

**The Collaborative Approach in Service Delivery of Public
Health and Environment Division : A Proposal for
Ubon Ratchatani Metropolitan Municipality, Thailand**

By Gamolporn Sonsri, DPA¹

¹*Dr. Sonsri obtained her Doctorate in Public Administration from the University of the Philippines, Diliman, Quezon City, in October 2005. Now she is a lecturer in Public Administration, Faculty of Social Sciences and Humanities, Mahidol University*

Abstract

The article proposes the collaborative approach in public service delivery by the municipal government of Ubon Ratchatani, Thailand. The old approach with the public sector as the main service provider while other sectors are merely appendages is to be replaced by one with all sectors collaborating with each other. There is the public sector represented by the municipal government, the private sector represented by business establishments and commercial enterprises, the NGOs with their expertise in trainings and advocacy, the media which can help in promotional and educational campaigns, the community committee whose members can use it as a mouthpiece to relay messages to the powerful people in the community, and the community volunteers composed of young and old residents of the community or groups who have the time and interested in helping their community achieve its goals of faster services deliver.

The collaboration is for the benefit of everyone in the community. It musters all the efforts and the best from everyone. It also reduces costs, therefore, it is cost-effective approach with the end view of responding to the needs of the people and to their total satisfaction.

บทคัดย่อ

บทความนี้มีจุดประสงค์เพื่อสร้างแนวทางร่วมกันของทุกภาคส่วนของสังคมในการนำส่งบริการของเทศบาลนครอุบลราชธานี ซึ่งในแนวทางแบบเก่า หน่วยงานของราชการเพียงแต่เป็นผู้จัดส่งบริการต่างๆ ให้กับประชาชน ในขณะที่หน่วยงานอื่นๆ ในเทศบาลเป็นเพียงที่ทำตามผู้บังคับบัญชาเพื่อให้ทำงานของหน่วยงานภาครัฐสำเร็จไปได้เท่านั้น แต่ในแนวทางใหม่นี้หน่วยงานที่นำส่งบริการควรจะมีความร่วมมือซึ่งกันและกัน คือ ภาครัฐซึ่งได้แก่ หน่วยงานเทศบาลนคร ภาคเอกชนซึ่งได้แก่กลุ่มธุรกิจเอกชนในท้องถิ่น ภาคประชาชนที่มีความรู้ด้านวิชาการได้แก่องค์กรพัฒนาเอกชน (NGOs) ที่รับหน้าที่ฝึกอบรม สื่อมวลชนซึ่งช่วยในการส่งเสริมและรณรงค์เกี่ยวกับการให้ความรู้ต่างๆ คณะกรรมการชุมชนที่สมาชิกสามารถเป็นปากเสียงส่งข่าวสารให้ประชาชนในชุมชน และอาสาสมัครในชุมชนซึ่งประกอบด้วยคนรุ่นหนุ่มสาว และผู้มีอาวุโสในชุมชน หรือกลุ่มคนที่มีเวลาและสนใจในการช่วยทำให้ชุมชนประสบผลสำเร็จในการนำส่งบริการต่างๆ ให้แก่ท้องถิ่น คือ ให้แก่ประชาชนในเทศบาลนครอุบลราชธานี

ความร่วมมือของทุกภาคส่วนนี้เป็นผลประโยชน์ของคนทุกคนในท้องถิ่น เพราะเป็นการรวมพลังของความพยายามและเลือกทางที่ดีที่สุดให้กับทุกคน นอกจากนี้ยังช่วยลดต้นทุนต่างๆ เพราะฉะนั้นแนวทางของประโยชน์ในการลดต้นทุนจึงน่าจะเป็นสิ่งที่ตอบสนองความต้องการของประชาชน และความพอใจของประชาชนทั้งหมดในเทศบาลนครอุบลราชธานี

One of the biggest challenges faced by any growing and urbanizing local government today whether in Thailand or in any other developing countries is how to achieve public health and environmental development. This is because as a community grows in population, problems pertaining to public health and environmental pollution also become enormous and taxing to the resources of the local government concerned.

This study aims at the following objectives:

1. To examine and describe how a local government at the municipality level in Thailand delivers services to the people in the community,
2. To describe and analyze the extent of people satisfaction of the delivery of these services,
3. To describe and discuss the extent of people participation and the extent of the involvement of various sectors in the community in the formulation of policy, planning and implementation of public health and environmental services, and
4. To draw up and suggest a multi-sectoral collaborative, people-centered approach for service delivery in a local government particularly the municipal government in Thailand.

This study is important in proposing a comprehensive collaborative arrangement of key sectors in the community to solve together common and persistent problems in services delivery of Public Health and Environmental Division in Ubon Ratchathani Metropolitan Municipality. The proposal is significant because previous collaborations either make the public sector still the monopoly provider with the private sector and civil society sectors mere additions to the collaboration game. Other proposals often just limit the collaboration to a two-sector affair: between the public sector and another sector.

The paper proposes for a more innovative collaboration set-up made up of possible sectors existing in the community. These comprise the human resources that must be tapped with to be able to handle the task of service delivery of Public Health and Environmental Division

Ubon Ratchatani Metropolitan Municipality

Ubon Ratchatani (UR) is a metropolitan municipality created by a Royal Decree on May 7, 1999. Its area is about 29.04 sq km, comprising some 0.18 percent of the area in the whole province also of the same name. It has become a center of transportation and tourism in Northeastern Thailand and is the fourth largest city in the country in terms of population. Though income base is generally agricultural, the business establishments are multiplying. It is fast becoming a highly industrialized area (Ubon Ratchathani Metropolitan Municipality, 2004).

The municipality delivers seven public services to the people, as carried out by corresponding divisions 1) Municipal Clerk Division, 2) Social Welfare Division, 3) Finance Division, 4) Public Works Division, 5) Education Division, 6) Public Health and Environmental Services Division, and 7) Technical and Planning Division (Ubon Ratchathani Metropolitan Municipality, 2004). Of these seven divisions, the Public Health and Environmental Services Division (PHESD) employs the largest number of workers, given that garbage collection is one of the services it delivers, and the number one source of problem for the local government and its leaders. The problem affects everyone in the community from the leaders down to the masses of people residing in the municipality.

The Services Delivered by the PHESD

As spelled out in UR's Policy and Development Plan the services of the PHESD are grouped into four: 1) *Public Health Services*, 2) *Health Center Services*, 3) *Environmental Services*, and 4) *Food Sanitation Services* (Ubon Ratchathani Metropolitan Municipality, 2004).

Public Health Services takes charge of campaigns on contagious diseases, drug prevention and reduction for people to be aware of diseases and drugs; trainings for increased knowledge and motivational attitudes; mobile services for disease control such as vaccination and fogging; and promotion of sports for health.

Health Center Services include the provision of health centers in three sites near the municipal area by volunteering doctors and nurses; mobile services for weekly injections medical and dental treatments; mobile services to check health in the community; and the conduct of trainings on the use of Thai herbs and medical treatments.

Environmental Services include garbage collection; street cleaning; campaigns to promote garbage recycling and building awareness to preserve the environment and natural resources; improving and developing an anti-pollution system; improving and developing river systems and other sources of tap water; improving waste water treatment system, and designing and maintaining public places, the provision of public parks for recreational areas.

Food Sanitation Services take up trainings for restaurant owners and stalls on food sanitation; and developing food quality consciousness and discipline by constant inspection of the public market, restaurants, and stalls.

Present State of Policy Making and Service Delivery

According to the study of Sonsri (2005) on the “Analysis of Motivational Factors Influencing the Performance of Municipal Government Employees in Public Service Delivery: The Case of two Selected Metropolitan Municipalities in Thailand”, The study found out that although the 3-Year (2005-2007) Development Plan of the municipality maps out clearly what policies and strategies are to be followed and implemented, the overall policy and development

planning is a prerogative of the mayor and administrators of the municipality. Their ideas are incorporated into the adopted policies. The policies are approved by municipal council.

There is also no cooperation or participation by the people or by the various sectors existing in the community. There is no role given for people's participation in the formulation of the policy and in the decision-making process. It is the administrators of the municipality who formulate the policy and make decisions on policy implementation.

In such a system, policy formulation and decision makers are not in a position to know exactly what the problems the people in the community are confronted with. The result is a provision of services which are not responsive to people's needs.

Regarding to the Service Delivery, the study also found that services are not delivered in cooperation with any part of the voluntary sector or with the NGOs. The PHESD only enacts as the service provider to the people. In addition, service delivery does not fully serve the people due to the limits and constraints of the budget.

On Health Center Service, there are three public health centers situated near the municipality, which means that the communities located far from the municipality have little or no access to public health center services. Even though there are mobile medical services and environmental services in the communities, the coverage does not extend to every community, especially those that are farther away.

Most of the employees in the PHESD are being sent out to the field where most concentrations of people are. The speed of delivery is compromised because the division tends to prioritize those areas where people complain the most.

The lack of personnel underscores the need for people's cooperation. Volunteers for street cleaning and garbage disposal can help much in unloading the work of the division. The division utilizes the help of the provincial public health office in inspecting the market and checking restaurant standards.

The Perceptions of the Constituents on the Service Delivery

Problems concern with services of Public Health and Environmental Division

Based on the study of the Sonsri (2005), it was found out that ***Accessibility of services*** is the most important factor in the delivery of services of the division. The division's services are accessed by most of the people at least twice a week. This more or less frequent access to the services enables the division to hear problems and complaints on service delivery.

In addition, majority of the problems are on environmental services followed by health center services, food sanitation services and public health services. On environmental problems, most complaints are about unclean streets and unclean public places and

parks. Next is the slowness of garbage collection with lots of solid wastes still uncollected or left over in the streets, lack of disposal areas for the wastes, then lack of garbage bins.

For health center services, most complaints are on outmoded medical equipment which are broken or damaged. The division indeed does not have enough budget to buy new and advanced equipment. Another complaint is lack of personnel like doctors and nurses as well as lack of medicine. In addition, the clients report on the lack of knowledge of some personnel who give wrong advice on medical services.

On food sanitation services, people complain about unclean food in public places and the presence of many houseflies; lack of safety inspection as a result of which restaurants sell food that are low in quality; too much chemicals on food; and then lack of advice or guidance from the Division.

On public health services, the problems the people complain about include: lack of information on disease prevention and control, discontinuous public health service, service only delivered when people are complaining, lack of health promotion in the community, and the extent of drug distribution in the community that mostly victimize the youth.

In general, the services of the division, given the complaints, are inadequate. The lack of garbage bins, equipment and personnel sums up the reason for people concluding that the division's services are not enough or adequate.

Outcome based on People's satisfaction

One of the most effective parameters that public administration uses to measure the state of public service delivery is through the responses that one gains from the service recipients. These service recipients are no other than the constituents themselves. Therefore, this section presents the perception of the constituents as well as the assessment of the service delivery on the services provided by the Public Health and Environmental Division.

The parameters are (1) the faster service delivery in term of quantity and quality of services; (2) the services' responsiveness to the people's needs; (3) the accessibility of the services; (4) the perception of courtesy and fair treatment towards the clients; and (5) the appropriateness and timeliness of information given by the division (Sonsri, 2005).

Faster service delivery can be seen if: (1) in the case of health services, there is strict implementation of health standards leading to the faster resolution of health-related problems; (2) in the case of the sanitation services, the frequency of garbage collection increases and collection time decreases, which is evidence of a more systematized way of doing the task; and (3) in the case of environmental sanitation, cleanliness within the area of responsibility of the municipality is more evident and proof of an improved performance of those in charge.

Responsiveness to people's needs can be manifested by (1) immediate resolution of complaints filed and actions taken to answer to their constituencies' queries concerning health and sanitation in the municipality; (2) in cases of an outbreak of contagious disease, the

municipality must be seen as actively engaged in helping their constituents recover from the disease; (3) noise and pollution problems affecting the people directly should be resolved and acted upon by the authorities; (4) in cases of cleaning requests for certain public places such as markets, parks or streets, the municipal government promptly responds to such requests and; (5) people's participation in the form of consensus-building or public hearings is encouraged and very active in the municipalities under study.

Accessibility of services is measured if: (1) there is no discrimination in garbage collection between the richer and the poorer sections/areas of the municipality; (2) the services offered by the Public Health and Environment Division is available to all people at all times; (3) victims of communicable and contagious diseases should be the direct recipients of municipal government programs for such purpose; and (4) ease in filing complaints and priority given to complaints lodged by the clients.

There is courteous and fair treatment in the following ways: (1) the manner in which local government employees handle clients' complaints, (2) the concern or sympathy shown towards a complainant; and (3) the provision of personalized and friendly service as much as possible.

Correct and updated information appears if: (1) people are updated on health issues, such as diseases, drug addiction updates, quality control laws on food and food businesses, noise and pollution regulations, and (2) there is communication with the intended recipients in the municipality about basic services and other matters

offered exclusively by the Sanitation and Environment Protection Division.

According to the parameters mentioned above, it is found out that the general perception of the people is that their satisfaction is at the *neutral* level, a level in between satisfactory and dissatisfactory (Sonsri, 2005).

The Proposed Collaborative Framework

Figure 1 shows the proposed framework of multi-sectors collaborating – the government as represented by the municipal government, the private sector by the business establishments, the NGOs, the media by the radio station and local newspapers in UR, the community committee where people are represented, and the community volunteers of old and young residents in the community.

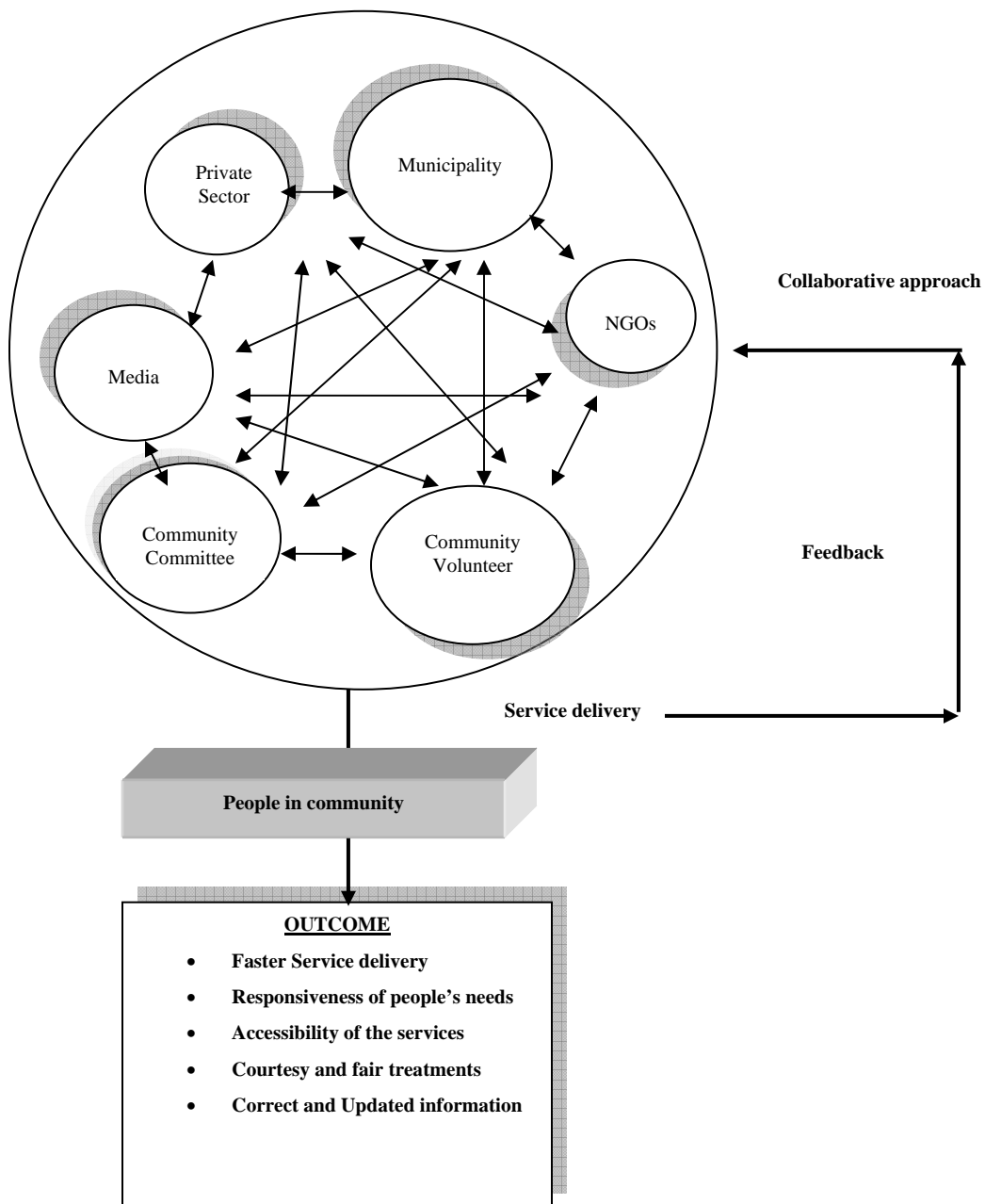


Figure 1: Conceptual framework

Why Collaborate: The Rationale

The foremost rationale is that the municipality, if left alone, cannot solve the enormous problems of the municipality by itself. The tasks at hand are so overwhelming, the problems so extensive and complex that the help of other sectors in the community is very much needed. The old problems before are not the same ones now. Today's problems need urgent solutions and faster actions. A day of merely sitting on the problem translates to a mountain of un-disposed garbage the next day. A day of not giving adequate care to patients of an epidemic disease implies more candidates for death.

The need for a partnership with all sectors in the community in solving the problems is urgent. There is no more imperative time for the formation of such partnership and collaboration than today. Problems are accumulating and would be insurmountable if not at once remedied as fast as possible. The municipality needs the cooperation, collaboration, partnership with anybody, any group willing to do their share of helping the community minimize if not get rid of its problems, particularly the environmental and public health problems because these have something to do with improving the quality of people's lives.

Ubon Ratchathani Metropolitan Municipality does not have all the resources to cope with the increasing need for services because it is attracting more migrants from the countryside. Other actors, individuals and groups, must come in to help it, so that the services will be maximized by a combined group.

Collaboration is “the reciprocal and voluntary support that two or more distinct public sector agencies, or public and private administrations, including nonprofit organizations, provide each other in order to deliver a ‘public’ service.” Partnerships between the Municipality, the Private Sector, NGOs, Medias, Community Committee, and Community Volunteer can prove to be very important in public service delivery. Success in modern government largely depends on widening the basis of citizen participation and strengthening the support for broadly-shared objectives.

Collaboration is especially appealing because it reduces costs. Indeed, the problems are so overwhelming and trying to the material and human resources of Ubon Ratchathani which are limited in the first place. The cost reduction may also be seen in making possible for the division to focus on its core mission, while benefiting from private sector expertise in other areas. The municipality thus forges new alliances with the private sector and even adopts measures designed to improve these relationships. Consequently, the effort to create a true spirit of collaboration precedes all other project-related activities. The results could be impressive, for the costs associated with public service delivery may drop significantly and the quality of the services may increase.

The above is all part of a broader understanding of governance. McCarney, Halfani and Rodriguez (1995) defined governance in the broad sense -- “the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations, and mediate their differences.”

Governance transcends the State by including the private sector and civil society organizations.

Moreover, the participation of relevant players (such as regional and local level administrators, the private sector, NGOs, community organizations, and other elements of civil society) is necessary in the planning and design until implementation stages. Such participation, with a focus on methods and guidelines, will create a sense of ownership for the program and more likely lead to the development of flexible, adaptive and transparent procedures to suit the needs of targeted groups. Guidelines may clarify the respective roles in social services among all the key players.

Collaboration can be theorized from both Habermas' interactionism and Long and Van der Ploeg's actor-oriented paradigm. Interaction from Habermas' theory of communicative competence requires the constant interchange of transactions or communication between and among the actors (Ladder, 1994; Booth, 1994). The aim is for everyone to be exposed, then to be easily predisposed and be accustomed to each other. The multi sectors and within each sector (for example, NGOs must work and cooperate with each other) need to intensify their collaboration attempts. The more interaction, the more the collaboration. The more collaboration, the better the solutions and strategies arrived at.

The capacities for collaboration will emerge out of the process of constant and daily collaboration. This is very true of Habermas' theory. Collaboration, while also dependent on the past, also emerges

out of the very process of collaborating. The attempts in collaboration necessarily depends on the persona of the actors themselves. The actors must be trained and out of such trainings and exposures, they will likely to be inclined towards more collaboration, more exchanges, more interchanges, more communication, more interaction. Once the critical mass of interaction is attained, the social problems and all other problems because the procedures of the life world are now integrated with the procedures of the economic and administrative systems.

In the collaboration approach, the service delivery by the PHESD in UR hopefully improves. Instead of just one sector managing and delivering the social services, and the rest acting as fiscalizers or critics or merely watching from the sidelines, the combination of the resources of the all contributing sectors will make for a strong resolve to make the smooth delivery of services to the satisfaction of the people.

Collaboration in Action

Each sector concentrates on its area of specialization, expertise, or acknowledged competitive advantage. The criteria on how to determine such factors are supposedly where a sector is most efficient and effective in a task, or where its dominance or leadership is most appropriate. These factors are still exploratory and studies and future research may have to put these in black and white to determine these capacities. Collaboration acknowledges where the talents and resources of each will be more put to advantage. It cannot be that all sectors have the same talents and resources, a kind of competitive

advantage so to speak. If the task at hand can be handled more by the municipal government, then the leading sector must be the municipal government and the others will provide support. If the task can be taken over more by the resources of the private sector, then the corporate firms and companies must take the lead while the rest will lend their support.

For example, civil society is most effective where projects are to be implemented closer or in physical contact with the people or the countryside. The municipality merely assumes the role of financier and regulator. The private sector is the one in charge of projects which must succeed along the lines of corporate principles, the market, and competition.

The Municipality

The obvious outcome in the collaborative approach, and its new and interesting feature, is that the municipality plays now a reduced role. Yet it still plays most important function: to provide the overall enabling atmosphere or framework so that collaboration with the private sector and civil society will take place and be sustained. In the case of the municipal government as representative of the state, it becomes more of an orchestrator, facilitator, or catalyst in collaborative projects. It provides the needed guide, assistance and regulator for all to coordinate their respective actions towards a common goal. The municipality can form the institutional and financial support for expanding community-based systems. It can

facilitate access to technical assistance by cooperating with NGOs or the private sectors.

The municipality cannot fully realize the provision of services unless it musters the collaboration of all sectors in the community, especially the private sector and various groups of civil society. All sectors put in their best practices so that the needs of the people will be taken care of. With the collaboration, services are delivered efficiently and effectively. The people's needs are responded to, and they are as a result, satisfied.

The municipal government must also cooperate with the private sector, especially in sanitation and environmental management. This is because the private sector is considered to be more able to deliver faster than the municipal government. Municipal government could provide financing and contract out garbage collection or street cleaning to the private sector. The municipal government may provide the financing and contract out to the private or non-profit sector.

Private Sector

The private sector collaboration with the municipality is first for its interest. With the municipality now adopting market mechanisms and strategies, the private sector is in an improved position to have an expanded market choices. While before it was restricted to just open competition in the private corporate world, the market competition is wide open. The private sector needs to have the public sector as partner to be able to influence it, to forge new relationships and guide the new patterns of behavior of cooperation

towards some stability. The private sector's collaboration would help also improve and restore the image of the municipality by having infused in the latter business ways of operating public health and environmental services. In this manner, both gain advantage.

The private sector then participates in development. It not only provides services to the communities, to the people, but also improves their general quality of life. The people are benefited. On their part, the people appreciate the efforts of the private sectors, and encourage further mechanisms of collaboration between public and private sectors to sustain the collaboration.

Cointreau-Levine (1994) identifies four types of private sector involvement: contracting, concession, franchise, and open competition. Cost recovery and the polluter-pay principle are also recommended in the literature. Imposing user charges is another (Bahl and Linn, 1992) because it raises revenue and improves service provision efficiency. Charging allows price mechanisms to regulate consumers' behavior. For example, in waste management, people will try to reduce the amount of garbage they generate if charged on a per ton basis and will tend to be economical in water consumption if charged a wastewater treatment fee calculated on the amount of water consumption. The empirical evidence of the value of adopting this strategy is inconclusive however.

Contracting out (also called "outsourcing"), public-private competition, and franchise can be tried. In outsourcing, the government competitively contracted with private organizations, whether for-profit or non-profit, to provide a service or part of a service. Public-private

competition (also called “managed competition”) has taken place with the public services opened up to competition and in-house public organizations allowed to participate in the bidding process. In the use of franchise, private firms have been given the exclusive right to provide a service within a certain geographical area.

NGOs.

In service delivery, NGOs must cooperate with the municipal government because NGOs are closer to the community residents. NGOs are more in community development, and are thus in a better position to be with the people in handling these projects. They know the local situation and are in physical contact with the people. The NGOs are most effective where projects are implemented closer or in physical contact with people or countryside.

Because of their trained and skilled capacity, NGOs may be tapped for trainings, seminars, workshops, and conferences for everyone to know and increase their awareness and knowledge on recycling, water conservation, and health and hygiene for example.

The Media

The media can help by intensifying information campaigns to increase awareness and knowledge, and to influence attitudes and thus change the behaviors from undesirable or neutral ones to desirable and positive ones. The relay of constant messages in the radio broadcasting stations, the plugging of news, and the exposure of people to collaboration engenders benefits to all.

Community Groups

The people themselves in the community are usually organized into small groups varying from household vendors, small networks like women's groups, to cooperatives. In some cases, they are the primary suppliers; in others, they supplement the formal provider from the private sector. In some cases, they are part of a competitive market; in others, they are controlled by a few groups.

Service delivery may improve by increasing the client's power over providers. Clients can help strengthen service delivery in two ways: One, for many services, clients can tailor the service to their needs, since the actual mix cannot be specified in advance. For example, when the opening hours of health clinics are more convenient for farmers, visits increase. Second, clients can be effective monitors of providers since they are at the point of service delivery. To do this, the clients' or the people's choice and participation in service delivery must be strengthened.

Community Committee. These are the members in whose hands lay the responsibility of relaying to the local government managers and leaders the problems of the community as represented by them.

Community Volunteers. There are individuals especially youth and groups who volunteer services without expectation of any compensation. Students, young doctors and nurses comprise a pool of interested volunteers. They can make their presence felt in assistance work.

The collaboration of all sectors is of advantage to all. Some partnerships between municipality and the other sectors prepare the way for social, economic and political development. Formal cooperatives running on commercial principles can operate with very high cost recovery. Village entrepreneurs can manage water systems under contract. Small independent providers can have operational responsibility on a concession basis. With everybody cooperating with each other, the whole benefit accrues to the community and to the general public.

Lastly, in the new approach, or the new model of governance, it does not imply that the monopoly approach with only the municipality providing services and the two-sector partnership approach in which the municipality partners with just one sector, not two or more sectors, may not be tried anymore. In certain circumstances, they may be tried when it is so demanded. But when the tri-sectoral approach seems to be the imperative, then it must be formed. Such circumstances emerge especially in problems that are formidable, overwhelming, and in cases of disasters and catastrophes. Of course, most developing countries have few resources and enormous problems, which implies that it may always have to be a tri-sectoral approach that has to be put in place.

One arrangement is the municipal government contracting services out -- to the private sector, to NGOs, even to other public agencies. Another is municipal government selling concessions to the private sector especially on the garbage collection. A third arrangement is transferring by the central government for financing,

provision and regulation to lower tiers of government. This responsibility can be transferred to communities, or to the clients themselves. In health services, the public sector is represented by the Municipality health center. The not-for-profit sector would be represented by the NGO-run clinics while private clinics and hospital chains make up the private, for-profit sector. They can collaborate to improve health services to the people.

Outcome

The collaborative approach among various sectors results in *Faster Service Delivery in terms of Quantity and Quality, Responsiveness to People's Needs, Accessibility of the Services, Courteous and Fair Treatment of Clients* - especially when they file a complaint or give suggestions. Speech and acts should be gentle-mannered and polite, and everyone is treated fairly and equally. *Correct and Updated Information* - In a situation where collaborative approach is applied, communication between local government employee and the people is enhanced, people receive clear and concise explanations of their problems or concerns as well as the latest information on matters that will affect their health in the municipality. No obstructions act as barriers when interaction and communication are smooth.

People's Participation (Feedback)

In the past, the municipal government in UR through its PHESD has not really partnered with other sectors in the community to deliver the services to the people in response to their needs. As mentioned, the municipal government is a small local government and with few resources to harness. The municipality has not so many people. For this matter, the delivery of social services can very well be attended to if sharing, collaboration, and mutual helping with one another is the rule instead of the exception.

Collaboration is nothing but in simple terms people's participation. To achieve this little by little, the division may conduct public hearings. The public hearings conducted would create cooperation with various sectors, such as housewives groups, women groups, volunteer groups. So far, the people who participate in public hearings are those who are interested which account for only some groups of people. The Divisions in UR have never conducted a public hearing. This becomes problematic and explains why many problems remain in communities, such as unclean food and restaurants or lack of enough garbage bins and so on.

Participation should come from the viewpoint of people in the community who are directly recipients of the services, not just particular groups, because people in general could tell directly about problems they have encountered. Therefore, it would be better if municipality approach the people in every community in the municipal area and conduct small public hearings to encourage people in the community to participate. The division would then know exactly

people's needs and the problems they face. In addition, the division could also ask for help from community volunteers of a community committee to represent their community to express their needs.

If the division sets up opinion boxes in every community, some people who would otherwise be reluctant to express their problems due to local politics could express their problems or needs. Use of opinion boxes could assist the division through the community committee to pass on the opinions to employees working with the division. Boxes should be set up in each community, because a centralized location in the municipality would not be convenient for some communities located far from the municipality offices.

For effective employee feedback, the administrator may set a group of employees to be responsible for follow-up, such as the recommendation about research and evaluation tasks and then tasks should be separated according to problems falling into similar groups, which would make the work clearer and less complicated.

Conclusion

The collaborative approach for better public service delivery of Public Health and Environmental Division in Ubon Ratchathani Metropolitan Municipality is proposed in this study. The proposed framework of multi-sectors collaborating consists of the municipality, the private sector, the NGOs, the media, the community committee, and the community volunteers.

Regarding to the service delivery in the division, services are not delivered in cooperation with any part of the voluntary sector or with the NGOs. In addition, service delivery does not fully serve the people due to the limits and constraints of the budget. Therefore, to improve the service delivery, the municipality needs the cooperation, collaboration, partnership with various sectors.

Collaboration in action can be done by each sector concentrates on its area of specialization, expertise, or acknowledged competitive advantage. The obvious outcome in the collaborative approach is that the municipality plays now a reduced role. The municipality can act as a facilitator, or catalyst in collaborative projects. It provides the needed guide, assistance and regulator for all to coordinate their respective actions towards a common goal. The municipality can also form the institutional and financial support for expanding community-based systems. It can facilitate access to technical assistance by cooperating with NGOs or the private sectors.

The role of private sectors collaboration can be done through contracting, concession, franchise, and open competition. NGOs may tap the trainings, seminars, workshops, and conferences for everyone to know and increase their awareness and knowledge on recycling, water conservation, and health and hygiene for example. The media can help by intensifying information campaigns to increase awareness and knowledge, by relaying the constant messages in the radio broadcasting stations, the plugging of news, and the exposure of people to collaboration engenders benefits to all. Community committee, its members in whose hands lay the responsibility of

relaying to the local government managers and leaders the problems of the community as represented by them. In addition, community volunteers can make their presence felt in assistance work.

The collaborative approach among key sectors results in Faster Service Delivery in terms of Quantity and Quality of the services, Responsiveness to People's Needs, Accessibility of the Services, Courteous and Fair Treatment of Clients - especially when they file a complaint or give suggestions. Correct and Updated Information - in a situation where collaborative approach is applied, communication between local government employee and the people is enhanced, people receive clear and concise explanations of their problems or concerns as well as the latest information on matters that will affect their health in the municipality. When interaction and communication are smooth, there is no barrier between them – employees and clients.

Besides, to complete the collaborative approach, the feedback from people in community is needed. It can be done through public hearing. The municipality can approach the people in every community in the municipal area and conduct small public hearings to encourage people in the community to participate. The Division would then know exactly people's needs and the problems they face. In addition, the division could also ask for help from community volunteers of a community committee to represent their community to express their needs.

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