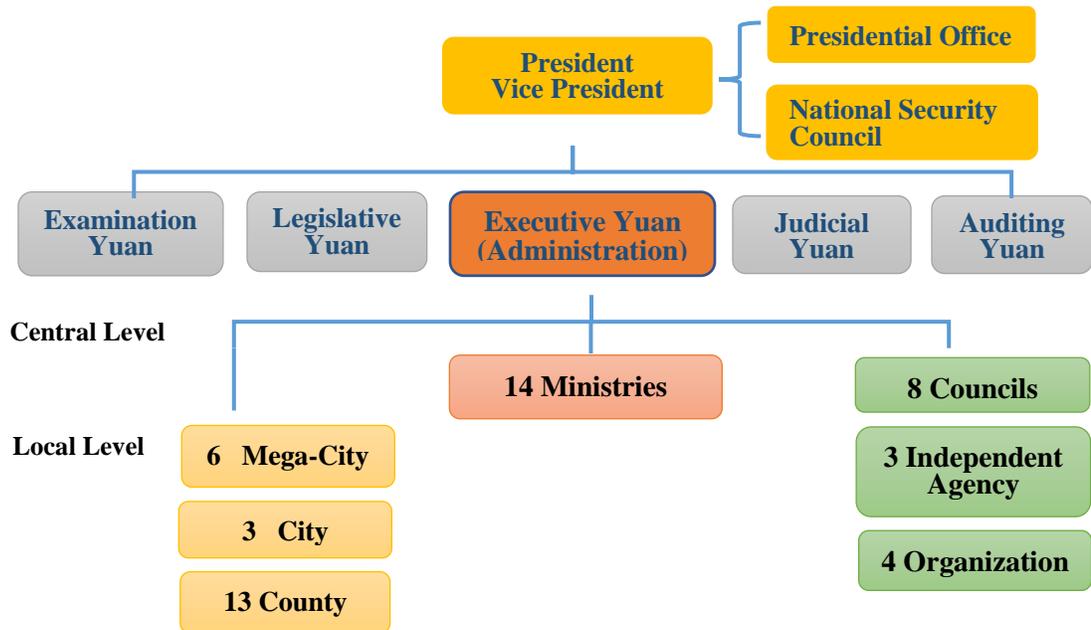
1.3.1 Government Structure in Taiwan

To help readers understand the SRWRO's functionality among the governmental agencies, the author briefly introduced the organizational structure in Taiwan. Taiwan is a democratic regime constituting the governmental system having both the president and prime minister. The Taiwanese government is composed of several levels including central, provincial, municipal, and city or county. The president, elected by the citizens, leads the central government including the office of the President, the national council, and five branches (Yuan). The president appoints the prime minister to manage the Executive Yuan (like the federal government in the US) consisting of 13 ministries, eight councils, three independent institutions, and four organizations. The other four branches are the Legislative Yuan (similar to Congress in the US), the Judicial Yuan, the Electoral Yuan and the Auditory Yuan.

The Executive Yuan is the executive administration of the government, led by the prime minister, who recommends the head of all agencies in the Executive Yuan for the president's appointment. The prime minister and the representatives of the ministries are responsible for reporting policies to the Legislative Yuan as well as responding to the questions of the legislators. Under the central administration, there are six mega-cities, three cities, and 13 counties leveling with the central government. The government structure of Taiwan was shown in figure 1.4. Under the constitution in Taiwan, the

Executive Yuan has judicial power over the local governments and authorizes the executive and legislative powers of the local governments.

Figure 1. 4. Government Structure in Taiwan



The central government could only audit but not dictate or interrupt the local governments while exercising its executive power. For example, the central government usually appropriates some funds to local governments for community development or the compensation with the guideline. However, the agency cannot command specific usage to local government that might cause citizens' confusion and a misunderstanding that the central government did not fund the local development if the local government did not use the fund in the way residents expected. Thus, the residents held the central government accountable for the not receiving compensation issues. Such a situation was also applicable in this case study causing the agency difficulties while implementing infrastructure project due to the strong local opposition and complaints about not compensating the community

for the damages from the water “weir”⁴ managed by the SRWRO.

The Political Attribution of Governments

Also, the political attribution between the central and local governments could further worsen the progress of policy implementation. The supervising administrators in the central agencies were politically appointed by the ruling party that won the presidential election. The government employees were recruited from passing a national public services examination and were assigned to the agencies as preferred as possible. The mayor or county directors of the local governments are directly elected by the citizens for up to two four-year terms. In the past decade, the divided government in Taiwan had worsened the conflict between central and local governments that delayed the policy-making progress and implementations in the country. Due to such a political tension between the central and local government, the elected mayor or county executive might not be willing to cooperate with the central agency due to the different political belonging. Such a fact would result in responsibility confusion and conflicts between the two units to the citizens. It has happened that the local governments often officially or informally boycott or withdraw support for the policy made by the central agency when the political ideology is different between two ruling parties of the government. Thus, the central agency would frequently have to face protests from the community without the assistance and support from the local government while implementing infrastructure projects for local welfare. Also, the residents in rural regions often do not understand the structural difference between local and central government. They consider all levels of governments are all the same.

⁴ A weir is a barrier or low dam across the horizontal width of a river that regulates the flow of the water and usually results in a change in the height of the river level for reserving water.

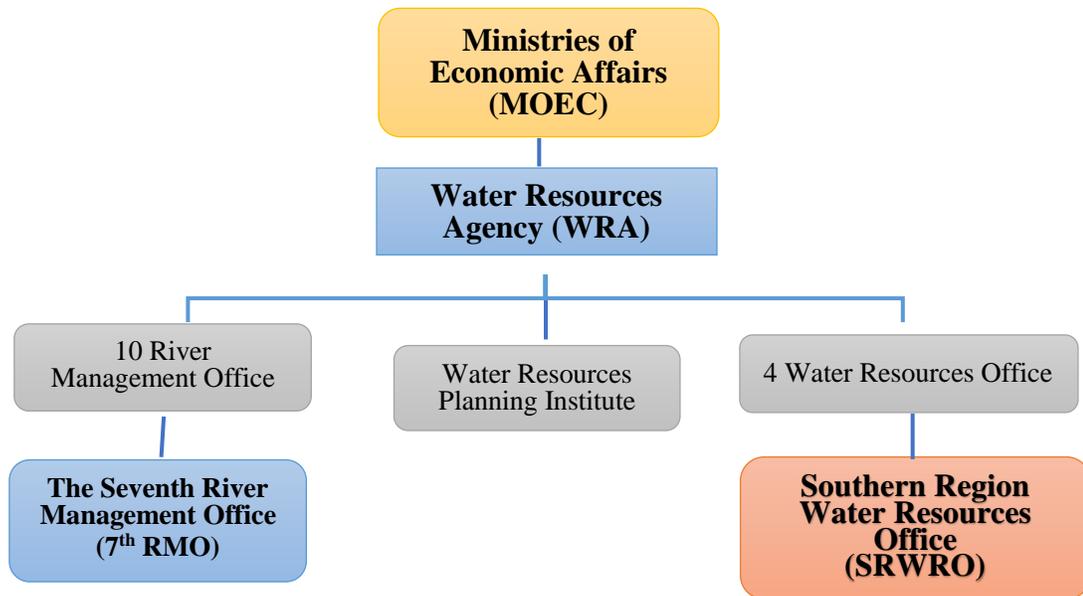
Consequently, the citizens would share more credits and appreciation toward the development operated by the local government but funded by the central government. The residents would directly protest toward central agency when considering being treated unfairly or not receiving the compensation from policy impacts, though local government should be accountable for distributing the compensation. When such conflicts related to policy made by central government occurred, the local governments usually acted indifferently or innocently if the political attributes are different from the central level. Therefore, the local government seemed to become one of the obstacles to policy implementation since it has the administration to implement the policy or to authorize the outsourcing. In addition, the conflicts between local and central government are also the main reason for the implementation blockade. The partisan battle between central and local government also impacts on the administrative performance and efficiency.

1.3.2 About the Case Agency

SRWRO is the central level of the agency under the WRA administered by the Ministry of Economic Affairs (MOEA), one of the 14 ministries under the Executive Yuan. WRA, having approximately 155 employees in the administrative offices, supervises 15 sub-level agencies totaling approximately 1220 employees (Figure 1.5). SRWRO's primary responsibility is to manage five significant dams that supply industrial and residential water usage for the population of 5.5 million in the regions of southern Taiwan including Kaohsiung mega-city, Tainan Mega-city, and Pingtung County (Figure 1.4). The jurisdiction of SWRWO covers an area of approximately 12,000 square kilometers, almost

one-third of Taiwan's⁵ area. SRWRO supervises five dam management centers having approximately 90 employees and 11 administrative and operation divisions with approximately 210 personnel (Figure 1.6).

Figure 1. 5 The Organization Structure of WRA/SRWRO

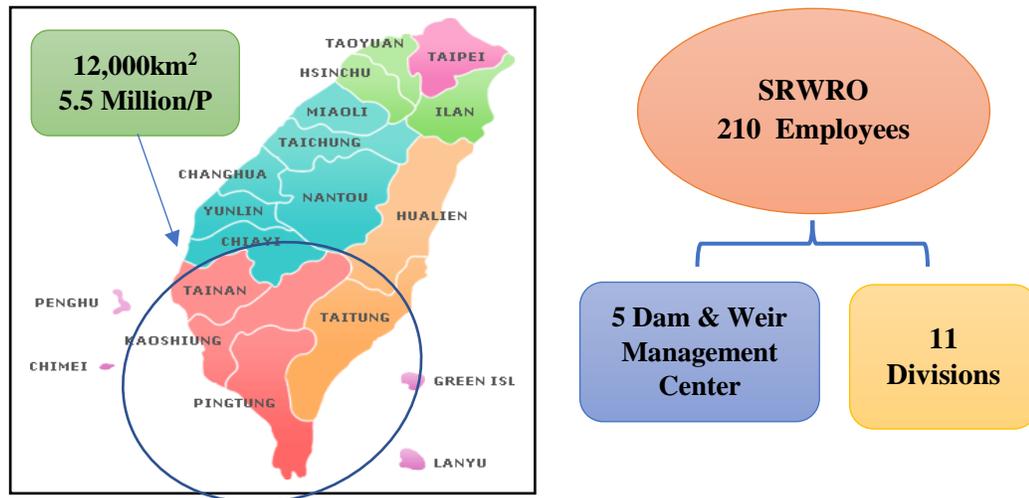


Due to lacking a large-scale dam to conserve the water for supplying the water consumption of Kaohsiung region, the well-known manufacturing metropolitan in Taiwan, SRWRO has proposed to build a dam and artificial lake in Pingtung area to solve the imminent threat of the water shortage in Kaohsiung. Insufficient water supply would significantly impact industrial production and economic development of Kaohsiung and Taiwan. SRWRO, working with two other River Management Offices (RMO) under WRA has faced long-years of opposition and deadlock of policy implementation in Southern

⁵ Officially the Republic of China (ROC), is a state in East Asia with the jurisdiction area of 36,193 km² (13,974 sq mi), making it the world's 137th-largest country/dependency, smaller than Switzerland and larger than Belgium. Taiwan's population is about 23.4 million (Executive Yuan 2014)

Taiwan from local communities, environmental groups and government ruled by opposing parties during the past two decades.

Figure 1. 6 The Jurisdiction and Structure of SRWRO



Map Sources: https://commons.wikimedia.org/wiki/File:Taiwan_ROC_political_divisions_labeled.svg

1.3.3 The Chronically Policy Impasse the Agency Faced

The water shortage issue has been the significant concern threatening the economic development to southern Taiwan during the past decades. In the 1970s, due to the high demand of water and periodic drought situation and concern, MOEA proposed to build a dam in Meinong district of Kaohsiung for developing water resources from Gaoping River crossing through the Kaohsiung and Pingtung regions. After passing the environmental evaluation, Meinong Dam Construction Committee was established to manage the water supply and electricity for metropolitan Kaohsiung. However, the environmental groups and the residents located around the dam construction site have vigorously protested such a policy since 1992. The central government, dominantly ruled by Kuomintang Party (KMT) back then did not pursue further action due to the local resistance by residents, legislators,

and local government ruled by the opposing party.

The main reason for the opposition is the construction would destroy the ecological butterfly valley where the dam is to be built. The bottom of the valley is based on chasm that brings increasing safety concern of building the dam over the valley as well. In addition, it was claimed that the water usage would not be increasingly needed due to significant population decrease from the low birth rate. The continuing local protest that pressured the congressional representative to delete the budget for land expropriation has obstructed the implementation of the dam policy. Meinong dam protest has been an indicative incident among the environmental history in Taiwan.

Later, the Democratic Progression Party (DPP), the leading opposing party actively working with environmental groups for many years, won the presidential election in 2000. New government announced the termination of the Meinong dam plan but conditionally resumed the environmental evaluation of the construction of Gaoping Lake, also called Jiyang artificial lake for inducing the water from the upstream of Laonong River and Qishan River in the outer area of Kaohsiung region, to reserve the water supply in 2001 that was previously planned to be constructed it in 2003. However, the continuing intense local opposition due to the concern of land destruction and potential harm to the agricultural industries and industrial development also blocked the review and implementation of the lake project. The regional congress representatives yield to residents' opposition for reelection consideration had to oppose to previously-decided national policy. In addition, the budget was not approved due to the intense constituency political pressure from the south given the political attribution is the same locally. The Kaohsiung City Government (KCG) questioned the shortage evaluation and stood by the opposition side.

In 2008, KMT party, regaining the presidency to administer the central government, decided to resume the implementation of Gaoping Lake policy due to the foreseeable severe drought due to the decrease of water reservation from the destruction of river basin after the severe historical flood in 2009. WRA allocated partial funding totaling US\$ 520 million from other water supply projects for Gaoping Lake construction in 2010. However, the ongoing high protest from local communities, bean industries, and an environmental group have still extremely opposed to the lake construction. The main concerns were the new lake could even worsen the flooding problems, could be costly inefficient, and could not help store water but instead influence the level of underground water supply. The to-be-built location for the lake would force the bean businesses moving away and deprive the local employment benefiting from the fertile farm yearly. WRA/SRWRO admitted the construction of the lake would reduce the level of underground water but did not clarify the cost and flooding issues to the public back then. The dam and lake policy implementation impasse has been continued without the breakthrough since 2000.

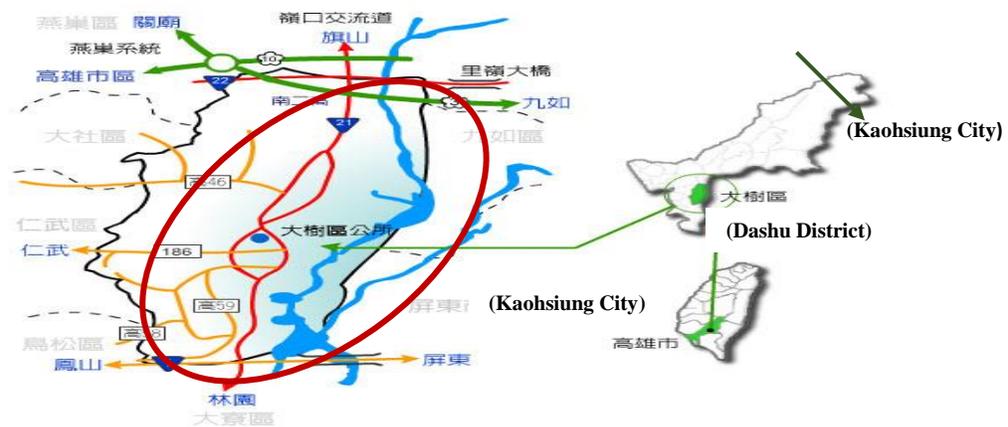
1.3.4 The Development of Case

The Origin of Actions

Subsequently, facing the long-term opposing pressure from the environmental and local groups toward the dam and lake project, SRWRO sought alternatives through communicating with the leading environmental groups and community leaders during the past decades. To find an alternate solution of water intake and reservation, SRWRO had considered and decided to pursue building radial wells supported and suggested by the environmental groups for increasing water supply for Kaohsiung city. The environmental groups supported the radial well since they believe the well could replace dam or lake

construction and avoid destroying the environment. They projected the wells could collect sufficient groundwater to supplement and secure the water supply supporting both the economic development and drinking water consumption for Kaohsiung city. Therefore, SRWRO decided to construct numerous radial, groundwater wells in Dashu district, the neighborhood adjacent to the Gaoping river due to the geographic advantage in the beginning 2012.

Figure 1. 7 Geographic Information of Dashu District of Kaohsiung, Taiwan



Source: dashu.kcg.gov.tw

Before starting the groundwater well construction, SRWRO decided to exercise a CP project, suggested by the environmental groups targeting Dashu neighborhood for showing the agency’s intention of interacting with the community. The CP project meant to provide a participatory opportunity for communicating with the community and local groups about SRWRO’s plan and the future water projects. Therefore, SRWRO received the funding of approximately US\$ 30,000 from WRA and published the project bid to request for proposal (RFP) on the website following the outsourcing rule for seeking a qualified private contractor to assist in the implementation of the CP project in April 2012.

SRWRO finalized the contract and launched the first longer-term five-month CP project focusing on the targeting community, Dashu in June of 2012.

The purpose of the initial CP project was to show SRWRO's efforts of increasing the community understanding the meaning of CP and the purpose and function of the Gaoping River Weir in Dashu as well. After witnessing the productive results from the first CP project, the director at that time decided to extend one-year based CP project to continue the communication with the community regarding the water issues and well project. The successive supervisor signed the one-year well-focused CP project for another two years from 2014 to 2015 in Dashu. Other divisions of SRWRO also launched other CP projects within SRWRO's jurisdiction region in 2014 to comprehensively promote the participatory essence and the functions of the agency and receive the understanding from communities.

Demographic, Social-Economic, and Political Factors

Before introducing the details of CP projects, it is necessary to understand the long-lasting social and political background affecting the implementation and progress of the case. The targeted neighborhood of Daushu, one of the thirty-eight districts, is located at the foot of the hill and beside Goping river in the southwest of Kaohsiung city. The population is approximately 43,100 people or 13,209 households (KCG 2016) who reside in an area of about 66.98 km². The age-population ratios are 31.3 %, 46.8 % and 21.9 % for the age groups of 0-29, 30-59, and 60-100 and above respectively. Currently, there are 18 villages in Dashu lead by the village chiefs elected by each region's residents along with the mayor and city council representative election every four years. Dashu is noted for its

fruit produce of lichi⁶ and pineapple the central revenue for the residents, as well as abundant clean and drinkable underground water in Taiwan. However, the community is also facing the disadvantage of being located in a less-developed rural area lacking plains and yearly destruction from the seasonal flooding incidents mostly due to the Gaoping River Weir, the water facility constructed and administered by SRWRO in Dashu for securing and processing clean water mainly for Kaohsiung City. The critical responsibility of SRWRO is to satisfy the substantial need of the industrial water consumption from the Industrial Parks in Kaohsiung.

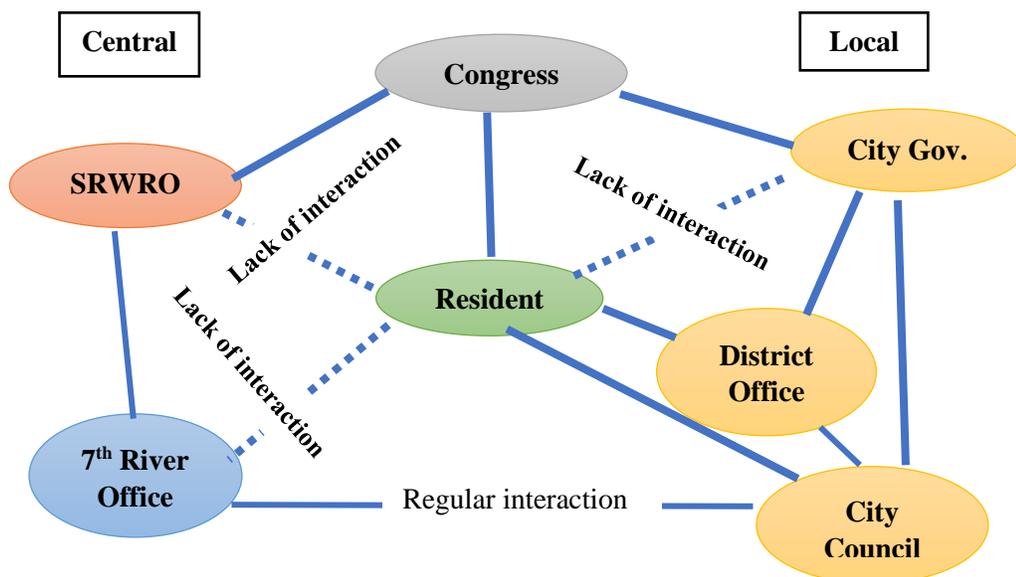
Besides the office of SRWRO, the Dashu District Office (District) of Kaohsiung City Government (KCG) is also stationed in the neighborhood to serve 18 villages. Therefore, the residents and the village chiefs have worked with three administrations for the local affairs. They include central agencies of SRWRO and the Seventh River Management Office (7th RMO) located in Pingtung responsible for the neighborhood dredging tasks also under WRA; as well as Dashu district office, the local division of KCG responsible for the local affairs. For a rural area like Dashu, the elected village chiefs have played a significant role as the opinion leaders of the community. Therefore, the differences in political ideology would affect policy implementation and the interactions between central and local governments as well as between the village chiefs and the local agency since the directors of District Office are appointed by the Mayor of Kaohsiung who would have a different political ideology from the village chiefs.

Given the principle of administrative neutrality, it is unavoidable to witness specific

⁶ The fruit is covered by a pink-red, roughly textured rind that is inedible but easily removed to expose a layer of sweet, translucent white flesh.

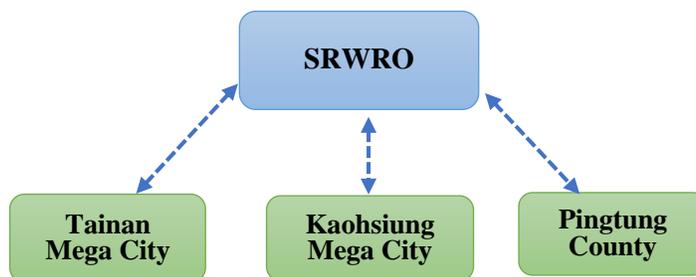
sensitivities of interactions among the District director of KCG, village chiefs, and administrators from SRWRO and 7th RMO when political attributes are different one another. For example, the village chiefs would seek the support from the city council representatives or regional members of Congress from their political party when they sought no responses from District director or city government regarding local problems. However, the congresspersons might still have no way to breakthrough or make progress if the central agencies were ruled by the opponent party given the employees should abide the neutrality principle without being influenced by the political preference. For the village chiefs, their contacts of governments seemed confusing and complicated without knowing who to reach out to solve the problems. As a resident of the community of Dasu, they would interact with the administrators from local and central government and the legislative representatives of both the city and national sides (Figure 1.8). The residents in Dashu community seemed not to have a regular interactive channel with the central agency but have a direct one with the city's district office directly.

Figure 1. 8 Resident-Government Interaction Structure



On the other hand, SWRO has also faced three local governments of Kaohsiung city, Tainan city, and Pingtung County, administered by the opposition party mostly against the dam or lake plan in the past decade. Therefore, SWRO has faced no supports or even apparent boycott from local governments toward water policy and implementation even though the policy seems critical to the local economic development. As mentioned previously, the leaders of Kaohsiung City Government (KCG) and Pingtung County Government (PCG) have opposed the dam project or other water reservation plans proposed by the SWRO, due to political and election consideration despite the possible risk of water shortage that could significantly impact on the economic development in particular for Kaohsiung city. It seems that the administrations would compromise the policy consideration and implementation due to political intention and interests. Accordingly, the existing political and social factors could also impact the administration's intention and determination when conducting CP activities.

Figure 1. 9 SRWRO-Local Government Interaction

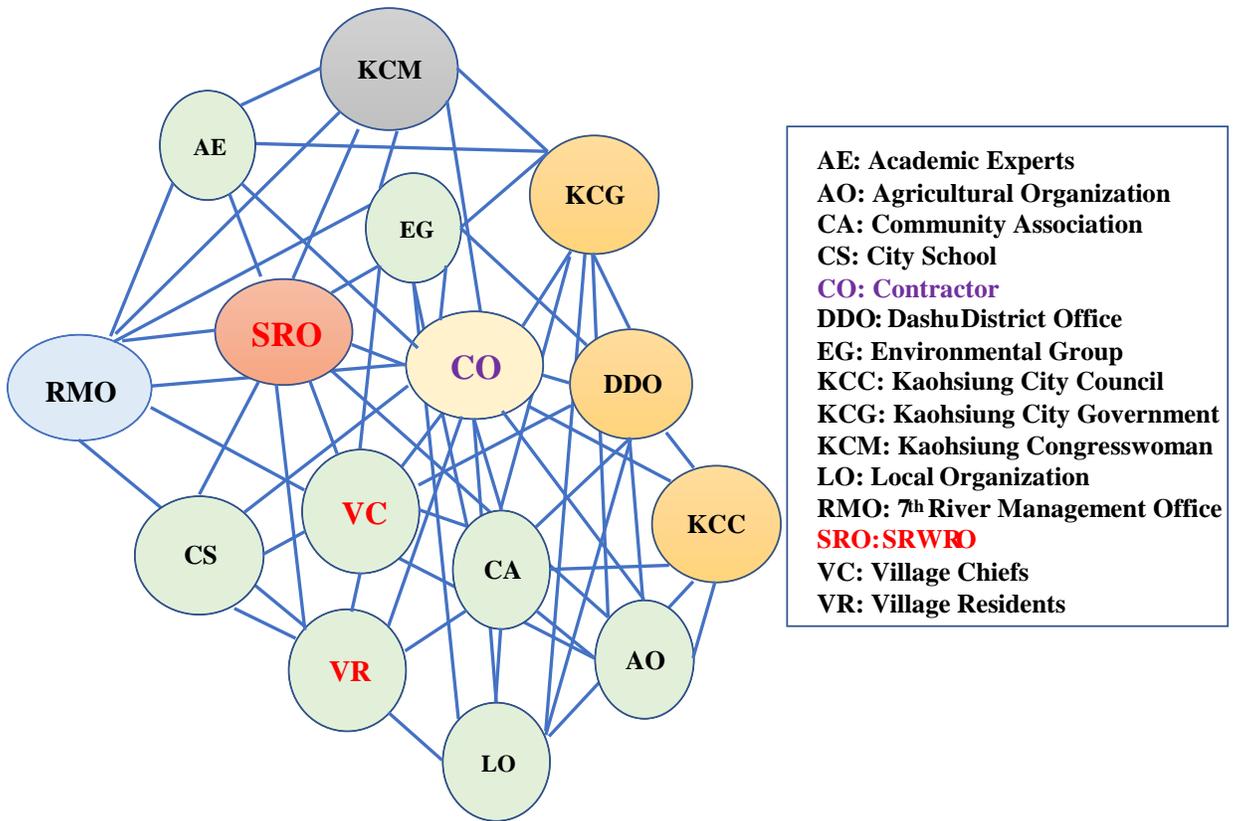


The Milestones and Progress of CP Projects

In order to understand the community feedback toward the agency's CP plan, the contractor designed various activities including communication meetings, field survey, topical seminars, expert discussion, and internal training about CP for administrators

arranged during the 5-month period. The participants not only included residents and responsible agency staffs of the project but also invited the local opinion leaders, experts, the representatives of community associations and non-profit organizations, and the representatives from city government to join a series of activities possible. The contractor attempted to reach out, as much as possible, to parties residing in the neighborhood or involved the local affairs in participating the CP activities (Figure 1.10).

Figure 1. 10 SRWRO’s Participatory Network



However, the first CP project did not operate as smoothly as expected even though the purpose of the first CP project was to merely introduce the concept of CP and take initiatives to reach out to the community that the agency did not act previously. Knowing the past conflicts and policy stagnation from the dam and lake plan, the community leaders from the regions along the river bend showed strong dissatisfaction and distrust toward the

administrators' participatory approach and refused to communicate with the contractor. They suspected the CP project was a disguise or gesture from the agency for seeking the villages' endorsement or supports for the radial well policy they opposed.

After being convinced to attend the first communication meeting and expressing their dissatisfaction and opposition toward the agency, many chiefs led residents later turned the discontent into drastic protests in front of SRWRO's building. The village chiefs and residents claimed they would stop the well plan at all costs to protect the underground water they have relied on for years and would not let the government dig the well in the neighborhood (Figure 1.11). The unexpected opposition and protest caused the administrator's concern and consideration of terminating the project. However, the agency head at that time, taking the advice from the contractor, decided to face the residents' objection and led the team to continue the project. The contractor convinced the residents and administrators to focus on understanding each other's' views as well as understanding what CP is and how the residents could practice it to become part of the policy- and decision-making process.

Figure 1. 11 The Protest to Groundwater Well Project in Daushu



Source: <https://tw.sports.appledaily.com/daily/20120810/34429387/>

The significant turning point of the initial project to entrust the residents to continue participation in all activities during the process appeared successful due to the attendance and participation from the staffs and supervisors to most of the meetings. Something they had not done in the past. In particular, the office head showed leadership by attending numerous meetings personally, taking severe criticisms and blames but still patiently answering questions from the community. This was rarely seen before. The office head even assured the residents that the agency would not bluntly implement the groundwater well project without gaining the consensus with the community. After seeing the agency's efforts and administrative transparency, the community has shown increasing willingness to further discuss the details of the future well project with the agency at the end of the project.

Experiencing the progress from gaining more trust and cooperation from the community in the first CP project, SRWRO continued allocating funds to implement another four one-year CP projects for three years in Dashu to further communicate with community members regarding the previously planned water facility policy. The four CP projects were increasingly funded in larger-scale and in-depth participatory activities reaching out to more residents and stakeholders to collect their views about the well projects and other water-related plans (Table 1.1). The contents and activities of each CP project were like the first CP project which focused on more communication, educational workshops, and further discussions to collect feedback regarding the water issues and the necessity of building wells for intaking the water supply from Dashu. The CP efforts enabled a successful implementation of a groundwater development project that was initially opposed by the community. The whole process has progressed from opposition

and protests to communication, understanding, discussion, and collaboration turning the impasse to a fulfillment of the policy result.

Table 1. 1 Well-Policy Focused CP Project

No	Time	Outsourcing/Funding Projects	Budget
1	06/08/2012-10/31/2012	Public Participation Project for Identifying the Issues of Gaoping River Weir and the Diverse strategic solutions	US\$ 29,365 (NT\$ 925,000)
2	02/01/2013-12/15/2013	Public Participation Project for Finding the solutions of stabilizing the Water Supply from Gaoping Weir.	US\$ 87,377 (NT\$ 2,752,381)
3	02/01/2013-12/15/2013	Citizen Empowerment Project for Building Cultural Ecological Community & Improving the Infrastructure of Stabilizing the Water Supply from Gaoping Weir.	US\$ 87,680 (NT\$ 2,761,905)
4	02/27/2014-12/15/2014	Public Participation Project for Improving the Infrastructure of stabilizing the Water Supply from Gaoping Weir.	US\$ 88,435 (NT\$ 2,785,714)
5	01/29/2015-12/15/2015	Public Participation Project for Improving the Infrastructure of stabilizing the Water Supply from Gaoping Weir	US\$ 87,680 (NT\$ 2,761,905)

After seeing the productive outcomes from the first year's experiences, SRWRO also launched another seven one-year non-policy-focus smaller-scale CP projects to promote the agency's operation and water issue and environmental education from 2014 to 2015 (Table 1.2). The project designs focused on educational training or workshops, field survey, and communication meetings for advancing an understanding of the agency's functions and increasing knowledge related to water restoration and environmental issue. The intention of launching these non-policy related CP projects was to advance the participatory exercises within the agency to enable the employees to get familiar with practices for future application.

Table 1. 2 Non-Policy Focused CP Projects by SRWRO

No	Time	Outsourcing/Funding Projects	Budget
1	01/01/2014-12/15/2014	2014 Public Participation Project for Bettering Zenwen Dam Water Resources Management	US\$ 54,422 (NT\$ 1,714,286)
2	01/01/2014-12/15/2014	Public Participation Project for Identifying Water Environmental Issues of Donggang River	US\$ 26,000 (NT\$ 819,048)
3	01/30/2015-12/31/2015	2015 Public Participation Project for the Utilization and Protection of Water Environment of Laonong River	US\$83,144 (NT\$ 2,619,048)
4	01/01/2015-12/15/2015	2015 Public Participation Project for Identifying the Water Environment Issue of Donggang River	US\$ 27,210 (NT\$ 857,143)
5	01/27/2015-12/15/2015	2015 Public Participation Project for Bettering Zenwen Dam Water Resources Management	US\$ 55,933 (NT\$ 1,761,905)
6	01/29/2015-12/31/2015	Public Participation Project the Utilization and Protection of Water Environment of Qishan River	US\$ 63,492 (NT\$ 2,000,000)
7	02/26/2015-12/15/2015	“Cross-region Cooperation in Water Resources Management and Administrative Transparency Research”	US\$ 46,349 (NT\$ 1,460,000)

Without the progress and breakthrough of the initial CP project, there might not have been any CP projects continued or the outcomes accomplished. These CP projects enabled SRWRO to promote the agency’s mission as well as other related water policies to advance the interaction with the community and citizens in its jurisdiction region. Launching various long-term participatory projects but not short-session meeting or routine public briefings as other agencies had done distinguished WRA/SRWRO, as a leading agency demonstrating a positive attitude toward exercising meaningful participatory interactions with the residents among the central administrations.

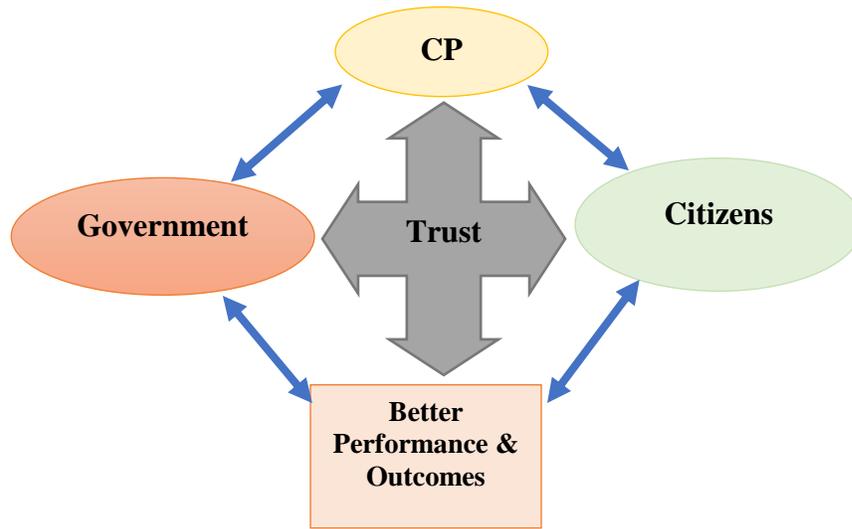
1.4 Overview of Study

The study aims to explore in depth, how the public administrators' attitudes toward a CP could affect their decision-making on whether to implement a useful CP that could

reciprocally impact on public trust and policy outcomes and government performance (Figure 1.12). Instead of discussing the methods or tools for conducting the CP as most studies have done, this research focuses on whether the administrators' attitude toward CP would influence their decisions on whether to have a meaningful interaction in participatory activities that could impact on the improvement of trust level and the administrative outcomes accordingly. Using the case study in the research is to seek a detailed explanation regarding the evidence for having a positive attitude toward CP and how it enables administrators to reduce distrust and produce meaningful interactions during the process to strengthen the trust relationship.

The research presented a case study in Taiwan to evidence agency's favorable willingness of employing meaningful CP to regain citizen trust and accomplish the policy goal through the administrator's positive attitude as well as the long-term efforts of providing participatory events, and the inclusion of the public feedback into the administrative operation. The possible factors affecting the administrative attitudes and decisions regarding CP were investigated through collecting explanatory data obtained by interviewing the public administrators and citizen representatives, including community leaders and contractors working with the agency on the CP project. The agency's actions could be considered a pioneering case of using a long-term CP exercise due to the example of leadership for solving policy problems and naturally improve the public trust in Taiwan. Overall, the study assumed that the administrator's positive attitude could enable an authentic CP to improve trust in government as well as accomplish policy outcome.

Figure 1. 12 The Reciprocal Effect of CP and Trust



Chapter one also provided the case background and facts to briefly depict the long-term administrative obstacles the agency has faced and what urged the administrator to decide to implement the authentic CP to achieve the policy goal. Also, the political environment and government structure in Taiwan were introduced to let the readers further understand the status of public trust and the organizational performance impasse the agency has faced in the case in Taiwanese. The chapter provided case details regarding how the agency operated a series of meaningful CP to turn the domestic opposition into public-private collaboration and to accomplish the policy outcomes within three years. The agency also operated various CP projects to promote citizens' awareness of the administrative actions.

Chapter two presented the relevant reviews of the literature and data supporting the critical concepts of this research. The review aims to construct the theoretical framework for supporting the study goals and answer the research questions in this study. The rationale supporting the proposition was developed by both normative and instrumental perspectives

to highlight the instrumental values that were not emphasized previously. The study proposed a theoretical framework to explain the administration's attitude toward an authentic CP. Chapter three illustrated the methodology used for the research including the qualitative interview technique, data and data collection, and the analysis plan. Chapter four provided analysis and discussion of the collected data from personal experience, direct observation, and online record review. Chapter Five presented detailed findings and analysis through the interviewees' direct statements from the interview and logic model analysis. Chapter Six narrated supplemental findings, the limitation of this research, and the implication for practices in the case. Chapter 7 concluded with the contribution and future direction of research and the conclusion. The reference and appendix will be included at the end.

2. LITERATURE REVIEW

This study aims to examine how the administrators' favorable attitude toward CP could result in productive CP and fulfill the policy goal from a positive approach. For answering the research question in the study, this chapter explored past research and existing knowledge to refine the issues and frame the research design for seeking the rationale and support to the proposition in this study. The chapter provided the rationale of the relationship between trust and the administration operation since the trust factor was deemed the trigger affecting the organizational behavior that could reciprocally interact with the trust level from the citizens. The attention of trust-based governance and the exercise of CP should be prioritized to improve the distrust issues. In addition, the distrust phenomenon was not only the attitudes from the citizens to the government but also from the administrative perspectives of citizens as well. Therefore, the necessity of adopting CP by the administration was discussed under which the significance of applying a meaningful CP from the administrative perspectives was reviewed as well.

Furthermore, factors and aspects of the administrators employing CP into the policy- or decision-making process helped accomplish policy goals from both normative (external), and instrumental (internal) perspectives were discussed. The study emphasized supplementing the instrumental approach since the normative rationale could not be sufficient to explain why an authentic CP model was not utilized (Moynihan 2003). The chapter concluded with a theoretical framework to depict how the influences from external and internal would affect the administrators' attitudes and decisions while facing distrust

and policy problems. The proposed framework aims to construct a rationale of the proposition in this study that could contribute to the administrator's attitude studies that could affect the administrative decisions and quality of CP operation.

2.1 Trust and Public Administration

Trust represents a relationship between or among the individuals and organizations (Coulson 1998) that could help channel the uncertainty surrounding and managing new social relationships (Fukuyama 1995; Uslaner 2002). One study found that trust in public administration is intimately connected to the citizens' overall evaluations of government suggesting the public administrators might be playing both the role of problems and solutions to the increasing distrust in government (Marlowe 2004). A series of innovative reform inspired by the New Public Management (NPM) introduced from the 1980s was probably based on mutual trust between public sector players (Van de Walle 2010). The trust topic has started to attract increasing attention in public reform activities.

Currently, the public distrust in government has become a new factor impeding the adequate progress for solving social problems. Public distrust could be obstructive to administrative operations including discounting the quality or results while conducting citizen participation activities. It seems necessary to examine the relationship between trust and the participatory activities by the public administration or the impact of trust on government's performance. Besides the distrust of government from the citizens, the trust relationship also refers to aspects of the government and the public sector as well (Bouckaert 2012). Therefore, the distrust would be mutual between the administrators and the civil side as well as the inter-organizational part, and not just the distrust from the citizens or private organizations. The section continued to discuss the issues and impact

related to the administrative trust in citizens or inter-governments as well as the citizens' distrust in government.

2.1.1 Trust-based Participatory Governance

Therefore, building the trust foundation among the different sectors of government matters for the sake of governance and organizational reform. From the perspective of organization theory, the public organizations could be managed in a way to facilitate more trust-building among public employees eventually advance the trust level in government as a career (Carnevale 1995). In governance mechanism, it is necessary to pay more attention to trust issues in such complex arrangements and systems (Misztal 1996). However, while the trust in government is mostly focused, there was a missing link in CP due to the distrust in citizens among the studies (Yang 2005) and the research of the administrative trust in citizens or organization has been minimal (Wu and Yang 2011). The administrative aspects of trust are critical since such perspectives have been found to be the forerunner of an accountable and well-performing public organization (Ruscio 1997). Public servants might also express their distrust through a superior or a skeptical attitude toward citizens engagement to public operation (Aberbach and Rockman 1978). Like the impacts from the distrust in government, the administrative distrust in civil society may also evoke a reciprocal influence to discourage public administrators (Marlowe 2004) from acting progressively. The distrust attributes from the public administrators could be reflected in their unwillingness of involving the citizens in policy- and decision-making processes or in providing participatory opportunities (Yang and Holzer 2006).

Therefore, some researchers advocated the reform of traditional bureaucracy to participatory governance (Grey and Garsten 2001), while others suggested trust-based

management should be the focal concepts in public administration (Choudhury 2008). Due to the unsatisfactory results of incentive-based instruments in New Public Management (NPM) and the increasingly complex social problems, it is arguable whether to advance the research of distrust attitudes for seeking efficient solutions to solve problems (Oomsels and Bouckaert and 2012). Besides the distrust of citizens, the inter-organizational trust would be a significant factor affecting the outcomes of the operations while needing the government-wide efforts and coordination (Oomsels, Bouckaert, and Verhoest 2013). The trust relations among the agencies and other public organizations would also be factors influencing administrative perspectives toward trust that could also affect their interactions with the citizens.

2.1.2 CP to Improve the Trust Level

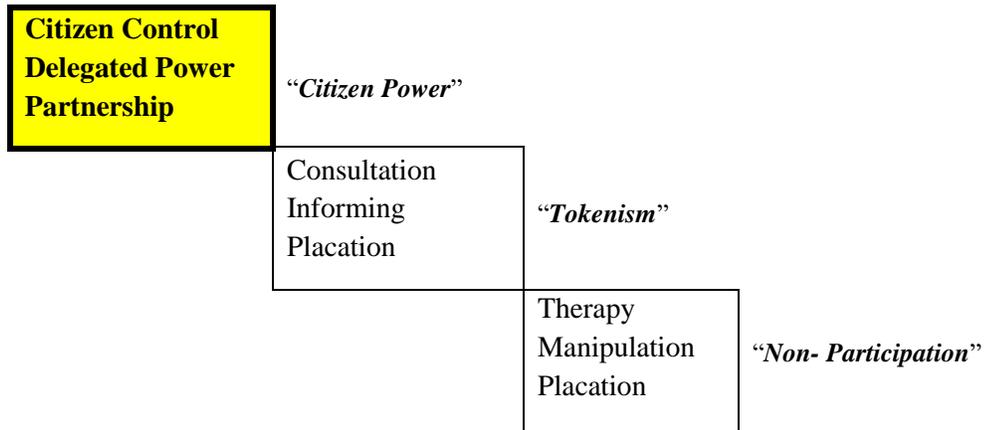
As to the public distrust in government, according to the literature, two significant arguments highlighted the discontent connected to the political system and the displeasure toward organizational performance respectively (Miller 1974; Citrin 1974). However, most studies likely supported that the assessment of the government performance would directly connect to the administrators rather than the system (Norris 1999). It is hard to evaluate the system, but the administrator's attitude could be assessed instead. Some studies indicated the trust level of citizens depending on the outcomes the government presented. Distrust would result from the less or worse government performance; however, the process by which policies are being planned and implemented, or services are being delivered is nonetheless as important as well (Marlowe 2004). After all, the procedural justice along with the outcomes appeared to influence the public trust in government (Van Ryzin 2011). Overall, the trust in public administrators would come from the citizens' comprehensive

evaluation of governmental performance. The outcomes are important, and the process leading to effective results are also critical. Therefore, more studies have discussed and considered CP as the effective strategy to improve the deteriorating public trust from the citizen (Denhardt and Denhardt 2000; Frederickson 1982; King, Feltey, and Susel 1998; Schachter 1995; Thomas 1995; Wang 2001).

2.2 Citizen Participation in Public Administration

In earlier studies, promoting the civic participatory activities were considered for enhancing democratic value and the passage of power to the minor group (Van Meter 1975) and were related to election voting, democratic principle, and citizens' right (Solomon and Hanson 1989). The advocates consider participation as a method of improving both organizational performance and accountability that have been considered as inefficient, out of date, and untypical (Barber 1986; King, Feltey, and Susel 1998). In the modern political and economic setting, the public should be included while making the administrative decision (Thomas 1995). Nevertheless, CP is mostly considered citizens' opportunities to influence policy decisions that they perceive affect their own welfare or interests in the democratic system (Yang and Callahan 2005). According to Arnstein's (1969) suggested participatory ladder, it is time for the governments to make efforts investing "citizen power" referring to the level including citizen control, delegated power, and partnership but not remaining at "tokenism" stage (Figure 2.1).

Figure 2.1 Arnstein’s Ladder of Participation



Besides sharing information and ideas about public issues with the citizens through initiating CP, the administration should include the public and further obtain the inputs to support the administrative policy decisions. Scholars continually advocated that applying CP into the decision-making process could improve not only citizens' responsiveness and trust, but also administrative performance and transparency (Berman, 1997; Walters, Aydelotte, and Miller 2000). Additionally, advancing citizens participation in administrative operations could enable governments to deliver better public service, satisfy citizens' needs, and fulfill the democratic purpose (Leighninger, 2005). The practices of CP could enable the administration to advance the essence and quality of participatory efforts and better the policy outcomes.

2.2.1 Facilitating Meaningful or Authentic CP

Besides the ample research of the advantages of CP practices for the sake of the administration, the scholars started to focus on the examination of the qualities and outcomes of CP. The theorists suggest that meaningful citizen participation not only leads to better decision-making results but also facilitates social stability by promoting the recognition and respect of the governance process (Pateman 1989). The scholar

emphasized the participation design could help to achieve better quality from collaborating with different decision-making styles such as managerial or public decision style (Thomas 1995). The scholars claimed that the relationship and the role of administrators and citizens should be reconsidered for attracting more interests and devotion from both government and citizens to produce active participation (King, Feltey, and Susel 1998). Also, the administrative system needed to be re-examined and adjusted for producing an efficient CP outcome (King, Feltey, and Susel 1998). The practices would be considered an authentic or meaningful CP when the participation process and the outcomes drive to suit all parties and participants' needs (King, Feltey, and Susel 1998). Implying authentic or meaningful CP should be more about the process than merely finding the efficient tools or techniques for increasing citizens' participation in public decisions (King, Feltey, and Susel 1998). More administrators agreed that the decision-making process is not considered valid without involving public participation meaningfully (King, Feltey, and Susel 1998).

Knowing the necessity of the effective implementation of CP, why were the meaningful outcomes not evident? The studies discussed the massive time consumption involving with implementing CP might concern the administrator to add the efforts (Lawrence and Deagen 2001); in particular, for the environmental policy, the CP could slow down the process (Echeverria 2001). Some considered specific barriers needed to be overcome for accomplishing efficient outcomes of CP such as administrative processes, participation techniques, process facilitation, and possible training programs for educating citizens about the participation practice in current society (Yang and Callahan 2005). In fact, CP could instead hinder the decision, advance conflict, discourage the citizens, and cause more distrust if it was not carefully planned and operated (Yang and Pandey 2011).

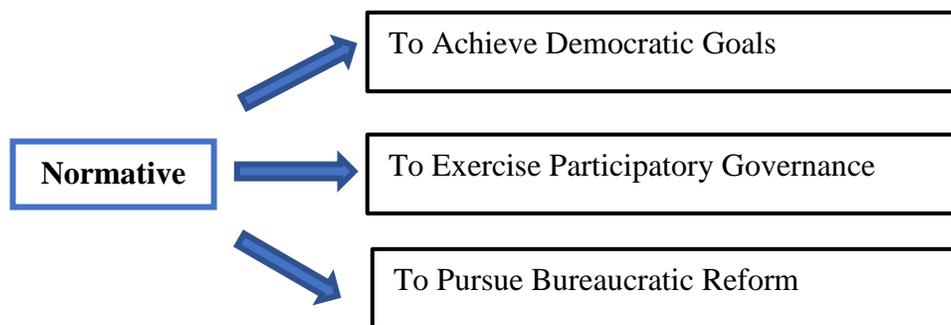
For example, citizens' opposing reactions might worry the administrator regarding future interactions and a felt withdrawal from the process. Lacking the response from the administration after the interaction would further discourage the citizens and believe CP after all is the obligated action but not the true administrative intention. Therefore, the administrators should not just employ CP for showing the gesture or action without truly considering and including citizens' responses and inputs during the process.

Likewise, the administrators also need to learn how to participate and interact with the participants. In fact, it might be more fundamental to acknowledge how the administrators consider the essence of CP. Do they think CP beneficial or detrimental to their administrative operations? As mentioned previously, few studies investigated the administrators' attitude issues. There was limited empirical testing as to how the administrators' inclination affects CP outcomes. Therefore, it is worthy to examine this factor further since the administrators are the party to decide whether to provide CP, how CP activities should be conducted, and what is to be accomplished through CP. The research rationale provided in the past studies indicates proposing a positive attitude toward CP could help solve the current distrust and ineffective problems. Instead of resisting the exercise of CP; in fact, the administrators should change the attitude and perspective to consider implementing an efficient CP that could reduce conflicts and the cost from the implementation delays at the end instead. Consequently, a productive CP could advance cooperation and build a trust foundation between the administration and the public that could enhance efficiency. Therefore, it is significant to seek the contextual rationale affecting the development of the public administrator's' attitude toward CP and their decisions on implementing a useful CP.

2.3 Employing CP from the Normative Standpoints (External Influence)

This section would provide literature on the normative principle that could enable the administrators to act with accountability favoring the CP decision and exercising an authentic CP. Under the normative rationale, the public administrators might feel obliged to adopt the CP in response to demands from citizens, organizations, and politicians. This section presents three systematic factors to possibly help the administrator form a positive attitude and propensity toward making a meaningful CP decision. The administrators should favor the CP choice and fulfill an authentic CP to achieve democratic goals, realize participatory governance, and pursue bureaucratic reform. These three external factors could facilitate the positive attitude and determination for the administrators to achieve a better quality of CP process and outcomes (Figure 2.2).

Figure 2. 2 Normative Rationale for Conducting CP



2.3.1 To Achieve Democratic Goals

The increasing citizen distrust of government and the desire of participatory democracy have emerged and been demanded during the past decades (Inglehart 1980, 1997). Conner (1988) proposed having an informed public could serve as the foundation of solutions toward policy controversies. Governments worldwide have begun seeking

more public inputs for demonstrating transparency actively and restoring public trust in government after recognizing the impact from lacking the practices of CP (Nye, Zelikow, and King 1997; Putnam 2000). From direct democracy's perspectives, citizens should actively participate in the policy or decision-making process since the public is the owner of government (Schacter 1995; Yang 2005). CP activities have been grown vigorously at subnational levels due to more significant direct impacts of citizen involvement in policy-making (Wampler 2000). More governments encourage direct citizen engagement from initial policy formulation to the oversight of policy implementation, through various stages of policy-making (Wampler 2000). Governments should utilize more citizen participation to make decisions on prioritized policies and to become a more responsive government providing an improved quality of public services (Wampler 2000).

The current dilemmas of adopting CP strategies have, in some countries, revealed how declining CP exercises and citizen withdrawal from participatory activities could affect a democratic government (DeBardeleben and Pammett 2009). Collaborating with the public on choosing the prioritized needs could show government accountability to the citizens, the owners of government that could demonstrate the value of a democratic government to society. Therefore, implementing CP could be considered as the administration's efforts to fulfill the democratic goal of sharing the government's decision-making power with the public. Through CP practice, the decision-making process could be more transparent by inviting public involvement and be more responsive to the public. After all, the actions of increasing CP could represent a robust democratic society (Barber 1986).

2.3.2 To Exercise Participatory Governance

Governance represents an interactive process involving various partnerships (Kooiman 1993). Accordingly, governance perspective applies to the administrative decision-making process since it is an interactive process and no single party should dominate the process or offer the best solutions to tackle the problems (Kooiman 1993). Governance has been considered the enabler or catalyst to show the new form of administrative system (Stoker 2000). According to Stoker (2000), governance is about creating the settings for the well-organized rule and collective action (p. 17). Therefore, the government should realize establishing a new learning process is part of governance in this modern era.

Due to the criticism of lacking responsiveness in the traditional bureaucracy, a participatory model of governance has been identified as one of the essential alternative forms of future governance (Peter 1996). In the participatory setting, the coordination of cooperation is necessary for achieving consensus for a better outcome. Toward increasing economic and social issues the communities faced, the partnership has been required from drawing more resources of other actors (Stoker 2000). In such a partnership network, the players could develop the capacity for sharing mutual thoughts and visions leading to a self-governing network (Stoker 2000). Therefore, in the governance network such as the CP process, governments and citizens could each gain a capacity to interact together by contributing their knowledge, skills, resources, and various purposes into a coalition or a system (Stoker 2000).

As the leaders of public administration, the public administrators may consider the new form of governance to solve various problems such as citizen trust issues. Direct

citizen involvement is considered a valuable strategy to improve governance and produce more informed and engaged citizens (Wampler 2000). Thus, considering CP from the governance perspectives could help the public administrator to seek the innovation of governance practices under a new complex governmental system involving power relationship and the capacity of function (Stoker 2000). The governance aspects support the increased involvement of the private sectors such as including citizens in decision-making like CP practice (Stoker 2000).

As to administrative accountability, citizens shall embrace the responsibility of governance aspects at the same time. To enjoy the rights of welfare, citizens need to fulfill the obligation and exercise responsibility as well. Therefore, citizens should help the administration and be responsive to the government regarding public services that the residents receive (Stoker 2000). Providing CP could let the citizens bear duties of sharing the responsibilities from the decisions made by the agency together. Given realizing the boundary of responsibilities is relatively vague in an increasingly complex society, the administrators could apply governance aspects to expand the capacity for both the administration and civil society to take responsibility for policy decision made for the welfare of the community.

Therefore, practicing CP could establish coordination and cooperation through the negotiation process of decision-making since such participatory governance could represent the administrators' willingness to deal with the uncertainty of policy issues (Stoker 2000). In other words, in the CP process, the citizens and administration could negotiate the rules of games by seeking consensus to solve problems. The administrators should consider initiating more CP activities in their actions to realize participatory

governance.

2.3.3 To Pursue Bureaucratic Reform

When facing an increasingly complex political and social environment, the administration should be prepared to adjust bureaucratic operation with the changes and become transformed through challenges. Thus, the governments will be more adaptable to act when more active civil societies emerge in a democratic state (Farazmand 2003, p.341; Ferlie 2007, p.157). Administrative entities will be able to manage the changes and overcome challenges for surviving in competitive settings and improving in the fast-growing global society (Cao and McHugh 2005, p.475). For tackling increasing citizen distrust of government, the administration can initiate including public input thus increasing CP activities. This change of the administrative attitude toward CP will show administrative intention and a determination to build stronger accountability for soothing the dissatisfaction and distrust of the citizens. The administration can thereby adapt to the organizational change by adopting CP rationale as the alteration of function to solve the problems and confront operation challenges (Byeon 2005).

The administrations are considered as the organizations interacting with a set of actors, as well as the other unexpected causes that are possibly affecting the organization (Mason 2007, p.10). The administration would concern system's stability issues and seek the organizational response or reactions toward undesirable conditions (Montuori 2000; Byeon 2005; Foster 2005), such as citizens' opposition and dissatisfaction. The public trust in government has declined when solving complex societal problems due to the increasing inefficiency of the hierarchical public institutions (Meek, Ladurantey, and Newell 2007, p.24). As complexity increases in the environment, administrations will face more

challenges in tackling the instabilities and difficulties in solving problems and managing the emerging developments in the new settings. Thus, the interactions among government, policymakers, civic leaders, and citizens have been changing as governments become more responsive to meet the needs of people.

Therefore, considering CP in the decision-making process could represent a change in organizational behavior and a reform of the systems while facing severe civil distrust. From an organizational change perspective, it is necessary for public administrators to adapt their attitude to new administrative formats, such as introducing CP procedure. Public administrators should prepare to face unexpected changes, chaos, and uncertainty in order to adapt to an evolving global environment (Houchin and Maclean 2005, p.156; Farazmand 2003, p.348). The application of CP would be the actions taken by public organizations in this new complex environment to settle citizen dissatisfaction and distrust toward the government's decision and operations. In addition, providing a meaningful CP process could present the administrative efforts of bureaucratic reform for responding to citizens' needs. Thus, adopting CP practice to improve trust could be considered a strategic move toward an accountable, responsive, and effective government.

2.4 Favoring CP from Instrumental Perspective (Internal Inspiration)

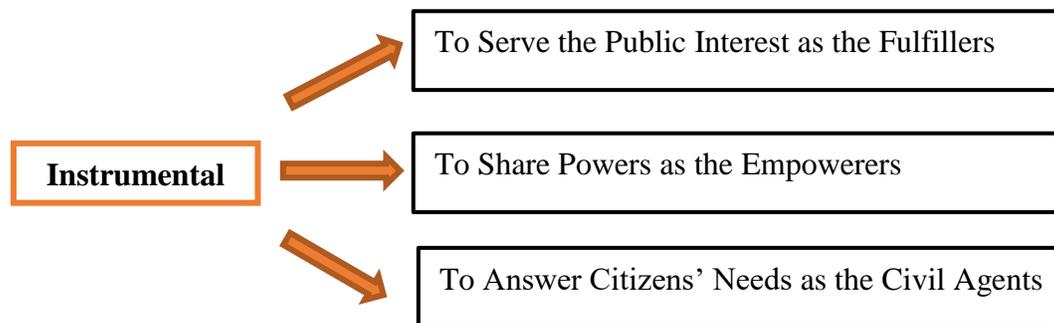
Although the normative response to modern problems in governments for adopting CP practice to serve its purposes, it seemed to overlook the significance of the role of the administrators (Olivo 1998). In addition, the ambiguity of the goals and the degree of the efforts made for achieving the normative objectives did not make clear the impacts of the administrators' attitude on the CP decisions they made and its outcomes from the normative view. Therefore, the author suggests adding the instrumental perspective to advance the

administrators' recognition of vesting the public value to serve the public. Denhardt and Denhardt (2000) suggest the administrators could develop a broader degree of participation and cooperation based on their values regarding empowerment and public service. The emerging value of new civil service requires greater involvement in the governance (Dehardt and Dehardt 2000). It is necessary to introduce instrumental views to guide the public administrators intuitively favoring CP and exercising a meaningful CP based on the core values and beliefs of the civil servants. The values vested in the role of the public servants would influence attitudes toward the public operations they faced. In this case, knowing the administrative perspective toward CP decision is crucial because the public administrators decide whether to plan the participation process and when to adopt public input in their decision (Moynihan 2003). However, only following the organizational rule or the sense of obligation to adopt the CP might not result in an authentic CP. Therefore, the research aimed to seek the justification to suggest the public administrators should utilize CP while reconsidering their roles toward citizens under the instrumental approach. The following review provided the rationale to explain public administrators should and would like to adopt CP as the alternative governance form to achieve the goals of the public administration.

This section will suggest public administrators consider their role based on the values of public interest, empowerment, and civic services to possibly enrich the existing discussion regarding factors affecting the administrators' attitude toward CP (Figure 2.3). The administrators would be motivated by individual values to pursue greater participation in fulfilling the goals of implementing CP to solve the problems. The past studies addressed the instrumental benefits to explain why the administrators would choose the participation

(King, Feltey, and Susel 1998; Moynihan 2003). Additionally, suggesting the instrumental value approach to explain the administrator's behavior and decision toward CP, the author proposed a role-playing and self-achieving value to encourage the administrators pursuing a meaningful CP decision. This section proposed three values and roles including the fulfillers-for the values of public interest, the "empowerer"⁷ for sharing power with the citizens, and the civic agent for responding to public needs to urge the administrators' actual action on CP approach.

Figure 2. 3 Instrumental Perspectives of Serving the Public



2.4.1 To Serve the Public Interest as the Fulfillers

Knowing the necessity of realizing the democratic value in employing CP in administrative operations, what were the causes that prevented the administrators from doing so? The study suggested the administrators should consider community-building as the values or responsibilities while facing the policy problems or opposition, (Nalbandian 1991, 1999). The public servants should be working to solve the community problem and achieve public interest (DeSantis, Glass, and Newell 1992; Selden, Brewer, and Brudney 1999). The officials should be concerned regarding general welfare of the citizens and not

⁷ The author created the term for referring the persons empower the other parties to involve the public affairs or tasks.

self-interested affairs. The administrators should consider public interests ahead of all other concerns including performance, efficiency, or political accountability (Stivers 1994). The leaders should shift their goals from pursuing self-interests, protecting self, and gaining the power to serving the needs of solving problems for the public (Fox and Miller 1995). Officials are expected to be individuals who tend to be more humane, tolerant, altruistic, trustful, and supportive of equality among citizens (Brewer 2003).

However, the civil impression about the administrators seems distant from the above expectations based on the public value the administrators should pursue. It might be philosophical when mentioning the public value and it might become vague to public servants in such complex governmental system and current culture. The meaning and value of being a public servant seem to have been forgotten. Therefore, the author considers the aspects of public interest should be of fundamental value to enable the administrators to decide to conduct an authentic CP decision in operations since fulfilling public interest is an administrative responsibility (Schubert 1957). How can public servants be responsible to the citizens without interacting with the public to know what their interests are? Public servants should keep in mind the public interests as the value or morality while making the plan and decision for public services. Therefore, the administrators should consider acting as the fulfiller to serve the public interest as the prioritized goal in public administration.

Looking into the early studies, Herring (1936) emphasized the administrator's discretion upon the consideration of the public interests could achieve a balance of powers and interests since it involves many group interests and not just a single target. It would be ideal to have the public interest as the standard to guide the administrator to execute the law and operation (Herring 1936). In addition, the study suggested the sense of inner moral

satisfaction and the responsibility could enable the administrator to consider the public interest while making the decision (Appleby 1950). So, what characteristics ought the administrators have in such an increasingly complex governmental environment? Redford's (1952) innovative model of leaders could be an inspiration. Per the expert view in traditional bureaucracy rationale, the administrators could be publicly-oriented or publicly-conditioned professional or experts (Redford 1952). This public-oriented concept could help the officials to recognize the core of the administrative purpose and its responsibility for serving the public interest. Redford (1952) argued that the administrator who is not publicly-conditioned, who lacks integrity and is primarily concerned with self would be qualified as a creative and intelligent administrator to work in the field of public service. The administrator's' decision and efforts should be oriented toward public or community purposes nevertheless (Redford 1954). Vested with the idea of public interest (Redford 1954), the public administrators should favor CP choice and be determined to exercise an authentic CP based on the common interests and the necessities arising from citizens' demand.

The scholar argued that organizational outcomes would show the public-will only when the public interest is rationalized in the decision process (Schubert 1957). From the view of psychological realism, the administrator would serve the public interest intuitively through their own self-awareness and play their roles self-consciously and with the full consequences of their decisions (Schubert 1957). The administrator's decision could influence and balance the conflicting interests of the group (Schubert 1957). The officials could play the leading role to manifest the values of public interests into administrative activity and become the forerunner of the democracy. Public administrators should create

public value through self-fulfillment of work for the public interest, for the citizens and society as well.

It is interesting to discover that few studies discussed promoting the public value or the conscience of being a public servant in the literature recent years but were mostly discussed more than four decades ago. The scholar recently also proposed recognizing public value for the public managers to advance the efficiency of public management (Moore 2013) “Reviving public value” might sound philosophical when emphasizing developing the value of serving the public interests since this value is difficult to be observed and measured. However, it might be a promising direction to seek the explanation regarding the administrative behavior of less responsive and accountable. The value of becoming public servants seems to be superficially symbolized and taken for granted, but in fact, is forgotten to be fulfilled in the modern public administration. It seems to be the right timing now to revive the value of serving the public interests of the public servants since other solutions have not been further evidenced yet.

2.4.2 To Share Powers as the Empowerers

Citizen empowerment refers to the opportunities and paths extended to residents by the government to develop the capabilities enabling the public to actively participate in the decision-making processes that affect their everyday living (Arnstein 1969). Arnstein’s (1969) participation ladder implied the higher the level of participation the more empowerment, the better. Employing CP could reflect the essence of empowering through reflecting the efforts of partnering with the citizens, delegating power to the citizens, and enabling the citizens to control to some degree, achieving the high level of participation as Arnstein suggested. Thus, CP could be ideally designed process for the government to

empower citizens and let the citizens know their participation carries impact with the administrative decisions and the outcomes (King, Feltey, and Susel 1998). Thus, CP represents an empowerment action for the administrators to show their power-sharing intention to the citizens during the process since empowerment means giving or providing power to another (Pigg 2002, p.109).

The significance of empowerment concept (Perkins and Zimmerman 1995) has been significantly discussed in community development literature (Croft and Beresford 1993; Warren, 1997; Watt, Higgins, and Kendrick 2000). The core of the power shifting during CP is to focus on the administrators' function that is to manage but not to govern (Harmon 1995; Feldman and Khademian 2002; Wamsley et al. 1990). The past literature suggested if the administration offered the proper vehicle for empowerment and engagement, citizens would lose their cynicism toward government and actively support the democratic process (Irvan and Stansbury 2004). Therefore, the administrators should be motivated as the empowerer to share the decision power with the citizens for solving community problem via a meaningful CP procedure. Empowering citizens to participate in the policy- or decision-making process could reflect the administrator's leader responsibility (Kanter, 1983; Luloff and Swanson 1990). Facilitating an authentic CP could enable the public administrators to delegate some of the possessed power to the public to influence the administrative decision.

Conger and Kanungo (1988) suggested that empowerment should be based on the personal motivation but not be affected by the power-related factor. Kabeer (1999) emphasized individual characteristics such as attitudes and skills could play crucial roles in motivating individuals or groups in specific ways. Thus, the administrator's attitude

toward CP could help the trust-building through empowerment action between the citizens and the government. CP, a communication opportunity could contribute to creating a sense of accountability and responsibility. Empowering citizens would enable the public to recognize the administrative intentions and efforts. Therefore, the administrator could serve as the empowerer allowing the citizens to speak and make changes happen using the public input to solve the problems by employing CP. Involving the citizens in the decision-making process through CP could assist the administrators to achieve a broader consensus for the solutions. Therefore, the empowerer should provide the opportunity for the citizens to develop the skills, expertise, and resources needed as partners for better policy outcomes. After all, the scholar proposed in the “new public service,” public administrators should fulfill their responsibilities to serve and empower citizens while implementing policy and deliver the services (Denhardt and Denhardt 2000).

2.4.3 To Answer Citizens’ Needs as the Civil Agents

Following the power-sharing proposition, the public administrators need to consider their role-playing during the CP process. The officials might make the decisions to serve their agency’s objectives in a certain way when facing pressure but lack the motivation to help the citizens over the discretion (King, Feltey, Susel 1998). The administrators ought to redefine their roles from the expert to the partners or the cooperative participants by changing their general recognition of their role in public administration (King, Feltey, Susel 1998). The cooperation perspectives from the traditional organization theory seem consistent with aspects of cooperative behavior (Barnard 1938) in CP and the incentives and contributions to the working relationship in the organization they belong (March and Simon 1958). The principal-agent rationale could

well explain the cooperative interactions between governments and citizens.

Although the citizens do not have the direct control over the administration of the elected officials in agent theory, the public servants ought to be responsive and accountable to the citizens as to the elected officials. In fact, the administrators could perform better with more responsiveness to the citizens than the elected officials from satisfying the needs of the broader public (Saltzstein 1992). Following this logic, the citizens should be the principal who did not have full knowledge and information about policy content and governmental operations. The government should be playing the agent role to inform the citizens, to make the decision for the citizens, to implement policies and deliver the services to the citizens. Instead of playing the passive role like most past studies found, the administrative agents ought to be proactive and self-motivated to consider how to play their role as the civil agent for responding to the principal, the citizens (Selden et al. 1999).

After all, the governance could be considered as the dynamic relationships between the different roles of the actors' interactions (Feldman and Khademian 2002). In the government-citizen cooperation, the administrator could act as a leader of the unorganized and disadvantaged grassroots (Appleby 1950). However, the responsible civil agent should also work with the public for solving the problems and satisfying citizen needs. The agent perspectives could help the administrators to consider governance reforms and the role-playing adaptation while facing whether to involve the public in the decision-making process and the administrative operation.

Therefore, including the public participating in the decision-making process could realize administration's agent responsibility to show government's transparency and accountability to the citizens. The meaningful CP should provide the means to let both the

government and the citizens, having different goals and reaction toward problems engage in cooperative behavior throughout the process (Eisenhardt 1989). Thus, the officials should play the civil agent role to show responsiveness and to entrust the citizens participating in solving the conflicts through cooperative actions. In a word, the administrators as responsible agents need to inform the citizens, convey knowledge and skills to educate the citizens, and soothe disagreement to solve problems.

2.5 Summary & Conceptual Framework

Although present participation advocates criticized bureaucracy and current bureaucratic modes of participation, they considered public administrators are playing the necessary role within the governing framework and ultimately bearing the responsibility for implementing CP and directing public input into administrative decisions (Moynihan 2003). Therefore, the examination of CP from the administrative perspective is necessary because public administrators are the ones providing participation opportunities and determining to what extent public input is included in their decisions. To thoroughly explore the factors affecting the administrators' attitude and value toward CP, the author adopted both the normative and instrumental approaches to seek the supporting reasoning to encourage the public administrators favorably deciding CP practices.

The normative principles appear to suggest what the administrators should do, but do not explicitly indicate what they would do or genuinely like to do. Given following the mandate or requirement for fulfilling the democratic norm from employing the CP under the normative perspectives, the public administrators might not necessarily react and perform as required. The normative view seemed to sufficiently express what could affect the public the administrators' attitude and their behavior from making efforts to pursue the

participatory decision (Moynihan 2003).

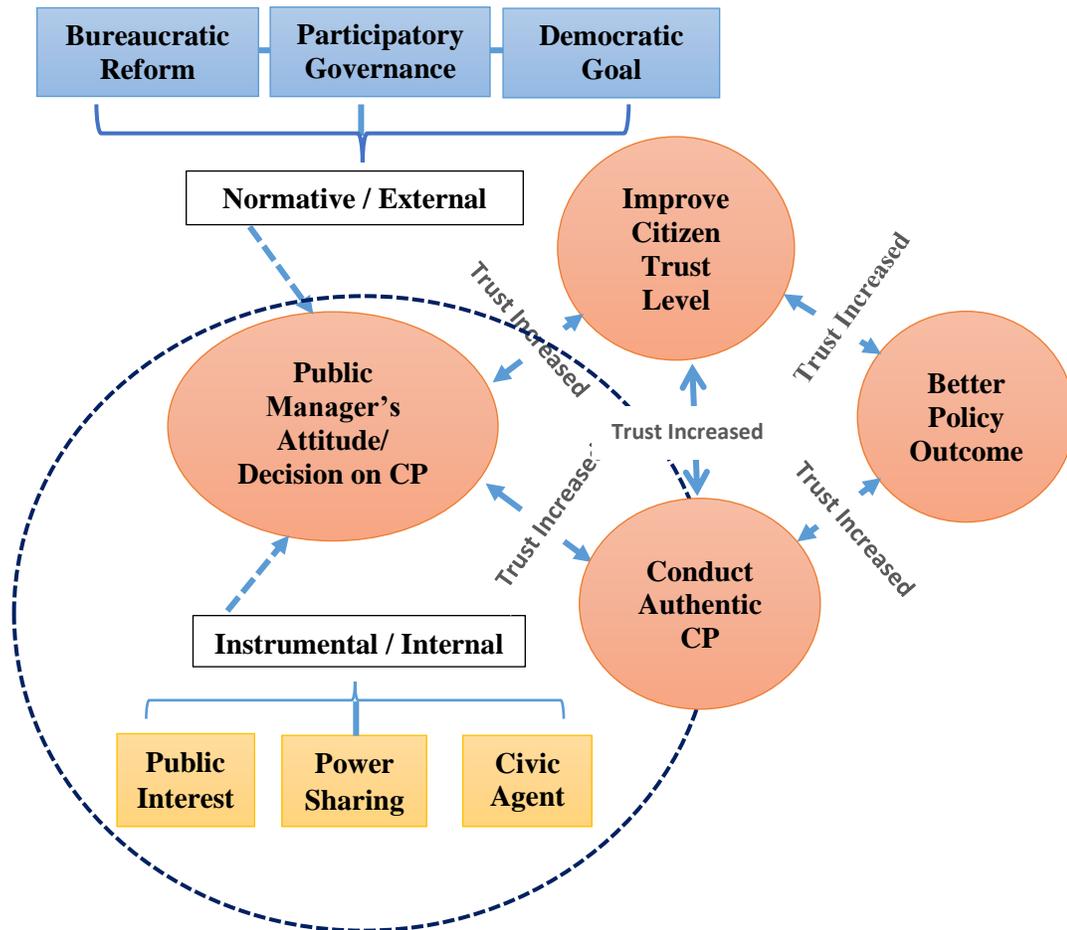
Therefore, the study presented the instrumental view to supplementing the rationale explaining why the administrators would exercise CP that the normative perspectives did not provide. From the instrumental aspects, it is assumed that the public administrators would favor the participation concept and decide to include citizen input into their decisions due to the embedded values or beliefs as suggested. Vested with such instrumental values, the public servants would tend to exercise a meaningful CP so that they could fulfill their sense of mission and to serve the citizens while gaining public trust and satisfaction. So, the authors proposed three role models with the values to be concluded from the past studies, to suggest the administrator's target role-playing to develop a favorable attitude and genuine intention of implementing an authentic CP and embracing the public into the administrative operation.

The proposed three roles based on instrumental perspectives are fulfiller, empowerer, and civil agent for the administrators considering the administrative role in the participatory governance. Therefore, the study suggests additionally applying instrumental value to enable the administrators' positive attitude toward CP decision since both approaches could be complimentary when promoting the CP as the value of public administration. The instrumental approach could support the proposition in this study that the civil servants should and would have an active intention or favorable attitude to include the citizens into their decision-making process and share with the citizens the decision power to fulfill the value of public trust and democracy.

Thus, concluding the rationale discussed in this chapter, the study proposed the following conceptual framework (Figure 2.2). The model showed the interlocking

relationship and interaction between trust, CP, the impetus for encouraging the administrators to vest the positive attitude for deciding to take the meaningful action and include the public into administrative operations. The trust would be increased between each interaction due to administrators' positive attitude toward CP resulting increased trust in the citizens to enable the officials to decide to conduct CP by involving the citizens in the policy-making process. Increased trust during the process would improve CP results or the targeted policy goals. The collaboration between the administration and the citizens during the process and policy outcomes resulting from the citizen input would improve the trust level and affect the administrators' future view toward CP and trust in citizens. From witnessing the improved administrative performance, the citizens' trust in government would be advanced that could further encourage the administration to advance the participatory degree. The reciprocal influences would link to each actor positively and vice versa.

Figure 2. 4 Proposed Conceptual Framework-Interlocking Effects from Administrator’s Attitude toward CP



3. METHODOLOGY

Following conceptual framework suggested in the previous section, this section described the qualitative approach as the methodology to further explore the detailed rationale and meaning supporting the proposition. The purpose of this study is to seek the attitude of the administrators toward CP decision; therefore, the qualitative research is appropriate to be used for exploring the research questions (Stake 1995). The qualitative study could enable the researcher to discover the thinking process or feelings that are hard to learn from traditional research methods (Strauss and Corbin 1998). This method also highlighted the active role of the researcher as a participant (Creswell 2005) and served as the instrument in the data collection and the interpreter of the findings in the study (Stake 1995). Also, the researcher discovered the other participants' perspectives and experiences regarding administrators' thoughts toward CP decision (Jone, Torres, and Arminio 2006). The participants had the opportunities through this study to express their own opinions toward the administrative decision regarding CP procedure.

Therefore, this study used the case study to explore administrator's in-depth insights and experience toward CP activities for understanding their impacts on the participatory outcomes. The research used an inductive strategy and presented detailed results to understand how participants perceived the CP events (Merriam 2002). This section presented the research design, the rationale for the case study selection and the concepts to respond to research questions in this study. It also reviewed the measurement plan including data sources, narrative interview as the instrument, data collection criteria

for the selection of the interview participants, and the processes for establishing the validity of the qualitative methods used in the research. Lastly, the analysis plan provided the technique for analyzing the information collected from the interview and other sources and the discussion to reflect the rationale linked to the theoretical review.

3.1 Research Design-Case Study

Qualitative case study served as the method in this research. For understanding how the administrators' attitude would affect their CP decision and the interactions during the process, the author selects a single case study referring to the agency's efforts of implementing CP activities that affect the administrative performance for responding the questions and propositions of this study. The single case study, including several individuals but related CP projects as one under the same agency, was employed in the research because there were few similar precedents regarding agency's active CP exercises to be cross-examined after searching public record or archives in Taiwan. Despite the criticism of possible bias toward verification and the concluded generalization from merely a single case study, the purpose of this study is to provide an analytic generalization, not a statistical generalization (Yin 2003). The logic for selecting this single case study is critical, revealing, and general experience related to the proposition in this research (Yin 2009).

In the study, the administrators conducted a meaningful CP exercise in Taiwan. The unit of analysis was the individual participants interviewed in the study. The case study in this research would respond to the theoretic framework previously introduced in Chapter two and help generalize a logic linking to the proposition from the case (Yin 2009). The proposition regarding favorable attitude rationale and issues such as trust, meaningful process, and efficient performance would bring about the conceptual framework proposed

in this study (Stake 1995; Yin 2003). The descriptive case study used in this research describes an intervention or phenomenon such as their attitude and decision-related CP and the real-life context in which it occurred (Yin 2003). However, the case study is not a sample but an experiment to help shed light on the administration's attitude in an actual CP decision and the results (Yin, 2003). Thus, the case study could provide empirical findings or lessons learned to have an analytical generalization for future reference (Yin 2009).

This case study represents a critical test of the relationship between administrator's attitude toward CP and its impact on an actual CP decision. The case study is contributive and valuable since it was empirical evidence that had not occurred previously providing both the process and results from an authentic CP. The case presented extensive evidence reflecting changes over time during the CP process. Notably, the time intervals presumably present the expected development in the case study (Yin 2009). Thus, the case study could provide holistic and real-world evidence regarding the favorable attitudes and perspectives regarding CP and its influence on the level of trust in government. It provided the narrative explanations and evidence as to how the administrators' attitude changes would cause a meaningful CP and administrative performance.

It is significant to conduct this case study to seek the rationale of how the positive attitude causing an authentic CP could help the administration regain the citizens' trust, rebuild the government-citizen cooperative relationship and fulfill the policy goal successfully. Importantly, the outcomes of CP exercises in the case has strong meaning and possible implications for other administrations to adopt a similar approach to solve policy dilemma and impasse and to improve the administrative performance in the future.

3.2 Participants

The selection of the participants to be interviewed in the case study was purposeful (Patton 2002) to include individuals directly related to the CP project in the case. The interviewees were categorized into two groups as public administrators and civic representatives to present comprehensive perspectives regarding the administrative attitude and performance. The respondents from the public administrator group are the administrators involved the CP projects from SRWRO as well as the decision-maker relating to CP policy or CP projects from the central level of governments. It was also important to choose the administrators from different rankings to seek the rich and comprehensive descriptive for the case study (Esterberg, 2002). The civic group includes the village chiefs and the community leaders participating the CP project in Dashu, the case site and representatives of the organization as the contractors operating the CP projects for the agency in Taiwan. The reason for the broader selection including the civil representatives is to seek comprehensive and in-depth perspectives and rationale from both the government and civil sides directly involved with the CP project or related to agency's operation or local policy-making. The information collected from the participants is revealing a reference to understand the case content and the explanation related to the proposition in the study possible.

Therefore, the researcher interviewed 31 participants (Table 3.1) who are related to the CP project or CP policy- or made in Taiwan to collect the detailed data for this research. The 15-administrators group included three highest-ranking decision-maker, two agency head, five division supervisors, and five operational officers from the central level. The researcher attempted to include as many as the public officials involved with the agency's

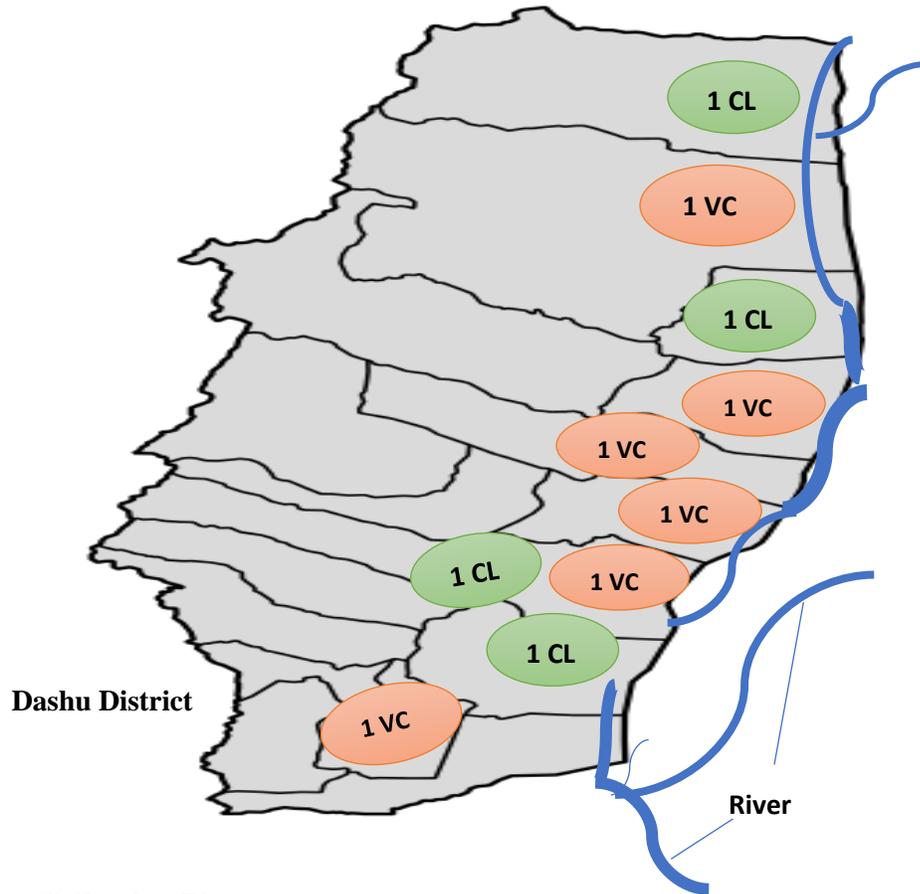
CP projects, only two operating officers involved were not interviewed. Interviewing the administrators from a different level of authority was because the ranking level related to the decision power might be a factor influencing their thoughts and actions toward CP in the administrative system. Also, the categories of public servants would also influence the administrative behavior such as two from the top-level administrators who were politically appointed but most administrators to be interviewed were recruited from the civil servant examination with long-year administrative experiences.

Table 3. 1 The Representation of Interviewees

Category	Affiliation / Organization	Initial	#	Location
Administrators	High-level decision-maker	HA	3	Taipei (North)
	Middle level Manager	MA	2	Dashu, Kaohsiung
	Lower level Manager	LA	5	Dashu, Kaohsiung
	Operating officers	OA	5	Dashu, Kaohsiung; Tainan
Civil	Village chiefs	VC	6	Dashu, Kaohsiung
	Community leaders	CL	4	Dashu, Kaohsiung
	Professional Contractors	PC	6	Kaohsiung; Taipei
Total			31	

In addition, the researchers interviewed six elected village chiefs and four leaders from community associations and local organization locating adjacent to the site of water facility which would be affected by the policy in the case study (Figure 3.1). Lastly, six representatives from the contracting organizations facilitating the CP project for the agency were interviewed since they had close observation and experiences from working with the agency and reaching out to the residents. The participants from various organizational environment and culture could provide more comprehensive and in-depth perspectives to answer the questions and the explanation to rational of the proposition in the study.

Figure 3. 1The Demographic Allocation of Resident Interviewees in Daushu



3.3 Data Collection Plan

This case study used multiple data resources as a strategy to increase the credibility of research, (Patton, 1990; Yin, 2003). The sources included the primary data collection from the interviews as well as direct experiences and observations by the researcher and online government archival records as the secondary data sources in this study (Table 3.2).

Table 3. 2 Data Source

Primary	Secondary
Interview Narrative Data	Personal Experiences Direct Observation Online Archival Records

In the case study, it is significant to merge data sources and seek comprehensive outcomes that reflect the most honest and accurate understanding possible (Yin 2009; Stake

2000). Multiple data sources could assist the researcher in producing a report that could construct a meaning-making process and enable the participants sharing their thoughts and experience genuinely and naturally like telling a story (Seidman 1991). Each data source was converged and presented in the analysis section to enable the researcher's comprehension of the entire situation and enhance a greater understanding of the case.

3.3.1 Personal Experiences

Besides personally interviewing the participants of the case, the author was the project manager who proposed the CP plan and was selected as the contractor to operate the first CP project funded by SRWRO in June of 2012. The first-hand experience gleaned from interacting with the administrators and residents led the project to the outcomes accomplished. As mentioned previously, the case was established due to the positive developments and results from the first CP project. The author provided her personal experiences of project operation and work with the agency during the process to be combined with other findings in the analysis sections.

3.3.2 Direct Observation

After completing the first project, the researcher had the opportunity to participate in the continuing CP project operated by another contractor in 2013. The author worked as the policy consultant for the director of the Southern Service Center (SSC) located in Kaohsiung under the Executive Yuan to assist SRWRO in coordinating the involvement with other agencies in numerous communication meetings. SRWRO invited the director of USC, the supervising administration to attend the communication meeting and assist in coordinating collaboration with the partner agency under WRA to solve the community problems together. Therefore, the author had the direct observation when accompanying

the director of USC attending the communication meetings. (Baxter and Jack 2008).

3.3.3 Online Record Review

Besides the collection of interview data, the author examined the government online archived records through the governments' open data portal and any related document or records regarding agency's CP experiences and the CP practices by other agencies of the government in Taiwan. There were rare longer-term CP events conducted by the administrators to be found compared with the case during the same period from 2012-2015. Most CP projects or online portal information were established after 2015. Therefore, the researcher examined the administrative online archived records through governments' open data portal up to date to seek the development of CP events operated by the administration in Taiwan.

3.3.4 Narrative Interview

The study used the qualitative and in-depth interview as the primary technique to seek interpretive and descriptive explanations regarding administrative attitudes toward CP and its overall impacts on the administrative operation. The interview method is particularly suitable for the complex issues and policies related to water resources and environmental concerns due to the existing complex implementation obstacles the agencies have faced in Taiwan. Using the interview method facilitated the collection of in-depth inputs to seek detailed further explanation and discover underlying aspects regarding the problems to which the other methods cannot easily pertain.

In this qualitative research, the participants selected included not only the primary groups of the administrators but also the civic representatives to seek perspectives toward the administrators' attitude toward CP from the citizens. The cooperation from the

participants to complete the interviews within a short period was the key to smooth participation in the interview and was critical to the researcher in data collection. The interview questions for each group were based on the inquiry of the proposition enabling reception of analytical data that could be detailed, descriptive, in-depth, and using direct quotes to capture people's perspectives and experiences (Patton, 1990, p.20).

Procedure of Interview

The primary data were all collected using face-to-face interview technique by the researcher. The meeting procedure also followed interview protocol by providing an invitation email and phone call, the consent form, and the interview questions. The researcher provided each participant with two copies of the consent form and received their signature after reading it. They kept a copy and gave back the extra copy to the researcher. The researcher introduced the study, format of the interview, confidentiality guarantee and the author's gratitude for their participation in the study. The content of interviews was recorded with permission from the participants along with some handwritten notes of critical points. The researcher exercised the utmost care to protect participant privacy rights and identities to be interviewed in this research by providing the informed consent, thus protecting both privacy, confidentiality, and anonymity, and while avoiding any harm or deception during the process. The researcher is obliged to research ethics while acquiring trustworthy information in the ways causing no damage to the interviewees (Neuman 1994).

The researcher contacted the individuals who were selected by telephone or email to introduce them to the purpose of the study, the content of the case study, and confirm the appointment for a face-to-face interview. The researcher first reached out to two acquainted administrators from the past working opportunity with them on the first CP

project in 2012. They were still very friendly upon contact but showed hesitation to be interviewed although they recognized the significance of their participation. They were not sure if they could be interviewed due to their position and to what extent they should share their experience. Therefore, the researcher instead invited the higher-ranking administrator for his participation and the assistance of inviting the rest of colleagues from the agency. Fortunately, the researcher received the immediate confirmation of the interview with the higher-ranking leader and confirmed two third of the appointments with the administrators within three weeks. The appointments with the village chiefs were not confirmed until the researcher arrived in Taiwan since they felt more comfortable to hear from the researcher upon arrival locally.

All interviews lasted from 40-60 minutes in a face-to-face manner. The invitation and interview process with the administrators and contractors proceeded smoothly due to the working experience from the first CP project with the agency. The relationship with the village chiefs and the community leaders from the past project experience also helped the researcher to finalize the appointments and interviews with the key opinion leaders within a short period. All the interviews took place at venues the participants preferred in Dashu, Kaohsiung, and Taipei of Taiwan. Participants were assured that they did not have to answer every question and they could ask for clarification of the questions or termination of the interview. The researcher remained nonjudgmental or non-leading and diligently listened to the interviewees during the interview. Most interviewees felt open and comfortable to express their opinions and provided in-depth information regarding the public servant's attitude toward CP and questions related to the case study. The researcher behaved professionally and received both respect and trust during the interview. Overall,

the researcher was careful to interview to ensure an optimal interviewing environment to collect reliable data from the participants.

The Designs of Interview Questions

Followed by the conceptual framework in this study, the semi-open-ended and semi-structured (Esterberg 2002) interview questions were designed to be a mixed type of questions of background, knowledge, experience, feeling, and opinion (Patton 1987; Merriam 20009). The goal of this study was to comprehend the views of participants (the administrators and civic representatives) regarding CP and how they considered the administrative decision on CP and the influence of CP on the administrative performance. Thus, questions focused on the measurement of the fundamental concepts related to trust, administrator's attitude, CP quality, administrative performance, and the role of the public servants to collect responses from two groups including public administrators and citizens. The individual set of questions included the follow-up questions for each group and were developed following the principles of developing the central interview questions to encourage the interviewees to elaborate their inputs (Rubin & Rubin, 2005; Denzin and Lincoln 2000). Three sets of questions (Appendix A) with slight differences were designed for both the officials and citizens' groups depending on the role in the case or related to CP policy.

Overall, the researcher built a conversational partnership to encourage sharing during the interviews (Rubin & Rubin 2005). It was a smooth process since the involvement with the interviewees was natural, the participants' conversational competence was encouraged, and the interview was undertaken in the expected direction (Rubin & Rubin 2005). The interview aims to follow the interpretive approach to possibly

understand the general content of the conversation and comprehend the meaning and explanation of the context (Rubin & Rubin 2005). It would deepen the relationship with the respondents by showing the understanding of their shared information that could further receive broad and in-depth context from follow-up questions. The goal of the interview is to seek a detailed and vibrant explanation of the topical aspects related to the subjects in this study (Rubin & Rubin 2005).

3.4 Data Validation

The researcher followed the qualitative research protocol and the utmost ethical standards to conduct the interview and collect the data to strengthen the validity and reliability of the results. The ideal was the participants would not be influenced by the researcher in any sense, and the quality of the information provided by the respondents would not be affected by the selection decision (Yin 2009). Therefore, the data from the interviews were collected in an adaptive and flexible setting to seek frank, open, and relevant information from the respondents and to avoid the bias possibly. Besides the interview data, the researcher used multiple data source technique to ensure the results discovered from the case could be as comprehensive and accurate as possible to understand the occurrence in the case (Patton 1999). It is expected that the merging of information efforts could enhance the validity of the qualitative research findings (Merriam, 2002; Prasad, 2005; Stake, 1995; Yin, 2009).

Importantly, the researcher conducted all the interviews in person as a facilitator to enable the interview to be conversational and interacting with the interviewees for receiving detailed and meaningful data context (Guba & Lincoln 1981). The interview with various roles of participants regarding the similar questions could expand the potential

application of the results possibly (Merriam, 2002, p. 31). Besides the administrative officials, the thoughts from the community representatives and the contractors were considered significantly relevant and comparative to those of the administrators. It showed the research design considered not just the perceptions of the public servants, but also those of the residents and organizations. This sort of triangulation not only illuminated the same issues from three different perspectives but also demonstrated how the insights of the residents and the contractors intertwined with the administrators' perspectives. Hopefully, the strategy employed in this research could be helpful in examining the reliability and validity of the data. Nevertheless, the study planned to generate theory grounded in the data but not aim to verify hypotheses or theories.

Also, the researcher transcribed all the data from listening to the audio files repeatedly and carefully herself and sent the transcript to each interviewee for their review and the confirmation of the accuracy. The primary data was recorded in Mandarin and Minnan languages and was translated into English by the researcher during the analysis process. The researcher exerted the utmost efforts to read the transcripts several times providing the most appropriate translation of the data for the analysis. The researcher had followed fundamental principles of the qualitative analysis to summarize the translated transcripts, categorize the context, code the statements, link the theme, and select quotations. The author also generated theory grounded in the data (Basit 2003) for finding the evidence, interpreting the data, and reduce the validity and reliability concern of the data. Overall, the researcher exercised the following efforts including building the database for recording the data content for verification and conducting participant's checks on data content to reduce the possible bias (Yin 2009).

To advance the trustworthiness and credibility of the findings, the author triangulated the data from using multiple data sources to confirm the emerging findings (Merriam 2002; Yin 2009). In addition, the author also exercised the following efforts to reduce the threats.

3.4.1. Building Case Database

The researcher organized and documented all the data collected for this case study as the evidentiary source and separate database as the raw data from the case study for the readers' inspection if needed. This case database could provide the researcher and the readers the resource for verifying the narrative content embedded in the case study report at any time. The database included executed agreement and digital recording file, transcribed raw data, and translation file. Keeping a separate case database will increase the reliability of the study for any information inquiries regarding the case (Yin 2009).

3.4.2 Having Participants Checks

In this study, the researcher valued credibility issues during the field visits through confirming the feedback with the participants at the end of each interview session to ensure obtaining and understanding the information. The researcher sent the transcript to the interviewees for verifying the correctness of the data they provided after the interview. This verification could ensure the researcher did not misunderstand or mistake the interviewees' ideas, perspectives, or opinions regarding the questions. This effort was fulfilled to avoid applying a researcher's biases and misunderstanding of the interview data (Merriam, 2009, p.217).

3.4.3. Peer Review

The results and analysis of this study were reviewed by the dissertation committee

members to ensure the validity and reliability of research.

In conclusion, the research pursued the necessary procedure following the protocol to strengthen the credibility of the results for achieving the goal of research:

1. The researcher invited the participants and conducted all the interviews with their written consent and informed the necessary issues of the interviews to the participants.

2. The researcher recorded all the interviews content and transcribed the conversation and built a dataset for necessary verification.

3. The researcher sent a transcript to each interviewee as the member-check for verifying the content.

4. The researcher had the opportunity to conduct the direct observation on the development of the case.

5. The researcher examined government's online archived records.

6. The researcher coded the data for evolving concept, themes, and pattern and conducted the analysis.

7. The researcher sent the findings to be reviewed by the committee members to increase the validity and reliability of results.

3.5 Data Analysis Plan

The researcher-initiated the analysis preparation by carefully transcribing the recording of interviews then reviewed the transferred content to ensure the accuracy and sense-making meaning of the content provided the participants. The analysis strategy of this research was to follow the leading proposition presumed in the case study. Afterward, the coding of the data was developed from identifying the concepts, themes, thematic categories and patterns of the data (Patten 1990; Strauss and Corbin 1998). Content analysis was conducted through the researcher's analysis manually without using software tools in this study for seeking the identified concepts and themes. Finally, the researcher

employed the interpretation of the meaning of the findings.

3.5.1 Qualitative Content Analysis

This study employed qualitative content analysis technique to produce the narrative responses linking to the theoretic review for an unbiased outcome or finding. The researcher transcribed the raw data from the interview then further analyzed the data. The transcribed content was developed into themes in response to each question based on the keywords, phrases, thoughts, and the statements provided. The data were clustered for each participant based on the similarity and differences and be organized into categories and summarized for the fundamental concepts and themes in this study (Mayring 2000). The narrative approach enables participants to present a consistent story regarding all relevant events related to the research questions (Flick 1998). The description method could enable the researcher to generate genuine experiences and activities of the case study (Flick 1998).

The qualitative content analysis of the transcripts from field interviews provides the researcher with the opportunity to reflect the perspectives of the interview questions and the fundamental concepts throughout the analysis (Colaizzi, 1978). The questions designed in this study are to collect interviewees' objective views as first-hand witnesses of the events that formed the main discussion of the research. These events include how CP practice influences the changes in the relationship between the citizens and administration and the policy development and the underlying factors accounting for any perceived changes. The analysis will present information in respondent's' words in the rich description (Merriam 2002) to possibly ensure the ethical practices and trustworthiness and avoid the researcher's bias or subjectivity.

The researcher used grounded or inductive analytic approach to seek the codes

directly from thinking and reading the data through an iterative process. The researcher prepared a code list before conducting the content analysis. The code list contained the compilation of the codes of the content descriptions, and a brief data example for reference (Saldana, 2009, p.21). Fundamental concepts from the theoretical perspectives in this study such as administrator attitudes, views toward authentic CP, distrust factor, and the role of public servants in the modern governance were categorized. During and after initial coding, the researcher was looking for connections between codes, starting to identify the descriptive themes, searching for subcategories, relationships, and cause-effect until the coding has achieved the saturation (Hesse-Biber 2010). The researcher interpreted the data while reading and re-reading the data, categorizing and coding the data and inductively develop a thematic analysis.

Instead of using computing software to do the data analysis, the researcher performed the qualitative data analysis manually due to lacking the proficiency of software tools. As to the time factor, the researcher still prefers to conduct the analysis manually since it would still take much time for the researcher to learn to master the software and to read every single line of each transcript for entering to software like as to do for manual analysis. Therefore, the researcher mixed hard-copy papers and electronic file through Excel tool to copy & paste transcribed, translated text into a spreadsheet for coding analysis to be stored as categorized folders for iterative data retrieving later. Researcher considered the software tools cannot adequately integrate the data into narratives or provide analytic procedures that would be conducted by the researcher. The software cannot do the coding and cannot reduce the bias nor improve reliability that still cannot avoid the validity concern (Basit 2003).

Without using the software, the researcher could learn to enhance the ability to play with the data and explore different possibilities of data analysis and interpretation (Hesse-Biber 2010). Importantly, the software cannot understand the nuances of textual meaning, while qualitative analysis aims to achieve an in-depth understanding of the experiences or opinions from the interviewee. After all, the analysis mainly depended on the researcher's project experiences and manual examination to extract deep and subtle meaning that could help the interpretation of the data. It might also relieve the pressure for the researchers to focus on volume and breadth rather than on depth and meaning and reduce the distraction from the real work of analysis. The research combined two strategies to analyze the data from providing extensive but necessarily selective quotations of the data themselves for presenting the essential flavor to the readers as well as report results in a relatively categorized outline (Bliss, Monk, and Ogborn 1983).

3.5.2. Logic Model

Besides the content analysis, this study added a logic model for the case project to depict the cause-effect relationship in the case. Logic model has been increasingly adopted as a useful technique in doing case study evaluation (e.g., Mulroy & Lauber 2004). The logic model could demonstrate a complex chain of events over an extended period that relevantly reflected the repeated reciprocal cause-effect-cause-effect pattern. Using the logic model could not only identify the cause-effect relationship but also help define the goals clearly through a distinct sequence of actions to accomplish the target (Yin 2009). It could apply to this study showing the evidence of the relationship between the administrator's attitude and decision on CP and the public trust and the organizational performance. For example, the favorable attitude refers to the intervention as Wholey

(1979) developed in the logic model could produce the activities with primary outcomes that could, in turn, provide following intermediate results, and, in turn, lead to produce final results. This technique could provide the administration to design CP plan as an intervention to create an improved public trust or policy issues for the community development. Thus, logic model suits for supporting the proposition in this study that the administrator's favorable attitude would enable an actual CP decision that would produce the better outcomes of improved public trust and organizational performance. The logic model will be presented in the results section.

3.6 Summary

As previously mentioned, the investigation of the impacts of the administrators' attitude on the occurrence of an authentic CP and its upcoming influence on public trust and administrative performance has not been empirically done (Yang 2007). There is not enough topical record to be analyzed regarding the proposed question. In addition, it is not feasible to measure individual view or perspective. Therefore, using case study through conducting a narrative interview technique would be the appropriate and achievable method to seek an interpretive rationale and perspectives regarding the CP project both from the administrative and civic aspects. The data collected from this case study would be valuable and contributive regarding how the administrators' positive attitude would impact on their decision and further help improve the public trust problem by exercising an authentic CP. The selection of the interviewees from both government and civil group related to the CP project would be beneficial for collecting relevant information and answering the research question to support the proposition in the study.

In conclusion, this study used qualitative content analysis and additional logic

model technique not only to provide an in-depth descriptive finding as well as the cause-effect interrelationship from the administrative CP activities in the case study. The qualitative content analysis provided a narrative examination linking the proposition to the finding presented in this study. The logic model would additionally help vision the change of cause-effect chain impacts due to the CP practices in this study. Adding the logic model analysis would enhance the internal validity of the study. Due to the researcher's direct involvement in the case project and the administrative experiences assisting the agency implementing the CP project, the accuracy of the understanding what the participants expressed through interviews could be enhanced (Creswell 2009). The section would be followed by the findings, interview results, and analysis in Chapter Four.

4. RESEARCH FINDINGS & ANALYSIS

The purpose of this section was to present and integrate the findings into analysis from the personal experiences, direct observation, online record review, and narrative interviews actions. The goal was to examine how the administrators and civic representatives felt about the actual administrative attitude or inclination toward CP and the mutual perceptions and experiences during the CP project process. The background of the case study was briefly described to remind the readers of the backbone of the case. The findings and description from the data throughout the personal project experience, direct observation, and online record review were developed in this chapter. Chapter 5 continued to present the interview results and logic model.

4.1. Case Briefs

Despite the almost two-decade citizen-participation experiences toward water policy involving the water agency, in this case, the citizens were found still standing in the passive position without actual influence on the policy content or official decisions (Zhou, 2015). It was even painful for the citizens or the communities to communicate efficiently with the consulting or planning civil organizations, not to mention to the administration to deliver their inputs toward a policy to the agency. On the other hand, the agency mostly used public hearings or one-time, occasional seminars or meetings to communicate with the communities regarding new projects or policies. The agency seemed to behave passively toward the disputes or opposition toward policy content or implementation impasse. For example, SRWRO seemed to not efficiently convince the communities to support their policy proposal regarding the possible impacts of foreseeing drought partly

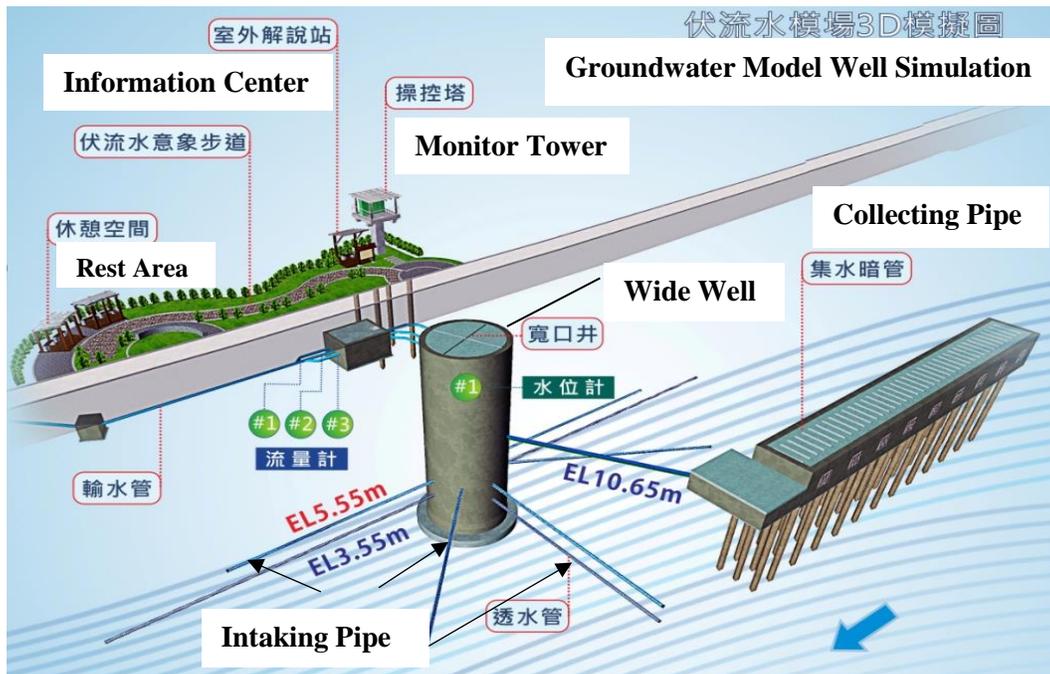
since there had not been severe water stoppage in the past. Facing opposition from the local government of KCG and Pingtung County, SRWRO chose not to pursue further actions toward dam or lake plan since it might trigger further conflicts between governments.

Therefore, there were various policy alternatives proposed by the civil organization to replace dam or lake plans. The new leader of SRWRO, back then, decided to accept establishing the “radial well” suggestion and to employ the CP project in the targeted Dashu neighborhood further. The agency exercised and outsourced the first five-month CP project toward the community located beside the well construction site in 2012. However, the agency did not expect the outrage and the protest from the community toward the agency’s new plan since the idea of the radial well was suggested and supported by the environmental group. Despite facing the similar civil objection, in the beginning, the administrator determined to continue the CP project for channeling the community’s rejection and explaining the administrative intention and efforts regarding the water shortage issue. Due to presenting the different leadership, the agency received the community’s willingness to communicate to unveil grounded issues in the community and establish the conversation platform from the first CP project.

After the first CP project, the agency continued to fund a 3-year divided into 4 CP projects for further solving the water facility issues with the community. From having an improved trust relationship, the agency built the model well (Figure 4.1) at the end of the second year of the project in 2014. During the three-year process, SRWRO also further discovered the long-lasting dissatisfaction toward the government and helped coordinate with the colleague-agency to initiate the discussion of the dike construction project, the main reason of dissatisfaction by the community. In addition, SRWRO also contracted out

another seven CP projects in different regions to promote agency efforts of enhancing CP practices, advancing administrative transparency and accountability, and enhancing the trust level with the citizens.

Figure 4. 1 Model Radial Well Simulation



Sources: <http://www.wrasb.gov.tw>

4.2 Personal Experiences

4.2.1 Author's Role

In fact, the author was the project manager who proposed the first CP project plan to SRWRO in April of 2012. The first CP project was led and operated by the author closely working with the supervisors and the staffs of SRWRO back at that time. The researcher had year-long experience participating in city and national levels of the election campaign in Taiwan. After 2010, the researcher further investigated how to encourage the citizens participating in policy-making and political activities to make the election process meaningfully. Upon the establishment of the Open Government Partnership (OGP) since

2010, the researcher has focused on the global CP development and movement, one of the three core pillars regarding an open government. The researcher considered that the CP activities should be promoted top-down to and from the grassroots level initiated by the administration actively. Without the meaningful administrative responsiveness toward the civil demands of CP, the distrust issue would not be improved, and the policy impasse would not be solved. Therefore, the researcher has examined the CP evolution and efforts from the administration side; after all, the administrators are the providers of the CP activities.

Project Facilitator

In April of 2012, the author was invited by an acquaintance from the environmental group in Kaohsiung to prepare the proposal then bid on WRA's first CP project due to the researcher's skills and advanced knowledge regarding the CP practices internationally. The researcher then proposed a plan suggesting the agency introduce fundamental CP concepts and practices through this project to let both the community citizens and agency learning how to exercise interactive CP process with meaning. The guideline of the proposal was drafted following the advocacy of global CP activities promoted by the OGP, the distinguished organization in the U.S. The researcher returned to her hometown, Kaohsiung successfully presented and won the bidding of the contract and assisted SRWRO to exercise the proposed CP activities as the contractor starting from June of 2012.

The researcher investigated the possible stakeholders, or opinion leaders in the community through the past news reports then decided to invite all the village chiefs based on the city government's official list for the first event. However, the initial CP project did

not go as smoothly as the researcher and SRWRO's team expected. The researcher surprisingly received strong opposition and hostility from some of the village chiefs while extending the invitation. In particular, the village chiefs from several neighborhoods said they would not attend any meeting since they very oppose any project from the agency in their area. The researcher did not acknowledge such dissatisfaction and hostile sentiments from the community shared by the agency or the environmental group. In fact, the agency did not expect the severity of outrage and rejection since they finally worked with the environmental group for alternate solution toward water shortage issues, so they assumed there would not be any serious issue from the community.

Therefore, the researcher made additional efforts of seeking opportunities to meet with the leading chiefs in person to explain the content of the project and further investigate the rationale of their furious reaction and actual thoughts. They told the researcher that they had heard the rumor that the agency planned to dig water wells in their neighborhood, but they have not heard about the details from the agency yet. They have feared the radial well construction would reduce or even exhaust the natural clean underground water the community has relied on for growing the produce. They believed collecting water through the well would deprive their main underground water supply and would deadly hurt their iconic fruit plantation. The hostility toward the well project and the agency's ignorant attitude had been aggregated since the community felt they were not being respected and consulted by the agency for residents' opinion before making a policy decision. The community felt victimized by government's decision of the construction of Gaoping Weir which would alleviate suffering the chronicle flooding and provide the water supply for the whole city.

They considered the researcher's invitation to the so-called CP project was just a disguise to trick their attendance as the implied endorsement toward the well project were they to attend the meeting. The researcher was honest with the chiefs clarifying that she did not know about the well plan at all but only intended to introduce the CP practices to enhance the community's participation in the policy-making process. In fact, the researcher did not know about the well plan until she discussed the adverse reaction with the agency and environmental group. The researcher finally convinced the village chiefs to attend the first communication meeting since they could at least meet with the new head of the agency to see what the agency's intention was launching the CP project and to express community's concern as well. The meeting went relatively smoothly since the village chiefs reacted politely but firmly expressed their intense objection to the agency head toward any construction plan implemented in their village. They claimed the purpose of their attendance was to deliver their rejective opinion toward the agency's plan and the community would do whatever was necessary to stop further damage to their environment.

From receiving the conflicting messages from the village chiefs, the agency expressed their concerns and felt hesitant whether the CP actions should be continued. The environmental group considered it was not a smart move to invite the village chiefs in the beginning, but the researcher insisted on opening the process by inviting the potential stakeholders to understand the underlying community issues possibly. Despite facing the unexpected opposition, the researcher considered it was a progressive development of the project since the community finally had the opportunity to deliver their opinion to the head of agency face-to-face and the agency finally knew the actual inputs from the community and not merely from the environmental groups. The researcher convinced the agency that

the project should be continued and proceeded to the next meeting and planned field survey.

However, in the meantime, the community leaders and the residents had decided to demonstrate their long-term dissatisfaction from being ignored radically and being mistreated by the government. The leader of X neighborhood, the community closest to the venue where the to-be-built well will be constructed, led the residents protesting in front of the office of SRWRO to show their antagonism and combat against the agency and their determination to stop the well project. The community also brought political pressure to the agency by inviting the regional congressional representatives to question agency's well plan. The researcher then suggested the agency open the gate to invite the residents to their office since residents did not have an opportunity to visit the agency in the community. The agency's welcome response which was different from prior ignorant and avoidance response helped pacify the community's angry reaction resulting in the relevant discussion at the agency's office without further destructive conflicts.

However, the community's unexpected radical action also intimidated the agency causing them to wonder if they should terminate the CP project to alleviate possible upcoming and possibly worse conflicts with the community and avoid political pressure. The agency started to doubt the effects of utilizing CP practices into their administrative operation. Facing the possible crisis of the contract termination, the researcher firmly urged the agency head to tackle the emerging opposition as an opportunity for solving the long-lasting community problems through an actual CP effort to serve the original purpose of administrative CP action. After listening to a candid explanation from the researcher, the agency had agreed to continue the project since it is significant to keep demonstrating the agency's efforts of advancing administrative transparency and accountability despite

encountering community's opposition and dissatisfaction.

The agency head passed the message to the responsible staffs to work with the researcher completing the project despite the challenges. He attended most meetings or events to answer the questions and complaints from the community as planned. The agency head's lead by example during the process as the presence at all the meetings, sincere attitude, and honest sharing of the difficulties to respond all the demands had softened the defending stance from the community leaders gradually producing more quality interaction. At the end of the project, the community expressed a willingness to discuss the concerns and issues with the agency. The CP efforts made by the agency led to building an interactive and meaningful communication platform at the end of the project.

The researcher considered the agency head's attitude and decision to keep exercising the project to be the turning point of the development of this project outcomes. The increasing respects and trust which grew from the residents during the process encouraged the agency to consider continuing the endeavor to communicate with the community. Significantly, the progress of the first CP project brought another four projects for the next three years in the community and achieved to build a model well in the community, and two actual radiuses well plan completed by the end of 2015. The initial CP project started from the stages of the distrust and the protest to the phase of communication, reconciliation, and the willingness of discussion between the residents and the agency.

4.3 Direct Observation

After completing the first CP project, the researcher was employed as the policy consultant assisting the director of Southern United Services Center ("SUSC) of the

Executive Yuan to tackle the policy problems with the central agencies from December 2012 to September of 2013 in Kaohsiung. The researcher had the opportunity to follow the project development and the organizational behaviors and operations as an observer. In the first CP project, the researcher unveiled the most significant distrust and dissatisfaction from the community due to the year-long tolerance and suffering from the flooding due to the lack of a dike that was promised by the government during the past long years. The timeline the author's involvement in the SRWRO's CP projects was shown below (Figure 4.2).

In fact, the SRWRO is not responsible for the dike construction but developing the water source. However, residents did not become aware of the agency's responsibility and functions, so they thought SRWRO would not consider any further water facility construction in the neighborhood if the agency did not solve the dike problem. However, the former SRWRO head previously promised to help coordinate with the 7th RMO the responsible agency regarding the dike construction that further relieved community concerns and problems for increasing resident satisfaction. Therefore, the agency reached out to the researcher at the SUSC since they needed the supervising authority to assist with the coordination of each agency's functional accountability. Thus, the researcher accompanied the chief executive officer ("CEO") of SUSC in attending the community meeting with two agencies. At the meeting, the community members again reflected great outrage when seeing the director of SUSC and complained of the unfair treatment by the government during the past years. The leaders of community requested to discuss the dike issue first otherwise they would not cooperate with any further discussion of any water issue.

Therefore, the director from SUSC, as the supervising office requested the Seventh RMO to explain the current dike plan status to the community and encourage input from the residents. Unexpectedly, the community expressed the most significant opposition toward RMO's plan since the dike would not be built around the area which frequently suffered from severe flooding. The

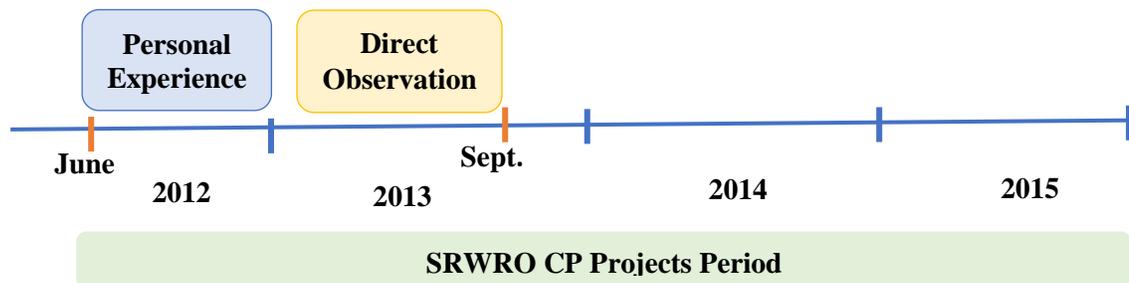
community leaders suggested extending the dike to the area from the current plan. However, the staffs from the Seventh RMO insisted no feasibility to extend the dike due to budget and technical issues. The atmosphere was confrontational with worsening disappointment from the residents due to the uncompromising attitude from the RMO agency toward the community's suggestion. Therefore, the tense impasse was merged to the meeting so that the director of SUSC requested the Seventh RMO should try hard considering the adaptation of the construction plan with the community's suggestion since the agency existed to serve the community. He emphasized the residents are the users of the dike and they might understand the geographic and environmental condition better than the agency. The government should work harder for responding to the residents' needs. He requested SRWRO should also help conduct more discussion meeting to find a better dike plan to solve community's chronic problems.

In general, there was no coordination between SRWRO and Seventh RMO in the past since each agency could avoid accountability due to the assigned functionality. However, the head of SRWRO bore the responsibilities to work with the colleague agency to solve the community complaints. SRWRO made a strategic move to ask the higher authority to help coordinate with the Seventh RMO to face the community residents and possibly seek solutions to lessen the community anger and tackle the water problem next. It seemed that the Seventh RMO received some pressure from the director of SUSC and finally promised to consider the inputs from the community and to provide an alternative dike plan. The community outrage was pacified because of seeing the director's determination in requesting the assistance from the Seventh RMO to adjust the dike plan. The researcher noticed that the residents seemed to appreciate SRWRO's coordination of meeting with the RMO representatives to get knowledge about the dike plan.

The researcher also noticed that the relationship between the community leaders and residents in 2013 seemed more amicable compared to the time at the end of the first project in 2012. There was a less distrustful atmosphere toward SRWRO though the resident felt angry about the

dike plan proposed by RMO. RMO representatives seemed to encounter the similar opposition from the residents like those SRWRO had before. However, the residents started to learn to discuss with the RMO agency with a more communicating tone and polite attitude. The residents even provided some detailed geographic and technical information and analysis about the dike construction that made the agency surprised and unable to provide a convincing explanation why the current cannot be adapted to the residents. It was noticed that the representatives from RMO tended to present themselves more technical but not communicate with the residents with simple language with more comprehension. It reflected the issues that the residents felt the agency did not know how to talk to residents and help them understand the policy content. The director noticed the impasse then asked agency the questions for the residents in a more straightforward language to make the audience understand agency's explanation. The director's friendly attitude and skillful coordination of tasks over SRWRO and RMO received the residents' recognition and disclosed a willingness to discuss with RMO next time. With the efforts of SRWRO and the assistance of the director's leadership, the dike project was finally surfaced to be discussed with the residents but not the agency decided themselves without knowing resident's needs and opinions over the past long years.

Figure 4. 2 Author's Involvement Timeline during the CP Projects



4.4 Findings of Online Record Review

Consequently, few records of CP activities like the CP project SRWRO initiated by agencies in Taiwan were found. Most were one-time meetings, public briefing, or

educational programs provided by the agencies as the routine events but not showing the substantial CP content as the case did. There were a few articles or reports discussing CP, but they were mostly written from the citizens perspective to request participating opportunities, not about government initiative of CP action. The focus of the CP events examined in this study mainly refer to the actions led by the agency for including citizen's input for solving policy problem and their possible outcomes, but not the events for merely seeking the attendance of the citizens without a participating process.

4.4.1 Active CP Efforts Initiated by SRWRO

Therefore, the researcher further searched the keywords of “CP,” “CP Project,” and “CP Policy” in Chinese to ensure a thorough record search. The search results shown on the first pages were the records regarding SRWRO’s CP projects and their activities details or documentation from 2012 to 2015. As mentioned previously, besides five CP project targeted water facility policy, SRWRO also launched seven other CP merely for promoting the administrative determination of advancing CP exercise for future water policy in Pingtung and Tainan region from 2014 to 2015. Some positive comments by the observation or notes were published by the experts or civic leaders related to water policy to recognize the CP efforts made by the SRWRO since 2012 and were considered as the progress by the agency in solving water policy impasse (Lin 2014). Positive feedback provided by environment-related civil society organizations was rarely seen in the past.

Additionally, the author did not find the call for proposal of CP projects or CP activities from the government bidding website during the case period. As to the website content, the author suggested adding CP activities information and results as well as all related content from the project to the agency’s website in 2012, as part of project outcomes

as well (Appendix D). After all, the openness of information online is significant in efforts to ensure the administrative transparency to the citizens. Given the open data was mandated, not all the administrations added CP as one of the content categories as SRWRO did in Taiwan. Before that timeframe, it seemed that the administrations did not utilize the concepts of CP, and no actions were taken similarly by the agencies. Overall, the results related to CP from searching the public archives showed most CP records or the CP experiences primarily related to the SRWRO and WRA starting in 2012.

4.4.2 Other Administrative CP Action in Taiwan

Given the practices related to public participation such as the "World Café"⁸ implemented by the government or civic organizations during the past decade, the firm actions of promoting CP initiated by the administrations are still rarely seen. The limited participatory activities organized by the governments were merely an hourly session or a one-day event. In addition, there was no continuing follow-up efforts to evaluate how such a one-time or individual event affected the policy implementation process and citizen satisfaction. However, there were a few efforts of advancing the interaction with the citizens or enhancing the openness toward the public by governments found. For example, the central government launched its e-government in 1998 and intended to utilize the online tools, such as the blogs, to collect public inputs, but it seemed not useful.

The reason for not being able to gather public opinion online back then was due to format and the delayed response from the governments. In 2011, the central government encouraged each agency to use the Facebook-social media platform instead and not build

⁸ The "World Café" is an event providing structured conversational process to facilitate open discussion and collect ideas within a larger group to form a collective wisdom during the process.

their website to promote policy and communicate with the citizens. At the beginning of 2012, the Executive Yuan initiated and mandated the Open Data Policy, launched the open data portal in 2013, and formed the Open Data Alliance to include more than 300 business members to promote big data and crowd outsourcing (EY 2015). In 2015, the government in Taiwan received the first ranking of the progress and efforts on advancing open data globally, evaluated by Open Knowledge Foundation (OGF).

Currently, there is no explicit mandate of CP under the administrative law in Taiwan except public hearing procedure, public meeting, policy briefing, and open data or information law related to aspects of participation and openness. After reviewing the government archive before and after 2012 until to date, the author summarized the following new development of CP introduced by the administration after 2012. There were two online portals, VTaiwan and Join.gov initiated by the Executive Yuan for encouraging the citizens to propose policy idea and possibly adopt the idea becoming policy and discussing the legal regulation in 2014 and 2015. The third one was when Taipei City Government announced an administrative order to form the Citizen Participation Committee ("CPC") for fulfilling the goal of becoming an open government and promoting all citizen participation in April of 2014. These could be considered new efforts by the government frequently shown from the internet records showing the administration's actions on promoting the participatory activities which caught the attention of the online community.

“VTaiwn,” Online Legal Portal by the Executive Yuan

In December of 2014, after seeing the growing opposition regarding the non-transparency toward government, the former Minister without portfolio of the Executive

Yuan proposed and proactively encouraged the civil group, g0v.org to build an online portal—VTaiwan, as the open platform for the citizens to participate in the legislation review and decision-making process. The administration joined as a participant to lead the discussion of the legislation with the public, but the participants governed the participation rules by the consensus. The whole process was broadcast live online to show administrative transparency so that the public could receive complete information regarding the legislation content without hidden facts. Besides the traditional policy-making procedure governed by the Administrative Procedure Law, the administration provided VTaiwan to allow how the citizens to understand how the administration is managing the policy- or legislation making process. Through the VTaiwan portal, the public despite the citizenship, could present opinion and receive a response from the administration. The administration disclosed all suggestions and comments and the final decision of the policy with detailed explanation. It was this innovative progress recognized by the online community regarding government efforts to that led the private sector to provide the platform and determine the rules of participation, collect the opinions toward the amendment of legislation, then conclude the administrative decision with detailed explanation. The portal of VTaiwan can be found at <https://vtaiwan.tw/>.

**“Join.Gov” Online Policy Portal by National Development Council,
Executive Yuan**

In September of 2015, National Development Council (NDC), the leading policy-research and making agency under the Executive Yuan built and launched a policy proposal portal, <http://join.gov.tw> to provide the citizen to propose and make policy possibly. The purpose of this action was to advance administrative transparency, increase the number of citizen participants, and develop mutual communication for establishing a trust partnership

relationship with the citizens. On the portal, NDC disclosed detailed information online to allow the participants to understand how to propose an idea and join the process possible in making policy. The agency asks the participants to provide detailed background information and references when possible regarding the suggested inputs or feedback to let the agency and the reviewers understand the critical issues of the proposed content. The participation is not just randomly leaving a yes or no response but a substantial involvement with quality and meaning to enable the administration to evaluate the feasibility and impacts of the proposal.

Therefore, the participants, despite the citizenship could propose an idea with the referent information to the portal then have it be formed as a proposal when obtaining at least 5000 seconded supports within 60 days. The agency published the details regarding how they processed the proposal to become the policy content within 60 days to the portal. It was the online format of participation for the agency to reach out the citizens without conducting the onsite meeting for collecting the feedback toward the current policy or new policy formation to supplement the agency's capacity of policy-making. Up to the January of 2017, the reviewers of the portal have reached almost 3.8 million showing the increasing degree of acknowledgment and participation toward agency's efforts.

Citizen Participation Committee (CPC) formed by Taipei City Government

In April of 2015, the current Mayor of Taipei City Government announced an administrative order to fulfill his promise to advance the citizen participation from forming CP committee since he utilized world cafe technique to mobilize the youth groups channeling the supports for helping him win the election in 2014. The member of CPS consisted of the Mayor and two deputy mayors, as well as the head of all the bureaus and

the civic representatives who were self-applied or recommended by the grassroots and then, appointed by the administration. The goal of the CPC is to exercise efforts to provide an open government with extensive citizen participation and pursue transparent governance with citizen participation and public-private collaboration to better the public welfare. The details of the CPC operations can be found at the following site <https://rdec.gov.taipei/cp.aspx?n=1D5A282BC3DBFA70&s=42625C5F787A70B3>.

The city administration also launched a civil.gov.tw portal to provide access to participation and facilitate the transparency of the CP activities. The portal provided citizen's information and the links regarding published open data, participatory budget, the procedure of I-voting, the meeting content of CPC and the policy forum at the Facebook site. The CPC provided public representatives an opportunity to learn about ongoing significant policy planning efforts and participation. The CPC meets every quarter to discuss ongoing policy and collect comments and feedback from the public committee members. The CPC comprises three groups to focus on the participatory budget, open data, and citizens' political participation to monitor the administrative performance.

Table 4. 1 Major Administrative CP Actions, 2014-2015

Action	Year	Initiating Agency
“VTaiwn,” Online Legal Portal	2014	Executive Yuan
“Join.Gov” Online Policy Portal	2015	National Development Council
Citizen Participation Committee	2015	Taipei City Government

The above three CP models were further step-forward to embed CP into the administrative system and operation occurring after 2012 establishing the participating online platform and forum or live-meeting to collect the public opinions and suggestions, to empower the citizens to propose the policy idea for administration's further

consideration and decision. By forming the committee to include the public representatives involving the policy planning and the performance monitoring further evidenced the administrative determinization to pursuing the empowerment efforts. However, the impacts and effects of action have not, as yet, been evaluated and need further study to determine whether the process and results from efforts of the participatory platform, online consultation, and public supervision are productive or meaningful.

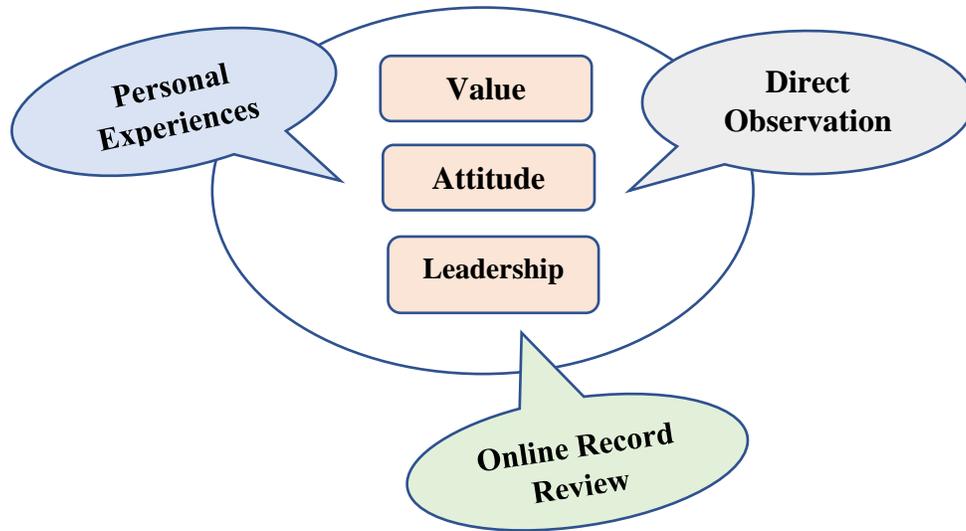
4.5 Summary

Different from the other research, part of data and study findings in this research were also produced by author personally since the author was the contracting project manager working with SRWRO for its first CP project back in 2012. It is a precious opportunity for the author to personally propose the first CP project plan to SRWRO and receive the willingness and assistance from the administration to direct the initial project to a positive status relatively accepted by the participants at the end. Seeing the relatively satisfactory and promising results from the first CP project, the agency decided to continue the CP annually until 2015 that enabled the agency staffs and the residents further to get acknowledged with the participatory necessity and the impacts on the improvement of administrative performance and public trust. The first-hand project experiences were considered contributive as the empirical evidence related to the research inquiry in this case study. The author appreciated such an opportunity playing both the practitioner as well as the researcher in this study.

From the personal experience, direct observation, and online review, the author found the factors of attitudes, values, and the leadership from the administrations all contributing to enabling the decision of CP and the development of meaningful CP actions

as the Figure 4.3 shown.

Figure 4. 3 The Findings of the Attributes of Administrative Performance



The Attitude was the Key to Open the Door!

From the personal experience of operating the first CP project for the agency, the author witnessed how the leader was torn between terminate the project or deal with the protest. Without the leader's strong willpower and determination to continue the project, there might not have been any case study after the first CP project. The leader could have just terminated the project with the author, although it might cause some contracting dispute. However, the leader continued the project not because of worrying about the contract issue but realizing that challenges and difficulties cannot stop the intent of initiating the project. However, the leader also risked his career if the protest turned uncontrolled and caused the political attention to turn the issues complicated.

The attitude of the leaders encouraged the author to deal with the opposition and antagonism from the village leaders on behalf of the agency since the author rarely met an administrator who likes to do the right things. In addition, the leader also led the team by

example to attend numerous communication meeting personally to take the complaint and blame and not just allow the subordinates to take the blame from the residents mostly. The attendance of the agency head at the local communication meeting was rare and impressed the village chiefs and residents significantly. The residents turned friendly and willing to communicate due to seeing the leader's humble manner and the sincerity of listening to and willingness of solving the problems from the agency.

The presence of the leader and the staffs reflected the necessity of direct interaction and active approach to the residents and were essential to break through the hostility and to gradually gain the trust of the residents and receive the willingness of communicating with the agency. The middle-level manager and operating officers also learned the essence and practices of CP due to HA1's leadership which helped form a new administrative attitude toward CP practices and allow the author to lead the operation of all the CP activities. In the public agency of Taiwan, the leaders present and direct the practical value, ethics, and culture. Therefore, the attitude and the action the leaders take can significantly impact on their decisions, the quality of teamwork and the organizational performance.

Furthermore, the author even surprisingly had a second opportunity to coincidentally participate in the continued CP project on the administrative side working with SRWRO as the observer in 2013. The opportunity allowed the author to witness and observe the interaction process and development from attending several communication meetings with the supervisor of SUSC. The broad and in-depth communication and discussion in the first year among the participants enabled the agency to discover the reasons for the multiple years public dissatisfaction and the cause of community problems. From continuing the communication and listening to the residents, the leader of the agency further involved the

partner agency in joining the process for solving the problems together, as the turning point to direct the project to the goal path. The direct observation opportunity enabled the author to witness the further change of the administrative attitude and behavior and the improvement of trust level linking the agency's efforts on the CP practices to the explanation to answer the query in this research as well.

The Leadership Again Leads the Positive Development

From accompanying the CEO of SUSC to the SRWRO's communication meetings, the author again witnessed how the leader's perspectives and action could affect the interaction and direct the outcomes in a positive direction. It was another evidence of how the attitude of the administrator and the leadership matter in CP practices and public administration. The CEO decided to participate in the project due to a sense of sense of mission as shared after the author explained the background and the progress of the first CP project to the CEO. The CEO helped the SRWRO's agency head to explain the jurisdiction of agencies and suggested 7th RMO to work with SRWRO and respond to the community problems regarding the dike plan. 7th RMO is the agency responsible for the dike planning and construction but not SRWRO.

On behalf of the supervising agency over the SRWRO and 7th RMO, the CEO utilized the supervising authority to respond to the residents regarding the dike issues. With the assistance of the CEO of SUSC, the SRWRO head further directed the project from inviting 7th RMO joining the meetings to discuss the dike construction details and well issue during the process. Without the CEO's strong leadership, it is difficult to have two agencies working together solving the problems due to the traditional bureaucratic operation. SRWRO does not have the authority to promise anything related to dike

construction due to the jurisdiction. Without having the breakthrough from the dike project, the well plan directed by SRWRO cannot be further pursued. The progressive attitude to fulfill the sense of mission, the CEO's participation propelled the significant development of the well project.

All About the Attitude and the Leadership to Produce the Outcomes

In order to further investigate the overall administrative CP practices during the period of the case study proposed in this research, the author also conducted and possibly exhausted the online search of government websites regarding CP activities and reviewed related documents and contents. As mentioned previously, the author helped the SRWRO and added the CP as new categorical content for releasing all the contents of CP projects. The contractors uploaded all written and video records to SRWRO website. It could also inform the citizens, despite attending to the events or not to understand how the agency had to interact with the community regarding the policy problems. SRWRO set the frontrunning example to present the CP as one of the transparency efforts.

After the online review, the author found three significant active CP actions taken by the central government and mega-city government occurred in 2014 and 2015. Before that, the author did not find any content related to citizen participation when adding the CP content to SRWRO website back to 2012. It seemed evident that SRWRO initiated effective practices earlier than the other agencies from the online record review. Among three significant developments from the central and local governments, the author found similar attributes regarding determined leadership leading the efforts to unprecedented outcomes. They all contributed to the favorable attitude toward new practices then took decided for the team to follow up and accomplish the mission. Two leaders led the online

portals both showed the actions by example from personally attending the online meetings, presenting open and responsive manner to the public inquiry for showing the subordinate the new interaction method with the public. It is relatively a supervisor-center culture in the administration in Taiwan. Therefore, how the leaders think, and act would significantly impact on the administrative behavior and performance. The projects were all initiated by leaders' positive attitude toward CP and the implementation decision since they perceived the significance of CP practices. Therefore, the CP achievement seemed to rely on strong leadership and a determined attitude to build the CP platform or taking actions for achieving the efficiency.

5. INTERVIEWS RESULTS & ANALYSIS

Followed by the findings from personal experiences, direct observation, and online record reviewing, this section will continue to present the interview results under the emerged themes, as well as the logic model analysis. The data was collected based on the research questions led to the study including (1) What CP and the administrative CP exercises do administrators and citizens perceive would enhance the effectiveness of their CP efforts to improve the trust level?; (2) To what extent do administrators favor using CP as a strategy to improve the communication and trust level with the citizens?; (3) To what extent do administrators employ the meaningful CP practice to improve policy implementation efficiency, outcomes, and trust relationship? (4) How do administrators and citizens perceive role-playing could affect the attitude toward CP and the decision of conducting a meaningful CP on the administrative operation? The questions also included the distrust issues and the views of the role-playing of the public servants to enrich the data also related to the research rationale and outcomes from all interviewees.

There were 31 interviewees including 15 administrators from central and local city government, ten residents including six elected village chiefs and four leaders from the organization or associations located in the community from the targeted neighborhood in the case, and six representatives from the contractors assisting the agency to operate the CP projects. The age range of the interviewees was from 30 to 66 years old and included 23 males and eight females. As the abovementioned, there are four types of administrators based on authority level that could imply the power and influence of decision. The interviewees would be represented by the initials designated in the previous section: HA,

MA, LA, and OA for the administrators representing the different level of ranking in the agency; VC and CL for the citizens of the community; PC for the professional contractors (Table 5.1).

Table 5. 1 The Interviewees List

	Initial	Role	Agency or Organization	Involvement of CP
1	HA1	The Director	WRA	Three-year CP project
2	HA2	Minister	National Development Council	Join.Gov Platform
3	HA3	Minister without Profile	Executive Yuan, Legal Division	VTaiwan Platform
4	MA1	Bureau Head	SRWRO	Three-year CP project
5	MA2	Vice Bureau Head	SRWRO	Three-year CP project
6	LA1	Division Head	C Division of SRWRO	Three-year CP project
7	LA2	Division Head	Weir Center of SRWRO	Three-year CP project
8	LA3	Division Head	D Division of SRWRO	Neighborhood CP
9	LA4	Division Head	M Division of SRWRO	Educational CP
10	LA5	Bureau Head	Legal Bureau of City Government	Corruption CP
11	OA1	Operating Officer	C Division of SRWRO	Three-year CP project
12	OA2	Operating Officer	C Division of SRWRO	Three-year CP project
13	OA3	Operating Officer	D Division of SRWRO	Neighborhood CP
14	OA4	Operating Officer	M Division of SRWRO	Educational CP
15	OA5	Operating Officer	L Division of SRWRO	Environmental CP
16	VC1	Elected Village Chief	Targeted Neighborhood of Well CP	Three-year CP project
17	VC2	Elected Village Chief	Targeted Neighborhood of Well CP	Three-year CP project
18	VC3	Ex Elected Village Chief	Targeted Neighborhood of Well CP	Three-year CP project
19	VC4	Elected Village Chief	Targeted Neighborhood of Well CP	Three-year CP project
20	VC5	Elected Village Chief	A neighborhood, Dashu District	Three-year CP project
21	VC6	Elected Village Chief	Targeted Neighborhood of Well CP	Three-year CP project
22	CL1	Chairman	Community Organization	Three-year CP project
23	CL2	President	Community Association	Three-year CP project
24	CL3	President	Community Association	Three-year CP project
25	CL4	Principal	Community School	Three-year CP project
26	PC1	Director	A Contractor	3-year Well CP Project
27	PC2	Manager	A Contractor	3-year Well CP Project
28	PC3	Assistant Manager	B Contractor	Educational CP
29	PC4	Consultant	C Contractor	Educational CP
30	PC5	Operating Manager	C Contractor	Educational CP
31	PC6	Supervisor	D Contractor	Environmental CP

The results from the interview were summarized based on the questions asked, and data concluded in the following themes:

- (1) What are the interviewee's perceptions regarding CP concept, the essence of meaningful CP, the evaluation of CP activities operated by the agency?

- (2) What are the interviewee's perceptions regarding the distrust issue and whether CP could improve the trust level or not?
- (3) What are the interviewee's perspectives of whether the administration should exercise CP and why if so?
- (4) What are the interviewee's perspectives of the role-playing of the public servants related to CP and the administrative operation in the modern public administration?

5.1 Theme 1-Regarding CP

5.1.1 Knowing CP or Not

The findings of the section are regarding the interviewee's aspects toward CP and meaning CP, and the actions from the CP projects; as well as the evaluation of the CP project and the preference of CP actions. The understanding of the CP both from the administrators and the public representatives would be the foundation of the thoughts and reflections to the other focuses in the study. Among 31 interviewees, most administrators, twelve out of fifteen had heard or known about CP before the agency launched the CP project. For the resident interviewees, only three out of 10 knew about CP. All six contractors from the professional organization had CP acknowledge, and more than half had experiences related to CP events (Table 5.2).

Table 5. 2 Participants’ Knowing Status of CP

Type	Administrators			Civil Representatives	
	Higher Level HA (3) + MA (2) (5)	Managers LA (5)	Officers OA (5)	Community VC (6) + CL (4) (10)	Contractor PC (6)
Know	5	3	4	3	6
Not know	0	2	1	7	0

Given most of the administrators and the contractors recognized CP, it is worth knowing the comprehension of CP was divergent that provided valuable information

regarding how the interviewee's perceptions regarding CP. The results were described based on the questions and themes below.

Knowing but not Understanding

Given already knowing about CP, six administrators including two higher-ranking supervisors shared similar perceptions regarding CP and admitted that they did not have an actual understanding what CP meant and what it was. HA2 stated that “I like to admit I did not understand what the actual concept of CP is. I thought it is the events like a public hearing.” MA1 expressed that “I have heard about CP before but honestly, I have no concrete idea what it should be. I must confess I do not have a clear recognition of what the CP meant. The lower-level manager and the operating officers also stated their doubts toward CP concept before they conducted the CP project. LA1 stated “I had heard about CP before I was leading the CP project in our agency. However, I did not know what kind of mechanism of CP should be and wondered whether it should include all the citizens. In fact, I assumed neither our colleagues nor the residents understand CP or how to operate it.” The LAs reflected the similar wondering about the functions of CP given already following the instruction to operate CP activities.

The OAs who already knew CP also stated similar experiences for not having too much sense of it. OA1 admitted, “I heard about CP 10 years ago but knew little about it until overseeing the operation of the project in the agency.” What they had been used to doing is the public agency making the policy plan and then explaining it to the public later. In other words, the government already decided what to do and merely symbolically invited the public to discuss some issues. However, OA3 claimed, “I do not think CP is something new since we have done that before but only in the different operation format.”

CP Events Rarely Provided

LA2, who did not know about CP before conducting the project confessed that “We only reached out to the community when the opposition or demonstration occurred. The civil interviewees also shared their views toward CP, though most of them did not know about CP. VC4 commented that the agency rarely did something like the CP and would only go to the community when they had something to ask or faced protest or were told by the supervisor as a job. VC4 continued “They would never ask our opinion; they would just say no when we provided our opinion. So, I did not expect any different development when first knowing the agency’s CP project.” VC5 assumed “Why government did not do more CPs might be because they might have considered the invitation could be trouble for incurring too many opinions. Therefore they did not ask us to participate.” CL2 observed that the contracting firm did explain the details very clearly to the residents, but most people still did not get the essence of the project. People would support the well project as long as they understand what government tends to do really.

All the professional contracting organizations with the SWRO had heard about citizen participation or public participation. Most PCs considered the government in the past overall did not employ CP in a meaningful manner to seek efficiency. However, they thought the discussion method during the CP process still needed to be adjusted since the agency did not provide sufficient opportunity for the citizens to provide their inputs and communicate and discuss with the agency openly together, but only gathered people for discussing the planned issues. PC3 pointed out “Some CP activities have been misused and not practical. Some agency was doing the participation activities just for using up the budget or achieving some meaningless outcome showing achieving the goals.” PC5 stated

that “I have heard about CP long time ago, however, we did not define or plan who should participate exactly in the planning stage back then. Even now, who should participate or who are the stakeholders, or who has the rights to join the conversation seemed not have been discussed or defined after exercising the CP activities.”

Summary

As to the recognition of CP before participating the CP project, the results showed two middle-level managers and one operating officers did not know about the CP. Given knowing CP, most administrators recognized CP entirely differently before and after the project, or they did not have a clear concept of CP. It was not surprising to find most community interviewees did not know about CP except one elected village chief that highlighted the agency or the government still needed more efforts to continually promote CP concepts and exercises to public agencies and governmental employees internally first, then to spread out to the community locally and nationally. Despite knowing or not before conducting the CP activities in the case, it seemed that the interviewees did not have a concrete knowledge of CP or what to do with CP. It is valuable to receive the opinion from the residents that they did not have the impression of government’s CP actions in the past. The contractors also echoed the past likewise activities were not considered the participatory type of action and suggested the administrations should invest more participatory efforts. The opinions from the contractors’ opinion regarding the past similar CP actions by the agency could reflect the necessity of significant action that is also relevant to the rationale for conducting a meaningful CP.

5.1.2 What to Perceive CP

After knowing whether the interviewees heard about CP or not, the author

encouraged interviewees to try describing or defining what they perceived about CP and whether they received the different perspectives before and after conducting the CP project.

A Process but Not the Purpose

HA1 stated that CP could be considered as a tool, a channel, or a process but not the purpose as assumed. HA1 emphasized to his colleagues that “It is not right to initiate CP events just because we were told to do one.” The spirit of CP is to solve the social problems or understand what the citizen's major concern through the process. We need to care about the details during the process and not just show gestures. So, it is a tool but not a purpose for using CP.” HA2 expressed his recognition of the essence of CP “After I encountered the public, I later realized CP should have wider-spread participation with an independent or self-initiative spirit for the public to engage actively, not merely to be told or passively participate. I would prefer CP as a method containing the mutual-communication or the platform of communication.”

The other public managers and operating officers shared various thoughts regarding CP. LA1, leader of the well CP project, acknowledged that “CP cannot be misunderstood as the channel for the residents to ask for something from the government depending on unfair power status, but as a means for the government to respond and meet all the needs of the residents.” LA1 was concerned the residents seemed to misinterpret CP as an opportunity for them to ask for compensation or interests exchange with the government but not a mechanism to enhance the communication with the administration. LA3, operating a different CP project in the SRWRO, shared “Before undertaking the CP project. I thought CP meant we need to tell the citizens all the facts, so we felt resistant to do so since it would be hard to explain all the information in the language the citizens could

understand. In fact, we had similar CP actions such as having the seminar in our offices before but not reaching out to more stakeholders to have broader participation.” LA4, operating the educational CP project, considered “There is no particular format of the CP. It should be adaptable and adjustable based on the characteristics of the community and the participants as well as the function of the agency. VC5, who has known CP and previously exercised it in the neighborhood, considered CP as a community-building process. For example, the community held a meeting to explain the policy details to the residents or host an event to invite people out of the community which could be a way of participation.

Mutual Interaction / Communication

LA2 shared a different view after participating CP project: “I thought of CP as merely an explanatory action, but now I realized it is the platform or transparent process for the citizens to understand what the government is doing. LA4, who did not know about it until the supervisor brought the CP concept to the agency several years ago shared: “My understanding of CP is to listen to the public opinion and provide information to enable the citizens to know what the problems are.” OA2, leading the first CP project stated that “My perception of CP became quite different after I exercised the CP activities. I thought of CP as the traditional administrative publicity we did previously in the first phase then escalated it to another communication level. However, now I consider CP is closer to mutual interaction including propaganda and communication.” OA1, leader of the three-year CP project also thought of CP as the traditional propaganda activities like they had experienced before or the events to be operated more frequently. OA1 shared, “I later realized, from the three-year experiences of operating the CP project that CP is a communication process. CP

is the process of seeking similarity within the differences and accepting difference in the similarity. We were completely operating in the black box previously.”

After conducting one of the CP projects, OA4 suggested: “I prefer to call it as public participation since not only legal citizens could participate but people who reside in the community all could participate.” OA3 suggested CP be “User Participation” since the design of policy should suit the needs of the users but not the general citizens. OA3 also felt CP had become a fancy term to be used popularly in a different manner. OA5, operating an educational CP project, stated, “I consider CP as a regional activity attracting a group of people with similar ideas or agreement regarding action-taking on community issues. Later I realized it is not necessary to come out with consensus through CP process.” However, OA5 also discovered the implementation of CP was significantly different from original expectation after operating the CP project. “The time spent on interaction with the residents was tremendous, opposite as assumed. It turned out the agency should allocate more than seventy percent of the time for listening to the residents and not vice versa; spending most of the time on accomplishing their administrative tasks.

Awareness of Citizenship / Rights to Know

VC5 also considered CP as the awareness that the citizenship could help facilitate the implementation of policy, finding more resources to support the policy, and the realization of the existence of good intention. VC2, who did not know about CP, later understood more about CP and suggested “CP should be a platform to let the residents participate and understand government work as well as the good jobs they completed. CP could provide the opportunity for every citizen to fulfill their right to know.” The CLs also agreed CP could be a mechanism to vest the citizens with the right to know the policy

content in advance. CP is also the bridge to connect the public and private sector to see their responsibilities respectively. Through the CP platform, the government could respond to citizen needs adequately; CP could encourage residents to provide their thoughts for the agency to consider in planning and decision-making during the process.

Not be a Gesture or Political Tool

Knowing the function of CP from the project, civil interviewees were still concerned about how administrations function when utilizing CP practices. VC1 still doubted the agency's CP and looked at it as still just a gesture or the administrative routines. CL2 confessed "I thought CP was to let the citizens make the requests for government to fulfill the requests. PC4 also questioned "What is the definition of participation? CP is not for attacking or defending. Otherwise, it would become a political tool. PC3 said, "I previously thought participation is to have people together chatting, later, I realized CP is not only organizing a public meeting but needs to have real action to promote the meaning of participation." PC6 suggested environmental alliance is also a type of CP and considered the public as a group of unorganized crowds who cannot exert tremendous influence. Therefore, CP could help the civil organization be more influential than previously. The PCs supported the agency need to provide the citizens more opportunity to participate or speak up their opinion.

Summary

Most interviewees seemed, to a certain degree, to acknowledge the definition or the meaning of CP from the CP experiences and could express their thoughts about CP, though some of the interviewees, especially the village chiefs, at first felt hesitant or timid in expressing their thoughts. The higher-ranking officers considered CP as an interactive

process or the communication platform for the administration to utilize in producing better communication and relationships. One VC also perceived CP as a community-building process as well (Table 5.3). The middle- and lower level managers seemed more concerned CP might be misunderstood as a channel to request the agency fulfill their demands. The operating officers shared their insights or experiences more than just providing a perception of CP.

Table 5. 3 The Perception of CP

What to Perceive CP	
Administrators	Civil Representatives
*A Process but Not Purpose	*Community-building Process
*Mutual Interaction/Communication	*Awareness of Citizenship
*Adaptable & Adjustable	*Mechanism to Vest Citizens' Power
*Platform of Transparent Process	*Fulfill Rights to Know
	*Not Become a Gesture or Political Tool

Most village chiefs still could not deliver the precise definition of CP, but most organization leaders presented thoughts similar to the managers. One exception, a village chief, still considered CP to be just an administrative gesture without confidence, most civic interviewees recognized the positive impacts of CP and expected the agency to take action and exert influence. Overall, it seemed to the author most the administrative interviewees were not used to being questioned about issues with which they are not familiar and could not accurately provide the “definition” as the research requested. Expressive language skills appeared to require additional effort for the delivery of a clear meaning of context or comprehensible content; the issues of communication skills mentioned by both administrators and residents for reducing the misunderstanding.

5.1.3 How CP to be Meaningful?

The researcher further probed the interviewees regarding how they thought CP

operated as more meaningful or useful after their previous experiences. LC4 suggested, “There is no need to set up the standard of procedure (SOP) for CP. The key is to recognize the significance of your consciousness as public servants since we have a certain level of capability to learn from the practice and make meaningful CP happen.” This section summarized all the thoughts or suggestions toward a meaningful CP from the interviewees that are of valuable reference for the future research of an actual CP.

Showing Willingness & Attitude!

Despite agreeing on the CP operation or not, most interviewees, considered SRWRO’s actions of CP have changed the traditional image of the administration and produced some positive impacts on community building and development. HA1 observed that “It seems that, previously, CP had been over operated without actual outcomes; which was a pity. We cannot just exercise CP because of the need to do it for pleasing the citizens or for buying them off to relieve the intentions through CP practices. Promoting CP is not a fashion act. It is necessary to have a proper channel for facilitating mutual communication with the residents. Our past three-year project was mainly planned to provide sufficient time to communicate with the citizens.” Also, HA1 pointed out it is critical to have the right team-members show willingness to facilitate attitude changes and a firm determination to deal with the difficulties that arise through the process thus enabling meaningful interactions from the project. HA1 initiating the CP case analyzed the key of having meaningful outcomes from the project was to vest a prevailing progressive attitude and spirit from the team in order to form a process that could not be duplicated due to the different organizational culture and local characteristics.

HA2, who encouraged online policy participation platform realized “Agencies’

one-way information sharing with the public was problematic since it was still a top-down and passive way for the citizens to be involved. I do suggest government should be more responsible and active in involving public understanding and participation in the administrative operation and that the citizens should be vested with more self-initiative power. Therefore, I consider effective participation could be achieved by changing our way of thinking to provide more channels to converse with the public, to collect and answer the questions, and to show a progressive attitude when interacting with the citizens. LA3 emphasized that “We need to ask ourselves what our motives are to operate a CP. The meaningful outcomes will not occur if we do not want to do it.” LA2 and LA4 both considered CP needs to be initiated in the first planning phase, but not later, to let the citizens know what the administration plans to do. The CLs considered pre-communication is very necessary since it can help collect the information and opinions for the agency's reference while making the policy. PC1 also supported CP being operated in the decision-making stage, or at least advance to the stage of consulting the citizens' opinions and let them know how the administration arrives at decisions. It would be meaningless if the administrators only used CP to build up a temporary performance without right intention.

Creating an Interactive Process

HA2 stated “I am not sure what the best method is to enhance a meaningful communication, but I do know it must be the means accepted by both parties allowing the public to express doubts and receive the response from the agency as well. It can not be called participation if there is no feedback given by the citizens, so it must be interactive throughout the process. The government should not run away when facing criticism.” HA3 also agreed “Government needs to talk to the public through a productive communication

process.” Two LAs of SRWRO considered meaningful CP should be an interactive mechanism or process. However, LA3 was concerned there would be a counter-effect if the public servants mislead the residents with false expectations that could not be realized later. Therefore, the government should be attentive as to how and what to communicate with the residents during the CP process. LA4 suggested government just need to let the citizens know what the situation is including both pros and cons and discuss with them how to face the evolving problems and collect the opinions and suggestions through such a co-learning process.

Three out of five operating administrators emphasized process matters need to focus on the process and the opportunity for participation for the residents. It could also be the process to have all the participants become more interested in public affairs. They considered CP as a long-lasting process. One not necessarily focused on building a specific performance goal within a short period. LA2 also considered the agency should not worry about the results of CP actions since no outcome or no consensus is also a meaningful consequence. OA4 suggested, “The better CP forms a collaboration between the public with the private parties to pursue a consensus before creating policy. Then discussed said policy with an eye toward moving in an agreeable direction while seeking a detailed solution that could be approved for implementation.” After all, it is critical to involve the key stakeholders and integrate their opinions throughout the process.

Two OAs also pointed out it is crucial for public servants to convey the policy contents in the comprehensible language enabling the residents to understand the discussion. OA4 reminded that “An actual CP is to use the similar language to converse and listen to each other; then further to accomplish an acceptable consensus during the

process.” VC5 pointed out “The language of communication should be understandable, and the information sharing should be fast too.” Most village leaders and contractors also agreed the CP should be a communication process to let the residents understand the policy contents and receive the feedback from the participants, but not just informing procedure without interaction. PC1 highlighted the effective CP method should not be like the propaganda process but should let the citizens understand the policy content and provide an opportunity for citizens to participate and respond as well. After all, the discussion process is the core to exercise the CP.

Having Supervisor Supports!

When seeking the rationale of a meaningful CP related to the outcomes, the researcher received numerous feedback regarding the willingness and support of the supervisor or decision-maker. It seemed the supervisor’s decision to promote the CP or how the administrator led the team to direct the CP project would decide what the process and outcomes of the CP would be. HA1 agreed “Having the support of the supervisor is needed and critical.” HA3 considered “The executive should support the plan and the staff should seek the cooperation cross-agencies to make the implementation of CP meaningful. The agency should have an internal discussion first then the supervisor should support the subordinates in responding to the participants on behalf of the agency actively.”

LA2 considered, “The CP exercises could be meaningful and successful if there is good leadership, a well-prepared plan, assistance from the non-government organization (NGO) and the supportive staff team. LA4 stated that “The meaningfulness of CP would be sought based on the determination of leadership and the willingness of the team. It is all about the attitude at the decision-maker level. Also, the willingness of the operating

personnel is also the key to the meaningful outcomes.” Nevertheless, public servants need to be motivated and encouraged, otherwise, why would public servants want to spend more time and efforts to involve the citizens to complicate their operation. Therefore, LA4 claimed the public servants must serve people and do the job with heart and consciousness. OA4 discussed some causes might have influenced the public agency’s decision to adopt CP practices or the quality of CP including the leader's preference, budget restraints, and performance building consideration.

Growing the Awareness of Citizenship

MA2 considered, “The CP would become meaningful as the awareness of the citizenship and community grew during the process since the calm communicating environment that developed could facilitate smooth discussion throughout the CP process. The rising citizen awareness from the efficient CP could eventually force interests exchange phenomenon gradually disappearing due to the advancement of communism. Thus, interest groups or individuals would be marginalized during the transparent process.” MA3 considered the meaningful CP could be accomplished if the sense of the citizenship level could be advanced to have their independent judgment or critical thinking regarding the policy.

LA5, who used to work on anti-corruption with SRWRO, stated that “The administration needs the real voices and opinions from the public side, not just what needed to be done from administrative respect without actual meaning and influence. CP should be a benign cycle and interexchange method that makes everyone in the process feel respected and cared. We need to connect with people and make them feel part of us to make it work.” OA1 suggested that a meaningful goal would be more achievable if the citizens

showed more desire in getting to know what government is doing. OA2 also observed that the capability of the participants could enable more meaning to the process.

The community leaders suggested the agency learn how to encourage the citizens to participate and discuss the agenda to achieve consensus through communication. The meaningful participation should be more inclusive by having more people involved and finding agreeable solutions to problems. PC5 also considered “The meaningful participation should be considered by the inclusiveness of the participants and utilizing an involvement method that could truly help the governmental operation. It is meaningless if the administrators only used the CP to build up a temporary performance without true action.”

Building Trust Foundation

LA1 considered “Meaningful CP could be accomplished through mutual trust based on all participants listening to each other.” It would not be meaningful and efficient if both parties were always opposed to each other. LA4 suggested, “We need to design the CP events by focusing on people’s daily life or economic interests which would attract the residents to participate; not just doing propaganda which would only scare the public away.” Once there is a connection with the citizens, the understanding, the trust, and the collaboration would grow. It would not be that difficult to invite resident participation in the workshop or environmental education programs once the public does not feel indifferent toward public affairs and distant from the administration. The meaningful outcomes could be estimated by the satisfaction of the participants in the administrative efforts. Therefore, VC6 claimed that “Government should provide the citizens with a sense of security and protection to regain the public trust; otherwise do not come to our

community.” CL4 emphasized mutual needs should both be satisfied during the participating process.

Facilitating Internal-External Collaboration

HA3 suggested “The policy should be made and promoted through cooperation between both public and private sectors and cross-agency among the government. LA2 recommended involving professional NGO, as the agent for the government to enhance the efficiency of the CP action. After all, the agency is too occupied to put efforts to CP activities; therefore, such NGOs could help facilitate the communication with the community. LA2 suggested the need for participation among the agencies since the agencies should achieve consensus on the policies before they respond to questions and demands from the citizens. LA6 worked on the anti-corruption project with the agency and suggested the administration should invite the agencies related to their tasks to participate together so the responsible agency could respond to citizen needs efficiently. PC6 suggested “There are various elements to achieve a successful outcome such as the willingness of collaboration from the other agency, the media's broadcast, and the support from the supervisors. Participation is a method but not a purpose that needs a goal.” Therefore, a meaningful CP should set up a goal and be well-organized for achieving the target.

Summary

The perspectives of meaningful CP from the administrators seemed to focus on the communication method and quality and the development of trust-relationship with the citizens. Most of them seemed to realize CP cannot be just a job ordered by the supervisor but needed a new mindset to exercise it. The case projects would not be accomplished

without the leaders' determination and supportive attitude since whether a meaningful CP could be achieved or not would mainly depend on the attitude of the leader. To receive a meaningful outcome through the CP exercise, the top leader of the agency was a power of example by showing up in person to lead the team in demonstrating to the residents the agency's progressive attitude and sincere intentions to provide the opportunity for the residents to contribute their opinions and provide response from the agency. Not only the high-ranking administrators realized the passive informing method was not useful, but the operating administrators suggested interactive communication should be conducted in the early stage of policy planning which was a new thought influenced by the CP projects.

Therefore, most of the administrators seemed to realize CP was all about the process not consequence or performance from CP exercises which is the awareness development from the exercises. They comprehended The CP process should be in a two-way and interactive manner, but not like the traditional propaganda activities done without interactive communication elements that would help them adjust the operation method in the future. Also, the top administrators, managers, and the operating officers all expressed the necessity of the support from the supervisors since their decisions and willingness would influence the operating staffs' implementation directions and outcomes which showed the connection and significance of leadership's impacts on CP implementation. Most operating officers reflected they needed to be motivated by the supervisors' supports and encouragement to interact with the residents and respond to the residents in a mutually satisfied manner; not always taking the blames for the agency.

There were precious findings that the middle-level managers highlighted the significance of advancing the awareness of citizenship to enable the occurrence of the

meaningful essence of the CP actions. The public representatives also considered the agency should put more efforts into helping advance the recognition of citizen participation. Without citizen self-consciousness of civic rights and responsibility, the agency’s CP efforts would not be productive. To achieve the meaningful interaction, the administrators and the contractors emphasized the necessity of introducing interagency and external collaboration to achieve a practical outcome which is also the critical factor to better the quality of CP events. It seemed both administrators, and the civic interviewees agreed to have a meaningful movement; not just a gesture from the administrative activities for public expectations. However, it would depend on administrative willingness and determination to make it happen since the CP is supposed to be initiated by the administration. The awareness of the administrators of the significance of a meaningful CP would be the foundation and stimulus for future participatory development. The views toward having a meaningful CP are summarized below (Table 5.4).

Table 5. 4 The Perception of Meaningful CP

How CP to be Meaningful?	
Administrators	Civil Representatives
*Showing Willingness & Attitude!	*Involving Citizens to Decision-Making
*Creating an Interactive Process	*Creating an Interactive Process
*Having Supervisors’ Supports!	*More Inclusive
*Cultivating the Awareness of Citizenship	*Providing Sense of Security
*Building Trust Foundation	
*Facilitating Internal-External Collaboration	

5.1.4 How was the CP Projects?

The researcher solicited extensive evaluation of the CP project from all the interviewees. The section summarized the evaluation organized by the administrators and civic interviewees respectively to seek how they perceive the same events in which they both participated.

From Administration

Most administrators provided a positive evaluation toward the CP projects in which they were involved, though some administrators still considered the need of improving issue-setting and project planning before implementation.

Successful & Meaningful

HA1 concluded that “Fortunately, our agency had built a positive reputation through the CP projects to regain the trust of the residents. I do consider the factors of gaining successful breakthrough from our CP project was because we communicated with the community from taking their point of views and their feelings. HA2 shared, “Honestly, it was not smooth in the beginning, but later we started to receive positive recognition for our efforts and were rewarded for our action.” The SRWRO’s manager who is imitating the CP project did produce a positive influence on their operation locally. MA2 also recognized “We witnessed meaningful outcomes since the citizens became more supportive of our operation and liked to collaborate with us on some other tasks for the community welfare.

Compared with previous interaction with the neighborhood merely for developing the initial relationship, we could now communicate with the community regarding issues such as history, culture, or agriculture marketing not just drinking and eating, without touching upon social problems.” However, MA2 added “It would be more meaningful and efficient if more participants could understand what we were discussing. Overall, the outcomes of CP are relatively positive; otherwise, the government would not continue to do it. OA3 recognized one positive outcome of the project was to enable the community explicitly knowledge of the existence of the agency, SRWRO.

Improving Distrust Status

LA2 observed the apparent accomplishment is to advance the trust level from the community through their CP efforts. Also, LA2 admired the previous leadership introducing CP exercises to the operation and finding a professional contractor to help them learn and complete the project with meaningful outcomes. LA5 concluded, “I considered the project was successful mainly due to the leader's determination and interagency collaboration.” Two OAs recognized the positive and successful outcomes since the agency made progress to reach out to more resident participants as they planned and reduced the distrust gap with the citizens. The CP activities seemed to help bridge to a more trustworthy relationship with the community.

Establishing Communication Platform

OA5 considered the exercises were highly satisfying since “We established a public platform for communicating with the citizens and collecting the public opinion that could be considered during the decision-making process. Through the conversing platform, we have a larger scope to discuss with the citizens. In addition, we built up a friendly relationship with the citizenry.” OA4 observed “At first, we were not moving forward smoothly since our information was too difficult for the citizens to understand so the residents could not join the conversation. Therefore, we adjusted the method to create a relatively equal environment for all the participants to understand each other better. Nevertheless, we cannot just talk about technical content all the time, and we cannot just try to convince but not communicate. We should provide enough information to the citizens to involve them in the process. Now, the citizens are more willing to join us to understand our work. The more understanding they have, the less opposition they reflected.”

Not Inclusive enough, Not Well-Planned

On the other hand, LA1 refrained from evaluating project accomplishment since there are still silent resident's views, though they did accomplish the goal to build the demo well within the three years. LA3 considered the agency's CP action was one step ahead of other agencies; however, both the public servants and the citizens seemed not to understand how to lead the participation and participate in the process. We both need to change our mindset to pursue it." OA3 did not consider their project turned out decent since the agenda or the issues we like to deliver was not well planned but just pushed through since they needed to do it. Therefore, the issue setting is critical, and the initial motives of doing CP is also critical to the outcomes. The action without the concrete idea would sometimes trigger public antipathy and opposition. Citizens would even suspect the CP is activities to split their neighborhood unity and destroy the harmony of the community.

From Civil Representatives

Along with a most positive assessment of the CP project from the administrative side, three of four VCs recognized the agency's efforts of initiating the participating interaction in the communities. The CLs thought government CP seemed only to expect the citizens to participate at first, but later they witnessed the agency's sincerity and efforts to invite and encourage residents to participate and share their inputs toward agency operation during the CP process. The feedback toward the CP project from the civil interviewees would provide a valuable reference for the agency to consider the evaluation of the public work from citizen perspective for further consideration of the administrative actions.

Administrative Behavior Changed

Four community leaders expressed positive recognition toward agency CP efforts since it provided the opportunities to let the residents learn what the agency planned to do in the community and allowed the residents to express their opinions and input. CL1 said “It is highly recognized that the agency had such a breakthrough from conducting CP practices no matter what the results were. It is the first step to enhance the citizen awareness through the CP process.” CL2 considered the CP exercises let the opposing residents understand the well project might not be harmful, as they expected, so the opposition was pacified. The way the agency interacted with the community seemed to change a lot since the agency did not insist on doing whatever they planned but instead discussed what the residents expected the agency to do. All contracting interviewees praised the agency’s efforts to launch the long-term CP projects among the agencies since it takes time and budgets for channeling the misunderstanding and seeking the solutions for the unsolved problems.

Sincerity and Willingness Shown

CL3 also observed the attitude of the public servants became friendly to show their sincerity of responding to the community overall. The administrators seemed to be very attentive to residents’ opinions. Two contractors mentioned administrative willingness and determination would be the critical factors in changing the interactions and making the outcomes more meaningful. PC2 observed that “Despite facing strong opposition, in the beginning, the agency smoothed the disputes and antagonism during the CP process due to administration sincerity and were well received by the residents.” PC4 confessed that “Our organization was willing to take the project was mainly because of seeing the sincerity and

willingness from the agency to entrust us operating the CP project locally.

Leadership and Teamwork Presented

PC2 considered “Without the leader's determination and guidance, the operating officers seemed not to believe it would work or could solve the long-lasting problems at first. PC6 analyzed that “It was easier for the agency to implement the CP project in this case because the employees are more obedient to the supervisor's instruction due to the characteristics of the personnel with a similar engineering background. The contractors also pointed out the operating officer from the agency was also had a key role in influencing their work and outcomes during the process. PC3 highlighted “The interaction between the operating officer and the contractor is crucial to the outcomes. The operating officer in this project came to the community frequently to obtain an understanding of the situation we had encountered enabling him to deliver on the actual issues and development to the supervisor. This helped establish a whole-team understanding of the real issues.” PC2 agreed that the success of the project was partly because of the operating officer playing the critical role in wanting to learn with the contractor through the process. One contractor also managing a three-year educational CP program considered it is a co-learning process as well.

Community Relationship Improved

VC3 witnessed that “The relationship of the agency with the community was improved since the previous bureau head came to our community so many times and participated and sponsored the community events as well. VC4, despite strongly complaining about the agency’s inconsistent acts, still recognized that the previous agency head did make efforts to channel the misunderstanding and solve some long-existing

community issues to convince them something different from agency's action. VC5 expressed that the consulting firm working with SRWRO did do a better job compared with the tasks done by the public servants directly. The agency should keep adopting CP for the operation. The contractors witnessed a significant change in the resident's attitudes toward the agency. PC1 stated that "The significant outcome of the initial CP project was to break through the hostility and build up a benevolent relationship with the community." PC3 also considered the CP project enabled the residents to acknowledge the water issues and the existence of the agency and its relationship to the community.

Overall Satisfied but Still Pity

VC1 first protested to the agency's CP project saying, "The agency has mostly done as they promised to solve the community problems such safety, environment, and water issues." At least the contractor working for the agency did pass our opinions on the agency which is different from what we have experienced previously. However, the village chief felt pity that the agency did not continue to fulfill what they said they would do at the end of project period. VC2 praised that "The agency did not just do as they planned but also helped us to coordinate with other agencies to negotiate the dike project; which, the previous administrators had promised to accomplish long ago. Furthermore, we had the opportunity to express our dissatisfaction from this CP activity." However, the village chief also felt disappointed that the agency did not engage the residents in monitoring how the trial well was functioning to prove whether the well would impact on the underground water intake or not. The CL4, school principal pointed out the one pitfall of the project was "SRWRO came to talk to the community after they already decided on well construction but did not discuss the issues with the residents to come up with the plan. That was the

reason why they faced huge confrontation in the beginning.” PC2 felt disappointed that the final consensus was made through interests exchange, but residents were not willing to support the well project. However, PC6 shared that governmental operation usually did not reflect the facts or identify the actual problems. The attitude and the readiness by the administration have not been well prepared for operating the CP.

Reconsidered the Role of Contractor?

Though most of the interviewees considered the contractor as helping the execution of CP projects, and that they did a reasonably good job, some interviewees felt the contractor might become the obstacle to discount the performance instead. LA3 reflected the residents did not trust the contractor but asked the staffs to show up in person for further communication. CL2 felt shame that the project was influenced by the internal personnel issues from the contractor; otherwise, the agency had worked very hard to entrust people. CL4 also complained that the contractor did not significantly help facilitate the communication between the agency and community. The principal felt the burden of working with the contractor had ended up on the agency and the school; who were working respectively without actual interaction. PC1 reviewed whether they were doing an excellent job and confessed that “I have to admit that we, as the contractor did not devote enough time and effort in the third year of the project, so the previous similar problems surfaced again as in the very beginning before launching the CP project that was a pity.”

Not Inclusive Enough?

CL3 stated that “I was wondering why SRWRO did not invite most of the schools in the community to participate. Also, the event was not well-planned at the end. The agency did not clarify enough how they would monitor the model well in reference to the

future planned well project. They seemed to lose momentum at the end and make people feel untrusting again.” CL4 also suggested the agency should involve more community schools in the project so the students could learn from the agency regarding the community water issues. The agency could build an on-site education platform through opening the operation site and letting the students and teachers bring the learning experiences back to the campus as part of education program as well.

Still Just a Gesture?

However, VC4 was still not satisfied and complained “The agency rarely did this. They only come to us when they have something going on and make only a superficial visit. They would never ask our opinion; they would just say no even we provided our opinion. So, we may not tell what the difference is for this one. VC4 strongly criticized that “At the end of the project, we were told the planned wells would be built in our neighborhood in a different manner from the original plan which is frustrating and made us feel helpless since the agency did not discuss this with us during the past communicating meeting.” Therefore, the village chief considered all the CP activities were just showing a gesture by asking citizens opinion on the one hand but using our participation to endorse agency's plan for their actual execution on the other hand. The chief hopelessly expressed that “I do not think we need to participate since the agency already well-planned everything. It is useless to participate. We do not want to participate anymore since it is wasting time to give out our opinions. It is useless going to those meetings.”

Summary

Based on the feedback provided by both sides of interviewees, it seemed that the administrator felt overall satisfied with the outcomes and considered it was a successful

action due to the breakthrough of the distrust bottleneck and the improvement of the community relationship (Table 5.5). They started to realize the difference in the outcomes compared to those which occurred previously and understood what meaningful dialogue actually meant to. Through CP, the administrators developed a deeper understanding of the significance of “communication” during the process but not like what they did for finishing the job in the past. It was interesting to find out none of the administrators mentioned the breakthrough was because of the change of administrative actions and attitude as the civil side noticed. The civil interviewees indicated they did feel the change of the attitude and sincerity and willingness for involving their engagement. However, the administrators did not perceive their effort of listening to and communicating with the residents developing a positive attitude toward the CP actions then act meaningfully as the attitude led. Therefore, it is necessary to remind the administration the significance of how attitude development affects their decisions and behaviors that connect to trust-building and administrative performance.

Most the civil interviewees also considered the outcomes were positive and meaningful which was unlike what the administration did previously. Most of them felt satisfied with the process and the results. However, some still revealed distress regarding the final decision of the well location since the administration did not consult and finally confirm with the village chiefs from the neighborhood where the well site would be. The administrator was also left wondering why the village chiefs would turn against the decision since the previous communication was interactive. All the efforts the administration had devoted could be considered the fulfillment of the achieving the level of citizen power as Arnstein’s participatory ladder indicted. It was unpropitious that at the

end the administration did not communicate with the village chief representing the neighborhood where the well would be constructed when they decided to change the location. The objection of communication from the village chief disconnected the trust link that has been carefully built from the early period of the project. The efforts of facilitating communication and channeling the understanding must be constant and continued during the process with care. The outcome would be better if the administration would have been open in their consideration of the new site decision to the village chiefs and not just talked to one or few making the others feel ignored and sacrificed without knowing the details. Transparency is the best policy to unforeseen risk.

Table 5. 5 The Evaluation of CP Projects

How Was the CP Project?	
Administrators	Civil Representatives
<ul style="list-style-type: none"> *Considering Successful & Meaningful *Improving Distrust Status *Establishing Communication Platform *Not Inclusive enough, Not Well-Planned *Reconsider the role of Contractor 	<ul style="list-style-type: none"> *Administrative Behavior & Attitude Changed *Sincerity and Willingness Shown *Leadership and Teamwork Presented *Community Relationship Improved *Overall Satisfied but Still Pity *The Role of Contractor to be Considered? *Not Inclusive Enough? *Still Just a Gesture?

Both sides of interviewees also pointed out the improvement of trust level and the communication relationship due to the CP project. Trust is fundamental to success is also the critical element to influence the process and direct the outcomes. Both administrators and civil representatives indicated the inclusiveness issues in project planning. For example, the administration could invite more schools located in the region and not just one elementary school to participate in the project since the schools help spread information. Alternatively, they could invite the parents, who are also the residents, to enhance the participation. In addition, schools are the partners for the administration to promote the

environmental education program. It is suggested to be as inclusive as possible to allow more “stakeholders” to participate in the process and enhance action influences. Both sides also raised the role and the functionality of the contractor, serving as the facilitator and implementer for the agency. Some considered the contractor would not help but even worsen the relationship with the agency due to the working attitude and purpose of the project. The civil interviewees also witness the team working cooperation, in particular, the leadership of the agency, to promote the CP efforts that significantly contributed to the satisfaction of the participants.

5.1.5 Still Favor CP or Not?

After receiving the perspectives of CP from the interviewees, the researcher further confirmed with the interviewees to see if they would still favor the CP activities being continued. Most interviewees confirmed SRWRO’s CP practices did bring positive influences both to the administration and the community. HA1 considered CP could become a useful solution be strategically used in the future.” MA2 supported the CP action to promote their operation since the administrative goodwill would be produced through communication with the resident. Five LAs favored adopting CP to their tasks since it improves administrative efficiency. Most operating officers agreed CP allowed them a chance to clarify misunderstanding toward the policy and enabled them to listen to the public voice that could smooth prejudice and opposition which the agency has been facing from the community. With the exception of two village chiefs, which felt relatively skeptical toward administration’s CP action, village chiefs felt optimistic and expected the continuing CP by the agency. Most community leaders praised the agency in adopting CP action to advance the residents knowledge regarding what the government was trying to do

and how it could impact their lives. They considered it better than doing nothing; although some community dissatisfaction still exists. The feedback of whether still favoring the CP in the future is summarized in Table 5.6.

Table 5. 6 The Preference of CP

P/Initial	No.	Favor	Not Favor/ However, Will Do	Not Answer	No Preference
HA	3	2			1
MA	2	1	1		
LA	5	5			
OA	5	5			
VC	6	4		2	
CL	4	4			
PC	6	6			

However, some interviewees also shared some thoughts regarding the CP beyond the preference. HA2 shared “It does not know about my likeness toward CP or not, but it is the trend to accept the new idea and attempt a novel practice the administrators need to adapt to.” MA1 also expressed “In fact, I do not particularly favor CP or not, but I have to admit it is the inevitable trend for the administration to tackle the problems with the civic groups or the citizens. However, “I have to admit I am not open to CP practices and would apply it to all my administrative decision or operations.” LA1 considered “CP has very time-consuming tasks, and the same method would not always be suitable for all situations.” Also, the manager emphasized “Only conducting CP practices cannot solve all problems and it needs coordination with various parties. CP is not just a one-button operation but a long-term effort from accumulating understanding and consensus to accomplish the task.” LA2 felt CP should not become the platform for the citizens to ask for specific interest exchange or compensation. The administration needs to consider if the response to the needs of the participants reflects the purpose of serving the public interests through CP

exercises.

LA3 also agreed CP is a time-consuming process so that the agency needs to evaluate how to use CP efficiently. LA4 felt pessimistic about the future practice of CP; although recognizing its positive impacts. The manager stated “I consider CP quite troublesome and complicated. Even though you know, you are doing the right things, but it could be still wrongly done since some difficulties occurred during the process.” Three officers considered CP is a useful option to fulfill organizational goal but not the absolute method or only one for every task. CP might be more suitable for a task that is not urgent since the participation process can be long-lasting. Another officer stated that “We need to be more transparent like those experiences in the US and European countries. However, CP is not suitable for all the operation. We might need other alternatives to deal with controversial policy.”

Therefore, LA4 suggested the future CP exercise should be promoted from the high-level administrators, top-down to encourage and support the subordinates applying the CP practices. One operating office along with four other colleagues of SRWRO all supported their administrators’ decision of CP exercises suggested it would be better to operate CP in a top-down manner to seek more operational efficiency. Most contractors helping the agency implement the CP project expect to see more improvement in the method to promote CP with more quality and not just merely scratching the surface. “It is not about the quantity but the quality” emphasized by PC2. PC6 considered “Government should be determined to proactively promote efforts into CP activities since CP could help convince public servants that the citizens want to see the agency help in solving problems together and encourage public servants in trying the new exercise. PC2 suggested

“Establishing a CP mechanism for the policy formulation, or implementation is necessary for the future. The mechanism does not mean to have a typical SOP to operate the process.” However, the spirit and the attitude for making such a mechanism needed to be presented, such as the allocating the budget to promote the CP and open the procedure for broader participation.

5.2 Theme 2-Regarding the Distrust & CP

This section presented feedback regarding the distrust issues and the perceptions of whether CP could help improve distrust problems. The perspectives differed regarding distrust between the administration and citizens, and what efforts needed to be devoted to improving the distrust problem were discussed in this section.

5.2.1 What Caused the Distrust?

Therefore, the author asked the interviewees what they perceived regarding the distrust issue. Both the administrators and public representative saw the relationship between the agency and the residents had improved from previously distant and hostile relationship to a relatively friendly and conversable one. The researcher asked the interviewees regarding the distrust issues toward government since the doubt from the civil side toward the administration seemed to significantly impact the operation of the CP practices and other policy implementation. Most interviewees agreed, without a trust foundation, it is hard to pursue any further communication or discussion rationally or even seek the consensus. However, trust cannot build within a short-term since it has been built through the time. Just like the analogy provided by one interviewee that “It is just like a long-term wound with severe damage underneath but undiscovered in the body. Once you open the surface to start treating it, the damage is to be found deeply rooted and more

severe.” The interviewees provided plentiful thoughts regarding the widespread distrust to be categorized below, also including the aspects of whether CP efforts would improve distrust problems.

No Transparency & Miscommunication

Many of the top-level administrators seemed to understand citizen distrust toward the government. They considered it natural for the citizens to not trust or to suspect out government’s actions since the government did not provide enough information. HA1, the former bureau head of SRWRO, stated that it is human nature for the citizens not to trust the government; public servants should consider why the public did not trust the government and whether administrative actions have responded to the public needs or not. MA1 stated there was also the objection resulting from the miscommunication of the public servants; however, MA1 claimed that “The public servants are citizens, so we should not make any policy to harm or to be against the citizens and ourselves.” MA2 confessed that “We started from a project which was not smoothly undertaken since there was much misunderstanding from the citizens previously and of course we were not transparent enough about the policy content. We need to let the community know what we are doing and that we are doing something helpful for the residents, or that we are not doing something to harm their welfare or interests.” OA1 observed that “Public servants are used to speaking from their professional standpoint and could not deliver the context in an understandable fashion to the public. Citizens would not understand those policy presentations if they contained essentially technical terms. It was not because the policy is not well-informed but because people misunderstood the content from the explanation due to all the jargon.

Five middle level of managers of SRWRO all considered a massive information gap existed between the government and citizens who did not have knowledge of or understand the facts of the administrative actions. They admitted that, in the past, the government tended not to be open and not be transparent to society or even not intend to provide any information to the public. Citizens had the impression that government would never come to ask their opinion which forms the image of a government that is not transparent. The citizens would still not trust if the administration did not precisely explain policy details in a manner in which the residents could understand. Also, the manager pointed out the administration needed to broaden the information broadcast channel to spread out the policy for the residents understanding what the government is doing.

The officers also pointed out the accuracy of the information online was problematic causing misunderstanding and an impact on the accountability of the administration. Therefore, online government information needs to be updated in time to clarify the policy content suggested by the officers. The community interviewees explained that the local opposition originated from a lack of understanding concerning the policy contents and impacts. Previously, the demonstration came from a lack of the communication and not transparency in disclosing the information. The expectation gap toward the policy between the government and citizens prevented a consensus from being reached and increased the distrust. The contractor claimed citizens usually hold some hostility toward government since they have the prejudice that government is operated without transparency or in the black box. Also, the residents did not understand what the public servants explained due to the technical language they used.

Administrative Elitism or Arrogance

Many administrators admitted the distrust issues are because of the public servants' attitude or the perception from the citizens toward the administration. HA1 said "I like to remind my colleagues not to show elitism or professional arrogance to the public. I do not think we are always correct; on the other hand, I would say citizen opinion is accurate as well." The administration should review why the public did not trust the government and whether administrative actions could respond to the public need. HA1 emphasized that "Everything needs to be started from the very beginning, that is, thinking what people need. Public servants need to let go of the arrogance of elitism or professional egoism. We should not let the citizens feel they must follow our instruction or listen to us just because we are the water agency. We should not show professional arrogance toward the citizens." LA3 admitted "Some public servants might feel it is time-consuming to communicate with the citizens since it could bring more blame. The more the citizens knew, the more complaints come along through the communication."

LA2 mentioned "Government was perceived so authoritative that the citizens were afraid of dealing with the administration and would felt they had to follow all the administrative decisions. The citizens seemed to feel the government basically ignored public opinion." OA5 considered the distrust formed might be because the agency did not adopt public opinions into the final decision which discouraged conducting further communication and eroded any trust toward agency's participatory actions. Furthermore, OA4 pointed out "Misunderstanding would result if the administration's behavior was misleading and their attitude was not affirmative enough toward policy." The agency is still not accustomed to disclosing all the information for avoiding the troubles that they

foresaw would interrupt their operation. The public servants might be afraid of being asked to do too much once the information was open to the public.

The village and community leaders mostly expressed their long-term dissatisfaction toward administrations' attitude and actions since they considered the government did whatever they decided to do without telling the citizens. There was no communication with the community in the past. Alternatively, public servants would show up only when there was a protest or when told to show up by the supervisors; otherwise, the citizens would be ignored without care. Therefore, it is natural for the citizens to feel uncooperative since the government only approached them when they needed the public to serve their purpose, shared by VC6 who was against the well project. VC3 claimed "We do not feel we are benefited by the public resources or policy or our tax money. It is always about the procedure which made the residents feel helpless." Public servants might not trust people since they assumed people would not trust government no matter how hard they try therefore public servants would feel hesitant to pursue CP activities. Public servants were defensive and did not interact if they felt the public would try to oppose them.

"One Government" & Where is the Government?

To the citizens, there is only one government since they do not understand complex government structure. It is reasonable for the citizens not to collaborate and show their resentment when they did not know which agency or found no agency to present their problems in the past. Some administrators realized that residents would think governments were all the same when they brought up problems without understanding the different jurisdictions and authorities of agencies.

However, the citizens, not understanding the jurisdiction and turf among the

agencies, would not turn cynical if they found out the government could not solve their problems. LA3 said, “We felt helpless since we only could pass the opinions to the responsible agency and cannot do anything toward the requests.” The contractor also noticed that citizens seemed only to recognize one government in their mind. People would feel frustrated when an agency did not respond to the request and did their job. The community would by nature oppose any agency going to them for other issues due to the previous negative impression of other agencies. Citizens started to question the meaning of participation since no agency could be accountable for the issues they encountered.

The community leaders were unaware of how to approach the right persons when they had the problems. VC1 said, “We did not know whom we could approach if we have some suggestions for the government since we did not understand the complicated government system. The citizens did not understand which agency they should reach out to for answering their demands. The explanations from the agency were confusing since the citizens only needed to have the answers and see the outcomes. We cannot approach the agency so how we can trust them. The government does not know how we suffered and what we thought; the government did not care and try to understand us. So, how can we find the responsible staffs to express our problems?”

No Response or Breaking Promises

Given the confusion in reaching out to the right agency, residents were used to getting no response or witnessing promises broken by the agency. During the CP process, the citizens seemed to be eager to get the decision or promises for their requests. HA1 shared “Sometimes, distrust born was because we could not make the decision or promise after the discussion or communication so that the residents would refuse to communicate

again. The distrust would worsen when the administration implemented the policy without considering the public opinions from the participatory interaction or without providing the reasons for the decision making.” HA1 reminded that “We do not easily promise, but we should do more to keep our promises.” Both the middle-level manager and the operating officer claimed that it was not because they did not want to solve the problems, but because they did not have the authority while the issues involved other agencies’ duties. So, they could not make any promises to respond to resident requests. Alternatively, the administration sometimes changed the decision back and forth due to the political pressure or consideration which increased the degree of distrust. Citizens would not believe the government after being cheated multiple times. The mutual trust relation then became a vicious cycle.

LA1 considered “Citizens would discount our capability or distrust us when we could not respond to their requests that were not under our jurisdiction or authority.” The public servants would sometimes behave indifferently when receiving request beyond their authority and jurisdiction thus increasing the level of distrust. One OA also pointed out that the change of the supervisor or decision-maker was also one of the critical reasons distrust increased policy direction and decisions would likely be changed due to the different leadership. Citizens would feel more disappointed and less confident toward the interaction since no further administrative actions would be responding to the public requests said by one officer operating the well CP project. The officer also stated that the dissatisfaction was because the administration did not respond to suggestions since they were not sufficient to form policy. Therefore, one officer expected being given more authority or decision-making power to entrust people when they are interacting with citizens to

facilitate an active and smooth flow of communication. Otherwise, citizens would not like to spend time participating unless the supervisor involves responding to the citizens instead. The officer said it is all about accountability in trust issues. The administration would lose credibility when their promises could not be fulfilled.

CL1 stated that “We are not sure if they had difficulty in implementing what we suggested or if they were unable to do so since there was no follow-up after the interaction. The leaders also considered the change of leadership resulted in the unfulfilled promises that failed the citizens. The government made the rain check but without being accountable later which caused the citizens to feel no confidence and become distrustful toward the agency. CL1 foresaw that “People would keep distrusting government and would not engage when the administration continued to not consider their opinions into the decisions they made.” One village leader seemed to believe it is useless to communicate with public servants since the personnel would continuously be changed so they would not fulfill their promises once they were transferred to another agency. The contractor agreed the government failed the citizens since the public servants did not fulfill what they promised to do as well. The contractor also stated that people felt untrusting since there was no responsiveness from the agency after they expressed their opinions. People felt cheated when public servants randomly promised but with no later fulfillment.

Not Accountable & Efficient

Various administrators considered distrust resulted from unsatisfied performance and administrative inefficiency. HA1 claimed that “The public needed to see actual results to trust the administration.” HA2 pointed out that the most significant problem the government faced was being unable to efficiently make and implement policy, collect the

various inputs, and achieve consensus, and make the final decision to execute the policy. If the administrators did not finalize the policy, the administration would be considered not efficient. HA3 suggested “The administration should be efficient enough to solve the problems that could help to earn citizen the trust. The issue is not because the government could not hear what people said or the lack of a communication channel but because the administration just stops and does nothing due to struggling with many different voices. For example, one policy could possibly be laying there for five or ten years without any progress.” The officer considered citizens would question the government’s capability if the administration did not present professional capacity. The public suspicion will escalate if the administrative skills are not trustworthy.

In addition, the inter-agency communication was missing so that the agency was considered incapable when they could not answer citizen demands that were under the jurisdiction of another agency. The contractors observed that the distrust was because of the inconsistency or the constant changes of the policy decision or promise, or unclear and not transparent implementation or operation. The contractors considered that people do not feel trusting or necessary; so why join CP activities since some agencies seemed to behave not accountable for their tasks which already discount the willingness of the participation. Government's passive behavior was deeply rooted in people's mind so that people are reluctant to respond when the agency encouraged them to participate. One contractor said people would not trust the government when it started to lose its credibility and authority. Citizens would not trust the government when they witnessed the agency cannot solve their problems. In addition, the government's bureaucratic action is problematic, and the operation is not transparent enough causing the low credibility. In addition, the sense of

accountabilities among the agencies is very divergent which caused people to feel the administrations are always kicking the balls to one another without taking the responsibilities.

Civil Bias & Human Nature

Some managers also claimed the citizens showed no intention to acknowledge further the facts or the policy information provided by the administration. Citizens agreed on the policy to be implemented in the community but were later opposed to it making the administration to doubt the public opinion. In addition, citizens would still complain that the administration is not open to the community although the agency did consult the resident's opinion and considered it to the decision. LA4 stated that "People seemed to like to criticize about bad things but not promote good acts." In addition, the agency would not like to provide the CP process when they witnessed the NGO kept released wrong information to mislead the community without showing reciprocal efforts. LA3 claimed, "It does not mean the government is lying just because the administrative opinion is different from the civic ones." OA4 stated that "We had the authority system in the old times, so people fear government and choose to be obedient and following despite the distrust. It is hard to change people's mindset and behavior cultivated long ago. People would still feel the government is deceiving and acting distrustful.

The community interviewees admitted the bias toward the government had been accumulated long before and that is not easily changed. Citizens tended to believe the government is corrupt and suppressive. However, people like to be cared and consulted before decisions are made. They were skeptical as to whether the public servants were sincere in including the public and showing an intention of openness. The citizens doubted

whether the government cared about them and wondered whether openness would benefit the community, according to the village leader. The government should also have some faith in citizens since not everyone is terrible and against the agency. CL1 said, “We would like to believe government does care about the residents but just did not understand what the citizens needed.” The contractor observed that the citizens considered the government as lying because they have a different perception of the policy mostly. The contractor shared that citizens consider politics is a power game so people by nature will not trust a politician as well as a government since the politicians influenced the administrators.

Politics & Media Influence

Besides the factors mentioned above, the interviewees also mentioned distrust might have resulted from manipulation by the media and politicians. Media tended to broadcast the bad news to attract more attention but not the administrative efforts. LA2 pointed out “The media would focus on the controversy to attract the public attention but not policy content per se which made people see the government as not doing anything or a good job at all. In fact, governments have accomplished much work, but the citizens did not feel the same way.” PC4 pointed out that nowadays, the conflicts came from the increasing awakening of citizenship due to the openness of information through the internet. The distrust from the unaccomplished project was partly due to the different political beliefs between the local and central government from different political parties. The contractor observed the younger generation started to realize it is possible to influence the decision and not just to obey as before.

Summary

There are several reasons provided by the interviewees regarding the distrust issue

(Table 5.7). Almost all the administrators admitted governmental operation was not transparent which cause miscommunication and prejudice to worsen and increase the distrust level. Also, the middle-level managers all considered the information gap between the government and the residents as critical issues since the public servants tended not to be open or the residents still cannot trust if the government cannot explain the policy content. The accuracy of the information is also the culprit in the misunderstanding that cannot entrust people. Both the administrators and most civic interviewees pointed out elitism or arrogance caused the distrust problems. The community members expressed strong complaint and dissatisfaction about agency's long-term ignorance without interaction with the community. They considered the public servants would only go to them when needing something from them. The supervising administrators also noticed the problem and tried to encourage the staffs to start caring about what people know. The other administrators considered the arrogance image was probably because the agency did not adopt their opinions. The officers thought the elitism criticism was partly because the public servants are still not used to such an interactive manner and were worried about trouble from the openness and were not as arrogant as the residents thought.

Most resident interviewees expressed it was hard to reach out to the public servants to help solve their problems. To the residents, there is only one government, and any agency would be the same to them since they did not understand the complex government structure. However, the administrators have been bothered and wondering how to explain that it is not because the public servants did not want to help but because they do not have the authority to intervene in the decisions and operations of other agencies. It seemed residents considered government as one whole and expected the public servants should also share

the responsibility to respond to the citizens’ question even when it is not their jurisdiction, not just merely turn their backs to say, “we have no way to help.”

Table 5. 7 The Cause of Distrust

What Caused Distrust	
Administrators	Civil Representatives
<ul style="list-style-type: none"> *No Transparency & Miscommunication *Administrative Elitism or Arrogance * “One Government” & Where is the Government? *No Response or Breaking Promises *Not Accountable & Efficient *Civil Bias & Nature *Politics & Media Influence 	<ul style="list-style-type: none"> *Lacking Communication & Transparency *Not Understanding Policy and Impacts *Cannot Find Government to Help *Ignore & not Care *No Follow-up or Response *Policy, Decision, & Promise Changed *No Credibility & Authority *Long-term Perception

In addition, the interviewees also complained that the agency usually did not respond after receiving their requests which contributed to being the distrust as well. The administrators explained their lack of response was because they could not make any decisions or promises. The government was considered not efficient when took a long time to seek solutions and solve the problems which also caused distrust. The worse situation was when the agency easily made promises in response to the requests but later broke the commitment which disappointed the citizens significantly. Therefore, citizens would not trust the government since there appeared to be no accountability at all. The administrators also considered the distrust was part of the human nature of liking criticism and suspicion. Based on the above factors, the distrust has been accumulating without improvement which bothered both administrators and citizens. The administrators also mentioned the influence of media misleading and politicians’ manipulation contributing to the degree of distrust.

5.2.2 How CP Lessens Distrust?

After realizing the possible causes of distrust, the interviewees expressed their thoughts as the researcher questioned CP and distrust issues. Most interviewees agreed the

agency's CP practices would help improve the distrust relationship between government and citizens. The CP could involve the citizens in the discussion process to solve the problems together and increase the trust degree of the administration. They also considered some strategies to help with the enhancement of trust relations. As OA2 suggested, "CP could solve the disputes or controversy as the regular procedure between government and the citizens for understanding how to participate in the policy formation." A couple of community interviewees agreed both government and the citizens should be responsible for the distrust issue. The government should try harder to enable the residents to understand what government was doing; the citizens should show the willingness of participation and learn how to engage in the public affairs.

Sharing Information Symmetrically

HA2 considered "people would become more understanding and cooperative and more believing if they were informed more. The more symmetric the information people have; the more equal people felt treated. In the past, citizens had no idea what government was doing so they suspected the agency had dominated the operation. Once they understand how hard the agency had worked for them, they would instead show more empathy. Citizens would feel equal if they could have a chance to contribute their input. However, the more you try to hide, the more distrust accumulates, as the officer pointed out." Given advancing the government data open via the internet and other channels, the officer suggested government information online needs to be updated in time to clarify policy content. The citizens would be more understanding when the administration was more transparent and shared more information enabling the citizens to comprehend the administrative standpoint.

People would feel the administrative operation was changing if the government provided more channels for people to access the information. The agency should be practical and credulous when speaking with the citizens. VC5 suggested “Government should advance the speed of updating the information or communication with the citizens as the civil groups. Otherwise, the government would always fall behind and cause misunderstanding.” In addition, the remarks from the government should be frank, precise, and affirmative to let the residents understand the impact of the policy on their lives. However, VC1 reminded that “It is useless for the government just to publish the data or report produced by the agency online since we did not know if they are true or wrong. We did not see it ourselves, so we are not sure if it is trusty.”

The contractor also suggested that the agency should explain the policy content and the reasons for the decision. It is not possible to please everyone, but at least it should be frank and honest with people. Only telling the results without clarifying the context and process would lead to adverse interaction with the residents. One contractor felt pessimistic about future development since the government did not explain the details to the public; probably due to bureaucratic culture and the systematic problem that is not easily or quickly changed. It is hard to change the system since it is a long-term project. The politicians seemed not to be interested in altering the political behavior, so the citizens are not able to see significant changes from the CP efforts.

Showing Caring Attitude & Empathy

Besides openly sharing the information or data, HA1 proposed to share the attitude of caring and empathy with the public. HA1 stated that “There was nothing wrong the public expressing their opinion from their standpoint; it is reasonable to be self-centered.

We do not need to have assumption or bias toward citizen requests for communicating with them. Importantly, we need to care about how we deliver our message through the communication. Establishing the trust relationship with the citizens is like building the blocks that should be constructed wide enough for going higher; otherwise, it would be like a domino to be collapsed in a second. However, we need to be cautious since such a trust could be turned over again since people change regularly. Therefore, I encouraged my colleagues to make efforts to deepen and stabilize the trust foundation.” To remain proud of being a public servant, we need to show more effort, capability, and outcome to ensure people’s trust. Talking without actions would be like a bubble and burst shortly.”

HA1 profoundly believes “Without the trust, we have no channel to further communicate with them. Even with the initial trust relationship, the administration should further prove their intentions and actions are justified for the public interests to deepen the trust relationship. I do consider the factors of gaining successful breakthroughs from our CP project because we communicated with the community and took their point of view and their feelings into consideration. Importantly, we showed the citizens our sincerity and passion for listening to them and for solving problems together. I always consider passion is the igniter for attitudinal change.”

LA4 realized that “The public servants have to ask themselves why the citizens did not agree on the policy or the plan proposed by the public servants who are the elites, or the professionals selected by the strict recruiting system. We need to learn how to manage public affairs as well.” OA2 suggested that the society should become more civic-oriented toward reducing political manipulation. Therefore, CP could help improve public satisfaction and increase trust toward the government. One community leader suggested

that government should make efforts to make the citizens have faith in public servants so that they could feel the endeavors and assistance from the government in helping to create a better life for them. The contractor considered having the willingness to seek understanding of each other would help gradually build up trust relations.

Building Communication Platform

For improving distrust, one manager suggested the administration should promote and enforce more community friendly activities to involve the citizens again since it is necessary to have a platform to enable all the related parties to communicate together for solving the problems. OA1 also emphasized, “The way of sharing information by the administration is critical since the public cannot understand what we are talking about due to using too much jargon and technical terms.” Nevertheless, CP could at least advance the mutual understanding given the citizens’ suggestions were not considered and adopted.

Some civil interviewees suggested that the better way to help the agency become credulous is to go into the community to understand the needs of the citizens not just reach out to inform them of policy decision after finalization. The conflict could be pacified if there was a platform for communication between government and residents. In fact, it is not essential to accomplish outcomes from CP events but to enable the citizens to realize a sense of participation from expressing their opinion then brainstorming together during the process. Therefore, VC2 suggested the administration should facilitate more communication with the community leaders which could be fulfilled easily through the mobile technological application. Such interaction should regularly be conducted to build up a foundation of trust.

PC1 also suggested, “Public servants should use caution in the method of

communication since the traditional writing response manner would make people angry due to lacking consideration and flexibility.” The language used by the public agency should be plain and understandable by everyone to encourage more participation. The government should let the citizens know the agencies are willing to communicate. The public would consider government as corrupt if the agency did not reach out to communicate with the citizens. The contractor considered promoting transparency through CP activity could prevent corruption and dilute the negative image of government.

Producing Co-Learning Opportunity

Most administrators considered CP could enable an empathetic interaction between the administration and citizens since both parties need to bear the responsibility for the distrust issue. Therefore, CP events are the excellent exercise to create a co-learning opportunity both for the administration and the citizens. The NGO and community associations as part of the civil society members should also act with credibility and honesty to equally communicate with the government. The contractor also considered it is not fair to blame the government for all the distrust problems and suggested citizens should learn how to interact with the government. LA3 suggested, “Government needs to provide educational opportunity to open information through a public platform or channel but not let the interest groups mislead the citizens with wrong information.” PC4 considered the contractors also needed to build up trust relations with the agency through presenting expertise and facilitating collaboration during the process. In fact, everyone should be responsible for the distrust issue. Although the administration considered media misled the public and public opinion, the officers also considered media could be a helpful tool to enhance the social image of the administration and weaken the controversy and distrust

atmosphere.

Table 5. 8 The Strategies to Improve Distrust by CP

How CP Improves Trust	
Administrators	Civil Representatives
Sharing Information Symmetrically	
*Provide Information Symmetrically *Update Information in Time	*Update Information and Speed Communication *Ensure the Correctness of Information or Data *Explain the Reasons for Decision
Showing Caring Attitude & Empathy	
*Care about what Citizens Thought *Build Trust Relationship *Learn how to Manage Public Affairs	*Enable Citizens to have faith in Public Servants
Building Communication Platform	
*Provide Understandable Information *Advance Mutual Understanding	*Facilitate Communication with Citizens *Use Plain Language to Explain the Policy *Show the willingness of Communication
Producing Co-Learning Opportunity	
*Provide Educational Opportunity	* Citizens act with credibility and honesty to equally communicate with the government * Presenting the expertise and facilitating collaboration with Contractor

Summary

When being asked how CP could improve distrust, most interviewees who responded to the question contributed similar responses categorized as shown above (Table 5.8). They considered the distrust situation could be improved by sharing the symmetrical information, showing public servant attitude, passion, and empathy toward the residents by the administrators through CP activities. The administrators realized government did not share the information symmetrically which increased the misunderstanding and worsened the trust level by the citizens. Citizens did not feel trusting toward the government since they did not know what governments or did not understand what the policy content was. In addition, the supervising administrator encouraged the staffs to show a sincere and caring attitude and empathy for entrusting citizens during the CP process. Therefore, the government should build a regular communication platform like CP mechanism or

procedure for all the parties to converse openly and produce a co-learning opportunity to let the participants learn and grow from the process. Through the CP process, the administration should facilitate mutually comprehensible communication to enable the citizens to acknowledge the administrative operation.

5.3 Theme 3-Why Exercised CP?

Following the questions regarding the perspectives of the CP issues, the researcher further asked the interviewees what rationale or reasons they thought the agency should or would introduce CP into the administrative operations. The researcher aimed to seek what the views in the mind of the public servants, community leaders, and the professional contractor would be. The results from this section would be a valuable reference related to the conceptual framework the author proposed in this research. The data were summarized to following five concepts: (1) fulfill a democratic purpose, (2) exercise participatory governance, (3) pursue bureaucratic reform, (4) serve the public interests, and (5) share power.

5.3.1 Fulfil Democratic Purpose

Transparency is Fundamental!

Most, 12 out of 15 government interviewees considered providing transparency and openness or open information to residents was the core spirit to implement CP. HA1, launching the first CP project in 2012 recalled the intentions of using the CP activities to fulfill organizational goals that “It is worth spending the time to communicate and educate the community regarding the administrative transparency. Only through increasing levels of civic awareness toward social problems would better the quality of CP and its outcomes. Otherwise, the CP could end up as a tool manipulated by the populism which would be a

risk to our society.” HA1 believes showing transparency is the fundamental intent of the agency to exercise CP activities since it could advance mutual trust through a transparent process. The leader realized CP had become a useful tool in the democratic system to supplement a deficiency in the representative political system under the boom of social media in this era of cyber society. HA2 also realized that “We need to design and build a more transparent platform to collect common wisdom through openly disclosed information in advance so that the public servants could be prepared and ready for providing a transparent operation under the democratic politics in Taiwan.”

HA3 considered “The transparency is the essence of CP.” The process of how to form decisions and how to implement policy efficiently needs to be transparent and open to the public. HA3 claimed that the government meeting had been broadcast live online, so the whole proceeding of the meeting was entirely open for the online participants. The transcription of the meeting was provided online later as a record which could make all the parties participating responsible and accountable. MA1 considered “After the advanced movement of the openness of information request by the legislators, media, and organizations, we realized the administration needs to be more transparent to the public about the governmental operation. I do think necessary communication and explanation are needed since we cannot operate in the dark anymore. There is no way we can operate under the table due to the supervision of legislators and the civic groups.”

The middle-level managers mostly agreed the government should be more open to providing information thus showing more transparency to the public. They considered CP activities could enhance the transparency of the policy-making process and promote policy implementation. LA1 considered “The government could perform better through providing

more transparency. While exercising CP activities, LA5 suggested promoting the openness to all the project bidding process to attract reputable suppliers participating in the infrastructure projects. Making the process more transparent could smooth the proceeding toward better outcomes. It could also save more time in solving the disputes later. Three out of five operating officers expressed the significance of presenting the transparency through CP practices. However, OA4 pointed out the idea and concept of participation have not been renewed or adapted to the social trends yet. The impression of CP still stays at the stage of propaganda and is not a two-way interaction. Openness represents the accountability and the willingness to be inspected by citizens. They considered transparency could facilitate the improvement of the trust level if the agency could frankly communicate the truth and facts to let the citizens know whether it is feasible to take their suggestions or not.

Three out of six village leaders mentioned the government should be open to the citizens or at least the elected village chief who should be informed. VC1 said, “The doubt and fear would then be reduced through open explanation and communication.” VC4 suggested “Government should be open and frank to the community for seeking better efficiency. According to past experiences, the government always paid more attention to budgets to fix the problems when they did not disclose the facts in advance.”

Most community association representatives agreed government should be open to the citizens for a better understanding of the policy contents and administrative process and not be afraid of allowing the residents access to the information. The association leaders considered government should notify people of policy idea or plan first; not inform them what to do after the policy is made. CL4 suggested “Government should not plan or make

the policy in the office but go into the community seeking feedback from the residents. The leader further proposed, for example, SRWRO could open the weir site if possible for the residents to visit and learn about the operation process which would not only promote a friendly image of the agency but also advance trust from the residents as well. PC2 considered politics and policy are related to people's interests so government should be transparent in providing the citizens enough information per se.

Democracy or/and Efficiency?

While HA1 considered fulfilling the goal of democracy by conducting the CP, the administrator also pointed out some people would question the administrative efficiency of operations since CP could be very time-consuming; indeed, there is a dilemma between democracy and efficiency. Therefore, HA1 suggested “We should pursue good governance in public administration with a clean conscience, enabling a better decision on what to do for improved performance and efficiency. It is not easy to keep a right balance while safeguarding the democracy as well as pursuing efficiency. I do agree CP could become a disaster if it is not well-planned and prepared or if it is not a meaningful CP practice.” HA2 said “I consider seeking some kind of balance between parties as one way of presenting democracy, right? Providing more information could enable relatively equal rights in the knowledge to act. I believe policy-making and both administrative and legislative affairs could be effectively promoted through this open platform.” HA3 considered providing live discussion and transparent process to both administrations, and the participants are the representation of deliberative democracy⁹. HA3 suggested “If the government could

⁹ Refers to a form of democracy in which deliberation is central to decision-making combining both elements of consensus decision-making and majority rule.

explain the decisions made, the public would respect the administrative decision and the leadership. Respecting different opinions is the way of the democratic spirit, isn't it?" Nevertheless, people voted for a government which could serve the public in a democratic society, so they wish to know why the government is doing this, to be consulted during the process, and to have their voices heard. It might be more efficient to conduct a pre-communication but not arrange it after the public opposition formed but would cost time in solving the conflicts. It is too late to do the CP after the decision is made.

LA2 also pointed out that "Public servants still do not have knowledge of a certain level of democratic literacy to understand the significance of participatory governance even though we claim we are a democratic regime." CL1 considered "CP is a step toward an advanced democratic stage in our society that would enable citizens to play the rational government role. CP practices are a significant move toward democracy." PC2 considered, "It is necessary to have more public-private collaboration through providing citizen opportunity in the decision-making process of a democratic society. However, PC2 observed that "There are still not many public servants who like to take the initiative to promote CP for fulfilling democratic goals. PC6 pointed out it is not easy to build up a sound system in our country since the government cannot delineate from politics and our political culture is problematic.

Summary

The administrative interviewees mainly mentioned the significance of transparency delivered through the CP process. They recognized the necessity of building a two-way interaction via CP activities to enhance the transparency that is the foundation of democracy. In a democratic society; the interaction should be two-way and mutual as well.

CP is the action to provide the citizens the right to know and react. For local affairs, the administration should invite the citizens to co-manage some local facility if possible. With more actions of opening the information, the distrust problems could be nullified. The citizen's side was considered to be more about being informed in advance and having open communication with the agency. The administrator considered advancing CP practices to fulfill democratic purpose would not necessarily discount the administrative efficiency. Nevertheless, the administrators should practice good governance with a clear conscience and even further pursue deliberative democracy as suggested. However, the administrators should still advance knowledge to keep democratic literacy as the example for the citizens. The contractor considered CP as a model of public-private collaboration in a democratic society.

Table 5. 9 CP to Fulfil Democratic Purpose

Why Exercised CP- Fulfill Democratic Purpose		
	Administrators	Civil Representatives
Transparency is Fundamental	<ul style="list-style-type: none"> *Build Transparency Platform *Show more Transparency via Open Data *No More Operation in Black Box *Promote two-way Interaction 	<ul style="list-style-type: none"> *Inform the Citizens & Disclose Facts in Advance *Reduce Distrust via Open Communication *Invite Citizens to Understand the Operation
Democracy or/and Efficiency	<ul style="list-style-type: none"> *Pursue Good Governance with Conscience *Provide Citizens Rights to Know and Act *Find Balance b/w democracy/efficiency *Promote Deliberative Democracy *Explain the Decision & Pre-communicate *Enhance Democratic Literacy 	<ul style="list-style-type: none"> *Public-Private Collaboration in a democratic society

5.3.2 Exercise Participatory Governance

While talking about why it is crucial to initiate CP projects, HA1 mentioned meaningful practices are meaning of the governance, referring to activities like what we have done for promoting administrative transparency and civic participation. In the past,

the administrative power relations were mostly top-down or supervising structure that needed to be transformed into a sense of service in this modern public management era. HA2 considered public servants have governed the citizen in a manner that made the other party feel unreasonably treated since the government was a regulating and governing unit in the past. The one-way agencies information sharing with the public was problematic since it was still top-down and passive regarding citizens involvement. Therefore, the administrator considered “We need to change the way we operate when the top-down or the parenting guidance model is not working. However; it might be difficult to adapt it in the short period. The administration, as the host should show the invitees courtesy in providing participation opportunities. I do suggest government should be more responsible for promoting public understanding and participation in the administrative operation.” The government should be progressive enough to provide the opportunity and platform to interact with the public such as V-Taiwan, the online platform provided by the ministry office later; which is an effective development. HA3 suggested “The participation rule should be designed and regulated. So, I invited the private sector to make the rule, not the government. The V-Taiwan, the online legal policy platform was created by the private community, the “g0v organization”, then the government joined the activities. It was up to us to go into the community, not the citizens passively joining the administrative function.”

Bottom-up or/and Top-down?

Two OAs suggested different participating methods including the bottom-up method, to help root the knowledge foundation in the community and the top-down format enabling the high-level administration to lead the CP actions for achieving an efficient procedure. They considered CP could be one of the solutions to solve the community

problems and policy controversies. CL4 considered “The bottom-up and top-down strategies should be both adopted not only to let the citizens provide their opinions to assist with the decisions but also to channel the administrative thoughts down to the operating level within the agency. The subordinates also need to understand the high-ranking administrators' thoughts and expectations.” However, PC6 stated “It is debatable whether the CP should be done from bottom-up or top-down with more efficiency. For the environmental issue, bottom-up might be better. The top-down approach could help build up relations. PC5 considered bottom-up would be an efficient way of introducing the external resources such as the public awareness to build up an interacting setting for solving the problems.

Bottom-Up Interaction

MA2 considered “The new form of governance should be the public servants listening to the citizens more, not vice versa as before. CP would be a necessary practice to promote the water-related operation since we are the agency responsible for managing the important public issues for citizens’ lives. LA2 clarified that ‘The value of CP is that we are leading the citizens, not “governing” them.’” The middle-level managers felt it was suitable to design a participatory mechanism to encourage the public servants continuing to undertake the CP exercises. LA1 considered “The past pattern was we made the decision then the citizens followed or were convinced to follow. However, now it is different due to the growth of the citizenship and increasing demand from government. I also suggested local government should also apply CP practices to their operations since the central agencies do not have the authority to manage the local affairs under the current system.” Furthermore, LA5 urged that “Participatory governance should involve not only the

citizens but also other agencies, to promote an understanding of the administrative project and the collaboration of resources to produce better performance.” LA4 believed “It would not be that difficult to convince the citizens to participate if the supervisors would recognize the significance of the governance breakthrough and share the supports with the operating colleagues.” In addition, the agency should promote the CP principle and reach out to the businesses and the community to let them know how public and private collaboration could benefit their life and the society. It is time to connect to civil society from a bottom-up interaction. The government should stir the awareness of citizenship values.

Top-Down Involvement

The OAs suggested the decision-maker lead the participatory activities to enable the CP outcomes to be more efficient since the administrators have more power to coordinate the resources and steer the operation of the agencies. LA3 considered “Sometimes, the upper-level administrator did not intend to make the wrong decision, but they did not receive correct and necessary information due to not participating enough. LA2 suggested the agency should make CP as the customized administrative procedure for making the policy. Also, CP could be the balance between the administration and politics since the administrators need to compromise with the politicians. The good intent of the policy goal could be achieved and fulfilled once CP becomes a trend and the politics were less superseding. VC5 also agreed, “The government should initiate the governance, then invite the citizens to participate in further discussion.” VC4 suggested, “Government should not be acting autocratically by only talking about policy and rules, and not understanding how the residents feel and suffer.” The government should be more

interactive with the community and care about the residents' life, not only approach the residents when needing something from them.

Inter-Agency Collaboration

CL2 suggested "The participation should be applied to the agencies as well. The government should also collaborate with other relative agencies, not just the individual agency that does their operation. Agencies should be cooperative toward one another to solve problems together; not one agency to facing the issues alone. The contractors also suggested intra-agency collaboration to advance discussion practices among the administrations; not just documentation communication. PC3 mentioned agencies usually stay within their territories lacking the vigorous actions to understand and care about other agencies' operations. After all, agencies need to step out their turf to gain more trust and willingness of participation from the citizens. PC6 considered collaboration could also help produce more transparency.

Summary

Both sides of the interviewees mentioned the term "governance" and pointed out utilizing either top-down or bottom-up approach during the interview. One administrator emphasized the administration should lead the citizens but not govern people regarding governance. They suggested promoting the bottom-up manner through CP could help grow citizens awareness and an understanding of how citizens feel. It could also be applied to internal communication enabling the operating level staffs understanding of executive considerations and the purpose of the decision to accomplish the policy goal. The operating officers significantly need the support from the supervisors to advance the operation efficiency. Also, internal communication and collaboration include working with the other

agencies horizontally to facilitate communication and thoroughly find the solutions for solving community problems. The administrators suggested making CP the customized procedure for the public servants to follow and practice.

The civil interviewees also considered bottom-up interaction could help grow the public awareness but not make citizens feel like autocratic administration. Therefore, the government should initiate participatory governance by including citizens into policy-planning and decision-making process. Through the participatory process, the administration could show a willingness of communication with the citizens. The contractor also suggested the administration should enhance the collaboration within the agency. The agencies should step out their turf to cooperate with the other agencies as a whole to serve the public. The feedback regarding the participatory governance was summarized below (Table 5.10)

Table 5. 10 CP to Exercise Participatory Governance

Why Exercised CP- Exercise Participatory Governance		
	Administrators	Civil Representatives
Bottom-up or/and Top-down?	<ul style="list-style-type: none"> *Combine both Approach to Exert the Efficiency *Leading Citizens but not Governing. *Bottom-up Internally *Supervisor Share the Supports *Connect to Civil Society *Make CP as the Customized Procedure 	<ul style="list-style-type: none"> *Bottom-up to Build Public Awareness. * Not Act Autocratically * Understand how Citizens Feel *Initiate Participatory Governance and Involve the Citizens *Show Willingness of Communication
Inter-Agency Collaboration		<ul style="list-style-type: none"> *Inter-agency Collaboration is Needed to Solve the Problem *Step out the Turf to Cooperate with the other Agency

5.3.3 Pursue Bureaucratic Reform

Most of the administrative interviewees shared abundant thoughts regarding the necessity of making a change of the bureaucratic settings and organizational culture with

CP. With the upcoming transparent era, most of the interviewees considered the public administration should be adaptive to the change, and the actions should be feasible through possible strategies.

Interact Directly

HA2 expressed “I think it is the trend to have direct interaction with people and the public administrators. The clock cannot be turned back. People all talked about removing the intervention between the agency and the public. Top-down governing or elitism management needs to be changed since it could advance the gap in the old administrative system. I do not think increasing propaganda and hearing events alone can solve the current problems. In fact, promoting information symmetry does not only favor the public side but also benefits the public side. The more citizens understand what we are doing, the fewer obstacles or oppositions the agency will encounter.” For example, the government already used social media such as Facebook to respond to the citizen online which is a similar platform the government needs to follow and to move forward in this new direction or trend. Unfortunately, the representative system seemed to have more agents to jump in and dominate the information thus preventing the citizens being informed.

Therefore, the government needs to match-make information through an open channel in this sharing economic era. The minister pointed out “The public servants are used to doing more paperwork and documentation to plan and operate. After I led them to reach out to the residents and community, the colleagues did feel the difference and start to accept such a positive change since they agreed it was more effective than merely sitting in the office to make policy or plan. I heard our agency later was recognized the trustiest agency by the young generation since we are the ones who wanted to listen to them. Our

agency had become part of their life by going into their world; not asking them to come to us to follow our instruction.”

The village leaders also suggested public servants should not make a plan in the office without consulting people, the user or the beneficiary. When seeing the government is responsive, people feel cared about and less objectified since they witnessed the public servants trying to answer requests directly. PC3 suggested “Public servants should try to walk out of their system box. Sometimes, public servants should be willing to use their off time to interact with the community to make the residents feel their sincerity. It is still better for public servants to directly interact with the public, not the contractors.”

Participate Digitally

Besides the direct interaction with the public, online communication using the technology is also the new participatory format the administration should adopt to reply to the public needs. HA3 stated in the past; there is recognition of the gap of implementation between the supervising and operating level in the agency. Due to the authority culture and system, the public servants would have been too worried to make a change due to concerns that the new way would bring them negative results. However, staffs witnessed the new interaction was working in the communicating process and practices. The executive administrators seemed to feel relieved that it was acceptable to use the new way to interact with the public as they participated in the online live meeting and discussion. Therefore, the government should consider making new policy by utilizing new technology such as the internet to discuss and participate in policy-making. This technology could help the government to involve the public more efficiently. Internet participation (e-participation) would be the trend for including the online community that was hard to reach before. The

mindset of public servants needs to be adjusted to face this new way of operation. Avoiding the problems could cause even worse outcomes. HA3 claimed, “We should be more tolerant toward those scolding and yelling except for violence.”

Operate Effectively & Accountably

HA3 also expects the administration to solve problems efficiently and send solutions out to the legislators within a reasonable period without delay. The middle-level managers and operating officers urged the administration to adjust the operation method to seek more efficiency by entrusting the citizens through CP exercises. They consider CP could become the central practice of having an efficient administrative operation. Public administration needs to learn a new way to operate in public affairs; such as seeking new strategy or tool to enhance the participatory efficiency. Continued training is necessary for the public servants to know what the appropriate tools are to perform better. We need to change the way we lead the citizens to be on our side; not arbitrarily force them to believe something they do not feel relates to them.

Therefore, LA1 claimed, “We need the common wisdom to change the administrative operation.” LA2 considered “I do not think citizens should bear any responsibility for policy outcomes even when they are involved in the decision-making since it is the administrator who holds accountability. OA1 suggested “Government should learn to accept different opinions while pursuing consensus. Public servants should learn how to adjust the operation to enable the citizens to understand what government is doing. We need to learn how to translate or simplify explanations of policy content or presentation into language people can understand and relate to easily.”

Although the bottom-up participatory method can advance the administrative

transparency and trust relationship with the public, the practices would still need support from administrative supervisors and cross-section cooperation to achieve better outcomes. Therefore, conducting CP should become the necessary procedure for the administration to tackle problems. HA3 shared that “I have to confess the decision- and policy-making process has been so prolonged it lost the trust and efficiency in government. Despite the passage or not, forming the policy to respond to public need is a representation of accountability to the public. As a politically appointed administrator, I should be a responsible decision-maker who should decide efficiently and provide reasons for the decisions I make. We need to hear more voices from the citizens before making policy.”

Therefore, LA 2 suggested “CP should be exercised at the initial stage with some funding assistance and continue to operate during the entire process. It would be too late if the administration just asked for public feedback after deciding the whole plan. Now, the government is more adaptive in adjusting policy referring to public opinion before finalizing the plan. The government should provide both the carrot and the stick while making policy. We need to provide detailed and thorough analysis of the pros and cons to convince the citizens and evaluation council of the necessity of a policy.” LA3 suggested “Public servants should implement the policy based on the law. Without consistent implementation or oversight of the procedure, the public servants would not be accountable to the public.” PC6 pointed out “A good politician has been stereotyped as a good kicker of responsibility.” Politicians including administration, from the public point of view, was mostly considered the ones who rarely take responsibility.

Coordinate Vertically & Horizontally

Two officers also highlighted the internal communication and consensus between

the supervisor and subordinates that could impact on efficiency. LA5 pointed out “The bureaucratic system is problematic since there are too many layers of power ranking in the agency. It is not efficient to have too many layers of procedure for transferring the information in a top-down manner. The information gap between the layers of personnel discounted the efficiency and outcomes of the policy. It is necessary to have enough communication internally as well.” The leaders should let the lower ranking employees understand what the policy goal is and why the agency aims to promote such a policy. From having an understanding and support from the supervisor, the operative officer’s operation could be smooth enough to incur implementation efficiency.

The officer suggested combining top-down and bottom-up communication methods for better information sharing and communication efficiency. LA2 shared that “Besides the vertical communication within the agency, we employed horizontal coordination with our other agencies in responding to citizens requests with more detailed and satisfactory response. It is a learning process for the agencies to adjust the participatory practices. OA5 proposed “The administrative consensus should be finalized internally first before promoting the policy to the community.” OA5 mentioned “The organizational behavior and quality control within and outside of the agency need to be closely coordinated as well. The efficiency and feasibility of policy would be discounted due to the disagreement within and between the agencies.” Therefore, the supports and coordination need to be well coordinated vertically, as well as horizontally collaborate with the other agencies to solve the problems together.

Cultivate Organizational Culture

“The bureaucratic culture tended to be more conservative and closed in Taiwan so

that it gradually disconnected with the society,” stated the contractor. HA1 emphasized that “We need to form a culture of organizational reform since it will significantly influence the attitude of the public servants. Culture could lead the direction and the outcomes more than the present system can.” HA2 shared “In the past, unfortunately, we have seen public servants seemed to adapt to the formalized culture by merely doing their job and stopped accepting new knowledge while attempting to do a good job. I did see there was a change in the organizational culture through practicing the interaction with the public by actively listening to public needs and communicating with them by attending both private and public events. HA3 shared “I discovered there is a feeling of “impossible” culture prevalent among the agency personnel that stopped public servants from performing efficiently.” The managers expressed similar insights regarding how public servants felt and behaved in the traditional system and culture. The principle of the bureaucracy is to follow the standard of the procedure without changes since they do not like to deal with such as risk and the accountability issues. It is understandable that public servants do not like to employ the new practices. However, it is essential to continue the efforts until the staffs feel the efficiency of the CP practices.

Most of the middle-level managers agreed the organizational culture and spirits need to be further cultivated to let the employees feel proud of being part of it. LA2 considered “The organizational culture is also important to the policy-implementation.” LA4 admitted that “Public servants felt it was troublesome to make changes and burdensome to involve the citizens in joining the administrative operation. Unless the supervisors lead the team in person to encourage or motivate the staffs to change their mindset and recognize the value, it is still a long way off before we will see the apparent

efficiency of CP practices.” LA4 also suggested developing an encouraging culture first, then vest the spirit to the individual. CP should become the core principle of the administrative operation. LA5 considered an uncorrupted and transparent organizational culture would enable the agency to be more competitive.

In the bureaucratic system of Taiwan, the operating level of public servants usually follows the instruction and direction of the higher-ranking supervisor. Two officers both shared they just took orders; to do what one is told but not what they think what should be done or what they feel agreeable to do. OA4 shared “Our organizational culture set us to pursue the short-term performance; therefore, we need to start to stir up people's enthusiasm and passion for finding out what is significant to us in common. It might take a longer time to form a new method as a habit; however, it is never too late to let the public servants learn useful tools and efficient channels in which to share information and clarify the public misunderstanding.

The contractor also considered communication could be enhanced by CP actions as the organizational culture. PC6 considered “The conversational interaction and trust-building is a process that is difficult to be regulated by law; instead, it is a culture that should be internalized by the public agency. However, the conversation or the communication between the public and private sectors is a new kind of culture that has not yet been formed. PC4 suggested “Using culture to solve the problem could be easily accomplished without making an enemy. Forming a culture could find a way to inherit the knowledge heritage. The purpose of the agency's existence should match the need for the society. Tolerance is needed during the transition period toward the change; however, the current system did not make the public servants feel passionate enough to tolerate

difficulties.” PC5 suggested “The culture or the custom needs to be cultivated gradually. CP could enable the communication or converse culture with the public if the administration could introduce a better procedure or method to form such a culture. After all, some public servants are still very passionate but have no authority to implement the meaningful CP.”

Table 5. 11 CP to Pursue Bureaucratic Reform

Why Exercised CP- Pursue Bureaucratic Reform		
	Administrators	Civil Representatives
Interact Directly	<ul style="list-style-type: none"> *Direct Interaction is the Trend. *Adjust Top-down governing or elitism management tradition *Broaden the Communication Channel *Reach out to the Public is more Efficient *Build Trust relationship 	<ul style="list-style-type: none"> *Not make the Plan in the Office Only * Walk out from the systematic Box * More Interaction to Show Sincerity *Better to interact with Agency but not Contractor
Participate Digitally	<ul style="list-style-type: none"> *Online Communication is Alternate *Urged the Executives to participate online *The Mindset of Public Servants needs to be adjusted 	
Operate Effectively & Accountability	<ul style="list-style-type: none"> *Solve the Problem Efficiently *Need Training for Public Servants *Bear the Accountability *Learn how to Communicate with the Public *Need Supervisor’s Supports and Cross-section Cooperation *Improve the Process Efficiency *Enhance the Oversight Procedure 	<ul style="list-style-type: none"> *Bear more responsibility & Accountability
Coordinate Vertically & Horizontally	<ul style="list-style-type: none"> *Enhance Vertical & Horizontal Communication to Achieve Consensus *Improve Bureaucratic System& Operation *Simplify the Procedural Operation *Exercise Top-down & Bottom-up Approach to Work Efficiently *Employ Horizontal Coordination among Agencies 	
Cultivate Organizational Culture	<ul style="list-style-type: none"> *Form a New Culture from Formalized & Impossible Format as the Reform *Seek the Pride as the Public Servants *Develop CP as Core Principle of Operation 	<ul style="list-style-type: none"> *Changed Conservative and Closed Bureaucratic Culture *Develop a Communication Culture *Use Culture to Solve the Problem

Summary

The interviewees shared abundant views regarding the bureaucratic system and administrative operations related to direct interaction with the public as well as the

adjustment of internal operation from paperwork to online method, particularly at the executive level. The administrators also pointed out the efficiency and accountability to show the existing issues of not being efficient and responsible questioned by the public. Therefore, the administration should work more efficiently and accountability after knowing the public distrust was also attributed to inefficient performance and lack of credibility. To simplify the administrative procedure was proposed to improve operational efficiency. Furthermore, the administrators need to get familiar with participating with public opinions online or digitally, since it is the present trend and an essential channel for providing the information and responding to public opinion. It would be helpful if the executives could also actively participate with the staffs to understand how the public reacts online and what problems the operating officers have faced when interacting with citizens.

5.3.4 Serving Public Interests

Following the feedback regarding CP could help form a new bureaucratic culture to serve the citizens far better than previously. This section summarized the feedback from the interviewees related to how CP could enhance the service to the public interests by the government employees.

Meeting Public Needs & Majority Interests

As HA1 reminded “We need to find our initial intention so that we will not be influenced or formalized by widespread movement among administrations.” HA1 asked “What is the public expectation? The citizens voted for the political party to form the executive administration that operates based on public expectation. However, the actual goals the public agency is targeting might not necessarily be consistent with said public expectations. Furthermore, it appeared to be going in a completely different direction. The

government seemed to operate for individual political interests, not the public interests.” The public administrators should bear in mind to always work for and respond to public needs as the central principle while operating CP activities. Therefore, the initial motives of doing CP are vital since CP could allow the agency reach out to the citizens and invite the residents to understand what government is working on in the local development for pursuing the public interests. HA3 shared that “I will do whatever I consider is good for people and society and accomplish it efficiently without hesitation.

MA1 considered “We would respect the disagreements and considered them to be part of the policy planning and pursue the best interests of people. We would not insist on implementing policy just by our judgment if the citizens strongly oppose it. We could stop the plan if most people consider it a disadvantageous policy.” Two managers mentioned public servants were paid by tax money from the citizens, so they should work for the best interests of people. LA1 considered “We should always consider promoting the policy and utilize the tax money for the majority interests, not individuals. We should help the community to advance regional development through CP activities as well. The motives are critical for starting CP exercises. We also need to recognize how much we influence public interests through policy. The disputes with the policy could be channeled and solved through CP practices. We should promote the value of public interest more than the monetary value to the community via, CP activities. Before making policy, we always need to keep in mind how to seek the maximum interests of the citizens.” LA2 claimed “Government exists for creating and protecting the welfares of the public. The obligation of the public servant is to not only obeying the law and make it work but also work to create public interest which is more important. We need to insist on working for the public welfare

and interests since it is of the utmost value to encourage the public servants to continue the substantial development. Before making policy, we always need to keep in mind how to seek the maximum interests of the citizens through all decisions and actions.

Three of five operating officers also considered public servants are working toward creating public interests while the government exists for producing public welfare, not self-interest. OA5 explained “The administrative operators are also citizens, so they should consider the planning and execution of the policy for public interests as citizens as well. It will harm the citizens if the agency insists on operating a policy that is not feasible nor beneficial to citizens.” Without core values or the ideas in common with the citizens, public servants cannot perform well. Just like working at an enterprise, the employees need to know and understand the core values, the backbone of the of the corporation or organization. OA3 stated “People should demonstrate good practices when working at a public agency. We need to consider a policy for the longer-term interest of the citizens. I believe most public servants are working for the public, though not all people have big hearts.” Public servants might be considered necessary evil when some citizens dislike or oppose policy plan. However, the government was formed under the authorization of the people, the policy made by government should be the consideration of answering the needs of the citizens.

Three out of six contractors also supported public servants working to pursue the public interests to ensure all resources allocation is justified and fair. They considered public agencies need to follow fair and righteous principles to serve the citizens while involving financial transactions or monetary allocation. Public servants should pay attention and look for the possibility of invisible beneficiaries or victims due to

administrative decisions.

Summary

Both sides of the interviewees expressed the necessity of the CP exercise to develop an administrative mindset of serving public interests as public servants. The public servants should consider what public expectation is for them and have satisfied the citizen need, as their goal. Public employees should work for realizing the public value; not pursuing the monetary value. The public servants should recognize that the government exists for producing and protecting public welfare and not only think about self-interests or the job security. After all, public servants are the citizens after work so that they should think in terms of waling in citizens’ shoes and plan and perform in the best interests of the public. The administrators should follow their conscience to demonstrate good practices. The civil interviewees cared about the work morality of the public servants and suggested they should pay attention to the decisions they made since the impacts of those decisions were often significant and invisible and could possibly hurt the interests of citizens. Overall, the public servants should follow ethical principles to make their decisions and allocate monetary resources fair manner that can be justified; in essence, to be accountable to the public. The sharing mentioned above was summarized below.

Table 5. 12 CP to Serve Public Interests

Why Exercised CP- Serving Public Interests	
Administrators	Civil Representatives
<ul style="list-style-type: none"> *Work to Meet Public Expectation. *Work by Public Value but not Monetary Value *Producing Public Welfares but not Self-Interest *Think and Work as the Citizens *Demonstrate Good Practices 	<ul style="list-style-type: none"> * The Resources Allocation is Justified and Fair * Follow the Fair and Righteous Principle * Pay Attention to the invisible impacts of Administrative Decision

5.3.5 Share Power

While mentioning why the administration conducted the CP and how to make CP meaningful and practical, the interviewees provided feedback related to public authority and how to exert the influence of power while implementing CP activity. HA1 considered “CP also provided a power-seeking process. For realizing democracy, we need to share some power with the citizens and involve them in the decision-making process. Society has been changed drastically; people now have enough power to express their rights and ideas. People will turn their back to us if we do not try to understand their dissatisfaction and respond to their needs. It is our responsibility to construct a society that encourages citizens to involve public affairs through the activities that invite the public to make a judgment.” Besides sharing power with citizens through the CP process, the supervising administrator should also consider sharing the authority or decision-making power with subordinate colleagues enabling them to operate tasks with accountability and credibility. Finally, some interviewees also touched upon issues regarding who owns the decision-making powers.

Empower Citizens

HA2 suggested that “The citizens should be vested with more self-initiative power.” HA3 explained, “We allow the private sector to set up the rules of participation, thus making them feel the government is not dominating or leading the proceeding.” MA1 shared “The government was elected by the citizens so we will listen to citizens feedback when adjusting the plan or seeking alternatives to meet public needs. We could postpone the implementation if facing strong opposition until we receive a majority consensus and observe agreeable timing.” VC1 reflected that “We did not have any power to help manage

the trial well given it is located in our neighborhood, since the agency did not authorize us to do so. We desire to share some of the responsibility, such as helping monitor the water intake operation of the trial well and its surroundings. We wish to share some of the work with the government.” VC4 complained, “Public servants care about politicians more than elected village chiefs, like us, due to the appropriation power from the legislators.” CL2 suggested “We hope the agency could also empower civil groups and non-profit groups to engage in community development thus advancing the welfare of the public. Now, only the elected village chiefs have a limited level of authority; but not the community association leaders. So, it would be helpful if we could have authority when we are helping on community development projects to help gain the trust of the residents.” In addition, the residents also questioned the credibility of contractor working for the agency as well since they do not have the authority to make any promises to the residents. PC3 pointed out “Now, the power is unbalanced between government and the people. People do not have any authority to decide what they expect the government to do or enforce it being fulfilled. The contractor considered making efforts on empowerment issues could bridge the gap of knowledge and recognition of CP for the administration thereby addressing power-sharing activities. Through CP, we can begin to build up a network of participation.”

Authorize Subordinators

Besides sharing the power with citizens, some administrators also considered the needs of sharing the power with the personnel within the agency. HA2 stated, “In our system, it is the executive administrators who make public remarks and face the public, but with little knowledge about the facts, the operating level staffs are the ones know the details of the problems. Therefore, I like to encourage the supervisor to share power with their

subordinates as well. The frontier staffs are the parties who understand the problems fully, so they need to be authorized with at least some degree of power enabling them to explain and communicate with the public on behalf of the agency. The operating level of public employee deserves the courtesy to correct or supplement their remarks later without bearing the liability for the supervisor's endorsement and supports." LA1 also considered "Instead of sharing the power with the citizens through CP, I would rather suggest power-sharing within the agency first. We were told to run the CP project, but we were not sure how much authority we had when talking with the citizens and whether we would be able to make any promises. We could not entrust the citizens if we were not able, or were not authorized, to respond to problem-solving with our own prompt judgment."

LA3 also considered "It would be more efficient if the operating representatives could be authorized by the supervisor to communicate and tackle the problems with the citizens that could mirror the public servants credible and trustworthy image. The manager suggested the supervisor should authorize subordinates to accept and try changes as long as they are legal." On the other hand, it would worsen the trust relationship if the supervisor did not support the operation team." Therefore, the power-sharing mechanism should be applied to the agency as well. The higher-ranking leaders need to support their subordinate supervisors and staffs in conducting the operation. Nevertheless, the leaders should provide the incentives for the operating officers to vest true willingness for conducting meaningful implementation. The support and authority provided by higher-ranking decision-makers are very critical to the development and success of the CP activities.

One officer also urged sharing trust with the supervisors as well. VC1 felt empathy for the operating officers, "We understand the difficulties the operating public servants are

facing since they only receive a fair salary but get all the blame because they do not have decision powers.” VC2 I felt sympathetic for the operating level public servants since “They are in the dilemma position of getting the blame no matter what they do.” The contractor also supported the supervising administrator and felt he should also empower their operating officers to respond to the residents since the contractor; the public actors did not have any decision-making power to promote people’s demands while encountering with the residents on behalf of the agencies.

Given sharing power with the citizens in the decision-making process, who should bear the accountability to make the final decision? HA3 shared “I must admit the final decision part is the issue not yet solved. Would the participants show the actual representativeness and if they could make the final decision? It is not time to put the policy to be voted on to the public will yet. Therefore, the contractor reminded public servants, in particular, the decision-makers or supervisors should properly exercise the authority to make a final decision or make a promise to the residents. Therefore, HA3 shared the administrator should bear the accountability to make the final decision and take responsibility for the consequence resulting from the decision. LA3 suggested “After all, citizens are not experts, so the agency cannot just try to please the citizens from promising all their requests.

Summary

As to sharing power, besides sharing power with the citizens through the CP process as the participants expected, sharing power with the subordinates or the colleagues within the agency was raised by numerous operating officers. The administrator considered the CP exercise could enable the citizens to vest more self-initiative power during the

process. The citizens wished to have more opportunity to involve the public affairs. The civil groups need to be authorized to help in implementing the policy. The agency could share the authority with the community for co-managing the local tasks to share the responsibility for community development. In addition, the contractor needed to be empowered or authorized to some extent to represent the agency and facilitate communication and discussion during the participatory process. In addition, the executive administrators should share trust and support with the lower-level administrators since they are the parties confronting the problems and dealing with citizen complaint all the time. The civil interviewees also suggested the operating officers be authorized with more decision-making power for entrusting the citizens during the communication process.

Table 5. 13 CP to Share Power

Why Exercised CP- Share Power		
	Administrators	Civil Representatives
Empower Citizens	<ul style="list-style-type: none"> * CP provided a power-seeking process. * The citizens should be vested with the more self-initiative power 	<ul style="list-style-type: none"> *Share Citizens Power to Involve * Empower Civil Groups to Engage * Share Authority to co-manage *Empower the Contractor
Authorize Subordinates	<ul style="list-style-type: none"> * Share power with the subordinates *Support the upfront Operation *Authorize to respond to the problems. *Establish the power-sharing system *Share the trust with colleagues 	<ul style="list-style-type: none"> *Empower the operating officers more.

5.4 Theme 4-Regarding the Public Servants

Besides the impacts on bureaucratic system or operations, the interviewees shared their thoughts on questions regarding the role of the public servants, the leadership in the public agency and how to act to serve the public. As HA1 reminded that “We need to look back and ask ourselves why we wanted to become public servants in the first place and what we want to achieve.” The researcher assumed attitude or mindset would be more affirmatively clarified if the self-recognition of the role played by public servants was explicitly acknowledged. The interviewees respectively

expressed related thoughts regarding the role of public servants, the impacts of each individuals attitude regarding administrative behavior, and the significance of the leadership below.

5.4.1 The Role of Public Employees

The author asked a question regarding the role of public servants to further seek how the interviewees considered the role of public servants should be to supplement the data in the rationale of exercising CP by the public agency. The researcher did not intend to solicit or direct the responses to match the conceptual assumption but wanted to know what interviewees consider a “public servant” should be both from the administrative and civic perspectives. The perception of the role regarding public servants might connect to the mindset and attitude as well which would be relevant to the study. There are numerous perceptions of what the role should consist interviewees below.

Manager or Boss?

HA1 asked “We are the professionals who manage the water affairs for the citizens. So, are we the manager or the boss to them? I think the citizens are the master or the boss since we are authorized by the public to manage the water resources and river. We need to consider cooperation from the standpoint of our partner and not always from our own viewpoint. We need to adapt our efforts to meet citizen needs and goals. HA2 stated, “Nowadays, we call people who work for the government as the “Gongpu¹⁰” in Chinese which was in fact directly translated from English meaning “the servants of the public” not the master as perceived previously. We need to correct the misconception that government is the principal who tells the citizens that they “need” to know regarding government actions and activities; instead, we should go to our master, the citizens. My colleagues were

¹⁰ The term of “Gongpu” in Chinese could be perfectly translated to Public Servants in English that probably was because it was originally translated from English.

not used to such a new change, but they believe it is a good way to approach the public. This was especially apparent after seeing me take the lead by attending private events and collecting private needs in person.”

MA1 stated “After all, we are the servants as we were called, so we will not insist on doing something if the master opposes. However, MA2 shared that “The administrators are not the boss anymore, but we are not the servants as called in Chinese. There is no differentiation of the master and servants since everyone is equal. The public servants are paid by tax money, so we are not superior to the others. Everyone should just sit and discuss the issues rationally.” LA5 considered “Public servants should be more creative and use critical thinking when facing problems and listening to what citizens thought. Of course, public servants need to be respected for their dignity as well.” PC2 suggested, “Public servants should also play the moral role when exercising the authority and positively influence society with their prestige and virtue.”

Governor or Helper

In addition, LA1 considered “We need to change our role from the governor who could allocate the residents resources, to the role of helping seek solutions for the citizens to solve problems. So public servants should be playing the helper role for the citizen. LA2 considered “As the public servants, we need to love and contribute to our country with a vision for substantial development related to the environment since it is about the life of the citizens. On the other hand, people feel public servants are not seeking the good for human beings and society as a whole. So, we should feel honored to be public servants since we are doing something people might not be willing to benefit the public. We cannot just quit our job emotionally. We should vest more tolerance in working for society.”

LA5 shared that “Honestly, I have been thinking and wondering what role of the public servant should be. The role of the public agent has changed radically in modern times from being merely operating tasks to reaching out to citizens and helping the public with a flexible attitude. Overall, I feel that public servants are playing the role of protector of the citizens from not having water shortages similarly like the parent protects the child from not being hungry.” However, LA5 also reminded, “Public servants are not gods, so we cannot do all things ourselves.” OA4 considered, “People seem to have a negative impression toward public servants in society; however, I do not think it is a fair judgment. We are helping to lead the country in a more prosperous direction. We are the group to lead the society toward the path of a better life to strengthen our country.”

Guide & Executor

OA5 agreed that “The public servant represents the government, so we should enhance role recognition.” OA2 considered, “Public servants should become excellent guides for explaining the policy to the citizens. Citizens could not provide any thoughts and feedback if we did not explain the details to them. They would always be passive reacting only when being told.” CL1 agreed “Public servants can be good policy guides, introducing policy content to the citizens. This is a vital role since the public work is to solve public affairs through facilitating citizen understanding. How to become an enthusiastic public guide would depend on whether or not you are able to have the candid attitude to face and solve the problems.” OA3 thought “Public servants need to play a role as the policy executors.” We should stand firm from the standpoint we consider beneficial to the public and need to face the protests and problems and seek solutions for the public. OA4 considered “We are the implementers for people to develop our country in the

direction people expect and we are the helpers to promote policy for the citizens. However, people would take a different standpoint when their role is changed. Nevertheless, we at least need to play the role we chose in the organization diligently.” However, CL4 considered “The role of the public servants during the CP process should be rather like the operator of a communication platform not a policy implementer for the decision makers.” PC1 suggested, “Public servants should also be the counselors or coaches to guide the industries and serve people; not always the auditor or monitor for trying to penalize business or the people.”

Administrator and Citizens

It is a difficult task to be a public servant in today’s modern world. MA1 stated “The public servant is a citizen as well who will feel the same as the other citizens. Some colleagues are also living in the community so they will not do anything to harm their neighbor and families.” OA1 agreed that “Public servants are citizens after work, so we should care about the public view in their shoes. We should consider what the citizens would expect the government to do from their standpoint. Role-exchange consideration is necessary when we make policy. We need to examine why the citizens considered us; the public servants do not understand what citizens feel and need since we are all citizens as well. VC4 suggested, “The agency should not act superior to the citizens.”

Agent & Interpreter

Two contractors considered public servants should act as an information agent or messenger to deliver policy content to the public. The public servants should step out in front. The operating officer is acting as a mediator between the supervisor and contractor as well. Therefore, public servants should be candid and expressive in sharing information

citizens need to know during the CP process. The government should open more channels to provide information to residents; not only deliver their opinions in writing as was usually the case. Also, public servants should learn how to become policy interpreters. Previously, public servants were unable to explain policy details and their job responsibilities to the residents. Therefore, the public servants could be both the information agent and interpreter to “translate” the policy from the technologic terms or jargon to clear, easy context enabling more people to understand. Now, most public servants cannot explain what the policy and their jobs are to the residents.

Summary

The interviewees provided some thoughts regarding the role definition of public servants. The administrators considered the administrators should not feel themselves like the boss or master toward citizens but vice versa. Public servants should perform like managers to work for the public since citizens are the boss, as in Chinese translation of “Gongpu” meaning public servants. Similarly, public servants should behave like a helper, not governing by trying to manage people but considering the best interests of the citizens as a priority. In addition, public servants should act as guides explaining policy content to the public as well as executors implementing the policy for people. After all, public servants are also playing the role of a citizen after work, so public servants need to think and act on behalf of the aspects of the citizens. Public servants should consider themselves as agents providing the principle, necessary information along with an understandable explanation of content, so citizens understand what the administration is doing for them. Finally, public employees should play their role in morality to work for the best interests of citizens.

Table 5. 14 The Roles of Public Servants

What Role should the Public Servants be?		
	Administrators	Civil Representatives
Manager or Boss?	*Citizen is the Boss or Master	*Play Moral Role
Governor or Helper	*Helper with more tolerance to serve the public.	
Guide & Executor	*Guide to Explain the Policy *Policy Executor or Implementer *Operator	*Policy Guide *Coach to Guide People
Administrator & Citizens	*Role-exchange b/w Administrator and Citizens	
Agent & Interpreter		*Information Agent. *Policy Interpreter using understandable language.

5.4.2 Attitude Leads

When the researcher asked the interviewees questions regarding the role-playing of the public servants, the respondents provided abundant feedback regarding attitude and mindset issues. The attitude issues have been mentioned from different questions such as why exercising the CP for seeking the administrative efficiency and the impacts of the CP on the operations. It showed attitude seemed to be one of the answers to operating the project efficiently and helped determine whether problems were solved. Nevertheless, the attitude of the public servants is the focus of the study; therefore, the findings regarding attitude and related concepts of mindsets and value would be precious to the research.

The Impression of Public Servants

HA1 stated that “It seemed that citizens considered the public service becoming formalized without the flexibility of adaptation. I think the attitude is the key to the problems. Why did most CP efforts did not produce practical outcomes was probably because they merely used CP to show the citizens their efforts but did not intend to solve problems or truly change the status? Consequently, the formalized actions actually

worsened the distrust level.” CL3 observed “The overall attitude of the public servants is doing less is better instead of doing more. They just try to secure their public career or the promotion and bury their heads in the sand concerning the problems. PC4 observed “Nowadays, the public servants tend to be passive and restrict themselves only to do the job specifically instructed by the supervisor. They tend to protect their turf to secure the jobs and distinguish the significance of their existence. The mindset of public servants is that the more they do, the more mistakes can be made, and has been rooted in the mind of public servants since no one wants to jeopardize their career. It is understandable for people to think and do things from the selfish-standpoint. They cannot be blamed since the system design directs the public servants only to do their job and retire smoothly as the goal. Therefore, they would be resistant toward any deterrence against their career.”

VC6 pointed out “The attitude of government previously was to do whatever they wanted to do which made the residents feel disgusted and consider the public servants as merely good at sugar coating but not sincerely caring about citizen problems. For a long time that there was no accountability and no responsibility shown by the government.” PC6 agreed “The public servants cannot be blamed for their traditional job-oriented manner in which they do their work and their resistance toward change. In the past, government tended to overload the public servants who seemed to lack the concept of the mission as the government employees. Therefore, the bureaucratic system focuses on jobs, but the public cares about the mission. Thus, the leader's attitude and action would be very critical to the changes of the traditional bureaucratic culture.” PC3 reminded the supervisor “The passion of the public servants would be diluted if the supervisor only required the operating officer to follow orders and did not allow them to participate with the citizens in fulfilling

the mission.” The impression of public servants was summarized below.

Table 5. 15 The Impression of Public Servants

Administrators	Civil Representatives
*Formalized without the flexibility of Adaption	*Doing Less is better *Care about the job and career security *Passive but not Solving Problems *Not Sincere *Not Accountable & Not Responsible *Lack of the Sense of Mission *Lack of the Passion

How to Refresh the Image?

The interviewees also provided numerous suggestions for renewing the stereotyped impression toward public servants.

Adjusting the Mindset & Attitude

HA1 considered the mindset of the public servants needs to be adjusted to face the new operation. Avoiding problems would even cause a worse outcome. HA1 emphasized that the essence of elitism should be not only providing the necessary services but also the services with excellent quality and more empathy to satisfy the public needs. It is all about your attitude. With a positive or correct attitude, solutions would be sought under public-private cooperation which is still hard to achieve. Therefore, the sense of value for pursuing the excellence of the leaders should be the catalyst to head toward the goal. HA2 suggested, “We need to change our attitude from telling to listening, not just nodding your head to pretend to be attentive since attitude is the key to whether we change or not. Therefore, the priority is to change our attitude; however, not everyone has the same feeling to do so. Many public employees might still have the traditional concept of public work and still be resistant to change since they think the new practice is not necessary and would only cause them trouble. So, the public servants need to truly accept the new concept from their heart

not just pretend to do it without acceptance. I believe the citizens would turn around and support us once they saw positive influences; they will; speak up for us which would prove our way of communication was effective.”

Two MAs agreed the staffs; particularly the senior staffs would typically feel timid or resistant when facing new changes or activities. However, they believe their colleagues would be more comfortable and confident to promote CP once they feel more familiar and acceptable to it. Consequently, the staffs have become less rejective to participate in public events and less afraid of interacting with the community. LA2 suggested, “Having consensus and a cooperative mindset formed internally first, could help the administration to make a better plan for pacifying citizen concerns.” LA3 suggested, “Instead of merely following the instructions from the supervisor or feeling forced to operate the CP practice, it is necessary to change the institutive mindset and show an affirmed attitude regarding what to do best.” LA4 shared “There might be a professional shock for the public servants to know the citizens did not initially accept their plan. That is why we need to learn to have a different mindset when interacting with the citizens.” LA5 supported the need for changes, “The mindset and the attitude of the public servants toward the CP project are critical since they would determine how you plan to operate the CP project and what outcomes you expect it to establish.”

OA4 shared, “Attitude is everything while operating the CP activity. Once people notice our attitude has changed, they will be more open to talking. We need to exert the influence of attitude change within inter-agency or -governmental as well. OA4 emphasized, “We cannot always remain in the mindset of the past and just show empty gestures for doing CP because we must do so due to the mandate or the regulation. In

Taiwan, the policy-making tended to be short-sighted. However, the world has changed, and public servants need to change too since the open government is the worldwide trend.”

VC4 also urged, “Government should consider a win-win solution to smooth public complaints and solve the problems as well. CL1 suggested, “Public servants should adjust the attitude of avoiding the problems since it would take more time to deal with the issues after missing good timing to solve the problems. Public servants should have a more active attitude when facing and solving problems. They need to understand the needs of the residents. Only by facing the problems can possible solutions be found.” CL1 emphasized, “The attitude of the public servants is essential. Since attitude determines the outcome, it is the drive of the motivation toward the operation. The attitude of the public servants can influence people to join the CP activities or not.” PC1 reminded, “It is not proper for people having political intentions to be involved in CP activities. The attitude of the operating officials or the intermediary is fundamental since it would influence how to include the parties to participate. PC3 considered leader attitudes would influence team member motives so leaders should clarify the common target to advance cooperation for accomplishing the goal. The active and positive attitude of the supervisor would be an encouragement to the operating officers and contractors. “People would also feel different if you are also willing to interact with them directly. Overall, the willingness of the leaders will influence the outcomes of implementation. PC6 also urged, “Government should be proactive to show a determination to make changes in attitudes about CP action.” Public servants should welcome the citizens to come to them and not fear to reach out the public as well.

Developing the Public Value

While discussing what attitude the public servants should vest, some interviewees touched upon developing a sense of personal value as the foundation for developing a positive and productive attitude. This value could also serve as the motive for supporting the government employees acting accountable and responsible for pursuing public interests. The rationale between the value of self and the attitude seemed to be intertwining; the researcher considers this value constitutes the attitude to act as well. HA1 questioned “We have very educated and professional public servants who are supposed to perform efficiently. However, why would qualified staffs have become lazy and not want to serve better? People could be trained and changed. It seemed that doing a good and even better thing is not the key value in the public agency since it did not help on promotion and rewards anymore. Most people just aimed to finish the tasks and fulfill their obligation. Therefore, I think the problem is the culture formed by the value of becoming better as a trend has been missing in our public agencies.” HA1 understood, “It might be too abstract to talk about forming a mainstream value, such as passion and attitude, in the organizational culture. Having a passion for better serving the public could help to change the attitude. I always share with my colleagues to consider using passion for pursuing the person you like or love in the public job. You will always want to please them and make them happy. So, we need the right people to form a team and culture to spread the spirit out.”

MA2 shared, “There are different mindsets or values in becoming a public servant. The young generation more likely considers public service is just a job for fairly and stably supporting their daily life. Nowadays, public servants show less enthusiasm than before.”

A sense of mission seemed absent among the bureaucratic culture. It seems the fundamental task is to rebuild or retrieve a sense of value as public servants.” PC4 suggested, “The passion of the public servant needs to be encouraged and cultivated. There are active and passive, two extreme spectrums. We need to encourage young professional to be more active in influencing the passive group; thus, leading to a change in the future.”

LA2 considered, “Building a sense of public value as a public servant should supersede thinking of the monetary value. We are the public agency, and we exist to work for the welfare and the interests of the citizens. I believe the citizens would like to live in a good environment like their ancestors and not just be pursuers of short-term monetary value regarding water policy. We should promote the value of public interest more than the monetary value to the community through CP activities.” Nowadays, it is not because public servants do not want to perform well, but because they prioritize their performance and interests instead of public interests. LA4 emphasized, “We need to enable participatory governance as the core of the administrative operation to encourage public servants to learn how to vest the public spirit into their work. We need to learn to have a different mindset to interact with the citizens. The CP should still be becoming the value of the public administration and the social atmosphere, given being legalized in the future. Allowing citizens’ participation should become the organizational culture.”

LA5 considered, “Social participation is an important element for introducing new values and innovative movement to the administrative operation for the public agencies.” OA4 urged, “We cannot only work for spending the budget without any meaning. We are spending tax money from the public, so we need to produce visible impacts and effects. We need to encourage ourselves to keep improving for the better. Most public servants are

supposed to have self-advanced orientation, and most like to become better, demonstrate improvement, and get promoted; not just finish the job. We should find common ground or the same frequency to understand each other and move steadily with stable development as long as we have built up the same core value and do it correctly.” In order to work ethically to respond to the public needs, OA4 suggested, “The agency needs to prepare an internal core value or achieve a consensus of what we want to accomplish. Without sticking to the core value or change the attitude, we will not be able to change others. Public servants need to recognize the value of being public employees and what the goal in common to be accomplished is. Without knowing the administrative value, it is hard to make a policy benefiting people.” The village leader suggested, “The agency should continue good infrastructure construction that benefits the whole community.”

“VC2 mentioned “Public services are the work of consciousness. Residents are not asking the interests of the government.” PC1 suggested “The attitude of the public servants should be more progressive with the sense of mission. Public servants should be more self-improved with more capability to solve the problems.” PC1 described “The public administration is in the service sector with the public authority. Besides employing the authority, the public administration should also serve people and society.”

Pursuing the Sense of Excellence

It is valuable to discover what the administrator’s exact thoughts are influencing his decision and actions. HA1 shared “I must confess few people are farsighted with great vision in the public agency. I had 24 words in Chinese as a motto to share with my colleagues on our 40 anniversaries of the damp establishment. As public servants, the critical spirit is, we should be practical while tackling the tasks, we should coordinate with

other agencies to achieve mutual interests, and we should pursue excellence for rebuilding the pride of public administration. What supported us through the opposition and hostility from the community was determination and the idea of fulfilling the value of excellence for feeling ourselves to good since we are doing something valuable. Pursuing a value of excellence could support the administrators in facing the problems and difficulties. I do believe there is a positive cycle which enables a better society. No one was born in opposition to or against the government. Doing the right things repeatedly and continually would enhance positive movement within the organization. Having a mindset of pursuing excellence, as I suggested, would encourage a good cycle.

Be More Flexible & Adaptive

As to the strategies of operational reform, several interviewees mentioned similar thoughts of needing more flexibility or adaptation. They purported the administration should operate within principle of following the law, but it should be more flexible while serving people. MA2 agreed, “Public servants should change their attitudes to be more adaptive toward citizen requests and learn how to get along with our counterparts, the civic organizations. Although we are the agency with construction expertise, we would not always be correct on everything. Therefore, we should not arrogantly tell the citizens “*you just listen to my judgment*” without providing a detailed explanation.” LA1 also agreed, “Public servants are not always correct. The expertise we learned from ten or twenty years of service might not work solving the current problems or be correct response to present needs. We need to adjust and adapt to changes.” The government should guide the employees to show a positive attitude and continue in the right direction while communicating with the citizens. VC1 suggested, “The administrators should be more

humane and flexible but not too rigid by regulation.” Government system and procedure are getting more complicated without flexibility. The agency cannot talk to the residents only about policy and regulation. Most of the residents in the community are seniors who are not well-educated, so we are not able to solely follow regulations or procedures. The agency should act like a private company and be more flexible in helping the community. The government should manage resources relatively fairly and at bare minimum consider compensating the victimized area first. The government should not waste tax money allocating resources unfairly. VC5 expected the public servants should adapt to change and should be service oriented to dilute the stereotyped authoritative image of public servants.”

Becoming Open-Minded

HA3 considered, “Public servants should be more open-minded and honest in telling the public why the government made such a decision. The citizens may not all agree or support the policy made but at least we should convince them to respect the decision.” MA2 encouraged the staffs, “Public servants need to pursue growth as the bureaucrats who should vest more open-minded attitudes while facing the public and communicating with the citizens.” Most middle-level managers of SRWRO considered a prioritized change of attitude should be open-mindedness. They considered an open-minded attitude as very critical to pursuing administrative efficiency and expanding our professional capacity. Both the administrators and citizens should be open to the discussion in a rational manner and not be resistant without compromise.

LA1 said, “We need to be more open-minded in learning new ways to expand our professional compacity. We need to be open enough to accept a new concept such as CP and be rational enough to face the changes, not merely resist them. Once you accepted a

new idea, then you would apply it to planning and operation. Honestly, we have been relatively narrow-minded by merely focusing on water resources tasks and not broadly thinking and operating for making people feel we are working to better their daily life.” LA1 pointed out, public servants, like the operating officials, are sometimes afraid of opening up to CP practices since they about wondering how much authorization they would be given by the supervisors in talking to the citizens. It would be dependent on the implementer's mindset and attitude as to how much they intend to accomplish.” LA2 claimed, “The overall attitude of the public servants toward the public is relatively closed so the public servants should be more open-minded to accept external affairs such as the popular movement of open data and transparent operation. We need to attract people to come understand us.” CL4 urged, “The attitude of the leaders should be more open-minded. They should understand that participants are coming from a different background in many various respects. The efforts needed is how to include and reflect those different opinions in consideration of policy plan.”

Caring Civil Thought

HA1 suggested “As the public servants, it is necessary to understand the cause of the long-existing public hostility formed during past decades and that it is not possible to change or turn around within a night. Therefore, being honest with the citizens is vital to break through obstacles and to seek the public supports for solving the problem altogether.” HA3 considered, “The decision-making should be in the citizens' shoes, thinking what their problems would be.” MA1 emphasized, “The public servants are citizens too, so they should plan the policy from the citizens' perspective as well. OA4 suggested creating incentives to attract the residents to participate is critical. For example, making people

recognize the issues discussed during the CP process is relevant and critical to them. People will want to join once they realize their interests are involved. OA1 also found that having empathy toward people's problems would be helpful in operating the CP process smoothly. OA5 also agreed, "The mindset of the organizer or operator would be influential to the outcomes of CP events. We need to learn to listen to people's opinions during the process though we might not be certain whether to adopt their suggestions or be able to solve the problems." OA3 provided the analogy that "CP process seems like a lion looking so furious and scary. The administration needs to learn how to reduce the conflicts and quarrels with the residents just like the trainer calms the lion." We need to listen to people's opinion at first even though we are not sure whether their ideas will be considered.

VC1 suggested, "Public servants should care about citizen needs if they want people to participate. CP events will not be effective if they do not want to adopt our opinion and implement it." CP helps us to express how we expect the government to help solve community problems. The outcomes of any project were all up to the attitude of the leaders or the executors. It is meaningless if the public servants are only working from following the supervisor's instruction." VC1 frankly shared, "Sometimes, it is about how we feel toward government. We want to care for and respected even though we suspected you were just saying something beautiful or maybe even lying to us; however, honestly, we were pleased to be cheated. We like to cooperate if we felt respected and cared about."

VC3 shared, "We are pleased to see some changes from the agency through CP activities, and we expect them to continue to have constant communication with the community. Residents like to see government caring about the community and showing sincerity by helping compensate the residents who suffered a loss." VC2 shared, "The

former bureau head was very sincere and caring which convinced us to be willing to further communicate with the agency for understanding the project purpose and content. The attitude of the administrator does matter. We did not trust the new leader since the successor did not communicate in person with the community. The leader seemed to not seriously tackle our issues and provided us vague answers which made us worry about his attitude.”

CL2 expected public servants to be friendlier to the residents by visiting the community; not only plan at the office without interacting with people. CL4 suggested, “The communication should be conducted under a mutually acceptable process; not one person acting impulsively and trying to convince another one. As the public servants, they should also care about how citizens feel about their work and not only do their job. There is a perception gap between the administration and citizens regarding the public work performance.” OA3 proposed, “I suggest planning policy and operating the public affairs from the perspective of the users. You do not do whatever you want to do anything that you do not want people to do to you. It is a simple rule to deal with the problem.” PC1 suggested “The personality of the public servants is critical. Public servants should vest enthusiasm to serve and be positive and perspective to solve people's problems.”

Summary

Regarding refreshing the image of public servants, the interviewees suggested several ways to make changes for the public servants including developing public value, being more flexible and adaptive, being more open-minded, and caring about the civil thoughts (Table 5.16). The principal leader emphasized the significance of pursuing a sense of excellence which is very inspiring and encouraging. The suggestions pinpointed the significant issues the agency has faced. What are the motives of a person wanting to

become a public servant? What kind of role does the public servant perform in for providing better service to the public and society? The answers would depend on what value the public servants own. Therefore, the researcher provided abundant thoughts from the chief leader as evidence since all the ideas and thoughts the supervisor embraced directed the staffs and projects in a positive direction accomplishing the outcome presented in the study.

Table 5. 16 The Strategies of Renewing the Image of Public Servants

How to Renew the Civil Impression	
Administrators	Civil Representatives
*Adjusting the Mindset & Attitude	*Progressive and Active Attitude
*Developing the Public Value	*Following the Conscience
*Pursuing the Sense of Excellence	*Developing the Sense of Mission
*Be More Flexible & Adaptive	
*Becoming Open-Minded	
*Caring Civic Thought	

The leader’s attitude and mindset seemed to be the critical inspiration and reference in developing a mindset that values the public value which is fundamental for efficient administrative performance. However, some public employees might be still resistant or afraid of facing such open interaction with the citizens. Thus, it needs the efforts of attitude and mindset change. The other managers also emphasized promoting a sense of public value since the young generation of public employees prioritized job security instead of serving the public. Therefore, reviving the public value will be the pressing task the administration needs to pursue along with CP or other operations. As to being open-minded and adaptive or flexible, the interviewees considered CP could be the example of openness to the citizens and public servants. The citizens also considered public employees have difficulty in communicating and managing the public requests. They often merely follow the regulations or law without any flexibility or adaptation.

5.4.3 Leadership Matters

When seeking the rationale of CP implementation and the evaluation of CP outcomes, the interviewees provided numerous feedback regarding the influence of the leadership of the CP process and outcomes. It seemed the agency administrator, or whoever made the decision on how to operate the CP or how the administrator led the team to operate the CP project would significantly matter. The interviewees provided their thoughts regarding how the leaders reacted.

Providing Executive Supports

HA1 agreed, “Having the support of the supervisor is needed and critical. I must admit, most subordinates just do whatever the supervisor asked them to do. When I thought about starting the CP event in my agency, most people thought it was an impossible mission despite what they knew or not know about CP. They suggested I just talk to the persons with political power in the community. My initial thought was to utilize my influence to encourage my colleagues to follow me though they were not sure whether I was right or if it would be supported by the community. I just thought to build up an atmosphere and to draw more attention and interests from the bystanders would influence more people to join us.”

HA3 recognized the necessity of the supervisor’s support for making changes and pursuing new governing practices. HA3 shared, “My proposal of an online policy forum was supported by the prime minister who was a great push for me to realize the participatory plan. The middle-level managers all expressed the significant need for higher-level supervisor support for their project management and operation. HA3 expressed, “The executive should support the plan, and the staffs will then see how cooperation makes the implementation of CP meaningful. The agency should have an internal discussion first, and

the supervisor should support the subordinate to respond to the participant.” HA3 shared, that “I should be responsible and accountable for the decision I made to the administration and the citizens. I should lead my team to form a policy and send it to the legislative institution in a timely fashion if I think it is a useful and beneficial policy for the public.”

LA1 stated, “The leadership and the executive support is very critical to the success of CP practice. It would be difficult for the frontier staffs to complete the task if the supervisor did not support the idea. The obstacle of CP the staffs have faced is that they were not authorized to deal with the problems. Public servants are relatively obedient, so it would be easier to advance the outcome if the supervisor could fully support.” LA1 suggested, “We need guidance for CP that that is easily regulated by the high-ranking decision-maker.” LA4 shared, “The lower level managers would feel it easier to lead the team to execute the CP practices if we could receive support from the higher-level leaders. The leaders should support the subordinate to face the challenges and changes. The attitude changes of the subordinates still need the supports and encouragement shared by the top supervisor. Honestly, the outcomes sometimes cannot be fulfilled because of the opposition from the higher-ranking officials.”

Consequently, the operating officials should be sharing specific decision power in leading the CP process; otherwise, the officers cannot respond to any assistance upon the public request. LA4 also claimed, “The information gap between the supervisor and the operative level staffs toward CP actions resulted in inconsistent explanations or promises to the citizens which could increase the distrust level and discounted the accountability of the administration.” LA4 urged, “The higher-ranking decision-maker should think beyond the performance index while considering whether to conduct CP practices. The value of

promoting CP is not about meeting the required key performance index but to recognize the value of the efforts.”

The contractors working with the agency all considered the leaders is the key to the outcomes of the project. They considered the attitude and preference of the leaders would influence the direction of the operation and the results to be productive or not. PC3 also agreed, “Sometimes, it is time-consuming to convince the supervisor since they did not spend the time to understand how people felt and what they wanted.” The contractor considered that it would be easier to have the leader's supports while implementing the CP project. However, PC6 also wondered, “How many leaders with vision would like to provide the real CP to the citizens? It is pessimistic. The leaders with vision are needed to lead the whole team to accomplish the goal.” PC3 highlighted the leaders should understand the actual situation that is occurring in the community and not instructed in something different to distract the operation undertaken by the frontrunning officers. PC3 concerned, “The passion of the public servants would be diluted if the supervisor only required the operating officer to follow orders but not let them also participate the mission.” PC6 stated, “Leadership is significant in bringing about change to organizational culture. The leader could also introduce external resources to enhance the change. Leaders are the backbone of any organization since they can employ their influence and know how to utilize opportunity and settings in a timely manner.” Therefore, the researcher summarizes the responses provided by regarding what type of leadership should be found in the CP project or what is to be expected in the future interviewees.

Leading by Example

HA1 shared the ideology of being the leader: “The public administration is like a

service industry that needs a passion for doing better business. We are public servants for the citizens who have the right to criticize us if we are not doing well enough. As the decision-maker, I realized mindset-change is a much-needed construction for pursuing new ideas for better the performance that an agency targets to accomplish. When we found there was strong opposition from the community about our water well project after initiating the first CP project that you¹¹ led, I had to honestly admit I was thinking of terminating the project or postponing it until the rage was pacified. However, you told me CP is for interacting with citizens directly, so we need just to face them and all the surfacing problems; otherwise, why bothered even to start it? Therefore, I decided to continue the CP project that led us to the later accomplishment. I considered the achievement of all the CP projects we have done was based on the efforts and breakthroughs of the first project you planned and managed. Therefore, I encouraged my colleagues to face the problems and be determined to solve the problems. I showed my leadership to my colleagues without misleading the public by feeding them pie in the sky and did not make any promises that I could not fulfill. I would not eat my words if I promised to do so. I told my colleagues to review what you have continuously done to help clarify what we had worked.

HA2 emphasized, “Leadership is the key to change. I showed my colleagues that we all need to learn to change and make efforts to involve the public in a new way, even though my colleagues might feel forced to do so under my instruction. I encouraged them to actively attend the public events for increasing their own understanding of what public is doing and how the government could be of further assistance, and not always wait for the public to attend government’s events like before. People complained we do not have a

¹¹ Refers to the researcher, also the project manager to initiate the first CP project for SRWRO in 2012.

good leader like we had before. It might be correct or wrong. After all, the environment and system are different now. We have more resources than they had back then, but they might have the efficiency to make a policy decision in the centralized system. Now, we have faced more challenges and problems that would not have happened before. We need to develop a leader who can solve the problems in the way in our time, and not wish to find leaders like those who lived in 50 years ago to solve the problems in the 21st century which is not practical.”

HA3 considered, “Top-down management is more feasible to encourage the public agency to advance the performance of the participatory activities. I am a decision-maker, so I need to consider how to operate the tasks that could receive positive feedback from the public. I consider the “correct” policy to be the one receiving most of the public support. I am a politically appointed administrator, and I will be responsible and accountable for whatever decisions I have made. Therefore, I will step-down to be accountable if most citizens showed much of opposition toward my decision. The leaders should be accountable for their decision. I showed my staffs how to participate in the online community communication for seeking the private cooperation.

OA3 urged, “The leaders need to participate more and interact with the community throughout the process since the leaders are the core of the systems. Top-down involvement is critical to CP action. The upfront officers know the supervisor's perspectives through the process of executive participation. It is easier for the supervisors with the power of decision to interact with the opinion leaders from the community organizations or the local governments. The organizational culture would be healthier if the supervisor led by example.” OA4 considered, “The attitude of the leaders is very critical to the outcome.

OA4 shared, “The operator would follow the leader's direction and fulfill his decisions. I believe the leader would feel pleased and appreciated when the subordinate agreed with his decision. We are led by our supervisor and co-learn together. There should be a communicating process for us within the agency.” OA4 suggested, “The leader should share the core spirit and value of an organization. Without a clear core value to follow, public servants are like the staff doing office work without meaning. We are supposed to fulfill requests as the public servants. The subordinate would figure out how to achieve the goal if the leader showed the staffs the directions.” CL3 agreed leaders or decision maker is very critical to the results of the project, so they should be more open-minded in embracing team members' opinions and more pressure tolerant facing problems when leading the team; they should also design an encouragement program to make the team work together.

Showing Determined Leadership

Both the high-level administrators and the middle-level management considered leadership should be determined as well. The supervisor would bear more pressure since the staffs would need to be resilient to new practices and changes. MA1 shared, “The determination of the leader would be the key to the success of the goal and outcomes. The leader should be strong-minded and confident so as to influence the team members not to resist the new practices since the CP practices could be productive if the co-workers did not feel rejective to cooperate.” MA2 also agreed the leadership is the key to promoting new practices since the supervisor is the person who decides whether to operate or not. The determination of the leader influences both the outcomes and the moral level of the team in forming an organizational culture. Thus, the decision-maker needs to decide which

the direction the team should be going. The decisions should be consistent and not swung between opinions as that would put the operating officers into a position of distrust again. The agency leader should stick to the plan and not adapt to so-called public opinion or pressure to change the policy decision while facing the opposition, as suggested by the leading manager of well CP project.” VC1 urged, “Government should be more determined if they think they are doing the right things for the citizens.” CL2 also suggested, “Government should be more persistent toward policy and not compromise or give up a beneficial policy they proposed just because of a few oppositions. The contractor pointed out “Usually, without the leader's determination to implement the project, the staffs rarely like to take the initiatives to try something new but intend to play it safe and do the things they usually do.”

Summary

While talking about the role of public servants or power-sharing issues, leadership or leader was continually mentioned. The case study is an example of successful CP practice due to the determination and leadership of the principal supervisor. Three top supervisors all realized the influence and significance of the leaders’ authority since they could decide the operational direction, resources allocation, and the personnel arrangement. They all demonstrated exemplary leadership themselves by convincing their subordinates to follow their example thus enabling the CP project to be accomplished. Both the administrators and managers suggested leadership should be determined and professional to gain the trust of subordinates and citizens. The village and community leaders urged that leaders should be decisive regarding the policy decisions and not continuously change direction causing a loss of credibility. They should enable the officers in a difficult situation

while facing the residents. Additionally, leaders should not compromise quickly when confronted with temporary opposition and sacrifice right policy which would hurt the public interests.

As suggested in the previous power-sharing issue, the officer expects the supervisor to participate in understanding the difficulties the upfront officers have encountered for reference in the final decision-making. Also, supervisors support subordinates is essential for the officers to execute operations. The supports with the subordinate links to the power-sharing issues would affect internal participation efficiency. However, one contractor questioned, how many leaders with such vision be willing to and support the staffs to exercise a meaningful CP in the government. Having a determined leader demonstrating a positive attitude in pursuing public value directly influences an efficient outcome in CP practices (Table 5.17).

Table 5. 17 The Presentation of Leadership

Leadership Matters	
Administrators	Civil Representatives
*Providing Executive Supports *Leading by Example *Showing Determined Leadership	*Providing Executive Supports

5.5 Supplemental Findings

Besides the findings mentioned above collected from the narrative interviews based on the questions designed for this study, the authors provided additional results provided by the participants in this section, since they would be relevant to the future research of meaningful CP. The interviewees suggested future efforts from administrations; promoting public education to make CP more meaningful, utilizing participation activities among and within agencies, and realigning the role of the contractors, who typically interact with the

citizens on behalf of the administrations as information that is of value to further studies of meaningful CP by the researchers.

5.5.1 Promoting Public Education as a Means of Meaningful CP

While being asked about meaningful CP, numerous interviewees suggested government should provide more educational programs for both public servants and the residents since conducting possible training programs for educating citizens about the participation practice could help accomplish productive outcomes of CP (Yang and Callahan 2005). HA1 pointed out, “In fact, the public might not be used to making decisions. Therefore, public education is important to help enforce a sense of citizenship. I suggest the government should invest in education programs along with CP activities. For example, we need to educate our public as to what CP is, not abuse its usefulness and meaning. It is all about education, including the development of mindset.” The managers suggested education could be one of the strategies employed to help the system and culture transition. They agreed to make CP a core task for administrative operations; although it will take a long time to cultivate the essence of work from long-term educational development.

LA2 considered, “Education is the foundation. Public servants should be trained to internalize their thoughts and to understand the citizens' views and opinions through a thorough communication process. Both the public servants and the citizens need to be educated on how to participate, even the politicians; especially regarding how government prioritizes the appropriation or compensation distribution for reducing the misunderstanding of administrative operation.” LA4 also suggested, “We need to cultivate a spirit in our young generation through various educational programs which encourage

them to choose to conduct CP exercises naturally. It is hard to find a self-motivated person like our former leader to take action intuitively.”

LA5 also considered, “Public servants are all well-educated, but attitude construction might need to be developed through educational programs or training to shape more service-oriented viewpoint.” While conducting the educational program for the public servants, OA3 suggested, “Both the supervisors and the public servants need to be trained on how to perform and react during the CP process. It is very critical for high-ranking officials to be more involved. The educational programs need to be well-designed to increase the skill level of the public servants. Even the operating contractors need to be more professional when working with the agency. The administration should be more supportive of CP contracting organizations.” PA5 suggested public servants could also learn knowledge and skills from consulting with the contracting experts who excel in capability.

CL1 also suggested, “Both the government and the citizens need to learn to have more capability in finding common ground during policy discussion. Both public servants and citizens need to learn how to seek consensus through regular communication regarding community problems.” CL1 considered, “Education is an excellent strategy to help the government transmit information to the citizens through school channels. The government should promote policy intention and contents through school education enabling the residents to understand the government's standpoint, for relieving antipathy and attracting more civic participation. CL3 expected, “Public servants should continue to learn skills and knowledge to help accomplish the job better. PC1 suggested, “The agency should adjust the design for planning many of the current internal education programs or training

for changing the mindset of public employees and society. The public servant's continuing education contents should be reviewed and advanced to meet the needs of the citizens. Public servants need enlightenment training.”

Starting from Environmental Education Program

The managers and officers also proposed CP activities should be linked to the environmental education program to train both the public servants and the residents regarding the local environment. The local environmental education events could enable the residents to feel familiar with and willing to participate in and understand the significance of the public affairs. LA2 shared, “CP inspired us to pursue environmental education practices in the future further since our country already had national environmental education laws. We need to train more instructors, including our staffs, in conducting environmental education through more training programs. The instructors could be the frontier representatives to interact with the citizens and then bring their input back to the agency.”

LA4 suggested, using environmental education as the stepping stone connecting to CP practices.” OA1 emphasized, “Environmental education is very critical in producing a good CP process considering it takes a long time to accomplish. It would be a more stable and persistent method for interacting with the community if we were to conduct environmental education or community education since those programs are most often operated by the middle or operating level of public servants who would not be rotated or frequently transferred ensuring the interaction with the citizens would be continued and inherited. OA4 considered, “Environmental education programs could help awaken the recognition of the citizenship.”

Enhancing Communication Skills

MA1 considered most of the public servants seemed lacking in communication skills, for example, most of the staffs in SRWRO had construction or engineering backgrounds which deal with technical tasks, not interactive matters. Managers considered learning better communication skills would improve interactions with the citizens and enhance CP efficiency. The agency staffs refine communication skills through understanding the administrative operation and policy decisions from the environmental education perspective. Public servants need to learn how to deliver or explain the content of policy or regulation in a language that is easily understandable by the citizens. Interacting with the citizens to answer questions and receive feedback during the discussion process in the CP events could also stimulate the public to learn how to communicate more effectively. The administration should also learn systematic ways to analyze problems and find solutions. OA5 suggested, “The skills of communicating and sharing of information should be advanced. Public servants should learn the skills of communication since ways of delivering or explaining policy content could result in different understanding and interpretations of issues.”

PC3 suggested, “The agency should work with the contractor learning through the process to enhance the trust between the government and residents. Also, the agency would be a second pair of eyes to spot the problems supporting the contractors and not leaving them to do their job alone.” However, CL4 pointed out, “Some contractors had no intention of implementing a true CP but merely wanted to finish the project due to contractual obligation. The key is whether government truly wants to promote the CP concept and interact with the citizens to build up a trust foundation. PC2 suggested, “The public

servants need to vest a participating attitude to co-learn through the CP process not just check the built performance or results from the contractors.” PC5 also suggested, “The agency also needs to learn how to empower the citizens and adopt an effective participation method during the CP process.

5.5.2 Employing Participation and Collaboration among the Administrations

From the case, many public managers reflected that not satisfying the citizen expectation was because the demands were beyond their authority due to the different jurisdiction among agencies. It highlighted the necessity of the inter-agency collaboration or even cross-agency cooperation between central and local governments for better performance. For example, SRWRO is responsible for securing and managing water resources for Kaohsiung City as the central administration, but the beneficiary is Kaohsiung City Government. However, the two governments have not had much interaction that is showing the need for collaboration between the two administrations since the user, KCG, should involve and help channel the local issues, not just like an outsider or a free rider without doing anything to receive the water from SRWRO. Therefore, besides emphasizing the inclusion of citizens in the administrative process, the administration should also broadly include related personnel within the government and collaborate with the other agencies to face and solve the policy problems.

HA1 stated, “The social problems have become so complex that cannot be solved by a sole agency but need the cooperation of several agencies with various experts. LA1 shared, that “We often run into issues needing cross-agency cooperation; otherwise, we cannot operate further without external cooperation and assistance. However, residents did not know we are not the responsible agency. Unless we are authorized to coordinate the

communication and accountability across the agencies, we are still not able to solve the problems because we do not have jurisdiction and authority.” The middle-level managers mostly claimed the necessity of cross-agency cooperation over policy planning and implementation. The manager continued, “For example, we often receive complaints from the community regarding compensation issues; however, that is a task we are not able to solve since we do not have the authority to allocate the compensation, KCG has. We cannot tell city government how to perform or how to satisfy the needs of the residents either.”

Therefore, it is hard to find one policy or issue only involving a sole agency. Invariably different agencies need to cooperate to solve the issues. Having horizontal communication and collaboration among the agencies is necessary. Horizontally referring is something we require to facilitate joint efforts culminating in successful project completion. LA2 suggested agencies should talk to each other and work together since one policy is not exclusive to a single area. Imagine the flow of a river crossing several regions which need cooperation from different levels of governments, agencies, and communities. LA4 reminded, “This decision-making involves cross-communication between agencies and ministries making it more difficult to purely implement CP to empower the citizens or promise the citizens from the responsible agency.” The collaboration among the agencies is important to solve problems with efficient outcomes of the practices. As LA5 stated, “We need to include the whole team, the NGOs or the academia all working together to disclose good acts and hard-working public servants.”

The case showed the evidence of how the agency utilized efforts of the collaboration from the other river agency to channel the water well disputes. VC1 appreciated. “The agency helped to introduce a river agency who has the authority to

answer our needs; which were very significant.” CL4 suggested, “The agency should work with the other agencies or intra-agencies to implement grassroots events and the empowering educational programs. Most contractors recognized the significance of the cross-agency or sector cooperation for policy planning and implementation. PC1 shared, “We found out the inter-agency and cross-section collaboration was missing since some other local institutions were doing similar well projects allowing an experience-exchange in advance. There was no communication and interaction among the sub-agencies. The agency should include not only more parties but also the sub-agencies involved in the problem-solving process since one issue always involves several authorities of agencies.”

Therefore, PC3 emphasized, “The horizontal accountability and collaboration is needed to solve problems and improve efficiency. One policy always involves several agencies. Sometimes, the existing problems that Agency A was not accountable for the tasks in B Agency’s jurisdiction; however, people would consider Agency B did not do their job with antipathy.” However, one contractor pointed out the current system causes the agencies to only stick to their functions without introducing horizontal collaboration. They would rather push away the responsibilities and push them onto one another. People expect the agency is initiating the collaboration with other agencies though most agencies like to stay around close to their turf. Thus, PC6 pointed out, “In addition to the leadership, the collaboration with other agencies and organizations was also relevant in achieving positive outcomes. Overall, the contractors suggested the administration encourage public servants to work with the mindset of cross-agency as a whole.”

5.5.3 Reviewing the Role of Contractors as the Intermediator

In Taiwan, governments usually outsourced projects to professional contractors;

implementing the construction projects or social programs for the agencies. However, the performance of the contractors would be considered the performance of the agencies, and the agencies would still be accountable for any outcomes from the contractors' acts. Therefore, the government should have concerned itself with the contractors since they could be perceived as the shadow of the agency, leading the citizens to hold the agency accountable for the contractor's acts. Therefore, whether the contractor was also vested in the same ideas and attitudes when implementing the CP project would be critical to the outcomes as well. Most interviewees supported government hiring a third party, the contractor, to operate the projects for the agency. However, a few interviewees were already aware of problems that had occurred due to the attitude and professionalism of the contractor; in contrast to discount the project outcomes and agency's credibility. The following section presented the pros and cons from the interviewees regarding the role of contractors, the intermediary of CP project.

LA4 considered "Government needs a third party as the mediator for better communication with the citizens, especially in severely distrustful areas. It is still hard to believe public servants themselves could convince the citizens to believe the government in our society. Therefore, we should share resources with organizations such NGO to help us promote CP events. It is also helpful to let the NGO share their input toward agency efforts to convince the leaders of our agency of the worthiness of promoting CP." OA1 considered, "Hiring the contractor or NGO involved in the CP process could allow the third party an understanding of the administrative operation and enable cross-field interaction. The third party could then help connect the agency by providing more social consideration to better answer citizen needs from different respects. OA1 also considered, "NGO could

be the partner of the agency to help communicate with the community in sharing information and updating policy which could help build a trusting relationship with the citizens more readily than the government did. NGO could become the bridge to communicate with the citizens and facilitate the understanding.”

As PC5 pointed out, “Public servants’ knowledge should be enhanced for doing CP or even consult with external experts or contractors to help achieve better effects.” The government needs the professional NGO as the catalyst to better the outcomes of CP practices. However, there are not that many civic groups or NGOs that excel in the promoting a meaningful CP. Therefore, the decision of choosing which contractor is critical.” CL1 supported, “Government should hire a contractor to help channel the communication and buffer the conflict in the beginning. Then the public servants could join the process later through different events step by step.” The contractor considered hiring the contractor is beneficial because the contractors can operate more flexible than the agency. Their attitude is humbler than the public officials as well. Hiring an intermediary could create some room for the participants to understand each other and communicate with better quality.

However, OA2 also pointed out, “The intermediary groups involving the CP process could worsen the participation quality.” However, OA3 shared, “I reserved the necessity of hiring the expert group as the intermediary role to operate CP project for the agency. Just like the operative officers did not trust the citizens, people doubt the representativeness of the contracting intermediary organization or company in between. Choosing a contractor is an important step. The contractor should be more open-minded, playing a neutral and bystander role without prejudice. However, it is difficult to have such

a third party to bridge the communication objectively.” LC4 reminded, “The knowledge and skills of the professional contractor working for the agency need to be carefully scrutinized to ensure they also understand the culture and background of the community and the needs of the citizens for solving the problems. The contractor's skills need to be advanced as well.” VC1 suggested, “Government should pay more attention to what we feel about the contractors’ performance since they seem to focus on accomplishing their tasks to fulfill the contract mainly. CL2 proposed, “Government should carefully choose the contractors to operate for them and not utilize companies only writing something promising but not fulfilling them at the end.”

PC3 mentioned government customarily outsourced the project to the contractors who will also take as many as projects from other agencies to maintain the business operation. Both agencies and the contractors do not have time to make a longer-term goal to understand the problems and listen to resident issues. Therefore, PC4 reminded, “the administration should prudently choose the intermediary contractor to implement the project since some agencies did not consider local needs and concerns but just wanted to complete the project to fulfill the contractual obligation. Contractors could instead worsen trust status and discount agency’s reputation. The supervisor should step out to interact with the residents in person not just let the contractors face the residents alone.”

PC4 even considered there are rare professional and capable contractors who could play the qualified role of intermediary to manage political and administrative resources and risks well while operating the CP process. Some interviewees expected SRWRO would not require the contractors to only perform in meeting the quantifying outcomes. After all, most agencies operating so-called CP events are for meeting the quantified goal and

superficial performance such as how many public meeting or surveys. Thus, PC4 suggested, “The professional contractor should target acting like the credible third party to support the administration and citizens. Public servants could become the stakeholder as well and should be encouraged to realize the meaning and value of their existence.” The contract should act with the same mindset as the administration; otherwise, the administration will not achieve the goal as planned since the contractor is the representative operating on behalf of the agency and interacting with citizens.

Building Public-Private Partnership

Through working with the contractors as the customized operation, agencies could fulfill public-private partnership (PPP) not a mere contractual relationship. Working with the community or NGO is also another form of CP or PPP practices. LA2 suggested “Government should show respect toward NGO and seek assistance from them to become government's partner, not the opposing groups. We could create a win-win outcome for working with the community and NGO to promote the economic development from fulfilling our goal of water resources protection.” LA4 suggested, “The public servant should be humbler, and the citizens should be more understanding, so the two parties could be more communicative and reach a certain level of consensus. LA5 suggested, “The policy implementation needs multiple parties including citizens and the society to complete it all together.” As one contractor pointed out, the agency could introduce the external elements such as partnership to help reduce the initial resistance and enhance the changes.

Summary

The author recorded the additional results from the interviewees that were provided by the participants from the interview in this section since the inputs seemed to be valuable

to the future administrative CP actions. The interviewees suggested the public education efforts should be added to both encourage the administrators and citizens to learn and advance participation skills. They considered the environmental programs or events could be more attractive for the citizens if they felt it was voluntary participation due to the relevance of their daily life and the concerns of living quality. The environmental approach related to the community development and living improvement could better attract citizens to participate and build trust with the citizens for the administrative actions. The program design could also include communication skills for both the administrations and citizens to reduce the miscommunication and misunderstanding that could discount the outcome of the CP efforts.

Besides increasing the participation level and quality of the citizens, the interviewees emphasized the importance for the administrations to realize the participation procedure among the agencies internally. It could be difficult for a single agency to solve a community or policy problem without the collaboration and participation from the other agencies. In order to facilitate a participatory program efficiently, the administrations need to ensure the cooperation and collaboration from other related agencies due to resource allocation and the employment of authority among the complicated organizational structure. The administration could not convince the citizens to participate in the process if the related agencies did not participate in achieving better communication and seeking solutions together. Finally, the interviewees reminded that the administration should reconsider how to define the role of the contractor who usually implements the programs for the administration. Without the explicit authorization by the administrators, the contractor could not gain the trust of the citizens to join the process. In addition, the selection of the

contractors to implement the program is key to the outcomes since sometimes the contractors could misrepresent the administrations and worsen the trust relations. The administrations need to consider how to build up a productive public-private partnership to communicate with the public and to solve the social problems by seeking the professional assistance from the contractors.

5.6 CP Logic Model for SRWRO

To enhance the validity and reliability of the research results, the author also utilized the logic model to show the cause-effect relationship between public servants' attitude and the decision of CP activities, CP events and distrust level, and CP and organizational performance. Through demonstrating a complex chain of events over a three-year period, the model aims to identify the causal rationale and define the goals through a distinct sequence of actions to accomplish the target. The model presented the following critical elements, including the situation the agency had faced, the inputs the case encompassed, the outputs consisting of the activities and participants, short-, medium-, and long-term outcomes, assumptions the model presented, and the possible external factors impact on the case. The model could be a valuable reference for the agency to review how and why the outcomes proposed were accomplished or not achieved during the case period as indicators for future actions. The details of each element are summarized below and presented in Figure 5.1.

5.6.1 Program

The author named the program as the SRWRO Citizen Participation Project Logic Model.

5.6.2 Situation

SRWRO had faced strong opposition toward the water construction project implemented in the targeted area for a long time. Due to increasing pressure and need for developing additional water resources to meet the necessary demand of water consumption of the city, SRWRO planned to initiate a groundwater well development project. Before implementing the project, SRWRO conducted a CP project to see how the community reacted. Unsurprisingly, the CP project caused advanced concern about the negative impacts of the well project on the community's underground water consumption and possible damage to the community fruit plantation that had supported the community economic development. Therefore, SRWRO was facing a communication project while trying to pacify hostility and opposition throughout the first CP project. After that, SRWRO continued a three-year long-term CP project to broader promote CP exercises for communicating water resource issues with different targeted communities.

Based on the agency's background and problems, the author proposed the following logic model for the agency as an overall snapshot of the theoretical program framework for review of the project and future program reference. The significant elements of the logic model included Inputs, Outputs containing activities and participants, and outcomes covering short-term, middle-term, and long-term goals to be pursued.

5.6.3 Goal

The goal of exercising CP activities in the case was set as "Creating a positive attitude for utilizing citizen participation practices meaningfully to facilitate the communicative interaction and diminish the distrust level to solve community problems."

5.6.4 Inputs

The inputs invested in the CP project include the following: Staffs, Time, Budget, Explanation Materials, Equipment, Meeting Venue, Recording Facility, Partnership, Media, and Computing Technology.

5.6.5 Outputs- Activities and Participants

The activities occurring in the case included the following events: Develop Project content & curriculum; Conduct workshops & meetings; Train Staffs & Administrators; Conduct field survey; Build a relationship with leaders; Develop community partnership; Facilitate open access to information; Build online platform; Upload information online; Work with media; Promote publicity.

The dynamic participants from both the public and private sector contain Agency Supervisor, Agency Staffs, Village chiefs, Community leaders, Contractors, Review Members, Residents, Academic Consultant, City Government administrator, Community-based organizations (CBOs), Members of CBOs, Other Agency's administrators, Legislators.

5.6.6 Outcomes- Short-Term, Middle-Term, and Long-Term

The short-term outcomes for the agency to pursue throughout the CP projects included resuming the conservation with community, understanding community concern & problems, and reshaping public servant attitude and behaviors. In addition, they included building a communication channel, reducing residential hostility, improving distrust status & re-building relationships, increasing community participation, advancing citizen understanding of CP, enhancing agency's knowledge of CP, and achieving consensus to build a trial well.

The middle-term outcomes included increasing community participation, increasing agency capability of CP exercises, learning problem-solving competence, strengthening the trust foundation, increasing participation quality, increasing citizen satisfaction, building a stable public-private partnership, building inter-agency collaboration, achieving consensus on the well project, finalizing the dike plan, and building two water wells.

Finally, the agency also set up the long-term outcomes to be achieved including: normalizing a meaningful CP exercise to policy making, building a trust alliance with the community, rebuilding public value to serve public interests, and substantial development to the water resources.

5.6.7 Assumption

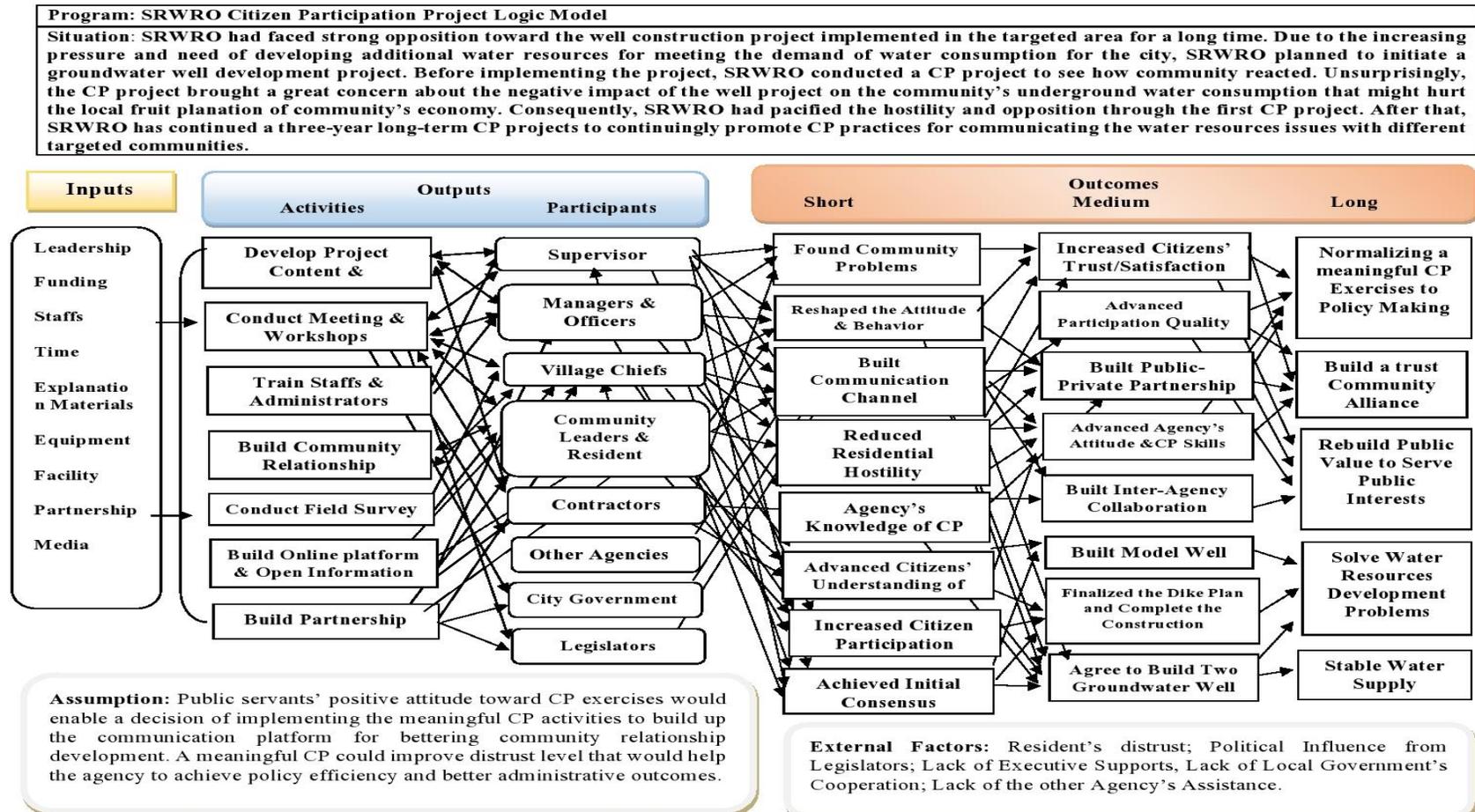
The model was established under the assumption that public servant positive attitudes toward CP exercises would enable favorable decisions in implementing meaningful CP activities to build up a communication platform for bettering community relationship development. A meaningful CP could improve distrust levels which would help the agency to achieve policy efficiency and better organizational outcomes.

5.6.8 External Factors

However, the possible factors which possibly discounting the outcomes needed to be considered in the model such as resident continuing distrust, political influence from legislators, lacking executive support, missing local government cooperation, and lacking the other agency's assistance. Using a logic model could help the agency to overview the essential elements and efforts to be devoted to the CP project.

From combining all the elements mentioned above, the author built a logic model showing the interrelating cause-effect relationships among inputs, outputs including participants and activities, and the outcome planning to be achieved in short-term, middle-term, and long-term as depicted in Figure 5.1.

Figure 5. 1 SRWRO Logic Model



5.7 Summary

The author found the data as different themes to each category (Figure 5.2). This section again provides a rational explanation of the interview findings regarding the central themes regarding CP, distrust, the reasons for exercising CP, public services, and the logic model.

5.7.1 Regarding CP

The reason the researcher presented such extensive analysis regarding CP in this section was that the knowledge regarding CP, in particular, the view of the administrator perceived would significantly impact the interaction process and quality of CP. Without an accurate understanding of CP, the administration would not be able to exercise CP activities with the open attitude and appropriate methods during the process. Therefore, it is necessary to understand what the interviewees perceived CP was and the respects related to CP from the projects the agency implemented.

It was not surprising to find out most resident interviewees did not hear about CP previously since there were three administrators who did not know. It is valuable to receive candid confession from the high-ranking administrators admitting that they did not comprehend what CP should be and its manner of the operation. Therefore, it can be assumed most public servants may not understand the concept of CP and its significance to the administrative operation although they were told to operate CP events.

When asked to define CP, most interviewees could not explicitly respond with their thoughts immediately or felt unfamiliar with the term of “define” and finally expressed some thoughts after talking around the bush. It seemed to the researcher the government should prioritize having CP understanding and training for the public servants and enhance

their knowledge development and the communication skills of CP activities. However, it was promising to see many administrators and officers realizing CP should be an ongoing process of communication to seek the common ground with the participants but not trying to seek the agreement or results through CP actions. For the citizens, agency CP actions seemed to be a positive practice for them to provide opinions and converse with the public servants directly. It seemed both sides realized CP is a co-learning process for them to learn the knowledge and skills of exercising CP as well as an understanding of the differences in each other's standpoints of each other. Most of them realized CP should not be just a one-time performance but a long-term effort to channel the misunderstanding and restore trust relationship with the community gradually.

As to the perspectives of the meaningful CP, both sides touched upon similar opinions without too many disputes. They included showing willingness and a positive attitude by the administrators. The agency should create an interactive process and have leader support for the staffs' expectations and the citizens' observations. Both the administrators and the residents agreed to grow the awareness of citizenship to help smooth communication during the process. They considered building a trust foundation to facilitate communication, and a need to involve internal-external collaboration to achieve a meaningful one.

Regarding the evaluation of the CP projects, both sides of interviewees provided positive feedback toward agency efforts despite the fact that one village still strongly opposed the CP idea and still suspected it was only a gesture from the government; some provided suggestions to be improved. The administrators witnessed significant betterment of the relationship with the community which triggered an improvement of the trust level

through the newly established mutual communication process they operated. The administrators noticed their changed attitudes and actions brought them the successful experience of enjoying productive communication with the residents that was also observed by the community interviewees. The agency considered the communication platform was built through CP practices.

The interviewees from both sides were concerned regarding the inclusiveness or representation issue when planning CP. Stakeholders that were not invited to participate need to be included in the future practices. The residents felt the sincerity of the administrative intentions and efforts; mentioning the significance of the impact of the leadership and the operating officer which was pointed out by one of two managers as well. The village leader recognized and appreciated the impact of the leadership on the outcomes of the project and the staffs' effort during the process. As to the participation degree, both sides pinpointed the participation was not inclusive enough since there were still some stakeholders not to be invited to involve.

Both sides of interviewees shared the disappointment toward the opposing reactions from one of the communities regarding the administrative decision on the groundwater well construction venue. The administrators seemed to wonder why the adversity occurred again from the improved relationship without frankly facing the cause of the happening. However, the residents pointed out the agency did not continue the efforts until the end which would make the residents doubt the agency's determination. Therefore, the village leader from the neighborhood where the actual well was decided to be located expressed disappointment highly and claimed agency's three-years' CP events were still a gesture of misleading the residents to endorsing their actions. It seemed that the final decision

regarding the location of the planned radial well was not consulted with the targeted neighborhood in advance which went back to the beginning of the status before the project started. Both the staffs and village leaders questioned the function of the contractor and the representativeness while working for the agency. The view of the contractor's performance also leads the implication of the functions of and the role-playing in the future CP practices. Overall, there was no drastic perspective difference.

Finally, as to the preference of CP in the future, despite objection and antagonism from the two above mentioned village chiefs, the interviewees had relatively positive perceptions toward CP and expected such administrative actions to be continued for advancing transparency and trust level. However, the opposition from two village chiefs is a useful signal for the administration to think about what still made them withdraw from the actions even though they did want to participate early in the process. The reflections from the operating officers showed the significance of the leadership since they were initially influenced and motivated by their supervisor to learn how to operate the CP practices. They showed a favorable tendency toward CP after operating the CP projects; meaning the positive impacts could change people attitudes and thoughts about from the meaningful practices

5.7.2 Regarding Distrust

It seemed that CP was both recognized by administrators and citizens as a useful strategy to improve distrust levels. Most interviewees agreed using CP could enhance communication and understanding about the administrative operation for improving trust. Overall, there was not much disagreement regarding the benefits of CP to facilitate a friendly and trusting relationship between government and community. Both sides

considered no transparency in regard to the administrative operations accumulating the distrust. The administrators understood citizens might not trust them if they did not respond to citizen requests or meet their needs, this was also felt by the citizen interviewees. Citizens considered government as the one responsible without thinking of the jurisdictions among the agencies so that they felt the agency was not responsive and ignored their needs if the agency they reached out to was not the one who was responsible. The agency knew such a perception was held by the citizens but still did not do anything to improve the misunderstanding that it is not the agency and did not want to respond, but they cannot react due to the assigned authority.

The interviewees from both sides owned the similar perceptions toward distrust issues. The citizens seemed to care more about responsiveness and reaching out from the agency, including informed rights. Being cared for by the government seemed to be the citizens' little wish which could be a useful clue for the administrator to invest cares into CP activities. Besides information sharing during the process, showing administrative empathy and a caring attitude to the citizens would be helpful in reducing distrust. Citizens, in fact, discussed more perception and impression regarding the administrators instead of the final physical outcomes. Overall, most interviewees felt optimistic that advancing CP exercises from the administration would help on improving distrust relationship between the two sides and hopefully build a better communication platform for future interactions. Given knowing the administration is accountable for providing CP opportunity, the awareness of the citizenship needed to be advanced through CP activities so that the citizens could also fulfill their civic responsibility in developing and demonstrating the capability to participate in the administrative decision-making process.

Despite the historical factor and the accumulated occurrences from the past, the researcher considers the administration should show more effort toward improving the relationship with the community through more CP activities since the government is the party initiating CP to lead the citizens to co-participate to the process. The administration should take an active role to improve the distrust status although the agency does not need to take all the blames. There are reciprocal cause and effect cycle between the distrust in citizens and agency since the distrust in citizens would trigger the citizens' distrust level to worsen or better. The trust relationship would be the fundamental factor to impact on the planning and implementation direction and quality which needed more continuing attention. The distrust and CP and policy outcomes could be the potential direction for future research. It was valuable to find out distrust was not just one way from the citizens but also from the administrators as well. The distrust of the agency in citizens would trigger a cyclical distrust effect back and forth between the two sides. The interviewees seemed to frankly respond to distrust issues to collect several major possible factors to result in distrust that could be further studies to exhaust the cause in the future studies.

5.7.3 Why Exercise CP?

The responses in this section provide significant relevance for examining the assumption the researcher proposed in the study since the researcher expects to seek supportive perspectives from the interviewees if possible. When asking the interviewees why they thought the agency should employ CP exercises, the researcher did not plan or expect to receive responses to serve the conceptual assumption proposed in the study. The researcher did not design the interview questions pre-assuming the theoretical framework or to direct the interviewees, so she assumed the responses collected in this section would

be very diverse or unexpected.

However, the researcher started to seek results based on the framework in order to categorize data themes and issues to formulate conclusions. The framework suggested exercising CP was for achieving goals in a democratic society, exercising participatory governance, and pursuing bureaucratic reform from the normative approach. The research also implied public servants should exercise CP from an internal inspiration as public servants serving the public interests, sharing powers with the public, and responding to citizen needs. Most administrators responded by relating transparency or openness to CP but not referring to democracy at all with the exception of two top-level administrators and one community leaders; which surprised the researcher slightly during the interviewing. It triggered the internal questions of whether public servants did not possess a working knowledge of the CP concept or they were just not good at elaborating their thoughts. Either would explain why they could not describe or explain policy explicitly to the citizens. However, it is promising to see the administrator elaborate transparency and openness affirmatively.

As to participatory governance, it was encouraging to see four administrators declaim the term "governance" in Chinese; as well as one village chief. The village chief was elected by the citizens recognized as the elected public servant as well. The chief is also the one who had a more accurate knowledge of CP and was more experienced in its practice than the other administrators. It would explain that the development of capability and a professional mindset was mainly up to each's expectation of self-advancement and betterment. The respondents also suggested the use of bottom-up or top-down strategies to enhance CP efficiency as also related to cross-agencies coordination discussed in the

bureaucratic reform in the next section. Both need to be further reviewed in the future. It is promising to see the administrators could use “governance” as the regular terms of their conversation which would be helpful in influencing other employees to learn and utilize the concept of the operation.

As to the bureaucratic reform, most administrative interviewees considered CP brought them various changes in operations including attitude and mindset adaptation to new methods of interacting with the public directly or online digitally. Two operating officers also emphasized the necessity to adjust the manner of internal communication to achieve consensus within the agency before reaching out to the community. The current systems would prevent such the information transformation and then discount the efficiency and outcomes. Some officers suggested besides using both top-down and bottom-up interaction strengthen the internal cooperation; it is also necessary to initiate cross-agency coordination to collaborate the resources to solve the complex problems.

The agency did introduce horizontal coordination to help solve community dissatisfaction in the case, and the interviewees realized the necessity of the continued efforts of promoting collaboration with other agencies in the future. It seems horizontal coordination among the agencies could become the potential strategy to apply to many CP practices. Two higher ranking administrators mentioned the significance of forming an organizational culture from CP’s stimulation which was a valuable finding since the leader’s attitude toward a new cultural development through CP could lead to a possible organizational reform. Organizational culture will be the significant aspects to be further studied since value, attitude, and mindset are all essential elements in forming an organizational culture and settings to influence the public servants’ thoughts and behaviors.

The interviewees introduced instrumental ideas to supplement the rationale explaining public servants should be inclined to exercise CP activities due to internal inspiration motivation. Citizens would consider it is the work nature for the public servants to work for pursuing the interests of the public but not personal or political one. The supervisor expects the agency to work to meet public expectations. The middle-level manager and three operating officers expressed the recognition of having the motives and intentions of pursuing public welfare as public servants. On the other hand, the village leader expressed caring about the community infrastructure without deliberating further about public interests. The contractors reminded the agency should follow ethical principle to manage monetary allocation.

Interviewees touched upon authority issues regarding the questions of trust and CP issues. Citizens felt they did not have the power to change any administrative decision in society. Some participants did not think CP could not help influencing the agency to determine community project. Therefore, the agency should utilize CP exercise to show the sincerity of sharing power with the citizens to discuss the community issues with the agency. Three community leaders expressed the need for empowerment for the residents to co-develop the community. Interestingly, the agency officers also expressed the need of empowering the operating officers to communicate with the community upfront to achieve efficiency on behalf of the agency. It would improve inefficiency and not the accountable image of the public agency if the operating officer would affirmatively converse with the residents on specific issues. The researcher noticed internal empowerment issues surfaced unexpectedly and should be further considered as one of the strategies to advance the CP efficiency.

5.7.4 Regarding Public Servants

The researcher noticed the same reactions from the interviewees in that most of them did not feel affirmative in answering or were hesitant to respond, seeming not to understand what role meant. The author was slightly amazed to see some of them keep repeating “Role?”, “Role?”, several times before they started to answer. Consequently, most interviewees did not consider regarding role initially but described the public servants, then finally came up with a term to identify the public servants. It turned out there were various role-pair or versus roles provided by the interviewees. The roles data are close to the proposed role the researcher suggested. It seemed to the researcher that the administrative interviewees did not have a rooted concept of the role played by public servants a necessary perception to influence administrative decision and action. The education program or training should include a role recognition session to enhance the knowledge and perception of both administrators and citizens. The role of public servants will be a topic, similar to the attitude issue worthy of further studies.

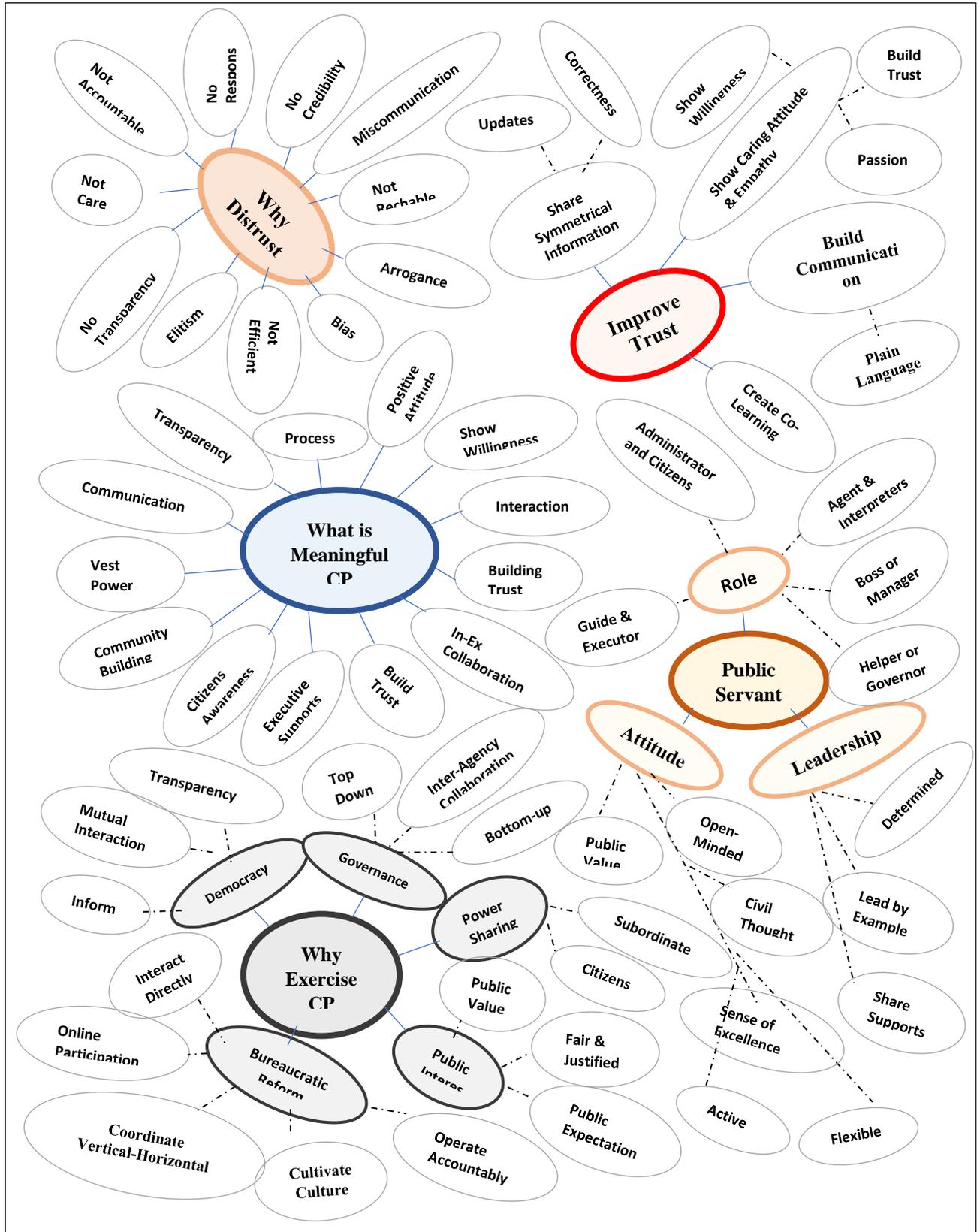
The researcher considered attitude as a significant concept related to public servants since it appeared to cross over several issues showing its significant influence and linkage to various aspects. In addition, the attitude of the public servant is one of the focuses of the study so that it deserves the pages shared with the readers. The researcher was pleased to hear the interviewees continually mentioning “attitude” during the interviews demonstrating people already notice the rationale of problem. Even including the administrators admitting the negative comments about the image or the attitude of public servants, shared by most of the resident interviewees. They mostly agree on the need for change since they realized attitude is everything in solving problems. CP was the medium

for them to show their attitude of change.

A similar situation occurred at the beginning of the CP project process to make the citizens angry since the operating officer could only answer “we cannot do it due to the law” which disconnected the conversation and communication. The researcher spent the time to convince officers to consider alternatives and exhaust solutions to pacify the public anger. Therefore, the operation manner would directly reflect the attitude and manner of the public servant enabling the misunderstanding. Finally, the caring the civil thoughts proposed by the community interviewees helped change the mindset and attitude of the public servants.

As mentioned previously, public servants are citizens too. The thinking gap and misunderstanding would be reduced if the public servants could think in the citizen shoes and act for the public interests. Why the village residents thought the government did not care about them was because the agency rarely talked to them about what the agency was going to do in their neighborhood. The agency did not compensate them for the damage they received due to the public facility. The leading village leader honestly shared that they felt somewhat cheated sincerely and respectfully by the public servants as long as they show the caring to the community. In fact, citizens are not as demanding as the public servants thought if the agency would be open to the community and facilitate communication with the citizens with sincerity and honesty.

Figure 5. 2 Themes and Categories



From the analysis of SRWRO's logic model, the agency seemed to act accordingly to accomplish outcomes set for short-and medium-term. At the end of the third year of the project, the overall trust level with the community seemed to have improved significantly compared to before; except two village chiefs. The agency should reconsider why the opposition and hostility from two village chiefs resurfaced at the end along with the positive accomplishment of building the model well. According to two chiefs, the agency seemed not to consult with the chiefs before making the location change decisions that would remind the readers of the significance of presenting a transparent process and open communication with the participants. The agency needs to review how they interact with them while making administrative decisions and operation during the process. The proposed long-term outcome in the logic model would enable the agency to target the goal for future project planning. In a word, using logic model could help the planner have an overview regarding the necessary elements that need to be introduced to the actions for refining a well-planned project in the future.

6. LIMITATION, IMPLICATION FOR PRACTICES

In the research results section, the researcher presented the data and analysis through researcher's personal project experiences and direct observations, online record research, interview results, and logic model to provide the reader a comprehensive understanding of the research design and outcomes. The following section will present additional findings, the limitation of the study, and the implication for practices stemming from the results. However, there were some data from the interview that the author considers whose feedback would supplement the results presented related to the meaningful CP in the previous section. They might be the possible inputs regarding CP quality and outcomes for the researchers to consider in the future.

6.1 Limitation of Research

The researcher considered a few limitations of the research since it was the first qualitative study that has been conducted by the author and there might be some respects or practices which were not well-considered during the process.

6.1.1 The Risks of Validity and Reliability

One of the limitations of the research might be that the researcher did not use software to assist in analyzing despite massive amounts of qualitative data which might cause doubts of validity and auditability of qualitative research (Basit 2013). In addition, a concern about the author might be not having been able to detach personal bias and a lack of the objectivity. Nevertheless, it is the first time for the researcher to interview and pursue a qualitative analysis. The interviewing skills and the inducting methodology might be questioned as to whether the researcher would intentionally or unintentionally induce the

interviewees into providing the answers the researcher expected to receive for matching the research constructs designed. Therefore, the findings presented in this research might be doubted whether applied to other cases since this case occurred in Taiwan which might be inadequate as a generalized experience due to political and cultural differences. The choice of the sample might be suspected as too purposive losing objectiveness.

6.1.2 The Doubts of Data Preciseness

Some might question the reliability of preciseness of the data from the interviewees presented in this analysis since they were not presented in English. Due to the concerns of time, budget, and feasibility, the data was directly translated from Mandarin or Minnan languages, the researcher's two native languages, into English without being reviewed by the third party with language skills and knowledge foundation. Most interviewees from the community felt comfortable in expressing their thoughts in the dialect of Minnan language. It is not easy to find a professional to translate Minnan, especially the nuance along with the data. Not to mention, the translation also needs enough understanding of the historical and cultural background the interviewees experienced. Therefore, the researcher decided to directly translate all the data depending on personal knowledge and understanding as well as personal language skills to honestly present the meaning and nuance of the data by the interviewees. Therefore, doubts about the researcher's language skills might be one of thinkable limitation and questioned by the readers. In addition, there might be limitations which existed during the data collection process. The nature of the information provided by the interviewees would depend on whether they would be willing to share or not as well as their perspectives and the life experiences. Therefore, the author employed triangulation of various data resources to help verify the results and support the preciseness of the theme

sorted from the interview data.

6.1.3 The Doubt of the Researcher's Bias

It is natural and imperative for the researcher to embed her or his own biases, perspectives during the process of data collection, analysis, and interpretation. In qualitative or narrative research, it is unavoidable to have the impacts of the researcher's values and biases on the outcomes (Merriam 1998). However, an individual subjectivity considered as biases could also be justified and honorable and could be contributive since they were uniquely configured into the data from researcher's experiences and personal qualities (Peshkin 1988, p. 18). The author was attentive to remaining neutralized and indifferent while collecting the data by stating them in the interviewees' words explicitly in evaluating the validity of the conclusions (Altheide & Johnson, 1994).

6.2 Implication of Practice

6.2.1 Advancing the Inclusiveness of Participation

While discussing the quality of the participation, the inclusion issues brought up to be considered. Swanson (2001) suggested the inclusion of local stakeholders would be one of the factors related to the success or failure of locality-based policy. The reflections of the concerns of inclusion in the case could highlight the attention of the inclusiveness in future CP practices. The contractors tried to include as many as local representatives involving the projects. However, a few interviewees still pointed out the concerns of inclusiveness and the representativeness issues in the CP projects. Would the participants represent the majority's needs or the citizens' demands? As MA1 defined, "The participants as "Anyone who cares about the public policy should be considered the citizens who have the rights to participate in the policy-making process." Therefore, how can we

be more inclusive for a meaningful participatory practice? The interviewees provided some views and concerns stem from the project experiences. The concerns and suggests could be the implication for the agency to pay more attention to the representativeness of the participants and inclusiveness of the participants in the process.

The Representativeness

HA1 expected the agency to expand the width of communication with more parties for the future CP activities. The representativeness of the participants should be carefully considered while exercising the CP events. HA1 said, “We need to reconsider the essence of the representation to review whether the enthusiastic participants could sufficiently represent the majority. The administration should also include other stakeholders such as the corporation as well as the citizens. The agency should seek assistance and supports from the enterprises since plentiful businesses already acted to fulfill their corporate social responsibility (CSR) as a corporate citizen to improve the society.” Therefore, HA1 reminded the agency must examine the representativeness of the participants since not every citizen could participate every time or are willing to attend. Mostly, interest groups and some civic groups are the groups more likely to participate and express their opinion in the CP events.

MA1 pointed out, “There are still many citizens being silent and salient without speaking up that does not mean they do not have any opinions and will not come out to oppose and protest later.” The managers and the officers also realized they need to discover and sincerely invite the existing silent public since there are still many citizens who do not feel like expressing their opinion but not be pessimistic about our society. OA4 reminded “We need to examine further whether the participating NGO could also represent the

majority as well. PC1 concerned “It seemed that the presence of the louder parties or some particular CSO always gets more attention in most CP events which could exclude the other stakeholders.” As VC5 suggested, “The diversity of participants should be considered to include opinion leaders from various groups for collecting different voices.” In the case study, the elected village chiefs, the leading opinion leader, is mainly negotiating with the agency, were the key stakeholders to be invited for collecting the main concerns from the community.

However, the future CP should identify more stakeholders for possibly spotting core issues. CL4 also reminded “A meaningful citizen participation should also include participants both from local and international organizations.” PC5 stated “We still do not have concrete answers for who should participate or who are qualified parties to participate. However, the inclusiveness issues to the CP process should be analogized in an effort to solve a puzzle project needing many pieces to complete the whole picture.” To what extent do we need to include enough parties to express the majority's voice needs to be further considered. Therefore, the agency needs to review whether the representativeness of the participants should be questioned, or can their opinions speak for all while conducting the CP.

Key Stakeholders

In one case, the public agency did not identify the main participants who would be affected by the policy but only paid attention to whoever spoke up, without considering whom the silent group affected by the policy. Therefore, the researcher decided to at least invite all the village chiefs in the target district to seek the possible stakeholders to be included in the project. It is never too late to invite a party to join the process since the

discovery of the stakeholder would be identified. Therefore, the administration should pay attention to who are the critical stakeholders, while particularly managing budget planning and allocation. Sometimes, the silent ones are the invisible beneficiaries whom the agency did not even identify, not to mention the invisible sufferer by the policy decision. Once there is confirmation of inclusiveness, justice can be sustained through CP efforts.

6.2.2 Developing Compensation Mechanism

Among the reasons for dissatisfaction or distrust, most community interviewees expressed the compensation issues as the culprit. Compensation or resources allocation seemed to be a prioritizing need causing the citizen concern. In the case, the village chiefs all mentioned the agency did not reasonably allocate the resources or monetary compensation to suffering neighborhoods. The residents seemed to link the compensation as the solutions for the damages the neighbors had suffered through the CP process. Therefore, these residents could not accept and refused to communicate when the agency explained they did not have authority to manage the compensation or answer their requests. The researchers observed the compensation disputes prevailed among the severely protesting neighborhoods in Southern Taiwan. The agency needs to face and to find solutions to this dilemma through cross-agency and -government coordination and cooperation in the future. It seemed that the current compensation procedures and authority are uncoordinated among the governments, so the agency cannot exercise the authority to respond to the residents.

As PC6 observed, “It seemed that residents mostly cared about the allocation of compensation for the damage resulting from the project.” Therefore, the compensation mechanism needs to be further reviewed and adjusted for future CP projects involving

monetary rewards; otherwise, the agency would always face the same complaint without gaining citizen's trust to continue the communication. HA1 suggested, "The central government should establish a local compensation mechanism enabling the local agency to have a budget to operate local development and construction directly. Of course, we need to collect the opinion of the community for a better plan for the mechanism." LA1 stated, "We do not have a mechanism to solve the local compensation issue or have the authority to tell the responsible government what to do or how to do either. OA3 suggested, "We need to have an open mechanism for the community compensation distribution."

VC2 suggested, "Compensation is not evil as long as it is allocated through a transparent procedure and the allocation details are open to the resident. Therefore, the agency should seek to be authorized to make a reasonable compensation plan." VC4 suggested, "Government should have a compensatory system that is more flexible and direct. The community will not feel the agency's support if there is no community funding directly from the agency. Also, CL3 considered, "Community compensation program should be reviewed by the government since residents complain government compensation is not fair; mostly depending on the degree of the opposition." PC2 agreed, "A compensation mechanism needs to be established for compensating the victimized community since the policy involved many people to be affected. There should be a negotiation process to deal with the financial compensation allocation; not avoidance."

In this case, the village leaders or residents seemed to be willing to cooperate if the agency would consider allocating the compensation fund for the damages they had suffered due to the construction of a water facility built which caused the flooding in their villages. The residents only consider there is only one government to them that should take care of

their problems. However, the central government already distributed the compensation fund to the local government to utilize the fund following the regulation. Therefore, SWRO has no budget and authority to distribute compensation fund to the community directly. However, the local government would behave indifferently when the conflicts occurred between the community and central agency toward policy implementation locally. Kaohsiung City Government seemed to be hesitant and not actively participating in the CP project initiated by SWRO. It also showed that the participation efforts should be emphasized not only between government and citizens but also among various levels of government as well.

6.2.3 Enhancing Vertical and Horizontal Interaction

While discussing the participatory governance in Chapter 5, the interviewees proposed to use either top-down involvement or bottom-up interaction to meet the needs of different governing patterns. The researcher suggests, to fulfill the CP essence with either approach; in addition to cross-agency coordination as well, both need to be further considered for producing efficient communication and outcomes. The lower-level officer suggested having the supervisor's direct involvement in supporting the upfront operations; on the other hand, the high-level administrator also agreed the top-down approach would demonstrate the leadership by example and allow the subordinates understanding of the directions for correctly accomplishing the goal. In the efforts of coordinating the authority and resources, cross-agencies are needed to help solve significant community problems. Therefore, there is a pressing necessity for studying the impacts of the efficiency of the vertical and horizontal coordination and interaction within and cross-agency for the future studies on policy outcome and CP practices.

7. CONTRIBUTION, FUTURE STUDIES, AND CONCLUSION

The primary goal of this study was to present the research evidence overall lack on what attitude means in mobilizing public servants to make decisions of introducing CP or operating CP to the administrative operations and how attitude impacts trust level and operation efficiency. The researcher has done so and fortunately collected massive responses from 31 interviewees, including 15 administrators whose data backboneed the relevant empirical evidence of what attitude the public servants thought they had vested, and what people thought they had, or they should have described in the previous chapters. In the following chapter, the researcher concluded the study's contributions and the directions for future study that branch from the collected data.

7.1 Contributions

The research not only recorded the interview data but also provided direct observation and the researcher's personal project experiences to show how most administrators' attitude perspectives related to CP decisions and its impacts on project process and outcomes and organizational performance. Accordingly, the first major practical contribution of the research is that it provided much needed empirical narrative data showing the causal relationship between public servant attitude and an actual CP project through qualitative research that had not been examined in past studies (Yang and Callahan 2007). The research results not only provided critical in-depth data depicting the public servant willingness and perspectives but also presented exemplified evidence of a model of meaningful CP practices expected to contribute to the studies of authentic CP.

The case distinguished agency precedent experiences of implementing actual CP to a regular practice along with the policy-making and operation to achieve an agreeable outcome, different from most of the agencies' short-term measures as other government's reference.

Additionally, the research also presented a conceptual framework combining the normative and instrumental perspectives and emphasizing the consideration of internal inspiration approach as an innovative suggestion to the studies of pursuing meaningful CP. The study also proposed the strategy of connecting the triangle intertwining cause and effect relationship among trust, attitude, and policy decision or CP determination to the policy-making process to respond to the everyday issues of citizen dissatisfaction, policy inefficiency, and the administrative performance toward the stagnation development toward social problems. Among the rationale of achieving a meaningful fulfillment of CP practice, the suggestion of self-recognition of the role of a public servant as a motive to form a positive attitude leading to bettering administrative performance could be contributive to the studies.

Also, the direct project involvement the researcher experienced as one of physical evidence also distinguished the value of research knowledge among the studies. The direct project implementation experiences as the contractor working with the agency helped allow the researcher to provide a first-hand understanding of the process and outcomes presented in the study. The addition of the logic model as another analytical technique enhancing the evaluation (Mulroy & Lauber 2004) of the present case study could also show a new attempt to help define the goals of CP practice as well as how a series of CP actions will accomplish the goal (Yin 2009).

7.2 Directions for Future Studies

Among the explanatory and interpretive data, the researcher sees many opportunities for further investigating some aspects of future research. In fact, more studies will be necessary to refine and further elaborate the thoughts from original findings from this study.

7.2.1 The Introduction of Citizen Social Responsibility (CSR) to CP

Among the findings, the interviewees reflected CP as a co-learning process for both the public servants and the citizens to receive knowledge and understanding of the policy that could both affect their operations and life. The learning mainly focused on the skills of involving public affairs but did not touch upon self-enhancement of the citizens. Based on the past project experiences and observations, the research also discovers the development of value as a citizen is also essential. Like supporting fulfillment of the corporate social responsibility for the businesses (B-CSR) (Carroll 1991), the researcher likes to propose citizens or civic, social responsibility (C-CSR) to raise the attention of the new concept of democratic fulfillment as a citizen in the society. It is not only all government's obligation to better society but all the citizen's responsibility as well which also includes the public servants and businesses. It is encouraging to see some interviewees also reflected similar ideas close to C-CSR that is convincing that it should be the movement to be promoted.

HA2 considered, "Citizens should be responsible for their remarks, and it is not fair to have just one-way complaints without providing the standpoint. The government should be responsive to the constructive suggestions. The interaction mechanism should also be fair enough to encourage the public servants to be truly willing to face their citizen partners.

Citizens should share a similar attitude while interacting with the public servants as well.” Two ministers both urged the citizens should be learning more skills to converse with the government and learn how to discuss the issues and respects rationally as common behavior. LA also suggested, “We need to partner with business and promote corporate social responsibility as well.” CL4 pointed out, “Citizens also need to bear responsibilities for the protest or opposition actions. How could the citizens tell the administration it is not a good plan if they cannot even provide the reasons or propose other alternatives.”

Enhancing the Awareness of the Citizenship

There is a voice to express the necessity of advancing the awareness of the citizenship as a foundation to enhance the understanding of the self-responsibility as a citizen from the interview. LA1 proposed, “The sense of the citizenship needs to be enhanced by participation.” LA2 also highlighted, “The increasing awareness of the citizenship is critical for the agency to promote the policy with efficiency. It is not fair if the citizens still blame the government for not doing the things to the public when it was because the citizens opposed and tried to stop the implementation. Both parties should be facing the problems together with cooperation concept. We all share the responsibility and accept the consequence together and should not always let the government bear it alone.” However, LA4 shared “I have not seen the bottom-up trend yet. We need to root the concept to let the citizens know they should care about the issues involving their life. I would say it is a good sign when the citizens can be rational and discuss the policy content with the agency.” PC1 claimed, “It is important that citizens should also utilize the opportunity to participate and care about the policy that would influence their life.” The researcher considers how to advance the awareness of citizenship to participate in the public affairs

effectively would be the critical research direction in the future. Besides citizens awareness, both the managers and public representatives consider the mutual trust and satisfaction level would need to be established when the interactive and reciprocated understanding process is undertaken efficiently.

Understanding Civil Rights and Duties

LA1 reminded “People cannot ask for advantages but not take the consequence of the decision. The government made efforts to make the plan for the citizens, but the citizens did not share any responsibility at all. Citizens cannot claim the government should bear all the responsibility for policy outcomes. The mindset of "Not in my Backyard" (NIMBY) prevents policy-making and implementation. Citizens need to fulfill their obligation. Citizens should also bear the responsibility to work with the government for their regional development through discussion and recognition in common. There is no free lunch for only taking but not giving.” We are the government, so we should be more responsible for all the policies we made. However, we should consult with the citizens or community before making the decision. The government should bear all the responsibility for the decision. The contractor stated citizens blindly opposing the government without providing a constructive opinion is irresponsible. LA3 urged, “NGO should use more care about their participatory power since it should be equally honest with each other during the process. There should be mutual respect to listen to each different opinion.”

Preparing Participating Capability

HA2 suggested “The participation platform needs to be well-planned and designed. Requiring the efforts for the involvement of the participants is necessary. The public shall contribute efforts to get knowledgeable about the issues or content and prepare to discuss

with the agency. The individual would not be qualified to participate if they did not intend to discuss. The participatory mechanism should be selective to require preparation to join the discussion. It is not meaningful to waste time to respond some irrelevant questions. The attitude of both the public servants and the citizens would be changed once they both felt the difference between learning new information.” LA1 agreed, “Residents should also learn how to participate in the process. It could not be equal to communicate if the residents do not have enough knowledge regarding the issue or training of how to discuss.” LA3 suggested citizens need to be educated and trained as well. Therefore, everyone should be trained to participate in more critical thinking but not be misled. As long as citizens can judge right or false, neither the community leaders nor the interest groups could manipulate the citizens. Citizens should learn how to participate in the public policy discussion as well. OA2 considered but the capability of the participants is very critical to CP outcomes. Citizens would be still manipulated by specific interest group during the process if the participants lack knowledge and capability.

VC2 suggested, “Policy is public affairs, so the residents would like to contribute more and do our work.” CL4 urged, “Citizens should learn how to communicate with the government regarding their concerns or problems and recognize that communication is not a zero-sum game but a process of coordination for seeking the most effective strategy to accomplish the goal. Citizens need to understand how to develop their local culture. The civil groups need to learn how to provide an alternative plan toward the policy they are opposing; not just merely say no.” CL1 also urged, “Citizens should change their attitude to have empathy on the public administration's operation. Otherwise, there would always be two parallel lines without any intersection. PC1 urged citizens should learn how to

express their opinions, participate or involve the decision-making, and not abuse the rights of participation which would impede the responsiveness of the government. The random blame toward the government is not responsible.

7.2.2 The Consideration of Political Influence on CP

Some administrators mentioned the political influence on the policy-making or -implementation process in this case that is the topic that has not been mentioned. The bureaucratic culture would be full of the political preference. Even in the highly-advanced democracy of the United States, the representative system seemed to deter the realization of the authentic citizen engagement (Kathi and Cooper 2005). The organizational reform should be working with the legislative reform as well. The pressure from the legislative representatives would be a significant factor to influence the outcomes of CP actions without doubt. Occasionally, the legislature would change their stand due to political consideration. From time to time, they tried to please the citizens due to the reelection pressure with wrong information or mistaken concept or manner to make the agency staffs torn between in the situation. The politically appointed administrators would be affected by political consideration more than the civil administrators in the study. Thus, the researcher did not add the political factor to this research since it would drag the direction to another dimension, although the political influence did exist and influenced outcomes. However, the political influence on the decision-making and operation direction would be the pressing issue for the future studies since political purpose and culture seemed more dominating than administration intention.

MA2 highlighted, “The influence of the election should be reconsidered. The politically appointed officers sometimes were an impediment as well. We asked, “Why

would the same problems occur again after we achieved the initial goal? Did we do something wrong in the previous practice? Alternatively, did we not fulfill some procedure during the CP practices?” The manager shared, “Unfortunately, politics would impede policy implementation. The good project cannot be continued once the power changed due to different ideologies and values.” One manager suggested, “We may legalize CP as part of the standard procedure of operation with some flexibility for the administrators to utilize it. The officer pointed out, “Politics would overpower the administrative professionals in the current society. We need to make CP become the normality or custom to let both the agency and the citizens recognize the current positive impacts of CP actions.” Therefore, CP could balance the influence of politics on the administration. The problem is how to balance the impacts. Again, CP should be normality otherwise citizens would be misled by the politicians. The contractor also considered there was no mandate of using CP to make policy in Taiwan. Some suggest using public deliberation to enable the participation to be more legitimate and valid.

7.2.3 How to Advance Meaningful CP to Improve Trust

Based on the abundant data provided by the interviewees regarding the distrust issues, there is potential for using trust as the dependent variables to seek how the independent factors proposed in this study would or could increase distrust level then affect the CP outcomes both in qualitative and quantitative research. The study merely introduced the trust factor as a significant influence on CP decision and operation but did not profoundly discuss the cause and effect relationship between trust and CP outcomes, as the previous studies did. The factor of distrust could be extensively investigated through interviewing on a more massive scale the sample remarks of employees of WRA to exhaust

the possible factors of trust consideration. The trust issue would continue to be dominating factor not only to influence CP practices but also to regular administrative operation. In addition, the researcher recommends a continuing test of an empirical examination of trust-focused topics that would affect the administrative decision and performance.

7.2.4 The Recognition of the Role as Public Servants in CP

The researcher found out not many interviewees explicitly provided clear feedback when asked about their thoughts regarding the role of public servants which seemed to imply role recognition is as important as that of attitude and value development as the public servants. The interviewees seemed to be hesitating or not understanding while asked. It seemed to the researcher that the administrators either did not have exact ideas about the definition of “Role” or did not think of “Role” in their work life or career so that they did not show confidence or feel comfortable in providing their input initially. Therefore, it would be interesting to conduct research focusing on linking the public servant aspect of role to attitude development and whether it would significantly affect administrative decisions and performance.

7.3 Conclusion

Overall, the findings of SRWRO’s case reflected the fact that the public manager’s attitude toward the CP decision did influence the realization of a meaningful CP and its outcomes. Based on all the data sources presented in this study, most show evidence of the attitude of the administrators with the strong leadership directed the projects toward positive development and policy outcomes. The findings showed both sides of interviewees perceived that trust is a fundamental essence of the process. Both sides expressed similar thoughts regarding the cause of distrust which is promising for future improvements based

on mutual understanding of the problems. The responses of the motives of exercising CP by the administration, also reflected in the proposed normative approach, suggested the conceptual framework in the study. Most interviewees provided the recognition of the necessity of CP to fulfill a democratic goal, exercise participatory governance, and pursue bureaucratic reform. However, less recognized the significance of CP actions from an instrumental perspective, considering CP for serving public interests, sharing power with citizens, and answering the civil need for internal influence.

In this case, a favorable and determined attitude toward CP is the key for the agency to achieve the project goals efficiently, as was supported by the proposition in this study. The strong leadership also played a significant role in exercising the actual CP. A meaningful CP could help build and advance the trust between the citizens and the government; accordingly, could result in administrative accountability and policy efficiency. The case presented the evidence of showing a sincere attitude to win the hearts of the citizens through meeting with them regularly, and finally gaining their trust and friendship proved to be the potent strategy for the administrator to promote new environmental plans in the communities where severe antigovernment sentiment exists (Irvan and Stansbury 2004)

The CP project in the study enabled the agency to acknowledge the residents as key stakeholders related to the well policy that they did not comprehend before which helped break through the impasse of policy and continue the progress. The agency conversed and communicated with the community in a meaningful manner that did not happen previously. The agency spent almost two and a half years on communicating and discussing the problems and solutions with the community before successfully building the model well

approved by the residents in the third year within the project period. The details of significant CP projects record in Chinese related to the well can be retrieved at the website of SRWRO. Currently, the agency has already contracted out the radial well project in May of 2016 and expected to complete the well in Oct of 2018 (SRWRO 2018) (Appendix F).

There are several significant meanings for producing this study. First, this is the first literature established to record breakthrough CP actions initiated by the public agency in Taiwan, compared with the event-oriented activities in the past. The CP movement noticed by the CP community worldwide was advanced and mostly led by the civil society in Taiwan. However, the CP actions would not be accomplished if the agency did not honestly intend to participate or open the opportunity to the public. This explains why the prevailing civic disappointment and frustration existed without seeing any improvement. Second, the case is valuable research work in providing extensive explanatory details describing the administrator thoughts and attitudes toward CP practices which have not been previously examined. It provided an interpretative rationale but not a quantitative index for the readers to deeply understand the possible cause and effect relationship between trust, attitude, CP decisions and performance efficiency. Third, the study also evidenced the successful case of employing the leadership with a progressive attitude which contributed to a meaningful CP outcome.

The author considered the accomplished results from SRWRO's CP case was because of the initiating administrator's attitude toward new practices of CP and determined leadership in this case, due to the researcher's personal experiences and observation from participating in the significant development and transition stages through

the implementation process. The administrator's attitude does lead the operation in the direction it planned to be. It is not perfect, but a meaningful experience, for both the public agency and citizens to learn what should or should not be done during the process to accomplish the goals or the mutual objectives each desires, and what needs to be pursued in the future. As the agency's administrator emphasized, it is all about a process, not a consequence that we should learn from the case or CP studies. The purpose of the study is also to record and explain the event during the process but not attempt to lead the reader to any proposed direction.

The study is the first qualitative study the author has ever completed; therefore, it is not an unbiased study but is an outcome honestly recorded with integrity as a researcher that is authentic and factual to its intention and its presentation. The researcher attempts to present the work with the best knowledge and ensure the validity of all the analytical findings from the different resources. The researcher attempted to present as much of the data by the interviewees as possible to let the readers genuinely know their perspectives and biases and allow the readers to judge the usefulness of the findings in the study. The significant practical contribution of the research is that it provided much needed empirical narrative data showing the causal relationship between public servants' attitude and an actual CP project through a qualitative methodology that has not been examined by past studies. Nevertheless, the researcher does not intend to conclude a generalized result but to provide an analytic generalization that could contribute to the relevant studies. The author expects to continue study and collect relevant data related to trust in public administration and CP practices.

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APPENDIX

APPENDIX A: INTERVIEW QUESTION

Questions for Administrator

Questions for Policy-Decision Making Officials	
1	Have you heard of CP before the project? If yes, how or in what connection?
2	How do you define CP or an effective CP?
3	What is your attitude or opinion toward CP or an effective CP?
4	What do you think about the distrust issue toward government and related to CP?
5	Do you support using CP to assist agency's operation as a policy-maker? And Why?
6	What do you consider your role in participatory governance?
7	Is there anything else you like to say about CP?
Questions for Middle-level Manager	
1	Have you heard of CP before the project? If yes, how or in what connection?
2	How do you define CP or an effective CP before and after the project?
3	What is your attitude or opinion toward CP or an effective CP before and after?
4	What made you decide to exercise CP? What was the factor to make you continue the CP action in the well case?
5	How do you consider or evaluate the CP practice on the well project?
6	Would you often use CP in your operation from now on, and why?
7	What do you think about the distrust issue toward government?
8	What do you consider your role in participatory governance?
9	Is there anything else you like to say about CP?
Questions for Lower-level Officers	
1	Have you heard of CP before the project? If yes, how or in what connection?
2	How do you define CP or an effective CP before and after the project?
3	What is your attitude or opinion toward CP or an effective CP before and after?
4	How do you consider or evaluate the CP practice on the well project?
5	What would make you exercise CP or not from now on?
6	Would you often use CP into your operation from now on, and why?
7	What do you think about the distrust issue toward government and related to CP?
8	What do you consider your role in participatory governance?
9	Is there anything else you like to say about CP?

Questions for Civil Representatives

Questions for Key Village Chiefs	
1	Have you heard of CP before? What have you heard about CP?
2	How do you define CP and an effective CP?
3	How do you evaluate the CP practice of well project? Any difference?
4	What made you be willing to communicate during the process?
5	What would make you like to participate CP event from now on or not?
6	Would you like to participate more or not, and why?
7	What is your opinion of the administrator's role in CP or in administration?
8	Is there anything else you like to say about CP and the administrators or government?
Questions for Community Leaders	
1	Have you heard of CP before? What have you heard about CP?
2	How do you define CP and an effective CP?
3	How do you evaluate the CP practice of well project? Why?
4	What made you be willing to communicate during the process?
5	What would make you like to participate CP event from now on or not?
6	Would you like to participate more or not, and why?
7	What is your opinion of the administrator's role in CP or in society?
8	Is there anything else you like to say about CP and the administrators or government?
Questions for Contractors	
1	Have you heard of CP before? What have you heard about CP?
2	How do you define CP and an effective CP?
3	Have you implemented CP before?
4	What do you evaluate the CP case or an effective CP? Why?
5	What is your observation about the administrators' attitude and citizens' reaction in this case?
6	What are important elements for Do you trust government now and then or not? And Why?
7	What is your opinion of the administrator's role in CP or society?
8	Is there anything else you like to say about CP and the administrators or government?

APPENDIX B: IFORM CONSENT DOCUMENT

Informed Consent Form for Social Science Research University of Baltimore

Title of Project:

Public Manager Attitudes Toward Citizen Participation: Case Evidence from the Water Resources Agency in Taiwan

Principal Investigator (s):

Yinglee Tseng, Doctoral Candidate, Doctoral of Public Administration Program, College of Public Affairs, Liberal Arts and Policy Building, Room 111, 10 Preston Street, Baltimore MD 21201; 703-627-9477; Yinglee.tseng@ubalt.edu, or ylt1031@gmail.com

Advisor:

Dr. Lenneal Henderson, College of Public Affairs, Liberal Arts and Policy Building, Room 111, 10 Preston Street, Baltimore MD 21201; 410-837-5359; lhenderson@ubalt.edu

You are being asked to participate in a research study. This form tells you about the study including its purpose, what you will be asked to do if you decide to participate, and other related issues for being in the study. Please read the information below and ask the researcher questions about anything that was not made clear before you decide whether to participate. Your participation is voluntary and you can refuse to participate or withdraw at any time without any further obligation or concern. If you decide to participate, you will be asked to sign this form and a copy will be given to you to keep for your reference and records.

1. The Purpose of Research

The purpose of this study is to seek your opinion regarding how the public managers' attitudes toward citizen participation influence public trust and overall policy outcomes. You are being asked to take part in this study because you involved or participated in the project initiated by SRWRO from 2012 to 2015.

2. Procedure to be Followed

This research will begin with a brief review of the project to help you remember the project or the events in which you participated, and then will proceed to the main interview questions. Your response will be recorded on tape only with YOUR PERMISSION. The interview will be conducted within an hour and can be conducted either in the office for government participants upon the agreement or at any public place as the participants preferred.

3. Statement of Confidentiality

Your participation in this research is strictly confidential. Your name will not be displayed anywhere in this research. Your job title and organization will be mentioned on this research ONLY WITH YOUR PERMISSION. All your responses (data) the researcher collects from the

interview will be used only for writing the dissertation. Any information that you provide will remain confidential and not be shared with others. Again, your answers will be recorded with your permission and transcribed into statements for further analysis. The researcher may directly quote your sentences in the dissertation as well but not attributed to you by name. Your personal information will not be identified in the dissertation.

The researcher will keep the recording confidential and secure until she completes the dissertation and publishes the research in academic journals. Only the researcher will have access to the original recording information. Signed permission will be obtained for use of audio tapes or photos in publications and presentations. If the research is published, there will be no information that would identify you or your responses. Your research records may be viewed by the University of Baltimore Institutional Review Board and by the dissertation committee, but the confidentiality of your records will be protected to the extent permitted by law.

4. Potential Benefits from Participation

You will not receive any concrete benefit directly from taking part in this research. However, your voluntary participation for providing your opinion to produce the knowledge for this study will contribute to improve the understanding of how government officials could enable an effective citizen participation and help guide the future implementation for public agency.

5. Possible Discomforts or Risks

In the interview, you will only be asked to express your opinion toward the research questions in general sense. Your name, job title, and organization will be kept confidential and will not be released without your consent. The probability of harm and discomfort will not be greater than your daily life encounters. Risks would be involved might include emotional discomfort from answering interview questions. Participating in this research will not cause any potential physical injury. Therefore, there is minimum discomfort and risks involved in this interview.

6. Voluntary Participation

Participating in this research study is entirely voluntary. You do not have to participate if you do not like to. If you choose to participate, you also have the right to withdraw at any time. You can decline to answer any questions they do not feel comfortable answering. If you decide not to participate or if you decide to stop participation in the research at a later date, there will be no concern of penalty.

7. Right to Ask Questions

Participants have the right to ask questions and have those questions answered. Please ask questions at any time during the interview or contact Yinglee Tseng at (703) 627-9477, 0975777397 or email her to yltkhh@gmail.com with questions or concerns about this study. If you

have any questions or concerns about your rights as a research participant, you may contact the University of Baltimore Institutional Review Board at 410-837-4200.

You must be 18 years of age or older to take part in this research study. If you agree to participate in this research study and the information outlined above, please sign your name and indicate the date below.

Your signature below indicates that you are voluntarily agreeing to take part in this research study. You have been informed about the study's purpose, procedures, possible risks and benefits. You have been given the opportunity to ask questions about the research and those questions have been answered. You will be given a copy of this consent form to keep.

Do you agree to have the interview audio recorded?

Yes _____ No _____ Initials _____

Do you agree to reveal your job title on this research?

Yes _____ No _____ Initials _____

Do you agree to reveal your organization on this research?

Yes _____ No _____ Initials _____

At the time that you sign this consent form, you will receive a copy of it for your records, signed and dated by the investigator.

Signature of Participant

Date

Printed Name of Participant

APPENDIX C: IRB DOCUMENT



Office of
Sponsored
Research

t: 410.837.6191
f: 410.837.5249
www.ubalt.edu

June 14, 2016

Yinglee Tseng
University of Baltimore
1420 N. Charles St.
Baltimore, MD 21201

Dear Ms. Tseng:

This letter serves as official confirmation of the Institutional Review Board's review of your protocol for a study entitled "Public Manager Attitudes Toward Citizen Participation: Case Evidence from the Water Resources Agency in Taiwan," submitted for review on June 3, 2016.

The Institutional Review Board considered your request and concluded that your protocol poses no more than minimal risk to participants. In addition, research involving the use of widely acceptable survey/interview procedures where the results are kept confidential and the questions pose minimal discomfort to participants is exempt from IRB full-committee review per 45 CFR 46.101 (b) (2). As a result, the Institutional Review Board has designated your proposal as exempt.

Investigators are responsible for reporting in writing to the IRB any changes to the human subject research protocol, measures, or in the informed consent documents. This includes changes to the research design or procedures that could introduce new or increased risks to human subjects and thereby change the nature of the research. In addition, you must report any adverse events or unanticipated problems to the IRB for review.

If you have any questions, please do not hesitate to contact me directly by phone or via email.

As authorized by P. Ann Cotten, C.P.A., D.P.A.
Chair, Institutional Review Board

A handwritten signature in blue ink, appearing to read 'Matthew D. Poland'.

Matthew D. Poland, CRA
Coordinator, Institutional Review Board

cc: Dr. Lenneal Henderson

University of Baltimore
1420 N. Charles St.
Baltimore, MD 21201-5779

APPENDIX D: SRWRO Website-Adding Public Participation Content in 2012



- 業務推動
- 2-1.專案計畫
- 2-2.委辦案件
- 2-3.在建工程
- 2-4.所轄環境
 - 2-5.國土保育-水庫集水區保育實施計畫
 - 2-6.廉政簡章
 - 2-7.「全民顧水、臺灣足水」專案行政透明專區
- 2-8.公民參與
- 2-9.職業安全衛生專區

2-8.公民參與

首頁 > 業務推動 > 2-8.公民參與

Public Participation

甚麼是『公民參與』？

公民參與是指任何可以直接吸引公眾參與決策、協助解決問題、或藉由所提供之意見促成決策的一個過程，或是可以提供更完整考量方案或收集更多公眾意見投入(public input)的一個過程。

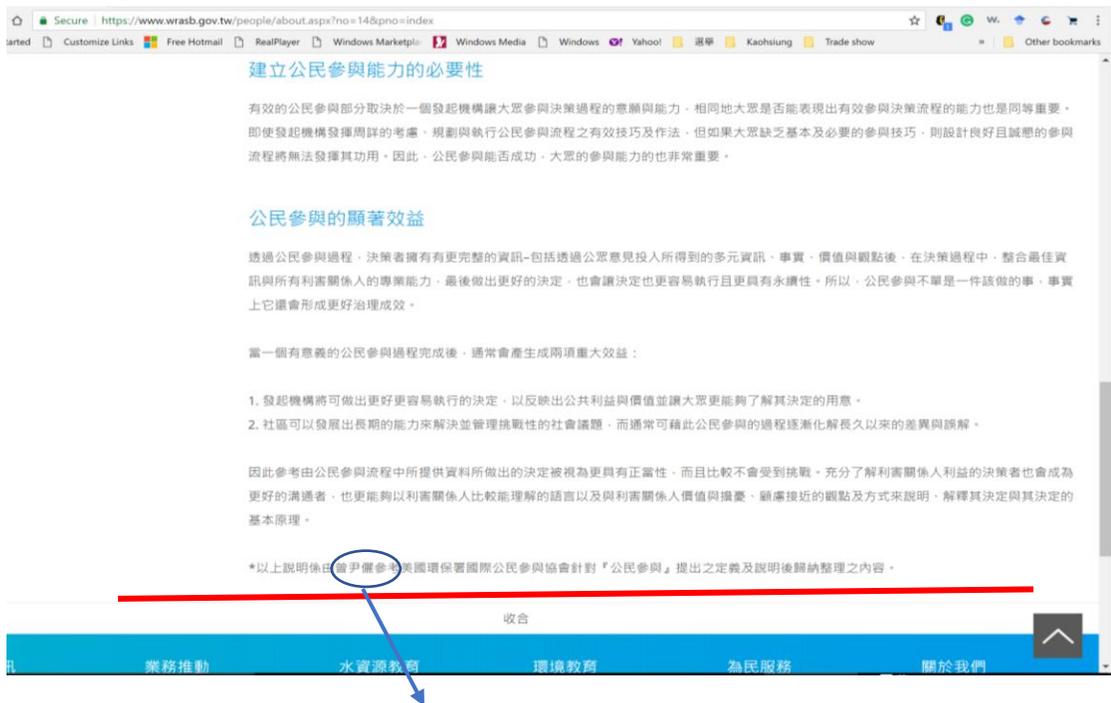
公民參與是一個過程而不是個單一事件。這是由發起單位在一個專案的生命週期中所有的活動與行動所形成的一個過程，作為告知一般大眾訊息並從大眾身上也獲得資訊或意見回饋的雙向互動過程。

公民參與可提供利害關係人(針對一個議題有興趣的人或與其有重大利益相關的個人、利益團體或社區等)一個可以來影響及參與決定那些會影響他們生活的決定的機會。

『有意義』的公民參與

Meaningful Public Participation

有意義的公民參與是要收集各種影響利害關係人利益的訊息資料，集成各式各樣的想法與擔憂，發起機構的職責就是最後在這些看法與間取得平衡並作出決定，並同時能讓大眾了解原有的擔憂是否及如何被納入考量及決策中。



The above content was drafted by Yinglee Tseng (the Author) referred to the content provided by

APPENDIX E: The Established Model Well in Dashu, Kaohsiung



Sources: <http://e-info.org.tw/node/105335>

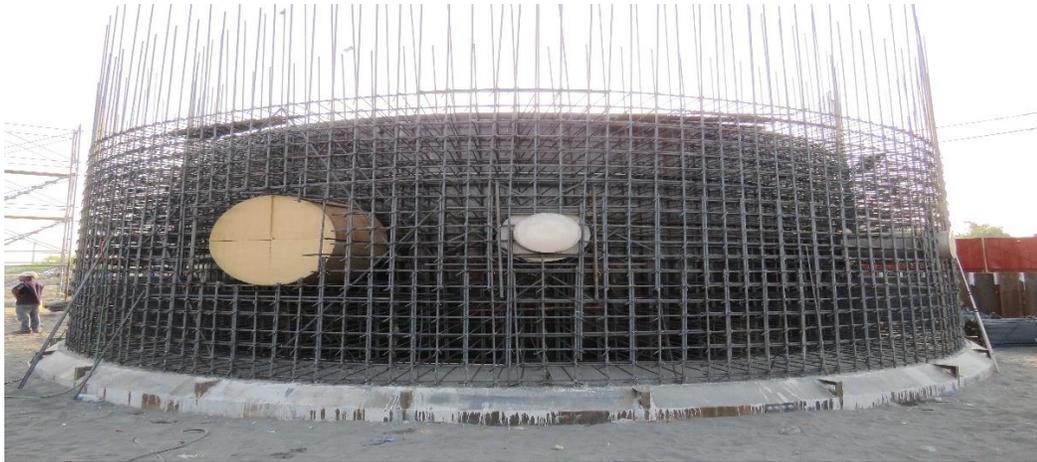


Sources: Taken by Zhao Yue Wang

<http://blog.xuite.net/adezlumiz/blog/227884415-%E9%AB%98%E9%9B%84%E5%A4%A7%E6%A8%B9%E5%8D%80>

APPEDIX F: RADIAL WELL CONSTRUCTION STATUS

May 12, 2016-Oct. 28, 2018



Sources: SRWRO

http://www.wrasb.gov.tw/business/business01_detail_Eng.aspx?ShowNo=117&no2=106&no3=43&Name=%B0%AA%AB%CC%B3%F7%A4W%B4%E5%B3%C4%AAe%A8%FA%A5%CE%A5%F1%ACy%A4%F4%A4u%B5%7B