
Citizen Empowerment:
Institutional collaboration
between Pak Kret Municipality
and its community in the 2011
flood disaster management¹

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Abstract

Thailand's bureaucratic reform in 2002 has brought about a new dimension of disaster management. The Disaster Prevention and Mitigation Act of 2007 (B.E. 2550) has enhanced the role of local government organization and its citizens as key actors in a disaster managing process. This research aims to explain a role of the Pak Kret Municipality in building collaborative action between the municipality and its community; Bang Pood Samakkee 2, during the flood disaster in 2011. The study grounds on a qualitative methodology which data were collected and analyzed from documents and reports. In addition, in-depth interview and field observations on site were carried out. The research reveals that while the municipality claimed their success in disaster management from municipality capacity. Also its role should be explained by 'donor-recipient' and 'top-down' model which treat its community as customer through hierarchical coordination. Institution collaborative model becomes third model to build collaborative action of community to cope with this problem in sustainable development way. In contrast, collaborative model did not clearly appear in the relationship between the munici-

pality and its community in that situation. This is because active roles of people in disaster management process were actually excluded. This study suggests that citizen empowerment and collaborative action can help municipality manage the resources in efficacy by supporting them to help themselves. The Pak Kret municipality can empower communities by applying deliberative process to negotiate with its citizens, and changing its role from 'donor' to 'facilitator' in policy term. The perception of social trust should be replaced for developing people capacity as local government priority in order to establish collaboration model in flood disaster management.

Keywords: Institutional collaboration, Citizen empowerment, Flood disaster management, Collaborative management

Introduction

Disaster is one of main problems in Thailand because of its geography.

Located in the tropical zone, Thailand faces several natural disasters such as drought, haze, mudslide, and especially flood. In the year 2011, sixty-five provinces in Thailand included Bangkok became the water world, 16,224,302 people were affected, 1026 persons died, and all of asset were lost about 1.44 billion Baht (National prevention and mitigation plan B.E.2558: 3). Flood disaster mostly emerged in water shade area, it happens in areas near the rivers. When the raining season came, water level in canals were increased and spilled over nearby communities.

Flood disaster has certain characteristics that are different to other public problems. Theoretically, flood disaster bring about disorder situation by merging social causes and natural causes together, and it compounds the hazard from flood to impacted even relates (Piers Blaikie et al, 1994) such as disease outbreak, and injury caused by flood. Practically, the impact of flood disaster made the government to mobilize a large number of resources for managing this problem. Therefore, flood disaster becomes public problem which government must be concerned.

Before 2002 disaster management was handle under the authority of Department of Provincial Administration (DOPA). Disaster management was considered as an internal security affairs. Under the umbrella of DOPA, central government officials had a powerful authority and resource to deal with problems causes by disaster. However, this centralized bureaucratic structure excluded people and other local actors from management process.

Bureaucratic reform in 2002 is a turning point of public sector management in Thailand, included disaster management. The aftermath of the reform was to establish the Department Disaster Prevention and Mitigation (DDPM) to support the disaster domain under the Ministry of Interior. In 2007 the Disaster Prevention and Mitigation act of 2007 (B.E.2550) was launched. A focal point of the law is to develop disaster managerial structure by addressing local government as a key actor in responding complex disaster at a primary area, according to this law, the mayor is the disaster manager of the local level, and local government has duty to prevent and mitigate the damaged area in the first stage. Likewise, it has responsible to push on its people to participate in disaster management process on an assumption that the problem should be solved by collaboration between local government and its community to achieve efficiency goal. Thus, citizen empowerment is a required condition for collaboration in this case.

It can be claimed that Thailand had not had any effective land use planning for flood protection. For the land utilization has been focused on economic growth. More worsely, in 2011 Thailand faced many storms which led to a huge damage in almost part of the country. Nonthaburi province, a neighboring province of Bangkok, was one of greatest damaged area in this case. The situation began on 21 October 2011 when the water gate at Bang Yai district was opened (<https://sites.google.com/site/nitisartruadrew/canghwad-thi-keid-na-thwm-pi-2554-thang-h:4October2016>). Hence it could not resist mass of water from the north, and then almost area of the province was affected by the flood.

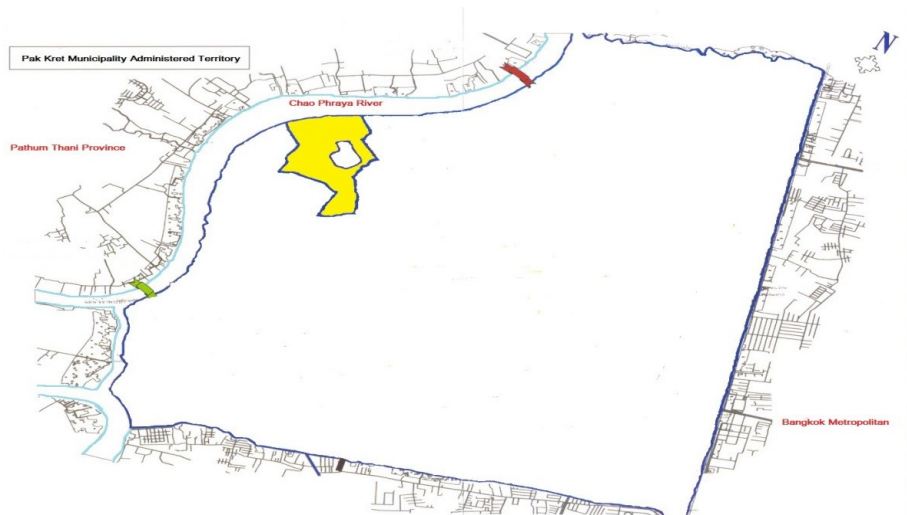


Figure 1 :Location of Bang Pood Samakkee 2 community in Pak Kret Municipality area

Source: Adapted from Pak Kret Community map, http://www.pakkretcity.go.th/content/file/map_pkk.jpg?phpMyAdmin=a5f7d91c1d20796862e89cc43edb68ed

Pak Kret is a district in Nonthaburi province. The area has some differences from other flood damaged areas. For example, Pak Kret Municipality is closely located near the Chaopraya River. The area regularly faces the flood, especially the Bang Pood Samakkee 2 community (yellow colour) when raining season comes.(Manoon Toyama,et.al, 2015: 58-6)

Pak Kret Municipality managed flood disaster by area-based approach. The municipality organized its community by dividing area into two zones: wet and dry zone. Bang Pood Samakkee 2 community is an area where followed the municipality's program. Although people in Bang Pood Sammakkee 2 live in both dry and wet zones and there was tendency to be conflict area, the municipality can harmonize community's people to join and live together.

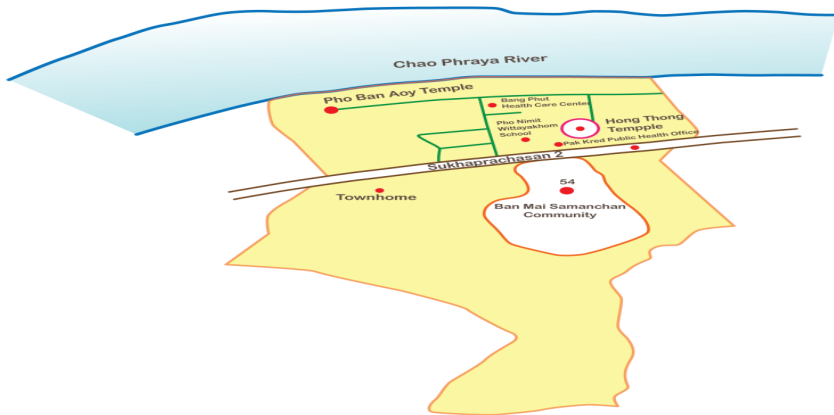


Figure 2: Bang Pood Samakkee 2 Map
Source: Modified by the researcher, 2017



Figure 3: Wet zone in comparison with Dry zone
Source: Modified by the researcher, 2017

However, the heart of responding public problems is to build mutual understanding in the management. As Cooper argues that the administrative role should be driven by the citizen in term of administrative partnership. Citizens would lead to identify correctly when their civil duty engaged in the public service in all process. (cite in Denhardt and Denhardt, 2007: 56). In the same way, Community-based Disaster Risk Management (CBDRM) concept aims to reduce vulnerable people by pushing their capacity to cope with disaster. The vulnerable people will be engaged themselves as partnership of the state in policy and implement term. (Abarquez and Murshed, 2004: 12). In this aspect, flood disaster management must be driven by the management designation which empower citizen to help themselves.

This study, therefore, aims to inspect forms of collaboration between Pak Kret Municipality, in particular the role of municipality to build citizen consciousness during the 2011 flood disaster. More importantly, the study argues that efficiency of flood disaster management depends on horizontal collaborative model, not hierarchical collaborative one. The role of local government would be a part of building efficiency collaboration which emphasizes on people's capacity by empowering decision of solving problem to its community.

This study will suggest that *how the collaboration between Pak Kret Municipality and its community should be in order to foster citizen empowerment and collective action*. Thus it is necessary to explore the role of local government and its community, and a pattern of interaction among them during the 2011 flood disaster management.

Model of collaborative management is a framework for the study; the model demonstrates the way to help local government to build people's capacity. Agranoff and Mcguire (2003) argue that collaborative management is a governing mechanism. It varied across cities and based on structural and administrative consideration. Collaborative management bases on the interaction between activity and strategy. However, the collaboration depends on several factors e.g. the number of actors, a pattern of interaction, and a purpose of coordination. They develop their proposition to put in the municipal government as the hub of connections, and verified it by surveying many cities. In their point of view, collaborative management can be divided into six models as follows: (Arganoff and Mcguire, 2003: 43-66).

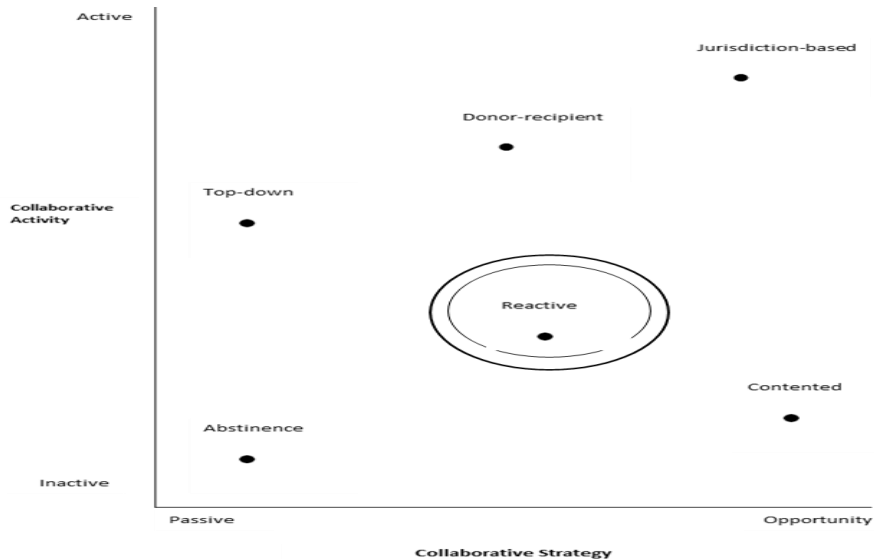


Figure 4 Models of Collaborative Management
Source: Arganoff and Mcguire, 2003: 45.

First of all models, *Jurisdiction-Based management model* is a pattern of interaction between local government interact people bases on administrative area. *Abstinence model* is a rarely interacted form between local government and its people. In this model, people just is a client or far from collaborative relations. *Top-Down model* is third model, it shows that municipality plays a commanding role in local activities. As a consequence, people in this relation find some difficulty to be partners and insert their preference. Next, *Donor-Recipient model* is multi-level of relation. It focuses on giving and taking behavior between municipality and its people. Then *Reactive model* is a strategic interaction or commitment engagement local government and its people. Finally, *Contented model* is a loose relations. Municipality and its people coordinate in some activities to go through their goals. However, this research choose two models for analysis municipality's role and pattern of interaction between Pak Kret municipality and its community in the 2011 flood management. Two models have some similar, theirs focus to direct people in theirs way but it differs in incentive instrument, Top-Down model uses law and order but Donor-Recipient model uses managerial resources. This study will apply models of collaborative management to explain the case study and make a suggestion that mentioned above. (Arganoff and Mcguire, 2003: 43-66).

The study is grounded on a qualitative methodology which data were collected and analyzed from documents and reports. In addition, in-depth interview and non-participatory observations are chosen to explore data which show the roles and collaboration between Pak Kret Municipality and people in Bang Pood community 2. Three sampling groups are chosen from local government officials, community's representatives, and provincial staffs who were in the 2011 incident. Reliability of data collected from sampling group is cross-checked by triangulation examination in order to survey similarity and difference and analyze data.

Pak Kret Municipality and the Bang Pood Samakkee 2 : An overview

Focusing on a type of collaboration lead to an achievement of disaster management in Pak Kret, two key actors - Pak Kret Municipality officials and people in Bang Pood Samakkee 2 – are taken to analyze its roles and interaction. Pak Kret Municipality is a large-sized local government organization in Nonthaburi province. Located bordering Bangkok Metropolitan to the east and on the Chao Phraya basins, people in Pak Kret Municipality usually faces problem caused by overbank flow from the river. Total area of Pak Kret Municipality is 36.04 sq.km. It covers five sub-districts, 63 communities, with a registered population about 179,000. Vichai Bundasuk has been elected to be Pak Kret Municipality mayor since 1996. This area has been developed as urban city which have been planned to be a residential and commercial hub. In previous several years, Pak Kret Municipality has invested a huge budget

per year for infra-structure. (Pak Kret Municipality, Nonthaburi province: 2015). The community of Bang Pood Samakkee 2 is along to Chao Phraya River. Most people are farmers, merchants, and contractors. People's way of life in Bang Pood Samakkee 2 has been attached to the river as their part of residence. On the one hand, the river actually damage to people as they confronted the mega flood in 1995. After that incident, Pak Kret Municipality has tried to set new flood management methods by improving several infra-structures to prevent flood in this area. The municipality has spent large budget to rise up the road level, place the drain, build the dike and riverbank, and plan operating procedure for prevents and mitigation the flood. (Pak Kret Municipality, Nonthaburi province, 2015)

Date	Phase	Events
July 2011	Prevention and preparedness phase	<ul style="list-style-type: none"> -Pak Kret Municipality set up operational center to observe flood situation -Pak Kret Municipality make operational center plan to cope the situation -Pak Kret Municipality operate Emergency Relief Team
August 2011	Prevention and preparedness phase	<ul style="list-style-type: none"> -Nonthaburi province informs the districts about Royal Irrigation Department flood flow and then the Chao Praya level was increase. -Pak Kret municipality inform people to caution the dike and prepare managerial resources to cope the situation
September 2011	Responding phase	<ul style="list-style-type: none"> -The flood overflow into Pak Kret area. -The governor declare a state of emergency for Nonthaburi province. -Prime minister and minister of Interior Affairs visit to Pak Kret Municipality and support survival bags to people in this area.
October 2011	Responding phase	<ul style="list-style-type: none"> - The flood was full in area, Pak Kret Municipality order to evacuate people to shelter for victims. -Pak Kret Municipality continuing response and relief people
November 2011	Recovery and rehabiliy phase	<ul style="list-style-type: none"> - The flood level decrease, move to rehabiltee phase. Pak Kret Municipality and its people collaborate to clean the area.

Table 1: Chronology of the 2011 Pak Kret flood events
Source: Data collected from websites and interview by the researcher, 2017

The role of Pak Kret Municipality and its community in the 2011 flood disaster management.

Pak Kret municipality is a big managerial resource hub and has a high capacity to prepare for the flood situation. A municipality representatives said that their office has abundant managerial resources; prevention and mitigation budget, many macro cars, a lot of big bags, and operational staffs (Interview with Panaree Kimhoo, Head of the Office of the Pak Kret Municipality, 16 January 2014 and Nirund Perdchan, Head of Defense and Peace Pak Kret Municipality, 14 November 2016). Concordant with Bang Pood Samakkee 2 representative, he informed that people in this community joined together with the municipality in all process. Sometimes people worked together to solve facing problems by using collaboration between the temple and people. Before the flood, they noticed that water level in the river was higher than its level in the 1995 flood disaster. Then the temple and people started to deliberate about the situation, they shared their opinion about how to handle the flood situation. Finally they concluded that they would prepare themselves from the 1995 flood disaster experience. They started to place big bags to protect dry zone and checked water level in the river (Interview with Prasert Pinyorattanachod, Community president of Bang Pood Samakkee 2, 22 January 2014.). It can be said that the role of Pak Kret Municipality and its people is important to keep their community survive from the flood. The coordination between municipality, which possessed several managerial resources, and people in community which owned a pool of local knowledge and manpower, is a key to successful flood disaster management.

Even though the better use another term of collaboration between Pak Kret municipality and its community has been shown in positive way, other actors which involved the incident could not participate in decision making process. For example, Nonthaburi Provincial office² and Pak Kret District office³, which are the mechanism of the provincial administration level⁴ that central government appoints representatives to be a chief of area, could not involve the decision of the municipality due to the Municipality Act of 1953 which give city municipality authority to served its people in its way because of resource capacity of city municipality. Pak Kret Municipality is city municipality. Pak Kret District representative said that she knew Pak Kret Municipality select wet-dry zones from destroying capacity of the river to landscape, the split it two zones by road frontier). The district did not order another way for the management because local government has full authority to decision and ordering to command the area. This relation also reflected through following situation when the prime minister used an authority from the National Government Organization Act of 1991 to established the Flood Relief Operations Center (FROC) that provided more power to the governor

and chief district officer, the relation between Pak Kret municipality and the FROC Nonthaburi province remained far from collaboration in aspects of resources and information sharing (Interview with Panaree Kimhoo, Head of the Office of the Pak Kret Municipality, 16 January 2014 and Nirund Perdchan, Head of Defense and Peace, Pak Kret Municipality, 14 November 2016). Thus the municipality's role seems to be only single unit to solve the problem.

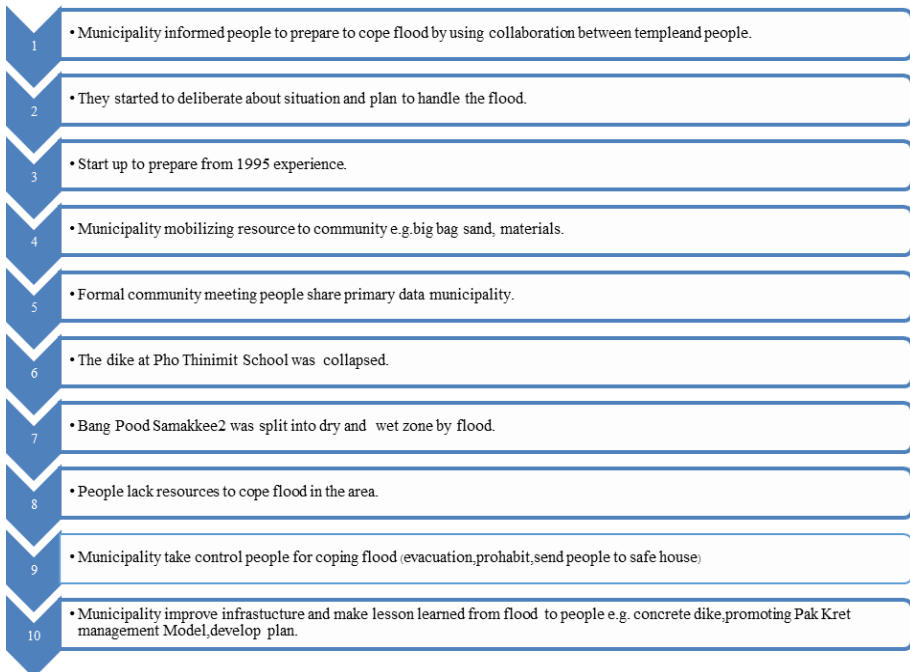


Figure 5: The stages of Pak Kret Municipality management in the 2011 flood
Source: Modified by the researcher, 2017

Type of collaboration between Pak Kret Municipality and its community

Collaboration between Pak Kret municipality and its community was one mechanism to support the operational process. The study finds that the formation of collaboration appeared in two cases. The first case emerged on prevention and preparation phase. The collaboration between the municipality and people was harmonized with sharing managerial resources by the municipality and providing manpower by people. The second case appeared in the responding phase which a pattern of collaboration displayed as a top-down model.

First, prevention and preparation phase, collaboration between Pak Kret Municipality and Bang Pood Samakkee 2 community was very smooth.

Pak Kret Municipality began on setting the management after the flood flow through the border of Nonthaburi province. The municipality prepared itself by building dikes and specifying all-day all-night flood cautions. At the same time, people followed latest news from media. Even though people lacked managerial resources to protect their community, they decided to share primary data to the municipality through community meeting. The collaboration between two actors impacted to their positive attitudes to work together. In municipality's view, public participation is a main condition for successful management. The collaboration shows exchanging resources pattern in horizontal relation which was flexible and stabilizing.

Second, responding phase, the situation was dramatic when the dike in Pho Thinimit School was collapsed. Ban Pood Samakkee 2 was separated into two areas: wet and dry zone. People in each zone had different pattern of participation. In dry zone, people voted to protect area around Hong Thong temple to be safe zone. Although people who lived near the Chao Phraya River had more risk to be influenced by the flood than other areas, they could survive by collaboration between people and temple. According to Bang Pood Samakkee 2 representatives, Hong Thong temple was geographically wet zone, but people choose to safe the temple be dry because the temple related to people activity for a long times (Interview with *Phra Kittikamapimok*, 16 January 2014). Contrary consequence occurred in the wet zone or around Pho Ban Aoy temple. There was conflict among people about crisis responding's choices. Some people do not response to their community resolution about placing the dikes in an area because they expected that it would make their situation better. When the dikes were leaked, the flood flowed into this area. Relation between people in this area was fragmented (Interview with Prasert Pinyorattanachod, Community president of Bang Pood Samakkee 2, 22 January 2014).

The collaboration between municipality and people in this phase was gradual changed from 'horizontal' to 'command and control' relation. Even though they communicated together by formal and informal ways, the municipality tended to take a control on the situation by hierarchical chain. This is because people could not help themselves when the crisis came. They also lacked a technical knowledge and some resources. (Interview with Boonserm Changto, villager; Prasert Pinyorattanachod, Community president of Bang Pood Samakkee2 and *Phra Kittikamaohimok*, 22 January 2014; Interview with NirundPerdchan, Head of Defense and Peace, Pak Kret Municipality, 14 November 2016). This reflected limitation and gap between the municipality and people in emergency time.

It can be concluded here that collaboration between Pak Kret Municipality and its community, and opportunity of citizen empowerment from local government were closely related. The study finds two characteristics of col-

laborative model. First, in prevention and preparation phase, people participation was illustrated through attending community meeting, sharing primary data and exchanging opinion about the situation. However, due to the fact that these processes were provided by the municipality. (Interview with Boonserm Changto, villager, 22 January 2014 and Nirund Perdchan, Head of Defense and Peace, Pak Kret Municipality, 14 November 2016), the citizen empowerment depended on an opportunity offered by the municipality. Second, in the crisis responding phase, people were treated as customer by the municipality. They just received resources from municipality e.g. bags, medicines, and foods to sustain their life. However people participation emerged from the dramatic flood situation. For example, Bang Pood Samakkee 2 community in dry zone showed their collaborative action, they worked together to plan the emergency operation. Contrary to the wet zone, the municipality tried to pull people out of wet zone to safe house. Pak Kret means was successful in term of the efficiency of management by helping the people from the flood. But this type of collaboration leading to build people's consciousness is the **'Administrative Collaboration Model'**. This program still limited to develop capacity building of people to showed collaborative action for coping crisis. In crisis times, Municipality selects to command and lead community for coping disaster when communities seem to incapacity. In crisis constrains community did not deliberate many times how to survive by themselves. Community was decreased lesson to learn their mistake or success. However, institutionalization of collective action in order to enhance efficient management requires the relation of municipality and its community which this paper terms **'Institutional Collaboration Model'**.

Building citizen consciousness: evaluating institutional collaboration between Pak Kret Municipality and its people in the 2011 flood disaster management

This part expands the main argument of the study that why the relationship between Pak Kret municipality and its community in the 2011 flood disaster management is considered as 'Administrative Collaboration' which driven the pattern between municipality and its community by top-down and donor-recipient model.

(a) Vertical relationships of Pak Kret municipality and its community in the 2011 flood disaster management

The role of local government distinctly appears in the Disaster Prevention and Mitigation Act of 2007 (B.E.2550) as a key commander in primary area in a crisis situation. In term of disaster management, if damage is resisted at primary zone, an overall lost will reduce (Sylves, 2008). The role of municipality related to a municipality autonomy. For example, it can enact local laws

and regulations from an area's condition and its resources. So municipality is rather flexible to manage flood in this area. The study finds that collaboration between Pak Kret Municipality and Bang Pood Samakkee community led to successful management that the municipality can save most of its area from the flood. Moreover, there has been an image of a great collaborative model between the municipality and its community. However, if considering a pattern of people participation in the situation, it suggests that the municipality controlled participation channel to people by sending its staffs to community to share a news and information to people. The municipality just mobilized manpower resource to solve the facing problem. In other words, people did not initiate their own channel to communicate with the municipality, so the bottom-up participation did not appear in this case. It may be concluded that the case shows vertical in collaboration which people are just the municipality's customer/client for the management.

(b) Donor-recipient and top – down model interaction

According to Agranoff and McGuire (2003), collaborative management model can help local government to build people's capacity. It bases on interaction between relation activities. The 2011 flood management in Pak Kret Municipality began in early August when the municipality received flood information from FROC. After that they moved to examine flood level in Chao Phraya River around the area. Municipality started to prevent the flood by placing dikes. They mobilized people to be watchdog for flood situation. According to interviews, people appreciated to exchange information with municipality because of their perception to the problem was very serious. So the collaboration between municipality and its people form as donor-recipient model was occurred. The municipality requested people to report situation while people asked the municipality for resources to protect their lives and assets. By doing this, collaboration pattern as donor-recipient had appeared, grantors and grantees had become actors within a collaborative system on which depend one another instead of operating by control at the top of system (Agranoff and McGuire, 2003: 58-61). It can be said that donor-recipient model of collaboration between municipality and its people can solve a problem in resource lacking. It reflects that two actors were interdependent so they cannot avoid collaborating.

In term of institutional design, citizen should be a part of public service making because it helps to identify their willingness in correct. Collaboration between them appears in term partnership (Denhardt and Denhardt, 2007: 45-63). The municipality opened channel for people to participate in situation management. They usually talk together in meetings. In addition, the municipality used a monk to mobilize resources from people. Monk is a communi-

ty's spiritual leader, he could persuade people to build big bags and helped municipality staffs to place the dikes. In prevention and preparation phase, the collaboration action went smoothly; people seemed to develop themselves as 'citizenship' by being a part of the flood solution.

However, when the flood flowed into Pak Kret district, the municipality treated people as messengers who send area information to municipality (Interview with Nirund Perdchan, Head of Defense and Peace, Pak Kret Municipality, 14 November 2016). Collaboration of people was disappeared from the municipality's management. The flood situation in Pak Kret district moved on the crisis when the dikes behind a school were leaked. The flood flowed on Bang Pood Samakkee 2 community. The municipality switched a management plan from donor-recipient to command and control program. Collaboration between municipality and people was changed to top - down model because of efficiency ordering. Top-down model identified municipality as a principal, and community as an agent (Agranoff and McGuire, 2003: 56 -58). The municipality ordered its community for controlling them in the way they want. Because the municipality hoped that this method would keep people survive from the situation and Bang Pood samakkee 2 community accepted the commanding order. However, the top - down model effected to people's confidence to the municipality, people and municipality lost of interaction in face to face pattern as same as the meeting in prevention and preparation phase. Municipality controlled people's behaviors to respond the problem in ordering way than pull them to be a part of decision solving in situation. Therefore, community cannot show theirs citizenship performance.

To conclude, donor-recipient and top-down model in collaboration between Pak Kret Municipality and its community cannot enhance people in Bang Pood Samakkee 2 community to show theirs performance in term of citizen consciousness. Both models do not need collaborative action of people in strong degree. In addition, both models try to shape a capacity of transferring managerial resource to target areas rapidly, thus the citizen empowerment cannot appear, in this case tends to be 'client/customer' than 'citizen'.

(c) Building collective action: government-led collaborative model

The pattern of collaboration between Pak Kret municipality and its community as 'Administrative Collaboration Model' (e.g. formal community meeting in prevention and preparation phase, coordinating in operation in responding phase) is unable to build the collaborative action for people. This is because the municipality's role was not 'facilitator' in all process. People only received an embryonic idea of citizenship in prevention and preparation phase. The collaboration was expropriated when the municipality chose to solve the problem by top-down model that forced people to act follow the

operation plan. People did not share their opinion, and innovation to the municipality. Top-down model closed the door of opportunity for building equality between the municipality and its community, and opened the door of opportunity for patron-client structure into this relation. People tended to decline their citizen performance when municipality treated them as client. Their behavior were shaped in the way that municipality want. In addition, this community had an urban culture .which is a loosely social structure; it made people far from interaction, talking, and an activeness to sharing. In this way, the municipality did not collaborate with people by management context.

Conclusion: How does the municipality empower to its community: Institutional collaboration is choice.

The role of Pak Kret municipality and its community in the 2011 flood disaster management were different. Both roles depend on the context of law, situation, and managerial resources. Pak Kret Municipality possesses a large of managerial resources such as authority by law, budget, technical knowledge, and so on. In the same way, the Bang Pood Samakkee 2 community had an experience with their way of life that attach to the river. They also own their manpower for management this problem. Both of them need to share resources to solve the problem. However, the collaborations between them take the form of donor-recipient model and top-down model, municipality as grantor who control all that they want, and people as grantee who were shaped behaviors to support the municipality. Both roles were unequal in management term. People seemed to lessen their role to participate in the disaster management as citizen, they show client roles instead.

Even though a goal of the efficient management depends on collaboration between the municipality and its community, citizen empowerment is very important as well. In practical term, realization of people was hegemon by the municipality because it was a resource owner. In case of Pak Kret, its community did not receive empowerment to design their survival way. Likewise, people affected city culture and context that pull relation among people loosely. So the municipality legitimately dominates the decision of the flood management. Collaborative action of people was diminishing. To conclude, strong municipality may not strong citizen to participate in the flood management because administrative collaboration form of municipality aimed to control people than free them to help themselves.

One finding of this study is that institutional collaboration between municipality and its community is a main principle to build the 'real' citizen consciousness of people, which lead to an efficacy of the flood disaster management. Institutional Collaboration can help municipality reduce cost (managerial resources mobilizing) in affected areas. Moreover, it decreases

political intervention in voting areas, it will make a chance for all people to access resources equally. However, the relation between collaboration and citizenship stands on an assumption that if people can push themselves to be a part of municipality's management, while the municipality can adapt its role to be a facilitator, the collaboration will be strong. People will develop their action as citizen.

The suggestion of this study is that the municipality should empower people to think, to talk, to do together. They should make an opportunity for people to be the main decision-maker in management process. The role of people should be leveled as an equal partner of municipality to operate a situation. Moreover, collaborative model between municipality and its community should emphasize on deliberative process in all stages. The municipality should play a facilitator role to support technical resources for people to help themselves. Also, the municipality should make a local commitment that a mission on disaster management is a community's common responsibility and empower to them to help themselves first. 'Institutional Collaboration' is not only to build collaborative action to people, but also is to take Thai's flood disaster management in the real world of administrative practice and develop a body of knowledge in public administration in Thailand's context into democratic governance in practice.

Notes

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²Provincial office means Changwat.

³District office means Amphor.

⁴Thailand has public service structure base on three levels: Central administrative level, Provincial administrative level, Local administrative level. Provincial administrative has provincial office and District office as mechanism to run the public service under the hierarchical structure of the Central administration. Local administrative level means local state government under the hierarchical structure of the central administration, it comes from influence of The 1997 Constitution and The Plan and Process of Decentralization Act of 1999. (<http://www.ide.go.jp/English/Publish/Download/Vrf/pdf/459.pdf>.p.2. and <http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023244.pdf>. p.10-11.)

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