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Good Urban Governance in South Asia (GUGSA)

DOCUMENTATION OF CASE STUDY
THAILAND

***Attributes of Good Governance in
recovery planning and implementation
after tsunami - Experience of Patong
Municipality, Thailand***

Prepared by
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Attributes of Good Governance for recovery after tsunami Experience of Patong Municipality, Thailand

Abstract:

This case study presents the experience of one municipality in Thailand, namely Patong municipality in the coastal area of Indian ocean that transformed from a village to a city in the last decade of 20th century attracting more visitors than its own citizens got totally devastated in one sunny morning on 26 December 2004, due to the Indian Ocean Tsunami event. This case study presents how it stood up clearing its destruction within less than two years converting its tragedy into an opportunity. The underlying theme of this success story is the Good Urban Governance of Patong Municipality.

Widespread destructions and extent of human losses generated unprecedented support and humanitarian assistance to countries affected which was never seen before. This might have been due to various factors and one among many is the international media coverage received by the event which culminated a great deal of sympathy within few hours of the event, even at the other end of the world. The physical infrastructure, built up areas, social fabric, environmental as well as natural resources, and production sectors all were subjected to heavy and widespread destruction along the coastal belt of the affected countries within the Indian Ocean. Even countries within the African coast were not spared by the event.

Indian Ocean disaster has brought to the light not only the vulnerabilities of communities in the coastal areas which is usual in many other disaster events but also the vulnerabilities of different and complex nature such as limitations in scientific predictability, technology applications in warning, dissemination & communication to at risk communities, institutional structure, etc. It is a fact that man has stepped in the moon and scientific community has started expeditions to other planets and there are many other such scientific innovations and achievements but this single event revealed many vulnerabilities in disaster risk management practice undermining the innovations world have observed and appreciated during the recent years. This single event was beyond the capacity or the ability of the scientific community to predict or issue timely early warning to communities in the affected countries despite spatial distribution, all the sophistication and capacity of modern communication networks.

On the other hand it has shown the failure or limitations in various levels of governments to ensure the safety of population, thus creating a severe damage to social fabric thus highlighting the fact that this type of disaster events also pose a serious challenge to governance. Therefore it is a fact in addition to the economic, social and physical impacts Indian ocean tsunami event has more importantly underlined the need for ensuring the human security at large. It highlighted the need for constructive changes in governance functions through integration of appropriate disaster management systems for the protection of human lives, economic assets,

infrastructure and all in all the gains of development achieved over many years. Underline principal here is the need for advocacy for promotion of good governance policies within the countries to ensure human security & safety, as the effective step for disaster management. No longer should it remain as a discretionary function of the government where it may or may not be taken seriously by the countries. Tsunami has stressed the need for recognition of the disaster risk management as a mandatory responsibility of any government to ensure human safety.

In order to ensure that the governments are constantly performing to the high level of good governance, the performance of governments need to be evaluated against the commitment towards the disaster preparedness and mitigation and made accountable to people and to the international community. There is no opportune time than this post disaster period of tsunami event to evaluate the performance of the governments against the good governance principals, as it will allow the authorities to make necessary modifications to existing structure to integrate the measures for human safety and the governments to be more responsive to the needs to ensure high level of performance.

Thailand is one of the countries affected severely due to Indian Ocean tsunami. This case study which focuses on the experience of Patong municipality in Phuket, Thailand is an attempt to investigate on the positive aspects of governance before, during and after the tsunami. This evaluation of the performance of one of the highly affected municipalities in Thailand may help to demonstrate the issues, complexities and challenges posed by such rare but high impact events to bring to the surface positives or negatives of governance process.

The Thai society admires its unique qualities associated with the governance process influenced by its traditional wisdom, ancient practices, culture, religion etc. It is assumed to be presented in its originality as the Thai society is not very much influenced by major societal disturbances such as world war, rule by foreign powers, colonialism etc. The government structure in Thailand is unique given its oscillation from semi-democracy to democracy with 18 military coup d'etat in between since the re-establishment of Constitutional Monarchy in 1932. For instance, the economy gained more momentum since 1980s despite the political instability that changed the leadership at short intervals.

The promulgation of the Constitution in 1997 is the highest point of democratization in the history of Thailand and tsunami occurred during the transition period of devolution. As a result of the same democratization in Thailand started progressing slowly but steadily. Therefore in the immediate aftermath of the disaster event, it was easy for the national leaders to take the leadership role spontaneously in managing the crisis situation. On the other hand taking over the leadership role by national leaders in managing the post tsunami affairs was felt as a need and as more an advantage due to the complexities created by Tsunami in terms of loss of lives, physical devastations, economic losses and instability of the national economy. Obviously it has lessen the impacts to a great extent. The inherent cultural, religious and social traditions and practices in the Thai society and Royal Patronage contributed to the success to a very great extent of the post tsunami relief and recovery operations. Given its capacity and resources Thailand did not request the international financial assistance therefore the

role-played by the international community was relatively small. The Thai corporate sector also contributed considerably to the speedy recovery process.

The Tsunami had devastating impacts on the areas administered by local bodies in six provinces of Thailand. In light of the facts mentioned above in relation to the ongoing devolution process in Thailand, the local government bodies were neither autonomous nor competent to manage their standard functions let alone to face an unprecedented challenge like Tsunami at the time it hit Thailand in December 2006.

Given the factors that are unique to Thailand, and considering the magnitude and severity of the event, the standard Good Urban Governance practices in global sense may have limited applicability to the scenario in Patong during the immediate aftermath of tsunami. The good governance principles practiced by all the municipalities in Tsunami affected areas were found similar in character as the scope of activities assigned to local government in post Tsunami period was limited to one set of homogeneous activities such as clearing debris, waste disposal, treating the affected people and victims so on

The principle attributes of good governance as they apply to the corresponding phase of the post Tsunami operations are more significant and visible although there are difficulties in applying all principles equally across the entire spectrum. Thailand is now ready to commemorate second anniversary of Tsunami. The national governmental agencies have completed fully the recovery activities and are now in the process of sustaining the momentum gathered. The potential areas of Tsunami threats are supported with early warning systems, evacuation plans, emergency response teams and operations. The safety and security of tourists both local and foreign, is a key concern significantly addressed in this effort. The municipalities have successfully managed to bring back destroyed environmental services to attract tourists.

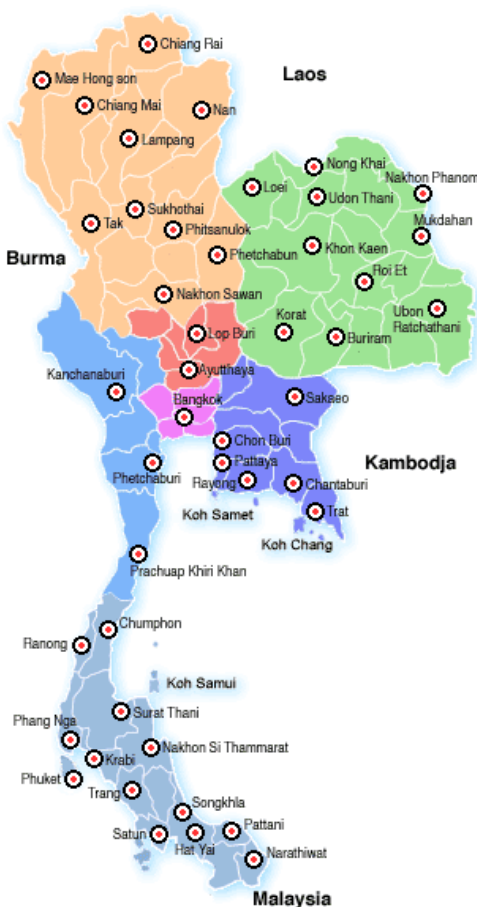
It is worthwhile to highlight some difficulties in conducting research of this nature. While witnessing such an unprecedented recovery efforts by local governments to bring back the pre tsunami life in a record time to tsunami affected areas in Thailand, in physical terms, it is pleasant but difficult task to obtain accurate and detail information from the officials of local authorities on the projects they have been actively involved. Discussing principles of good governance seems less important and some times irrelevant for the municipalities. The language barrier too added further complications. From the point of view of the citizens of Patong municipality too the Tsunami is history now. The tourists are arriving at prior Tsunami rate filling all hotel rooms starting from October 2006. The livelihoods of the people in the Tsunami affected areas depend on the influx of tourism and its being recovering fast. They are too busy in earning their lost income with the influx of the tourists.

However one of the major findings of the research is that the Patong Municipality of Phuket province has shown significantly high level of performance after Tsunami in many areas of municipal services. If the success story of recovery in Patong can not be attributed to good governance it will not be fair. The results are being demonstrated and the municipality has allowed the achievements during the two years after tsunami to be witnessed and get convinced by the visitors, and it is a better approach rather than elaborating them only as research findings.

Attributes of Good Governance for recovery after tsunami

Experience of Patong Municipality, Thailand

Brief Introduction to Government Structure in Thailand



The government structure in Thailand is unique given its oscillation from semi-democracy to democracy with 18 military coup d'etat in between since the re-establishment of Constitutional Monarchy in 1932. The economy gained more momentum since 1980s despite the political instability that changed the leadership at short intervals. However, the democratization in Thailand was slowly and steadily progressing. The promulgation of the Constitution in 1997 is the highest point of democratization in the history of Thailand.

There are three levels of administration in Thailand, namely central, provincial and local administration. The central administration consists of the Prime Minister's office, ministries, departments, agencies and other public organizations that have the same status as departments. The Provincial administration consists of provincial and districts offices of various central ministries, departments, and public agencies. There are 75 Provinces excluding Bangkok Metropolitan Administration (BMA), and Pathaya City Administration (PCA), and 795 districts and 81 minor districts within the Provinces.

The Local administration consists of 1129 Municipalities known as Thesaban and 6,745 Tambon (sub-district) Administrative Organizations (TAOs) according to the data of Ministry of Interior in 1999. Tambon is the smallest geographical unit with autonomy under the decentralization legislation. The Thesabans are the urban organizations within the local administration structure of Thailand. These are classified in to three different categories according to the size of population as stated in Table 2 in section 3.3.

Process of decentralization in Thailand

There had been series of decentralization efforts since 1990s. Article 78 of the Constitution of 1997 prescribed the promotion of decentralization as a basic policy of the government. It reads

" The State shall decentralize powers to localities for the purpose of independence and self determination of local affairs, development of local economics, public utilities and facility systems and information infrastructure thoroughly and equally throughout the country as well as develop a province ready for such purpose, having regard to the will of the people in that province"

The Articles 282 to 290 of the Constitution 1997 further explain the policies for local autonomy and decentralization. Within these broader policies, the RTG enacted or amended nearly ten acts promulgating autonomy to local governments during the two year period following the Constitution of 1997. The Act of Decentralization Plan and Procedures enacted in 1999 is considered as the most significant one amongst the acts that were enacted since the Constitution 1997.

National Decentralization Committee (NDC) established under this Act was entrusted the responsibility of implementing and monitoring allocation of budgetary resources, transfer of civil servants and delegation of administrative work of the central government to the local government. The Act prescribed that starting from fiscal year 2001 at least 20% of the government budget should be transferred to the local governments. The target is to increase this allocation to 35% in the fiscal year 2006. The Cabinet approved the Decentralization Master Plan prepared by the NDC in October 2000. This Plan has undergone series of revisions at public consultation and hearings in local regions before it was approved by the Cabinet and then reported to the two houses of the Parliament.

The Master Plan is divided in to three parts as follows:

Part 1: Rationale, needs, visions, objectives and goals of decentralization

Part 2: Means to decentralization. Section 30 of Decentralization Act (1999) lays down definitions of plans, process and general principles of decentralization as well as time frame for the following 6 categories of functions to be transferred gradually within four years (2001-2004) with full transfer be achieved by 2010.

- Infrastructure
- Promotion of quality of life
- Community and social orders and security
- Planning for investment, commercial and tourism promotion
- Management and conservation of natural resources and environment
- Local arts, culture, tradition and knowledge

Definition of “Urban” in the context of Thailand

Urban is defined as a spatial area with higher concentration of population with relatively advanced life styles and urban amenities such as electricity, piped born water, technologically advanced communication facilities, road network etc. compared with the rest of the country. However, there are many parameters including legal provisions and those that distinguish urban centers depending on the economic, social, political and historical perspectives of the respective countries. For the purpose of developing the topical inventory of good urban governance, the factors such as existence of urban amenities, life styles, exposure to global socio- economic and cultural practices are considered in addition to the legal classification of local government in Thailand.

Part 3: Administrative system development- This includes monetary system, finance and budgeting, local revenue, personnel management, organizational reforms, planning system, evaluation, inspection, data collection, application of laws and regulations for long term and sustainable decentralization

The time period envisaged for the realization of complete decentralization is of importance to the present study. Having started from the time of fiscal year 2001, the decentralization was still in progress at the time of Tsunami in December 2004.

The focus was on easy delivery functions when transferring the functions to local bodies. This included public works and provision of milk and lunches to primary schools. The government has fully realized the target of allocating 20% of the total government revenue to local government in FY 2004. However, the technical and administrative difficulties inherent in the system did not permit the transfer of functions to the local

governments adequately. They were also not addressed simultaneously or at the same speed of allocating financial resources.

1.3. Structure of Local Government in Thailand, its functional responsibilities and Relationship between national and local government

A Review of "Urban Governance"

There is no lack of citations on the definition and use of the term 'Urban Governance'. In the documents of the United Nations the term Governance is defined as the "Process of decision making and the process in which these decisions are implemented or not implemented". According to UNDP "The exercise of political, economic and administrative authority in the management of a country's affairs at all levels is governance. It comprises of the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences." (Ref. Governance for Sustainable Human Development, UNDP/New York, 1997). The emphasis is on the key players as well as on the processes of decision making and its implementation according to this definition. Within this general definition, the Good Governance is characterized by the following principles or attributes;

- Accountable
- Transparent
- Responsive
- Equitable and inclusive
- Effective and efficient
- Follow the rule of law
- Participatory
- Consensus oriented
- Strategic vision

UN-HABITAT in its Global Campaign on Urban Governance proposes the following additional principles of Urban Governance

- Sustainability
- Subsidiary
- Civic engagement and citizenship
- Security

These principles are not mutually exclusive but interdependent and mutually reinforcing Adding the adjective 'good' to 'urban governance' increases its complexity exponentially. Different people, organizations, municipalities and others will define 'good urban governance' according to their own experience and interests. According to UN-HABITAT "urban governance is the sum of the many ways individuals and institutions, public and private, plan and manage their affairs of the city. It is a continuing process through which conflicting and diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and social capital of citizens" (Global Campaign on Urban Governance, Concept Paper, UNCHS, UN-HABITAT, March 2002).

Some experts have clustered the some of the above attributes of governance to reflect "urban governance" in a more meaningful manner. For instance Metha (1998) introduced the attribute of *Accountability* as how cities manage their finances, communicate on use of funds and achievements to their citizens, adhere to legal requirements and administrative policies. According to this concept, *Accountability* includes *responsiveness*, which indicates the local authority's ability to determine and respond to the needs of its constituents and also in doing it involvement of its citizens and therefore *participation*.

Urban governance is essentially implying the welfare of its citizenry. Good urban governance therefore must provide opportunities to all citizens to access the benefits of urban citizenship irrespective of their gender, social status and other differences. In other words no person shall be denied access to the necessities of urban life such as adequate shelter, safe water, sanitation, a clean environment, health, education safety and other needs that ensure their social and economic conditions. Given this premises, a concern is raised as to the applicability of the good governance principles in the Tsunami context as Tsunami was an unprecedented crisis in many respect, particularly in respect of human suffering. The deaths, injuries, psychological trauma, children without parents, families lost their children etc. were greater than the damage to infrastructure and economic losses. This "crisis triggered" different decision-making modalities and processes. In a crisis situation such as Tsunami the role of national leaders considered to be highly critical in bringing the country and devastated areas back to normalcy within the shortest possible timeframe and thus their role to be involved in shaping the decision making process was very important from immediate response to reconstruction phases. Another unique feature that is continuously emphasized and stressed upon was the term "Thai Culture" during the fieldwork of this study. It is explained as the spontaneous desire of the Thai people to help and to give (to donate) another person who is in trouble or in pain/ loss /need etc. This they attribute to their religion, Buddhism and the patronage to the King of Thailand. The outpouring of donations in cash as well as in kind to the affected areas by the individuals and by corporate sector of Thailand therefore was unprecedented. That level of support had its own decision making process on which no records were kept and maintained.

As mentioned before Good governance in Disaster Management (DM) is not a goal but an evolutionary process of constantly improving political and social environment for greater transparency, accountability, performance and equitable control of assets after a disaster. The decisions are crisis driven to start with. The emergency response in many instances can be chaotic despite the scale and degree of preparedness. This was the situation when Tsunami hit the Indian Ocean countries.

The Local Administration Act of 1914 provides the prescription for Districts, Tambon and villages in Thailand. The provincial administration today is still based on this Act. There is no unifying Act as far as local authorities are concerned. Instead there are number of Acts Governing local authorities such as:

- The Provincial Administration Organization Act of 1997
- The Thesaban Act of 1953
- The Tambon Council and Tambon Administration Organization Act of 1994
- The Phatthaya City Administration Organization Act of 1999
- The Bangkok Metropolitan Administration Organization Act of 1985
- The Act Changing the Status of Sanitary Districts to Thesaban of 1999

There are 1,129 *Thesaban* Municipalities in Thailand following The Act Changing the Status of Sanitary Districts to Thesaban, 1999. These Municipalities are classified in to the following categories;

Table 2. Classification of Thesabans (Municipals) in Thailand

Category of Municipality	Title in Thai	Total number	Number of Members per local authority	Population
Metropolitan	Thesaban Nakorn	20	24	Over 50,000
City	Thesaban Muang	86	18	Over 10,000
Town	Thesaban Tambon	981	12	Less than 10,000

Source: *Directory of Agencies and Positions* edited by Department of Local Administration, 1999

The total population is the main criteria for determining the status of a Municipality in Thailand according to the above classification. However, it is observed that the Term "Muang" is used in local authorities where there are less than 10,000 people. The following Table shows the local bodies affected by Tsunami that belong to the category of Thesaban Norkon and Thesaban Muang. The population of each Thesaban given in the last column shows that two local bodies in Phang Nga province are titled "Muang" although the population in both places is less than 10,000.

Table 3. Thesaban Affected by Tsunami

Province	Name of the Local Authority	Population
Ranong	Muang Ranong	15,359
Phang Nga	Muang Takuapa	8,142
	Muang Phang Nga	9,230
Phuket	Phuket city	74,127
	Ka Thu	18,377
	Patong	16,483
Trang	Nakorn Trang	59,182
	Muang Kan Tang	13,452
Satun	Muang Satun	21,708
Krabi	Muang Krabi	25,459

Source: *Department of Local Administration*

In addition, numbers of council members as well as personnel, job ranking and organizational structure are based on these categories.

Recognizing the above criteria of "Urban" in the context of Thailand, the study covered the first two categories, namely Thesaban Nakorn (City Municipality) and Thesaban Muang (Town Municipality) affected by Tsunami. However, using the criteria of 'Urban' established for the purpose of this study the Tambon areas of Thailand affected by Tsunami too were visited by the study team during its field observations.

The Thesaban government structure consists of a legislative body known as the Municipal Council, Municipal Executive Committee and Municipal administration. The title of the head of each committee is given below for better clarity.

Figure 1-Thesaban Structure

Structure	Head
1. Legislative body/Municipal council	Council President
2. Municipal Executive Committee	Mayor
3. Municipal Administration	City or Town Clerk

In terms of functional administration, these Municipalities typically organized on the following units/departments:

- Civil works
- Community health and / medical services and social welfare
- Environment including sanitation
- Education
- Finance
- Planning and technical support
- Water supply

A noteworthy element of decentralization in Thailand is the effort of De-concentration at the Provincial level. The Provincial Administrative Organizations (PAO) were established originally to cover rural areas namely Tambon which were not Thesaban or sanitary districts. After the establishment of Tambon Administrative Organization (TAO) in 1994, PAOs lost its jurisdiction over rural areas (Tambon) and remained as a Multi-Municipal based regional body.

The Governor appointed by the Ministry of Interior is the Chief executive of the PAO. It is therefore unclear whether PAO operates as a Multi-Municipal based regional organization or regionally based central government body. There is an ongoing debate about the relevance of PAO in the decentralization context and therefore the future of this body is vague.

However, the purpose of stating the presence of PAO is to draw the attention to the fact that "The Province in Thailand is not yet a local administration organization but a field agency of the central government that is in charge of the supervisory control of local governments in that Province" (Ref: JICA study March 2001) This has its serious implications on the autonomy, institutional and financial capacity of the municipalities

As far as regulations are concerned there seems to be an intention of clarifying the authority and duties between National, multi-municipality based regional organizations (POA), Municipalities (Thesaban) and Tambon Administrative Organizations (TAO). However, in real terms these

bodies do not have completely separated authority and duties. In fact much of the authority and many of the duties do overlap. For instance the development of industry, tourism, sports and local culture, protection of socially vulnerable groups of people, disaster prevention and alleviation, maintenance of security, conservation of natural resources and environment are prescribed as the duties under the authority of all these bodies.

Capacity of local authorities in general and on emergency response in particular

Capacity is defined as the ability to perform assigned functions effectively, efficiently and timely manner for the purpose of this case study. The capacity thus depends on the authority, financial and human resources of the institution. It is therefore be of relevance to understand the capacity of the municipalities following the formal approval of the Decentralization Master Plan in October 2000, particularly at the time that the Tsunami hit them in December 2006.

It is reported that the local governments were poorly informed of their roles and responsibilities following the approval of Decentralization Master Plan. They are technically less competent to deliver the respective functions in a reasonably effective and efficient manner, constrained by required rules and regulations particularly the rules governing procurement, grant utilization and budgeting, and more importantly shortage of staff due to disincentives involved in transferring staff from central to local government. (Wegelin, Emiel A., August 2002). As stated above, the time frame set for the gradual transfer of six (6) categories of functions is by 2004, with full transfer to be achieved by 2010. The experience in planning, programming and budgeting varies considerably while articulation of local economic planning is relatively poor" (Wegelin, Emiel A, August 2002).

The municipalities lack the ability to raise revenue, predict income levels and expenditure and invest in city development and management in a planned and proactive manner due to unclear regulations and lack of staff. "Thailand's decentralization process is both fiscally and politically asymmetrical. It is fiscally asymmetrical because the central government is devolving responsibility and authority for expenditure but not for revenue." (Ref. Kanakpon, 2002). It is politically asymmetrical because of the manner and the nature of the power and authority devolved. The local authorities were assured of a predetermined portion of the central government revenue with no concern over how well or poorly this money is spent. This arrangement is an impediment for the local government gaining fiscal discipline.

The involvement of the civil society in the affairs of local governments similar to other countries in the Region is yet to emerge fully in Thailand. "Co-operation with civic groups in resolving specific issues and utilizing the capacity of the private sector and NGOs in a variety of ways seems accepted wisdom in theory, but practiced selectively" (Wegelin 2002). This is mainly due to the lack of experience on the part of the Municipal bodies to give practical shape to this principle. On the other hand the NGOs also are still generally interested in their own specific mandates and therefore the facilitating of public participation in decision making is not yet a priority concern in their agenda.

However, the Tsunami shattered this slow motion situation to a greater extent. The City Halls in the affected areas became the center of operation at the aftermath of Tsunami. The city leadership and officials had to participate in the relief operations along with the national and international figures. The private sector took the lead role in most cases on voluntary basis in activities such as clearing debris and carrying out immediate repairs to essential services such as water supplies, electricity and telecommunication. It was reported that the debris in Patong

About 70 percent of Phuket is mountainous; a western range runs from north to south. The highest peak is Mai Tha Sip Song, or Twelve Canes, at 529 meters, which lies within the boundaries of Tambon Patong, Kathu District. The remaining 30 percent of the island, mainly in the center and south, is formed by low plains. Streams include the Khlong Bang Yai, Tha Jin, Khlong Tha Rua, and Khlong Bang Rong, which are not major rivers some are perennial.

Since the early 1980's the tourist business has been Phuket's chief source of income. Hotels, restaurants, tour companies, and souvenir shops are much in evidence on the west coast. However, while once all-importance tin mining has ceased, tourism is by no means the island's only activity. Agriculture remains important to a large number of people, and covers by far the most part of the island. Principal crops are rubber, coconuts, cashews, and pineapples.

Prawn farming has largely taken over the east and south coasts. Pearl farming is also important income generating activity that communities are involved in. Phuket's fishing port is a busy place with various kind of occupations and fishing industries being the users, and processing of marine products, mainly fish, makes a significant contribution to the economy. With so many varieties of industries contributing to the economy, construction has become a major factor in employment. This range from massive public works projects, large office buildings and hotels, resorts and housing estates with hundreds of units, down to single family homes, apartments and additions.

Official population in Phuket outnumber the migrating population through out the year. The official residents are those who are registered as living in Phuket but many involved in service sector commute from other areas and also tourists are added to the migrating population. Phuket's attraction as a center of economic activity has resulted in many living on the island whose registration is elsewhere. The total population of Phuket varies considerably depending on the time of year. Phuket's weather conditions are dominated by monsoon winds that blow year round. It is therefore always warm and humid. There are two distinct seasons, rainy and dry. The rainy season begins in May and lasts till October, during which the monsoon blows from the southwest. The dry season is from November through April, when the monsoon comes from the northeast. Highest average temperatures, at 33.4 degree Celsius, prevail during March. Lowest averages occur in January, when nightly lows dip to 22 degree Celsius.

The Phuket province administratively divided into three districts, Thalang in the north, Kathu in the west, and Muang in the south. As mentioned before Thailand's system of government relies upon a strong central authority, thus the Provincial Governor of Phuket is a civil servant appointed by the Interior Ministry in Bangkok, as are the Nai Amphoe, or District Chief.

Phuket and Patong areas have been designated as cities and both have their own city governments, with elected city councils, the leading member of which serve as the Mayor of the City Government. There are also elected provincial, district, and sub-district, or Tambon councils. The local constabulary is a part of the Interior Ministry.

This case study presents the experience of the municipality of Patong which is located in the coastal area of Indian ocean. The Patong has significant development during last few decades as it transformed from a village to a city in the last decade of 20th century attracting more visitors than its own citizens .The City got totally devastated due to the Indian Ocean Tsunami event. However the city stood up clearing its destruction within less than two years converting its tragedy into an opportunity.

Patong Municipality an attractive tourist destination in Phuket

Patong Municipality in Phuket Province of Southern Thailand is an attractive tourist destination with 4 kilo meter long silver sandy beach front. The Tsunami that hit the beach claiming the lives of many foreign tourists and local residents on 26 December 2004 also destroyed the progressive development emerged towards the last decade of the 20th century. However the Tsunami failed to destroy the spirit of Thai people and their solidarity.

Patong Municipality Administration working day and night and side by side with their national leaders removed even the last scar of destruction within ten days of Tsunami. The city was ready to receive their visitors after one year. However, the visitors were afraid to come. Only less than 30 % of the pre Tsunami tourists were coming to Patong.

The City leaders then realized the need to build the confidence on the safety and security of the city as of paramount importance along with comfortable accommodation ranging from budget to five star, entertainments in endless means but more importantly nature served relaxation that one needs in a busy life. Patong Municipality now awaits to commemorates the second anniversary of Tsunami with no trace of destruction. The visitors are arriving in higher numbers demonstrating their confidence in a city that ensures safety and security in addition to comforts and relaxing environment. The case presented here reveals that courageous story of one city among many in Thailand which raised its image within a record time from the rubbles of destruction after tsunami.

The 21st century is already experiencing increasing transformation of its landscape from predominantly rural to a predominantly urban one.,The hidden spatial corners of the globe are being exposed to global traveler resulting sprawling cities appearing in remote islands and capes of hot Tropical oceans.

Equally the nature of disasters is changing, new kinds are emerging and some of them are unprecedented. A common view of the global community is that a fresh thinking and innovative approaches are needed to manage disasters. It is high time to look back and take a stock of what happened and how those who were affected managed to stand up from their destruction and learn from their experience in addition to relying on new theories and conventional wisdom.

Patong Municipality

Website: <http://phuketdir.com/patmunicipal/index.htm>

What is Municipal and how they have responsibility

Municipality is the local governmental organization that the management team is from the votes of people that can say it is a clear democracy that people can participate and develop by themselves.

Duties of Municipality

- Construct, repair, and take care of streets and rivers.
- Provide consumed water and water for agriculture.
- Clean the streets and collect garbage.
- Protect and take care of natural sources and environment.
- Provide electricity.
- Help people from flood or dry weather.
- Support education, religions, culture, women, children, and elderly, disables people development.
- Commercial management for example, markets
- Support sports, parks, help and prevent distributed diseases

(Web site provides information on Policies and procedures aspects such as on Population Registration, Birth registration information, Death Information registration, Address Change Information, Destination Change Information, Updating the House Registration Inform, Address Number Information, House Re-construction Information, Information on application for I.D. Information on building tax, Information on the methods to pay the building tax, Sign Tax, Area Supported Tax, Policies on granting Permission for Building ,Duties of Sanitation Department ,Information on Business Permission requests etc)

This is not a service or function generally provided by the local government in other countries. The Municipality considers the Pawn shop as an essential service in support of people. Given the reliability, transparency, convenience and integrity on the part of the municipality the people seem to have placed their trust on this service vis a vis the private sector mortgage services.

The social development strategy of Patong Municipality emphasizes the importance of the “family” which is a strong institute of the society. Patong municipality in its commitment to create a “Happy City” promotes the concept of “Happy Family” through united and happy family extending its strength to the community and then to the city. The Municipality has specially allocated one park, Loma, for family entertainment aiming at building families to stay together and to facilitate uniting families through entertainments, religion, sports and similar activities. This is certainly a best practice that has not been recognized so far by either the social scientists or the experts on local governance.

Patong Municipality implements an efficient system to prevent pollution of the environment. The strategy is to involve the participation of people through a strong campaign on how to manage garbage and how to deal with environmental issues. The city officials visit problematic sites regularly and supervise the operations of the municipality services.

In order to maintain “**Patong’s Healthy City**” the concept promoted and declared by the Mayor of Patong city, several activities are undertaken. The pre and post- natal health care for mothers, house visits by medical officials, vaccination program for children, general health education, mobile health clinics, sterilization of dogs and cats are some of the key activities in this respect. The Municipality has developed a comprehensive health information and instruction brochure to educate people on their dietary habits, primary health care, physical exercise and also to prevent home and road accidents.

In order to maintain physical and mental health quality of the city population, sports activities including Aerobics are being promoted. Special attention has given to the physical well being of the elders and youth.

Urban Good Governance Principles

Within the broad terminology of “urban” and “Good Governance” discussed above in general, the focus of this study is limited to five specific principles that define good governance. These are the five principles that the SOW of the present study entails it to focus on. A brief explanation on how each of these principles applied in the study of “good urban governance in Tsunami perspective in Thailand” is presented below:

Accountability – The elected members as well as appointed public officials of the local authorities are held accountable to the citizens on all financial transactions made on behalf of them

Transparency - The procedures and processes, on investment decisions such as formulating budget, collecting revenue, inviting bids, awarding contracts, making payments and also selecting, appointing, promoting and providing other opportunities to the staff. The access of the community to this type of information and the frequency with which the information is communicated is also considered under this principle.

Participation – The policies and programs that encourage the participation of citizens, private sector and civil society, the extent of the partnership among these three groups and the involvement and mobilization of participation in the decision making processes are the key concerns examined under this principle

Rule of Law - The existence and adequacy of rules and regulations, fair and impartial enforcement of these rules and regulations, adherence and respect to rules and regulations by the citizens and actions taken on public grievances within the framework of the existing rules of the local authority are the main areas of focus under this principle.

Predictability - The present study use this principle to denote the long term (futuristic) responsiveness of the local government to ascertain the needs and aspirations of the stakeholders of the city on safety, security, health and environment in addition to the lead economic activity, namely tourism and how these aspirations are met or planned to be met by the local government

It should be noted here that the above interpretation of the principles of good governance is the result of the attempt that was made to blend standard governance attributes with unique situation in Thailand in post tsunami context.

Tambon to Thesaban (From Village to a Municipality) A brief history and organization of Patong Municipality

Patong was a fishing village in Phuket, an island of Southern Thailand's Andaman sea coast in the Indian ocean at the turn of the last two decades. It was largely comprised of sea gypsy hamlets on the coast and sparsely populated rural agricultural community towards the landside. The 4 kilo meter beach was not known to outsiders except for the sea gypsies who were the sole user of the coast for their livelihood.

However, the beach attracted 'Back Packers', low scale tourists traveling to new places. The momentum gathered rapidly attracting 'High end' tourists with large- scale investors opening the tourism trade towards the beginning of 1990s. The chain effect spun opened with tourism elevated the fishing village of Patong from its "Tambon" in the hierarchy of the local government to a municipality known in Thailand as "Thesaban". Patong was established as a Thesaban Thambon" (Town Municipality) in the Thai year of 2537 (1994). It was elevated to a "Thesaban Muang" (City Municipality) on 5 October 2002.

The Patong Municipality has a land area of 16.4 sq.km. with a 4 km long beach front. It is located in Kathu District (Ampher) of Phuket Province. The population in the Municipality was 15,705 as of 22 February 2005. Of this 7,966 (50.7%) are female. The population density is 957.62 per sq.km. The registered number of household with the Municipality is 3,288 in 2005. However the municipality records higher number of migrant population as high as 35,000 to 45,000. In addition Municipality attracts average of 20,000 tourists per day in the peak season of November to March. This implies a population density of 4,311 per sq.km within the municipality.

Thesaban Structure:

Structure	Head
1. Legislative body/Municipal council	Council President
2. Municipal Executive Committee	Mayor
3. Municipal Administration	City or Town Clerk

In terms of functional administration, these Municipalities typically organized on the following units/departments:

- Civil works
- Community health and / medical services and social welfare
- Environment including sanitation
- Education
- Finance
- Planning and technical support
- Water supply

The organizational structure of Thesaban Muang consists of three components. The legislative body known as the Municipal Council has 18 elected members. The head of the Municipal Council is known as the Council President. The Executive committee consists of a Mayor and three Committee members. The Municipal administration is under the supervision of City Clerk. The Municipality administrative structure is given below

The services provided by the Patong Municipality are determined according to the Act. As reflected in the above organizational structure the main services are the following;

- Sanitation
- Health and Environment
- Education
- Social Welfare Safe and security including Disaster Prevention
- Technical services and Planning
- Public works

These functions are closely supervised and monitored under the guidance of three deputy Mayors.

The progressive development of Patong Municipality from a Thesaban Tambon (Town Council) to Thesaban Muang (City Municipality) within a time span of eight years (from 1994 to 2002) seemed to have facilitated in enhancing the institutional capacity of the municipality. The municipality has acquired engineering and technical skills and competencies over these years to manage its key services particularly waste water treatment and civil works. The policy of the Municipality to attract high level skills and also its concerned effort to retain the educated citizens within the city may have contributed to this achievement.

The general administration of the Municipality is under the direct supervision of the City Clerk. The transparency, honesty and higher professional standard of service are the values promulgated in the administrative strategy of the municipality. The Annual reports, brochures, hand outs, information on all the projects undertaken by the municipality, Newsletters are some of the instruments through which the municipality ensures full transparency of its functions. King Prajadipok Institute of Thailand has recognized its efforts in maintaining high level of transparency and effective involvement of people's participation in the affairs of the municipality and awarded a certificate appreciation to the Patong Municipality in 2006.

Policies and Strategies

The Patong Municipality is a vibrant organization that persuades a consistent economic policy focused on growth. The tourism is the lead sector that brings multiplier effects to the economy. The strategies of the municipal council therefore designed to achieve the economic growth through tourism in Patong.

The tourist infrastructure and other facilities for tourists are the main components of this policy. The Tsunami destroyed exactly this core resource base of the economy of Patong. The efforts in bringing back the lost and destructed resource base are highlighted in the separately.

The economic strategy of the municipality focuses on creating jobs for its people by organizing technical and vocational training programs and thereby opening more opportunities for job seekers. Particularly the jobs that serve tourism, the lead sector of the economy are supported and facilitated by the municipality. The objective of enhancing the job skills required in the tourism is to ensure sustainable economy through increased income of its citizens.

The notices published in the web site dedicated to Patong municipality (<http://phuketdir.com/patmunicipal/index.htm>) provides a good account of general policies and strategies of the municipality that provide the justification for identifying Patong Municipality for its good urban governance practices adopted in Tsunami perspective *vis a vis* other local urban local bodies in Thailand. Patong Municipality respects democracy and democratic governance. "Encourage knowledge on democracy and people's participation" is the theme for promoting democracy by the Municipality. The brochure published by the Municipality in November 2006 announcing the traditional Lighting Festival (Loi Kratong in Thai) upholds the values of participation, committed to serve people, acceptance of majority decision while respecting minority views. It even stresses the power of people in monitoring the government directly and indirectly as all are equal in the law. The Municipality publishes a regular monthly News Letter enabling its citizens to participate in the events organized by the municipality.

The committees established in the communities of Patong that consist of respectable citizens participate in planning, checking, implementation and evaluation of activities of the municipality demonstrating the importance placed on people's participation in Patong. Another innovative feature reported is the 'Mobile Thesaban' that goes to people to attend to their grievances and problems.

There is a Tourist Information Booth established by the Municipality to provide information to tourists and also to solicit their views as to the development of the city in addition to complains and grievances if any so that the Municipality could take prompt action to rectify the issues. This two-way communication process is working effective as the municipality is highly committed to promote its tourism.

In addition, clear information on each and every service provided by the municipality is made available in the form of brochures at the entrance to the city hall. For instance the conditions and requirements of registration of births, deaths, moving out of the municipality, settling inside the municipality limits, permission for building new, demolition or alterations, obtaining the national identity card, changing the status of household etc, are given in the brochures already developed and placed for any person to collect should he requires such services. The amount required to be paid and also the penalty charges for not complying with the law too are clearly stated in these brochures. This facilitates informed decision making and also preventing corruption as the service seeker is fully informed of the requirement he needs to fulfill in order to obtain the service delivered by the Municipality.

An important service delivered by the Municipality is the "Pawn Shop". This service aims at helping the poor and needy in case of financial distress. The terms and conditions of pawning and also how and when to redeem the pawned assets are clearly stated in the brochure. The minimum amount for mortgaging is Baht 500 at the rate of interest of 0.75% per month. The maximum mortgage amount is Baht 3,000 with this interest rate.

It is interesting to note that the rate of interest on mortgage is reduced at the beginning of the school term. This is to facilitate the parents who are in need of money to send the children to schools. Under this scheme Baht 3,000 or less is provided at the rate of 0.75% per month while more than Baht 3,000 is provided at the rate of 0.90% per month.

The items pawned but not redeemed on the due date are sold on the Saturday of the first week of the following month. This may provide an opportunity to the person who pawned his item to bid at the auction giving him another chance. This facility seems very attractive as many people seek the service daily. The items such as gold, diamond, gem stones, wristwatches, VCDs, CDs, DVD, electronic items, sewing machines, optical glasses, woodcutting and polishing equipments, refrigerators are the items accepted for pawning.

The municipality has special support program for disabled, elders and homeless children. Prevention of drug addiction and enforce the law on drug trafficking is strictly adhered by the Social welfare division of the Municipality. The culture, particularly indigenous knowledge and traditions among the new generation, is encouraged by the Municipality. Every month the municipality organizes a cultural event to promote local cultural talents such as carnival, music and dancing performances, Thai Boxing etc that also appeal to the tourists.

Regional Analysis of Socio-Economic Impacts of the December 2004 Earthquake and Indian Ocean Tsunami

The magnitude and extent of the human toll of the 26 December 2004 Earthquake and Indian Ocean Tsunami caused widespread interest and mobilized an enormous effort for humanitarian assistance never seen in the past. The special coverage given by the international media, coupled with the unusual and infrequent type and intensity of the natural event and the presence of foreign nationals among the victims gave rise to an unprecedented sense of international solidarity.

The severity of the human suffering was accompanied by widespread destruction of physical, social and productive infrastructure caused by the action of the earthquake and the ensuing tsunami waves that spread havoc in the shores of the Indian Ocean and reached as far as the African coast. As a result, the economies of the affected countries were negatively impacted in both the immediate and medium term. Furthermore, environmental assets were damaged or destroyed, and the associated environmental services they render were disturbed or eliminated in its entirety.

The immediate impact was represented by the loss of human lives, temporary and permanent physical and psychological injuries, total or partial destruction of physical assets. In the medium term, the impact will require the reconstruction of physical assets at unit prices over and above their original value, caused the decline in production of affected sectors, a negative impact on economic growth for the affected provinces and countries, and the loss of livelihood and well being for the affected population.

Selected Social Indicators for the Affected Countries in 2003

	India	Indonesia	Maldives	Sri Lanka	Thailand
Population, million	1,064.4	214.7	0.293	19.2	62.0
Population density, per sq.km.	324	113	977	293	121
Population growth, per cent ^a	1.52	1.21	1.96	0.94	1.14
Urban population, per cent	28.4	40.9	27.4	23.6	21.6
Life expectancy at birth, years ^a	62	68	65	74	73
Infant mortality at birth, per thousand ^a	68.0	41.4	21.0	15.4	21.5
Literacy rate, per cent	45.4	81.9	96.8	89.0	93.9
GDP per capita, US\$	564	970	2,440	950	2,306
Human Development Index	0.602	0.697	0.745	0.751	0.778
Surface area, sq. km.	3,287,260	1,904,570	300	65,610	513,120

Sources: World Development Indicators 2005, World Bank; Basic Indicators 2002, World Health Organization; and <http://hdr.undp.org/reports/global/2005/> for 2004 Human Development Index.
^a Data for 2002

The Patong Municipality is implementing a planned program to develop its human resources particularly to develop good attitudes, correct vision, professional and technical capacities among its officials in order to deliver quality service to its constituency. The policy of inviting and attracting educated and professionally competent persons of the municipality to return to Patong after their studies is an innovative approach to stop brain drain.

Information technology is fully harnessed at present to manage the functions of the Municipality. The management of household register, tax system and use of GIS in planning of civil works enhance the efficiency of the Municipality service to the people. The tax system is being revised using GIS for the system to be more efficient, convenient and transparent.

The Tsunami and Its Impact on Patong Municipality

The Tsunami hit the economic, political social and cultural center of the city on Sunday morning of 26 December 2006. The city life just woke up to enjoy a sunny Sunday on the beach with highest number of tourists given the peak period of the tourist season in the Phuket Province.



ความเสียหายที่ชายหาดป่าตองภูเก็ต (1)
The damage at Patong Beach (1)

The waves rose up at 09.30 a.m on 26 December 2006, were never experienced in the history of this region. The Patong beach beaming with visitors, children, adults, vendors, masseuse, tattoo makers, beach attendants, boat operators, motor cyclists were caught by shock when the first wave hit them at 9.30 a.m killing and injuring large numbers. Of the 987 total deaths recorded in the Phuket province a larger number was caused at Patong beach. No location specific data on death and injury is available as these were not recorded at the place of the incident. Given the scale of the tragic event of the Tsunami seeking data of that

precision is beyond imagination even. Patong municipality too was one the victims that suffered the brunt of the Tsunami. The drainage system got blocked with sand. The waste water pipelines and water pond were full of sand. The water pumps and five pumping stations were damaged. The water treatment system and the under ground electric system were submerged with salt water. With the disruption to the waste water treatment facility untreated and accumulated waste water was flowing freely to sea causing further damage to the already damages natural marine resources. The telephone lines and electricity distribution system were fully destroyed. The damaged structures, vehicles, equipments, furniture etc were strewn closer to the Patong beach.

The Tsunami and Its Impact on Local governments in Thailand

Total Impact and Magnitude of Disaster by Province (Million US\$)

Country and Province	Gross Provincial Domestic Product	Damage	Losses	Total Impact	Impact to GPP ratio, %
Thailand					
Krabi	733	113	391	504	69
Trang	1,030	8	54	62	6
Phuket	520	219	135	354	68
Phang Nga	1,333	139	1,062	1,201	90
Ranong	297	12	36	48	16
Satun	508	17	14	31	7

Source: Estimates by ADPC

Economic Vulnerabilities and Risk

The Indian Ocean disaster has brought to light the vulnerability of the countries' economies to this type of events. The human toll and the total economic impact (US\$ 9,930 million) makes this disaster one of the most destructive world events in recent times, and certainly in the Asian region. The destruction of physical assets has been of significance in terms of its replacement value (US\$ 5,597 million). The losses in economic flows arising from the damage (US\$ 4,333 million), combined with the relatively slow reconstruction and recovery rates, are causing a not-negligible reduction in economic performance.

Value of Economic Losses, by Country and by Most Affected Sectors (Million US\$)

	Total Value of Losses	Tourism	Fisheries	Agro-based Industry and Commerce
Thailand	1,690	1,470	100	93
Indonesia	1,531	--	409	280
India	649	--	338	38
Sri Lanka	310	24	114	127
Maldives	153	136	6	3
Region	4,333	1,630	967	541

Source: Estimates by ADPC

The city hall was converted into a coordinating center. There had been 24 hours service to receive and deliver services at the city hall during this emergency period according to Mr. Chairat Sukkaban, Deputy Mayor of Patong Municipality. The Municipality used Baht 20 million available with them at the time of Tsunami on relief operations according to the Deputy Mayor. It was

obviously crisis decision making. "We did everything. Carrying dead bodies, taking injured to hospitals, supplying food for the people who were hungry, consoling those who were crying etc. giving medicine to the sick. You name any kind of service that is arising from an event of this magnitude. We have provided it" was his reply. It was learned that the performance of the local bodies during this period is beyond imagination and therefore to request the records on their activities was impolite and therefore not even attempted by the study team.



การลำเลียงผู้บาดเจ็บชาวต่างชาติที่ชายหาดป่าตอง
Transferring injured foreign tourists at Patong Beach

The services disrupted such as electricity, water, telecommunication are not the services provided by the municipalities in Thailand. The respective corporate sector attended to the repairs with utmost efficiency and they were back to normal in many areas within four days after Tsunami. In fact drinking water was not at all a problem as the portable water was available and supplied. The telecommunication too came back to normal once the peak congestion period gradually phased out after the Tsunami rush hours. The damaged land telephone lines too have been repaired within few days.



ความเสียหายที่ชายหาดป่าตอง
The damage at Patong Beach (2)

The serious disruption to Municipality services in Patong Municipality was reported where the underground sensors of the central waste treatment plant stopped due to salt water intrusion. The private sector Company replaced the sensors and the repairs were completed by 3 January 2005 according to officials of the Patong municipality.

The immediate aftermath of Tsunami was a chaotic situation. The people who never had any experience on a disaster of this magnitude knew nothing except adding to the chaos. The

Royal Thai Government (RTG) led by the Prime Minister, was at the helm of this massive relief and rescue operations. The Prime Minister and the entire Cabinet of Ministers were in Phuket, to command the disaster relief operations within few hours of Tsunami.

The emergency search and rescue commenced with the Prime Minister being the On Scene Commander within a matter of less than three hours after Tsunami mobilizing the next wave of support of Military, volunteers, private sector and others who ever offered their help. The medical teams consisting of doctors, nurses and others came to take care of injured persons. The massive emergency response operation was largely handled by the military of RTG. More than 5,000 soldiers joined by 20,000 local officials and volunteers in the rescue operations. The crisis coordination center set up in the Phuket City Hall with special communication system linking all affected areas covered the operations in the Patong Municipality.

The forensic operations led by the forensic specialist of Thailand including DNA search and matching techniques expedited the process of identifying and clearing dead bodies for final removal. The large number of foreigners who were the casualties had been handled with utmost

precision with death certificates and highly efficient repatriation facilities. It is reported that almost 5,000 foreigners who lost virtually everything including passports and got stranded following Tsunami were assisted to return home within ten days.

The provision of food, cloths and other supplies including shelter was exclusively in the hands of the Thai society in the first day. The solidarity demonstrated during the immediate aftermath of the Tsunami was unprecedented. There was no dearth of help and donations in material form to the victims of the Tsunami in Thailand. The Royalty, military, local and foreign volunteers, NGOs and INGOs, Thai corporate sector and the entire nation were out to help the victims of Tsunami.

In the national government structure of Thailand, the Prime Minister is the responsible authority for national disaster management. His authority is exercised through the Minister of Interior and National Defense Council. This structure is replicated at provincial and district levels under the authority of the Governor and of the District Civil Defense Director. The Royal Thai Armed Forces under the command of National Defense Council brought into the emergency response framework. Given this clear line of command the role of the Patong Municipality was limited to cooperate with ongoing emergency operations in the Municipality in addition to the immediate repairs necessary to bring back the essential services provided by them to the community. The Patong municipality had provided their support to the relief operations and various compensation schemes offered by the agencies of the RTG. However, their role was limited to provide support and cooperation and wherever necessary to coordinate these activities.

Taking care of our own future-The Recovery Phase

“After things began to get back to normal, the next mission was the recovery of the damage in the disaster area” (Ref. December 2006, The Tsunami on Phuket). Within this objective, A Recovery Plan for Economic, Social, Natural Resources and Basic Infrastructure of Phuket Province was developed by the Provincial government. This plan was resented to the workshop held on 27 January 2005 chaired by the Prime Minister of Thailand with the presence of the Governor of Phuket. This had two designated period for recovery.

1. An intensive period from 1 to 3 months after Tsunami
2. Medium period of 1 to 2 years

The vision of this Recovery Plan is

Phuket Province as an “International marine tourism center with high living quality, unique culture and sustainable development”

The two pronged strategy developed to achieve this vision was

- a. “create Phuket image”
- b. derive competitive advantage by developing value added in tourism sector, strengthening capacity, and developing infrastructure in order to reach international standard and be the leader in tourism”

The Patong Municipality tirelessly devoted to comply with the requirements of the intensive period of three months. The longest time was taken to clear the debris. The private sector companies volunteered to remove the debris with heavy equipment and machinery. The people particularly volunteers, hotel and business owners organized to bring the debris to one side of the road clearing their own premises. This enabled heavy machinery to remove the debris within first eight days according to Mr.Claude Crissey, owner of Panwadee Hotel in Patong. The

cooperation between the private sector and the municipality worked effectively in clearing the debris in many areas. The land suitable to dump the debris was available closer to the destruction. This was an advantage in Thailand.

With the commencement of planning for recovery and reconstruction, Patong municipality focused on rebuilding tourism industry. This being the lead economic sector around which rest of the city economy in Patong depends on, the Municipality focused its entire attention on rebuilding the tourism infrastructure and facilities.

The hotel industry is provided with highly attractive incentives to build back better. The banks provide loans at an annual rate of interest of 2% with three-year grace period and no upper ceiling for the hotel industry to renovate, reconstruct and even for new construction. The tax rebates and relief announced by the RTG too enabled this sector to recover from the destruction. At the time of the visit of the study team the hotel occupancy rate was 100%. This is the result of the cooperation between public and private sector partnership at all levels of the Thai government structure i.e national, provincial and local government.

Highlights- Rising through Debris "Mai Pen Rai"("Don't worry, be Happy")

The spirit of the life style of Patong is demonstrated in the above words of the Deputy Mayor Mr. Chairat Sukkaban. (Ref: Clean river, Protected Beach 2006). Rising from the destruction of Tsunami, the City Authorities implemented the projects assigned to the Municipality under the Economic, Social, Natural Resources and Environment and Infrastructure Development Plan Phuket Province that contained total of 44 projects. However this case study will focus on several areas that the Patong Municipality has achieved significant progress with highest degree of responsiveness, accountability, transparency and predictability.

These the following;

- Setting up an early warning system
- Clean River, Protected Beach project-
- Environment Management Systems and ISO 14001
- Private- Public Partnership for Tourism Promotion
- "Safety and security of life and property of People"

These interventions are not mutually exclusive. In fact they are interconnected and therefore integrated in order to achieve the vision of "International marine tourism center with high living quality, unique culture and sustainable development".

Setting up an Early Warning mechanism



Patong beach in Phuket, as one of the major destinations for many visitors to Phuket Islands and the municipality need to see the aspect of human security seriously as it should limit the room for any type of repetition of the Tsunami type of disaster in future. Patong is often regarded as the living area of Phuket islands. The municipality authorities are gearing up for the new high season with a number of attractive events in the present high tourist season falling during the months of November and February 2007. It's a pleasant observation for any visitor to Patong the Tsunami early warning towers within the beach. It's a system now fully functioning, the clear evidence of the hard work put in by the municipality with the help of Central government to and attract visitors and reassure visitors its commitment for human security. It demonstrates its predictability and good responsiveness for the well being of the citizens and visitors alike.

During a visit to Patong by a group from the Macau Government Tourist Office, the Vice Mayor of Patong, Khun Chairat Sukkaban, explaining the measures taken up by authorities to date for establishment of the Early Warning System, stated: "Now it is connected to satellite, so everything is controlled through linking up the towers with the National Early Warning center located at Bangkok, I also wish to state that we have a leased line to Patong Municipality so we can control directly from our office. And obtain necessary information". As stated by Khun Chairat Sukkaban the Patong towers will broadcast any tsunami warnings in 5 languages and more may follow: "We have 5 languages – Thai, English, Chinese, Japanese & German."

The Royal Thai Navy has established a permanent rescue centre on the beach and together with the city authorities the Navy has trained local volunteers to enhance their capacity to act as a team of search and rescue personnel so that they will be able to help others during any emergency. The most important aspect is that the volunteers are given a training to act during any an emergency not only in case of tsunami. Khun Chairat Sukkaban stated "We already at local municipality have training for our volunteers, we have about 200 volunteers and also train them to use radio, walkie-talkie, so I think if anything happens, everybody knows about this and know how to help others."

The municipality has organized a Tsunami drill and it was executed under the observation of the Prime Minister and other local and foreign dignitaries in April 2005. The municipality is aware of the fact that to be more effective such public evacuation drills should be undertaken more frequently and also to see the adverse conditions. The tsunami or any other natural calamity can emerge in the night or in any other unusual time. So Khun Chairat Sukkaban stated "this time maybe we should organize the drill at night, to remind everyone what to do if it occurs during night. Also we invite managers of the hotels to assist us. I think since we are connected to emergency satellite link now, we have to make sure everything works well after getting the information through the communication channels"

The deputy mayor emphasize the fact that the municipality aims at training of large number of volunteers to help others and to have sign boards to evacuate them in to designated safe evacuation areas. The municipality has placed the sign boards giving directions for safer

evacuation. The visitors and residents of the city now feel that they will receive adequate warning in case of future tsunami and feel more safer than before and more prepared to overcome the difficulties during a future event.

Clean River, Protected Beach project

The sandy beach of Patong is its lifeline. The economy of Patong depends entirely on this sole commodity. The beach is a half circle shaped shoreline that keeps the sea water circulating within Patong Bay. Therefore water that enters the bay from the only natural river Pak Bang gathering from even untreated water outlets connected to the river stays in the shallow waters of the bay before it flushes to the sea. The resulting pollution on the beach due to washed up waste with sea waves pauses a severe threat to the economy.

The Municipal Waste Water treatment Plant that commenced operations in December 2004 having started its construction in 1999 has the capacity of treating 12,250 cubic meters per day. This enhanced capacity managed to treat only 60 percent of the waste water generated in the city. The rest is flowed to the river Bang Pak and flowed freely to the Patong Bay polluting the beach.

The Municipality initiated Clean River Program to treat wastewater with funding and technical support of the Danish Government. The constructed wetland is the system installed to treat waste water carried by Bang Pak river and its tributary Pak Lak canal. The Project of Constructed Wetland is a good example of 'good urban governance' of Patong Municipality. "Following design, public hearing and tendering among local companies the works related to the constructed wetland and systems were initiated in Patong" (Ref Tsunami Thailand One Year Later UNDP 2006).



"We have launched a Clean river Program for Patong, focusing not only expanding the capacity of our existing waste water treatment plant, but also on the ways we collect and treat waste water. And, it turns out, having a clean river that is a key factor in protecting our beach" says the Deputy Mayor.

The Clean River program demonstrates the commitment of the Municipality to win the tourists to Patong city. The increasing competitiveness in the tourism trade and the dependency of the economy of Patong Municipality on tourism have

contributed very effectively for the protection of natural environment.

Environment Management Systems and ISO 14001

Patong Municipality was successful in obtaining ISO 14001 on 17 April 2006 from the Management System Certification Institute (Thailand) having confirmed to the requirements of the award. The scope of the award consisted of

- Activities and operations within the municipal building
- Activities for the environmental programs with the interested parties.

The Municipality cooperated with two parties in implementing Environment Management System (EMS) in order to qualify for ISO 14001 standards. These two parties include one school namely Saimunyen School and the Royal Paradise Hotel in Patong city.

The activities implemented include the following;

- Reduce electricity consumption within the Municipality building
- Reduce fuel usage in the municipality owned vehicles
- Attract houses to save electricity
- School recycling programme
- Reduce electricity use in the Sainum Yen School
- Campaign for **“One Finger to Touch for saving electricity”**
- Campaign on **“Paradise Love Environment”**

The city officials were fully involved in planning, implementing, monitoring and evaluation these actions. The communities of the municipality are involved in energy saving and conservation measures through networking. Patong is the first municipality in the Southern Thailand to win ISO 14001 award and the third in the country. The success of this initiative gives evidence to the good governance practiced by the Municipality.

Private- Public Partnership for Tourism Promotion



There exists a strong partnership between the Municipality and the private sector, particularly tourist hotels in Patong. The city authority is concerned over its inhabitants and more importantly “more than one million visitors who come to enjoy the beauty of Patong each year” says Mr. Pian Keesin Mayor of Patong Municipality. “At the Municipality we strive to make a safe and clean environment balanced with the income generating tourism” says Mr.Chairat the Deputy Mayor Ref: Clean River Protected Beach 2006).

In their thrust to promote tourism, the city authorities invite the participation of the private sector who play a substantial role in attracting tourists. It was learned that the hoteliers were consulted during the recovery phase after tsunami and their views on reconstruction were solicited. Their cooperation is particularly sought in the treatment of wastewater in the city. Mr Claude Crissey, Managing Director of Panwadee Hotel expressed his gratitude to the Mayor and his team at the Municipality for their prompt and efficient action in clearing debris, removing waste and repairing the waste water system after tsunami. It is learned that hoteliers are closely involved in tourism promotion campaigns launched by the municipality

The hotels are compelled to install individual waste treatment facilities depending on the number of rooms they operate.. The cleaned water can be reused to water plants and gardening. In addition hotels pay a levy to the Municipality for the collection of solid waste generated in the hotels. “The system works very efficiently” according to the Manager of royal Paradise Hotel. Whilst the hoteliers comply with the rules and regulations, the Municipality too performs its

functions to meet the expectations of the hoteliers. Thus there is an effective co-existence of two parties to protect environment whose prime motive is tourism.

“Safety and security of life and property of People”



Patong Municipality in its commitment to provide safe and secure life for its people including visitors has embarked on number of measures to ensure that city is a safe place for all. Joining the national efforts of disaster preparedness and risk reduction, the Municipality is working closely with the Department of Disaster Prevention and Mitigation (DDPM).

Seven sirens have been installed to give early warning to people on incoming disaster. The evacuation routes are clearly marked enabling people to run for their safety. Early Warning System (EWS) is regularly being tested and drills are being carried out to make that all are aware of the systems and also to ensure the EWS works. The wooden beach benches were replaced with plastic benches as the wooden items caused severe injuries to the people during tsunami.

Another very innovative action that the Municipality has undertaken is the deployment of 160 youth who are otherwise wasting their time in discos, riding motorcycles etc. to join as Volunteers. These volunteers are trained on Search and Rescue operations, maintaining law and order, safety and security that are the prime needs of the city with its diverse population. These young volunteers are provided with communication equipment (walkie talkies) and uniforms to give them a kind of pride in the job that they perform.

Following the Tsunami event the Tourism Authority of Thailand has issues guidelines for design and execution of tsunami mitigation initiatives within the coastal zone through integration of them in the urban land use plans initiated by the respective municipalities in Phuket area. Patong municipality has undertaken to integrate such guidelines in their future city planning and encouraged the private sector investors to integrate some of the options into their designs as appropriate.



The Idea is to integrate some of the essential aspects of structural and non-structural mitigation measures for tsunami risk reduction as practical land use planning options. These include development of beach walls, sea walls etc where appropriate to provide Wave breakers for tsunami currents. Development of high grounds on the beach facade to make them evacuation areas and also reclamation of some beach areas unused due to rock outcrops formations and other environmental reasons as evacuation areas, viewing platforms etc for observers along the beach. The advantage is most of the proposed structural modifications and such installations can be managed by the private sector including hotels and some of the features proposed can be integrated easily into design of hotels or in their rehabilitation programs. Municipality has undertaken to construct some of the structures along the beach façade already.

Solving future potential problems-Landslide Risk management

The previous incidents of landslides, other types of mass movements and flash flooding have accounted for considerable damage to social and economic assets, natural resources, and environment in the Patong area. During the past few years, such events have had significant negative impact on the development initiatives especially connected with development of Tourism infrastructure. There were many complaints to the municipality by the residents about the landslide threat created by development of upslope with the approval of the municipality. Despite the measures by municipality with the assistance of government departments and technical institutions to rehabilitate the impacted areas, losses continue to result in, due to infrastructure damages, property losses and incremental degradation of slopes. As population increases and societies become more complex, the economic and societal losses due to such events will continue to rise. Increasing anthropogenic activities in the upslope mountain areas outside the Patong municipality and above slopes visibly add to the existing vulnerability of communities living in landslide prone areas within the municipality.

However, little efforts have been made by the Municipality to understand the social and technical dimensions properly and to develop cost effective landslide mitigation solutions. Now Municipality authorities feel that more and more development will be moved to mountain slopes in future since after tsunami investors feel more secure when they locate their tourism infrastructure on slopes. Also

Lessons learned.

- Good governance practices can be easily integrated in to municipality administration structure and it will improve the performance of the municipality.
- Municipalities are beginning to understand the importance of human safety and security as essential and priority issues that they should focus on. The areas affected by tsunami has provided a window of opportunity to demonstrate the ways that municipalities can fulfill the task of dealing with human safety through implementation of risk management interventions.
- The research on Good Governance should not be merely based on the global indicators. Indicators of good governance may have to be modified to suit the country situation. The cultural practices, religion, traditional wisdom so on have great influence in decision making process in any country. Its not easy to change such practices since the community respect them as values of the society.
- Disaster event will cause destruction and also provide opportunities for development. If the post disaster programs can be implemented with the participation of local authorities it can bring better results. The development initiatives within local community is better understood by the local authorities than others.
- Disaster Risk management has to be mainstreamed within the local government sector. The areas need focus are
 - Emergency response and early warning
 - Land use planning at local level
 - Building by laws and approval process
 - Budget allocations through annual budgets

scenic beauty can be enjoyed by tourists and it adds to the investment potential. Information needed for implementation of such initiatives aimed at understanding the social and technical dimensions, have not yet been fully taken up and Municipality wants to involve professionals in landslide studies to delineate the risk and advise the municipality on future actions to ensure the safety of people and infrastructure. The municipality plans to integrate risk management interventions in future land use and other developmental planning and implementation and to obtain the services of technical professionals involved in critical decision making process of development planning and environmental protection.

Moreover, the service sector involved in infrastructure development such as human settlement development, water, power and road development do not have adequate specialized knowledge in landslide mitigation work and when the planning decisions are taken, the landslide proneness and issues related to reduction of impacts is generally not considered. In most cases, the impact of landslides is visible when the services are disrupted, and again due to lack of provision of sufficient maintenance and repairs budget, the rehabilitation of the affected area(s) are impeded. They plan to develop guidelines for such institutions to be used in mountainous areas within the municipality and also in the upslope neighborhood.

The Municipality has requested the assistance of Asian Disaster Preparedness Center (ADPC) to delineate the risk and develop a hazard zonation map for the landslide prone area. The Asian Disaster Preparedness Center (ADPC) in collaboration with the Department of Mineral Resources and University of Kasetsart is engaged in a demonstration project to assist the Patong Municipality. Other activities planned are development of threshold limits for landslide initiation, monitoring of rainfall and installation of instruments for slope stability monitoring, development of early warning systems for high risk slopes, development of guidelines for construction and infrastructure development.

Municipality is actively participating in ongoing project interventions aimed at reducing the landside disaster risks. Given the high terrain of the Patong city towards the land, control and remediation of its proneness to landslides is the objective of the interventions. The above described project on Landslide Mitigation Demonstration Project presently being implemented by Asian Disaster Preparedness Center (ADPC) receives funding and technical support of the Royal Norwegian Government. This is also an indication of Good Governance as Municipality is more responsive to the future needs and potential risk management and demonstrates its adherence to the principals of predictability and responsiveness.

Conclusion

The Patong Municipality actively involved in providing relief to Tsunami victims at the immediate response phase. The municipality managed to repair the damaged infrastructure with minimum time and maximum efficiency. The post Tsunami recovery and rebuilding efforts were carried out together with other partners to achieve full recovery by 2006. The governance practices demonstrated by the Municipality during the post Tsunami recovery provides a good model for other city authorities.

The Patong Municipality's forward looking approach is demonstrated in many areas. They have undertaken very essential projects after tsunami through mobilization outside funds to serve people better. The authorities uphold the value and right of the people to have safer living and taken adequate measures to ensure human safety and security. The web site, brochures and others tools are used actively to promote the image of municipality by elaborating services that municipality will be rendering. It increases the accountability of the duty bearers and municipality has demonstrated its transparency in providing information to all using all popular channels of communication. The municipal government has shown its responsiveness and demonstration its dedication and commitment to ensure safety of population. Early warning system set up and also the volunteer network provides clear evidence to that. The government is taking measures to attend to future potential problems by undertaking a project on landslide risk management and demonstrates its predictability in identifying future problems and looking for remediation.

The municipality has demonstrated more than once that the Tsunami failed to destroy the spirit of Thai people and their solidarity. They have worked tirelessly to bring the pre-tsunami life back to Patong and the clear indication for that is the recovery of their main income source the tourism sector. The governance practices demonstrated by the Municipality during the post Tsunami recovery provides a good model for other city authorities.