

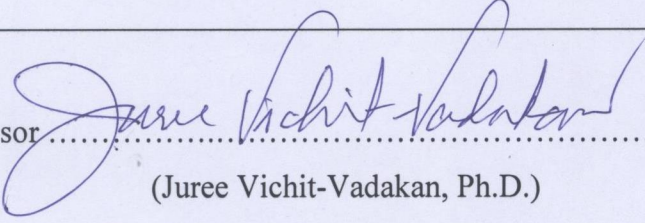
**UNDERSTANDING PUBLIC ORGANIZATIONS IN
THAILAND: AN EXPLORATORY STUDY**

Wassana Pongsapan

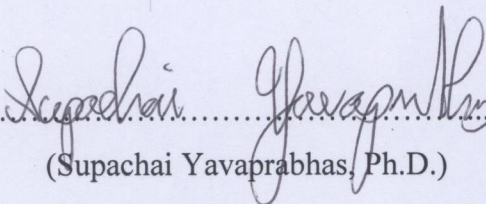
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Fulfillment of the Requirements for the Degree of
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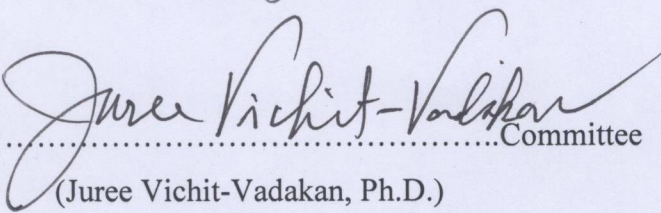
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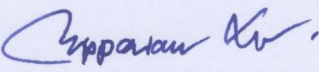
**Wassana Pongsapan
School of Public Administration**

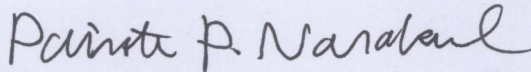
Associate Professor  Major Advisor
(Juree Vichit-Vadakan, Ph.D.)

The Examining Committee Approved This Dissertation Submitted in Partial
Fulfillment of the Requirements for the Degree of Doctor of Public Administration.

Professor  Committee Chairperson
(Supachai Yavaprabhas, Ph.D.)

Associate Professor  Committee
(Juree Vichit-Vadakan, Ph.D.)

Associate Professor  Committee
(Tippawan Lorsuwannarat, Ph.D.)

Assistant Professor  Dean
(Pairote Pathranarakul, Ph.D.)

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ABSTRACT

Title of Dissertation	Understanding Public Organizations in Thailand: An Exploratory Study
Author	Miss Wassana Pongsapan
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Over 15 years of existence of Public Organization (PO), many questions and public issues have been raised over the performance, efficiency and cost-effectiveness of PO. This study therefore has a goal to understand and present the performance of PO, that have been established under the Public Organization Act of 1999. The main objectives of this study are: 1) to investigate the performance of Public Organizations in Thailand, 2) to explore the key factors affecting the performance of Public Organizations and 3) to provide recommendations, in terms of policy alternatives, for Public Organizations. This study uses a case study of 3 Public Organizations, which are, Ban Phaeo Hospital (Public Organization), Geo-Informatics and Space Technology Development Agency (Public organization) and Designated Areas for Sustainable Tourism Administration (Public Organization). A qualitative approach is employed by using the techniques of secondary documentaries, in-depth interviews and also participatory observation.

In the exploration of Public Organizations in Thailand, this study confirms the rationale and necessity for PO establishment for the provision of public services, as a PO has flexibility and agility in management, specializes in public services for a certain target groups, has good responsiveness to the demands of the customer; such as satellite and science technology, medical services, and sustainable tourism. In the resource utilization efficiency of PO, it was found that overall personnel utilization is highly efficient due to the organization's small size, flat organization, definitive personnel budget ceiling and the introduction of performance pay and contract-based

employment. Budget spending efficiency is considered effective with the evaluation of cost-effectiveness in both spending and investment, the optimization of resource utilization, and networking for resource dependence. For management problem-solving is the implementation of management tools and skills and information technology. The management autonomy of the PO is under regulation and accountability in line with the rules, regulations and laws. For regulation and control, overall the PO has no issue with ministerial supervision and board control and in line with the Public Organization Act.

With regards to the performance of Public Organizations in Thailand, the overall performance of the PO is empirical, due to its specialized public service and responsive management style which is able to handle rapidly changing situations and customer needs. Nevertheless, the study also discovers that performance is sometimes only partial, because of unclear objectives or management guidelines for some POs, or a bureaucratic-minded director lacking in the vision and willingness to drive the performance of PO.

The key factors affecting the performance of Public Organizations which are, in order of significance: the Director of a Public Organization, the officials and the Board of directors of a Public Organization, the Budget and budgeting process, Policy assignment and the continuity of policy, Characteristics of Public Organization and also Networking and acknowledgement from the public. The policy suggestions by this study to further improve and develop the public organization's responsiveness and performance are as follows: 1) the improvement of pre-establishment rationale and the necessity for evaluation. 2) A focus on the development of the selection process of a PO's director to identify a genuinely capable person and attention to the leadership succession plan and 3) Priority is given to the selection process of the board members. This also includes the review and development of guidelines for supervision and control methods, and role development of the central authority agency related to the PO.

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My special thanks goes to all the key informants from the three case studies : Ban Phaeo Hospital (Public Organization) Geo-Informatics and Space Technology Development Agency (Public organization) and Designated Areas for Sustainable Tourism Administration (Public Organization) and all interviewees who are part of the network, or customers, of all three POs, including executives and friends from POs and the central government agencies related to this study. My gratitude also goes to all the professors and guest lecturers of the DPA Program who have provided the knowledge and inspiration needed and also the program's staff and all the secretaries. I would like to also thank my lovely DPA6 friends that always gave me their assistance and moral support especially through the hard times.

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CHAPTER 1

INTRODUCTION

The Public Organization (PO) is an autonomous government agency established by Royal Decree, constituted under the Public Organization Act of 1999, to provide public services when the government has an important specific program or policy and differs from government agencies or state enterprises. The creation of the public organization in Thailand is a 'megatrends' diffusion ideal of 'agencification' or 'executive agencies', from the results of New Public Management (NPM) concepts and doctrines. The Public Organization Act was approved on February 13th, 1999 with its intention to establish a government agency to provide more efficient public services and its goal was to have a non-profit oriented organization using resources and manpower in the most efficient manner. At present, the Office of Public Sector Development Commission (OPDC) reports that there are thirty-nine public organizations.

The outputs of public services delivery from public organizations as a provider and the government as a purchaser, the government has to spend more budget to complete their mission. Moreover, the number of new public organizations have been increasing each year. The growth in the number of agencies, manpower and budget allocation for the public organization has raised many questions about their effectiveness, efficiency quality and accountability. Thus, this research will investigate and explore the performance of public organizations in Thailand.

1.1 Statement and Significance of the Problem

Thailand was faced with difficulties and hardships to recover from the economic crisis in 1999. Thus, Thailand requested the assistance of funding loans from global organizations, such as the International Monetary Funds (IMF), the World Bank, the United Nations Development Programme (UNDP) and the Asian

Development Bank (ADB). These international organizations determined that the Thai Government needed to reform its public sector through the use of good governance principles as well as New Public Management (NPM). Therefore, the Thai government initiated reform policies in many areas of the public sector by rightsizing, restructuring, downsizing, contracting out and decentralizing as well as opening the bureaucracy and high-performance organizations. An important alternative for rightsizing is the creation of ‘agencification’ in the form of ‘public organizations’, following the ideas of NPM.

The doctrines of New Public Management (NPM), (Hood, 1991) has been summarized into the seven core precepts: 1) hand-on professional management in the public sector that is allowed to manage and holds each individual accountable for their actions 2) explicit standards and measures of performance, hence statements of goals, efficiencies, objectives, and key performance indicators are assured 3) emphasis on the result rather than the process 4) separation of units in the public sector or ‘arm’s length’ basis in order to minimize the role of an organization and increase flexibility 5) competitiveness in public sectors by using contracts designed to reduce expenses and increase efficiency 6) private sector management style by using proven tools and techniques which are used in the private sector and 7) disciplinary and parsimony in resource usage. If considered in the physical and conceptual ideals, the public organization in Thailand seems to fit with these doctrines.

The idea of public organization (PO) in Thailand began with the Public-Sector Reform Plan of B.E. 2540-2544 placing an emphasis on work process, reengineering of the bureaucracy in the most efficient manner possible. After the Public Organization Act 1999 had been constituted, the public organization was established “when the government has a plan or policy of any specific branch to provide public services and it is appropriate to establish a new administrative agency different from the existing Government agency or public enterprises for the purpose of the most efficiently utilizing of resources and personnel, the Government can establish a public organization by a royal decree under this Act” (OPDC, 1999, p. 3).

The public organizations are divided into three different groups based on their mandates:

- 1) The public organization that is established for the development and implementation of important specific government policies.
- 2) The public organization that is established to provide a service for specific academic techniques or multidisciplinary and
- 3) The public organization that is established for general public service.

The difference among these three groups can be seen in the compensation of the executive board members and public organization directors.

After decades of implementation, the constituted public organizations have expanded from six agencies in 2000 to twenty-nine agencies in 2010. Currently, there are thirty-eight public organizations in Thailand. Hence, public organizations have been growing by two or three organizations annually, on average. Not only is there growth in the number of public organizations, but also an increase in government spending to fulfill the mandate of providing public services as their objective. The budget allocation for public organizations has risen from seven billion baht in fiscal year (FY) 2010 to thirteen billion baht in FY 2013 and, conspicuously, risen to fifteen billion baht in FY 2013 (Bureau of the Budget, 2013). Thus the increase in numbers and budget allocation raises questions about effectiveness and efficiency of these agencies.

For the results of implementation of public organizations and evaluation perspectives, scholars have proposed many arguments about success and failure of this kind of executive agency. For example, the effort to create an autonomous public organization was a highly politicized reform with the potential for unpredicted consequences. The failure of a public organization caused by the character of politics and administration regulates, as well, the direction of the public organization reform processes in Thailand (Bowornwathana, 2004). There was an organizational performance evaluation research in 2004 by the Office of Public Sector Development Commission (OPDC) and Thammasart University. This research was evaluated in three dimensions of eleven public organizations (the appropriateness of the Public Organization Act, evaluation management of public organizations and a performance evaluation of public organizations. The findings showed that some public organizations had requested to revise their scope of mission and improve their performance (OPDC, 2004).

Furthermore, there were questions about results of public organizations, such as the success or failure, effectiveness and efficiency, including quality and accountability in implementation, likewise autonomy in the management by the director or executive board committee. The annual report of performance assessment, in the four dimensions of a balanced score card of twenty-nine public organizations in 2012, showed that only three public organizations achieved their objectives and mandates in order to be announced as best practices and had continued their high scores during the past three years. The second tier, of eight public organizations, which had achieved their objectives were selected as best practices in some dimensions, such as, effectiveness, quality of services, efficiency or regulation and development. The third tier consisted of eleven public organizations, those had implementation performance, according to their objectives and had developed their performance. In addition, seven others agencies are in the process of milestone assessment and the remaining nine agencies do not have an assessment now (OPDC, 2013a).

If we look closer to the evaluation score report in some dimensions, which reflect the outputs of the Public Organization Act's intention, then, it should provide public services and more efficiencies. Half of the public organizations have a moderate score in efficiency of implementation and some agencies have low scores in the quality of services dimension, which is their core business.

The research questions raised here are on the movement of public organizations' implementation. Referring to the constraints, as mentioned above, it is worthwhile to explore the real world of present practices of public organizations, in order to know if the creation of a public organization really achieves the performance of their objectives, including the strengths and weaknesses of public organization and why are some public organizations have performed better than others. Moreover, it will be helpful if we can investigate the keys factors affecting the performance of public organizations? These questions will be asked for realistic analysis of performance and the success and failure of public organizations. It will also be beneficial for policy makers who have the information to make decisions about public organizations.

1.2 Research Objectives

The objective of the study can be divided into three main areas:

- 1) To investigate the performance of public organizations in Thailand.
- 2) To explore the key factors affecting the performance of public organizations.
- 3) To provide recommendations, in terms of policy alternatives, for public organizations.

1.3 Scope of the Study

1) This research focuses on investigating public organizations' performance from their objectives, also an exploration of the success or failure of implementation and the keys factors affecting the performance of a public organization.

2) The area of study is focused on public organizations with entry to the testimonials or performance evaluation by the Office of Public Sector Development Commission of Thailand (OPCD) from its inception until 2012.

3) The theoretical framework for analyzing the performance of a public organization is mainly derived from the theories relating to public sector reform, for example, the New Public Management (NPM), Results-Based Management, Public Service Delivery and Implementation Theory. Also, analytical tools to determine the factors affecting the successes or failures of a public organization.

1.4 Limitations of the Study

1) Data collection of the qualitative research, will employ in-depth interview techniques to interview the boards of director, the directors and top management of public organizations as well as partnerships and clients of public organization. Nevertheless it may be difficult to arrange appointments and time available for in-depth interviews. Furthermore, the available quantity of data in the perspectives of success or failure of management may be restricted.

2) This research is focused on analyzing the performance of meeting objectives, the successes and failures of each public organization. Some of the

questions asked might concern sensitive issues. Therefore, it is possible that the answers may be distorted by the informants and misrepresent the real data of this research.

1.5 Benefits of the Study

The proposed benefits of this study can be divided into 3 parts:

1) For the management of public organization; this research could provide a practical guideline and lessons learnt of success and failure in the implementation of each public organization. Moreover, it will be helpful for the directors and boards of directors of public organizations to develop and improve their management. Furthermore, central government agencies can use the results of this study for the improvement and development of possible alternatives to public organizations.

2) For the government, this research could be the ‘lens’, reflecting the implementation and movement of public organizations in Thailand. It can show their performance in meeting objectives and also the successes and failures in policy implementation. Therefore, the research findings can be used to make policy recommendations on the key success factors of public organization implementation and the most appropriate methods to improve implementation for public organization in the near future.

3) For the academic, this study will derive a conceptual framework of management and success model for public organizations in Thailand, including the major factors affecting the performance of public organization implementation.

1.6 Term Definitions

‘Public organization’ is an autonomous government agency established by Royal Decree constituted under the Public Organization Act of 1999, to provide public services when the government has a important or specific program or policy and differs from the government agency or state enterprises.

‘Performance’ is the accomplishment of their objectives in the implementation of a public organization as mentioned in the Royal Decree.

1.7 Organization of the Study

This study is separated into seven chapters:

Chapter 1 - includes the introduction of the study, statement and significance of the problems, research questions and research objectives, scope of the study, limitations of the study, benefits of the study, term definitions, and organization of the study.

Chapter 2 - presents the concept of public organizations in Thailand and lessons learnt of 'agencification', 'executive agencies' or agencies and the type of NPM from other countries.

Chapter 3 - reviews the relevant literature, including theories, models, and previous studies of public organizations.

Chapter 4 - explains the research methodology, research design and research methodology for the qualitative approach.

Chapter 5 - presents the description of the three cases studies of Public organizations.

Chapter 6 - presents the results based upon data obtained from documents and in-depth interviews.

Finally, Chapter 7 - concludes the research and provides recommendations for future research.

CHAPTER 2

THE CONCEPT OF PUBLIC ORGANIZATIONS IN THAILAND

The introduction chapter had suggested that this study should discover and describe public organizations in Thailand to understand the rationale and concept of a public organization. Therefore, the purpose of this chapter will provide some basic but crucial knowledge about public organization in Thailand, such as reviews, the rationale, the concepts of public organizations, objectives, categories and characteristics of public organizations, their organizational structure and management as well as the decades of growth of public organizations in Thailand.

2.1 The Public Sector Reform: Rationale of a Public Organization

The evolution of the public administration in Thailand has a long history, dating back at least 800 years. Bowornwathana (2011) summarizes that it consisted of five different systems of public administration, which were considered by five masters. It began with Kings as Masters (in the period 1238-1932) and is a part of the Thai traditional political culture, then bureaucratic elites as Masters (1932-1973) when the political power changed to the bureaucratic elite as a privileged group, politicians as Masters (1973-1997) and elected politicians as the new political bosses, big businessmen as Masters (2001-2006) from super CEO authoritarian rule, and finally citizens as Masters (1997 to present) with the clash between governance values and the realities of Thai politics (Bowornwathana, 2011, pp. 30-44).

Poocharoen (2005) summarized the major shifts in the reform movements in Thailand clearly. After 1997, there were a series of managerial-type reform efforts proposed by active reformers, both politicians and bureaucrats. Thailand suddenly moved rapidly forward with public sector reforms and many policies that resembled the NPM package which had been popular among western countries since the 1980s.

The summary of reform efforts in Thailand after 1997 until 2004 are as follows:

During the administration of prime minister Chavalit Yongchaiyudh (1996-1997), the Master Plan for Public Sector Reforms (1997-2001) was drafted. The years 1997-1998 were dedicated to public service improvement years. During prime minister Chuan Leekpai's second term (1997-2001), he promulgated the Public Organization Act of 1999 and continued prime minister Chavalit's master plan. Prime minister Chuan also froze public sector hiring and mandated public agencies to reduce the number of large scale programs. The restructuring of public organizations was carried out during the first term of Thaksin's government (2000-2004) under the Ministerial Restructuring Act (2002). It is worth noting that the initiation began in the Chuan II administration. It resulted in an expansion of the number of ministries, from 14 ministries to 20 ministries, including the Prime Minister's Office. Thus, the number of bureaus increased from 125 to 142. However, in order to stay consistent with downsizing policies, the number of civil servants was kept the same.

As a result, the bureaus were kept relatively small. This could be considered as the first wave of public sector reform in Thailand, which emphasized structural reforms. The second wave to follow was managerial reforms, which included human resources, budgetary management, laws and regulation, and information transparency, related reform policies.

The reform policy in Thailand transferred the NPM policies containing different elements such as downsizing, privatization, contracting out and corporatization. The most practical policy of NPM is transforming civil service departments into autonomous agencies or enterprises. In this regard, Thailand has also attempted this policy which is known as autonomous public organizations (Bowornwathana, 2004). According to the resources, this policy has now been halted for several reasons. An important reason is the fact that this initiative was pushed by the Office of Civil Service Commission (OCSC), who is now not in charge of overall reform policies. As a result, the Office of Public Sector Development Commission (OPDC), which is the new office in charge of reform, abandoned this policy for something else. Another reason was due to the fact that there is no clear evidence that this new kind of public organization really made a difference to public service delivery (Bowornwathana, 2004, pp. 247-263).

In conclusion, Thailand had been faced with difficulties and hardships to recover from the economic crisis in 1999. Thus, Thailand requested the assistance of loans from worldwide organizations, for example the International Monetary Fund (IMF), the World Bank, the United Nations Development Programme (UNDP) and the Asian Development Bank (ADB). The Thai government was advised by these international organizations to reform the public sector through the use of good governance principles as well as New Public Management (NPM). Therefore, the Thai government initiated a reform policy in many areas of the public sector by rightsizing, restructuring, downsizing, contracting out and decentralizing, as well as opening up the bureaucracy and high-performance organizations. The alternative importance of rightsizing is the creation of a new public service agency known as the ‘public organization’, following the diffusion of ideas from NPM.

The creation of a public organization (PO) in Thailand began from the Master Plan for Public Sector Reforms B.E. 2540-2544, which emphasized the work of process reengineering of the bureaucracy in the most efficient manner. An important consideration is that some public services are not suitable for a model of government organization or state enterprise. As the result, the public organization Act 1999 was constituted and each public organization was established. The creation of a public organization arises when the government has an important, specific program or policy to provide public services and it is appropriate to establish a new executive agency. This is a third category of government organization which differs from state enterprise and the conventional bureaucratic organization. A public organization aims to exploit resources and personnel to achieve maximum efficiency.

2.2 The Concept, Criteria and Category of Public Organizations

2.2.1 Concepts and Principles of Public Organizations

The OPCD (2011a) presented the concepts and principles of public organizations in Thailand as follows:

2.2.1.1 A public organization is a government agency that accounts for social and cultural public services delivery in areas such as education standards and quality assessment, training and development of government officials, the support of

art and culture, the development and support of sports, education and research, development and transfer of science and technology, environmental and natural resources conservation, the services of medicine and public-health, social welfare, recreation, zoos and facilitates public services for people and other activities that are in the public interest. Moreover, these public services are not suitable for administration by bureaucratic organizations and the public services of public organizations must not be in competition with the private sector (OPCD, 2011a, p. 2).

2.2.1.2 A public organization is a non-profit oriented organization and the status of organization is cooperative.

2.2.1.3 The relation of the public organization with the state: the creation of a public organization by the state involves; allocation of a budget to fulfill its mandates, regulation by state as mentioned in the law, such as the appointment of executive board and chief executive officer and budgeting approval as well as policy formulation. Moreover, the approval of the investment of a public organization is by the state or the cabinet. A public organization's staff status is as government officers. All public organizations use contracting and have their own regulations.

2.2.2 The Basic Criteria for Establishing a Public Organization

The basic criteria for establishing public organizations are provided in section 5 of the Public Organization Act B.E. 2542, which can distinguish the elements of establishment as three reasons as follows.

2.2.2.1 When the government has special programs and policies to provide public services.

2.2.2.2 Those public service programs are appropriate for the establishment of a new executive agency that is different from a government organization or state enterprise.

2.2.2.3 The formation of a new executive agency is intended to use resources and staff for maximum efficiency.

2.2.3 The Category of Public Organization

A public organization is divided into three different groups based on their mandates:

2.2.3.1 A public organization that is established for the development and implementation of important specific government policies.

2.2.3.2 A public organization that is established to provide services for specific academic techniques or multidisciplinary programs and

2.2.3.3 A public organization that is established for a general public service or basic research.

The difference among these three groups can be seen also in the compensation of the executive board members and public organization directors. The following table will show the types of public organization as classified by groups.

Table 2.1 The Categories of Public Organization

Type	Name List of Public Organization	Year Established
1) Development and Implementation of Important Specific Government Policies	1) Thailand Convention and Exhibition Bureau	2002
	2) Designated Areas for Sustainable Tourism Administration	2003
	3) Office of Knowledge Management and Development	2003
	4) The Support of Arts and Crafts International Centre of Thailand	2004
	5) Highland Research and Development Institute	2005
	6) Pinkanakorn Development Agency	2013
2) Specific Academic Techniques or Multidisciplinary	1) Geo-Informatics and Space Technology Development Agency	2000
	2) The Office for National Education Standards and Quality Assessment	2000
	3) Princess Maha Chakri Sirindhorn Anthropology Centre	2000

Table 2.1 (Continued)

Type	Name List of Public Organization	Year Established
	4) Agricultural Research Development Agency	2003
	5) Software Industry Promotion Agency	2003
	6) The Gem and Jewelry Institute of Thailand	2003
	7) National Institute of Educational Testing Service	2005
	8) Thailand Institute of Nuclear Technology	2006
	9) Thailand Greenhouse Gas Management Organization	2007
	10) Biodiversity-Based Economy Development	2007
	11) Synchrotron Light Research Institute	2008
	12) Hydro and Agro Informatics Institute	2008
	13) National Astronomical Research Institute of Thailand	2008
	14) Defense Technology Institute	2008
	15) The Healthcare Accreditation Institute	2009
	16) National Innovation Agency	2009
	17) Electronic Transactions Development Agency	2011
	18) Electronic Government Agency	2011
	19) Thailand Center of Excellence for Life Sciences	2011

Table 2.1 (Continued)

Type	Name List of Public Organization	Year Established
3) General Public Service or Basic Research	1) Community Organizations Development Institute	2000
	2) Mahidol Wittayanusorn School	2000
	3) Banphaeo Hospital	2000
	4) The International Institute for Trade and Development	2001
	5) The Energy Fund Administration Institute	2003
	6) Neighboring Countries Economic Development Cooperation Agency	2005
	7) The Golden Jubilee Museum of Agriculture Office	2009
	8) Film Archive	2009
	9) Moral Promotion Center	2011
	10) Thailand Professional Qualification Institute	2011
	11) The Land Bank Administration Institute	2011
	12) Thailand Institute of Justice	2011
	13) National Vaccine Institute	2012
	14) Thailand Institute of Occupational Safety and Health	2015

Source: OPDC, 2016c.

2.3 Organizational Structure and Management of Public Organizations

2.3.1 The Relation and Regulation of Public Organizations

2.3.1.1 The Relation with Ministers

For the concept of regulation, the minister will be in charge of a public organization as mentioned in the establishment law (or in royal decree). The relationship of the minister is as the regulator, unlike the role of government that is to control or command a bureaucratic organization. As defined in the Public Organization Act. B.E. 2542, Section 43, it requires the execution of a minister who is directly responsible for overseeing the public organization's achievement to accomplish the intent of establishing the organization.

Moreover, the role of the minister is to act as chairman of board and the board will have a role in determining the policies and direction in general of the public organization. Thus, it can be summarized the roles of the minister for a public organization is as follows:

- 1) Propose the appointment of an executive board of public organizations to the cabinet as mentioned in section 19.
- 2) Regulate the recruitment and selection of Director of POs for transparency and benefit in performance assessment.
- 3) Determine policy direction, implementation and overall targets of POs. Including the signing of performance contracts between the minister and chairman and also monitoring and evaluation of the implementation of public organizations (Section 41 and Section 43).
- 4) The minister may ask government officials to work as an officer or employee of a public organization in a temporary position. It must be approved by the director of such persons (section 36).

2.3.1.2 The Relationship with the Cabinet. A public organization is run by the committee as a board of directors, which has a four-year term. The chairman and the expert members are appointed by the cabinet. The cabinet also has a significant person in determining the criteria of compensation and other benefits of the board, including the criteria for the evaluation of public organizations.

Moreover, establishing a public organization has to be proposed directly to the cabinet, then the cabinet will assign the OPDC to consider the check list before proposal to the cabinet. After approval, the public organization will be created by royal decree.

The dissolution of a public organization also has to be approved by the cabinet. The case of dissolution happens when it has finished the period of implementation of public organizations as mentioned in the royal decree or the objective of the public organization is achieved.

2.3.1.3 The Relationship with Ministry. The relationship between a public organization and ministry has two dimensions. The first relationship is passed by the representatives from a government position (consisting of no more than half of the board members). Especially, from the permanent secretary of the ministry or the director-general of the relevant government agency. In the second relationship the strategic planning of a public organization has to be included in the strategic plan and action plan of the relevant ministry. Moreover, the fiscal budget request of the public organization has to be included in the budget of the ministry and the minister has to approve it before submitting it to the Bureau for Budgets.

2.3.2 Organizational Structure of Public Organization

The Public Organization Act, 1990 determined and designed the management structure of a public organization under the regulation of a board of directors which is regulated by a minister and the board of directors have to respond to the minister. The management and performance of a public organization are part of the ministry's performance and the performance of a public organization is accountable to the public and people on behalf of the government agency with the spending of the public budget.

In the process of establishing a public organization, the OPDC requires the basic template of the organizational structure of each agency. In the concept of a flat organization with flexibility in management as in the template of the organization structure in figure 2.1:

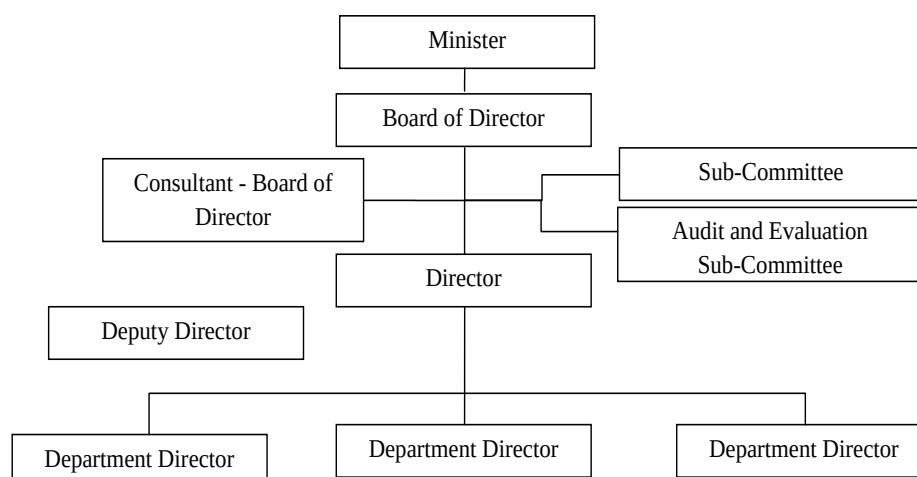


Figure 2.1 Organizational Structure of a Public Organization

Source: OPDC, 2011a, p. 26.

2.3.3 Management of Public Organizations

2.3.3.1 Board of Director

As a committee, the board of directors have highly important roles in decision-making, policy determination, regulation and role for public organizations. The committee is appointed by the cabinet with a maximum of eleven members. The members can be the representatives from government positions but can not constitute of more than half of the members of the committee and it must also contain non-government official experts, at least one person (Section 19).

The term of the committee of chairman and members is four years and can be extended to two terms, or eight years (Section 22). The core position of committee POs is to regulate public organizations to run the business to achieve the establishing objectives. In section 24 it mentions the specific duties as follows:

- 1) Determine and implementation of policy and approve the action plan of the public organization
- 2) Approve investment and financial plan
- 3) Regulate and control implementation and general administration, also approve regulations, rules and any announcements in involved areas

- (1) Organization structure and function of sections
- (2) Specify or determine position, specifics of each position, rates of salary, wages and other compensation of staff and employees of the public organization
- (3) Selection, placement and appointment, sanction and disciplinary action (laying off from position). Including complaints and appeals of the staff, the punishment of officials and employees of public organizations including the processes and conditions of employment of the employees.
- (4) Administration and management of finances, procurement and assets of the public organization.
- (5) Determine welfare and others benefits of staff and officers of a public organization.
- (6) Scope, function and rules of audit officer.
- (7) Others functions or rules as mentioned in royal decree.

2.3.3.2 Director of Public Organization

The director of the public organization, as chief executive officer, listed in the management organization as mentioned in royal decree, objectives of organization and also the rules and regulations which are announced by the board of directors, as well acting as the commander of all staff and employees (Section 31).

The director of a public organization has the accountability for the board of directors and be a representative for external activities (Section 33). The term of director is four years and can be extended to two terms. The appointment and withdrawal of the position of director is operated by the board of directors. The salary and others benefits of the director is as the criteria of the cabinet.

2.3.3.3 Staff of a Public Organization

The core staff of a public organization are called the “public organization staff” and the temporary staff are called “employees of the public organization”. The staff can be borrowed from government officials. Any benefits and welfare of staff will be not less than the minimum standard of the labor or social welfare law (Section 5, 36 and 38).

2.3.4 The Budgeting System of Public Organization

The funding for the delivery of public services of a public organization comes from the state as mentioned in section 12 of Public Organization Act. The funding and assets for the implementation of a public organization comes from the government as initial capital and block grant budgeting in the fiscal year. Also, it can be a grant from private or other organizations and from fees, services or income from implementation and interest and income from the assets of a public organization.

A public organization has autonomy in budget management and the remainder of the fiscal budget is not to be returned to the Treasury as with other government organizations. But in the budget allocation for each fiscal year, personal payments (salary, compensations, meeting allowances of committee) should be not more than thirty percent of the total fiscal budget. Otherwise it has to be approved as an exception by the cabinet. (Section 12 and 14).

2.3.5 The Performance Agreement of Public Organization

In the regulation of the performance of a public organization by state policy and under the Public Organization Act, 1999, a public organization has to report its performance through an annual report and following year plan to the minister and also to the board of directors.

Each fiscal year, the director of the public organization has to sign a contract of performance agreement with the board of directors and the chairman of the committee will sign a performance agreement with the minister. This process is regulated by the OPCD. The results of the performance agreement will be published to the public and on the website of OPCD and the website of each public organization.

2.3.6 The Efficiency of Monitoring System and Performance Evaluation

To provide basic information about the operation and implementation of a public organization and especially the efficient accounting and finances, the purpose of monitoring the evaluation of the public organization Act stipulates that organizations must have the standards for accounting and an audit system (Section 39). Each year public organizations will audit and evaluate the expenses of budget and property from Office of the Auditor General or any third party appointed by the board with the approval of the Office of the Auditor General (Section 40).

In addition, since the fiscal year of 2005, the cabinet has determined the evaluation system for public organizations, to prove the effectiveness and public value of a public organization. All agencies have to have a development strategic plan report forwarded to the cabinet and a signed performance agreement between the chairman of the board of directors and the director. This is to ensure the operation of public organizations achieve the objectives of the establishment, efficiently and as a cost-oriented mission of the state. And each organization will have evaluated the performance agreement and set up key performance indicators set.

2.4 The Differences of the Bureaucratic Organization, State Enterprise and Public Organizations

As mentioned, the rationale and the concept for the establishment of public organizations, in the previous section, is that a public organization is the third government agency. Thus, for a deeper understanding of the concept of a public organization, the comparison of principles and concepts of government organizations, state enterprises and public organizations are presented in Table 2.2.

Table 2.2 Comparison the Concepts of Bureaucratic Organizations, State Enterprises and Public Organizations

Dimensions	Bureaucratic	State Enterprise	Public Rganization
Primary theoretical	Political Theory,	Economic Theory	New Public Management
Organizational Structures	Bureaucratic organization, Top- down authority	Functional organization	Flat Organization
Purpose	Non-profit Organization	Profit Organization	Non-profit Organization
Mandate	Basic mission of the state, to regulations and approval permitted by law	Commercialization of public service for profit	Non-profit public service

Table 2.2 (Continued)

Dimensions	Bureaucratic	State Enterprise	Public Rganization
Role of government	Rowing	Steering	Steering
Rationality and Model of human behavior	Administrative Man	Economic Man	Economic Man
Regulation	Minister though Permanent secretary	Minister though Board of directors	Minister though Board of directors
Top Management	Director general	Director, Chief Executive Officer	Director, Chief Executive Officer
Officer	Public servant	Employee	Government officer
Assumed motivational basis for administrator	Pay and benefit, civil service protection	Entrepreneurial spirit	Entrepreneurial spirit (public Service Deliverer)
Administrative Culture	Compliance, evision of error, rigid rules and procedures	Managerial flexible and responsive	Managerial flexible and responsive

Table 2.2 clearly explains the differences in the concept of public organizations in that a public ocrganization responds to provide public services as a bureaucratic organization and status as a non-profit organization. Whereas a public organization has a private sector managerial style and provides public services like a state enterprises for non-profits purposes. Moreover, some dimensions of public organization are like a state enterprise, such as regulation, top management and model of human behavior.

As in the results, the benefits and expectations in the creation a public organization will be more flexible and have a more management autonomy as well as more efficiency in using resources to deliver public services than a bureaucratic organization. In addition, a public organization has more accountability to provide specific service delivery as mentioned in the Public Organization Act.

2.5 The Rise of Public Organizations in Thailand

In past of decade, the establishment of public organizations has expanded rapidly from six agencies in 2000 to fifteen agencies in 2005 and rising to twenty-nine agencies in 2010. Currently, there are thirty nine public organizations in Thailand. Hence, the public organization has been growing at two or three organizations annually on average. The growth in the number of public organizations in Thailand is shown in figure 2.2 as follows:

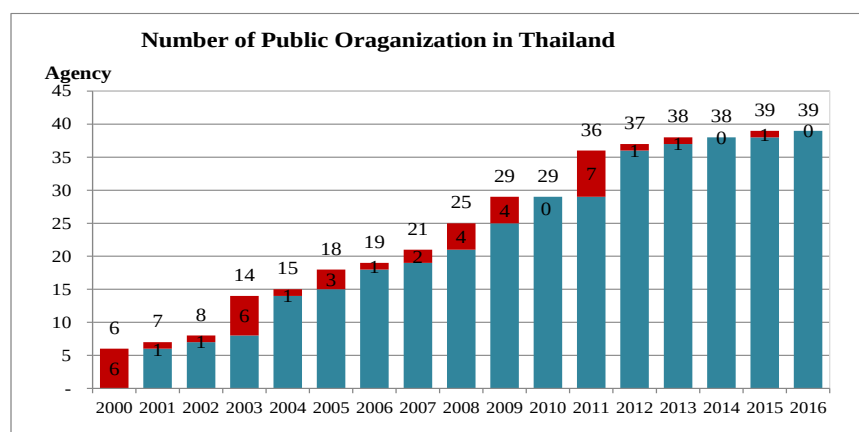


Figure 2.2 Number of Public Organizations in Thailand (Fiscal Year 2000-2016)

Source: OPDC, 2016a.

Not only is the growing in the number of public organizations displayed in figure 2.2 above, but it also presents the increase in government spending to fulfill the mandate in providing public services as their objectives. The budget allocation of public organizations rose from seven billion baht in fiscal year 2010 to thirteen billion baht in fiscal year 2013 and conspicuously rose to fourteen billion baht in fiscal year 2016 (Bureau of the Budget, 2016a) as shown in figure 2.3 as follows:

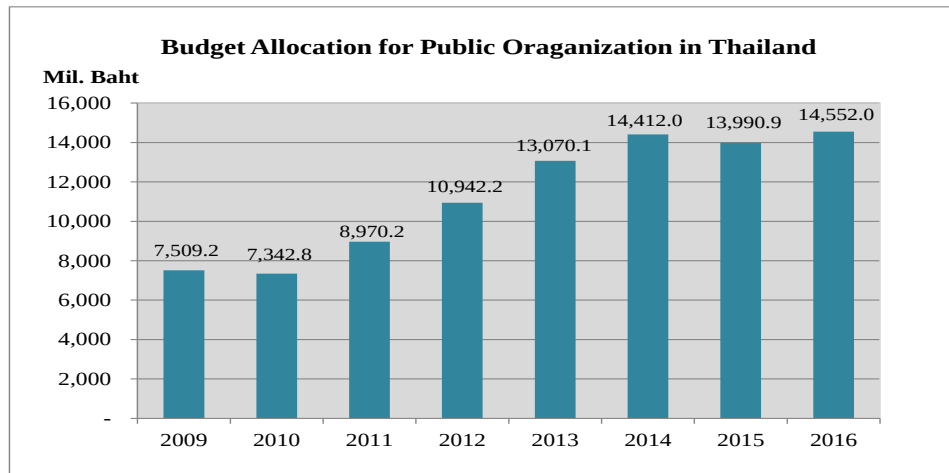


Figure 2.3 Budget Allocations for Public Organization in Thailand (Fiscal Year 2009-2016)

Figure 2.2 and Figure 2.3 present the growth both in the number of public organizations in Thailand and the funding from the government budget. Thus, the questions arises about effectiveness and efficiency of these agencies and research into the answer of this perspective.

2.6 The Evaluation and Performance Agreement Assessment of Public Organizations in Thailand

Normally, as mentioned above, every year OPDC determines the criteria for public organizations to assess the annual performance agreement evaluation in four dimensions of a balanced score card, such as effectiveness of performance, quality of service, efficiency of performance and regulation and development of the organization. In 2012, there were twenty-nine public organizations that entered into the performance agreement assessment. OPCD determines the criteria of Best Practice of Public Organizations of 2012 as follows:

Table 2.3 The Criteria of Best Practice of Performance Agreement Assessment of a Public Organization in Fiscal Year 2012

Dimension	Criteria of Best Practice
1) Performance Effectiveness	1) the indicators of this dimension cover important issues of establishment objectives 2) Separate the appropriate proportion of output and outcomes indicators 3) the target value of every indicator for a baseline score, there a is high challenge and this performance criteria is higher than last year 4) performance of this dimension has been accepted at country level or higher than the target of excellent level.
2) Quality of Service	1) covers the indicators of customer satisfaction of principle and customer coverage 2) operate an evaluation by a third party and approved by the Advisory Board of Public Organization before survey and report 3) Suggest opinions to improve the quality of the organization 4) The score of the satisfaction survey at a good level and higher than criteria as mentioned in the performance assessment agreement
3) Performance Efficiency	1) Having the indicators which reflect efficiency in finances or improving appropriate processes of the organization 2) Performance at a higher level than target criteria in performance assessment agreement 3) Develop a standard operational system of organization
4) Regulation and Organization Development	1) Performance of organization in excellent level (full score is five) and highlight quality

In 2012, the results of the performance agreement assessment of public organization is shown in four tiers:

First tier, public organizations achieved their objectives and mandates as stated in the Royal decree. These public organizations are internally benchmarked. They are announced as the best practices in some dimension of performance and have a performance challenge assessment both in difficulty and criteria of score. They have continued to score high during the past three years at a good level. There are three public organizations in this tier.

Second tier, There are eight public organizations in this tier. The criteria of this tier is the operation and achievement of the public organization covering their objectives and mandates as stated in the Royal decree. They are selected to be best practices in some dimensions, such as effectiveness, quality of services, efficiency or regulation and development. They have a challenge criteria of scoring and have regularly scored in the past three years.

The third tier, public organizations had the performance according to their objectives and have developed the performance assessment as the determination of OPDC. There are eleven public organizations in this tier.

The fourth tier, seven public organizations which entered the performance assessment agreement system for not more than three years. For the remaining nine agencies, they do not have a current assessment because they are at the beginning stages of operation the organization.

Table 2.4 shows the summary of three year score results of the performance agreement of the twenty-nine public organizations separated into four tiers. If we are looking at the score in each year, we will find the development of each public organization which almost had a higher score. But for analysis, and the success and failure of a public organization in this research we look closely at the evaluation scores from the report in the dimensions which reflect the outputs of the Public Organization Act's intentions. Some public organizations can provide more efficient public services. Half of the public organizations have a moderate score in efficiency of implementation and some agencies have a low score in the quality of services dimension, which is their core business.

Table 2.4 The Results Score of Performance Agreement of Public Organizations
(Fiscal Year 2010-2012)

Group/Tier	Numbers	List of Public Organization	Score 2012	Score 2011	Score 2010
1) Best Practice	3	1) Mahidol Wittayanusom School	4,4310	4,1593	4,5797
		2) Banphaeo Hospital	3,6514	3,5874	3,6510
		3) Highland Research and Development Institute	4,9432	4,9736	4,7727
2) Best Practice	8	1) Community Organizations Development Institute	4,8391	4,4986	3,9832
(some Dimension)		2) Geo-Informatics and Space Technology Development Agency	4,9922	4,7008	4,2116
		3) The Office for National Education Standards and Quality Assessment	4,5598	4,3180	4,2879
		4) Princess Maha Chakri Sirindhorn Anthropology Centre	4,4628	3,9920	3,8290
		5) Thailand Convention and Exhibition Bureau	4,4459	4,7320	4,7430
		6) Designated Areas for Sustainable Tourism Administration	4,9483	4,8714	4,8145
		7) Neighbouring Countries Economic Development Cooperation Agency	4,9332	4,7764	4,8660
		8) Thailand Institute of Nuclear Technology	4,6534	4,6323	4,6218
3) According Objectives have development	11	1) The International Institute of Trade and Development	4,2391	4,3125	3,6066
		2) Agricultural Research Development Agency	4,5697	3,9395	3,9959
		3) The Energy Fund Administration Institute	4,5481	4,0248	4,3067
		4) Software Industry Promotion Agency	4,2964	4,3007	3,6946
		5) The Support Arts and Crafts International Centre of Thailand	4,4753	4,2979	4,3242
		6) The Gem and Jewelry Institute of Thailand	4,6580	4,6151	4,5088

Table 2.4 (Continued)

Group/Tier	Numbers	List of Public Organization	Score	Score	Score
			2012	2011	2010
		7) Office of Knowledge Management and Development	4,7057	4,5391	4,7210
		8) National Institute of Educational Testing Service	4,6222	4,6120	4,8118
		9) Thailand Greenhouse Gas Management Organization	4,6580	4,3748	4,1788
		10) Biodiversity-Based Economy Development	4,4838	4,4763	4,6401
		11) Synchrotron Light Research Institute	4,3619	4,3553	4,7300
4) Milestones	7	1) Hydro and Agro Informatics Institute	4,5640	4,1752	-
New entry		2) National Astronomical Research Institute of Thailand	4,5325	4,5829	-
(not more than		3) Defence Technology Institute	4,1916	4,1757	-
3 years)		4) The Golden Jubilee Museum of Agriculture Office	4,6836	4,6110	-
		5) The Healthcare Accreditation Institute	4,6161	4,1224	-
		6) Film Archive	3,9083	4,1798	-
		7) National Innovation Agency	4,3542	4,3748	4,1788
Total	29		4,5286	4,3901	3,4503

Source: OPDC, 2013a.

2.7 Lessons Learnt from Public Organizations in Thailand - “Thai Agency Model”

The results and experiences of the creation and implementation of public organizations in Thailand in the last thirteen years, can be found from monitoring and evaluation and also the study and research of public organizations. There was the organizations’ performance evaluation research in 2004 by the OPDC and Thammasart University. The research was evaluated in three dimensions of public

organizations (appropriate to the Public Organization Act; evaluation management of public organization and performance evaluation of public organizations). The eleven public organizations which were established by the Public Organization Act.B.E.2542 were evaluated. The findings are shown in four groups (OPDC, 2004):

Group 1 - five public organizations had the results to achieve their mandates and the status of public organizations supporting the success.

Group 2 - one public organization had results to achieve their mandates but the status of the public organization did not support the success.

Group 3 - for one public organization it was difficult to evaluate the results and the status of public organization support to run their mandates.

Group 4 - four public organizations had requested to revise their scope of mission and improve their performance. The main reasons for this lack of success of this group showed that the results and the direction of organization were not clear.

Bowornwathana (2006) indicated that in some observations and perspectives of autonomous public organizations (APOs) in Thailand the process of creating autonomous public organizations could be recognized as “an escape” from the traditional administrative system where all actors are beneath a single pyramidal chain of command. APOs were established for the reason that the Thai government decided to borrow the agencification experiences of Western countries and APOs as part of the NPM fever, the concept of agencification was diffused into Thailand.

Supporting his previous study, Bowornwathana (2004) argued that in order to put new public management into good use, we need to take three precautions, such as to be aware of NPM fever, choose a particular NPM technique carefully and watch out for the intended and unintended consequences of NPM. The conclusion, the effort to create an autonomous public organization was a highly politicized hybrid and the intention of reform consequences were unsolved and the unintended reform consequences of public organizations in practice were as follows:

- 1) Efficiency of APOs model-based on the principles of management flexibility, central offices in Thailand still treat APOs like other government organizations by retaining substantial control over APOs, for example the Civil Service Commission , OPDC and the Budget Bureau.

- 2) The CEOs of APOs are under control and monitored by board members which are representatives of the old centralized ministry.

3) The cabinet appoints board members and the responsible minister monitors APOs through senior bureaucrats which retain power and try to prevent their compensation as board members.

4) The old problem of bureaucracy, APOs are not free of the system and nepotism.

5) Some reformers expected a rush and to drastically transform with a clear and separate policy and implementation units. In practice the principle agent model has never taken off in Thailand. Government officials prefer the status quo, types of department and divisions as the preferred organization, no serious downsizing of structures and manpower in Thailand.

6) The creation of APOs is leading towards a bigger government, not a smaller one. The creation is a sub-unit in an organization or by merging two or more small units of different organizations together.

Moreover, in the study on practice and lessons of Thai style agencification, Bowornwathana (2012) explained the four characters, relating to the initial objectives of the Public Organization policy as follows:

1) There was no size reduction, instead the central government was expanded. Only two agencies were dissolved in the last 12 years. On the other hand, the ministry of bureaucrats wants to expand their organization by setting up new agencies as agencification.

2) Excessively firm control of the parent bureaucracy over the organization. Because the appointment of the chairman and board members by the prime minister and cabinet. Moreover, the executive board chooses the director and the practice of a 'Strong Board, Weak CEO' model.

3) Accountability of the organization is actually to the bureaucrat and politicians instead of the public. The APO is required to submit an annual performance report to the minister without public knowledge. As a result evaluation practically becomes a confidential activity which only politicians and high-level bureaucrats are informed.

4) The public organization becomes a target for politicians and high bureaucrats to exploit its profit.

The flexibility in management of public organization, is depicted by Siriprakob (2010) in the study “When Agent Becomes Principal: Cases of Autonomous Public Organizations in Thailand.” which has the assumption that APOs as the agent have their flexibility as a principle by the APO’s executive board to use its own discretion to manage, free from bureaucratic rules and regulations. As a result, for the benefit of an agent who is also the principal, performing in his own self-interest and increasing the benefits of the APO officials up to the bureaucrat level (Siriprakob, 2010, p. 21). The performance evaluation from the contract for each APO is not strictly enforced and some agencies do not demand individual scorecards. The last important factor about NPM and good governance principals acted by the principal will be pretty much in doubt in the case of executive board meetings, flexibility in personnel expenditures and the control of agency funds (Siriprakob, 2010, p. 23).

Siriprakob (2010) also summarized that the Thai public organization is still in its infancy stage as the oldest was established only 12 year ago. Thus the degree of success of the POs is difficult to accurately measure. Nevertheless, findings of the study about governance, participation, flexibility and deregulation indicate that there are still benefits and drawbacks for the POs. The strength of the APO lies in its flexibility and autonomy, which allow the director and the board to quickly adapt to changing circumstances, especially in procurement rules and regulations. However, said flexibility can be a double-edged sword if used poorly, for instance, excessive pay and benefit for the staff. Since there are two types of employees with different pay and benefit, the POs should be more careful of their expense, as they are non-profit in nature without their own revenue. In practice, contract non-renewal is rare despite the POs’ absolute discretion on this issue.

Special Reform Agenda, National Reform Council: Public Organization Reform (2015), from the findings of POs operations and establishment, research done by the PO Reform Commission approved by the National Reform Council on August 11, 2015 and submitted to the cabinet on August 24, 2015, it was found that there were both distinctive points and drawbacks which needed to be resolved as follows:

1) Distinctive Points and Competence of Public Organizations

(1) Operation by mission: there are many POs, especially POs that indicate their clear role and mission in public services under Article 5 of the Public Organization Act, B.E. 2542, such as Ban Paew Hospital (medical mission), Mahidol Vittayanusorn School (educational mission), the Gem and Jewelry Institute of Thailand (product development mission). They are explicit mission POs, capable of producing and delivering the outputs as mentioned in the law effectively. They have distinctive and successful performances, as well as evidence of improving their public services including specialist POs, such as Ban Paew Hospital (medical mission), Mahidol Vittayanusorn School (educational mission), the Gem and Jewelry Institute of Thailand (product development mission), Geo-informatics and Space Technology Development Agency (GISTDA) (science mission), Thailand Institute of Nuclear Technology (TINT), who are able to develop their operational guidelines for public services effectively by indicating a clear service mission that led to a distinctive operation by the mission, easily measured performance, moreover, the board of directors will be able to supervise and control the operation and output easily. Competent POs will be able to acquire operation resources for organizational improvement and the public service provision, as per its established purpose, effectively thus easing the budget burden. The government or the cabinet are able to use POs as their main method in driving an urgent policy faster and more effectively than standard government units.

(2) Innovative development in public service: POs have opportunities and capabilities in developing multiple innovations; in the forms of public service, operation by the mission as well as innovative modification, faster and more flexible when restructuring the guidelines in various services and forms suitable to their missions. They can also corporate with the private sector or NGOs which are difficult to access with governmental units, such as participating with multi-level communities

(3) Administration: POs are able to establish their own rules and regulations in their operations within the assigned mission in establishing the law, this makes POs flexible in operation such as structuring the administration pattern, setting participatory budgeting, setting joint ventures with the community and setting partnership and participatory budgeting, easy and flexible design and changing rules

and regulations to comply with the situation, such as establishing regulation that complies to a flexible structure, flexible budgeting, general subsidy and contract hiring system. In conclusion, POs are able to set up their own regulations, unlike governmental units, to set up a short hierarchial administrative system. Their commissions are able to modify the organizational structure to support the mission without the central government's consent.

(4) Budget Management: POs have an allocation of a budget for general subsidy therefore they are able to manage their resources flexibly and are fully efficient as well as being able to make their own revenue. They can make use of any surplus budget accumulation for operating expenditures. Moreover, the revenue can be spent on the mission as indicated by the board of directors or their regulations.

(5) Personnel Management: boards of directors and the director are key factors that drive a POs's performance efficiently. POs have professional personnel with the qualifications and capabilities who understand the management of POs as well as being honest and are the main stream to handle the administrative system of POs to be flexible, efficient and effective. Those qualified boards of directors will set up the administration, recruitment, restructuring and regulating systems for their mission and the dynamic circumstances resulting in the successful performance of such POs. They are able to appoint qualified and specialist boards of directors suitable for various missions to fully develop the organization. They are also able to employ various types of personnel in a special mission without violating government regulations, such as the salary rate can be higher than those in governmental system, they can hire expert boards of directors and professional staff, set up criteria and qualification of the board of directors for efficient and distinctive performance, able to set up an attractive remuneration rate which can motivate specialists to join the organization and able to use contract employment for human resource and benefit management.

2) Problems and Drawbacks of POs:

(1) POs Supervision: The Public Organization Act, B.E. 2542 has authorized the cabinet to establish POs for convenience, flexibility and speed. However, it has also been a tool for politicians to establish unnecessary or non-specific mission POs, moreover, the ministers or relevant boards of directors do not

have a clear understanding of a POs functions and concepts that lead to problematic policy and mission. This results in inefficiency of performance of POs. There is also political intervention, especially in budgeting, boards of directors and adviser appointments and staffing of personnel, which makes some POs unsuccessful in their operation. The performance of some POs had fluctuated due to their relevant ministers, the changes occur whenever there is a change in government. Furthermore, the boards of directors are changed whenever the government or ministers change.

(2) Operation Problem: Some POs were established with various missions, therefore there was confusion and inability to develop the competent public service. The performance of some POs was not proven and did not satisfy the public's expectation in terms of efficiency or service quality. The establishment of POs according to political or personal interest, unclear mission, fast establishment or lack of appropriate and systematic analysis therefore made improper missions or repeated missions with other governmental agencies, as well as not being connected to other units in the ministry, especially in a ministry that reported directly to the Prime Minister, resulting in bad co-operation with relevant governmental units.

(3) Administration: There were confusing and complex problems in coordinating with ministries which have many processes and connecting points. POs had problems in efficient development from a frequent change of boards of directors and a lack of performance. The quality and development of a POs performance depends on the quality of the board of directors and CEO, if these personnel are not qualified, POs will be unsuccessful. Moreover, the auditing organizations, for example the Office of the Auditor General, do not understand or accept the new auditing regulations, since they use the government auditing guidelines. That forces POs to go back and use government regulations to ease the burden from auditing organizations. The vague status of POs under the ministry's supervision affects the operation guidelines of POs, it makes the POs operation appear to be one of the units in that ministry. Some POs use their flexibility to set regulations in the mismanaged way such as setting salary rate or budget spending, because of sub-standards in procurement. Besides, there is no standard assessment, operated by external organizations, to measure the value of each PO. The assessment is vague and is done by its own organization, therefore it reflects the non-confirmation of value and

is an ineffective assessment result. The assessment cannot be used to analyze the performance of POs and it cannot be used to improve or dismiss the POs as mentioned by the law. It becomes an annual assessment and only has some indicators for POs performance which is not adequate to measure their value.

(4) Budgeting Management: Some POs spend their budget ineffectively. Surplus budget can be accumulated as the revenue of POs and it results in postponing projects and keeping it as revenue for the of the fiscal year.

(5) Personnel and Remuneration: Some POs have changed their boards of directors whenever there was a political change. Therefore, the performance is discontinued and has deviated from the PO's objectives. Some POs have unqualified boards of directors from improper selection, recruitment and appointment of personnel. The patronage system creates ambiguous assessment and sometimes it is used for harm, therefore a lot of ethical petitions have been filed. The qualifications of personnel (committee, executives, officers) of some POs is not suitable and have inappropriate duties and responsibilities commensurate to their salary. Moreover, the renewal of contracts is done without proper assessment.

POs are the main unit for service provision with major governmental units which act as a service purchaser, that can supervise on quality and standards. From the performance analysis, POs have both distinctive points and drawbacks. From consideration, there are many problems which require PO reforms, for both current and potential POs.

2.8 International Experiences of Agencification and Executive Agencies

The discussion of major themes and issues related to the factors of the achievement and the failure of public organizations established under the reform policy in Thailand and the international experiences and academic papers will be reviewed in terms of the operation and management lessons of agencification, executive agencies, semi-autonomous agencies and also public organizations, especially, in the areas of application doctrines of NPM, autonomy in management, regulation and control of government and ministries. Moreover, this research will review performances and results based management as well as factors which affect

the performance of this type of agency in many countries. The findings from the literature review about the topic in the research question which both support and argue about the achievements and failures are as follows:

2.8.1 The United Kingdom-Executive Agencies

The history of the semi-autonomous body of the United Kingdom is known as “The executive- agencies model”, and was suggested by Sir Robin Ibbs in the 1988 review of the Civil Service entitled “Improving Management in Government: The Next Steps”. Commissioned by Margaret Thatcher, the target of the review was to seek recommendations to get better the management and delivery of public services of the government and to decrease the monopolistic civil services of centralized rules. The government accepted the key recommendations of the review, which included splitting ministerial departments into individual agencies to carry out the executive functions of government, a greater focus on the delivery of government services and the attainment of specified results. Moreover, the Next Steps reformers advocated a split-up of tasks between departments and executive agencies and control and focus on a system of performance targets to be met by the chief executives (James et al., 2012).

The executive agencies ideal was influenced by the NPM school of thought associated with new institutional economics and business management. The model established chief executives as a head with the autonomy to manage operations to meet objectives and targets as set by the agency’s parent ministry. Additionally, the chief executive had the responsibility to account for the operational performance which operated under the supervision of the minister.

For independence and control of executive agencies, the operational features of governance was a Ministerial Advisory Board (MAB) which was established under the discretion of a sponsor department. The position of the MAB is to advise the minister on strategic direction, operations and business planning, target setting and performance related pay of the chief executive. Agencies also have management boards to support the chief executive and at least two non-executive members to convey outside expertise and constructive challenges to the agency and its board.

The policy framework and resource of executive agencies are set by the minister for the civil service, while the day to day operations of agencies are delegated to the chief executive. The framework document for each executive agency provides details of resources and policy objectives and establishes the key relationships and responsibilities of the chief executive, minister and other partners.

The numbers of executive agencies in UK grew speedily in the first ten years of the reform, starting in 1988 and rising to 139 agencies in 1998. The highest was in 1998-1999, when over three-quarters of civil servants were employees in executive agencies. The next decade provided a modest decline in the total of number of executive agencies, around 125 agencies in 2006 to approximately 90 agencies in 2010. The reason for the reduction in executive agencies followed an assessment of their performance and the impact of performance on agency termination.

The agencies framework was revised every five years, providing sponsor departments with the ability to assess whether the agencies were meeting the government's objectives. At this point, departments may assess whether the executive agency's status should continue or the agency's objectives are best delivered within another organizational form (James et al., 2012, p. 63).

The ministers make a decision to terminate an agency by ending the agency, merging it with another, returning its functions to its sponsor department or converting it to a new type of public body. In the UK, there have been many agency reorganizations and terminations. The study indicates that over the period of 1988-2010, approximately 130 agencies were terminated and the majority either merged with others bodies to create a new agency (37%), or their functions were acquired by another public body or government department (26%) and an 18% change in the form of the organization. 12% were privatized (James et al., 2012, p. 64).

In the debate about to what extent executive agencies reform in UK has improved government performance, the results show two issues, the first issue was of individual agency performances which investigated their economy, efficiency and effectiveness over the 1990s. In the economic dimension, agencies generated improvements in administrative costs. On efficiency and effectiveness dimensions, agencies were broadly successful in achieving their target. 88 % of agencies surveyed in late 1990s were deemed to be performing satisfactorily in terms of their ministerial

targets. In terms of user orientation, a key aim of reform, the picture is mixed. Satisfaction surveys in some agencies suggested reasonably high levels with over 80% of agencies rated as satisfactory. However, other indicators, such as the number of complaints and levels of error, some major executive agencies (The Benefit Agency) performed poorly after ten years of operation (James et al., 2012).

The agency policy review of 2002 concluded that the Next Step Model overall had been successful and should be continued. The Agency model was deemed to be flexible enough to cope with the heterogeneity of services, research and regulatory functions. Agencies were meeting over seventy five percent of their performance targets. However, the review found the areas of improvement concerning the relationship of agencies and sponsor departments was highly disconnected from their department, better linkages were needed, a clearer framework for accountability and clearer roles for non-executive board members. Moreover, the agencies objectives needed to become more customer-focused and challenging.

The second question was how agencies had affected the systemic performance of the whole government and broader public sector with which they interact? The results showed that under the Next Step reform the performance system led agencies to focus on their own narrow performance targets rather than wider systematic effectiveness. Some agencies had a lack of joint working between other agencies to deliver outcomes and inadequate information sharing and communication between agencies, inadequate thought about implementation at the policy design phases, inaccurate customer information sharing between agencies. Furthermore, government spending for the period of executive agencies creation, in terms of government administrative costs, rose by 17% over the period 1988-2001, while the program expenditure rose by 32% (James, 2003).

2.8.2 The United State of America-Performance-Based Organizations

In March 1996, Vice-President Gore announced a new initiative that would dramatically change the way federal agencies provided services to the public. Gore's proposal was to establish many service delivery functions within the federal government as performance-based organizations (PBO's). This model had two key elements: 1) organizations would be freed from many of the laws, regulations, and

policies that normally constrain managers within government and 2) new incentives would be created to improve performance. Executives working in performance-based organizations would be hired on short-term contracts, with pay and tenure contingent on their success in meeting annual performance targets (as cited in Alasdair, 1997, p. 465). This plan is modeled on the reform of the British public services begun by the government of Prime Minister Margaret Thatcher in 1988 and most of the British civil service has been reorganized into a set of executive agencies that are given more flexibility in administration and expected to meet annual performance targets.

From the results of the early period of reform in USA, Alasdair (1997) concludes that the plan is a useful experiment, but there are good reasons to regard expansive claims about its benefits with caution. Concerning deregulation, Congress may well oppose radical deregulation of performance-based organizations and deregulation can also be found within the executive branch itself. The delay is largely attributable to difficulties in resolving internal disagreements about the legislative freedoms that should to be given to organizations. Central management agencies are the one of major sources of internal resistance and also contrary about granting complete freedom to PBOs.

Moreover, parent departments are also reluctant to give flexibility to reform candidates. One important issue is whether PBOs should be obliged to accept support services from parent departments and what they should be charged for those services. For rewarding performance, the PBO plan is a proposal to change the rules that govern how heads of PBO's are hired and compensated, and to also change the relationship between these PBO's and their parent departments. There are important constitutional differences between the parliamentary and congressional systems of government, and some of these differences may make the proposed new rules for performance-based organizations less workable in the American context (Alasdair, 1997, p. 471).

For performance targets setting, Congress has more influence in shaping the priorities of departments and agencies. The power of a performance agreement as an instrument for holding the attention of organization officers may also be weakened. Also, stability of funding, the success of a performance agreement system depends significantly on the ability of the parent department and central management agencies

to make commitments on budgets to cover the agreement. The problems of appropriately funded PBOs during a budgetary deadlock are explicit (Alasdair, 1997, p. 472).

With reference to “Working Better and Costing Less”, with the aim of reform proposals of PBOs. One of the reasons for the modest impact of Next Steps may be the reluctance of many actors (including legislators, central management agencies, and parent departments) to permit radical deregulation of executive agencies. A second challenge which will be more serious in the United States than in the United Kingdom, will be one of creating strong performance incentives. Senior executives in a congressional system of government are forced to serve many masters (Alasdair, 1997, p. 474).

Preserving governmental capabilities has been shown to detract from “reinventing government” as an attempt to apply common sense or business principles to the federal bureaucracy. First, many key reform proposals involve important tradeoffs between policy objectives and it represented an action by the Clinton administration to preserve the administrative capabilities of the federal government in the face of congressional attempts to cut back functions and agencies. (Alasdair, 1997, p. 474). The performance-based proposal can be usefully regarded as a part of this larger struggle over federal administrative capabilities. Hard evidence about effectiveness often cannot be obtained for a reasonable cost or within a reasonable time, and in such circumstances decisions to proceed with a reform might be made without conclusive data about its likely impact. (Alasdair, 1997, p. 475).

An examination of the performance-based proposal may show the potential weaknesses in three assumptions of the OECD as feasibility, effectiveness and universality because 1) radical changes in the structure of governmental bureaucracies may not always be feasible. 2) The PBO plan also suggests that the assumption about effectiveness is contestable. One of the most serious problems now confronting the NPM movement is a lack of good data to demonstrate the actual effects of the reforms.

In USA, there are aspects of the plan that will not be workable as well as Next Steps has in UK, because of the important differences between the American congressional system and the British parliamentary system. However, the differences

are not just constitutional. There are also important differences in political culture (including perceptions about the legitimacy of the national bureaucracy), in the relative power of various actors (such as labor unions), and in a range of historical contingencies, such as earlier controversies over similar reform efforts. (Alasdair, 1997, p. 476).

However, the PBO plan might still be viable for the American bureaucracy reform process, as seen in The Bush administration's merger of over twenty organizations into a single cabinet department after September 11 attacks, although an organization's true extent of autonomy is still not agreed upon by their nominal masters. (Peter, 2012, p. 72). Congress, as a constitutionally critical actor, is able to exert executive control of organizations through a variety of mechanisms, such as committees and sub-committees. Also, Congress can use special procedures to examine actions of agencies in terms of their efficiency and effectiveness by the Government Accountability Office (GAO), while the executive branch controls agencies through performance management. In this case, agencies have to gain approval with interest groups (Peter, 2012, p. 73).

2.8.3 Netherland - Zelfstandige Bestuursorganen (ZBOs)

In the Netherland, the management and control of quangos is carried out by 'parent ministries' or the ministry overseeing the policy sector in which a quango operates. However, the parliament and a quango do not communicate directly due to dominance of ministerial accountability: a quango reports to the minister, which in turn reports to the parliament. Therefore the most relationship is that of between a quango and its parent ministry (Van Thiel & Van der Wan, 2010, p. 380).

Types of Dutch quangos: the two best-known types of Dutch quangos are executive agencies and ZBOs. Executive agencies (in Dutch: agentschappen) have no legal authority and all their decisions are subject to full ministerial accountability. They are former directorates of ministries. Their autonomy is restricted to managerial decisions, within legal and financial boundaries. The executive agency model became popular in the Netherlands from 1994 and is coordinated by the Ministry of Finance.

ZBOs are independent administrative bodies (in Dutch: zelfstandige bestuursorganen). They have more autonomy than executive agencies. Almost all

ZBOs have legal authority (with about sixty percent based on public and forty percent on private law. ZBO performance is only, in part, subject to ministerial accountability. Performance agreements are laid down in annual contracts or other documents (Van Thiel & Van der Wan, 2010, p. 383).

In the conditions above, Van Thiel and Van der Wal (2010) studied “the effect of organizational value congruence on the relationship between ministries and quangos”. The results show that no differences of opinion existed with regard to the top three of the most important values (incorruptibility, accountability and honesty). However, there are important and statistically significant differences in nine values including transparency, impartiality, expertise and efficiency. A difference in rating could imply that ministries and quangos make different trade-offs between (important) organizational values. As expected, profitability, effectiveness, innovation, serviceability and sustainability are all rated higher by quangos, in particular ZBOs, than ministries and confirm that in quangos “business-like values” will be more important than in parent ministries (Van Thiel & Van der Wan, 2010, p. 386).

2.8.4 Belgium - Flemish Agencies

The Flemish regional government started a ‘Better Governmental Policy’ reform for the first time in 2000, and officially launched in 2006 after lengthy preparation such as negotiation and repeated rewriting of the reform and the legal statutes. According to the reform, post-bureaucratic environment will have autonomous executive agencies as equal partners of departments. There will be many types of agencies with varied level of autonomy (Rommel & Christiaens, 2009, p. 86).

Executive agencies, the “externally autonomous agencies” are not subordinated to the minister and have their own governing boards. They have a far-reaching autonomy and independence over service delivery. They have an own budget, public law legal personality, a governing board and consist of thirty-five organizations. There is a large variety in the groups regarding the tasks, the size, the relative importance in the Flemish public sector and the policy fields in which they are active (Verchueve, 2007, p. 111).

Verschuere (2007) studies “The autonomy-control balance in Flemish arm’s length public agencies.” He explores the practitioner (tripod) model, assuming that the

tripod is about disaggregation, autonomization and contractualization (results-based control) in a Flemish agency that declares to meet all three criteria. Of course, all agencies in the analysis meet the first criterion (being structurally disaggregated). Most other agencies declare to meet only one of the autonomization or contractualization criteria, or even neither. Other cases declare to meet the three criteria, but at the same time they state to be largely controlled in a more traditional, “ex ante” way as well. So, according to our data, the real tripod agency is rare in Flanders.

Conditions for being a “tripod”, agency with a task that produces measurable, predictable outcomes, low political salience and low budgetary impact have a greater chance of being a ‘tripod’ agency, such as a regional development agency, responsible for the socio-economical development of a region within Flanders.

Conditions for being a potential “political loss” autonomy, agencies with a specialist mission, staffed with professionals and low political salience have a greater chance of being an agency facing ‘control losses’.

Conditions for being a potential “false autonomy” agency, agencies with a politically salient task and of a large size have a greater chance of being in a situation of ‘agencification paradox’, since highly salient and large agencies are more likely to be of a large political importance, hence their closer control. (Verchue, 2007, p. 122).

Rommel and Christiaens (2009), in the study “Steering from Ministers and Departments-Coping strategies of agencies in Flanders, suggest that an ‘autonomization paradox’ is presented in the examined cases. Certain aspects of the reform can be perceived as an increase of control, instead of autonomy (e.g. separation of policy preparation and execution; input steering). Agencies also report a ‘vertical reflex’ of steering actors, especially departments, leading to a high perceived risk in mutual relations; especially the relational risk, displaying opportunistic behavior which appears to be high. The data highlights excessive demands of information, interference in the daily management of the organization and the manipulation of information. Agencies and departments have conflicting interests, as both compete with each other for a role in policy preparation. Furthermore, competence risk seems to be high as respondents consider departments as being

incompetent. Departments would be overly theoretical and propose initiatives that lack any practical relevance.

Whereas relationships with departments are characterized by low trust and high risk. The mutual trust between the agency and minister appears to be rather high. Cabinets are not perceived as behaving hierarchically, but as organizations that value the input of agencies. The cabinet listens to the managers, shares information and grants a certain degree of autonomy to the agency.

Agencies develop a strategy to build trust. In order to signal their competence they publish extensive and attractive reports on their performance. Because their minister wants to launch a new initiative, competence is signaled, not only to the minister or his cabinet, but also to other influential politicians such as members of parliament, to increase their legitimacy. They can also 'force' their competence on the minister, by means of lobbying and forming alliances.

2.8.5 Japan - Independent Administrative Institutions (IAIs)

In Asia, the diffusion of NPM agencies was used as the mechanism for government reform. Yamamoto (2008) illustrated that the central government of Japan also adopted the organizational reform in which agencies were called independent administrative institutions (IAIs) or *dokuritsu-gyosei-hojin*. In November 1999, the General Law for Independent Administrative Institutions was enacted, and then 57 IAIs were set up in April 2001 and in August 2004 the number of IAIs went up to 105. The reform intends not only to make the public service more transparent, but also to improve efficiency and quality of services through separating the implementing functions from the policy units, ministries and departments. Japan has created 52 IAIs since their establishment in 2001.

For governance, IAIs are independent public bodies that are legally separated from the central administration. Most IAIs used to be departments of ministries or former special public corporations (SPCs). The operations of the IAIs follow a general rule. The responsible minister sets up medium-term (three to five years) goals on finance, improvements in efficiency and quality of services. Then, the IAIs draft a medium-term plan designed to achieve these goals and submit this plan to the minister for approval. Within the terms of the plan, the IAIs have full discretion in managing

their resources and they are accountable for the results. Consequently, they have to submit an annual plan to the responsible minister before starting the fiscal year and prepare the annual report accompanied with financial statements, which are subject to the review of the evaluation committees.

The chief executives of the IAI are appointed by, and are directly accountable to, the competent ministers and the executives are required to possess a high level of knowledge and rich experience in the mandate of the IAI and also have relevant management skills. The executive members, other than the inspectors appointed by the minister, are appointed by the chief executive. Employment is a term contract with a performance related pay system. The employees of the IAI are chosen by the chief executives, taking into account the conditions of the private sector and government employees. In comparison with agencies in other countries, Japan emulated the UK's Executive Agencies in creating IAIs, while IAIs are legally separated from the central government unlike executive agencies.

In management terms, the IAIs are allowed flexibility in financial management to a large extent and also adopt new business management tools. The IAIs received two types of funding from the government, an operating grant and a subsidy for capital expenditures. For current activities, the operating grant, a kind of block grant, is used, the amount of which equals the differences of the expected operating expenses and the expected earned income.

In the study of the success of public sector reform in the case of Japan by using Principle Agent Theory, of 52 IAIs since their establishment in 2001, the analysis shows that independent administrative institutions (IAIs) or Japanese agencies, ex-post performance information has not been employed in the budget process. Moreover, the actual outcomes were explained by an incremental funding system, technical problems in measurement of results (performance measurement) and bureaucratic motivation through adopting a principal agent model (Yamamoto, 2008, p. 24). However, these results enhance the incentive effects on financial management. In addition, "the feedback of past performance into the budgeting was basically recognized, although the performance or non-financial evaluation results (information) have no impact on the succeeding budgets" (Yamamoto, 2008, p. 35).

Moreover, the empirical findings show that in terms of financial performance, ex-post evaluation has been reflected in the succeeding budget process, while non-financial information has not been fed into the budget process. Of course, it might be partly caused by manipulation or biases on performance evaluation. It was found that budget formation could be largely explained by the previous year's budget and ex post performance information was not significantly associated with the succeeding budget. In performance assessment, politicians prefer an innovative policy that appeals to the public to be a professional and technical one which is more difficult to understand. They therefore are satisfied by introducing a management cycle model into the public sector as a new management tool. Politicians are more interested in the allocation of public money based on policy priority that mirrors political will, rather than the outcomes of the policy. Second, the functions of the IAs vary across organizations and therefore, it is difficult to compare their performance on common measures such as a cost-benefit ratio; even performance could be measured in quantitative terms. In resource allocation, they need a common measure.

Another study of Yamamoto (2006) explored the performance of semi-autonomous public bodies in the dimension of linkage between and performance in Japanese agencies. The study shows a causal relationship between operational autonomy and performance, but only partial causal linkages between other types of autonomy, like structural or legal autonomy and performances (Yamamoto, 2006, p. 35). Analysis shows to what extent IAs have a higher management autonomy. Every item for operational, resource and organization, except asset and depth, is especially low and decreases the flexibility in personnel management and procurement. The degree of behavior and attitudes of employees have been changed. Evidently the employees in IAs have become more cost conscious and customer oriented to earn more income. They are striving to improve the quality of services and management autonomy becomes higher as a whole. Also results show that the respondents generally consider the outcomes of agencification.

The autonomy in operational management has a significant impact on perceived performance, such as organizational effectiveness, efficiency and quality of services, except for strengthening accountability. The financial dependency has a positive impact on efficiency improvement.

2.8.6 The United Republic of Tanzania - Executive Agencies

The background to the public-sector reform in Tanzania is not very different from that in other countries in Africa. The economic crisis in the 1980s and poor performance of the public sector ignited far-reaching public-sector reforms. The reforms were aimed at halting the expansion of the public-sector size and to enhance its operational efficiency. The government of Tanzania officially launched the Civil Service Reform Programme (CSRP) in 1993 with the objective of creating a ‘smaller, affordable, well-compensated, efficient and effectively performing civil service. The reform focused not only on institutional restructuring of the civil service but also in introducing new ideas and techniques in the management of public services. As result of the reform efforts, the government instituted a number of reform measures, including the creation of executive agencies that are placed at arm’s length from their parent ministries. Executive agencies are an important element of the result-based management system. The executive agency program was officially adopted in Tanzania in 1997 and in August 2007 there were 24 executive agencies scattered in different ministries (Sulle, 2011, p. 501).

For the outcomes of the executive agency, under public sector reform in Tanzania, Sulle (2011) produced the study, “Result-Based Management in the Public Sector: A Decade of Experience for the Tanzanian” that examined the implementation of executive agencies as a type of reform in Tanzania. His findings indicate that the “result-based approach has only been partially implemented in the Tanzanian public sector and there is less emphasis on managing for results and management processes have continued to be predominantly based on inputs and processes” (Sulle, 2011, p. 499). In the results, the finding expressed that the level of strategic and operational managerial autonomy of executive agencies in Tanzania had less strategic managerial autonomy in human resources and in some aspects of financial management (Sulle, 2011, p. 502). Moreover, he also mentioned that “the government of Tanzania has continued to manage executive agencies mainly on the basis of the Weberian model (inputs and processes), than the expected result-based control.” (Sulle, 2011, p. 504).

In the study of the application of new public management doctrines in the developing world and an exploratory study of the autonomy and control of executive agencies in Tanzania, it attempted to understand the extent to which executive

agencies in Tanzania display characteristic features of an ideal-agency model as propagated by the NPM reform doctrines. The key features of the ideal-agency model have been described as structural disaggregation, autonomy and contractualisation. The results indicated that executive agencies in Tanzania represent hybrid characteristics in terms of autonomy and control and repeated in the conclusion that the universality of NPM's agency model is illusive (Sulle, 2010, p. 353).

Moreover, the reform outcome in Tanzania is not determined by the rationality of reform ideas but by a variety of local factors within the context in which reforms are being implemented (Sulle, 2010, p. 353). The study expressed that the reformers in Tanzania faced isomorphic pressure to introduce new management ideas to enhance the performance of their diseased performing public sector, but core aspects of the old traditional ways of public sector were never abandoned (Sulle, 2010, p. 345).

2.8.7 The Republic of Turkey - Independent Regulatory Agencies (IRAs)

There were important reasons for the creation of Independent Regulatory Agencies (IRAs) in Turkey. Since the 1980s the state in Turkey has been going through a restructuring process under its liberalization and privatization policies, privatization of public enterprises and the abolition of the state monopolies. IRAs emerged in the early 1980s in order to perform this growing new role of the state. The first IRA, the Capital Markets Board, was established in 1982. There are currently nine IRAs, regulating capital markets, banking, radio and television, competition, energy, tobacco, sugar and public procurement (Sezen, 2007, p. 320).

Other factors in the creation of IRAs in Turkey are external pressures, like the European Union (EU) and the pressure exerted by the EU institutions as a potential EU membership candidate and as a country drawing loans from the IMF and the World Bank. Turkey has felt these multiple pressures more strongly (Sezen, 2007, p. 321).

IRAs are established by law, as public corporate bodies, and have administrative and financial autonomy. IRAs have comprehensive powers for direct exercise in a particular sector and have the power to prepare secondary legislation, to issue licenses, to monitor and audit and to impose sanctions. Decisions made by IRAs are taken by the boards. The number of board members varies between seven and ten

in a five or six year term. In most of the IRAs, re-appointment of a member is possible. Appointment procedures are not uniform (by the Parliament, Council of Ministers) (Sezen, 2007, p. 322). Agencies do not depend on the government for their source of income. They obtain their income from the sector they regulate via contributions and licensing charges. The relationship between IRAs' and government are managed by state ministers who act on behalf of the prime minister or the ministries. (Sezen, 2007, p. 323).

The finding of autonomous IRAs, the creation of IRAs, is a part of the transition process which has insufficient preparation and without taking all potential impacts and outcomes into account. This transition has created serious problems while being put into the practice. In fact, *de jure* and *de facto* autonomy do not always converge. From the point of view of IRA board members, an agency's *de jure* autonomy has been satisfactorily laid down by law. But members believe that institutional autonomy has been restricted in practice. The intervention appears higher at the member level than at the board level and the main intervening agents are the representatives of the regulated sectors and the political authorities (Sezen, 2007, p. 330).

In summary, the experience in IRAs has three conclusions. First, there are constraints on the actual use of autonomy of IRAs and confirmed that *de jure* autonomy and *de facto* autonomy do not necessarily converge. Second, the linking of managerial autonomy with professionalism and efficiency is questionable on the basis of the realities reported. Third, board members are facing personal level interventions deriving mostly from representatives of regulated markets (Sezen, 2007, p. 331).

2.8.8 Other Countries

2.8.8.1 Estonia-Executive Agencies

In the member states of the EU, the agencification in Estonia, Tavits and Annus (2006) mentioned that Estonia has started a major exercise in using agencies to provide public services. The result was mixed while some of agencies have been successful but numerous have grew critical problems of accountability and efficiency. Use of agencies in the new democratic era for improved accountability is examined, and was found that while agencification was a global phenomenon, there is

little factual information about agencies and agencification outside OECD countries (Tavits & Annus, 2006, p. 3).

2.8.8.2 Northern Ireland-Executive Agencies

Some opinions about the management of executive agencies, the perception of chief executives in Northern Ireland in the area of rational management and performance targeting, indicated that CEOs “perceive an increased focus on quantification” after constituting agencies. Supporting, this view is “helpful in providing a basis for improving management systems in practice that are considered to be much more flexible than a rigid management model” (Hyndman & Eden, 2001, p. 549).

From the results, the experience and lessons learnt of the implementation of the new agency idea of NPM in international countries, the results found that the implication of this idea was used in reform policy for minimizing the size of government organizations, reducing manpower and achieving efficiency in providing public services. For the lesson of the facts it can be shown that almost all countries that created the new type of government which was separated from central government, had performance contracting. However, the autonomy in management of many countries showed it to be only partial in practice.

2.9 Related Research

2.9.1 The Study of 15 Public Agencies under the Specialized Act: Organizational Concepts and Development Guidelines (Tippawan

Lorsuwannarat, Sookyuen Tepthong, & Arnuphab Raksuwan, 2015).

This study displays the results of an initial study relating to the body of knowledge of 15 organizations under the Specialized Act, a new form of public organization which is separate from the ancient bureaucracy, under the model of agentification, a core element of New Public Management, with the aim of increasing autonomy in performing its tasks.

The results of the study include the intention, roles, administrative instruments, problems, and performance, in addition to the common and different characteristics of these organizations and provide suggestions for development. It

discovered that these organizations are different from the doctrines of agentification, especially in terms of the autonomy dimension. These organizations share the same concept of agentification, status, and accountability systems, however, they differ in the ministry they belong to, functions, forms of committees, and budgeting channels. The best practices of these organizations comprise of a network of governance, collaboration among agencies, strong executive models of committee for the policy continuation purpose, and financial self-reliance. The public issues are involved with the relationship between these organizations and their parent ministries, the unnecessary replication of functions, financial value, committee roles, policy implementation, the increase of the roles of purchaser and provider, and the inclination to be the new centers of bureaucratic power.

2.9.2 Autonomy and Performance of Agentification: Cases of Nine Independent Agencies in Thailand (Lorsuwannarat, 2014).

Because of the limitations of bureaucracy and the pressures of crisis and change, the government reforms in many countries adopted a discipline of new public management (NPM) by separating autonomous agencies (agentification) in the public sector. This paper has two main objectives: 1) to explore the governance and autonomy of nine independent agencies under the Ministry of Industry (MOI) in Thailand and 2) to present performance assessment of these nine independent agencies. The study applies the ideas of agentification of NPM to investigate the multi-dimensions of autonomy and to assess the performance of the nine agencies, including effectiveness, financial self-reliance, and the impact on industrial development. The findings found that the agentification process has made the organizational structure of the ministry more complicated. When the nine institutions were established, their missions were duplicated with those of some existing government agencies. Therefore, it does not make a government smaller and there is no transfer of public activities to agencies.

In this study, autonomy is categorized under five dimensions which are used to explore the nine institutions' characteristics. In contrast to the NPM concept, it was found that the nine institutions have low autonomy in the legal area, structure, policy dimensions and high autonomy in the administration dimension, and variations from

high to low autonomy in the financial dimension. Overall, the nine institutions have low autonomy in four dimensions, including legal, structure, financial and policy autonomy, and are high in managerial autonomy. The performance evaluation of the institutions is presented through the criteria of effectiveness, VFM, and impact on the industry. It is found that customers are satisfied with the services offered by the institutions. However, the experts seem to have a higher expectation of the services than the customers. The experts are satisfied with policy suggestions, training, testing, and data services from the institutions, but they are only moderately satisfied with research and development and the consulting services of the institutions.

In summary, agentification of the MOI does not help to reduce the size of its bureaucracy. On the contrary, it seems that agentification acts as a tool to expand the boundary of the ministry. The ministry recently established three more institutions, which have the same characteristics as the existing nine ones. As a result, the ministry has become more fragmented, and the strategic alignment of government policies and plans has become a challenge for the ministry.

2.10 Chapter Summary

To conclude, this chapter point out the rationale in the creation of public organizations in Thailand showing the facts regarding the concepts, objectives and characteristics and management of public organizations in Thailand and also presents the differences of the bureaucratic organization, state enterprise and public organization to more clearly understand the features of public organizations. Moreover, this chapter also presents the trend and the rapid growth of numbers and government spending for public organizations. Furthermore, the results of implementation of three years on performance agreements of twenty-nine public organizations will be the basis of information for the analysis the success and failure of a public organization. To answer the research questions about the performance of a public organization's objectives, its strengths and weakness, including the keys factors affecting the achievement of public organization and why some are successful.

Additionally, with the lessons learnt and experiences from the study of international countries which is very useful for this research and supporting

interrelation factors of achievement, success and failure in the implementation of an agency and reform policy in different countries and will be useful and could be apply to this study and to investigate the context of public organizations in Thailand.

The next chapter will present the relevant theories of public organizations, for instance the New Public Management (NPM), the diffusion ideas of agencies in many countries as well as results-based management (RBM), the theories of public service delivery, efficiency and effectiveness, implementation theory, principal-agent theory and leadership. Then, the conceptual framework of this study will be included as the results of a literature review.

CHAPTER 3

LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK

In the literature review of this research, the relevant theories about "New Public Management", results based management, good governance, policy implementation, public service delivery, efficiency and effectiveness, principal-agent theory and leadership theory will be presented to explore the roots of the public organization concepts. Most of the relevant theoretical backgrounds are reviewed below. From this review, a theoretical framework will be proposed.

3.1 Theoretical Review

3.1.1 New Public Management

The ideas of New Public Management (NPM) was implimented in public sector for management reform in many countries. "Public management reform consists of deliberate changes to the structures and processes of public sector organizations with the objective of getting them (in some sense) to run better." (Politt & Bouchaert, 2004, p. 8).

Hood (1991) discussed the content of the ideas of NPM, the most outstanding international trend in public administration for the past thirty years. NPM's rise was linked with the four megatrends: efforts to slow down government growth, the shift towards privatization and away from core government institutions, the development of automation in the production and delivery of public services and the development of the international agenda. Thus, he summarized the doctrines into seven core precepts:

- 1) Hands-on professional management in the public sector that is free to manage and has a clear assignment of responsibility for action,
- 2) Explicit standards and measures of performance, that requires a clear statement of goals so that efficiency, objectives, and key performance indicators are assured,

- 3) Great emphasis on results rather than processes by the need to stress results rather than procedures,
- 4) Disaggregation of units in the public sector or an arm's length basis in order to minimize the role of an organization and create more flexibility,
- 5) Greater competitiveness in public sectors by using contracts based on reducing expenses, increasing efficiency and better standards,
- 6) Stress private sector style of management practice by using proven tools and techniques in the private sector, and
- 7) Greater discipline and parsimony in resource use by cutting direct costs and raising labor discipline.

Pollitt, Bathgate, Caulfield, Smullen, and Talbot (2001, p. 274) described the concept of "agency" or "agencification" as a part of a larger trend from NPM ideals from many countries, which have all or most of the characteristics: they are at arm's length from the domain of the hierarchical backbone of ministries and have a degree of structural disaggregation. Agencies carry out public tasks (i.e. service provision, regulation, certification) at a national level. Their core staff are public servants and are financed by the state budget. They are subjective to at least some administrative law procedures

Therefore, agencies are one branch in the category of "public service providers" and the government can "do more with less" and it is trusted that agencies can help governments to work better (Pollitt et al., 2001, pp. 275-277) and also present the assumption of agencies in many countries. There is an impressive theoretical convergence towards the hypothesis that more autonomous, more specialized public bodies will improve service quality, efficiency or other aspects as the following hypotheses have suggested:

- 1) The specialization of function, more professional organizations, better managed which offer higher quality services. Government separates "steering" tasks from "rowing" tasks.
- 2) Separating out agencies with defined functions will also improve rank and file motivation.
- 3) The "distancing" of agencies from political intervention will further encourage a more professional approach to management "letting managers manage".

4) Separation leads to “flexible” tailor-made systems of recruitment, training and promotion. Thus, more appropriate staff will produce a high quality service.

5) Separation will permit “greater transparency”

6) “Greater transparency” and a contract form of relationship will put principals in better position to apply pressure for efficiency gains, “make the manager manage”.

7) Single purpose organizations will make stakeholders identify, participate and be consulted about the work of the organization, “closer to the consumer”.

In the study about NPM and the success factors of using NPM and the experiences of transferring agencification or executive agencies ideas in many countries, the famous empirical research “Agency fever?” was an analysis of the international fashion which investigated the apparent international convergence towards ‘agencification’ to identify the reason for it, the depth and the trends. The picture emerged of a complex and variety of actual practice in different countries (Politte et al., 2001, p. 271).

Moreover, he mentioned the reform in three northern european countries, the United Kingdom, Finland and the Netherlands, agency reforms are fairly divergent in origins, aims, and the degree of emphasis on managing for performance (Politte et al., 2001, p. 285). However, some agencies are still huge and quite bureaucratic and some provide services to identifiable customers, but others are engaged in regulatory or ordering task (Politte et al., 2001, p. 287).

The argument for adoption of the NPM-style reforms by the Organization for Economic Cooperation and Development's (OECD) member countries depends on three assumptions (Roberts, 1997, p. 475) as follows:

1) Assumption of feasibility; the assumption is made that the proposed reforms can actually be implemented without major modifications. NPM reform efforts will produce governments that are "radically different in appearance and behavior".

2) Assumption of effectiveness; it is assumed that reforms will, once implemented, produce dramatic improvements in the effectiveness of the public sector.

3) Assumption of universality; it is assumed that reform principles that work well in one country will generally work well in others.

The others perspectives and approaches of the characteristics of NPM as debated by scholars are in the following table.

Table 3.1 Summary of the Characteristics of New Public Management

Proposed by	Characteristics
Minogue (1998)	1) A separation of strategic policy from operational management. 2) A concern with results rather than process. 3) An orientation to the needs of customers rather than the needs of bureaucratic organizations. 4) A withdrawal from direct provision in favor of a steering or enabling role. 5) A transformed bureaucratic culture.
Toonen (2001)	1) A business-oriented approach to government. 2) A quality and performance oriented approach to public management. 3) An emphasis on improved public service delivery and functional responsiveness. 4) An institutional separation of public demand functions (councils, citizens' charters), public provision (public management boards) and public service production functions (back offices, outsourcing, agencification, privatization). 5) A linkage of public demand, provision, and supply units by transactional devices (performance management, internal contract management, corporatization, intergovernmental covenanting and contracting, contracting out) and quality management. 6) The retreat of bureaucratic government institutions to favor the intelligent use of markets and commercial market enterprises (deregulation, privatization, commercialization), or virtual markets (internal competition, benchmarking, competitive tendering).

Table 3.1 (Continued)

Proposed by	Characteristics
Schedler and Proeller (2002)	1) Organizational restructuring: delegation of responsibility, reduction of hierarchy and political and managerial roles. 2) Management instruments: output orientation, entrepreneurship and efficiency. 3) Budgetary reforms: closer to private sector financial instruments. 4) Participation: involvement of citizens. 5) Customer orientation and quality management: gain legitimacy in service delivery, and reengineering and 6) Marketization and privatization: reduction of the public sector, and efficiency gains through competition.
Newman (2002)	1) Strategic decision-making: organizational goals (survival and success of organization), partnerships developed where these can contribute to the realization of organizational goals, accountable for organizational performance policy and evaluated through performance indicators and league tables indicate performance of individual organizations. 2) Power and control: ‘hands off’ control through contracts and framework documents, high levels of devolution to managers, competition is used to drive up performance, privatization where performance does not meet required standards and universal incentives and levers of control. 3) Relation with the public: managers are free to make decisions within the legislative and policy frameworks set by politicians, organizations are designed to deliver efficiency through structures linking common functions or forms of professional expertise, strong organizational boundaries, relations with consumers and with the public governed through the institutions or representative democracy.

Source: Pliscoff, 2009, p. 13.

Institute for Good Governance Promotion in Thailand (2013) concluded the concept of NPM in three principles:

1) Principle of Efficiency: the implementation of government jobs has to use resources efficiently to produce a worthwhile investment and bring benefits to the public. Furthermore, the need to reduce the process of working time to facilitate people, reduce costs and also the need to cancel the obsolete and unnecessary jobs.

2) Principle of Effectiveness: the implementation of government jobs has to have a strategic vision to respond to the needs of all parties and stakeholders. Response to the mission and achieving the objectives of the organization with clear goals and the level of performance in response to the expectations of people, create systematic and standardized procedures or processes, a focus on risk management and performance excellence, including monitoring and improving performance for continuous improvement.

3) Principle of Responsiveness: The implementation of government jobs must be able to serve people with quality. Operations can be completed within the time stipulated, confidence building, trust and meeting the expectations or requirements of people, as clients and the diverse and varied stakeholders.

In sum, from the proposed ideas and characteristics of NPM by scholars as mentioned, public sector management was reformed and transformed in many countries. The summary of concepts and ideas of NPM which was used in agency reform in public organizations in Thailand are 1) the special task of the delivery service organization and disaggregation of units in the public sector to be at arm's length from the ministry, 2) management by professionals with contracts and having autonomy and flexibility in an organization's management, 3) focus on results, performance and a clear statement of goals, efficiency, objectives. Thus, if we consider the actual and the concepts of public organization in Thailand, it seems to fit with NPM doctrines.

3.1.2 Results Based Management

Generally, the important features of public-sector reform is the emphasis on performance results. Managing for results requires the government to focus on the performance outputs and outcomes of its organizations, instead of their administrative processes.

The Organization for Economic Co-operation and Development, Development Assistance Committee (OECD DAC) defines “Results-Based Management (RBM) as a management strategy focusing on performance and the achievement of output, outcomes and impacts” (Chantarawongpaisan, 2011, p. 11).

The Canadian International Development Agency (CIDA) determined the principle of Results Based Management (RBM) as based on five principles:

- 1) Partnership-For RBM to succeed, all major stakeholders should be involved in defining expected results and providing feedback on progress.
- 2) Accountability-All partners share in the responsibility for achieving the defined results.
- 3) Transparency-Results and the indicators that will be used to measure progress are clearly defined, as is the process for monitoring, reporting and making necessary changes.
- 4) Simplicity-The approach focuses on a limited number of results within a specific timeframe. Indicators to measure progress should also be easy to understand and simple to apply.
- 5) Learning by doing-Monitor progress regularly, measure results, learn from experience, and make changes as necessary to improve performance.

The RBM approach is focused on results (outputs and outcomes). A result is defined as a change in state or behavior that can be observed, described and measured in some way, and for which the cause can be identified. This anticipated change is articulated in a result statement. At every level, the result statements: 1) are simply worded, 2) contain only one idea, 3) are developed in a participatory, inclusive fashion with those who will be involved and/or affected, 4) include a directional verb (i.e. increased, improved, strengthened, reduced), 5) describe who, what, where, 6) can be measured and 7) are realistic, achievable and relevant.

This new approach has been embraced by many countries following the rise of the NPM doctrine, which suggests that improving the performance of public services demands a focus on results, while providing public managers greater authority over their fiscal and human resources management. In addition, this reform requires political leaders to set out performance objectives and results, determine the level of resources to be used and devolve implementation tasks to low-level administrative managers.

A result-based management approach is clearly related to the NPM reform movement that began initially in the west, Australia, the UK, the US and New Zealand. However, in recent years a number of developing countries have also adopted this approach as a “management tool” to restructure and improve the performance of their public-sector organizations.

Results-based management begins with a performance measurement system designed and implemented at the program level, containing mission statements, service delivery goals, quantifiable objectives, and performance measures (Rivenbark & Menter, 2006, p. 255).

In managing for results, Moynithan (2005, as cited in Sulle, 2011, p. 500) describes that it as 1) a combination of strategic planning (systems that set organizational goals, 2) performance measurement (systems that track and provide information on cost and accomplishments of government tasks) and 3) some form of strategic/performance management (systems that shape working relationships and structure direction in a way consistent with organizational goals).

Sulle (2011) summarized that a result-based management approach could be regarded as a management process that consists of interrelated subsystems as presented in figure 3.1.

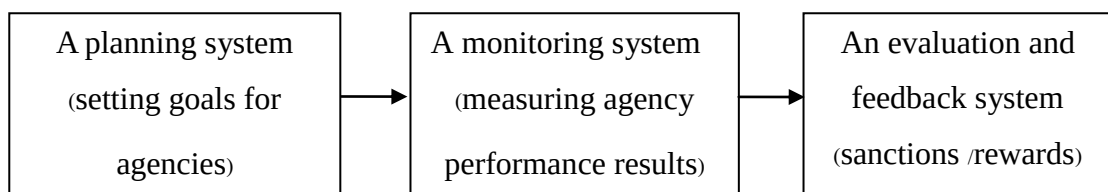


Figure 3.1 Processes of a Result-based Management Approach

Source: Adapt from Sulle, 2011, p. 500.

Moreover, central to the NPM reform prescription is the promise of greater efficiency in the public organizations as a result of providing managers with greater freedom to allocate resources, while holding them accountable for results. As a management tool, a results-based approach may be applicable to both sides to advocate both centralization and decentralization of public sector management. Public sector managers need the freedom to allocate resources to achieve their organizational

goals but in the context of the public sector this means that the agency is exempted from centrally determined rules and regulations regarding input management. Theoretically, agencies are free to make their own decisions on human resources and financial management issues (Sulle, 2011, p. 500).

Thailand has been pursuing the implementation of results based management techniques in the public sector for over a decade. Leading this task is the Office of the Public-Sector Development Commission (OPDC) which has been supporting various agencies and departments in undertaking a wide variety of results based management reforms, including key performance indicators, balanced scorecards, and individual performance bonuses, among others (World Bank, 2011, p. 3).

The Royal Thai Government is making a considerable effort to improve public sector performance, as reflected in the Royal Decree on Good Governance 2003, the Thai Public Sector Development Strategic Plan 2008-2012, and the new Civil Service Act of 2008. In this effort the Thai Government is following a Results Based Management (RBM) approach to public sector reform. The themes of the Thai Public Sector Development Strategic Plan (2008-2012) focus on developing a civil service that is flexible, adaptive and responsive to the needs of citizens. In particular, service quality improvement and developing high performing organizations are two of the plan's main themes (World Bank, 2011, p. 3).

Within this general framework, there are number of RBM initiatives underway throughout the public sector. These include, OPDC's work on annual performance agreements across various levels of government based on the balanced scorecard (BSC) approach and Public Management Quality Award (PMQA). It also includes the Bureau of the Budget's (BOB) implementation of Strategic Performance Based Budgeting (SPBB), including its Performance Assessment Rating Tool (PART). In addition, the implementation of the provisions of the new Civil Service Act, relating to the merit principle through performance management (including appraisal) of individual civil servants and the development of an HR scorecard for individual ministries and agencies (MDAs), increasingly reflects an adoption of the results based approach. Individual ministries, agencies and sub-national governments also have their specific internal RBM performance indicators and criteria in achieving sectorial targets (World Bank, 2011, p. 4).

In The Royal Decree on Criteria and Procedures for Good Governance, B.E.2546 (OPCD, 2013b) section 9 mentions result-based management in performing its duties of a government agency, a results-based management, shall:

- 1) Make a performance plan prior to carrying out any mission,
- 2) Specify in the performance plan details for each step,
- 3) Follow-up and review the performance plan under the criteria and procedures as specified by the government agency which shall comply with standard criteria and procedures on such matter as specified by OPDC (2013b),
- 4) In the case where carrying out the mission or performance plan impacts individuals, redress these effects or change the performance plan.

In summary, the results-based management (RBM) is a management strategy of NPM focusing on performance and the achievement of outputs, outcomes and impacts. The relevance of this tool to the creation of public organizations in Thailand is concerned with the public values and the performance contract in the delivery of public services for each organization.

3.1.3 Good Governance

Good governance is a significant and relevant theory for agency reform in Thailand and has already been applied in the implementation of public organizations. What is “Good Governance”? Kofi Annan in his role as secretary general of the UN said about good governance that “... it is perhaps the single most important factor in eradicating poverty and promoting development...” (Vries, 2013, p. 3).

Overlooking the period from 1995 until now, many aspects and dimensions were added to the concept of governance. At first the number of criteria were not that many. The UNDP proposed five good governance principles, namely, legitimacy and voice (including participation and consensus orientation, direction (including strategic vision,) performance (including responsiveness, effectiveness and efficiency), accountability (including transparency) and fairness (including equity and rule of law), (Graham, Amo, & Plumptre, 2003, as cited in Vries, 2013, p. 3).

The World Bank has given six dimensions to the concept; voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, rule of law and control of corruption (provided by the World Bank, 2011, as cited in Vries, 2013, p. 5).

The department of social and economic affairs of the UN addressed this problem in 2010 (UNDESA, 2010, as cited in Vries, 2013, p. 7). They recommended a six step procedures, consisting of restoring trust in governmental institutions, effective leadership, appropriate institution building, a capable and inclusive public service, engaging citizens, and citizen-centric service delivery.

In Thailand, good governance is mentioned in Section 6, Royal Decree on Criteria and Procedures for Good Governance, B.E. 2546 (OPDC, 2013b) as: Section 6 Good Governance is administration to meet the following targets: 1) responsiveness; 2) results-based management; 3) effectiveness and value for money; 4) reduction of unnecessary steps of work; 5) review of mission to meet changing situation; 6) providing convenient and favorable services; 7) regular evaluation.

In April 2012, the Thai cabinet approved the Principles of Good Governance as four principles and 10 sub-principles, as follows: -

- 1) New Public Management; efficiency, effectiveness and responsiveness
- 2) Democratic Value; accountability, transparency, rule of law and equity
- 3) Participatory State; decentralization, participation
- 4) Administrative Responsibility; morality/ethics

In the experience and critique about good governance, which was successful in Singapore, Quah (2013) examines four policies initiated by the PAP government: comprehensive reform of the Singapore Civil Service (anti-corruption measures; decentralization of the Public Service Commission; and payment of competitive salaries to attract and retain the best candidates to the government. The effectiveness of these policies is assessed by referring to Singapore's performance on eight governance indicators. Findings of these four policies are effective, as reflected in Singapore's high rankings and scores on eight indicators, such as the Global Competitiveness Report's competence of public officials, the World Bank's indicator on government effectiveness, the Political Economic Risk Consultancy's survey on bureaucratic effectiveness, the Transparency International's Corruption Perceptions Index survey on corruption; the World Bank's indicator on control of corruption; the World Bank's ease of doing business survey and the GCR's public trust of politicians survey.

However, the results of the success of Singapore's good governance are due to the PAP government's politics and it is difficult to transfer this experience elsewhere because of the limited political will and unfavorable policy contexts in many Asian countries. The criteria for success in promoting good governance is good leadership, the size of Singapore (Singapore's population of 2.7 million) and GDP per capita.

The implementation of public organizations in Thailand in the status of a government organization has been operated to the Royal Decree on Criteria and Procedures for Good Governance, B.E. 2546 and are the same as other bureaucratic government organizations. So, these criteria and procedures will be the contextual factors for the implementation and management of public organizations and could be the variables for success or failure in the implementation of a public organization.

3.1.4 Public Service Delivery

A public service is a service provided by the government to people living within its jurisdiction, both directly through the public sector and by financing private provision of the services. The term is associated with a social consensus which is expressed through democratic elections that certain services should be available to all. In modern, developed countries, the term public services often include electricity, education, environmental protection, fire service, healthcare, law enforcement, military, public transportation, public housing and social services.

Under the NPM's diffusion idea in the reform policy of many countries, the pattern of providing public services has changed. Table 3.2 depicts New Public Management transformations compared with conventional public service administration as follows:

Table3.2 Comparison of NPM Reforms and Conventional Public Service Administration

Elements	Traditional administration	NPM
Government Organization	Services delivered on a regular basis operating as a single totaled unit	Break-up of old structures into virtual -autonomous units
Controller of Public Organizations	Direct control by headquarters through the chain of command, constant supervision, and checks and balances.	Professional, private-like management with clear account of goals and performance measurement
Control of Output Measures	Focus on inputs and procedure	Focus on result and output over process.
Management Practices	standards established processes through the service	Use private sector management style
Discipline in Resources Use	Outstanding process and political powers	Increase of cost-effectiveness with inspection on resource demands

Source: De Araújo, 2001, p. 918.

In summary, the main purpose of a public organization is to provide public services delivery that traditional government organization may not be suitable to serve. Moreover, the public organization can be more flexible and has autonomy and flexibility in delivery and is more efficient.

3.1.5 Policy Implementation

Establishing public organizations was one of the significant criteria of the reform policy in Thailand. Thus, in the investigation of the accomplishment of their objectives, we should understand and apply the policy implementation as the tools to analyze success or failure of the creation and implementation of public organization. Did it work or not?

Pressman and Wildavsky (1974, p. 21) defined the term implementation as carrying out, accomplishment, fulfillment, production and completion. Similarly, Van Horn and Van Meter (1975, as cited in Talasophon, 2011, p. 86) classify policy implementation as covering actions by public and private sector that contribute to achievement of objectives as set by policymakers. Both stated that policy implementation is the conclusion of policymaking and implementation, including actions by government and the private sector.

McGrath II (2006, pp. 29-30), implementation theory has often been confined to three schools of thought; process theory, variance theory, and differential theory.

1) Process theory is concerned with how the policy-making process leads to positive or successful implementation. This theory sees implementation as a time ordered series of events. Successful implementation is then defined by the successful completion of the precursor events.

2) Variance theory examines the variants of both the process and the final outcome of the implementation process. Much of this school of thought was developed as a result of a synthesis of implementation studies conducted by Van Meter and Van Horn (1975), which promoted the concept of understanding variance within and between implementation efforts. Here, it is the points of difference, or variance, that become the links to describe the success of the implementation process.

3) Differential theory was first proposed by Mazmanian and Sabatier. Here, conditions for successful implementation are examined over causal considerations. The model attempts to come closer to the highly complex nature of implementation by considering the environmental context within which implementation takes place.

Van Horn and Van Meter (1975, p. 66) adjusted Easton's static policy delivery model into two different categories for increased dynamic. Factors in policymaking is examined, and repercussions or consequences identified for connections. For instance, inter-organizational communication and enforcement activities, economic, social, and political conditions, are repercussions or unexpected outcome of policy implementation.

As a result, Van Horn and Van Meter's policy implementation study (1975, as cited in Talasophon, 2011, p. 86) analyzes influencers of success and failure of policy

objectives. The study also affirmed that assumingly the implementation process is a series of mundane decisions and minor interaction overlooked by scholars. Their variables are 1) policy standards and objectives, 2) policy resources (funds or incentives), 3) communication and enforcement activities between organizations, 4) characteristics of implementing agencies (essentially staff size, degree of hierarchical control, organizational vitality), 5) economic, social, and political conditions (e.g. economic resources within the implementing jurisdiction, public opinion, interest-group support) and 6) the implementers' behaviors.

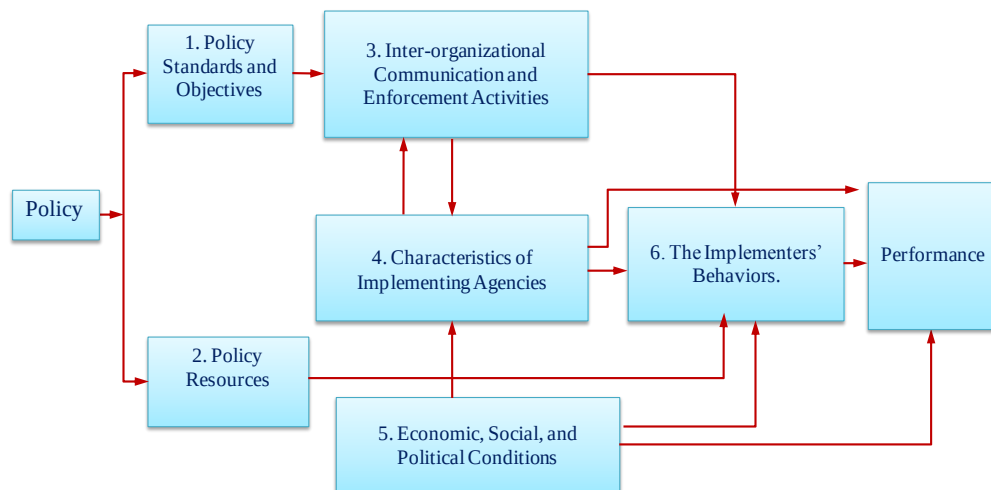


Figure 3.2 A Model of the Policy Implementation Process

Source: Van Horn & Van Meter, 1975.

Figure 3.2 depicts the relations of key success factor that translate into a policy statement for fruitful implementation. Standard and objectives must be straightforward and unambiguous to all players, because of the assumption that implementation process is a series of mundane decisions and interactions. For this reason the resources should be available at hand for implementation. Organizational theory is more prominent in their policy implementation model. All potential factors in performance are analyzed, and it was found that change and control of the organization can expedite or impede policy implementation, referring to communication, enforcement, attitudes, and characteristics of agencies. The results in the implementers' performances will reflect policy performance.

This model is a slightly top-down approach, but in reality definition of players is generally difficult and backward interaction from the base is the main concern. Problematic player definition is compounded by similar difficulty in evaluation and measuring of many variables critical to completion of a study.

In approaches to the study of implementation, Birkland (2001) summarized that “top-down” approaches understand policy implementation by looking at the goals and strategies adopted in the statute that focuses on gaps between the goals and actual implementation and outcomes of the policy. The assumption of this approach is that policies contain clearly defined goals and performance can be measured. Policies contain clearly defined policy tools for the accomplishment of the goals policy and is characterized by the existence of a single statute or other authoritative statement of policy. The “implementation chain” starts with a policy message at the top and sees implementation as occurring in a chain and policy designers with a good knowledge of capacity (resources) and commitment (values and goal).

On the other hand, the “bottom-up” perspective of implementation is best studied by starting at the lowest levels of the implementation system or “chain” and moving upward to see where implementation is more or less successful. As Lipsky (2010) proposed, “street level bureaucrats” as teachers, social workers and police officers who implement policies at the point of contact with the policy's target population. Richard Elmore presented a key proponent named “backward mapping” of the implementation process and relevant relationships are mapped backwards from the ultimate implementer to the topmost policy designers.

In the synthesis of the third generation of implementation research, Richard Elmore combined the idea of “backward mapping” with a “forward mapping element”, because top policy makers can make choices with the policy instruments or tools to structure implementation, while realizing that motivation and needs of lower level implementers must also be taken into account.

Formulation of public policy in general is a term of top-down approach. In an additional top-down policy implementation approach, Tasmanian and Sabatier (1983, as cited in Talasophon, 2011, p. 87) concluded that a sufficient understanding of policy implementation must also be based on the contribution from organization theorists and others, who have done policymaking processes within public

bureaucracies. Particularly, government agencies mainly concerned with goals mandated by law, maintenance and survival of the organization. Reliance on external institutions such as their legislative, executive, and judicial executives for essential legal and financial resources presents a major obstacle to autonomy maximization.

In sum, the creation of a public organization, under the reform policy in Thailand is clarified as a top-down approach. This reform policy has been implemented for more than a decade with the growth of new public organizations. Thus, the keys success factors of policy implementation will be used in this study to analyze the success and failure of implementation of public organization and whether they achieved their objectives in practice.

3.1.6 Efficiency and Effectiveness

The aims of an organization's assessment has been the key element for managers to challenge for better performance results and for researchers to discover the best ways to evaluate the organization. The basic method to assess the performance of an organization is to measure "the effectiveness" or "the efficiency" of the organization (Bartuševičienė & Šakalytė, 2013, p. 45).

In studying the differences of basic organizational assessment "Effectiveness and efficiency are exclusive performance measures, which entities can use to assess their performance. Efficiency is oriented towards successful input transforming into outputs, where effectiveness measures how outputs interact with the economic and social environment." (Bartuševičienė & Šakalytė, 2013, p. 45).

Public services is largely influenced by spatial distribution of facilities and resources that provide the services (Savas, 1978, as cited in Talasophon, 2011, p. 79). Equity, efficiency and effectiveness are the three performance measures always in discussion.

Increasing complication in social problems during the 1980s follows by the likewise more sensitive citizen demand. Kouzmin, Loffer, Kelmur, and Korac-Kakabadse (1999, as cited in Talasophon, 2011, p. 79) stated that equity, efficiency and effectiveness "Three Es" were the focus of the 1980s, and then quality and consumer satisfaction for the 1990s. The OECD performance measurement trend is

discussed in the study, composed of benchmarking using comparisons of similar activities, customer satisfaction, number of complaints, and decreased focus on the long-term impact of programs, particularly in evaluation of such programs.

This performance-based approach propelled the public sector into a new era of public management. Nevertheless, the performance-based culture is maybe not suitable for public agencies, as the specific characteristics of public organizations, goods, and services are different from the private counterpart. The typical 3Es are still in fashion for delivering a foundation for public performance measurement.

Relationships between inputs, outputs and outcomes are the heart of efficiency and effectiveness analysis. Farrell (1957, as cited in Talasophon, 2011, p. 80) investigated how to measure efficiency and highlighted the importance for economic policy makers. Knowing the potential output increase by simple efficiency improvement and not by consumption of additional resources, is one of critical importance.

However, the measurement of efficiency and effectiveness of public spending is still difficult in concept due to public spending having multiple objectives and its outputs are not sold on the open market, thus it is implied that price data and quantity of output are not available. In 1981, Dunn (1994, as cited in Talasophon, 2011, p. 80) classifies effectiveness and efficiency as criteria for policy recommendations and described them as: Effectiveness refers to whether a given alternative results in the achievement of a valued outcome (effect) of action, that is, an objective. Effectiveness, which is closely related to technical rationality, is often measured in terms of units of products or services or their monetary value. Efficiency refers to the amount of effort required to produce a given level of effectiveness. Efficiency, which is synonymous with economic rationality, is the relationship between effectiveness and effort, with the latter often measured in terms of monetary costs. Efficiency is often determined by calculating the cost per unit of a product or service. Policies that achieve the greatest effectiveness at the least cost are always said to be efficient.

Some criticize the separation of effectiveness and efficiency which is not a reality in practice but it is related. Mandl, Direx, and Ilzkovitz (2008, p. 3) present the relationships of input, output, and outcome in a framework of efficiency and effectiveness as revealed in figure 3.3.

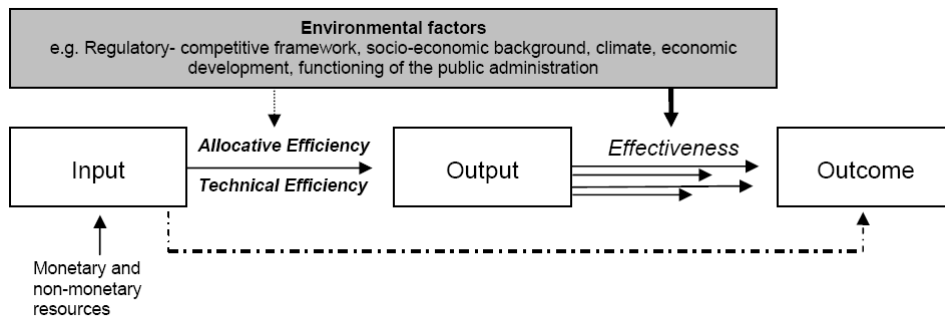


Figure 3.3 The Framework of Efficiency and Effectiveness

Source: Mandl, Direx, & Ilzkovitz, 2008, p. 3.

From the links, it depicts the relationship between effectiveness and efficiency. The monetary and non-monetary resources also deployed (input) produce an output. For example, public health spending (input) affects the patient attainment rates (output). The input-output ratio is the most basic measure of efficiency.

Effectiveness relates to the input or output of the outcomes, which are generally linked to welfare or growth objectives and under influence from many output ad external, environmental factors. Political choice also makes assessment of effectiveness more difficult than efficiency. A distinction can be made between technical and allocated efficiency as shown in figure 3.3. Technical efficiency estimates the pure relation between inputs and outputs, including production possibilities boundary. What considered Technical efficiency gains are a movement towards this production possibility boundary or, in other words, best practice. Allocated efficiency is for technical efficiency that is incomprehensible in economic sense, and reflects the link between the optimal combination of inputs, including account costs and benefits, and the output achieved.

Furthermore, Boyne, Farrell, Law, Powell, and Walker (2003, as cited in Talasophon, 2011, p. 82) also describe the distinction between allocated efficiency and technical efficiency as. Allocative efficiency is the match between such outputs and the preferences of the public (e.g. whether the houses built meet the needs of families who lack suitable accommodation, whether the teaching reflects the demands of parents and pupils, whether priority is given to operations for the most urgent medical complaints). Technical efficiency is the ratio of service, inputs (e.g.

spending) to outputs, which are the goods or services actually produced by an organization (e.g. new houses built, teaching provided in schools, operations performed in hospitals).

According to the definition and implementation and efficiency and effectiveness, a public organization can have their efficiency conditionally measured by public services, such as number of students, number of prototypes of knowledge, number of knowledge networks or number of transaction (as outputs), over the amount of the budget (monetary resources input). For instance, there is an annual increase of consumer numbers of public services, which assures the efficiency of a public organization.

3.1.7 Principal-Agent Theory

The responsibility of a government is to provide public services, The Principal Agent Theory is widely used as formal approach to address the problems of information asymmetry. This theory takes into account two elements: 1) a principal, an agent and their relationship, and 2) a problem of information asymmetry.

This theory tries to tackle the problem of potential mismatched interests between those of the principal and those of the agent. “The principal concern is how the principal can best motivate the agent to perform as the principal would prefer, taking into account the difficulties in monitoring the agent’s activities” (Sappington, 1991, as cited in Ploscoff, 2009, p. 27).

According to this theory, in order to obtain a certain outcome, both parties (the principal and the agent) have to agree to a contract or agreement. The principal can obtain a certain outcome; the agent a compensation for doing something that yields the principal’s desired outcome. Lane proposes that in an ideal contract ‘one party instructing another party to work to his/her benefit and receives compensation’ (Lane, 2000, as cited in Ploscoff, 2009, p. 27).

In order to reach a perfect agreement, the contract must hold at least four assumptions: 1) the same information is provided to both parties before the agreement, 2) the agent must be risk neutral, 3) there is no cost in enforcing the terms of the agreement and 4) the possibility of open observation of the agent’s activities. All these assumptions are often present in most of the contracts to ease the principal

agent's main problem. Particularly important are the asymmetries of information between the principal and the agent. The problems of adverse selection and moral hazard are usually problems that interrupt the ideal agreement (Ploscoff, 2009, p. 27).

This theory popularized the idea that in contract engagements between principals and agents, the principals do not have the same amount of information as agents and the interest of these two parties are not exactly the same; as a result, agents can manipulate information provided to the principals in order to pursue their own goals at the expense of the principals. The theory also involves two core concepts; adverse selection and moral hazard. The pre-contractual behavior is called "adverse selection," in which an agent hides information from the principal so that they can engage in the contract. In the event of post-contractual behavior, it is called "moral hazard," in which an agent having agreed on contract do not work up to the task that the principal hopes (Mahoney, 2005; Perrow, 1986; Steinemann et. al., 2005; Weimer & Vining, 2005, as cited in Siriprakob, 2010, p. 7).

For the question "Why a principal-agent?, the answer arises when one party ("the principal") contracts another party ("the agent") to perform some action or to take some decision. The agent has an advantage of information which he knows something the principal does not know or will know something the principal does not know, and also he can take covert actions. When the principal knows that the agent has this advantage it makes it a potential handicap (Laffont & Martimort, 2002, p. 2).

In sum, this theory involves the principle and the implementation of public organizations in the status of "provider" and public services as the "agent" with support budgets from government spending as well as regulation by a minister and a board of directors with the ministry as the "principal" in the management of public organizations. Therefore problems arise when the agent becomes the principal and is more power and flexible in management, including when the principal did not act and also has less information about the public organization.

3.1.8 Leadership

In the success and failure of private or public organizations, leadership will be the most important determinant. Historical studies of organizations have tended to examine key issues like leadership, structure and culture as if their meanings were

self-evident, (Lawler, 2008, p. 27). Leadership is important in public sector organizations, effective leadership provides higher-quality and more efficient goods and services; it provides a sense of cohesiveness, personal development, and higher levels of satisfaction among those conducting the work; and it provides an overarching sense of direction and vision, an alignment with the environment, a healthy mechanism for innovation and creativity, and a resource for invigorating the organizational culture (Wart, 2003, p. 214).

In the definition of leadership, Bass (1999) argued that leadership is a multifaceted issue and he asserted that there are business leaders, political leaders, and community leaders. Leadership is defined as a process of social change; a process of persuasion by which an individual or team induces a group to pursue objectives held by the leader or shared by the leader and his or her followers (Blythe & Gardner, 1990; Higgs, 2003). Moreover, leadership is a process whereby an individual influences a groups of individuals to achieve a common goal (Northouse, 2013, p. 5; Morrison, 2007) argued that contemporary organizations require individuals with refined leadership skills to inspire others to perform to their fullest potential.

The literature on leadership theory and research, especially public sector leadership, started before 1990 until now, the era of mainstream leadership theory started with the era of great man leadership, the traits approach of leadership, contingency leadership, transformational leadership, servant leadership and multifaceted leadership (Wart, 2003, p. 218).

3.1.8.1 The Traits Approach

According to Northouse (2004), the traits approach was one of the first systematic attempts to study leadership. In the early 20th century, certain characteristics were studied to determine what make people great leaders. These theories were referred to as the “great man” theory, because their “focus was on identifying the innate qualities possessed by great social, political, and military leaders such as Mahatma Gandhi, Abraham Lincoln, and Napoleon”.

Traits are multifaceted and many traits contributed to leadership. As depicted in figure 3.5, some of the important traits identified in many of the research studies that classified people as good leaders are intelligence, self-confidence, determination, integrity, and sociability (Bass, 1990; Burns, 1978, as cited in Flemming, 2009, pp. 23-26).

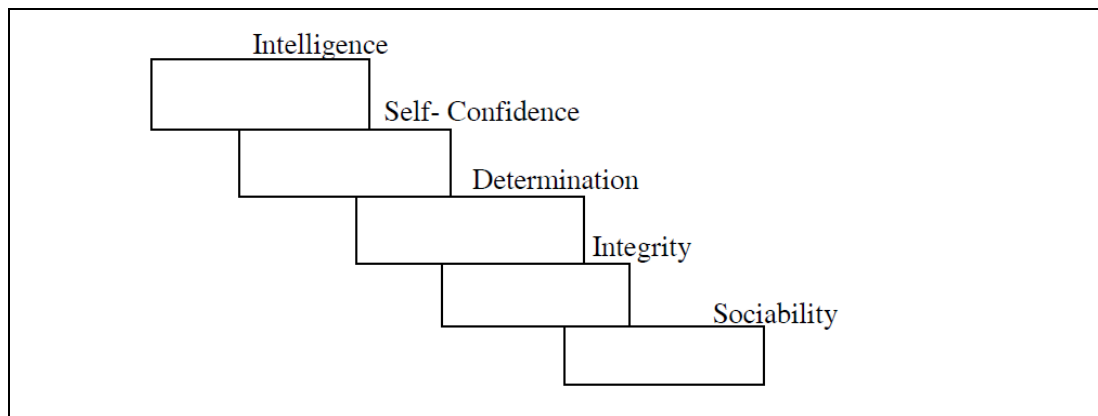


Figure 3.4 Major Leadership Traits

Source: Northouse, 2004, as cited in Flemming, 2009.

The trait approach suggested that a leaders must have the following traits:

1) Intelligence, the leader must possess the necessary intelligence or intellectual ability in order to effect organizational change. A person in a position of leadership requires strong verbal and perceptual abilities to effectively articulate the vision, goals and objectives of the organization.

2) Self-Confidence, the leader must have self-confidence which reflects the leader's ability to apply competencies and skills to his, or her, assigned tasks and it includes a sense of self-esteem and self-assurance, while conveying the belief that he, or she, provides the prerequisites for the position of leader.

3) Determination, leadership requires determination to get the job accomplished, and it requires the leader to have characteristics, such as initiative, persistent, and dominance in order to enable others to act. Individuals with determination show a willingness to challenge the status quo, they are proactive and they have the capacity to persevere in the face of obstacles.

4) Integrity, integrity encompasses honesty and trustworthiness and leaders with integrity inspire confidence in others because they can be trusted to do what they say they will do. Such persons are loyal, dependable and believable, and seek to promote the same principles in their followers.

5) Sociability, this principle requires leaders to seek out pleasant and social relationships. Such a leader is friendly, outgoing, courteous, tactful and diplomatic. They are sensitive to other's needs and are concerned about their overall personal development. Leaders that possess these traits have good social skills and create cooperative relationships with their followers.

Moreover, Nadler and Tushman (1990) identify three behaviors that are characteristic of leadership activities in complex organizational change.

1) Charismatic leadership, with envisioning, energizing and enabling skills, charismatic leaders can mobilize and sustain activity through personal actions and perceived personal traits.

2) Instrumental leadership, this includes making competent teams, clarifying required behavior, building in measurements, and administering rewards and punishments, that can influence individuals into believing in the importance of change, to achieve their personal and organizational goals.

3) 'Spreading the gospel of change' through leadership is one strategy that helps with coalition building through identification of potential allies within the organization and development of said allies' leadership ability to further disseminate the gospel of change. Successful leaders involve various stakeholders made up of their senior team, senior management and leadership throughout the organization styles and develop a communication strategy.

3.1.8.2 Effective Leadership

Effective leadership is essential to organizational effectiveness. Effective leaders create positive organizational cultures, strengthen motivation, clarify mission and organizational objectives, and steer organizations to be more productive and have high performing outcomes (Sirisetti, 2011, p. 45).

Stacey (1996, as cited in Sirisetti, 2011, p. 46) debates that effective organizations product of the leaders who can consistently stabilize the chaotic situation and adept at introduction of innovative and creative solutions. Finally, organizations in the 21st century are in need of more leaders than mere managers. The challenges facing these leaders include 1) leading organizations with dwindling resources and ever-increased demands for quality service, sustainable development and retention of skills for organizational continuity, 2) Cultivating a performance

management culture with a focus on results rather than process, 3) Upholding good governance despite a dynamic and potentially hostile environment, 4) Instituting effective staff retention strategies within a change fatigue syndrome; and 5) Keeping pace with advances in information technology and workforce renewal.

Effective leadership behavior, the essence of leadership in organizations, is influencing and facilitating individual and collective efforts to accomplish shared objectives. Leaders can improve the performance of a team, or organization, by influencing the processes that determine performance (Yukl, 2012, p. 66).

A hierarchical taxonomy describes the leadership behaviors used to influence the performance of a team, work unit or organization. The four meta-categories and their component behaviors are shown in table 3.3. Each meta-category has a different primary objective which involves determinants of performance. For task-oriented behavior, the primary objective is to accomplish work in an efficient and reliable way. For relations-oriented behavior, the primary objective is to increase the quality of human resources and relations, which is sometimes called "human capital." For change-oriented behavior, the primary objectives are to increase innovation, collective learning, and adaptation to the external environment. For external leadership behavior, the primary objectives are to acquire the necessary information and resources, and to promote and defend the interests of the team or organization.

Table 3.3 Hierarchical Taxonomy of Leadership Behaviors

Meta- Categories	Specific Component	Describe Behaviors
Task-oriented (to ensure people, equipment and resources are used efficiently to accomplish the mission of organization)	Planning	Making decisions about objectives and priorities, organizing work, assigning responsibilities, scheduling activities and allocating resources among different activities (Specifically activities and project planning).
	Clarifying	Use clarifying to ensure that people understand what to do, how to do, and the expected results. Clarifying includes explaining work responsibilities, assigning tasks, communicating objectives,

Table 3.3 (Continued)

Meta- Categories	Specific Component	Describe Behaviors
		priorities, and deadlines, setting performance standards and explaining any relevant rules, policies, and standard procedures.
	Monitoring operations	to assess whether people are carrying out their assigned tasks, the work is progressing as planned, and tasks are being performed adequately.
	Problem solving	to deal with disruptions of normal operations and member behavior that is illegal, destructive, unsafe including "crisis management" and disturbance handling.
Relations-oriented to enhance member skills, the leader-member relationship, identification with the work unit or organization, and commitment to the mission	Supporting	To show a positive regard, build cooperative relationships and help people cope with stressful situations.
	Developing	to increase the skills and confidence of work-unit members and to facilitate their career advancement.
	Recognizing	use praise and other forms of recognition to show appreciation to others for effective performance, significant achievements, and important contributions to the team or organization.
	Empowering	Can empower subordinates by giving them more autonomy and influence over decisions about work.
Change-oriented to increase innovation, collective learning, and adaptation to external changes	Advocating change	Explaining why change is urgently needed is a key leadership behavior in the theories of change management. Influencing people to accept the need for change involves increasing their awareness of problems.
	Envisioning change	to build commitment to new strategies and initiatives and to articulate a clear, appealing vision of what can be attained by a work unit or organization.
	Encouraging innovation	many leaders can encourage, nurture, and facilitate creative ideas and innovation in a team or

Table 3.3 (Continued)

Meta- Categories	Specific Component	Describe Behaviors
External can facilitate performance with behaviors that provide information about outside events, necessary resources and assistance, promote the reputation and interests of the work unit		organization, including "intellectual stimulation" and "encouraging innovative thinking."
	Facilitating collective learning	encourage and facilitate collective learning of new knowledge relevant to improving the performance of a group or organization.
	Networking	to build and maintain favorable relationships with peers, superiors, and outsiders who can provide information, resources, and political support.
	External monitoring	analyze information about relevant events and changes in the external environment and identifying threats and opportunities for the leader's group or organization.
	Representing	Represent a team or organization in transactions with superiors, peers, and outsiders (e.g., clients, suppliers, investors, and joint venture partners). Representing also includes lobbying for resources and assistance, promoting and defending the reputation of the team or organization, negotiating agreements, and coordinating related activities

Source: Yukl, 2012, pp. 68-75.

As mentioned above, effective leadership will lead to an effective organization and the relevance of both the traits and characteristics of a leader will affect the performance of an organization. Thus, in the management of public organizations to achieve their objectives, this study will employ leadership as a factor to measure the performance of public organizations.

3.2 Conceptual Framework of the Study

The literature review displays that the performance of the creation of a public organization as an agency model of NPM in Thailand can be caused by interrelated factors. As presented in figure 3.6, the main purpose of this study is to investigate the achievement of a public organization, related to ideas of NPM, which is the root of the creation of public organizations, the management autonomy and control, including leadership and the organization conditions of each agency.

The objectives of this research are to investigate the performance of public organizations and to explore the key factors affecting the performance of public organizations and also to provide recommendations, in terms of policy alternatives, for public organizations. Therefore, the design of the conceptual framework needs to take into account the factors of creation and management of public organizations.

Exploratory Study

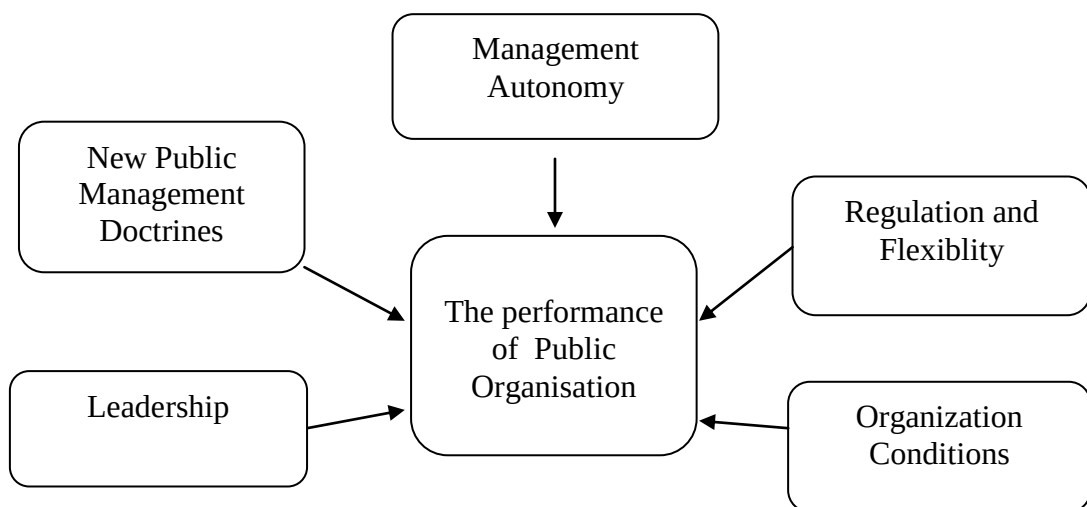


Figure 3.5 Conceptual Framework of the Study

In the conceptual framework of the study in figure 3.6, the variables are selected from the literature review and the study of international experiences, which are related to the performance of public organizations in Thailand and the detail of the variables are as follows:

3.2.1 The Performance of Public Organizations

The exploration of the performance of a public organization, dependent on the constructed variables in this study will be investigated in two dimensions. The most important one is the performance of public organization as mentioned in the Royal Degree of each agency. And the measurement of the efficiency in the management process to produce public service delivery of each public organization.

3.2.2 New Public Management Doctrines

To reaffirm the creation of public organizations under reform, policy ideas were transferred from NPM. The review depicts the main doctrines of NPM which will affect the performance of public organizations, especially in the three main doctrines. One is the structure of disaggregation from the central unit in response to providing public service delivery with greater autonomy and flexibility in management from the hierarchies of central government or a ministry. Next, the public organization should be managed by experienced CEOs as a “hands- on professional” who accounts for the success of the public organization and with hiring at a special rate of compensation. And the performance contract, the director of the public organization has to account for a results-based management and the performance of the organization. In practice the CEO has to sign a performance agreement with the board of directors appointed by the minister and cabinet. This is to reconfirm the ideas of NPM in the creation of a public organization.

3.2.3 Management Autonomy

The literature review has revealed that the crucial of factors affecting the performance in the creation and implementation of autonomy agencies is the management autonomy of the CEO. The terms of autonomy in management will focus on three dimensions. Firstly, the autonomy in strategic human resource management is related to the freedom of the CEO in setting salary levels, setting general operations for promotion and have autonomy in determining the size of the agency (number of staff) including setting the conditions for employment. These factors are interconnected to the performance of a public organization which identifies the use of human resources to be efficient.

Secondly, the autonomy in financial management, will be explored in terms of the process of budget preparation and execution, the autonomy in shifting budgets between expenses, such as personnel budget to other costs, including shifting the budget and funding between different years. Also, the autonomy in asset and debt management, taking out loans and ability to have participation in private law. Thirdly, management autonomy in operations, the component of this autonomy focuses on general management, procurement management, including determining organizational structure, organization management and the autonomy to contract out some activities and also determining the charges for their public services.

3.2.4 Regulation

The criteria directly related to the autonomy of a public organization is regulation of government and the parent ministry. This factor will show in the relationship between the minister and the board of directors who are responsible for setting performance goals and objectives, incentives for results and sanctions for low performance and also evaluation of performance as directed by the performance contract. The parent ministry is involved in the public organization by the strategic plan and budget preparation for the public organization. Moreover, an important actor is a central government organization, for example, the bureau of the budget, who is responsible for the budget allocation of a public organization. Also, OPDC who is responsible for the performance assessment of the public organization. The interrelation of regulation and control of a public organization also includes trust which will be affected by the implementation of this agency.

3.2.5 Organization Conditions

Other important variables will be the conditions of performance of a public organization that will focus on the resources of the organization (manpower and budget) and the character of public organization.

3.3 Chapter Summary

In the conclusion of this chapter, from the literature review and presenting the conceptual framework, the research is to investigate the objectives' performance of public organizations and to explore the key factors affecting the performance of public organizations. Also to provide recommendations in terms of policy alternatives for public organizations.

From the literature review, the agreement concerning the ideas of NPM could be the alternative tools and mechanisms for using and enhancing effective management in the public sector in many countries and also the rationale to creation public organizations. This NPM agency model could be the means for reform policy. The tools of the NPMs ideology are involved with result-based management, which stresses on results and performance, instead of input and process. Moreover, the factors in policy implementation are directly interrelated to the performance of public organizations. The performance can be measured by the ability of public organizations to fulfill their mandate as the effectiveness and efficiency of each organization.

CHAPTER 4

RESEARCH METHODOLOGY

For the study of public organization performance in Thailand, the qualitative approach will be employed. Using this approach, the study attempts to demonstrate the complexities and interrelated nature of organizational factors and socio-economic factors which influence the performance of a public organization. This chapter will explain the process and research design for the discussion of the empirical results that have been obtained from the case studies.

4.1 Research Paradigms

In the philosophy of social science research, Burrell and Morgan (1979) presented four paradigms for social science research; functionalist paradigm, interpretive paradigm, radical humanist paradigm and radical structuralist paradigm. In this study, the research design is interpretivism. Interpretivism is to understand the social world at the level of subjective experience. It seeks explanation within the realm of individual consciousness and tends to be part of the anti-positivist school of thought.

Hassard (1991) summarized that in the interpretive paradigm, the social world possesses a precarious ontological status. From this perspective, social reality, although possessing order and regulation, does not possess an external concrete form. Instead it is the product of intersubjective experience. In the interpretive analysis, the social world is best understood from the viewpoint of the participant in action. The interpretive researcher seeks to deconstruct the phenomenological processes through which shared realities are created, sustained and changed. Researchers in this paradigm consider attempts to develop a purely 'objective' social science.

From this perspective, ontology is study the question of what is "reality". Interpretivism believes that reality is socially constructed and subjective of people.

There are multiple realities with which to investigate the reality of the performance of public organizations in multiple realities and social construction.

Epistemology, it is the study of “knowledge” and deals with the process when we know that something is true. In this qualitative research, “knowledge” is subjective, because it is socially constructed and is mind-dependent. Truth is a human experience and truth is culturally, historically and contextually bound. In this study, we apply qualitative research to investigate the performance of public organizations from the perspectives of human experience as a case study.

The results of investigating the performance of public organizations in this research will be used with an interpretive paradigm. The performance is a subjective social world. Different people under different circumstances interpret the performance or social world based on the way they construct it. Representations of performance are constructed from evidences and ideas. The focus is to gain a rich and intensive understanding of the phenomena. The researcher attempts to pursue an in-depth understanding of the environment from these phenomena which have a multifaceted nature in social situations.

For the other paradigms and perspectives in qualitative research, Holliday (2002) summarized the paradigms and perspectives of qualitative research as follows:

- 1) Naturalist Qualitative: it is a more traditional paradigm in qualitative research, closer to positivism. In this paradigm, reality is still quite plain to see. Deeper social reality needs qualitative enquiry and probable truth is supported by an extensive, substantiated record of real settings. The researcher must not interfere with real settings.

- 2) Progressive Qualitative: This is portrayed by people as “constructing the social world” and the researcher as “themselves constructing the social world through their interpretation of it”. In this paradigm, reality and science are socially constructed. Researchers are part of research settings and an investigation must be a reflexive, self-critical, creative dialogue. The aim is to reveal hidden realities that initiate discussions.

For the strategy of enquiry in qualitative research, Holliday (2002) summarized that 1) A case study, a study of a specific, bounded system e.g. a person or an institution. 2) Ethnography, exploring the nature of a specific social phenomenon,

unstructuring data, a small number of cases, interpretation of meanings and functions and participant observation 3) Ethnomethodology, investigating people's practical everyday procedures. The aim is to create, sustain and manage a sense of objective reality involving rules, values and motives. 4) Phenomenology, focusing on the way the world is the experiential world everybody takes for granted. It is produced and experienced by members. 5) Grounded theory, a theory that is grounded in data systematically gathered and analyzed. It is a continuous interplay between analysis and data collection. And 6) Participatory action research, which emphasizes the political aspects of knowledge production, involving the individual practitioner in continually reflecting the action so that other members of the community can do the same.

4.2 Research Design

4.2.1 Unit of Analysis

The main purpose of this study is to investigate the performance of the creation of public organizations (PO) and to explore the key factors affecting public organizations' performance in Thailand. The unit of analysis in this study is the public organization which had a performance agreement assessment with OPCD in 2012, the number of public organizations is twenty-nine organizations.

4.2.2 Qualitative Approach

In this research, the qualitative approach will be employed to investigate the performance of public organizations. The qualitative method is "a particular tradition in social science that fundamentally involves watching people in their own territory and interacting with them in their own language, and their own terms" (Kirk & Miller, 1986, as cited in Kanokkan Anukansai, 2001, p. 57).

Holliday (2002) summarized the paradigm of qualitative research in activities as 1) look deep into the quality of social life, 2) locate the study within a particular setting which provides opportunities for exploring all possible social variables and set manageable boundaries and 3) an initial foray into the social setting leads to further, more informed exploration as themes and focuses emerge.

4.2.3 Research Procedure

The research question of this study is to ask about the performance in the creation of public organizations as stated in their objectives and investigate the keys factors affecting the performance of public organizations. Thus, the research procedure is designed as research phases moving from a documentary about public organizations in Thailand, the purpose is for the classification of public organizations. Then a case study is used to provide a comprehensive description and explanation of the performance of its objective.

In this design, the method of data collection focuses on document review, observations and also in-depth interviews that are based on a phenomenological orientation in order to reach an in-depth understanding of the performance of a public organization. Then the findings from the qualitative approach will be categorized, analyzed and interpreted from many sources of data.

4.3 Methodology for Case Studies

In this study, case studies are used to explore the performance of public organizations in Thailand. The concept of the case study research is a study of the singular, the particular, the unique (Simons, 2009, p. 3).

Yin (2014) summarized the two-fold definition of case study as;

1) The scope of study: A case study is an empirical inquiry that investigates a contemporary phenomenon (the case) in depth and within the real-world context, especially when the boundaries between phenomenon and context are not clearly evidenced.

2) The features of a case study: A case study inquiry copes with the technically distinctive situation in which there will be many more variables of interest than data points and where one result relies on multiples source of evidence, with data needing to converge in a triangulating fashion. Benefits from the prior development of theoretical propositions are to guide data collection and analysis.

In this research, we use case studies because a case study is an in-depth exploration from multi-perspectives of the complexity and uniqueness of a particular project, policy institution, programme or system in a “real life” context (Simons,

2009, p. 21). Thus, we believe that a case study, as the method, will explore an in-depth understanding of the achievement of the creation of public organizations in Thailand.

The main purpose of a case study is to generate an in-depth understanding of a specific topic, programme, policy, institution or system to generate knowledge or/and inform policy development, professional practice and civil or community action (Simons, 2009, p. 21).

4.3.1 The Quality of Research Design: The Case Study

The research is designed to represent a logical set of statements and judge the quality of research. In doing a case study, four tests and recommendation tactics are as follows:

Table 4.1 The Tests and Recommendation Tactics of Doing Case Study

Tests	Objective	Case Study Tactic	Phase of Research
1) Construct Validity	Identifying correct operation measures for the concepts being studied	1) use multiple sources of evidence	Data collection
		2) establish a chain of evidence	Data collection
		3) have key informants review draft case study report	Composition
2) Internal Validity	Seeking to establish a causal relationship	1) do pattern matching	Data analysis
		2) do explanation building	Data analysis
		3) address rival explanations	Data analysis
3) External Validity	Defining the domain to which a study's findings can be generalized	4) use logic model	Data analysis
		1) use theory in single-case studies	Research design
		2) use replication logic in multiple case studies	Research design

Table 4.1 (Continued)

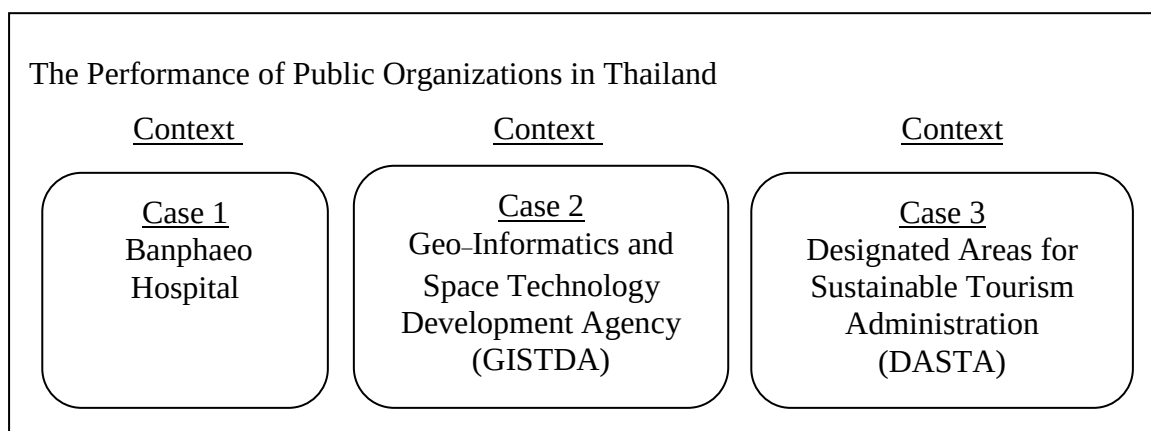
Tests	Objective	Case Study Tactic	Phase of Research
4) Reliability	Demonstrating the	1) use case study protocol	Data collection
Validity	operation of the study (data collection procedures- repeated in same results)	2) develop case study database	Data collection

Source: Yin, 2014, pp. 40-41.

4.3.2 Multiple Case Studies

This research will involve multiple case studies. The multiple-case design has advantages for the reason that the facts from multiple cases is often considered more compelling and the overall study is therefore regarded as being more robust (Yin, 2014, p. 57).

The objective of this study is to investigate the performance of public organizations in Thailand and to explore the key factors affecting the performance of public organizations. Then we will employ the multiple case studies for the discussion of the descriptive our research questions.

**Figure 4.1** Case Study Research Design

Source: Applied from Yin, 2014, p. 50.

4.3.3 Selection of Case Studies

In this research will undertake three cases of purposely selected public organizations to explain the performance of public organizations in Thailand. The criteria for the selection of cases are:

1) A focus on the case of a public organization in its performance agreement assessment evaluation by OPDC in 2012, amounting to twenty-nine public organizations for that year.

2) Select public organizations in two, from four, tiers, i.e. best practice and best practice in some dimension and select from all three categories of public organizations to represent the performance and the differential factors for implementation in each group.

3) The period of the establishment of the public organization. In order to investigate the performance of a public organization, including the factors affecting the success or failure of a public organization, we focus on public organizations which have been established and implemented for ten years or from 2003 or older.

Table 4.2 Selection the Cases of Public Organizations

Tier of Performance	Case Study	Category of POs.	Year	Ministry
1) Best Practice for three years	1) Banphaeo Hospital	General Public service (3)	2000	Public Health
2) Best Practice for three years in some dimension	2) Geo-Informatics and Space Technology Development Agency (Effectiveness, Quality of Service, Regulation)	Specific academic techniques Technical (2)	2000	Science and Technology
	3) Designated Areas for Sustainable Tourism Administration (Regulation)	Development and important policies (1)	2003	Prime Minister's Office

These three cases of public organizations were briefly summarized in the characteristics in table 4.3.

Table 4.3 Characteristic of Three Case Studies

Case Study	Objective	Budget 2009-2014
1) Banphaeo Hospital (13 years)	Provides general medical services, health promotion, disease control and medical rehabilitation according to medical standards.	40.0
2) Geo-Informatics and Space Technology Development Agency (13 years)	Developing geo-informatics and space technology as a non-boundary knowledge for the country development.	2,133.2
3) Designated Areas for Sustainable Tourism Administration (10 years)	Coordinating tourism administration among government agencies, state enterprises, local administrative organizations, or other state units with authority and duties or assigned to administer tourism, at national, regional or local levels	1,939.5

Source: Bureau of the Budget, 2013.

4.4 Data Collection Methods

In this research, we will employ qualitative research techniques for data collection, beginning with the documentary review and in-depth interviews and also observations. The details of each technique are:

4.4.1 Documentary Review

The document review in this research will begin from a document review of a public organization in Thailand and especially the review of the secondary data of three cases of public organizations. The review document will provide the necessary

background for a case study for field research. The review document will start from the Royal Degree of establishment, including their objectives, role of the organization, management and performance of the organization and also the report in the assembly of the Director of Public organizations.

The selection of document review technique is also used to explore and recheck the implication of NPM doctrine in the creation of a public organization. Moreover, the review is dependant on factors such as, organization conditions especially the resources of the organization.

4.4.2 In-depth Interviews

Simons (2009) summarized the purpose of an interview is to document the interviewee's perspectives in the case with active engagement, to learn and also promote interviewer and interviewee in identifying and analyzing issues. The process of an interview can be inherently flexible, change direction, deepen a response and has the potential for uncovering and being unobserved.

The interview is a conversation, an interactive style of interviewing, conversations with a purpose and guided conversations of how to interactive and could be conducted in one way or two ways (Simons, 2009, p. 44). The interview is a conversation with a purpose of gathering information (Berg, 1995, p. 29, as cited in Vichitrananda, 2007, p. 31).

For conducting an in-depth research interview it is important to establish rapport by a brief explanation of research focus and openness, active listening and hearing the meaning of what is being said. Moreover, the proactive interview is the way to engage participants to facilitate reflection on their practice with more focus on questioning in the case of busy, limited time or impatient interviewees.

In this study, the in-depth interview is the main method of data collection. It will seek insight into the public organization context that leads to the exploration of the successes, failures and performance of the creation of a public organization.

The selection of the in-depth interview techniques, such as a semi-structured interview depends on factors such as, management autonomy, regulation and flexibility and also the leadership of the public organization (a semi-structured interview is attached in Appendix 1) During the interview, it will employ the ability

of the interviewer to develop rapport with interviewee, which is important and crucial for a successful interview. Moreover, the ethics of the interview will be considered and will not harm the interviewee. In the interview period, an observation will be employed for more insight of the information or evidence.

4.4.3 Observation

Simons (2009) suggested that in doing case study research, observation will be present throughout the whole research process. The reason for observing is to gain comprehensive ‘pictures’ of the site or the cases, a sense of setting with a rich description and could discover norms and values of interviewees. Moreover, observation is another way to capture the experience and for cross-checking data.

The process of observing could be structured to unstructured, in a field setting or a complete observation to a non-participant observation. In the observation process, the significance factors to keep in mind is that we should choose what to observe, the audience, the purpose of the research and also the style of the report. Moreover, the manner of the interviewer during observation should be to open ourselves and previous knowledge, to seeing differently and also directly experience the phenomenon we are seeking to understand.

The observation framework of this study will be applied as the suggestions of Spradley (1980) who suggested the observation framework of descriptive observation should include, 1) The space. The layout of the physical setting or description of the space, (e.g. rooms, outdoor or indoors spaces, public or private) and/or make a map of it. 2) The actors. The names and relevant details of the people who are being observed and involved (e.g. names may be important in some situation) 3) Activities, the various activities of the actors (e.g. what are the actors doing and why) 4) Objects, the physical elements (e.g. furniture, papers or any objects) which they using or that influence their behavior, 5) Acts, the specific individual actions. 6) Events. The particular occasion e.g. meetings 7) Time, the sequence of events 8) Goals, that the actors are attempting to accomplish or the actors are trying to achieve by carrying out these specific acts. And 9) Feelings, emotions in particular contexts, the mood of the individuals and their feeling (Observation framework as attached in Appendix B).

4.5 Participants

The participants or key informants, for this study will be individuals who have direct experience and responsibility in the management and implementation of a public organization, such as the director of a public organization, the chairman or a member of a board of directors, a top manager or a senior officer and also the partners or clients of a public organization. The key informants will be interviewed in-depth in the data collection process and there will be a focus on the factors which affect the achievements of a public organization as follows:

Table 4.4 Participants of the Case Study

Participants	Focus
1) Director of a public organization (Chief executive officer: CEO)	1) Leadership (e.g. background, knowledge and experience, management style) 2) Management autonomy (e.g. strategic human resource management, financial management and operational management) 3) Regulations and flexibility with
2) Chairman or member of a board of directors	regulations (e.g. setting performance goals and objectives, incentives for results and sanctions, evaluation performance and performance contract)
3) Senior management of a public organization (deputy director, important department director)	1) Management autonomy 2) Resource of public organization 3) Leadership
4) Partnership or clients of a public organization	1) Benefits and advantages of a public organization 2) Services and management of a public organization

Key informants of this research from 3 case studies are summarized in able 4.5 as follows: -

Table 4.5 List of Key Informants of the Case Studies

Case Study/ Informants	Banphaeo Hospital	GISTDA	DASTA	Total
Director	Dr. Surapong Boonprasert	Dr. Anond Snidvongs Na Ayudhya	Col. Dr. Nalikatibhag Sangsnit	3
Board of Director	Mr. Threerachai Boonaree: Community representative committee	Asst. Prof. Dr. Sombat Yoomuang: Science and Geo-Informatics expert committee	Mr. Wallop Ploytamtim: Chaiman	3
Top Management	Chat Nakornchai, M.D: Deputy Director	1) Dr. Chaovalit Silpathong: Deputy Director 2) Dr. Damrongrit Niammuad - Director of Space Krenovation Park 3) Mrs. Thanomsri Rangasikanpum: Adviser	1) Dr. Chuvit Mitrchob: Director of Strategic Management Office 2) Maj. Gen.Jaruspim Dhiralaksh: Managing Director ,DASTA Area 1 3) Mr.Taweebhong Wichaidit : Managing Director, DASTA 3	7
Parnership/ Clients	Miss Niporn Wattananukulkij - Expert Nurse, Personnel benefit group, Sukhothaithammathirat University	1) Miss Kwanruthai Srisanengchai: Geoinformatics, residential area National Public House 2) Mr. Pakpoom. Peerachai - Geo-informatic, Metropolitan Water Authority Director	1) Mr. Pongsathon Chaitrong - Permanent Secretary, Banglamung Municipality 2) Mr. Klangvit Uthairuang - Director of Bang lamung Chonburi Local Road Maintenance	5
Regulator	Mr. Siriphong Athany-uta: Sub-Committee for promoting and developing Public Organization			1
Total				19

4.6 Data Analysis

The data analysis will be by analyzing and interpreting data in the qualitative research and will be included in the imperative “begin at the beginning” from the moment of selecting research questions and designing the study or indicating the frame of study. (Simons, 2009, p. 119).

Simons (2009) suggested the systematic approach to data analysis by Miles, Huberman, and Saldana (2014) that focuses on three interlinked processes. They are termed, data reduction, data display and conclusion drawing and verification, the following is the detail of each process.

Miles, Huberman, and Saldana (2014) argued that the activities of qualitative data analysis are data condensation, data display and conclusion drawing and verification as interactive activities in figure 4.2 as follows:

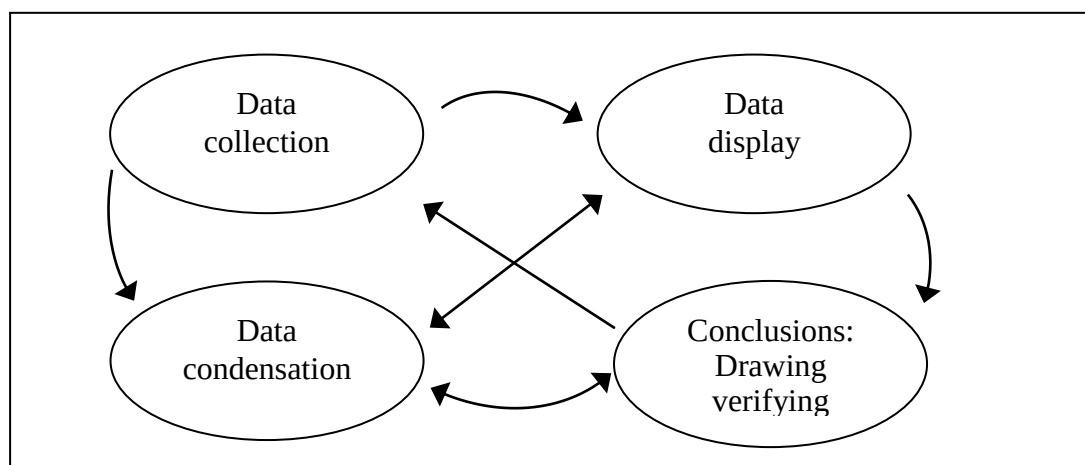


Figure 4.2 Component of Data Analysis: Interactive Model

Source: Miles, Huberman, & Saldana, 2014, p. 14.

4.6.1 Data Condensation

Data condensation is the process of selection, focusing, simplifying, abstracting and transforming the data that appears in the full corpus of written field notes, key data from interviews, observations and field notes. It will be guided by the choice of questions, methods and conceptual frameworks and once has been data

collected through coding, writing memos, summaries it is organized into categories, clusters and themes.

4.6.2 Data Display

Generally, a display is an organized, compressed assembly of information that allows conclusion drawing and action. A good display is a major avenue for robust qualitative analysis. The data display will be present in a matrix, chart or network which enables it to say what is happening in the data and what action might be needed for further analysis.

4.6.3 Drawing and Verification of Conclusions

Data conclusion and verification is the process through which emerging propositions and explanations are gradually confirmed and verified. Verification of data could be carried out by triangulation, looking for negative cases, following up on surprise cases and checking the findings of results.

4.6.4 Triangulation for the Validity of Data

The rationale for using multiples sources of evidence, the major strength of case study data collection, is the opportunity to use many different sources of evidence and triangulation will be used for the validity of the data (Yin, 2009, p. 114).

The principle for data collection, when we use multiple sources of evidence is to use triangulation. Patton (2000, as cited in Yin, 2009, p. 116) discusses four types of triangulation in doing evaluation, triangulation as: triangulation of data source (data triangulation), among difference evaluations (investigator triangulation), perspectives of the same data set (theory triangulation) and of methods (methodological triangulation)

In this case study research, we will use the data triangle because this research requires data from many sources, such as document review, in-depth interview and observations.

4.7 Ethics in Research

Ethics in this research will focus on the ethics in case study research. Simons (2009) summarized the nature of ethics as a situated practice and ethics is how we behave in relation to people with which we interact. In the research process the relationship with participants will respect human dignity and integrity. The fundamental principle of doing case study research is doing no harm when developing a relationship of trust over time with participants. Moreover, participants often speak openly and when reporting, participants will not feel 'at risk'.

For ethics in the field, the researcher has to establish and maintain trust with the people you are studying at the time. In the reflection on the principles of research there are processes such as obtaining consent, giving voice and participant control, decoupling of confidentiality and anonymity.

CHAPTER 5

DESCRIPTION OF THREE SELECTED CASES OF PUBLIC ORGANIZATIONS

There were three selected Public Organization cases studies in this study, they are Ban Phaeo Hospital (Public Organization) Geo-Informatics and Space Technology Development Agency (Public Organization) or GISTDA and Designated Areas for Sustainable Tourism Administration (Public Organization) or DASTA. This study investigated the characteristics of the case studies in various factors including basic information, purpose for establishment, organizational structure and human resources, strategies and tactics, direction and operating policy, public policy pattern, as well as major achievements and certified operation assessments as follows.

Table 5.1 Three Selected Cases of Public Organizations

Public Organization	Established (Year*)	Type of Public Organization
1) Ban Phaeo Hospital service (Public Organization)	Year 2000 (11 September 2000)	Group 3 General public service
2) Geo-Informatics and Space Technology Development Agency (Public Organization)	Year 2000 (2 November 2000)	Group 2 Specific Technical service and interdisciplinary
3) Designated Areas for Tourism Administration (Public Organization)	Year 2003 (2 June 2003)	Group 1 Develop and operate Sustainable specific Government's policy

Note: * Date as shown in The Royal Gazette.

The explanations of these case studies is derived from various sources of information from organization documents review, published reports of Public Organizations and relevant organizations, In-depth interviews with the boards of directors, directors and senior management of Public Organizations, networks and service users, as well as observations from the researcher's site visits which are described as follows.

5.1 Ban Phaeo Hospital (Public Organization)

5.1.1 Basic Information

Developing the steps for people's participation from sanatorium to public health center, then the community hospital and now a public hospital under government supervision. (Ban Phaeo Hospital (Public Organization, 2014)

The background and development roadmap of Bah Phaeo Hospital (Public Organization) has existed for 50 years from a first class sanatorium using a government budget and donated land of 9 rai. 180 square metres was developed in 2508 operating with only 10 in-patient beds, later it was promoted to be a district hospital in the form of a community hospital under the Public Health Ministry with a bureaucratic administrative system and expanded to be a 180-bed hospital, however after changes in economics, politics, government reform, it complied with the constitutional law of 1997 that focused on decentralization and people's participation. Ban Phaeo Hospital was a pioneer organization reformed to be a "Public Organization" by bringing the advantages of a bureaucratic system and the flexibility of private sector to be integrated and to form a Public Organization. Ban Phaeo Hospital can be counted as the first public hospital that changed to be a Public Organization, established by the Ban Phaeo Hospital (Public Organization) establishment decree, 2000 with the ultimate goal in public hospital reform to achieve people participation in supervision and satisfying the community demand, equality of service decentralization, increase of service quality without profit orientation and

effectiveness in allocating and use of resources in the local and national health system. It had the main objectives to provide a general medical service, promote health care, prevent disease, rehabilitate as per medical standards in pathology, prevention, promoting and supporting public health.

Developing a roadmap and the establishment of Ban Phaeo Hospital is told by a two-term general director of Ban Phaeo Hospital. He was one of the pioneers in developing the hospital's mission. The inspiration and challenges of this mission and to accept the position of general director was pushed from Dr.Vithit Atthavejakul (the 3rd General Director of Ban Phaeo Hospital in 1987).

One day I came to work at Ban Phaeo Hospital, still in the governmental system but preparing in year 1999...saw the previous general director, Professor Vithit, planned to go out of the governmental system, and it was interesting because the system had limitations; the private sector limitation is price and the public sector limitation is quality. When we have price limitation, it affects the quality for example, we may not do as many as X-rays as we want or we should, whenever we do something to the patients, we have expenses, so to have the same quality as the private one is pretty difficult...Government has many limitations, previously Ban Phaeo Hospital was very small, about 100 beds, with 10 or more doctors, we found many obstacles, we know that doctors and nurses in our country are well trained, but after graduation, they have to work under certain rules and regulations and going out of that system interests me. Previously it was not smooth because we had inadequate support from the government. I worked as a surgeon for 4-5 years and was promoted to be a deputy general director, when I was at the management level, then I realized that the Public Organization system has some opportunities for us to solve the problems especially manpower, policy, freedom in procurement under the rules...When I had an opportunity to be a general director, I think that we have a few opportunities to do a big thing, and a big thing takes time, training doctors needs a long time so I hope to use the strong points of public and private sectors; the public sector strong points are transparency, systematic and good governance and the private sector strong

points are customer focused, business flexibility and efficiency in manpower management. (General Director of Ban Phaeo Hospital, personal communication, June 29, 2015).

5.1.2 Established Objectives

As per the objectives in Article 6 in the establishment of Ban Phaeo Hospital (Public Organization) decree (2000), its objectives were defined as follows:

- 1) To provide general medical services, health promotion, disease prevention and rehabilitation under medical standards.
- 2) To perform preventive medicine, promote and support public health based on public policy.
- 3) To perform other activities complying with government policy and community requirements.

5.1.3 Organizational Structure and Human Resources

5.1.3.1 Organizational Structure

Ban Pheo Hospital, administered by “Ban Phaeo Hospital Board of Directors” consists of 11 directors; the chairman, selected from the experts, is Doctor Narongsak Angkasuvapala, M.D., three board members from a representative of the Public Health Ministry (Permanent Secretary), the Samutsakorn Governor and Samutsakorn Provincial Public Health Director, and three expert board members, selected from experts in public health, management, finance, accountancy, law or other relevant fields that are of benefit to the hospital business, of which at least one of these must not be a government officer or have a fixed salary. They are Mr. Pisanu Vichiensan (Special Public Attorney in negotiation and contracts), Miss Wanpen Harnyanon (Finance Director, Department of Medical Services) and Mr. Kittisak Lamlertkriengkrai (Entrepreneur).

Additionally, there are three community executive board members, selected from at least 2-year residents proposed by the Local Administrative Council and Local People’s Organization in Ban Phaeo District, they are Mrs. Prasertsri Mungkornsaksit (Agricultural Co-operative Manager), Mr. Chatchaval Telavanit (Managing Director-Chatchaval Orchids Co., Ltd.) and Mr. Thirachai Boonaree

(Director-Chalermprakiat Princess Srinagarindra Samutsakorn School under the patronage of HRH Princess Chakri Sinidhorn) and the General Director of Ban Phaeo Hospital. Acting as a director and secretary, currently, is Dr. Ponthen Pongtaveekorn, M.D. (since October 2015), formerly of the Eye and Cataract Excellence Center of Ban Phaeo Hospital who replaced Dr. Surapong Boonprasert after 2-terms (8-years) as the general director and whose term ended in July 2015.

From the composition of the board of directors, there is an outstanding and different composition from other Public Organizations: community participation is by having three community directors who are local residents to participate in making policy and supervise in hospital operations. The 2-terms community board member have shared their inspiration in joining the directorship as follows:

Being an executive board member was initiated from various factors: being Ban Phaeo local residents and seeing the hospital develop to be a Public Organization, a hospital where people are co-owners, participate in the promotion and development, we are Ban Phaeo residents and there are volunteer groups such as the Rotary club, local leader groups, agricultural co-operatives, saving co-operatives, and they invite me to be an executive board member in the first term, and in the second term I am a community executive board member (Community Board Member, personal communication, March 23, 2016)

5.1.3.2 Organization Chart

The organizational chart for Ban Phaeo Hospital has a hospital board of directors and a Director General as managers and has the following organization chart:

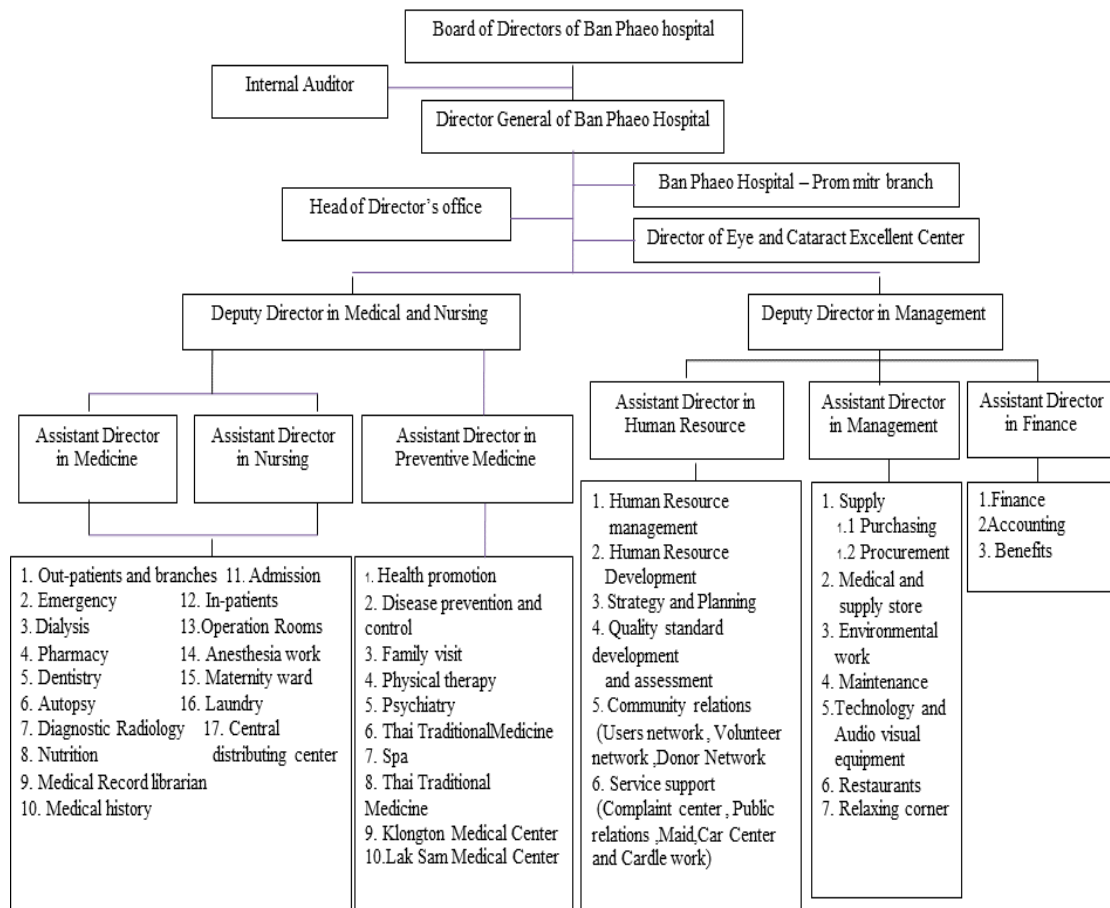


Figure 5.1 Organization Chart of Ban Phaeo Hospital (Public Organization).

Source: Ban Phaeo Hospital (Public Organization), 2015b.

From the organization chart, the Director General shares the management with three management executives: Head of Director's Office-Ban Phaeo Hospital, Ban Phaeo Hospital Prom mitr branch (now changed into Sathon Branch), Director of Eye and Cataract Excellence Center of Ban Phaeo Hospital and with two deputy directors with the following responsibilities.

Deputy Director in Medical and Nursing, there are three Assistant Directors. These are; Assistant Director in Medical and Nursing who is responsible for out-patients and branches (both headquarter and branches), emergency, dialysis unit and CAPD center, pharmacy, dentistry, autopsy, diagnostic radiology, nutrition, medical record librarian, medical history, admission, in-patients, operating rooms, anesthesia work, maternity ward, laundry, and central distribution center. Assistant

Director in Preventive Medicine who is responsible for health promotion, disease prevention and control, family visits, physical therapy, psychiatry, Thai traditional medicine, SPA, Lak Ha Medical Center, Klongton Medical Center and Lak Sam Medical Center.

Deputy Director in Management who is responsible for management and organization support, there are three Assistant Directors: Assistant Director in Human Resource who is responsible for human resource management, human resource development, strategy and planning, quality standards development and assessment, community relations which has a users network, volunteer network and donor network, service support that consists of a complaint center, public relations, maid service, car center, and cradle work. Assistant Director in Management is responsible for procurement, medical and supply store, environmental work, maintenance, information technology and audio-visual equipment, restaurants, and relaxation corner. And, Assistant Director in Finance who is responsible for finance, accounts, and benefits.

To achieve the major objectives of the hospital establishment, the hospital provides major services as follows: (Appendix 3)

- 1) Out-patients, which consists of a Department of Internal Medicine that has the majority of patients, there are experts in internal medicine, cardiology, nephropathy, respiratory diseases and, critical illness, systematic diseases, rheumatic disorder, cancer, hematology, and alimentary system. Department of General Surgery, there are experts in urological surgery. Department of Orthopedic surgery is responsible for out-patients and operations, at the present the hospital has the capability for service in both orthopedic and rheumatic disorders, including total knee replacement, surgical hip replacement or spinal fusion. Department of Obstetrics and Gynecology is responsible for all types of social security holders equally and they do not have to pay for antenatal care or special maternity service, and, the Department of Ophthalmology which is famous for expert ophthalmologists and modern equipment. There is also a survey and check for cataract patients with a mobile cataract surgery unit and has joined with the National Health Security Office (NHSO) in the active treatment of cataracts in Ban Phaeo community, Samutsakorn province, and set up a mobile cataract surgery unit with the Ban Phaeo hospital foundation,

other private sectors, journalism sectors and other foundations to treat cataract patients in remote areas, where there is a shortage of ophthalmologists without any charges according to community requirements, and from the observations, there were a lot of local people and others using this service. The figures are as follows:



Figure 5.2 Screen at Ophthalmology and Cataract Center, picture taken on 29 June 2015.

In addition, there is the Department of Dentistry with experts in oral and maxillofacial surgery, periodontology, pediatric dentistry, prosthodontics endodontology, general dentistry, maxillofacial prosthetics and oral medicine, in community services with a mobile dental unit, this is to improve accessibility to dental services. Department of Pediatrics has experts in adolescent medicine, allergy and immunology, and neo-natal/peri-natal medicine. Cancer and chemotherapy provides chemical treatment and palliative care. The Learning Development Center provides treatment to children with delayed development in physical, learning, language, intelligence and speech development. The Mobile Medical Examination provides a mobile medical survey and checkups for public and private organizations by mobile doctor and nurse teams with a mobile X-ray unit and this is considered as a strong point of the hospital. Otolaryngology or ENT clinic has specialists on duty, including in the audiography center which provides basic hearing capability, screening hearing ability of new born babies, auris media function, auditory brainstem responses, otoacoustic emission (OAE) and hearing aids.

Also, there is a Hemodialysis Unit provided three times daily for hemodialysis with 17 machines, since fiscal year 2548, and operated a pioneer project on managing and renal replacement therapy systems for critical renal failure patients from NHSO in studying the appropriate pattern in patients' care which starts from CAPD, HD, and support in kidney transplants that is the best solution and helps bring patients back to a normal life. And then there is Thai Traditional Medicine that provides oil massage, Thai traditional massage, therapy massage, compress and herbal massages well as Traditional Chinese Medicine Clinic providing treatment to all pains, such as neck pain, back pain, lumbar pain, joint pain, migraine, and body balance.

Ban Pheao Hospital has an outstanding performance from its Promote and Prevent Diseases Team which takes care of health promotion and disease prevention, both inside and outside the hospital. There are two Healthy Home Centers (HHC), each team consists of a nurse, a nurse's aid and a driver, to take care of patients periodically from hospital to home, take care of chronic patients and aging people. The home is used as a base to take care of patients, ask relatives to participate in taking care of patients with the hospital and an important activity is to survey and screen patients and groups at risk in the community, such as those with diabetes, high blood pressure, degeneration of kidneys in chronic kidney disease patients, preventive action and problem solving in areas of dengue, leader training in teenagers, health promotion in mothers and children, postpartum visits in the community. This makes the treatment continuous and effective because patients and relatives have confidence and trust in self-reliance and there is a decrease in the in-patient rate, decrease in-patient expenses and the household expenses of patients and relatives, it also promotes good relationships among family members and increases faith in the hospital.

2) In-Patients Services, there are 300 beds servicing both local and nine outlying areas to expand the benefit to the people and the government's fiscal year policy. There are three branches in Ban Phaeo District plus Lak Ha branch, Kaset Pattana branch, and Rama 2 branch (next to Rama 2 Road). Additionally, there is an Extended OPD for cases outside of the service area of Ban Phaeo Hospital with doctors on duty, and for emergency or critical cases; patients will be referred to Ban

Phaeo Hospital. Outside service area is a service complying to NHSO policy with the consent of Ministry of Public Health, there are three service areas: Prom mitr branch in Bangkok (which closed in November 2016 and reopened at Sathon), the Medical and Dental Center in Chalermprakiat Government Center, Chaeng Wattana, Bangkok, and CAPD at Charoenkrung and Theodtai, Bangkok.

3) Support Service Unit consists of the Department of Diagnostic Radiology with modern technology and equipment for more efficiency in service, providing the services of X-ray and modern computer X-ray with RIS (PACs), ultrasound service, mammogram service, breast cancer diagnosis and 4 units of mobile X-ray. The Department of Central Operation provides the services of a central laboratory, such as hematology and clinical microscopy, microscopy, microbiology, serology (immunology), biochemistry, blood bank, automated hardware service and the expansion of microbiology into culturing and detecting for other organizations and a Pharmacy with three dispensaries: an out-patients dispensary, an in-patients dispensary and an ophthalmology dispensary. Additionally there is a Physical Therapy Department for patients with musculoskeletal system symptoms, including joint degeneration, injury from sports and accidents, with modern medical techniques and therapy equipment.

According to the organizational structure and service of Ban Phaeo hospital, it is visible that currently the hospital has established additional branches and provided modern, comprehensive healthcare service for the locals, with distinction in disease prevention both in and out of hospital in cooperation with the community and the patient's family, for example.

5.1.3.3 Human Resources Structure

Ban Pheo Hospital's human resources structure in B.E. 2557 fiscal year was for 1,086 positions (as of 30 September B.E. 2557) that consisted of 94 doctors, 14 dentists, 24 pharmacists, 210 nurses, 110 health professional officers and 641 general staff (Ban Phaeo Hospital (Public Organization, 2014). In the B.E. 2558 fiscal year the number increased to 1,439 officers (as of 1 September B.E. 2558) consisting of 112 doctors, 19 dentists, 33 pharmacists, 256 nurses, 123 health professional officers and 896 general staff. They are 1,160 staff in Ban Phaeo Hospital-Samutsakorn, 25 staff in the Chaeng Wattana branch, 42 staff for CAPD, 158 staff for

the Prom mitr branch and 54 staff for Prom mitr Co. Ltd. (Ban Phaeo Hospital (Public Organization), 2016a).

5.1.3.4 Allocated Budget

Ban Phaeo hospital is a Public Organization that has revenue from its operations and can use it for management. The hospital was allocated a budget in the initial year of establishment and currently has a budget for the construction of a 10-story Emergency and Cardiology Building (budget of 326 million baht for B.E. 2557-2560 fiscal years, 228 million baht and non-budget for 98 million baht) as well as a 7-story parking building (budget of approximately 54 million baht; B.E. 2557-2558 fiscal year, approximately 38 million baht and non-budget for 16 million baht). It can be concluded that the hospital had a budget in B.E. 2557 fiscal year of 40 million-baht, B.E. 2558 fiscal year of 38 million baht and B.E. 2559 fiscal year of 46 million baht (fiscal year B.E. 2558-2559, Bureau of the Budget, 2015c, 2016c).

The major revenue from the operations of Ban Phaeo hospital is from medical service at approximately 1,000 million baht annually on average, revenue from National Health Security project, Social Security Office, sales of medicine and supply, and a subsidiary budget and donations which makes a total revenue of approximately 1,409 million baht in B.E. 2556 fiscal year and 1,385 million baht in expenses. Thus it had a net income of approximately 24 million baht. In the B.E. 2557 fiscal year, total revenue was 1,480 million baht (including allocated budget), total expenses were 1,457 million baht: approximately 618 million baht personnel expense, 839 million baht operation expense, making a net income of approximately 23 million baht. In the B.E. 2558 fiscal year, the total revenue was 1,596 million baht (including allocated budget), total expenses were 1,498million baht making a net income of approximately 98 million baht. For the B.E. 2559 fiscal year, revenue increased to approximately 1,664 million baht (including allocated budget), with 1,577 million baht for expenses and resulting in a net income of 87 million baht (Ban Phaeo Hospital (Public Organization), 2016b).

5.1.4 Strategy and Tactics

Ban Phaeo hospital has made its 4-year strategic plan (2015-2018) with the following key information (Ban Phaeo Hospital (Public Organization), 2016c).

Vision: to be a learning Public Organization focusing on excellence in effective and stable management with people's participation in building and taking care of their own health.

Mission:

- 1) To promote health and prevent disease for people in their area of responsibility.
- 2) To provide medical services with a health security program.
- 3) To rehabilitate both physical and mental conditions.
- 4) To be an exchange of learning for organizations and institutions.

Strategic Issue 1: To excel in the service of holistic health with the major the objectives of 1) local people in every age range to have decent health behavior in an appropriate environment and to be able to decrease threats from illness and protect patients' health (Ministry's service objective, drug addicted people are treated and rehabilitated effectively. 2) To drive secondary medical services to the community for better access and decrease waiting times. 3) There is a care system for the elderly providing a quality service. 4) The community and locals participate in co-management of a health service system and appropriate environment for age rehabilitation and 5) To increase their capability in medical services for critical diseases and problems covered in promoting, preventing and rehabilitating.

Strategic Issue 2: To build a safety culture for patients by providing standard quality medical care, safe and continual development according to HA standards, as well as risk management development according to patient safety measures.

Strategic Issue 3: To enhance the efficiency of management systems for stable growth by 1) a proper human resource structure that complies to the mission, organization growth direction and solves the shortage of personnel problems for expansion (service expansion to 10 storey building in 2018). 2) All levels of personnel are trained for higher competency and skills to cope with future changes and the ASEAN community. 3) To strengthen academic foundation and be a learning organization. 4) Personnel are have a good service behavior and attitude with organizational commitment. 5) Good operational performance with financial stability, set up a cost analysis center with modern information technology to enhance the efficiency of management and resource allocation, local environment and facilities are clean, adequate and safe according to the standards.

5.1.5 Policy Directions and Operation Framework of Ban Phaeo Hospital

To comply with established objectives, government policy and cabinet meetings focus on service development, standards in patient care and hospital management. Therefore patients have a standard medical service which meets the fiscal year requirements. The hospital board of directors has set up policy roles and directions in developing, supervising overall operation and management, as well as setting up regulations rules, memorandum or requirements of a Public Organization to operate according to its objectives. For the duration of 2012-2015, the hospital has set policy directions and an operation framework as follows (Ban Phaeo Hospital (Public Organization), 2015a).

5.1.5.1 Health Promotion and Disease Prevention for Local Population

The hospital has the objectives that local and adjacent people have decent health behavior and are capable of taking care of themselves to avoid risk factors for chronic diseases, disasters and health threats according to medical standards and on time. The hospital sets an important operational framework, such as the development of effective drug addict rehabilitation or, public health development according to HM King's Initiation and Royal Family Honorable projects, the development of an effective surveillance system in health and health prevention, Ban Phaeo hospital's health promotion for all age ranges and information management and participation in health care through networks. Strategic planning and health prevention with local administrative organizations, meeting with Kaset Pattana Tambol Municipality for operational planning in building health centers and elderly care, as well as giving health training in the community and in hospitals, including house visits and events by professionals. Ban Phaeo hospital performance prioritizes health promotion and disease prevention for local people, which is an active operation to decrease the numbers of patients, with the objective "Ban Phaeo residents have standard holistic health care" and prioritizes public health in the Ban Phaeo area, both at Ban Phaeo hospital and the 19 medical centers, including 2 branches: Kaset Pattana branch and Lak Ha branch, to decrease the crowding at this hospital.

Moreover, the hospital focuses on the activity of Prevention and Promotion Excellence through the quality development program in all age ranges such as a maternity program by opening a "pioneer" clinic at Tambol hospital to

increase ante-natal care and to reduce maternal mortality and continuous mother and child care and long term elderly care through assessment. Its approach to an aging society is operated under a committee from Ban Phaeo hospital, Tambol hospital, Care Manager, Care Giver, doctor teams in districts, tambols and village levels, there are projects operating in 2017, such as an aging health promotion and disease prevention program, aging health care program, and health promotion in aging people in an elderly persons club (Ban Phaeo Hospital (Public Organization), 2017).



Figure 5.3 Ban Phaeo Hospital-health Promotion and Disease Prevention Activity

5.1.5.2 Service Quality Development towards Excellence

To provide quality service to the people, to have a safe, standard, and accessible medical service for complicated diseases quickly, decrease referrals and is dedicated to quality service development to achieve the excellent, quality service. The hospital has set the operating procedures, such as standard development of the public health and medical supply system, standard development for standard quality assurance in hospitals (HA/HPH), promoting the capability of medical services in specialist medicines, such as the department of ophthalmology, orthopedic surgery, hemodialysis unit and cancer unit. It is to bring in modern technology to reduce service procedures for fast, uncrowded, low risk operations by using EMR SOFT in out-patients and in-patients care, developing communication systems by using modern technology to facilitate faster services, to develop standard basic building facilities, to enlarge the service area, now there is a construction of 10-storey Emergency and Cardiology building and 7-storey parking building.

5.1.5.3 Human Resource Management and Human Resource Development

In setting objectives in personnel competency development to perform the mission in the expansion of the service area, an effective future and the ASEAN Economic Council (AEC) requirements, adequate human resources are needed for tasks and a happy, safe and motivated staff. An important operation guideline is personnel preparation and to provide development opportunities to local youth by giving scholarships for local and adjacent students in shortage fields and complying to service expansion, as well as future plans of the hospital, especially in the nursing field. The Director General had shared information about the operation by using the academic network in co-production.

Looking at students from Ban Phaeo area, talking to school directors in Ban Phaeo, they asked how many students the hospital needed, and I answered 20 to 30. They said it was difficult because there were only 1-2 students from Ban Phaeo area. Only 3-4 Ban Phaeo students got a scholarship. We have considered a private university, but it was expensive, so we changed our plan when we met Payao University. I talked to Mr. Tawach, Chairman of the Board of Ban Phaeo Hospital as he was on the board of directors at Payao University, it has a nursing faculty, so I told the school directors to please recruit science students with GPA at least 3.0 with the required height, no short students because they have to help in the operation room. If students have a GPA of 3.0, there will be no examination and they will get a 90,000-baht scholarship for 20 students or sometimes 10 students with the additional qualification of being Ban Phaeo residents or Sam pran or Katum ban, with the focus on the Ban Phaeo area. In order to answer the old question, if they are local, it will be long term. For the first year (B.E. 2558), 20 have graduated, 16-17 of them are from Ban Phaeo, the rest are from Sampran, Katum Ban to see the possibility of our assumption. Currently, we have given 80 scholarships divided into 2 groups: admission students and public university scholarships, about 30,000-40,000 baht annually. Half of them, we accepted, and GPA 3.0 students are sent to Payao University to fill from bottom up, we then have to fill in the middle and the top must be sent on a

specific nursing course. In 5 years, the shortage rate should be low, currently it is 100 personnel. (General Director, personal communication, June 29, 2015).

Moreover, the hospital focused on staff competency expansion to perform in specific and career fields by support in a scholarship in a specific field, expert field, specific nursing course and other courses complying to the changing environment and our modern mission. To build a doctor is a long-term mission because 6-year graduated doctors have to be on further training for one to two years and continue their 3-year study and come back for work, paying back the scholarship and continue their specific field study for 6-8 years. We are selecting doctors based on their working attitude: teamwork, participation, obedience and where there is any conflict, it will be solved by discussion, like a family discussion. Moreover, we focus on developing personnel competency in excellent service, research, innovation creation and exchange the findings as well as modern knowledge management, service behavior development among personnel and working processes, enhancing organizational culture and cultural activities, promoting a guideline for decency in living in a happy society, including development of a modern human resource system, coping with a changing environment to increase work motivation and health promotion activities and standard risk assessment.

5.1.5.4 Organization Supervision and Development

Ban Phaeo Hospital focuses on improving database performance, developing the knowledge of executives, improving the financial management system and that the finances and inventory can be verified. A focus on budget disbursement according to the action plan. To set up and manage costs per unit of service and use resources efficiently, cost effectively, review resources, and improve data system efficiency and an inventory using information technology.

5.1.6 Major Performance

Major performance from the operation of Ban Phae Hospital (Public Organization) were presented in a summary based on its objectives.

5.1.6.1 Patients Service Statistics

Patient services of Ban Phae Hospital is the mission of the establishment. The service is summarized in the following areas.

Table 5.2 Services Statistics of Ban Phaeo During Fiscal Year B.E. 2550-2558

Items	B.E. 2550	B.E. 2551	B.E. 2552	B.E. 2553	B.E. 2554	B.E. 2555	B.E. 2556	B.E. 2557	B.E. 2558
1) Out-patient Service Statistics (times)									
Out-patient	444,668	496,444	518,014	556,587	656,047	691,877	690,743	691,417	742,260
Monthly average	37,056	41,370	43,168	46,382	54,671	57,656	57,573	57,618	61,855
Daily average	1,218	1,360	1,419	1,525	1,797	1,896	1,892	1,894	2,033
2) In-patient Statistics (persons)									
Numbers of patients	15,365	15,010	16,636	18,782	17,579	19,025	18,833	20,097	19,802
Numbers of beds	180	180	180	250	300	300	300	300	300
In-bed rate (%)	85.02	83.77	78.85	74.84	77.58	82.37	77.03	79.26	77.62
Average days in hospital (days)	3.64	3.67	4.75	4.81	5.11	4.86	4.58	4.49	4.46
3) Confidence and Satisfaction of Patients (%)									
Out-patient	85.00	83.00	79.48	77.20	76.60	84.40	85.40	84.40	86.40
In-patient	87.00	87.00	84.50	84.60	81.40	84.80	86.80	86.00	88.00
Total	86.00	85.00	81.99	80.90	79.00	84.60	86.10	85.00	87.40

Table 5.2 (Continued)

Items	B.E. 2550	B.E. 2551	B.E. 2552	B.E. 2553	B.E. 2554	B.E. 2555	B.E. 2556	B.E. 2557	B.E. 2558
4) Service Efficiency calculated from complaints (to Medical Council) and legal cases during the year. There was 1 complaint with the problem solved in year B.E. 2544 and B.E. 2546.									
Year B.E. 2547-2558	0	0	0	0	0	0	0	0	0
5) Service Accessibility (%) calculated from residents' ratio in service area									
Within service area	72.01	76.40	80.19	81.98	61.96	58.58	58.53	53.88	52.38
Outside service area	27.99	23.60	19.82	18.01	38.05	41.42	41.47	46.12	47.62

Based on the summary of hospital services, the mission of the hospital as per its establishing objectives is to provide general medical service. During the B.E. 2550-2558 fiscal year, out-patient service statistics increased from 444,668 visits per year in B.E. 2550 to 742,260 per year in B.E. 2558, with an average of out-patients receiving services increasing from 1,218 times per day to 2,033 times per day. For in-patient services, there was an increase in the number of beds from 180 beds in B.E. 2550 to 250 beds in B.E. 2553 and 300 beds from B.E. 2554 onwards.

The findings for the satisfaction of the service recipients were that the service recipients were confident and satisfied with the service, averaging 84.60% in B.E. 2555, the average number of out-patient and in-patient patients was 84.60, increasing to 87% in B.E. 2558. The service efficiency was based on the complaints rate (to the Medical Council) and a lawsuit was filed and solved in B.E. 2544 and B.E. 2546 (1 case per year) and there was no lawsuits during the period B.E. 2547 to B.E. 2558. The service of Ban Phae Hospital is supervised from the people sector as mentioned by member of the board directors.

Being a representative of the people means to receive both positive and negative feedback, especially the negative information and it was presented to the Director General, Deputy Director and relevant directors to solve in many channels, such as by telephone, complaint petition, personal complaint including using internal audit because they have visited every ward and 50 sub-units. (Member of the Board Directors, personal communication, March 23, 2016).

Ban Phaeo hospital has expanded its service to cover more areas. Public service offerings from the past focusing on in area service from 72% in B.E. 2550 decreasing to 52% in B.E. 2558, while outside services areas has increased from 28% to 47% in order to provide full service to the people and to earn income from the hospital due to the unallocated budget.

5.1.6.2 Performance in Organizational Management and Development

Operations during the past period of Ban Phaeo Hospital in the management domain has been developed with an emphasis on planning and modification of appropriate corporate strategy in changing circumstances. In 2015, a four-year strategic plan (2515-2018) was developed to meet the current government policy. All public hospitals are upgraded to improve the quality of public health and public health services. The foundation of the health insurance system covers the entire population in all sectors to strengthen the surveillance system to solve traffic accidents, preventing and solving problems in adolescences, as well as responding to the policy of the Ministry of Public Health in all aspects as follows.

1) Internal management of the hospital. The restructuring is horizontal to distribute more power within the organization, to reduce duplication and increase agility and flexibility in management. Regulations have been changed to be consistent with the situation, increase coordination between departments to enable operators to understand operational concepts, provide incentives for performance and set clear indicators, increasing flexibility in human resource management by improving the payroll system and staff compensation to ensure consistency and increase competitiveness. Some professions have created a new organizational culture in order to enhance the international competitiveness and develop the service system for the staff. The supervisor must make an example, focusing on service recipients and honesty, respect for the good and the efficiency of the people. The team develops and enhances the learning of personnel, such as sending them to study, increase training, inviting speakers for specialist lectures in the hospital, team development in the form of a workshop or seminar for quality development inside and outside the hospital.

2) Service development sector in the hospital. The International Service Quality Development (EMS) has been developed to improve service quality, including the 5S ESB (Excellence Service Behavior), Hospital Accreditation (HA). The public or service center is used to provide services to people with standardized services, in a safe and satisfied service system. The quality improvement process of the hospital has progressed accordingly and has been assessed by the standard hospital criteria for the Jubilee Year. The emphasis is on the development of patient care

quality and the accreditation from the Institute for Hospital Quality Assurance and Development.

3) Outstanding Innovation and Modernity in Management.

Focus on public participation. The important and prominent feature of Ban Phae Hospital is to focus on public participation based on the problems, the suffering or the needs of the people. Participation in school community activities encourages the community to participate in health promotion activities, encourages people to participate in their own health care. Participation in donations demonstrates the ownership of community hospitals, for example people in Ban Phae district and neighboring areas donated to purchase 6 rai of land worth over 10 million baht. The hospital also proactively engages in civic engagement, such as donations to support the construction of the center and donations to support the building of Ban Phaeo Hospital medical center facility and purchasing necessary medical equipment and donations to build “Ban Phaeo Ophthalmology Hospital”, the first ophthalmology hospital in Thailand that people created together. These included promotion through activities such as "Share for Child: Contribution for the Breath for many lives." to donate money to expand the intensive care unit, purchase a ventilator and baby incubator through the foundation of the hospital, including budget support from outside agencies such as the Government Lottery Office which provided 5million baht to the ophthalmic and ophthalmology center to purchase a three-dimensional retina and ophthalmic analyzer for quick and accurate diagnosis of eye disease.

How to build a network and build relationships with the community. The hospital has joined in benefiting the community through various groups to make the community stronger. In the meantime, we have a lot of people in the community, such as the Rotary Club and the establishment of new groups, such as the elderly people, to encourage the integration of health care and the no sickness commitment to the youth groups and the ‘TO BE NUMBER ONE’ project for young people to express their abilities. In addition, the school has coordinated with the management of various schools to support youth in integration, doing self-service and community activities and most importantly, it has links, and works with, networks to promote health and disease prevention. There is an increase in proactive services in conjunction with the health centers in 19 Ban Phae districts and local government

agencies, private sector non-profit organizations, such as the Rotary Club House and the local links section, Municipality and Sub-district Administration Organization. Also by groups, such as the village headman club, public health volunteer club, senior teacher club, women's club, agricultural cooperative and saving cooperative, to work together to promote health care and disease prevention by community participation, such as environmental conservation, exercises.

Innovation development by using IT in many sectors. For example the service using Electronic Medical (EMR Soft). This is a simple technology that does not require a high investment to improve the quality of services, such as computer programs connected to the fax to send orders for the treatment of patients from the wards to the pharmacy department or to see the physician's order to provide the correct medication, reduce errors in data copying and systematic monitoring between patient rooms and patients and optimizing the service. By linking the hospital's service system (HIS) to the laboratory system (LIS) and X-ray system (RIS), the procedure can reduce time and increase the efficiency of the treatment and link to patients records, for more accurate and more secure internal management. A LAN has been developed to link hospital management and services, finance and accounting (including the procurement system) and will be upgraded to a web application system and intranet to enhance the efficiency of communication within the hospital and the collection and processing of hospital information. This will lower the risk, reduce losses and unnecessary costs, such as the management of medical supplies by using electronic data between hospital departments or between hospitals. The top management approach to management information systems that support the mission is as follows:

We do not have any files, we threw them away about 10 years ago and use electronics. It saves people and space to keep them in the outpatient building, which is the hospital's golden location. By putting them onto a server and a counter will be available for service. The patient presents their identification card; we locate their record and then send the name to the front. The screening process is 30 seconds, compared to 1 hour for another hospital or traditional hospital, saving people and space and is convenience for the patient, which cannot be assessed in purely in monetary form. (The Top Management, personal communication, June 29, 2015)

In addition, there is the use of electronic devices in the optimization of the treatment to reduce errors and provide services as quickly as possible.

At the doctor's checkout, there are usually handwriting problems. So, with electronics, we do not have this problem. Doctors can work faster without writing, they can prescribe by setting the formula in the computer and print it out for signature as evidence. It will be directed to the pharmacy to print the sticker and pharmacy can begin to administer the drug as the patient leaves the room and so for...laboratory, blood test room... When patients previously came to check the blood glucose or fat check, blood was taken and dropped in for many tests and slides for a medical technician to test. Now we have changed the lab system to be an automated system to make it faster and reduce human error. (The Top Management, personal communication, June 29, 2015)

Focus on building service networks in the public and private sectors. In addition to designing a portfolio and creating an external market space to promote the potential and form of Public Organizations, it also emphasizes the development and interoperability between hospitals and district health promotion hospitals by building a network of both public and private services. A pilot project includes the National Institute for Rehabilitation and Development of Renal Replacement therapy for patients with chronic renal failure, Cataract Surgery in honor of HM The Royal College of Ophthalmologists of Thailand, ministry of Public Health and the private sector to help reduce the problem of cataract patients who have to wait for surgery for a long time. There is also a link to the registration office for registration and making birth and death certificates in the hospital (One Stop Service).

4) Service sector. The building was renovated to be adequate for the number of service recipients. Construction of a 10-storey accident and cardiac facility and a parking building as well as increasing service capacity and referral of patients at Ban Phae Hospital in primary and secondary levels is underway. In the case of the management of the business of Prommitr Hospital, under the name "Ban Phae Hospital (Prommitr Branch)" since December 1, 2005, to solve problems and

increasing the potential of the medical treatment, the director general explained as follows:

The expansion the service is at the initial stage of organizational development. At that time there were many problems. The first problem was the first example with Prommitr hospital. A patient's finger had been cut off and he also had a heart disease and we do not have heart disease doctors, we cannot do Echo (coronary artery bypass), cannot run the belt, cannot inject color. For cancer patients, we can do the operation, but we can not do chemotherapy, we tried to get expert doctors, but it was very difficult due to the unpredictable time of the accident. It will be difficult for a doctor from Bangkok to come even if we pay more. For a heart disease patient, it is difficult to get a cardiologist which is the same problem as the NHSO 30 baht system to treat all new diseases which ensures that everyone will be able to access the service. When a patient has appendicitis, in Bangkok, there are not enough beds and Siriraj is full. Dr. Vithit (third director) has a connection at the NHSO and thinks, why we do not take private hospitals that are not full and have enough potential because they have beds and space. So Prommitr hospital was the solution, because the senior owner does not want to continue the business and he does not have any financial problems, he thinks that we are in the public sector and would like to help so he agreed by taking our cancer patients that had the operation to do chemotherapy. For the patient it is convenient, he can take a van to the hospital, they can make a group of 10-20 patients to go there to see doctors in Bangkok. A doctor from Chulalongkorn, Rajavithi Hospital, made Echo and we took it to treat cases, which is our way of surviving. (The Director General, personal communication, June 29, 2015).

Ban Phaeo Hospital Prommitr has been in operation for 11 years and is able to treat 300 patients per day; 300 in and out patients. Later, the owner wanted to cancel the lease and sell the place, so the service was closed on October 31, 2016. The hospital planned for the primary care for patients with renal disease to be transferred to the center at Srinagarind, the new center will be open in November

2559. There will be about 50 patients with renal disease, requiring dialysis, and 800 patients with peritoneal dialysis. For other patients such as ophthalmology patients, they are sent to the ophthalmology center at Saphan Kwai. There is a medical center at the government center, Chaengwattana. With the restrictions of travel and the problem of personnel working at Prommitr branch, the management has transferred 148 staff to Ban Phaeo Samut Sakorn Hospital, if they are not convenient to go or want to for work elsewhere. It will be carried out under the law (from an interview with Dr. Pornpong Pongtikorn, Director of the hospital, Matichon, August 30, 2016). The Sathorn Branch is open, to provide branch replacement services. It is located at the 10th floor of TPI Tower. Service is available in the following departments: ophthalmology department, department of orthopedics, department of ear and nose, dentistry, department of therapy, Thai traditional medicine department, X-ray laboratory, and department. The selling point of the hospital is that it can be used by for government health support.

Ban Phaeo Hospital has also added off-site services, such as mobile health check-ups. X-ray unit, mobile breast X-ray unit. Mobile health units are popular among government agencies. Its strengths are in the field of the annual health checkup and after-care services are provided. For example, at Sukhothai Thammathirat Open University, the annual health check up ran for 5 consecutive years and the expert nurse said that the service:

At Ban Phae Hospital, the strength of the hospital is the service delivered to Sukhothaimatirat university and we are government unit, so no need to pay, it can use the government's health service, to follow and keep watch every 3 months ... The connection has a good relationship with each other, there is a follow-up and treatment at Ban Phuea Yai. If you don't have a car and can't get to the hospital, there is a collection service to go to the hospital and it is convenient to follow up. What time do you want to go? We can be contacted, for convenience to contact the services as a surveillance and for good connections (The Expert Nurse, personal communication, October 22, 2015)

There are health and dental services in Building B (from October 26, 2009). The director has justified the request of the Government Center by the Treasury Department to help solve the problem. Previously it was Vibhavadi Hospital who provided the clinic but they cannot use the government health budget so they contacted Pranangklaio hospital which is located in the same area but they cannot carry it out because of large numbers of patients. Moreover, by opening Ban Phaeo hospital, Lak Ha branch, it can provide health promotion, disease prevention, physical and mental rehabilitation and treatment. This has been a great opportunity for the people in the five major communities and neighboring areas, since February 21st, 2011, to be able to access the services they need, including the expansion of services for patients with renal failure after kidney dialysis. The kidney dialysis center has been open at Ban Phaeo Hospital, Charoenkrung branch since July 9, 2012, because of more patients requiring dialysis and some patients have difficulties in traveling to Prommitr branch because they live on the Thongburi side and they are poor, therefore, OPD is available for patients with kidney disease at Teothai and Charoenkrung.

For the management approach to the service sector. The policy of the hospital and the committee is that branch expansion may not meet the requirements of Public Organizations because there is no direction to expand it, but everywhere there is a need. The committee then made a policy to return to Ban Phaeo as a good example for others to study and return to their own development. So today it focuses on the development at Ban Phaeo because Thailand needs a model. The pilot project needs to become a "model" (summary from Hospital General Director interview, 2015).

For the policy of expanding the branches in the service of Ban Phaeo Hospital, the current Director General (Dr. Pornthep Pongtipakorn) has commented that branch expansion is also necessary because hospitals need to find revenue to operate. The opening of the service branch is a source of revenue, especially in Bangkok and most of the users can claim for their medical expenses, such as government officers. At present, three additional services are being planned, while others are under consideration. A "Medium Price Hospital" will be developed to provide quality services at reasonable prices. He also plans to improve the image of the hospital, which has now been approved by the hospital board. In three years, the

hospital will be celebrating its 20th anniversary. However, the hospital continues to focus on providing health services to people in the Ban Phaeng area and earning money from other branches (summary of informal talks with the general director of Ban Phaeng Hospital, 22 March, 2016).

5.1.8 Evaluation Based on Performance Agreement

The evaluation of the performance of Ban Phaeng Hospital is based on the evaluation by the Office of the Public Sector Development Commission (OPDC), with the results of the evaluation of meeting the targets. This is a challenging indicator and is comparable to a local hospital. Most of the points are in good grades. The results are as follows:

Table 5.3 Compare the Results of Performance Evaluation Report of Ban Phaeng Hospital (Public Organization), Fiscal Year B.E. 2548-2557

Fiscal year B.E.	Sector 1	Sector 2	Sector 3	Sector 4	Total
2548	3.5772	3.6471	3.8135	4.2480	3.7815
2549	3.5967	4.2323	3.5041	4.3521	3.9623
2550	4.0586	4.5694	4.6410	4.5662	4.3971
2551	4.1541	3.9004	2.9340	3.4419	3.6940
2552	3.4387	3.5050	4.1250	4.1946	3.6293
2553	3.3885	3.3060	3.5676	4.3640	3.6510
2554	3.5220	2.5340	4.0706	3.8497	3.5874
2555	3.2554	3.1600	4.2215	4.3043	3.6514
2556	3.8538	4.5530	3.4303	4.0000	3.8821
2557	3.3583	4.1000	3.9905	3.5259	3.5525
2558	3.7521	4.6750	3.9257	3.9152	3.9396

The results of performance evaluation of Public Organizations are issued by the Office of the Public Sector Development Commission. The results of the evaluation for the fiscal year B.E. 2555 by Ban Phae Hospital; Group 1 is for a Public Organization that is in line with the objectives and fundamental principles of the Royal Decree, fully established and comparable to other countries. They have been selected as Best Practice in various dimensions, challenging the performance measurement. Difficulties and scoring criteria and consistency of scores in the past 3 years were at a good level (1 in 3 PO, OPDC, 2013a).

From the table showing the scores of Ban Phae Hospital in the past 3 years (fiscal years B.E. 2555-2557), the overall performance of the certification is at a moderate level. For the fiscal year B.E. 2558, the overall score was 3.9396, which is in line with the target. There are additional marks from the fiscal year B.E. 2557. Performance is ranked in descending order, as the second dimension of service quality. The highest score was 4.6750. This was due to the improvement of the performance of the previous year's satisfaction survey, analysis and the setting up of a service improvement approach based on the satisfaction survey from B.E. 2557 by external evaluators. This is measured by the process satisfaction in the service process, satisfied staff, service providers and facilities. In the out and in-patient survey and the community in Ban Phae District, the results show that service satisfaction was at a very satisfactory level of 87.40 %, as well as the ability to resolve complaints about the service over a specified period. The main complaint was the behavior of the service, the process of service and patients rights according to the standards of the National Health Security Office (NHSO).

Evaluation results in the secondary level. The third dimension of performance was 3.9257. The key performance measure was the disbursement of the proposed expenditure plan to the board of directors (100%) and the measure of the current ratio and dimension 4 of Corporate Governance and Organizational Development which was 3.9152, in line with the target and an increase from the fiscal year B.E. 2557. The board of directors has a strong focus on corporate governance. The company has approved the annual strategic plan and action plan within the specified period to monitor and review the sufficiency of the management system on a quarterly basis and review the plan and report the results of the internal control. Also they are to

consider providing quarterly risk management plans and reports to the minister for regular supervision and to disclose information, provide transparency and disseminate important information. On the hospital web site, financial reports are published monthly.

For dimension 1, the effectiveness of the operation there was a score of 3.7521 in accordance with the objectives of the organization and strategic objectives. The hospital's metrics are challenging and a global indicator. Benchmarking is continually measured, and ratings are given for self-improvement.

Case study summary : Ban Phaeo Hospital (Public Organization) is a pilot organization and became the first Public Organization in Thailand to be established under the Public Organization Act B.E. 2542 (1999), and has followed the pace of hospital development for more than 50 years. “Developing the steps for people’s participation from a sanatorium to a public health center, then a community hospital and now a public hospital the under government’s supervision.” For 16 years, the goal has been to reform the service systems of state hospitals to improve the quality of service and maximize the efficiency of resource utilization, meet the needs of the people and create public participation. This can be accomplished through the establishment of general medical services. Health promotion, disease control and basic health care according to medical standards with only 10 beds was provided as a community hospital. The service was expanded to 300 beds at present. It also extended its medical services in Ban Phaeo district and in 3 other branches. Five major branches including Kaset Pattana and Rama 2 branch provides services outside of the approved areas of the Ministry of Public Health. Additionally there is Prommitr Branch, which has now moved to Sathorn Branch, and a medical and dental center in the government center, Chaengwattana and the abdominal dialysis center. At Charoenkrung and Teothat, the development of medical services is covered in every department of medical treatment.

Highlights of Ban Phaeo Hospital. It is well-structured and capable of providing reliable and well-known medical services in a number of areas under its management of hospital operations, both in value and cost. Staff expenses and administrative expenses have not been allocated to government subsidies for more than 10 years and have just been allocated as a budget subsidy for heart disease

investigation and building a car park only. In addition to being a competent and dedicated hospital manager, the hospital's management is continually developing. It also includes the participation of the people as the owners of the hospital who donated money and land to the hospital. This is a model for the creation of responsible participation in the health care system by the public.

In the hospital services, both out and in-patient services will be found. The number of visitors has increased due to the confidence and satisfaction of service users and efficiency in service. The service is modern and comprehensive. To provide access to the services for the people in the area, Ban Phae district continues to focus on the people in their own area. In 2011, there will be outsourced services due to the expansion of the area. The branches in Samut Sakhon and Bangkok increased rapidly. It may affect the hospital's risk management and financial risks in the future. The hospital has expressed its intention to return to its focus on the development of the management and hospital facilities of state-owned hospitals under the supervision of the state. The "Ban Phae Model", is in accordance with the intention to go out and establish a Public Organization for the various agencies or localities. This is the prototype for the development of the hospital in its own area.

5.2 Geo-Informatics and Space Technology Development Agency (Public Organization)

5.2.1 Basic Information

“Sky, heaven and mankind are united as one.” (GISTDA, 2015a)

HRH Princess Maha Chakri Sirindhorn is pictured with the Chinese calligraphy brush on the cloth frame that was awarded to Geo-Informatics and Space Technology Development Agency Agency (Public Organization) or “GISTDA” while presiding over the Opening Ceremony of the Sirindhorn Geographical Information System Center on March 20, 2015 at Space Krenovation Park, Sriracha District, Chonburi province. This is a collaboration under the Wuhan University's memorandum of understanding (MoU) between the Republic of China and the

Ministry of Science and Technology of Thailand. GISTDA is the main Thai agency to provide Thailand with a center for research and transfer of geo-informatics knowledge in Southeast Asia and to support the advancement of geospatial and space technology development in the future. This reflects the importance and the role of the current GOC and the direction for the future.

Geo-Informatics and Space Technology Development Agency Agency (Public Organization) or “GISTDA”, is considered a Public Organization with outstanding performance results that are reflected in the state agency. It is the only agency in Thailand that provides data services from integrated satellites and is driven by the vision, “Delivering Values from Space”. At present, GISTDA has a strategic position, it is the main mechanism for creating value from space to meet the needs of the nation, the 3Cs: Cluster, Connectivity and Co-creation. It is the main unit for the country in space and geo-informatics. It develops knowledge and uses it to benefit the public through a continual generic service, so users have a database to analyze either for interest and or can use the data from satellites analyzed by GISTDA to track important issues. The GISTDA has provided many public services, which are important to society.

- 1) Production of aerial figures, satellite images and aerial figure graphs. Uses a medium profile satellite to track changes in the surface and provide hourly weather forecasts. Used to support disaster management planning. Used for the modeling of major economic crops in the country as a whole and monitoring of air volume in the air. This service is available to the public.

- 2) GIS data layer production of forest coverage data. Used to follow forest conditions of the natural forest and plantations, for the purpose of planning forest management for the relevant agencies. Develop a system to track changes in forest areas in the provinces and use satellite data to track forest fires and smog and analyze burnt scarred areas to estimate the risk areas for fire and reduce losses.

- 3) Implementation of key government policies at the national level. Issued from the cabinet to answer the strategic pledge (Strategic Services) to solve the problems of landless farmers and encroachment of the forest reserves. By distributing the right of ownership to those in non-encroachment areas and taking preventive measures by the possession of non-farmers. Using satellite surveying and advanced

mapping methods on the same scale to resolve conflicts over overlapping land and uncleared forest areas that cause conflicts between the people and government officials. For instance, in B.E. 2558, the project to solve the land problem of the people in the area of Budo-Su-ngai Padi by supporting artificial imagery and geographic information analysis, the Geographic Information System (GIS) was provided to the Subcommittee on Land degradation, the Center for Poverty Alleviation and Rural Development. It provided information to help to solve the problems of land cover in the three southern border provinces and solve the problems of land ownership and reduce the conflict between the government and the people from 9 Districts in Narathiwat and Pattani, who had suffered from the declaration of the National Park area and the announcement of the National Forest Reserve by working with provinces and agencies such as the Pattani Reserve Office. The Southern Border Provinces Administrative Center (SRB) had introduced a report and a map of the boundaries of the overlapping populations of people living in the park. It was used to solve the problems over land, promote conservation and the management of resources with local villagers.

4) Infrastructure Development for Geo-Informatic Technology for Tourism Thailand. In the form of online mapping through Web Application for the benefit of the search for the agencies related to tourism, provinces, entrepreneurs and tourists and the general public.

5) Geo-Informatic System Development for Provincial Administration. Use of a plan, implementation and to make decisions appropriately on important water routes such as those used for agriculture, forestry and public health.

6) Joint actions in emergency situations. To make timely decisions, The need to get information ready for use from many systems such as oil stain analysis. In the coastal pollution management to support coastal pollution management with the Pollution Control Department, Department of Coastal Resources, Marine Department and Thai Marine Police Division (Royal Thai Police), GISTDA uses data from other measurement systems, such as the UAV data from land-based radar systems, to measure ground-based data to improve efficiency. They also track the position of shipping, which currently deals with illegal maritime practices such as smuggling, robbery, human trafficking, and illegal fishing. As a

result, the GISTDA has developed a tracking system for ships based on the information from satellite imagery, coastal radar systems and geo-related systems. It also assists in the monitoring and tracking of vessel positions as requested by the relevant authorities, it has been used continuously and is closely coordinated. (GISTDA, 2015a).

The roles and missions mentioned above are a continuation of the need and the emergence of the GISTDA in the 2000. Due to state-run activities in space technology and geo-informatics, it must be done with knowledge and high-technology science. It also requires investment in development and requires specialized personnel. In conjunction with technology transfer, it must be done with a modern exchange of information to coordinate with the private sector or other organizations, both inside and outside the country, for the development of management and management with independence, mobility and efficiency. The ministry of Science Technology and Environment has established a "Geo-Informatics and Space Technology Development Agency (Public Organization)" by combining satellite natural resource survey section, National Research Council of Thailand with Co-ordinator and Promotion and development of Geo-Informatics, IT center, Permanent office of Ministry of Science and Technology and Environment with the missions to provide geo-infomatic service and other academic service including research and development of space technology to apply in other missions.

The interviews were with top executives who were at its inception and specialized in the use of satellite surveying technology. They was the first team to produce satellite imagery for surveying forest areas throughout Thailand. The deputy director was responsible for overseeing Sriracha satellite stations and controlling stations and co-founded the Space Krenovation Park (SKP). The GISTDA's mission is to advance and improve research. This will lead to both public and private use and they are proud to support mission assignments in accordance with national policy priorities at the national level, such as invasive forest resource exploration, for example the Rubber Park Survey The use of satellites is an important tool in the application of tracking systems. He discusses the first step in the emergence of GISTDA that eventually became a Public Organization.

The government has a policy to set up a public research council. We volunteered to become a Public Organization. I decided to work in a Public Organization because I worked in this line of application. Many people worry about security. The law states that it is not lower than the bureaucracy and does not have much choice, because it is dissolution of the mission and if not, it must move to another field. So, move on to GISTDA ... wants to continue our work because of our commitment to the job. From the interpretation of the data analysis, we will create a satellite (Public Organization, personal communication, January 28, 2015).



Figure 5.4 Picture of the Geo-Informatics and Space Technology Development Agency (Public Organization), taken on June 6, 2015.

5.2.2 Establishing Objective

The Royal Decree on the Establishment of Geo-Informatics and Space Technology Development Agency (Public Organization), 2000, set the objectives (The Royal Decree on the Establishment of Geo-Informatics and Space Technology Development Agency (Public Organization), 2000) as follows:

- 1) Develop geospatial and space-based technologies to be knowledge-based without borders and for the benefit of the public.
- 2) Data analysis from satellite imagery and natural resource center satellite data.
- 3) Provide information from space technology and geospatial information, including other related services.

4) Provide consultancy and development of personnel in remote sensing with satellite and geospatial information.

5) Research, develop, and conduct other related or ongoing space technologies. This includes the development and creation of a small natural resource satellite.

6) It is the central agency for standardized remote sensing and geospatial information systems.

5.2.3 Organizational Structure and Staffing

5.2.3.1 Organizational Structure

The Royal Decree on the Establishment of Geo-Informatics and Space Technology Development Agency (Public Organization), 2000 for GISTDA created a Public Organization under the supervision of the Minister of Science and Technology. There is a committee appointed by the Cabinet. For the current board the cabinet has approved the appointment of a chairman and the honorary member on June 18, B.E. 2556 to oversee the operations of the office. The chairman is a qualified, knowledgeable, and highly experienced individual in space and geospatial technology. The current chairman is Associated Professor Dr. Somjet Thinnapong and three board members by position are, the Permanent Secretary for Science and Technology, the Director of Budget Bureau and Royal Thai Survey Department Directorate.

Six experts board member are appointed from those who have the scientific knowledge and expertise in Space Geospatial Technology or other related fields and who are beneficial to the business of the office. There must be not less than three persons who are qualified in science, technology, aerospace or geospatial information and must be people who are not public servants or a member of at least two government agencies. At present, there are many expert board of directors in many fields such as Space Science and Geo-informatics expert (General Dr. Vichit Satharanon), Science and Geo-informatics expert (Asst. Prof. Sombat Yoomuang), Engineer and Geo-informatics expert (Asst. Prof. Dr. Chanin Tinnachoti), Organization Management expert (Mr. Paiboon Siripanusathien), Management and Business Development expert (Mrs. Phuvasa Sinthumwong) and Director General Dr.

Anond Snidvangs Na Ayudhya, director and secretary of the board of directors by position, was selected and nominated as Director General for second term.

5.2.3.2 Organization Chart

The executive director is assisted by an assistant executive director and three deputy executive directors, who oversee the organization's various tasks including a rector's institute (equivalent to deputy director). The organizational structure is shown below.

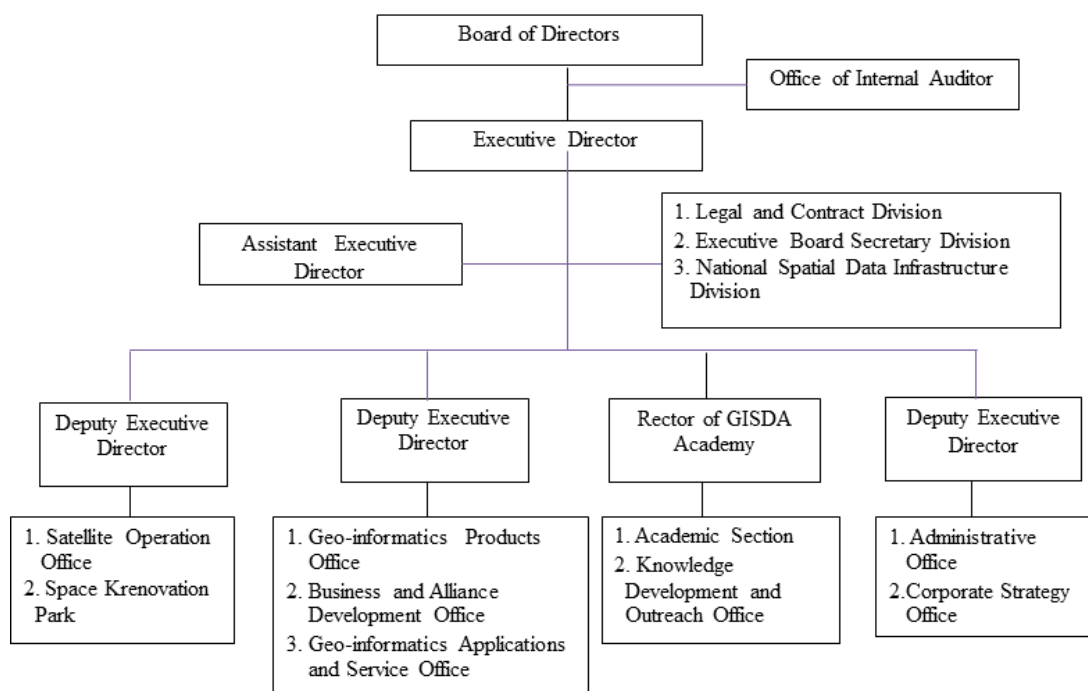


Figure 5.5 Organizational chart of Geo-Informatics and Space Technology Development Agency (Public Organization).

Source: Geo-Informatics and Space Technology Development Agency Agency (Public Organization), 2015a.

A brief outline of the duties and responsibilities of each office and division are as follows: (Appendix 4)

Geographic Information System Development Unit. To prepare a master plan and action plan for geospatial data, National Spatial Data Infrastructure (NSDI), service and operate in the search and exchange of the Geo-Spatial Clearing

House under the framework of the development of geographic information infrastructure. As well as coordinating linked geospatial information services between agencies. Study and develop the standard of information and geo-informatics. Support, promote and transfer the use of geo-informatics standards and understanding of geo-informatics infrastructure development to users at all levels.

Space Innovation Mission. To manage resources and infrastructure for space technology and remote sensing. This consists of the Satellite Operation Office that controls the operation of the Thai Chot and future satellites and other satellite receivers to produce standard satellite imagery. To check the track plan according to the policy of GISTDA and the needs of the service. It also provides data warehousing from satellites, infrastructure maintenance, and ground operating systems. The mission is to be continuous and of high quality and the the Space Krenovation Park promotes and drives the development of space exploration and remote exploration. The management of space to support businesses and industry, commercial services and incubation in the development of space and geo-information technology between external agencies and service recipients at Sriracha District Chonburi province.

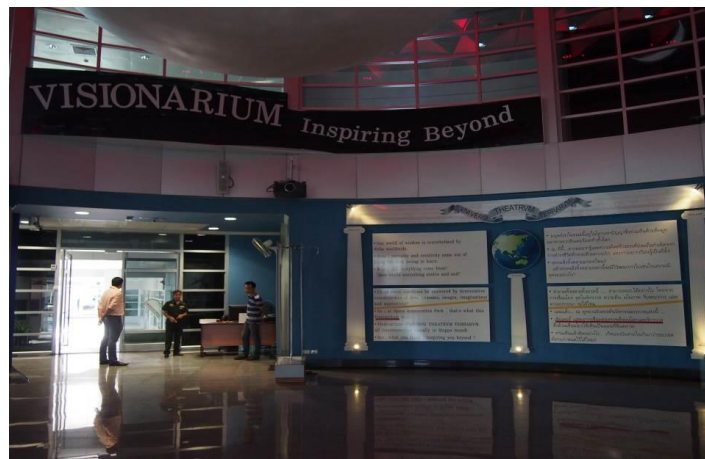


Figure 5.6 Scene at the Space Krenovation Park, Sriracha District, Chonburi province, taken on December 25, 2014.

From the interview with GISTDA senior executives, the Space Krenovation Park (SKP) has been added to the role and mission of GISTDA

It's a new program at SKP. Since its inception in 2013, it has been preparing since 2011 for a new open, innovation initiative, with public and private partnerships to further develop research. To lead commerce, it is the beginning and elevation of GISTDA beyond the original mission (GISTDA, personal communication, January 28, 2015).

Application and Geospatial Services. To procure, produce and serve geo-information from satellites and other sources. To enhance its value and the value of FGDS products and services for the country's FGDS and maintain ground-based surveillance systems to provide effective services as well as developing a cooperative business with partners and networks both at home and abroad. This may consist of Geo-Informatics Products such as, surveys, collected information, supplies and to produce data from satellites, Geo-Informatics and other available products. The management of a geo-database to meet the required standard, to develop a network and link data service system in accordance with international standards. Geospatial Applications and Services Department develops, publishes, and services satellite data, Geographic Information Systems (GIS), tools, systems, equipment, techniques, consultancy, maintenance and improvement of databases for public and business use. This includes developing and providing prototypes and models. The use of satellite and geospatial information in various fields is to support the management of natural resources, environmental, disasters, economic, social, security and quality of life both inside and outside of the organization and to promote the use of information in the country. The Business Development Office and Affiliate Network studies, analyzes, and develops related business, assigns roles to partnerships, does networking at home and abroad and marketing to push the information and product services thoroughly and to seek partners.



Figure 5.7 Scene at Geo-Informatics Products Office, taken on December 25, 2014.

The Institute of Space and Geoinformatics (GISTDA Academy). To produce research personnel for research innovation and develop the knowledge of space technology and geospatial information, implement research projects to build current and future knowledge bases, provide consulting services for knowledge and teaching materials on space technology and geospatial information to target groups at all levels according to the needs of agencies and service recipients. It also consists of an Academic Group that conducts research and development projects as a consultant for the project, procurement, development, equipment, personnel, networking and coordination of academic funding for project implementation, making reports on the results of the research for specific operations on a project basis according to internal and external requirements. And, Knowledge Development and Outreach Office, for knowledge transfer development and to link academic networks to educational institutions. To design courses as required in order to upgrade the capabilities of personnel available in space technology and geospatial information. To conduct training service conferences to raise awareness and promote widespread and continuous use. It also develops and manages public geospatial resources, such as libraries, learning centers, museums and learning vehicles.

Organization Drive Mission. Its main function is to plan, support and integrate the corporate mission by driving the organization in accordance with its policies and in compliance with relevant national strategies. To coordinate regional and international facilities and organization to streamline operations, the management

and development of the organization, there is a central Administration Office that provides basic infrastructure services such as: building, finance and finance facilities, as well as supporting the development of information technology, corporate communications as well as human resource management, in order to drive the organization to its fullest potential. The Corporate Strategic Office prepares and reviews the strategic action plan and mission-based budgeting, analyzes the direction of current and future operations, monitors and evaluates the performance of various units within the GISTDA, improves organization and human resources to enable the organization to achieve its goals. It also creates and promotes a corporate image to be consistent with the role and the GISTDA strategy to be accepted both at home and overseas.

Moreover, there is Internal Audit Office that monitors the performance of financial management, the budget, management of other assets of the GISTDA, consults the executive and the unit, amends and improves them in accordance with the policies, laws, rules, regulations, orders or resolutions of the board of directors and related cabinet resolutions. The Legal and Contract Division improves regulations, rules, orders, and announcements of the GISTDA, provides advice, interpretation, comment, and answers any questions related to legal affairs and carries out contract law work for internal agencies. The Executive Board Secretary Division is responsible for agenda documents, resolutions and minutes, follow ups and follows the board's policy, supports the board's mission of driving and overseeing corporate affairs and self-improvement.

From the establishing objective, organizational structure and the mission of GISTDA, it is notable that GISTDA is the only public organization providing space technology and geo-informatics in Thailand, thus it is critical that said specialized knowledge be implemented in social and economic development, as befitting the specialization and role of Public Organization. Currently GISTDA's mission covers development of National spatial data infrastructure, modern and comprehensive space innovation such as satellite operation and Space Krenovation Park, for Application and Geo-informatic product which operates in conjunction with both domestic and international business and alliance. Additionally, GISTDA has expressed criticality for future preparation of Geo-informatics and Space Technology through research and

development, knowledge transfer and personnel development with GISTDA Academy as the head of knowledge creation and accommodation of future technological advancement. The mentioned statement highlights the rationale for Public Organization that has specialized characteristics, ease in orientation and flexibility in mission management suitable for highly dynamic situations.

5.2.3.3 Personnel Structure

GISTDA has many people complying to its mission statement and the staff consists of a management level (department head and higher), engineers, geo informatics, computer technicians, scholars, researchers and supporting personnel. The structure can be observed from fiscal year B.E. 2552-2558, per position, as follows.

Table 5.4 GISTDA Personnel Structure Per position During Fiscal Year B.E.2552-2558

Position/Fiscal year B.E.	2552	2553	2554	2555	2556	2557	2558
1) management level	35	40	45	43	43	83	82
2) engineer	42	43	42	49	40	45	34
3) geo informatics	69	52	67	57	48	51	51
4) technician/scholar/researcher	21	24	23	30	24	25	36
5) supporting personnel	124	137	145	120	148	122	121
Total	291	296	322	299	303	326	324

Source: GISTDA, 2015a.

The qualifications of the staff is divided by their academic qualifications. In 2015, there were 20 doctoral graduates, 106 postgraduates, 182 graduates and 16 undergraduates, which are considered as the hallmarks of GISTDA which has high quality and high potential personnel. In particular, there is the staff of the main line (geo-informatics engineers), consisting of academics and researchers that drive the corporate mission of up to 121 personnel (GISTDA, 2015a). Moreover,

the staff at GISTDA are well-qualified and capable at all levels. At the level of the chairman is Association Professor Somjate Tinapong, and the director is Dr. Anon. At the level of the director should be someone who is considered to be of a high potential and specialized. The government is well-respected and was well known, publicly, during the floods in Thailand in 2012 (OPDC, 2015a). In addition, GISTDA needs to focus on recruiting specific and potential staff as the executives have mentioned as follows:

For GISTDA, it is clear because it is a technology related to satellite technology, that it needs specific personnel and cannot be of a general qualification but must have trained to have the expertise... The number of personnel at the beginning was less than 100 staff, the main proportion of which were the main line with 70 to 30 supporters. The proportion of support began to increase, but we were capped at 30 percent for corporate purposes, the core line must be more than... In practice, the load is too great, and the staff are discouraged and some specialized staff, especially the trainers who trained in France, when the contract expires, went elsewhere. There are only 5 out of 17 people left (GISTDA, personal communication, January 28, 2015).

In addition to fulfilling its duties and responsibilities under various divisions, it has been tasked with important government policy tasks to address additional national issues such as water problems, flood resolution, landless issues for farmers and encroachment of forest reserves and the tracking of resource changes with satellite data. The senior management has discussed how to manage these by using the concept of a matrix organization that is a set of programs and is project-based, where the power comes from the staff of the bureau working together to drive the mission and have a limited time to deliver the product, such as integrating aerial imagery. Or the mapping of rubber plantations across the country within the government as defined by the skilled geographers who joined forces and worked together. In addition, GISTDA has set up a special mission group that has been designated as a "national priority" by the so-called "Priority Mission" or PM, such as the Space Technology Society for Agriculture. For example, they are very knowledgeable and have good coordination skills.

5.2.3.4 Allocated Budget

To carry out the mission, GISTDA has been allocated an annual budget. It is a subsidy from the government. The budget allocation is as follows.

Table 5.5 Budget Allocation of GISTDA During Fiscal Year B.E. 2552-2559

Unit: Million baht									
Fiscal year B.E.	2552	2553	2554	2555	2556	2557	2558	2559	2552- 2559
Budget	314.3	265.2	324.2	342.7	402.80	483.97	478.71	568.58	3,180.38

From the table above, GISTDA has been given the budget as a general subsidy on the basis of its mission and has been allocated additional budgets for its mission. In fiscal year B.E. 2558, grants were provided for the development of satellite and geospatial data infrastructure and satellite and geospatial data services, 295 million baht for geospatial development and 99 million baht for geospatial development and space technology development and for geographic information 84 million baht to develop the capability of personnel to gain knowledge and understanding in aerospace and space technology, which can be applied to the task, including the dissemination and transfer of space and geo-information technologies to various groups and the exchange of knowledge and experience on aerospace and geospatial technologies, as well as networking and coordination among agencies (Bureau of the Budget, 2015b). In fiscal year B.E. 2559, the increased budget for satellite and geospatial information infrastructure development will be achieved. In the past, GISTDA revenue has been used to support the budget, such as in the fiscal year it contributed 237 million baht and in fiscal year B.E. 2555, 152 million baht (Bureau of the Budget, 2016b).

The main source of revenue for the operation of GIS is the distribution of data from satellite images, data from UAV and data from coastal radar systems. The revenue from services will be from the development of training, field surveys and location services. For example, in fiscal year B.E. 2556 a revenue of 137 million baht

came from sales of satellite data of 65 million baht. In the fiscal year B.E. 2557, the revenue increased to 153 million baht. The sale of satellite data is 55 million baht and knowledge spanning 29 million baht (GISTDA, 2015a).

In the fiscal year B.E. 2558, GISTDA had a decreased revenue of 90 million baht (OPDC, 2016b). It provided satellite data both in the form of a free distribution and service. The service was available to public agencies such as the Forestry Department to test the changes to forests and for forest change detection, for education institutions such as the faculty of forestry, Kasetsart University, to study the risk of forest intrusion, the faculty of science and technology, Chiang Rai Rajabhat University to use in testing forest areas. GISTDA will focus on services without charge to the government. It is worth 61 million baht, which represents the promotion of social and national welfare as a whole (GISTDA, 2016a). Currently, GISTDA has continuously developed its services and has been upgraded from being a first-time data provider to a satellite provider and to develop to be a solution provider. For example, the project that coordinates the location of the airport aeronautical radio station with the aeronautical radio company, Geo-database projects, building block and public waterways. The study of urban expansion with satellite imagery and geo-informatics data for the national housing, etc., is a focus of space technology to help solve the problem of the country systematically, through the establishment of policies and directions for government administration. With the minister for the Care and Commission, GISTDA is promoting the use of air and geo-information technology to benefit society and the nation as much as possible.

5.2.4 Strategic and Tactical Issues

In order to achieve the objectives and serve as a guideline for the implementation of GISTDA, a five-year GISTDA strategic plan for 2013-2017 and revised for 2016-2017 consists of 6 strategic issues. The summary is as follows (strategic plan framework, GISTDA 5-year 2013-2017 revised, GISTDA, 2015b).

Strategic Issue 1: Strengthen the technology for exploration. The development of the world satellite system Phase 2 network expansion to increase world survey data and enhance the control, reception and production of satellite data.

Strategic Issue 2: Develop innovations to increase the value of space technology and applications. This is achieved by developing a Space Krenovation Park to be a Central-Open Innovation Platform for the development of holistic geo-information and developing and researching the application processes of space technology and geo-informatics.

Strategic Issue 3: Develop and leverage key strategic issues in geospatial and geospatial technology, nationally. By defining and driving geospatial and geographic policy of the country, it implements strategic issues at a national level with space technology and geo-informatics for decision making and the national policy, including enhancing potential knowledge and manpower of the country in space technology and geo-informatics.

Strategic Issue 4: Business Development and Affiliated Networks. This is achieved by developing innovative services and marketing them, business development, marketing and networking in the aerospace industry and related products to make the greatest use of space technology and geo-information.

Strategic Issue 5: ASEAN connectivity on Geo-informatics and Space Technology. The role and recognition of space and geoinformatics in ASEAN enhances the capacity of developing countries in ASEAN with geospatial and geospatial technologies and collaboration on and in the development of space and geospatial technologies and personnel for a better quality of life, economy and social security and the environment in ASEAN.

Strategic Issue 6: Develop and drive organizations. Develop a network of cooperation and a corporate image, strategic management and holistic management development, corporate development of individuals and a corporate culture including corporate infrastructure.

5.2.5 Policy Direction and Operational Framework

From the policy on the operation of the minister of Science and Technology (Dr. Phichet Durongkavaroj) to the board on October 16, 2014, GISTDA implementation was in accordance with the mission of the organization as stated on the web site of www.gistda.or.th.

1) GISTDA has a major role in being a valuable infrastructure to the country, both in socio-economics and environment fields. GISTDA is currently working on and remains consistent with today's mission through the development of space technology and geospatial information that is knowledgeable and useful to the general public. In 2015 GISTDA proposed to amend the Establishment Act to improve clarity and coverage of missions and to be able to support the use of guidelines, such as extending the mission to analyze data from satellite imagery and the geographic information center from satellite data, survey data and from other sources. At present, GISTDA has introduced other technologies for use in geoinformatics, such as aviation technology, pilot systems, navigation systems and the expansion of the original data center to include natural resources from satellite data. Moreover, GISTDA has also prepared a future space infrastructure for the purpose of providing satellite data services to Thailand. The project is being implemented by the cabinet, which approved the project "Theos 2" (the Thailand Earth Observation System, which has been in orbit since 1 October 2008). The cabinet has approved the project in principle since May 2015.

2) To challenge its vision, GISTDA has to adapt its work beyond the routine operation. Since B.E. 2558, GISTDA services have been responsive to government policies and efficient service users in line with the rapidly changing situation of GISTDA. The company has continuously adjusted its operations, such as reducing the role of satellite data services in the form of a solution or system development for the user, developing the application of space technology and geoinformatics to develop, at the national and local level, the sustainable use of technology in the development of the country. For which the chairman of the board of directors of GISTDA has responded to GISTDA's new policy by creating a Singularity Platform (SP) that integrates the Solution System Integration (SSI) into its policy, Space-Science Policy interface (SSPI). The SSPI is an important part of the National Agenda setting, which is at the national policy level, above the Beyond Priority Mission Solution. The country now has the potential to solve future problems.

Furthermore, the soft side of long-term preparation is capacity building. Besides using GIS knowledge for the development of knowledge through activities, Space Technology Projects enhances the experience and capacity building of the

space technology personnel. Initially, this was the development and construction of satellites, such as the development of a satellite cube prototype. It is a small satellite that builds personnel capabilities and enhances satellite-engineering infrastructure. It also promotes cooperation and research in space technology in the country in capacity building with academic institution experts in satellite broadcasting systems and is designed to meet the mission requirements of the satellite broadcasting industry, such as King Mongkut's University of Technology North Bangkok (KMUTL) and Mahanakorn University of Technology (SAT), generation of Model Engineering Satellite (EM) and Sub-System Satellite Testing. This will be beneficial for satellite development in the future.

3) Create a Succession Plan. Many agencies are experiencing the problems that the GISTDA is currently carrying out. It is planned, and manpower management and staff development plan is planned, such as supporting and encouraging personnel to study the whole curriculum, both domestic and international, including career paths and a succession plan to determine the main position and selection of people to create a personal development program to handle the new work. However, today it is apparent that this policy has not yet made many concrete results and needs to be further developed (GISTDA, 2016b).

5.2.6 GISTDA Products and Services

In public service, GISTDA has an important product as it is the only government agency in Thailand that provides data services from integrated satellites. There are direct satellite stations, a highly detailed satellite data archive and medium and low detail data that has been recorded since the end of 1981. Data is analyzed and produced as a special map, the Geographic Information System (GIS). There is an information center that provides general and satellite information services to organizations, both in the public and private sectors and inside and outside the country, and provides training, research grants and seminars, again both nationally and internationally.

Currently, GISTDA is providing satellite data services, exploring various resources that have multiple data types, such as satellites including LANDSAT, SPOT, IRS, IKONOS, QUICKBIRD and NOAA in 2 service menus (GISDA, 2015c).

Basic Products includes digital information, which is available in CD-ROM and DVD format, using the Remote Sensing program. Users can refine, focus, colorize, and overlay GIS data, which is useful for analyzing data and images in 1: 250,000, 1: 50,000 or 1: 25,000 scales.

Value Added Products both in numerical and graphic formats, such as mosaic in Thailand. This is a satellite map (image map), which uses satellite data to adjust positional accuracy and overlaps it with the topographic maps from the military map department. In addition, it provides information on oceanographic buoys, which include meteorological information such as air temperature speed and direction and oceanographic data including speed and direction of currents and sea surface temperature.

In addition to providing geo-informational services, GISTDA also provides project management and consultancy services for satellite data. Geographic information training will be provided to develop knowledge and skills in the application of space and geo-information technologies for national development in various fields. For example, a GISTDA annual training course, GIS for Beginners is designed to help students understand the basic geographic information systems and to apply the knowledge to their work. The content within the course will help students understand the principles of geographic information systems and how to create a data management system and understand the link between geographic information systems and remote sensing and the positioning system in the world. The use of GIS in various fields includes the implementation of advanced geographic information systems as a basis for the development of higher learning. The Satellite Image Processing and Interpretation course content will focus on knowledge and understanding of the basic principles of remote sensing technology from satellite reception, preparation processes and processes for processing and interpreting data from satellites either visually or by computer, inspection and classification techniques and methods of field survey and mapping for tracking changes in resources and environment, exploring resources for decision making and resource and environmental planning including using tools and equipment for satellite data analysis.

Community Geographic Learning Center. GISTDA has created a geospatial learning source that integrates science with local wisdom. This is done jointly with local and community agencies. The GISTDA is responsible for providing the knowledge to various centers through exhibition media including geographic teaching materials, such as the application of geo-information remote setting, the Geographic Information System, as well as learning activities. It aims to raise awareness among young people and the public about the use of geo-information in sustainable exploration, rehabilitation, and preservation of local resources and environment in their communities. This includes creating a network of resource and environmental surveillance with other networks, leading to the country's economic and social development. In addition, the capacity building of personnel in such learning centers, such as organizing community dialogues on the applications of space technology and geo-informatics, is to manage resources, the community environment, training center staff, local trainers and training networks for the Introduction to Geo-Informatics Technology course.

At present, there are 17 GLCs: Geo-Informatics Technology nationwide, such as the Center for Learning Communities in Cha-hae District, the Phrae Science Center for Learning, Provincial Administrative Organization, Phetchabun Province Science Center for Education, Khon Kaen Province Science and Culture Center for Education, Roi-Et Science Center for Education, Ubon Ratchathani Geo-Informatics Park, Planet Park Chachoengsao, Nakhon Si Thammarat City Learning Park in Nakhon Si Thammarat Province, Trang Science Park for Learning, Satun, Thonburi National Park, Phetchaburi and was re-established in 2015 as Sa Kaeo Science Education Center for Education and Development, the Asian Community and Technology (adiCET), Chiang Mai Rajabhat University (GISTDA, 2016b). The performance of the Geo-Informatics Learning Center in 2016 has been used by 17 centers and 600,693 people (GISTDA, 2017).

5.2.7 GISTDA Major Performances

The implementation of GISTDA has steadily developed and improved the service, creating a network of public and private sectors both in and outside the country, including a push for research projects to develop space technology and geospatial information in the country. The benefits are summarized as follows.

Basic Public Service. To provide information from space technology and geo-information on a continuous basis so that people can access the service to monitor the situation promptly. Major activities include the installation of LANDSAT 8 satellite system to receive and transmit satellite data from Thai Chot Satellite and other satellites from which GISTDA receives signals and services and to provide a GISTDA TERMINAL System, online image download service from Thai Chot Satellite. In addition, the satellite data can be used for analysis, monitoring situations, including the development of service systems such as a Satellite Information Service (Medium Description) to track the changes of the Earth's surface and hourly weather from various satellites. It has been in continuous operation since 2011 and now has new efficient satellites. Into orbit it provides standard satellite imagery and value added data from Polar Orbit satellites and orbiting satellites (Geo-stationary) to support disaster management planning and modeling of major economic crops in the country as a whole and the monitoring of air volume in the atmosphere, which GISTDA broadcasts publicly.

Moisture Mapping from Satellite Data. Moisture mapping from satellite data is the use of satellite data to support and make measurements in that area in the form of a moisture map. Drought indices are analyzed in conjunction with a field survey to collect soil moisture data to determine drought hazard areas from satellite data, the only physical data using the moisture content of the soil or vegetation obtained from the survey, was collected from the areas of Nakhon Ratchasima and Nakhon Sawan. Are the agricultural areas that the farmers are planting or cultivating in low-lying areas? If you live in that area, you should avoid planting at that time, or you should choose to plant drought-resistant plants and plan to provide enough water throughout the season.

Development of a monitoring system for crop cultivation in the country. GISTDA uses space technology and geo-informatics to support the implementation of governmental agricultural land management. The major economic crops are rice, maize, cassava and sugarcane. By monitoring the situation of the four main economic crops for 2 weeks based on satellite data and analysis of planting time of each area, GISTDA has developed a monitoring system for crop cultivation in the country. It is

an online mapping service. Relevant agencies can access and make use of current information to use for effective management.

Forest Change Tracking System: High-resolution satellite imagery was analyzed in conjunction with GIS for tracking and analyzing changes in forest areas, using maps and comparisons of forest areas in the past. The relevant agencies will be utilized to effectively manage forest resources. The system has been expanded to include the extension of the service area from the Dongphayayen-Khao Yai to cover the whole country. Other changes include increasing the Web Feature Service, importing event details, to be able to search by a coordinated tracking system using Google analytics, export and map printing. Moreover, there is forest cover area information based on the Fundamental Geographic Data Set (FGDS). The forest information layer complies with the standard in international standards. This is an analysis and interpretation of satellite imagery or field surveys. It includes the forest cover of both natural forests and plantations. The result of the data compilation of forest cover in Thailand has been completed. They are as follows. The total forest cover is 102,229,048 rai or approximately 163,566.48 square kilometers in 72 provinces (except for Nakhon Pathom, Nonthaburi, Pathum Thani, Phra Nakhon Si Ayutthaya and Ang Thong) or 31.88 percent of Thailand (GISTDA, 2015a).

Change of coastal areas in Thailand, this is due to changes in the natural environment and construction activities in coastal areas. It analyzes changes occurring in critical areas and predicts future changes that have applied geo-informatics technology to the related data, such as data from coastal radar systems and field data to support the management of coastal areas of Thailand based on Thailand-based satellite image analysis, Thaisat and LANDSAT. A critical area with an erosion rate of more than 5 meters per year in the first five provinces that encountered the most erosion during 2011-2014 was Bangkok (average 21.5 meter annually), followed by Samut prakarn (19.5 meter annually), Ranong (14 meter annually), Chantaburi (average 11 meter annually) and Trad (8 meter annually).

Support for the implementation of key projects assigned by government policies. In addition to the main missions, GISTDA is also committed to meeting policies such as The Monkey Cheek Project at Nhong Leng Puey. This is a project of the Royal Initiative, by bringing space and geo-informatics technology to support the

management of land and water for agriculture in the area. The area is about 887 rai, located in 3 subdistricts and 2 districts of Kalasin province that captures approximately 5 million cubic meters of rain per year. It is also home to 3 electric pumping stations. In the rainy season, the water is full, and the volume of water exceeds the capacity during May to September, but in the dry season, the water is almost dry with insufficient water for agriculture. From the survey, it was found that the sloping surface of the sediment was deposited on sediment thus reducing water storage and creating the need to dredge deeply and broadly. GISTDA has joined the area to support the use of satellite data to help manage land and water for agriculture in the area by using satellite imagery aerial figures (UAV) with mobile mapping from satellite image processing and satellite geospatial services (mobile operating vehicle) with panorama equipment to plan the Monkey Cheek Project to be more effective and cooperate with the Royal Irrigation Department with a study the physical area, such as the height of the area, waterways of the surrounding rivers for management and development of additional water resources. It also provides knowledge about techniques and methods of collecting land conversion data for the volunteers of the Kruatthongpraphat Foundation to provide information on conversion areas to the community to plan water management and future use.

Pilot project in integrated problem solving and area development in Kaen Makrud sub-district, Ban Rat district, Uthaitani province (under Royal Patronage). They have compiled information from satellite and geo-informatics for management of the area in 4 villages covering 14,454 rai by using data from high-resolution satellites, Thai Chot and geo-related information to be used in spatial management such as base preparation land, using Conversion Factsheet Management and solutions for water for consumption and agriculture and forest change tracking. The result of the project is the people in the four villages in the project area have better food and quality of life, self-reliance by introducing the concept to the community and local development to be an integrated area to solve problems and develop the prototype for use in other areas. Also it is used in sustainable land management.

Moreover, to increase service efficiency, GISTDA has operated the activity of Research and development prototype in management, including making projects to satisfy fiscal year service users such as a LANDSAT application for surface

temperature monitoring was developed using tree-based enumeration of satellite imagery, installation of data storage devices from agricultural plots, spatial modeling program to track the movement of objects on the surface.

Innovation development. For both internal and external stability, GISTDA has focused on working with the partner networks. It also develops the infrastructure and personnel development for GISTDA to support future operations, including the prototype cooperation between the Vietnam satellite system and the Thai satellites. This will enhance the use of satellite imagery jointly, hosting training with the Thailand Microsatellite Symposium with the topic of “Microsatellite Technology and Its Sustainable Development in Thailand” to be a forum for sharing information. Also providing feedback on the related actions, present and future development in the future. It also organizes activities and projects on space technology to develop researchers, focusing on developing knowledge, adding experience and the capacity building. Researchers participate in and support activities such as CanSat Workshop and Artificial Rocket Camp.

Product and service development. In order to meet the needs of its customers continuously, GISTDA has entered into a business alliance with overseas satellite operators both Satellite and Optical System Details (0.5-1.5 meters) such as Pleiades 1A & 1B, SPOT 6 & 7, KOMSAT 1 & 2 and radar satellite systems, such as TerraSAR-X. In 2557, total sales and services of 157 million baht were free of charge, providing services to government agencies of 123 million baht to promote the use of satellite data in a cost-effective manner. The service is free of charge to government agencies of 95 million baht, and in 2558, the company provided satellite data services, both for sale and free of charge, totaling 95 million baht (government services 87 million baht education institutions 3 million baht, private 5 million baht). In 2559, the company provided satellite data services with a total value 107 million baht (3 million baht, private 6million baht and foreign agencies 17 million baht). Government agencies are using satellite information and geospatial information to take advantage of important factors (GISTDA, 2017) as follows:

- 1) Water Resources Management, such as the survey of 28 reservoirs of the Bureau of Geological Survey and Engineering, Royal Irrigation Department, oil spill detection at the beach of Ranot District, Songkhla Province, Department of

Mineral Fuels and the beach change project, Satun and Krabi by the National Marine Park Operations Center 3 Trang.

2) Agricultural production planning, such as plantation and oil palm plantation in Prachuap Khiri Khan, Ranong, Chumphon and Krabi by Kasetsart University, survey of rice cultivation area and area in highlands of the Office of the Research Fund and monitoring the rice situation throughout the country.

3) Utilization of land, such as analysis of land use change in Chaloe Phra Kiat National Park area, Narathiwat province, wildlife and plants. Also land use (Department of Social Development and Welfare, Phetchabun), study of changes in land use, Mae Chaem District, Chiang Mai.

4) Urban and social planning, such as geo-informational projects, buildings, public buildings, barricades, phase 2 of the National Housing Authority, preparation of disaster databases and information systems for victims, Thai Red Cross Society relief team or Flood disaster monitoring project of GISTDA.

5) For security purpose, such as the planning of the Intelligence Directorate department in defense of the Royal Thai Armed Forces, used in defense missions, border security along Thailand and the Kingdom of Cambodia at the headquarters of the 6th Infantry Brigade.

Examples of government agencies that utilize non value-added facilities are, the Forest Department for the analysis of forest encroachment areas, the Department of Environmental Quality Promotion for Area Management Planning, Special Situation Center for Drought Prevention at national and provincial levels for use in monitoring disasters of various sectors, for educational institutions such as Geoinformatics, Burapha University to measure the movement of geological faults, the Lanna Rice Research Center, Chiang Mai University to explore the location and areas of rice cultivation in the highland areas. For use of the facilities the tariff is clearly defined and announced such as the ThaiChote satellite data fee for domestic copies and panchromatic data for government agency at 5,000 baht each and 7,000 baht each respectively for private companies and individuals.

The revenue from services provided by GISTDA, which is not budgeted for the fiscal year B.E. 2559, totaled 9.88million baht, such as the sale of satellite data at 31.6 million baht. The consultancy service for the development of the solution was

21.77 million baht, knowledge fee of 5.3 million baht and a service fee 2.53 million baht (GISTDA, 2016a).

Academic services in space and geo-informatics is one of the main tasks for the establishment operated by the Office of Knowledge Development and Transfer. It serves to transfer knowledge to government personnel and private and educational institutions, to upgrade the capabilities of personnel to be available in space technology and geospatial information. Both basic and applied levels cover the use of decision making and management for personnel at all levels and organizations. Personnel attend annual training courses organized by GISTDA. The average attendance is 200 to 300 people per year from more than 100 units, and training courses for specific groups of about 10 units per year. For example, in 2558, training courses for the national housing Satellite Processing and Interpretation Course for the study of urban expansion in 26 provinces of Thailand, or training courses under the projects of land database in the area of the cooperative to be the center of land registration and registration of the documents of the settlement, in Tha Yang and Cha-am Phetchaburi Provincial Department of Cooperatives. In addition, there are 662 teachers and lecturers from 330 schools, including teachers, geographers, and related persons. In 2016, there were various agencies who sent personnel to jointly develop and enhance skills in the six programs of GISTDA, including 156 units, followed by monitoring and evaluation after the training. Trainees can apply the knowledge to take advantage of their responsibilities. The curriculum is integrated with lectures, field trips and study tours and the use of information technology to take advantage of real tasks (GISTDA, 2017).

It also organizes youth camp activities to promote and encourage learning, understanding, access to space technology and geoinformatics. In addition, the development of training courses and research projects has been produced in partnership with academia and the academic networks of international and national organizations to upgrade the capabilities of personnel in both countries and in ASEAN countries, such as cooperation with the five geospatial technology and geospatial centers in the research and development of databases and networks, the Space Technology and Geo Informatics, or coordinating between GISTDA and International Space Science Institute (ISSI) and Asia-Pacific Space Cooperation

Organization (APSCO) to co-host training and developing human resources in “1st Space Science School” course in October 2016. Now, GISTDA will open its own International Space Research and Training Center for Geospatial Technology to support international research training at Space Krenovation Park, Sriracha Chonburi.

Social Services. To give everyone the opportunity to access and use geospatial information in organized activities according to government policy, to develop, promote and support the use of geo-information, such as online information systems. The focus is on effective data sharing to help reduce duplication of data and to save the overall budget of the country, with its operation. It is fast, and users do not need any programming skills to save money on installation costs and reduce user investment. It also provides open, shared, up-to-date information and a unity of information for the problems and barriers of system availability, such as an infrastructure server. It is not compatible with many users at the same time and the internal data layers must be categorized to be more efficient and knowledgeable for use. The training is currently available to those interested. In addition, the Space Krenovation Park (SKP), which is responsible for promoting and driving innovation in space and management of space for business and commercial applications and innovation in the development of space and geo-information technology between external agencies and operators. It is located in an area that is known as a tourist center of the East and also provides opportunities for students and agencies, both public and private, domestic and international visits to various businesses.

5.2.8 Cooperation and Alliances of GISTDA

In addition to receiving policies from the government, GISTDA is working on the use of space technology and geo-information and geospatial technologies. It also cooperates and is supported by various agencies, government and private institutions including international organizations, examples of cooperation are as follows.

- 1) Cooperation with the Royal Forest Department, was signed on August 15, 2014 to co-operate on the "Forest information monitoring project with geo-informatics technology" to jointly solve the problem of forest encroachment. In particular, northern and northeastern regions were surveyed and interpreted using satellite imagery.

2) Cooperation with the National Housing Authority, the signing ceremony was held on August 15, 2014, to co-operate in the "Urbanization Study in 26 key provinces of Thailand with satellite data and geo-information" to monitor fast urban expansion. This causes environmental degradation, social congestion. Traffic and pollution increases resulting in inadequate infrastructure for living today. All integrated systems need to be planned in order to develop the city effectively and securely. To respond to the increasing demand for housing in the future, GISTDA provides support with satellite imagery and advanced geospatial data to allow national housing organizations to analyze their plans to improve the living standard and quality of life for Thai people in an affiliated network. The benefits of cooperation and the user of GISTDA was discussed.

Costs are down because the first time the image cost was high. From a budget of about 10 million, we have only one image. When working together, the GISTDA used 4 million baht in both the image and the work process. For the exchange of learning between the two organizations in the field of geoinformatics, GISTDA organized a party inviting network to get many customers to come and invite us to join. We have met with other agencies... GISTDA's work is highly accurate, with field trips, data analysis and report books. (The User of GISTDA, personal communication, October 13, 2015).

3) Cooperation with Metropolitan Waterworks Authority (MWA), signed with the MWA on February 4, 2015. This is a technical cooperation in aerospace and space technology. The technology is applied to manage the water supply and expand the service area to the whole city. The GISTDA's network of partners discusses the benefits of cooperation and use of GISTDA.

If you look at the concept of the Web Map Service, we do not have to buy a server and storage as large as before the concept for data on the crisis of seaweed intrusion into the plumbing and the capture of satellite images of algae. The purchase of satellite images cost 3-4 million for the original purchase...The work is to be driven in the organization and must run with the

research and development of GISTDA. We do routine work at the MCD and do not do work such as the radar work of the underground pipeline survey... GISTDA has a network partner, one of the universities that he went to used GIST open source software at GISTDA to help with the GIS in the MPS because we pay for the software license. (The Partner of GISTDA, personal communication, October 14, 2015).

4) Development Cooperation for Technology Development “Innovative Mapping on ASEAN Economic Corridor”. This is the cooperation of 5 government agencies, the Industrial Estate Authority of Thailand, Designated Areas for Sustainable Tourism Administration, National Innovation Agency and Rayong Province agreed on March 31, 2014. The Minister of Science and Technology (Dr. Pichet Durongkavaroj) presided over the signing ceremony of the cooperation. With the development of technology for the drive “Innovative Mapping on ASEAN Economic Corridor”, Dr. Pichet has stated that;

Economic coordination is about to start, thus the government puts its best efforts in ASEAN policy and drive the policy to push Thailand to the ASEAN community properly and solidly. By promoting and supporting the economic bridge in the region, resulting in the adaptation of private and public sectors to meet the change and focusing on a digital economy under an innovation base as the main drive and a bridge in four target factors, including economic, environment and security and especially in trade and investment promoting the ASEAN Economic Community (AEC)”. (Dr. Pichet, personal communication, October 18, 2015).

Five organizations integrated using science, technology and innovation to define the 5C active strategy by integrating Digital Technology 5S: GIS (Geospatial Information System), GNSS (Global Navigation Satellite System), RS (Remote Sensing), SIS (Strategic Information System) and DS (Decision System) to build the Digital Economy Platform in searching, managing and developing areas appropriate as Economic Corridors for “Cities of the Future” in producing commercial

and service sectors by considering the value chain and complying with the conditions and factors required by the nation. This is a coordination using the 5C strategy: Cluster, Connectivity, Capability, Co-Creator and Community, to lead to Innovative Mapping on ASEAN Economic Corridors on a Digital Platform, such as building an Eco-tourism City Platform, promoting and building industrial cities and smart cities for access to and the use of spatial analysis to make strategic decisions effectively and efficiently.

5) Cooperation with the Office of Atoms for Peace. A Memorandum of Understanding (MOU) was signed on August 19, 2015 to improve the management of nuclear stations and networks. The Office of Atoms for Peace, has a network of nuclear surveillance throughout the country. There are 20 radionuclide stations and 4 regional centers for atomic peace. Geographic information technology is a highly efficient technology for spatial management.

5.2.9 Evaluation by the Geo-Informatics and Space Technology Development Agency Agency (Public Organization)

In the performance agreement of the GISTDA, it was found that most of the scores were at a good level. A summary of the scores is in the following table.

Table 5.6 Compare the Annual Assessment Results of the Geo-Informatics and Space Technology Development Agency (Public Organization) for the Fiscal Years B.E. 2548-2558

Fiscal year B.E.	Factor 1	Factor 2	Factor 3	Factor 4	Total
2548	4.4706	4.7760	5.0000	3.7325	4.4697
2549	4.4835	4.8091	5.0000	3.8201	4.4676
2550	3.8091	4.2960	5.0000	4.8182	4.2030
2551	4.0338	4.3350	3.6000	4.5521	4.1831
2552	4.8250	4.3619	4.5000	4.6517	4.6973
2553	4.5168	3.8800	1.0000	4.3227	4.2116
2554	4.9419	4.8000	2.6000	5.0000	4.7008

Table 5.6 (Continued)

Fiscal year B.E.	Factor 1	Factor 2	Factor 3	Factor 4	Total
2555	5.0000	5.0000	4.9214	5.0000	4.9922
2557	5.0000	5.0000	4.9254	4.9876	4.9933
2558	5.0000	3.8240	3.5041	4.9994	4.7136

The Public Organization Group's evaluation in fiscal year 2012 by Office of the Public Sector Development Commission (OPDC), stated that GISTDA is a Public Organization that complies with the basic objectives and principles of the Royal Decree and has been selected for Best Practice in dimension 1, the effectiveness of performance, dimension 2, service quality and dimension 4, the level of overall regulatory development. It had the challenge of measuring the performance of the scoring system and consistency of scores over the past 3 years. (1 of 8 PO, OPDC, 2013a)

Table 5.6 shows GISTDA scores for the past four years (Fiscal year B.E. 2555-2558) to be at a very good level. In particular, in factor 1, the effectiveness of GISTDA implementation was rated as the most important measure in the measurement of Public Organizations (60%). In the years B.E. 2556 to 2557, measured by the implementation of government policies (20%) and metrics established (40%). In fiscal year B.E. 2557, due to budget disbursement results, operating performance was lower than the previous year. The measurement in B.E. 2558, factor 1, the effectiveness of operation 60%, is in line with the objective of establishment. The second factor of service quality 10%, is measured by customer satisfaction and measured by the budget management according to percentage disbursement according to the spending plan. The success of process optimization, procurement and disbursement process, and the proportion of revenue generated by Public Organizations, compared with the operating budget of 11 percent and 4 factors of corporate governance and organizational development measured from the level of corporate governance development, integrity, transparency, agency performance, and level of delivery of indicators from the corporate level to the individual level 19%.

Summary of a case study: Geo-Informatics and Space Technology Development Agency (Public Organization) "GISTDA" is considered a Public Organization as one with an outstanding performance of government agencies. It is the only publicly available satellite data service in Thailand and is driven by the vision "The value of space for national and social development". The study found that GISTDA is a public service agency and has access to corporate data in various fields. Information about the organization, the services of the Strategic Policy Offices of the GISTDA has shown the policy of governance and the management of GISTDA has been aware of the policy of the minister responsible for oversight. Chairman, and Executive Goals Information disclosed to the public is recognized and verified, such as operational plans and budget plans.

Based on the evaluation of the performance agreement of GISTDA, the results of the assessment are mostly at a very good level. They can provide basic public services and satellite data services to develop a monitoring system for situations, such as changes in crop areas, changes of forest, moisture mapping and coastal change monitoring, information derived from geospatial and geospatial technologies. It also provides services to government agencies and educational institutions. In addition, it has implemented projects assigned by government policy to address social problems, such as land management and water sources for agriculture under the project of Nong Leng Puey. The pilot project integrating in problem solving and area development in Kaen Makrud sub-district, Ban Rai District, Uthaitхани Province, the project of solving the problem of the land of the villagers in the area of Budo-Su-ngai Padi National Park and the development of a system for monitoring the situation of the cultivation of economic crops of the country, and fundamental in integrating alliances with various agencies to provide public services and satellite technology for use in various areas, including the development of search and service of National Geo-Informatics Infrastructure System (NGIS Portal). According to the prime minister's order in January 2015, GISTDA cooperated with 22 related agencies such as the Town Planning Office Bangkok Metropolis, creating a road map and guidelines for use, which are available to agencies and the public. However, due to the increased mission of the GISTDA, there is a limited capacity for such missions, which will require management planning to meet the board's expectations and policy levels.

In addition, the role and benefits of space technology and geospatial information is necessary for both economic and social issues and the development of current and future countries. The cabinet approved the implementation of the Survey for Development Satellite System (THEOS-2), as proposed by the Ministry of Science and Technology on March 14, 2017, with the main objective of providing satellite navigation for the nation, outside the country and in a crisis situation to enhance research, development and innovation in aerospace and geospatial technology in the country, to strengthen the space technology research center and satellite development. It also includes research and development of innovation in cooperation with the private sector and the industrial sector of the country. This will lead to the creation of added value to propel the country's economy into a space economy and to increase the potential of Thai people through technology transfer, training to further develop the knowledge of design and create satellite imagery. Satellite imagery is used to develop geospatial applications and solutions and to maximize the potential of six holistic spatial management systems based on the needs of the main user, the Ministry of Science and Technology, the Ministry of Defense, the Ministry of the Interior, the Ministry of Agriculture and Cooperatives, the Ministry of Natural Resources and Environment, the Ministry for Economic and Social Affairs and agencies and the effective of the role of GISTDA in the future.

5.3 Designated Areas for Sustainable Tourism Administration (Public Organization)

5.3.1 Basic Information

Co - Creation : Co-think, co-plan, co-produce, co-responsible and co-benefit
(DASTA, 2014a)

The operation policy of Designated Areas for Sustainable Tourism Administration (Public Organization) or “DASTA”, is in line with the government's policy to develop tourism to increase revenue and to distribute income to local communities under the policy of sustainable tourism development in 3 factors: the

economy, society and environment. The Co-Creation Policy has been promoted through cooperation on the basis of community participation and networking. DASTA is a result of Thailand's economic crisis during the years 1997-2001. The government at that time recognised the tourism industry would play a vital role in supporting and revitalizing the country's economy. A government workshop in Chiang Mai in April 2001, had sparked a policy of developing the tourism industry with a unified and efficient management. Therefore, the cabinet's unofficial meeting was held at Koh Chang, Trat on 22 June 2002 to study the draft ordinance to establish a Public Organization. Koh Chang was the first Designated Area and developed international conservation. The Royal Decree on Establishment of Designated Areas for Sustainable Tourism Administration (Public Organization) announced in the Royal Gazette on June 2, 2003 (DASTA, 2014a; OPDC, 2014b).

According to the decree, "The government has a policy to develop tourism to increase income and distribute income to local communities. The management and development of the area for tourism in the integrated central organizations are responsible for formulating policies and strategic plans and coordinating with the local or tourist areas to manage the area for quality tourism. They can also mobilize personnel. The budget and equipment are used in the tourism management service unanimously and resolved quickly as well as promoting the use of modern management knowledge to achieve the goals set. "It is therefore appropriate to set up DASTA to perform such tasks (DASTA, 2003).

Following the fiscal year 2009 performance appraisal, the cabinet approved on August 18, 2009 and February 2, 2010, for DASTA to improve its mission and administration in the designated area to develop "prototype" management of Designated Areas for tourism by choosing a Designated Area for tourism by types of tourist attractions, including natural attractions, archaeological sites, cultural and man-made attractions, to find the right model and use it as a "prototype" to manage the designated area for tourism (DASTA, 2009). According to the interview, the director general of DASTA said:

The Minister of Tourism and Sports (Mr. Weerasak Koowsurat) talked about DASTA under the Office of the Prime Minister. I do not know what to do. Please help me, the organization is approaching the lowest point. I do not see any success factors left. But it will be better. It's a great challenge to have someone who is worried and will lose a good reputation and die in DASTA, so it's a big challenge to make it better. Good things come from our management (The Director General of DASTA, personal communication, December 12, 2014)

DASTA followed the cabinet's resolution to focus on the development of a prototype for the management of Designated Areas for sustainable tourism. From fiscal year B.E. 2553 onwards, DASTA has accomplished its objectives. According to the performance appraisal report, there was an increase from 3.8306 in fiscal year B.E. 2552 to 4.8145 in fiscal year B.E. 2553 and a full score of 5.000 in fiscal year B.E. 2556 and B.E. 2557. DASTA focuses on the development of a special management area for tourism such as Community-Based Tourism. Currently, there are 13 pilot communities in DASTA's six special tourism areas such as Laem Krud community, Trad province (Ecological fishing Learning center, conservation of white clams and study trails, Nai Weing community, Nan province (East Lanna Culture, Learn the culture). The cooperation and support from the government, educational institutions, private sector, especially tourism operators, tourists and community owners through the process of certification of tourist attractions by the community and also developed Creative tourism, is a concept that emphasizes the "value" of the community, society and wisdom and the cultural aspects of the tourism activities that tourists participate in as a model of learning activities of local fisheries in Banglamung. This will bring benefits to the community from the community tourism activities (Community-based Tourism: CBT), making people in the community have a better quality of life. It encourages cherishing and conservation of natural resources. The society and culture make the locals stand out.

5.3.2 Establishing Objectives

The Royal Decree establishing the Designated Areas for Sustainable Tourism Administration (Public Organization) in Section 7 stated as that:

- 1) Coordinate the management of tourism between government agencies, state enterprises, local administration organizations or other governmental agencies authorized or delegate the management of tourism at any national level, regional or local.
- 2) Coordinate the use of authority and responsibility of government agencies, state enterprises, local administration organizations or any other governmental agency that has authority over economic, social, community, urban, environmental, tourism, or peace keeping to integrate sustainable tourism management.
- 3) Encourage and support the development and conservation of the environment for sustainable tourism.
- 4) Promote the use of the potential of various agencies in both the public and private sectors to develop tourism markets.
- 5) Promote and encourage people and communities to participate in the conservation and development of tourist attractions in their local communities.
- 6) Promote and encourage local administration and local communities to provide the maintenance of the arts, customs, local wisdom or a good local culture.
- 7) Promoting information about tourism.
- 8) Promote the development of potential areas for tourism to generate employment and improve the quality of life and make local life better.

5.3.3 Organizational Structure and Staffing

5.3.3.1 Current Organization Structure

The Executive Committee of the Designated Areas for Sustainable Tourism Administration for the fiscal year B.E. 2558 was Mr. Wanlop Ploythabthim as the chairman. The current chairman has changed to be Mr. Weerasak Kowsurat. There are 4 directors, namely, the permanent secretary for tourism and sport, the permanent secretary, the Ministry of Natural Resources and Environment, the deputy minister of the Interior and the director of the Budget Bureau.

The committee members are qualified. They have expertise and experience in tourism law and environmental management and the planning or conservation of natural resources. There are currently 4 people in this group: Mrs. Piya Manathep Paiboon, Mr. Sahawat Took, Mr. Thawatchai Aranyikorn, Mr. Kajorn Weerajai and Mr. Pachara Anantasilp, with Colonel Dr. Nalikatibhag Sangsnit, Director of DASTA, who is the director and secretary and the director for a second term.

5.3.3.2 Organization Chart

The organization chart of DASTA consists of two main parts as follows:

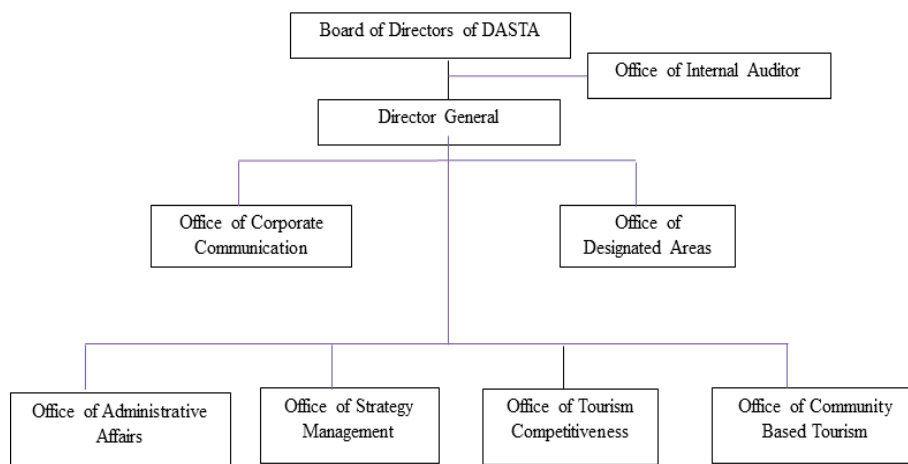


Figure 5.8 Organization Chart of DASTA (Public Organization).

Source: OPDC, 2014b;

DASTA, 2014b.

Central Organization Chart consists of

1) Office of Strategic Management which is responsible for public policy analysis, making suggestions for corporate policies and strategies, annual plan, budget plan, monitoring and evaluation including research, developing the knowledge system, organization's knowledge management and presentation of academic work of the organization in both domestic and international forums and foreign management to develop knowledge and strengthen sustainable tourism development.

2) Office of Tourism competency promotion which is responsible for strategic planning for the development of Designated Areas in the overall country and announcing and supporting the master plan of the Designated Area, information on tourist sites and tourism standards and sustainable development for tourism competitiveness.

3) Office of Community Tourism which is responsible for defining the way to promote community-based tourism to Designated Areas and communities, including the promotion of creative tourism, to strengthen tourism for network partners and coordinating with national partners to create participation in tourism development in the form of Co-Creation.

4) Office of Organizational Communication that is responsible for promoting and disseminating information and operation activities. The organization is open to the public and carries out social and community activities to enhance the corporate image for both internal and external parties.

5) Office of Central Administration that is responsible for facilitating and supporting various operations to ensure that the organization meets the objectives and mission set by financial and accounting tasks, human resource management, law and order, information technology, general management, risk management and internal control.

6) Office of Internal Audit that is responsible for planning functions, preparing an audit plan and proactively conducting consultation to prevent improper operations in accordance with the principles of the internal audit and submit the audit results to the Audit Subcommittee on a quarterly and annual basis.

The Office of Designated Area is responsible for the master plan and action plan of the Designated Area and the management of such plan by coordinating, supporting and evaluating the operation with various agencies and sectors and internal and external organizations to achieve corporate objectives and strategy as the main unit. Each office consists of a Plan Management Sustainable Tourism Promotion and Directorate. There are 6 areas of DASTA.

1) Designated area 1-Chang Island and Vicinity with the development approach of "Eco-friendly Destination: Low Carbon Destination." (announced on September 24, 2004), with 8 Designated Area Development Parties,

such as tour operators, hotels, resorts, restaurants, transportation, local government organizations.

2) Designated Area 2-Chiang Mai Night Safari, now is separated into the city (Public Organization) Office of the Prime Minister.

3) Designated Area 3-Pattaya City and Vicinity, there are guidelines for developing "surfing cities." "Green Innovation: Greenovative Tourism City" (announced on May 19, 2009) with the total area of 10 units.

4) Designated Area 4-Historical Park of Sukhothai, Si Satchanalai and Kamphaeng Phet, has set the guidelines for the development of the "World Heritage City" (announced on July 8, 2011).

5) Designated Area 5-Loei has developed as a "Leisure city: Leisure Loei" (announced on 27 July 2011) from the Tourism Commission.

6) Designated Area 6-Nan Old City, the development approach of "Living Old Town: Living Old City." (May 1, 2012) by converting cultural assets and wisdom to generate revenue. Based on the Creative Economy concept, covering 5 districts (Nan).

7) Designated Area -7 U Thong Ancient City, the development approach of "Origin of Suvannabhumi Civilization." (Cabinet resolution 1 May, 2012) in accordance with the Creative Economy concept " Origin of the History of the Suvannabhumi Civilization), the former capital of the Kingdom of Thailand, and the center of Suvannabhumi.



Figure 5.9 Designated Area Chang Island and Vicinity office (left) and Designated Area Pattaya City and Vicinity office (right), taken on December 24, 2014.

Establishing objective, organizational structure and mission of DASTA reveal that the organization has a critical mission in coordination, promotion and support of many different organizations at all levels to implement sustainable tourism development in Thailand under the concept of Co-Creation. DASTA's area of responsibility covers only 6 Designate Area for Sustainable Tourism and develop prototype such as Community-Based Tourism, Low carbon Tourism, Creative Tourism and Gastronomy Tourism. Said prototypes are already accepted and expanded by various agencies.

5.3.3.3 Personnel Structure

The DASTA personnel structure has 131 staff and 10 temporary officers, composed of 56 central DASTA officers and the Designated Area office has 75 staff as follows. Designated Area office 1 (Chang Islands and Vicinity) 12 staff, Designated Area office 3 (Pattaya City and Vicinity) 14 staff, Designated Area office 4 (Sukhothai Historical place, Si Satchanalien Kampaengpetch) 12 staff, Designated Area office 5 (Loei) 13 staff, Designated Area 6 (Nan old town) 12 staff and Designated Area 7 (U-thong old town) 12 staff (OPDC, 2014b).

5.3.3.4 Allocated Budget

In DASTA's operation, the annual budget is allocated to general government subsidies, including personnel expenses, operating expenses and project costs. The budget allocation is as follows.

Table 5.7 Budget Allocation of DASTA During Fiscal Year B.E. 2552-2559

Unit: Million baht									
Fiscal year	2552	2553	2554	2555	2556	2557	2558	2559	2552-2559
B.E.									
Budget	208.6	171.6	184.2	437.9	442.3	494.9	505.2	469.3	2,914

In the fiscal year B.E. 2557, DASTA has received a total budget of 495 million baht. The plan is to develop and increase revenues from tourism and services by 117 million baht and the tourism and services development project by 378 million

baht. Operating expenses were 76 million baht and project cost was 317 million baht. In fiscal year B.E. 2558, the budget was increased to 505 million baht. The mission is to restore confidence and stimulate the economy and investment by 369 million baht. The operating expenses were 106 million baht, operating expenses of 61 million baht, and project expenses of 338 million baht. The fiscal year of 2016 was allocated a budget of 469 baht million to jointly develop and increase revenue from tourism and services. Tourism has been developed to raise the standard of tourism by 355 million baht and sustainable tourism of 114 million baht.

5.3.4 Strategic and Tactic Issues

Vision DASTA coordinates all parties for sustainable tourism development.

Mission DASTA to meet the objectives of the organization.

Strategy DASTA has set 4 strategies: Strategy 1: Integrate the development of Designated Areas for sustainable tourism. Strategy 2: Development of all sectors. Strategy 3: Enhancing capacity for tourism in Designated Areas for sustainable tourism. And Strategy 4: High Performance Organization (HPO) for sustainable tourism, as in the following figure.

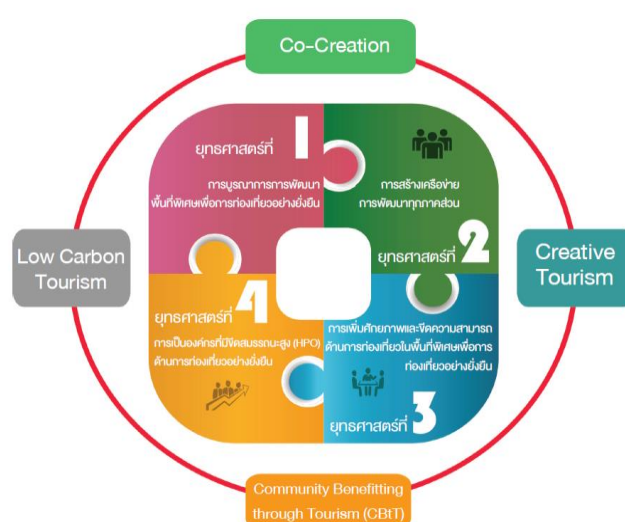


Figure 5.10 The Strategic Plan of Designated Areas for Sustainable Tourism Administration (Public Organization).

Source: DASTA, 2015.

Goal of DASTA: The main goal is to coordinate with government agencies, networks, private and public, both in terms of power or the exchange of ideas, to promote potential tourist areas and to manage tourism by mobilizing a budget, budget tools utilization and management knowledge to achieve sustainable tourism outcomes. It also encourages government agencies, private sector networks and people to participate in sustainable tourism management in the form of co-creation.

Rules and Procedures for Designated Area Declaration

DASTA has set the criteria for a Designated Area. It is a suitable tourism area for the promotion of sustainable tourism and has one of the following three criteria: 1) It is a unique and valuable area of nature and the environment, 2) has historic sites and arts and culture, and 3) potential as areas for development as a new tourist attraction. Black tour is appropriate for such. It must meet the criteria for an initial rating of 75% in accordance with the criteria set by the DASTA in accordance with the guidelines. Next is to prepare information for the consideration of Designated Areas for Sustainable Tourism. There are 5 important steps for the declaration process: 1) Analyze the initial suitability and proposed policy level. 2) Explore the area, topography, economy, society and environment 3) Meetings with provinces and agencies involved. 4) Propose to the cabinet for consideration by the cabinet to approve the declaration of Designated Area and 5) Prepare master plan for development of Designated Area proposed to the cabinet to consider for cabinet to approval.

5.3.5 Management Policy and Performance of DASTA

In the administration of DASTA, the director announced the policy of management to be able to work in accordance with government policy to develop tourism, to increase income and distribute income to local communities, under the policy framework for the management of the development of Designated Areas for sustainable tourism with the following 3 factors, economic, social and environmental and with significant results. The summary is as follows.

1) Co-Creation Tourism, to balance tourism using the 3 factors, economy, society and environment under five guiding principles: "joint thinking, planning, co-operation, responsibility and benefit sharing". Through conscientious

work, be sincere and close to the current and future network partners by supporting the implementation of various projects in the master plan of all Designated Areas. The DASTA budget has been allocated for tangible actions, so that development partners can truly benefit. DASTA's focus is on tourism that brings happiness to the local people, society, culture, traditions, resources and the environment, including a thorough and fair income distribution. This is achieved by providing the people, communities and local administrative organizations, who are involved in the five approaches above, the provision of knowledge and experience in tourism management and awareness of the impact of tourism, ecology, archeology, antiquities, cultures and local lifestyles, resulting from the involvement of all stakeholders in the development of space. The goal of this achievement is to analyze the "Gross Village Happiness" (GVH) of the people in the community, such as income, quality of life, society and culture and the environment of the tourist attraction. This is a tool that shows the development of sustainable tourism at DASTA since 2010.

2) Low Carbon Tourism: A DASTA pilot project conducted in the Koh Chang Designated Area and associated areas. The concrete results are Koh Mak, through the implementation of the Low Carbon Destination project. DASTA has expanded its operations to other areas. Since 2013, the Carbon Emissions measurement tool has been applied to international standards and continued the measures to reduce global warming in accordance with Cabinet Resolution 4. These measures are waste water management and water recycling, waste management, water use efficiency and energy efficiency. In order to balance tourism with environmental factors, in 2015, the perception of tourists on low carbon tourism in the community was assessed. Tourism perceptions on low carbon tourism in the communities are promoted to reduce global warming from the tourists, the perception is higher than the target.

Moreover, DASTA also promotes low carbon tourism in exclusive areas, that are an alternative for tourists to enjoy the fun. It uses resources efficiently and reduces carbon emissions such as Project "Aew Mon Jai, Mai Aow Than", in the Designated Area of Nan old town. The restaurants in the area participate in activities, such as presenting a low carbon menu; a menu of food using local ingredients, encouraging the use of bicycles for travel. Also to save resources in the

accommodation or to develop a group tour, such as "Fun-ergise Low Carbon". And to develop a tour company in Koh Mak. Or as in Koh Chang Designated Area, for the efficient use of resources in cooperation with Tourism Business Association of Trat, by using the design of low carbon tourism activities.

For sustainable tourism development in environmental factors, DASTA has pursued a policy of eco-friendly tourism. It focuses on raising awareness for businesses and communities in the Designated Area. A summary follows:

(1) Encourage the community in the Designated Area to take action to reduce global warming. In the tourism sector, DASTA promotes and supports the tourism sector of the village, subdistrict, and municipality. Accommodation establishments, transportation and other services related to tourism have participated in activities to reduce global warming to reduce the carbon dioxide emissions from the tourism sector. With 12 communities in 6 Designated Areas, it was found that the communities participating in global warming activities could reduce carbon dioxide emissions from tourism by 435 tons of CO₂ equivalent i.e. tons of carbon dioxide equivalent, per annum or the equivalent of replanting sufficient trees to absorb 19,773 carbon dioxide.

(2) Encourage the establishment of accommodation in Designated Areas to participate in more environmentally friendly projects, under the criteria for assessing the potential of eco-friendly accommodation in DASTA's Designated Areas and as a tool for the development of accommodation establishments. To educate about the guideline for implementing measures to reduce global warming to reduce carbon dioxide emissions in the tourism sector, DASTA has set a benchmark for use as a basis for promoting the development of specialty accommodation in the Designated Areas. Subsequently, improved environment performance was found. The establishments in the Designated Area were promoted and passed the criteria for assessing the potential of 35 environmentally friendly accommodation establishments.

In 2015, DASTA expanded its waste management capabilities in the area. The number of tourists increased, especially in Chiang Khan district municipality. In 2012, the number of tourists was 200,000 and in 2014 more resources were used to generate waste from tourism. Most of these were organic waste, such as garbage, which can not be utilized for recycling and can be hazardous waste, or waste

residues. Therefore DASTA has supported the design of a waste management system in the Designated Areas to support waste management equipment and built a learning center for the environmental management of waste to use it as a place to study waste management services for government agencies, students and the general public to understand and recognize the garbage problem. The process of sorting and processing waste into energy, the waste separation and disposal plant of Chiangkhan Municipality can handle up to 50 tonnes of waste per day, which has been in operation since June 2015. It consists of a waste sorting system for the disposal of solid waste. The next step is the production of pyrolysis oil from the plastic waste fertilizer production system for composting and biogas production, which is an anaerobic digestion process, to convert organic waste into biogas. In addition, DASTA promotes low carbon tourism, a Designated Area which is an alternative for tourists to enjoy, but use resources efficiently. For example, "Do not Burn the Heritage" project in association with Sukhothai Historical Park. In association with Bangkok Airways, hotels, restaurants, and communities in the Sukhothai Historical Park - Si Satchanalai - Kamphaengphet, it is a project to protect the heritage of the world by providing alternative activities for visitors who visit the park. It reduces carbon dioxide emissions during tourism, tourists are persuaded to go out during the day (as there is no power in the room during the day), reducing the energy used to clean. It has a network of government agencies, establishments, hotels, restaurants, tourist activities, and communities participating in such activities.

3) Creative Tourism, is based on the knowledge of DASTA through the implementation of tourism development projects in accordance with the criteria for certification of tourist attractions to create added value from tourism activities, products and services which are based on culture. The lifestyle and the critical base of the community network is to create an experience for tourists. The goal is to raise community income from tourism by at least 10% and the Gross Village Happiness Index (GVHI) in the Designated Area to be not less than 60%. To balance the economic factors and social factors, for example, in 2015, DASTA jointly developed creative tourism activities that are one of the key policies for sustainable tourism development and a tool that gives communities the opportunity to take ownership of the area through guided tourism and create your own tourism activities. Owners of the

activities and people in the community are aware of the "value" of their cultural heritage and focus on the value of their visitors, local culture through creative tourism activities. It has set the formula for creative tourism activities in six Designated Areas such as the Muslim way of life (Ban Nam Kiew) Designated Area Koh Chang, fishery lifestyle (Banglamung) Designated Area Pattaya City, Tung Nan City (Wat Phra Kring) Designated Area Nan Old Town and Ancient Beads Muang U Thong, the ancient city of U-Thong. DASTA has assessed the knowledge of cultural tourism, traditions or wisdom of the community, as surveyed from tourists who joined the creative tourism, most of whom are Thai tourists. It was found that there was the greatest understanding at 9.72 of creative figures.



Figure 5.11 Creative activity: Tung at Nan City and Ancient Bead Activity at U-Thong Ancient City

4) The Results of Sustainable Tourism Development are in Line with the Global Sustainable Tourism Criteria of UNWTO.

DASTA developed tourism to comply with the sustainable tourism criteria of the United Nations World Tourism Organization (UNWTO). The overall performance of DASTA was 94%. By category it was as follows; Category 1: Sustainable Tourism Management (30/30) Category 2: Utilization of community resources for social and economic benefits, the lowest negative impact (30/26). Category 3: Most beneficial to the community tourists and cultural heritage and the least impact (10/10 score), and Category 4: making the environment of tourism the most beneficial and having the least negative impact (30/28 points).

5) Sustainable Tourism Development in Economic Factors

DASTA continues to build on the success of community-based tourism. The goal of the organization is to generate income for the people in the tourist

destination in accordance with the policy of Communities Benefitting through Tourism (CBTT). The community in the Designated Area benefits from tourism and participates in the planning. It is empowered to manage activities that generate income from tourism. This in turn helps to improve the quality of life and well-being of the community and is strengthened on the basis of the community itself. This is a great way to promote the economy as a whole. DASTA has developed these six Designated Areas and pushed forward and expanded to 26 new communities. Overall, the number of communities participating in these activities has increased to 92%, which is higher than the target. DASTA defined the project through creative tourism activities as “Learn Look and Act” which DASTA has participated in and provided opportunities for tourists and the community owners to have a chance to learn, share activities with the community and make a real learning community. This is referred to as “Authenticity” or, tourism development to honor the “Value” of a culture, a community’s way of life that makes the community unique, and which leads to the motivation for tourists to come to experience an authentic community way of life. These are chosen to be the model activity from six areas such as, Jam Muslim way of life activity in Ban Nam Chaeo DASTA 1, local fisherman way of life activity, Ban banglamung DASTA 3, sculpture and drawing of celadon ware activity DASTA 4, learning to do “Tung Ka King” activity, Prakerd temple DASTA 6 and learning to make ancient bean activity DASTA 7. The researcher visited these activities as in the figures.



Figure 5.12 Local fisherman way of life activity (Ban Banglamung).

Designated area 3, Pattaya City and vicinity, taken on June 8, 2015.

6) Sustainable Tourism Development in Social Factor

(1) The Criteria for Certification of Tourist Sites in Designated Areas is to support the changing trend of tourism in a conscious and environmentally conscious way, in both social and economic areas by developing tourist sites to meet the standards for tourism which are as follows. The Sustainable Community Tourism Group Waste Management and Quality of Life Conservation projects and the promotion of cultural heritage management of natural resources and the environment in a systematic and sustainable manner for service and safety. In the fiscal year 2557, DASTA Community Tourism Accreditation Board revised the criteria for the certification of community attractions to be appropriate and in line with the tourism environment that is focused on environmental awareness, reducing global warming and creating local travel experiences. As a result of community development activities, the working group has evaluated the community according to the revised criteria. The eight original tourist communities passed the DASTA Community Tourist Accreditation standard, scoring over 50% of the overall score. The 8 communities are Tambon Laemchad community and Tambol Nam Chaeo community DASTA Area 1, Ban San Lomjoi community and Tambol Banrai Kongkhing community, Chiangmai, Tambon Takian Tia and the community in Huay Yai district DASTA Area 3, Ban Cookpattana community, Chiangmai DASTA Area 4, Tambol Plabar DASTA Area 5. In addition, the community has developed the potential of the community. As a result, 5 communities outreach reached the required standards through their community standards. These are Tambol Nakorn Chum community and Muang Kao community DASTA Area 4, Kok Sathon community DASTA Area 5, Tambol Bosouk community, Tambol Naiweing and Ban Nhong Tao community in DASTA Area 6. This is due to the continued development of community-based tourism and the achievement of community-based tourism development according to the serious and continuous standards of the management of tourist attractions by the community. As a result, two prototype communities were awarded the Thailand Tourism Industry Award (Kinnaree) in the year 2015. Tourism Authority of Thailand (TAT) is the tourism promotion club of Baan Rai Khong Khong, Hang Dong, Chiang Mai Province and the Community Attractions And the Tourism Promotion Club of Baan Nam Chiao, Laem Ngob District, Trat. DASTA has supported and promoted the development of community attractions, for example, in conjunction with the

Community Development Institute (Public Organization) through a public workshop. With community-based tourism management, the DASTA Community Tourism Club is a lecture for the Eastern Community Council on the concept of community tourism strategies and the role of the various parties in developing and driving community-based tourism. This is to increase the knowledge and promote sustainable tourism to communities.

(2) A Survey of the Gross Village Happiness of the community in a Designated Area. The development of sustainable tourism covers 3 factors: economic, social and environmental. The goal of this success is to analyze the “Gross Village Happiness” The people in the community are analyzed in Designated Areas such as income, quality of life, society and culture, environment of the tourist attraction. This is a tool that shows the concrete development in sustainable tourism development since 2010. In 2014 DASTA modified its Assessment Standard of Gross Village Happiness (GVH) and selected a community in a Designated Area at DASTA to develop sustainable tourism in a harmonious way to encourage and support the implementation of tourism activities and provide sustainable tourism knowledge to generate income and to create a happy living for the community, The 6 aspects, according to the index of well-being, are, a healthy and strong community economy, warm families, good community management, a good environment and democratic and a well governed community. In 2014, there were 33 target communities, 748 of were from 6 Designated Areas. It was found that every community could pass the threshold of happiness. DASTA represented 100% of the total 33 community developments and 75.47 % of the community's overall well-being. Examples are from DASTA 1 such as the Sakak Kok community with tourist development activity: Loyal Honor DASTA, ball, bio-fertilizer, alternative energy, income promoting activity, following the royal footprint activity, accommodation activity and community income promotion. The results of the community welfare assessment were 60% by Designated Areas, including the Designated Area of Koh Chang and its surrounding areas (71.47%), Chiang Mai area (80.70%), Designated Area of Pattaya and the area, Sukhothai Historical Park, Si Satchanalai, Kamphaengphet (78.33%), Designated Area Lei (75.62%), Designated Area Nan (81.80%) and the Designated Area of U Thong (74.90%).

In addition, in 2015 DASTA concluded a survey of the Gross Village Happiness of people in the Designated Areas. According to the local administration organizations in 11 Designated Areas, the sample of residents in the Designated Area was 4,124 (94%) of the DASTA. Recommendations from DASTA in major tourism development such as the well-being factor, require DASTA to promote agricultural tourism, knowledge of organic vegetables and other economic crops for people in the community to develop, to provide a source of non-toxic food in community attractions. In addition, DASTA has developed a model to analyze the impact of the operational policy of DASTA in the Designated Area to be used as a basis for DASTA's strategy and budgeting and to be in line with the strategic plan for economic and social development. The 12th National Strategic Plan and the 20 year National Strategic Plan will lead to the development of long-term tourism in the first quarter of 2017. An increase by 88% and the average level of wellbeing in the area was 71% above the target set by DASTA (DASTA, 2016b).

(3) Drive the Master Plan into Practice. DASTA has selected impact projects under its master plan in six Designated Areas which were allocated a budget in 2014 according to the impact factor analysis covering 5 issues: Strategy Compliance: GC = Growth & Competitiveness, IG = Inclusive Growth, GG = Green Growth and IP = Internal Process 2) Participation of development partners in the area 3) Awareness of the importance for project operations in a broad view 4) Is there an impact on society, culture, environment, landscape, natural resources and ecosystem? 5) Budget expenditure in a direct project to the economic unit. The conclusion of project implementation under the master plan in the Designated Area was allocated in the 2014 annual budget and took around 12 months. DASTA operated a hundred percent of the projects, including corporate and corporate strategic planning analysis and evaluation of the implementation of all 16 projects with the CIPP Model (Context, Input, Process, and Product) by analyzing the various factors, it was found that all projects could achieve the required levels in outputs. The results of the master plan implementation in the development of Designated Areas have benefited the network as stated by the secretary of the municipality of Banglamung. The benefits are as follows.

We have a lot of benefits, such as knowledge of our travel stimulus. DASTA has made a tour route to build a bicycle lane for tourism in all 10 districts, and has visited the Jeju Island, Korea. The construction is about the future because people like to ride more. What can I say? I have a good feeling as he is a mentor, he pushed the tourism sector in the municipality after DASTA to make a leap forward. Bang Lamung district has a budget of 80-90 million baht per year (subsidies of 80 million baht, about 10 million baht. (The Municipality of Banglamung, personal communication, June 4, 2015)

7) Working with Sustainable Tourism Development Partners Both in Thailand and Abroad focuses on the quality of operations so that they can take advantage of the various frameworks. In practice it also means working together with the current development network and partnerships with the new network. The program is aimed at promoting cooperation among national and international partners, such as the Ecotourism Center, through the creation of awareness and understanding of the integration of that cooperation to provide special spaces and to be the center of ecotourism, ASEAN international standards and an economic network. To help achieve this it has engaged and integrated with network partners such as the Ecotourism Network Chamber of Commerce Association. Or with the tour operator association, local administration and the local media of Loei Province. Together, they plan to create an image and stimulate consciousness in the conservation of natural resources and environment or project conservation, restoration and development of antiquities. For example, the ancient city of U Thong, to develop a Designated Area of the ancient town of U-Thong as an archeological attraction together with the Fine Arts Department the National Museum of Phra Nakhon, the Fine Arts Office 2 Suphanburi and U-Thong National Museum. Together they will prepare a plan for the development and improvement of the U-Thong National Museum and archaeological research in U-Thong. This will include the systematic excavation in the ancient city of U-Thong and the preparation of cultural information and archeology of U-Thong in a geographic information system. It will also explore archaeological sites and antiquities by the use of geological technology. The Surat Thani geological survey and the development of geological tourism will be used for a "Terrain Park" and

geological tour guide including activities that were organized to stimulate the community's appreciation of local architecture and to establish the archaeological center of the ancient city of U-Thong with the network in other Designated Areas, such as the Department of Highways in the Designated Area 3 Pattaya. Representatives of the network have commented on the network and benefits as follows:

The goal of DASTA is to develop Pattaya and its associated DASTA management team. DASTA is the only information that I would like to study so that Pattaya will be, like, the master plan for transport development in the Designated Area of Pattaya ... Pattaya can not do anything because Pattaya thinks nothing. No one can say but DASTA. In the middle is a Public Organization. Let's see what you will develop. If possible as planned and if successful, it's worth it. We have learned that the monorail train is coming. Take the study at DASTA to think and do DASTA and Pattaya in the same way. Pattaya is overlooking Pattaya DASTA. He thinks outside Pattaya and the link area. (The Network of DASTA, personal communication, June 4, 2015).

DASTA has also partnered with the Tourism Network and also signed the Memorandum of Understanding (MOU) on the integration of information, including with the Ministry of Tourism and Sports, Royal Thai Police (Tourist Police), Exhibition & Convention Bureau, Airports of Thailand (Public Organization), etc., to support the implementation of the Tourism Economic Database. In phase 2 DASTA will provide sustainable tourism information in a Designated Area that DASTA is responsible for in the Tourism Information System (TIS). Developed over 5 years, it has major five areas of information which organizations can use, such as travel information in a Designated Area project, information for the development of Designated Areas for sustainable tourism, such as low carbon and creative tourism. Also included is income data and a wealth survey data of the community in a Designated Area, including research results related to sustainable tourism management. In particular is DASTA's unique community development, which aims

to become a sustainable tourism development community. Other units can be studied and adapted as appropriate along with the available resources in their area (DASTA, 2017).

Working with sustainable tourism development partners in foreign countries UNWTO has published a successful model of cultural tourism management of 25 prototypes. These are in the UNWTO Global Report on Cultural Routes and Itineraries, almost all of them are in Europe and America. DASTA has also developed DASTA tour guides in the Kamphaeng Phet area and the World Heritage Site. It operates in collaboration with the United Nations Educational, Scientific and Cultural Organization (UNESCO) in the Sukhothai-Si Satchanalai-Kamphaeng Phet Historical Park in 2014-2015, and DASTA has established an ecotourism network with its members. UNWTO and its partners (in 16 Asian countries) and the Asian Ecotourism Network (AEN) is headquartered at DASTA Headquarters to help develop ecotourism in Asia.

8) Competency Building of DASTA

The administration of DASTA has been outstanding and has continued the development, particularly in corporate management, DASTA is the "Master of information technology implementation to support an organization". There are various agencies that come to study such systems such as, the Institute for Justice of Thailand (Public Organization), Suan Sunandha Rajabhat University and the Fiscal Policy Office (FES). DASTA has developed internal information management systems, from 2011 to present. These are e-Project Management, e-Archive, Enterprise Resource Planning (ERP), Human Resource Management (HRM) and the latest Risk Management and Internal Control (RMIC), under the e-Office system which can create various forms of documents for internal approval using only electronic documents. DASTA has been awarded the, "Green Office" by the Department of Environmental Quality Promotion for 2 consecutive years. In addition to being an eco-friendly office, e-Office also increases productivity, ease of use, speed, transparency and the ability to check every step of the operation. Approval of any work has integrated information so all internal systems can be used to analyze data. In addition, DASTA is also assessing the readiness of e-Government Readiness in the digital economy for the economy and society. The current government promotes

information technology for use in economic and social activities. Government agencies will need to adjust their working styles to be convenient, fast, transparent, checking of the data center, reduce duplication of work, reduce public service lifecycle and increase service channels to the public. DASTA has received an average of readiness higher than the average of 203 government agencies.

5.3.6 Evaluation Based on Performance Testimonials

In its performance appraisal, DASTA has continued to improve its performance. The results are summarized in the following table.

Table 5.8 Comparative Table of Annual Evaluation of Designated Areas for Sustainable Tourism Administration (Public Organization) for the fiscal year B.E. 2548-2557.

Fiscal YearB.E.	Factors 1	Factors 2	Factors 3	Factors 4	Total
2548	4.4294	4.1000	5.0000	3.5563	4.3488
2549	4.5974	5.0000	2.8989	3.6194	4.3211
2550	4.1664	4.6880	5.0000	3.2667	4.3971
2551	3.3030	3.9867	3.5333	3.4571	3.4971
2552	3.5811	4.3016	4.0769	4.1091	3.8306
2553	4.8039	4.8600	5.0000	4.7483	4.8145
2554	5.0000	5.0000	4.3763	4.7778	4.8714
2555	5.0000	5.0000	4.5696	5.0000	4.9483
2556	5.0000	5.0000	5.0000	5.0000	5.0000
2557	5.0000	5.0000	5.0000	5.0000	5.0000

Source: OPDC, 2014b.

From the table above, it is evident that DASTA's performance appraisal scores have improved and have consistently improved. In the fiscal year B.E. 2555, DASTA was selected as best practices in the second group, which was in line with the

objectives and fundamental principles of the Royal Decree and was selected as best practice in various factors. There has been a challenge of measuring the performance of the scoring system and consistency of scores in the past 3 years (1 in 8 POs, B.E. 2557), as well as in the public sector. Corporate Governance as a whole and monitoring and review of the adequacy of critical systems and disclosure of critical information are also monitored and reviewed. In addition, it is evident from the evaluation scores from the office of the Civil Service Development Commission from fiscal years B.E. 2552-2557, the ratings were consistently high and consistently achieved the full five consecutive ratings in B.E. 2556-2557.

Based on performance measurement in Factors 1, the effectiveness of performance, which is a key indicator for measuring Public Organizations. DASTA has achieved a 5-point rating for the fifth consecutive year since fiscal years B.E. 2554-2557. DASTA's certification of performance is consistent with the purpose of its establishment mission and strategy (DASTA 2014a, OPDC, 2014b). The indicators reflect the objectives of the establishment.

1) The success of prototypes and learning centers to promote eco-friendly tourism. (The 6 specialty communities in the area, including 12 communities that have been promoted to participate in the four DASTA Global Warming Measures, that can reduce the amount of carbon emissions emitted by the tourism sector, six special-purpose establishments, 35 of which are intended to be included in the assessment and can be standardized, are environmentally friendly.)

2) Community income increased on average by participating in income generating activities in 6 Designated Areas. In conclusion, the income of 26 participating community-based income generating activities was found to have increased. The increase was 92 percent, such as the Salak Khok House DASTA 1. The community income increased from sixty thousand baht to one hundred and twenty thousand baht for the market in the city of old Nakorn Chum, its revenues increased from two hundred thousand to six hundred thousand baht.

3) The prototype community has been developed in accordance with the development plan to meet the criteria for certification of community attractions.

4) The community has been developing sustainable tourism in Designated Areas that meet the welfare standards.

5) Use of sustainable tourism knowledge dissemination to outsiders. In the development of tourism protocols in various forms, DASTA has been developed as a guide to transfer knowledge of the development and management of Designated Areas or tourism areas to various agencies to develop. There are examples of development guides as shown below.



Figure 5.13 Knowledgebase on Development and Transfer of Knowledge on Sustainable Tourism Development

Source: DASTA, 2016b.

6) The success of the project is driven by the master plan in the Designated Area allocated to the budget.

7) The success of operations under the World Tourism Organization's Sustainable Tourism Framework (UNWTO) (OPDC, 2014b).

In addition to DASTA's public offerings, the second factor in quality of service, DASTA received the same 5 rating as measured by the success of the satisfaction survey (Designated Area, Nan Old Town and the Designated Area of the ancient city of U-Thong), Sukhothai Historical Park-Si Satchanalai-Kamphaengphet Designated Area) and a level of awareness of brand image sustainable ecotourism for Koh Chang and linking areas. The emphasis is on communication in the Koh Mak area, under the concept of a Low Carbon Destination, by communicating with key target groups, such as people in the community, tourists and the mass media by

making a manual branding through storytelling, creating a brand identity and awareness-raising activities. It has grown in a number of areas, such as in Designated Areas. In particular, the number of tourists in Chiang Kong in 2011 was 260,548, with an increase to 771,400 in 2014. The highlights and good development of DASTA from the performance assessment report has found that "DASTA's top executives have the knowledge, ability, and commitment to manage the organization and build a network of work to achieve its mission. The objective is to establish and prioritize the monitoring and evaluation of performance." Moreover, the data recording is systematically done in complete accuracy, convenience and easy to search, the detailed assessment is complete, all indicators and all topics in the evaluation form for 6 and 12 months. The staff are competent and willing to work under the authority of DASTA, such as coordinating agencies involved in the development of Designated Areas for sustainable tourism, by supporting a master and action plan. There is development of knowledge and promotion for the sustainable development of community tourism, such as the transfer of knowledge on environmental management for sustainable tourism development in Designated Areas, the creation of tourism knowledge in the field of creative tourism and low carbon tourism. They have established criteria for certification of community attractions in Designated Areas for sustainable tourism as well as encouraging the development of community attractions to meet the criteria of organizing sustainable tourism knowledge dissemination to external parties (DASTA, 2014a, OPDC, 2014b).

In addition, DASTA transforms the goals of the strategy and metrics from organizational level to sub-level and individual staff level. This includes linking the performance evaluation system with the goals and performance indicators in a consistent manner. Executives can oversee the workflow of the special and central office more systematically, linking assessment results with salary increases to encourage all parties to be enthusiastic and work together to achieve the goals of the organization, as well as to disseminate important DASTA information and information in both general finance and main mission finances in full, accurate and reliable reporting as a good example. It is reported in the DASTA Annual Report and website to show its social responsibility.

Based on the results of DASTA's Performance Assessment report, DASTA can be considered as a Public Organization that receives a high rating and

demonstrates evidence of its performance. The mission and purpose of the organization have been selected as the Best Practice of Public Organizations in the category of government policy. However, since fiscal year 2558, CSDC is reviewing the results of the review and the continued need for existing Public Organizations. DASTA is one of six Public Organizations that should be reviewed under the requirements to be dissolved. It has been assigned to the Deputy Prime Minister, or the supervising minister to review. Deputy Prime Minister (Gen. Thanasak Patimapakorn) has asked DASTA and related agencies to provide feedback on how to get and adjust the mission and organization to be clear and not overlapping and to coordinate with the minister closely. The regulator should be a ministry with a similar role to integrate tourism under the same strategy and to benefit the government. As a result of the DASTA performance appraisal, there are questions in society that have resulted in very good results. Therefore, the Office needs to study and review the format of the performance appraisal certification of Public Organization to visualize the performance and the achievement of the objectives of the actual establishment to be consistent and in the same direction.

Summary of the Case Study: “Designated Areas for Sustainable Tourism Administration (Public Organization)” was established by Royal Decree in 2003 up until now, more than 14 years. It has encouraged and supported all development partners to participate in integrated tourism management by setting policies and strategic plans, coordinating with locals or areas for quality tourism with Co-Creation, “Co-thinking, co-planning, co-responsibility and co-benefits”. In six designated areas, which are Chang Islands and vicinity, Pattaya city and vicinity, historical parks of Sukhothai-Srisachanalai-Kampaengpet, Loei, Nan old City and Uthong Ancient City under the framework of the Global Sustainable Tourism Criteria of the United Nations World Tourism Organization (UNWTO), tourism has become a way of creating opportunities. DASTA, as a representative of Thailand, has been a member and has proposed Thailand's development policy, such as the tourism policy. This includes the creation of tourism that is a low-carbon tourism policy and is conducive to concrete action and consistent with the UNWTO's four tourism criteria to create sustainable tourism management and make the community of tourism owners the most socially and economically advantageous, to provide the most benefit to the community tourists and cultural heritage.

The intention was to establish DASTA when the government had a policy to develop tourism to increase income and distribute income to local communities. The benefits of DASTA's operation and drive are the development of special-purpose tourism that helps to increase employment and elevates the quality of life and local life. This is a challenge for sustainable tourism development, to ensure that tourism revenue is spread to the community level. As a result, the people in the community have a good quality of life. It is a cornerstone of the country's development and reflects on the Gross Village Happiness in six designated areas.

It is evident that DASTA's mission is to promote the supply side of tourism in order to provide space for tourist attractions and communities in the exclusive areas. DASTA's outstanding contribution to sustainable tourism promotion and development has resulted in the development of a Designated Area for tourism in each area through the development of sustainable tourism. The "Master Plan for Development of Designated Areas" co-operated with governmental agencies, the community and local residents. The plan was implemented in accordance with the master plan as proposed for the approval of the Cabinet. The budget for the implementation of the local, or regional, action plan will be proposed by the budget, which is included in the proportion of government subsidies allocated to the local governments or government agencies to further develop the area. The prototype of sustainable tourism management and development has been used as a model for community or local development, such as the Creative Tourism model. It is a tourism that learns the true identity of the community. Tourists participate in activities and exchange experiences with the community, such as learning patterns of the world through paintings of the old town of Sukhothai, the original Community Based Tourism. This is an alternative way of managing the community creatively. Standardized learning contributes to the sustainability of the environment, local culture and quality of life, income and benefits to the community. The community is the owner and the villagers take part in determining the direction and decisions. Through the mechanism of tourism development, there is a working team to certify tourist attractions by the community. There are 13 communities, such as Takian Tia Community, Chon Buri, which is a community of Thai folk art. The Sufficiency Learning Center, or Sukhothai Old City, Sukhothai is a community surrounded by historical heritage filled with tourism. At

this time, the National Tourism Policy Board, General Thanasak Patimaapakorn is the chairman of the committee, has announced Thailand's tourism development criteria. It is developed by DASTA as a guideline and a tool for community-based tourism development through a participatory process of all sectors.

Moreover, there are also eco-friendly models (Low Carbon Tourism) and community and tourism entrepreneurs. This is a successful model in the Koh Chang area and the surrounding areas and is in line with the measures and guidelines for reducing global warming. For example, Ban Nam Kao, Trat Province, which manages ecotourism and pioneer's genuine homestays. There is a division of work and fair income sharing and strengthening of management. It has now extended this model to other Designated Areas, and has developed a gastronomic tourism model, which is an activity that accompanies tourism by developing a special food tour, the selection of the area in each area to offer items such as, chicken curry in Chonburi, rice wine in Loei province, Loei Province, Suphan Buri Province.

DASTA's Sustainable Tourism Development currently has a clear performance of its central role in coordinating and integrating sustainable tourism. It has been an area of long-time neglect of supply tourism due to the number of tourists and the increase in tourism revenues that focuses on demand. At present DASTA focuses on the development of income distribution from tourism to the community (Pro-poor Tourism) and also plays a role in the integration of DASTA with the Ministry of Tourism and Sports. They have jointly made a Strategic Plan for Community-Based Tourism 2016-2020 which was circulated in November 2016 to be a guideline for the development of tourism by communities in Thailand to have a solid base. DASTA has also been appointed by the National Tourism Policy Board to be on the Sub-Committee for Standardization. Tourism in Thailand is consistent with the National Tourism Development Strategic Plan and the policy of the National Tourism Policy Committee.

From these three case studies of Public Organizations, it is found that the administrative context of each Public Organization differs according to the purpose of the establishment. The next chapter will present the findings from these case studies and will lead to the findings of this research question.

CHAPTER 6

ANALYSIS OF FINDINGS AND EMERGING ISSUES FROM THREE CASE STUDIES

Data in the study has been collected from documents, in-depth interviews of key informants and observations. It has then been analyzed through coding, summarizing and managing information into categories in clusters and themes from the key questions through the verification of data by using data triangulation. The research findings will be presented in this chapter.

The purpose of this chapter is to present the results of the findings and issues arising from the three case studies using an analytical approach. It will start from the presentation of general findings of the organization and management of the Public Organization (PO), which will lead to an issue-based presentation in order to answer the research questions about the performance of a Public Organization, and the key factors affecting the performance of Public Organizations in Thailand. The researcher used the conceptual frameworks defined in Chapter 4 as a guideline for the study which are New Public Management, Management Autonomy, Regulation and Flexibility, Organization Conditions and Leadership. The findings for each issue are as follows.

6.1 Exploratory of Public Organizations in Thailand

From the study and data collection of the three case studies, the researcher found a significant indicator in the performance of Public Organizations which created an understanding of the rationale and the importance of providing public services in the form of public organizations, resource and personnel usage of public organizations, management and problem solving, autonomy in management including the supervision of public organizations. The findings found interesting issues that led

to causes and effects reflecting the management methods and the empirical performance of Public Organizations and eventually answered the research question. The researcher proposes the following findings.

6.1.1 The Rationale and Importance of Providing Public Services in the form of Public Organizations and the Specific Characteristics of Public Organizations

The reason and necessity of public services in the form of Public Organizations is because some public services are complex, with conflicts and a complexity of implementation and responsibilities between government agencies. So it should be separated into a Public Organization to provide a faster public service autonomously and without the need for traditional state power. It can be managed by its own rules. A Public Organization is a state-specific mission that needs agility, uses talented personnel and has high compensation systems. In order to make the public service achieve maximum effectiveness and efficiency, it must integrate all stakeholders to work together in a unified and coordinated manner to hasten the operation, including public services, that require the greatest urgency. According to Section 5 of the Public Organization Act, the establishment of a Public Organization is justified by the need, “when a government has a plan or policy of any specific branch to provide a public service and it is appropriate to establish a new administration agency, different from the existing government agencies, or public enterprises, for the purpose of the most efficient utilization of resources and personnel.” (Public Organization Act, B.E. 2542). The findings from the case studies revealed that the reasons and necessity to provide public services in the form of Public Organization and the specific characteristics that support the significant performance of Public Organization are as follows.

6.1.1.1 Flexibility in Management

The idea of establishing a Public Organization is to provide autonomous management, regulation and supervision, to support the implementation of Public Organizations in accordance with the Public Organization objectives. This finding found that Public Organizations have management agility that support performance. In case of DASTA, the director has agreed that:

Flexibility in management is 3 facets which are, regulation, budget management and human resource management and are under the authority of the Board of Directors. This flexibility creates no barriers. DASTA has no barriers because it has these three authorities. There is a clear jurisdiction of power between the board of directors and the Director General. (The Director General of DASTA, personal communication, December 12, 2014)

The examples of having flexibility in many facets to create efficiency, effectiveness in the good public services of DASTA are, imposing the supervision of budgeting to support projects of other organizations (government units, state enterprises, local administrative organizations and associations), these projects must have the objectives that compliment the establishment objectives of DASTA and its strategy. This should include DASTA's projects which are within the budget approved by DASTA's board of directors. By allowing this, DASTA will be able to submit products or services to targeted recipients with agility as specified in the timeframe (Supervision of budgeting to support projects of other organizations B.E. 2554, DASTA).

For GISTDA, it was found that the most obvious agility is autonomy in regulation. It can provide information for both the public and businesses. The Director General, or Deputy Director has the authority to approve information services to government agencies or others, in contrast with traditional government agencies that have complicated processes. Moreover, GISTDA has the supervision for business services to satisfy external or private tasks by using a reserved fund as an advance operating expense for up to 35 percent. Or when the fee has not been paid and the latest supervision has adjusted the absence of the fee and, in the latest changes, up to 75 percent of the reserved fund can be used to provide services for government sectors, such as field trip expenses, employee wages and training expenses . However, the regulation must not violate relevant laws. GISTDA Director General (personal communication, October 27, 2017) has stated that the rationale and necessity in providing public services in the form of a Public Organization have been: "By principle, I think Public Organization is the most flexible organization pattern."

In the case of Ban Phaeo Hospital, the distinction of being flexible is clearly evident when the hospital was transformed from a government hospital into a Public Organization. It has a short chain of command and flat organization which is significantly different from traditional bureaucracy and streamlined management. The senior management supported this as follows:

Clear flexibility, if it is the line of command of other hospitals in the ministry, we have to ask for approval from several offices such as the Provincial Public Health Officer, the Permanent Secretary of the Ministry, the Minister and cabinet, which makes the chain of command excessively long (The Senior Management of Ban Phaeo Hospital, personal communication, June 28, 2015)

Besides agility and flexibility in management, Public Organizations can also respond quickly to public services that meet the needs of the recipient, for example, Ban Phaeo hospital has several branches for fast service and better coverage, including specialized medical services such as Eye and Cataract Excellence Center, which is highly acclaimed for its quality and modernity. Public Organizations must be able to quickly make decisions, such as solving the problem of shortage of specialists by hiring part-time specialists or the procurement of urgently required medical equipment, tools or medical supplies to serve the general public.

The findings show the public service of Public Organizations by looking at all three issues; Process, Output and Outcome. Output and Outcome are similar to the bureaucratic system, but Process is more flexible than the bureaucratic system, it complies to dynamic or continuous changes and allows the Public Organization to achieve the performance target. Because of the limitations of bureaucratic systems; inflexibility and static working process, a Public Organization is the government's effort to support administration in the form of private and professional management. As an answer to various services that demand speed, a Public Organization is a government tool for quick public services and operations or as obliged by international accords, such as Thailand Greenhouse Gas Management Organization or GISTDA.

Therefore, Public Organizations are public service providers that are autonomous and adaptive by their own rules. Public Organizations use highly knowledgeable, qualified personnel to provide the most efficient and effective public service. From the findings, Public Organizations have acuteness in general management, regulation related to organizational management, budget management, finance such as the granting of budgeting authority to Director General of Public Organizations, and human resource management to select qualified personnel with employment contracts and dismissals in the case of unsatisfactory performance in work evaluation, to define the manpower table and salary as per knowledge and expertise, including department and section-level organization with the approval of the committee in the need to adapt to the objectives of public organizations, or to improve services.

6.1.1.2 Specific Public Service Provision

The principle of establishing a Public Organization is that it should be established when the government has specific plans or policies for any kind of public services and the establishment of the Public Organization is considered appropriate. The objective, also known as “Single Purpose”, is very specific and narrow. From the findings, specific public services support Public Organizations to perform their missions and show tangible performance because the government agency cannot provide certain services. It is neither a state enterprise nor a private corporation, and provides a service only to certain agencies or individuals, while the general public service is provided by existing bureaucratic agencies, such as geospatial and space information services. GISTDA Director General said that (personal communication, October 27, 2017) : “For my work, GISTDA, if it had not been a Public Organization, it would not have come this far.”

The senior Management of GISTDA supported that the specialized jobs at GISTDA are definite as it is related to high-tech satellite technology which needs exclusive personnel, even after selection, personnel still have to be trained, which is what the government is obliged to do. At the time of the enactment of the Public Organization Act, the task that would be carried out by the agency would have to be clearly defined.

In addition to specific public services, the use of technical expertise and specialized personnel, it also links to high-spending, high-social return investments, necessary in the opinion of the government. These specific characteristics result in the fulfilment of the performance of the Public Organization, such as Geo-Informatics and Space Technology Development Agency, National Institute of Nuclear Technology, Defense Technology Institute and Synchrotron Light Research Institute. Some public services that are specialized, have specific target groups and are complicated in nature, when agencified into Public Organizations, they can provide services in an efficient manner and achieve their respective objectives.

6.1.1.3 Supervision by Board of Directors

Section 3: Management and Operation under the Public Organization Act, Section 19, requires a Board of Directors to their perform duties under Section 24, to control and supervise the activities of the Public Organization in accordance with the Public Organization objectives, including a policy on management and operational plan approval of Public Organizations. From this finding, it was found that the supervision by the Board of directors supports operations of the Public Organization. The Director General of Ban Phaeo Hospital commented that:

Having a good Board of directors, I think the Board of directors is a very important factor. The supervision already says it, but people coming to work with us have to be good also. Even the Director General is nothing compared to the Board of directors, because the Board can easily dismiss the Director General at anytime but the board itself answers only to the minister. The structure of the board is very important, the board must take the job seriously, not just sit on their collective hands to get meeting fees, the board has to know the content and dedicate themselves (The Director General of Ban Phaeo Hospital, personal communication, June 29, 2015)

For GISTDA, it was found that the supervision by the Committee supports the operation because it can adapt to changing situations, such as a request to the Board for revisions of the regulations. Two important factors are that the Board and the functional unit must be coordinated and of good quality to create speed,

GISTDA now has a fourth committee. During the first committees, GISTDA still used the procurement supervision of the Office of the Prime Minister on Procurement which was inflexible and bureaucratic. But there have been many adjustments during the current board to streamline management and provide occupational and living support for the staff, including pay. In addition, having committee supervision with the Director General, as an executive, also supports the operation of the Public Organization in line with modern management models and general situations. The senior management of GISTDA had additional comments:

The Board will make the organization go forward to keep up with the changing environment and circumstances. For example, in GISTDA, from a humble satellite department to a Public Organization. The business environment at GISTDA has changed from buying photos to having its own satellites to take photos. One can say he needs a satellite photo, he might actually not need it. But today, everybody wants every solution ready at hand, everything changes, he may use Google Maps. We need a leader who can keep up with the changing world and the Public Organization can do just that. We have a Board, and then the Director General that actually runs things and adjusts the structure as the situation dictates, like having SKP. Regulations can be written with the board's consent, so having a good structure, board and the right staff will get things running. (The Senior Management of GISTDA, personal communication, January 28, 2015)

According to the findings, the administration that has a committee to define policy and keep the operations of the Public Organization in line with the objective, depends on their capabilities, sincerity in the policymaking and with a priority on the success of the organization and the management to implement the policy. Although the principle of administration and operation of Public Organizations is a good principle, there should be some degree of care in the appointment of the board of directors by the Minister. The proposal of the minister may be a weakness during a political period, as political alignment might prevent

some qualified members from being appointed onto the board which might affect policy and performance.

6.1.1.4 Solution to Government Service and Efficiency Problems

Another point from the major finding that reflects the rationale and necessity in providing public services in the form of Public Organizations is the solution of government services and for more efficiency, which is in line with the intent of establishing a Public Organization. Ban Phaeo Hospital Director General reflected this issue as follows:

The Government has to turn around. Don't look at me because I have been out for 14-15 years. I can stand on my own feet now. Is a public hospital necessary? We are waiting for that turnaround point. The current government makes minor changes...reformation, like health areas, insurance, etc. It is still a minor change. The personnel problem is very big in bureaucracy, with compensation, performance pay, efficient resource procurement and corruption, these issues are putting pressure on us. We cannot even stand, let alone move forward. We fall and fall behind, but we have to stop and turn around somewhere. That day has not come yet. So, when there is a crisis, a Public Organization may be the answer. (Director General of Ban Phaeo Hospital, personal communication, June 29, 2015)

The senior management also commented on government restrictions:

Government management is full of weaknesses. I think the state should outsource as much as possible. The government should keep only the basic services like police, fire fighters etc... Most business activities should be outsourced because government supervision is so rigid. Like a hospital, I think, it should have been a Public Organization a long time ago. When Ban Phaeo was a new public organization, they did not think we would survive for long. Frankly, the ministry stared at us like a runaway kid that would come back after some time. We did not, we just flew away. (The Senior Management of Ban Phaeo Hospital, personal communication, June 29, 2015)

In the case of GISTDA, the Director General commented that considering a Public Organization in terms of cost-effectiveness, it was found that they were more effective than government agencies and state enterprises. One example is GISTDA, for which the operating budget (excluding the investment budget), is around 500 million baht annually, while a public agency with the same size would require much more than 500 million baht. However, the director admitted that at this time, the operation is not efficient and can be improved. However, for the state agency to work effectively a Public Organization is the most suitable form in the current times.

In summary, the rationale and the need for public services in the form of Public Organization and the unique characteristics of Public Organization mentioned above have shown that; 1) the need for streamlined public services with operational flexibility that can promptly respond to the needs of its clients and problems by creating rules and supervision in general management, personnel management, budget and financial management to suit the missions of the organizations, 2) It is a public service that has specific characteristics, or a specific target group, such as space technology and satellite services and the development of designated areas for sustainable tourism and 3) solving public service problems and increasing efficiency, which are considered for appropriateness and cost-effectiveness in budget spending and sub-contracting. Also, some missions require a high amount of government investment as they are unprofitable public services, such as space technology and satellite services. The details for optimal resource and personnel utilization will be mentioned later.

6.1.2 Efficiency in Resource Utilization of Public Organization

From the above findings, one of the reasons for the establishment of the Public Organization is to solve problems in public services and to increase efficiency in accordance to its establishing objectives, which states that Public Organizations were established to provide public services and aimed at the maximum utilization of resources and personnel. Findings in this research present the optimal use of resources in two areas: the efficiency of personnel utilization and budget spending. Overall findings were that Public Organizations already have optimal resource utilization.

However, the utilization of resources is still not optimal and can be further improved. The researcher proposed findings in each issue as followed.

6.1.2.1 Efficiency in Human Resource Utilization

The efficiency of human resource utilization of the Public Organization, overall, was considered mostly effective. Because the personnel cost of Public Organizations has been regulated by the cabinet, to be not more than 30 percent of the annual budget government subsidies (Cabinet Resolution, 2004), with contract-based employment and an emphasis on personnel evaluation, there is also a performance pay system, which can be summarized as follows.

1) Personnel budget is in line with government policy which limits personnel budget to 30 percent of the annual subsidy. Thus, Public Organizations focus on core function personnel. DASTA saw that the limit is appropriate, and the organization is able to manage effectively. The director general has supported this.

This works, they give a budget framework and we can do anything with it, it's up to the board and the director, compensation or pay raise can be managed as we see fit... this can be used as a concept in human resource management with the 30 percent ceiling. Here at DASTA, the personnel cost is 20 percent, operating cost 13 percent and investment, development and project cost 67 percent which is very good because research and development budget is high. This framework is very good providing the opportunity to draw our own life and still meet the 30 percent limit as per the establishment objective and key indicators of OPDC...this ratio is proper for human resource budget, even less will do. (The Director General, personal communication, December 12, 2014)

In addition, the manpower framework requires Public Organizations to have networked cooperation to support their missions, such as the operation of DASTA on Designated Areas 3 in Pattaya due to the personnel limit of 13 in 3 departments, (4 members in each-1 head of department and 3 staff members). The planning management section ensures compliance with the master plan of an individual area development, Sustainable Tourism Promotion and administrative

section (Administration and IT). It has personnel from the starting, intermediate and senior levels (starting salary of 16,000 - 50,000 baht), applies the best management approach in cooperation with networked partners to drive the mission in line with the master plan for DASTA's Designated Areas and action plan, which include coordinating with over 100 relevant people, communities and partnerships. Staff in the Designate Area 3 office consist of a manager, a deputy manager, a plan director and an officer which allows a flat organization with optimal performance. The allocated budget will be spent, but the main focus is cooperation with the networked partners and to make the most out of existing resources.

2) Personnel performance enhancement by Paying Performance Pay. Besides the personnel budget allocation, it was also found that staff members salary can be increased by performance pay. Ban Phaeo hospital paid more than other hospitals, with an emphasis on the dedication and performance of the staff. The director of the hospital commented on the process.

A doctor of Ban Phaeo hospital earns 120,000 baht every month, excluding overtime pay, while a doctor with the same paygrade in public hospitals will have a salary plus other income of about 50,000 baht. But let's look at this example like a surgeon. When I was still a normal doctor at Ban Phaeo, not a director, I had to do 3 days of OPD and operations almost everyday from 8 a.m. to 4 p.m....But we are talking about efficiency, about what pays more, not including government welfare that has to be paid, in my case, the spouse cannot get benefit, only the doctor. For POs, don't ask who pays higher, if you ask me whether I pay a lot, I can have an appendix operation for 1,000 baht, but it may be 3,000 in the public hospital. If you think like a private sector, working on one thing, I have 3 or 4 times more workload, non-stop. (The Director of Ban Phaeo Hospital, personal communication, June 29, 2015)

From the above finding, the doctor's remuneration of Ban Phaeo hospital clearly reflected the efficiency of human resource usage and performance pay was used as a mean to attract and call for efficiency solidly,

including bringing service cost into consideration. It is also a public organization that clearly reduced personnel and family benefit

GISTDA uses incentives in the form of welfare and compensation. Also, there have been further attempts to adjust pay for 2 to 3 times, with an increased base salary. The medical benefit is up to 10,000 baht for a private hospital but there is no limit for public hospitals. Each adjustment requires a difficult justification to the board and it must be done multiple times. Currently there is annual pay that has been available 3 to 4 years, but because GISTDA has a low income it puts more focus on social services.

3) Intensive performance assessment of individual personnel. Another finding that shows that the efficiency of human resource management of Public Organizations was the individual performance assessment. Since Public Organization employees were contract-based, each Public Organization was able to determine a staff payrate based on their knowledge, skills, expertise, and experience in that particular position. Therefore, intensive evaluation of individual performance and observation of personnel management principles are imperative. It is evident in the experience of management that reflects personnel effectiveness in case studies, such as in the case of the Ban Phaeo hospital, based on performance pay and not measured by the number of doctors as follows:

Having few or many doctors is not about quantity but performance, my doctors get 120,000 baht every month, not salary but performance pay. We have all information, operations, patients, on the computer so compensation is a performance payment. I can pay an ophthalmologist 400,000 baht a month and it is OK because he does each cataract case for 1,000 baht while the private doctor with less competence get 10,000 baht per case. Mine is 1,000 per case, and we can do faster, and do more cases. Efficiency is performance at individual and organization levels. If performance drops, then it's too expensive even if the salary is only 15,000 a month, so I don't worry about this. (The Director of Ban Phaeo Hospital, personal communication, June 29, 2015)

Moreover, Ban Phaeo hospital also focuses on the optimization of human resources for maximum efficiency. Because the hospital is a people-driven service business, people are the key resource and the key expenditure. Currently, the hospital's main expense, about 45 percent, is personnel expenses. The hospital has benchmarked with other hospitals. For neighboring hospitals, such as Samutsakorn Hospital that has comparable performance, it was found that the personnel costs of other hospitals were 60 percent higher. The Public Organization also can use its nimbleness in the form of networks or connections for management or part-time hiring. For example, a surgeon from a nearby hospital can be called for a night shift or for some days. There is also a human resource management approach to maximize efficiency in the consideration of cost-effectiveness in hiring a specialist, in this case hiring of a part-time doctor is preferable due to high cost and low demand such as accidents when patients have cerebral hemorrhage that requires cranial surgery. At Ban Phaeo Hospital, there is adequate equipment including cranial drills, operating rooms, doctors, anesthetists, surgeon's team, ICU rooms, and after-care physicians, everything but brain surgeons. Moreover, if there is a full-time doctor with too few cases, they do not accumulate experience. Without difficult cases to work on, the skill of those doctors will not be developed.

In the case of DASTA, it uses human resource management by transition from a payroll system to a contract system with Performance Management (DASTA, 2013) for individual pay raises. The director comments as follows:

The HR management has been revised to eliminate the payroll system and use a percentage-based pay raise. The old stay-until-retirement employment is no more, now everything is under contract. No one stays until 60 years old, except for those who came before the revision. The contract can be between 1 to 4 years. We do a KPI assessment every year to determine the pay raise using a formula... it is the first time that HR is brought in to help everyone. If everyone delivers, the pay raise will be solely depend on their performance. There is no ceiling. It is not limited to 6 percent. The result is obvious because people that deliver can get a pay raise of 20, 18 or 15% and they always get the raise. Those getting 2 to 3 percent raise stay as they like, like a dual society

where everyone lives together happily. In addition, DASTA has performance-based management. The competency of each position is specified with examples and details to show to OPDC. (The Director General, personal communication, December 12, 2014)

GISTDA, is a Public Organization that requires staff with specialized knowledge and expertise and has a policy from the government to pursue key strategies. The staff are used to the maximum efficiency and also management methods are used. At the beginning, there were fewer than 100 officers with core function to support ratio of 70 to 30. Presently, the organization has expanded with a greater proportion of support personnel. However, due to the 30 percent limit on personnel cost, which the current expense is already approaching, and by the objectives there must be a higher ratio of core personnel. A solution is employing temporary project contractors with annual contracts and training which causes low morale and a 'brain drain'. GISTDA responds to this brain drain by outsourcing some labor-intensive jobs to third parties and private partners, which increases dependence. GISTDA also negotiates with OPDC for more staff because, besides organization missions, there are also missions from the government. Since the 2011 flood, personnel has not been expanded and many overloaded staff members leave the job due to low morale. Regarding the brain drain, French-trained instructors often leave for other jobs upon release from scholarship obligations (now there are only 5 out of 17 remaining). The organization attempts to recruit replacements which takes time, and also makes an effort to attract former instructors on a temporary basis, or permanent if possible. The conclusion is that personnel utilization has already peaked, while the structural potential can still be improved by reformation, such as the establishment of the SKP. At present, the GISTDA personnel remains at 400 (340 staff members and 100 contractors).

Although overall it was found that human resource management was at maximum efficiency, another perspective found that some aspects of human resource were not optimized due to the personnel recruitment process. Most of the people were from the bureaucracy and recruiting personnel, but also have a patronage system. Human resources management could not get the full potential of the staff. Personnel

performance evaluation is excessively lenient. In the case of GISTDA, the director emphasizes that it could be further developed.

For now GISTDA is not the most effective, many more things can be done. If you look at human resources, definitely something can be improved. But because of the legacy from the old government agencies, it's not difficult to get people in, but it is very hard to dismiss them, so it's not very efficient for both the people transferred from the old agencies and even newcomers. Some do think that "We are a variation of government agency, we can do anything we want.(The Director of GISTDA, personal communication, October 27, 2017)

Senior management supports the GISTDA Director's recommendation that, in practice, the use of personal resources is at less-than-optimal efficiency. Most of the Public Organizations recruit people from the government agency and there is a mix of people from the old bureaucracy called "old blood", the people admitted during the establishment period called "mixed blood", and the newcomers, "new blood". Those with an unsatisfactory performance will be asked to leave or marked as failed in evaluation. If there is no pay raise after 2 years, they will be asked to leave in the third year, but this method is impractical. The Public Organization will try to design a pay raise in a way that if there is no pay raise for 3 years consecutively, they have to leave. However, the culture has changed, and everyone is made aware that the contract will no longer be automatically renewed. The evaluation will start to get stronger. GISTDA started using this assessment method in 2014, with the supervisor evaluating the performance and personality form and it has performed a serious implementation of the performance-based system.

In addition, the GISTDA case suggests that the use of human resources can be further managed and fulfilled because some officials have outstanding performance while others do not. It depends on the management that can draw the potential of the staff only when the executive at all levels especially the director provides management principles. The director and the head of the department are the most important because they see the behavior of individual officers. To draw his/her

potential to match the job and to match the benefits then the officer will get favors or bonuses. It must be coherent and transparent including the attitude adjustment of the personnel.

In the Designated Area of DASTA, the personnel were not effectively utilized despite efforts to set criteria to get qualified personnel due to the prevalence of nepotism. DASTA is selective with personnel because if the employee is not qualified, the employee will become a burden to the already small staff. Therefore, the staff have to understand the organization's mission. In the case of DASTA, there is a recruiting system to get experienced, qualified employees due to a lack of training time.

6.1.2.2 Efficiency of Budget Spending

In terms of efficiency of budget spending of Public Organizations, overall the findings show that budget spending is cost-effective. Good management practice is introduced to improve budget spending. A Public Organization's budget efficiency, usefulness and cooperation are evaluated by the third party. DASTA was evaluated by Chiang Mai Rajabhat University. The result of the evaluation is that its current budget spending is cost-effective. Also, DASTA's designated area managing director has opinionated that.

Budget spending is very cost-effective compared to the military. We have worked at DASTA for 7 years, get a lot of work and benefit the community. There are many projects by DASTA that have become models for communities, such as waste sorting, municipal waste sorting, and waste disposal. (The Managing Director, personal communication, December 24, 2014)

DASTA designated Area 3- Pattaya uses management together with efficient budget spending. For example, in the fiscal year 2014, the allocated administration budget is estimated at 3 million baht, excluding project budget. The budget includes office rent and accommodation for some staff members. Rental rates have increased from two hundred thousand to three hundred thousand baht. Later, management is done by cooperation with partners in Pattaya area (Pattaya City and 9

other areas) if there are any agencies that work on tourism, DASTA will persuade and cooperate more to upgrade the standard of tourism and to improve the image of Pattaya tourism.

Ban Phaeo Hospital is a Public Organization not funded by the government. Therefore, effective budget spending depends on investment cost-effectiveness. Outsourcing is used for non-core tasks of the hospital which drastically reduces expenses. The senior management commented on this issue as follows:

Resource, investment for example, the problem of public sector in investment is requesting a budget. They don't think of it as their own money, so they spend without care on many things. Sometimes they don't even include equipment that costs 10 million and you don't even think about equipment cost? But, the private sector cares about every petty expense. This is what the director wants me to find, whether an investment is good... about money, my idea is capitalistic. We don't have to do everything. Main business, yes, we have to do, we need medical personnel. But we can outsource non-critical jobs, like laundry. At first it was 25 baht a kilogram, so I outsourced it and now it's a bit over 10 baht, I was already happy with 12 baht actually. (The Senior Management, personal communication, June 29, 2015)

GISTDA focuses on the efficiency of budget spending in the issue of cost-effective use with attention to annual budget planning that can be adapted to urgent, last-minute work. An additional budget can be drawn from the director's emergency fund or if absolutely necessary, the board can be requested for additional funding in consideration of the original objective and effectiveness with a new budget plan. For efficient budget spending, the project has evaluated the value of the project, such as the efficiency and effectiveness of agricultural projects in geo-informatics technology (Fiscal year 2014-2015). The evaluation of the use of various agencies and budget savings from the operation, showed that the project cost is 175 million baht (GISTDA 2-year Performance Appraisal Report, 2016).

However, there is another view that GISTDA's budgeting efficiency can be further increased, and in some areas efficiency is less-than-optimal. Due to the large

organizational structure, with several divisions in each office, which require more support and facilities, overhead costs, if they are streamlined, it can save money. Thus, there should be a single point of support for the organization to meet the efficiency of budget spending according to objective of the Public Organization.

6.1.2.3 Efficiency Increase in Resource Utilization

In addition to the efficient use of human resources and budget spending, the findings found that Public Organizations have increased efficiency of resource utilization and improved the management system to increase agility, speed and efficiency through the introduction of information technology and optimal utilization of existing resources. DASTA has implemented e-Office to reduce waste and allow teleworking using an electronic signature. The director general said.

The benefit we got is that paperwork is reduced by about 500,000 sheets...this saves us so much. This also saves meeting expenses with the VDO Conference, with 6 designated areas, on average of 1 time per month and 3 to 5 times a month for issue-based meetings. (The Director General, personal communication, December 12, 2014)

In the early stages of the application of DASTA's electronic office system, personnel rarely cooperated. The executives attempted to demonstrate its benefits, such as document processing time, traceability and visibility. Then, the information was given to determine the time frame and work procedure of staff to be more effective.

GISTDA enhances efficiency by the optimal usage of existing technology, tools and equipment. Due to high expense and specialized use of equipment, especially the satellite reception and tuning system, GISTDA has brought in a number of additional resources and used specific missions. For instance, the European private sector is interested in using the facilities and equipment to support other tasks, such as private satellite reception, for use in communications with other satellites. Since the establishment of the Space Krenovation Park in Sriracha, it has become another source of revenue for GISTDA. The most recent and popular service is a reflectometer to measure the validity of the information currently available to the

private sector and educational institutions. In addition, the popular mission of GISTDA is UAV private photography, for fees based on daily allowance, operating expenses and depreciation. GISTDA's earned income is based on revenue from various products and services, for example, in the fiscal year 2016, satellite data revenue was over 31 million baht. consultancy services for solution development were more than 21 million baht for the service provider, 5 million baht for the knowledge transfer service and 2.5 million baht for the general space service. GISTDA attempts to avoid competition with the private sector and focuses on service to government agencies. The new management approach of sharing with the private sector through projects.

Ban Phaeo Hospital case managed other resources such as medical equipment and tools, with a focus on the procurement of durable, modern, and profitable equipment and tools, which allows the purchase of expensive equipment unlike other state hospitals where management will propose a procurement budget for any equipment required.

The summary on resource and personnel utilization for maximum efficiency of Public Organizations, based on the findings of the case study, revealed that the use of personal resources was mostly efficient because: 1) There was a framework for personnel expenses as stipulated by the Cabinet, to force the public organization to focus on its core mission. However, the framework should be considered according to the mission of each Public Organization, for example, in the case of Public Organizations in Group 3, which are operated by personnel and need personnel to drive performance and success. 2) The contract of the official to ensure that the official is competent at their job. Still, efficiency of the recruitment process should be improved, and 3) The performance evaluation for compensation, performance pay and contract renewal. Intensive evaluation will be conducted with clear and transparent evaluation criteria. It is also found that the use of human resources of Public Organizations still has problems with efficiency due to the process of recruitment. Most of the officers come from the bureaucracy. There is patronage system and personnel usage is not optimized.

Efficiency in budget spending, most of them found that they are spending their budget efficiently. However, some of them are not as efficient due to

the large organizational structure and separate support function. Public Organizations have increased their efficiency in using resources and facilitated their management in a quick and easy way by using information technology systems to support their operations in order to be nimble and provide performance measurement. The use of resources is to maximize benefits and value for investment.

However, on the issue of resource spending efficiency increases by providing services for agencies or private sector or by raising the revenue of Public Organizations, the researcher had some remarks that it must be mindful of the main establishing objective of the Public Organizations and the balance between the provision of public services. Revenue raising must be appropriate and OPDC should have complete and appropriate consideration not to deviate from the establishing objectives.

6.1.3 Management for Solving Problems and Obstacles of Public Organization

Besides the findings of efficiency in using resources for the maximum benefit of the organization, from the case studies, lessons learned include management practices and experience in problem solving and obstacles in the management of Public Organizations in which the best practice and lesson learned can be passed on to other Public Organizations. According to the principles the Public Organization is designed to be small, flexible, broad and autonomous. From the findings, it found many important management methods or solutions to solving problems and obstacles in the management of Public Organizations, such as using IT support, management styles and management skills, human resource management systems as well as the regulation and network creation. Each of these issues are discussed as follows:

6.1.3.1 The Use of Management Styles and Management Skills

An important tool for solving problems in the management of Public Organizations from the findings of this research are the use of management models and tools based on the important skills and abilities of public organization executives, tackling budget and financial problems, dissemination outside the framework and using coordination. Each issue related to each case study is as follows.

Ban Phaeo Hospital revealed that the most important problems and obstacles are related to finance and missions because Ban Phaeo Hospital received a budget allocation only in the early stages of its establishment (in 2000) and was forced to raise its own revenue for further operation. The key problem is the high medical expenses, including the pay for medical personnel, especially medical specialists, also the procurement of medical equipment, medicines, medical supplies, medical technologies and increased prices. The Director General uses the management approach to proactively seek revenue and reduce cost as follows:

In the management of the medical budget, there are many things that we need to do to set a standard. We have to know that Public Organizations will pay back to the government by providing public services. We are not a private organization, we cannot simply hand this burden to the patients...There are 2 ways to solve financial problems; cash inflow and cash outflow. For cash inflow, we need to be good at getting more money, that is why I do the physical checkup and work hard like the public sector, it's not like we can get more money by having more private rooms or increasing medical fees. To be good at getting money in a government way, we have to work hard, work double hard. The second way is saving, there are 2 ways of saving; cost control without lowering medical standards such as negotiation for big lot purchase, getting rid of corruption, using the best filter. If we fail it's not only the money, it's about the donors' trust. Our donation is not more than 10-20 million a year, except the year that we had a fund raising for construction, that year we had about 100 million, so we have to get more money, spend, and to manage it wisely. (The Director General, personal communication, June 29, 2015)

In addition to solving the financial problems of Ban Phaeo Hospital, because the management team is no longer part of the bureaucracy, they think outside the box by implementing the concept of private management, such as the concept of retail, economy of scale or bulk purchase including private investment and the

hospital as a user, as in the case of tools. Senior management said about the Director's management:

My Director General is even better than that, the equipment system cost a 40 million private investment, we did not pay anything because the Director General uses leasing, we lease the equipment and they do the maintenance... For medical equipment, maintenance is high because it is specialized equipment. (Senior Management, personal communication, June 29, 2015)

GISTDA had problems with assignments in accordance with government policy to solve national problems such as flooding, landlessness of farmers and forest encroachment or tracking the change in natural resources using satellite data. This led to human resource problems. The concept of a Matrix Organization is used in solving this problem and its management. The senior management said that:

Because we cannot simply increase personnel, we introduced the concept of a Matrix Organization, a program like Project-Based, with ad-hoc groups of personnel but it is not so efficient because of the indicators of OPDC, Ministry or Budget Bureau which make implementation of the matrix pattern difficult. Sometimes, borrowed staff didn't come to work with us because they also had their own indicators. We have big projects which belong to the Business Development Office or Government Project, such as the integration of satellite photos and aerial photos for rubber planting, nationwide. Before this, there was the rubber case, a rubber planting map that must be made nationwide and completed by January 2015, so they have to use expert geologists from many offices to work together. (The Senior Management, personal communication, January 28, 2015)

6.1.3.2 Information Technology Implementation

In addition to Public Organization's executive skills, another method is the introduction of information technology, as adopted by the Public Organization to

support their operations and increase their efficiency in management. Based on the findings of the three cases, the problems of management and operational efficiency have been resolved. An important tool that has been used is information technology. The DASTA case is a remarkable Public Organization and has been recognized as a prototype organization for the implementation of information technology systems to support organization performance. There are various agencies studying this system and it led to the awarding of the Green Office award at Gold level to DASTA. The E-office system promotes convenience and connection between offices. The system allows communication, coordination and teleworking between staff members. It is also a tool to monitor performance and transparency. It can regulate the operation at all levels including the telephone system and LINE application that can work quickly. The Director General mentioned the concept of managing this.

IT and HR are brought in to help. The bottom line is that IT and HR are the basis of everything, the base of our missions. If we paint a house with a roof, the foundations are HR and IT, while the roof is the principle of good governance that covers everything in the house.... because the IT system can answer transparency issues and of course it's only a tool. (The Director General, personal communication, December 12, 2014)

Similar to Ban Phaeo Hospital, the information technology system is used to improve management and service efficiency to the users, as well as to save money. The SAP program has been used and an adjustment has been made to the existing information technology system. This is important, and the hospital needs to invest in long-term cost reduction. In addition, the information technology system is used to support and enhance the service to the service users. The electronic system is used to record patient records (in a hard disk server), saving space for file storage and can be used for other areas and to reduce time and personnel to find a record. As a result, a patient's information can be provided quickly. It has cancelled the 10 years of patients' profiles and transitioned to electronic profiles. The convenience of the service is only an ID card is used to assess the medical service. Currently doctors can perform diagnosis without writing, allow faster diagnosis and eliminate problems

related to handwriting. The prescription is already available for printing and only a handwritten signature is needed. The system will send the information to the pharmacy for pharmacists to prepare the drug before the patient leaves the room. In addition, the IT system is used to support other services such as the laboratory. The laboratory now has a new lab using an automated system to reduce time and human errors.

In GISTDA, the information technology system is used in correspondence administration. The system has been in use since 2005 and a budget system has been developed (e-Budgeting) to manage and track budget spending. The Enterprise Resource Planning system (ERP) was developed three years ago for financial management and procurement. Now, GISTDA has made efforts to develop additional systems to be able to link the systems together.

The implementation of the information technology system to support management in Public Organizations, in general, is widespread. For example, the Institute of Defense Technology (Public Organization) uses an ERP for appointments, budget management, accounting, administration and project management. The Electronic Transaction Development Office (Public Organization) has developed its own office automation systems, such as budget management systems, finance and accounting and human resource management. The Office of Knowledge Management and Development (Public Organization) is going to start using the e-office system to be able to link within its subordinate organizations. This is a system of correspondence and administration, such as the budget system, the procurement system, and finance and accounting processes.

6.1.3.3 Joint Discussion and Supervision

Another approach to solve problems in the management of Public Organizations, from the findings, is to jointly discuss the goals of regulating the implementation for the achievement of the goals through the methods of each case study. In the DASTA case, there are regular discussions about human resource management, one to two times a month, to regulate and monitor personal KPIs that can be implemented as planned, or if there are any barriers, to give personal consultation and efforts to improve morale. The role of DASTA is as a central agency for the development of a designated area for sustainable tourism that requires

coordination with the community, central government, regional and local administrative organizations. Solutions to problems will be addressed through community dialogue and hearings, helping the community to exchange experiences. The example of Designated Area 3 office, Pattaya, focused on the discussion by hearings, and the proposal of solutions. In the case of budget issues, it will be proposed to the Board for consideration. If the government is to coordinate with the government agencies, so the cooperation process will be formed, and the Public Organization may seek cooperation with any agency without limitation. The focus of the core management is "Co-think, Co-plan, Co-build, Co-produce and Co-benefit ", in which the community is satisfied because the community already desires to do, but is obstructed by a lack of knowledge. Also, the community can visit other model communities to bring good lessons to guide the development of their community to bolster and expand the community development on a larger scale.

The GISTDA case, uses discussion between offices to solve the problem of human resources by defining mutual goals and values. Some cases where workload disparity is an issue, KPI is aligned by the department to individual level and the department head further divides the KPI into tasks and individuals. Then the 3 parties will sign a written KPI: the indicator holder, the indicator supervisor (department head) and the director (as the main supervisor). Discussions will solve the problem. For personnel issues, individual or private invitation is used. Some agencies have a high turnover rate, and the solution is to use fraternal talks, to coach, discuss, and solve problems with the attention on fair promotion and recognition. The executives are required to serve as the model for dedication to work and the principle of building good relationships and connections, both internally and externally.

6.1.3.4 Regulatory and Networking

Another solution to a management problem found in the case study is regulation and networking. In the GISTDA case, there is a regulation or rule on the advance payment for operations and joint venture with the juristic person to seek cooperation and investment in satellite technology. The GISTDA top executive said:

Writing of regulations such as the regulation for the bigger advanced payment budget, joint venture with other juristic persons, within a 50 million budget,

has not yet been done, we can use the Business Unit, mostly with private sector, but it is still under negotiations. We work for the public benefit, but the private sector needs profit, so a joint venture regulation is time-consuming. In proposing the regulation, we need to present the rationale. it's been prepared for a long time, but the GISTDA's business channel is unclear. Lately the private sector is not interested in investment so, they need co-operation. They do not want to invest in satellites, so they want us to be their business partner because investment in advanced satellite technology is very expensive. (The Top Management of GISTDA, personal communication, January 28, 2015)

In addition, it was found that the implementation of DASTA, Koh Chang Designated Area 1 has been proactive, by establishing networks and partnerships to tackle management problems. The managing director reflects her experience in solving the problems:

The real operation problem, when we have a project is like, we announce the company, for example, when he wants solar cells and it's broken, he has to get company support. The problem is that the company never really sends anyone, and it becomes unusable, so after that we go shopping in various energy-related exhibitions, such as sustainable energy exhibitions where they can make biofuel out of plastic scraps. The teacher taught us to make solar cells, fix the broken old cells and to make a battery charger. So, we asked that teacher to come to teach at the island, create a community volunteer team at Koh Mak, teach the convicts to make solar cells for a living. Some convicts have a problem with learning and continuity, so we go shopping for networks and believers in alternative energy, if we have problems with the locals, we talk to end the problem. (The Managing Director, personal communication, December 24, 2014)

Based on the discoveries from the three case studies stated, they used the management approach to solve critical organizational issues through management, the use of management skills of organizational executives, the use of information

technology to assist management, to increase the effectiveness of the operation and efficiency in public service and also reduce cost, the use of human resource management systems in management to address the personnel structure problems of Public Organizations, including discussion, regulation and cooperation with agencies and communities. Moreover, the findings revealed a very important issue of Public Organizations is the autonomy of management and supervision and control of Public Organizations, which will be discussed later.

6.1.4 Autonomy in Management

The administration model of Public Organizations was based on the intention of the public law to provide management autonomy within the Public Organization itself by delegating the authority of management, human resource management, budget and finance management to the Public Organization Board. Said autonomy is under the public organization objectives according to the Royal Decree, with its own rules, supervisions and law. From the data found in the case studies, the public organization overall has autonomy in line with the objective. Management autonomy can be categorized into 3 groups as follow:

Table 6.1 Autonomy in Management of Public Organization

Group	Supporting Evidence
Group 1 Autonomy in management under government agency regulation, with accountability and board oversight	1) Being a government unit requires budget allocation and a budget limit is enforced. 2) Subjected to internal and external audits.
Group 2 Partial autonomy	1) Problem in public procurement 2) Use of government regulations
Group 3 High management autonomy	1) Independence in general operation management, personnel management and budget management.

The table above is derived from the case studies findings and explains the issues that represent the management autonomy of Public Organizations in each group as follows.

Group 1 It was found that Public Organizations were autonomous in management under government agency regulations with accountability. They also have management liberty under board supervision. An important reason is that Public Organizations were government agencies that require a budget allocation and thus they are obliged by the budget regulation. Management was audited both by internal and external agencies. The view of the Board of Directors as the regulators were as follows.

Accountable autonomy. There are subcommittees as a mechanism of the Board of Directors to oversee, such as the Risk Management Subcommittee, Audit Subcommittee, Human Development Subcommittee, Legal Subcommittee (The Board of Directors, personal communication, March 23, 2016)

GISTDA has management autonomy because of its specialized, exacting, technological-based mission with the flexibility of supervision and guidelines for management to suit the needs and missions or to solve problems, such as above- the-limit pay for urgent tasks, or overtime pay. During the 2011 flood, the staff were required to work 16 hours per day. The Director General was able to pay extra compensation with a letter of consent for overtime work. However, GISTDA also encountered problems with government expectations, the close supervision of the Board, as well as the issue of ministerial orders affecting the autonomy of the administration. The senior executives of GISTDA said:

In the past, the minister only formulated a policy through the Office of the Permanent Secretary, with the cabinet at the higher level. At first the cabinet did not supervise, but later direct contact was more frequent, due to operational needs. GISTDA is lucky because it is a strictly technical organization so politics leave us alone. About the board, when the board was also evaluated on supervision, it has to come up with tangible achievements.

The good thing is everything is running all the time, but there are concerns about excessively high expectations from the government, the cabinet and the board. Technology has limitations and it is simply impossible to do everything, something politicians never truly understand and then missions become “mission impossible”. The executive is restless, but understanding, while the staff never really understand. (The Senior Executives of GISTDA, personal communication, January 28, 2015)

In addition, the GISTDA Director, expressed his view on management autonomy as follows:

We are free from government rules and regulations, but in practice we can never be truly free. We are still a government agency, and a government agency must comply with the policy, be it national or government. (Direct of GISTDA , personal communication, October 27, 2017)

Therefore, in the case of GISTDA, although there is management autonomy overall, said autonomy is not complete and there are hindering factors, such as a direct order from the minister which in some periods may have undesirable outcomes. This includes the board appointed from politicians. Therefore, the board members should be qualified and diverse to effectively support the mission of the public organization.

Group 2 Public Organizations have only partial autonomy, due to certain factors, such as government procurement problems and the implementation of existing government agency regulations due to an unwillingness to enact more independent and flexible regulations. In the Ban Phaeo hospital case, the director stated that:

I might 7 or 8 score, use my feelings. For example, the e-Auction. I am still conflicted about it. If you think your organization is really good, just unlock the e-Auction because what you do hurts us, not only is it bad, but it is damaging. This building, if you ask whether the e-Auction is honest, yes, it is. But I understand that we need transparency everywhere, but we should have

more flexibility than government agencies. The public organization simply cannot do e-Auction only because the government does it. It is not right. The second thing is unclear regulation that confuses us all. As said here, some are really unclear, like when the OAG (Office of the Auditor General) comes to audit. You cannot exactly blame them because we are also at fault for not enacting better regulation of our own. We still use regulations from the government or the Office of the Prime Minister for auditing. Sometimes we are too afraid to draft our own regulation because we have no idea. When we want to build a dormitory using a private contractor, we do not have anybody who can tell us what we can or cannot do. The board or the director has to take risks which they are unwilling to do, lest they be jailed, so everything becomes slow. (The Director of Ban Phaeo hospital, personal communication, June 29, 2015)

Moreover, Ban Phaeo hospital still had trouble in defining specifications for medical equipment procurement because of a need to get high-quality equipment and the bureaucratic policy of the Ministry of Public Health. Ban Phaeo hospital maintains compliance with ministerial policy and monitoring by the ministerial inspector. The top management views the problems that still exist:

I might be unconventional because I focus on decentralization. I feel that the ministry has never done anything good. Their ideas simply never work, not one. I am against everything that comes from the ministry, because they care only about spending, no earning, no optimization. The service plan with charge looks good but it cannot be used much. I understand that the ministry moves very slowly. Big agencies are like that with so many detractors. (The Top Management, personal communication, June 29, 2015)

In addition, the supervising board supported that Public Organizations have freedom to manage, but there are policy issues from both government and ministerial that lack continuity, which prevent autonomy. Some information is also inconsistent and misleading, such as the consistency of indicators from the OPDC, the hospital and HA which is still problematic.

Group 3 Highly autonomy in management. Because in practice, autonomy in general administration, personnel management is found. In the case of DASTA, it is considered that the Public Organization is highly autonomous. The director said that.

DASTA is so truly autonomous so everyone is jealous of me. Procurement under 50 million baht limit can be done solely by using the agreed price method. On recruitment, at first the board wants a biannual recruitment like the government agency, in April and October, which is impossible in the public organization because here people come and go all the time. The salary depends on the workday, so you recruit only when you want to. The salary band depends on the board, they can set a pay ceiling to draw more people, or limit someone's pay as they please, if those people are not performing anymore. Those not performing can move to other fields as they please, but if you do not perform well then, no pay raise but more responsibility. If you do well, then a pay raise for you, I'm really happy with HR regulation. In conclusion everything is up to us, salary, recruitment, this is the new board resolution and evaluation is tied to pay rises. (The Director General, personal communication, December 12, 2014)

One factor for a high level of management autonomy is the degree of politicking by the organizational leadership. The director of DASTA can maintain a good distance from the political parties and focus on forming acceptance and maintaining the degree of freedom. In addition, DASTA is a Public Organization under the supervision of the Prime Minister, not the minister which retains management autonomy. The board has absolute power in regulation, in line with good public organization practices

The researcher studied in depth autonomy in the management of Public Organizations in each facet. The summary from case studies is as follows.

6.1.4.1 Human Resource Autonomy

The findings from the three case studies were, that Public Organizations had distinguished autonomous human resource management, in determining their salary frame, position, recruitment conditions, personnel performance evaluation and promotion. These can be done under the authority of the Director General as approved

by the Board. In Ban Phaeo hospital, the Director General commented on this autonomy:

I think it's a lot. If we want to be free from bureaucracy, then HR at Ban Phaeo hospital is as free as it gets. I can determine and plan how many nurses I would like to have. But freedom under the board, not the director. Regulations, pay grades, promotions, compensations, the board decides all that. I think it's much better than government agencies. (The Director General, personal communication, June 29, 2015)

Similarly, DASTA is highly autonomous in human resource management with absolute power at the Board of Directors. The organization is adequately flexible for organizational restructuring, adding divisions and increasing personnel at will, without consent from Office of the Civil Service Commission, in contrast to traditional government agencies. The chairman of the Board confirmed DASTA's human resource management autonomy as follows:

About the personnel here, managers like the director, deputy director are recruited. The committee determines the criteria, and recruitment method which the executive must perform and presents the candidates to the board for approval. Recruitment liberty is high, as long as it meets the requirement or skills demanded. Here the freedom can be down to level 3 or even level 4, compared to only level 1 and 2 (Director and deputy director) in other places. Here we have the director, the deputy director, and currently have the assistant director and the office director. Compensation depends on knowledge, skills and job description. (The Chairman, Board of Director DASTA, personal communication, May 18, 2015)

The GISTDA case, is autonomous and comprehensive in recruitment, personnel selection, and personnel structuring. In the case of a general staff member, the Director General can recruit and evaluate the performance without comment from OCSC as in government agencies. There is a clear regulation and criteria in

promotion. For GISTDA's experts, a career path is defined along with a committee for work and promotion assessment.

6.1.4.2 Autonomy in Juristic Acts

Based on the findings from all three cases, it was found that Public Organizations have autonomy in making legal acts as a juristic person and as specified by the Royal Decree, such as the sale of produce to earn income, and provision of services. DASTA is able to specify service rates with the approval of the Board of Directors, as a juristic person, as prescribed by law.

For GISTDA, it is a Public Organization that is considered outstanding in the juristic act, for example, the provision of satellite information services, geospatial consulting service and development of various solutions. By setting different service rates, the management can propose to the Board for approval. Presently, there are additional expansions in joint research and joint ventures. In 2014, the criteria for a joint venture with other juristic persons, is that the joint capital must not exceed 50 million baht, otherwise, the case must be brought to the cabinet for approval. At present, GISTDA has not made a joint venture, but instead used co-operation between government and private sectors through project operations, including the Space Inspirium which provides services to other organizations, including companies and the private sector. The manager has supported that:

We have revenue and revenue collection here but there is a pool for it. We have rental fees collected from entrepreneurs, of about 1 million baht a year. We will propose to the Space Inspirium management subcommittee for approval. There is a board regulation that the chairman must come from a qualified board member. (The Manager, personal communication, December 25, 2014)

In Ban Phaeo hospital case, it is a Public Organization where the majority of its revenue comes from medical services and is used as an operational cost. It has liberty in juristic action, including service fee formulation. As the hospital is a government agency, the service fee is determined based on both public and private hospitals, such as room fees for outpatients (OPD). Similarly, salary is compared against the public sector and depends on the hospital's profit. The

management shall present to the board for approval. However, the senior management has additional comments about service fees:

Regarding income and service, we can manage that. The board has the power. Now we refer our service fee to the Comptroller General's Department, which has not been updated since 2005-2006. That is already 9 or 10 years without a raise and it is a big issue currently. At this rate, we lose money, without profit, and with lab and medicine costs. (The Top Management, personal communication, June 29, 2015)

There has been no joint venture by Ban Phaeo hospital. The director views that a joint venture is difficult with unclear guidelines and potential legal implications. One example is the building construction project that is deemed too complicated (the director must propose the project to the cabinet for approval due to uncertainty of the legal procedure) despite having interest from the private sector and a clear benefit allocation method. However, other services can be provided or outsourced without issue.

6.1.4.3 Budget and Financial Autonomy

In addition to the autonomy in human resource management and judicial acts, it was found that Public Organizations in overall were autonomous in budget and financial management, such as the preparation of budget requests, budget management, budget transfer or change. Overall, there are factors that support autonomy, such as rules and regulations that allow financial and budget management by the director, including financial authorization with consent of the board. Each case study shall have respective summary.

DASTA's financial rules and regulations allow management by the director, which this organization has high degree of freedom. The director presents that:

There is nothing that cannot be done. According to the finance, accounting and budget regulation, in the absence of the Board. The task can be done first, and the Board may be notified once they are appointed. (The Director General, personal communication, December 12, 2014)

In line with the viewpoint of the Board, DASTA has the autonomy to manage its budget and finance by regulation through the Board of Directors and the Board grants the director a 50 million baht approval limit, while DASTA has a budget on average of 400 to 500 million baht a year, most of which is spent on projects. Additional expense approval can be proposed by the management to the board of which most are approved under adequate rationale. Moreover, budget allocation is considered an ordinary subsidy with related rules and regulations. According to the regulation, expenses are divided into 3 types: General expense, operational expense, and project expense that includes a matching fund with the condition that other agencies must bear responsibility in budget allocation in the form of cash or kind. Most matching funds are spent on educational institutes in knowledge management and activities, such as association founding, carbon safety data, support for the local administration and UNESCO in local guide development, etc. For Designated Zone offices, a high degree of autonomy is observed and is superior to the traditional bureaucracy. A budget management system is created to connect all processes from project request to procurement and contracting, with all processes recorded in the e-Office system.

Although DASTA is autonomous in budget management, findings suggest that currently the central agency, the Bureau of the Budget, has taken a more active role in the supervision of the administration of public sector budgets in an attempt to reintegrate the Public Organization with the original bureaucracy. The managing director of Designated Area has commented that:

We already are autonomous, but now the Bureau of the Budget has come up with more limits, we can do almost everything but within a limited budget. The central office may not be confident with the Area office, maybe because of a potential budget leak. The Budget Bureau looks into more details if we have any budget request. But sometimes the Public Organization has to do something really quickly, so quick we cannot tell Bureau of the Budget in detail. They try to turn us back into part of the government bureaucracy and finally we might be just that. They might be wary of some shady public organizations. Because they already have subsidies for us, they simply look for the fine print. (The Managing Director, personal communication, December 24, 2014)

GISTDA also has the same autonomy in budget management. It is autonomous under the supervision of the Board of Directors and is scrutinized by the subcommittees before proposing the committee for approval, in a similar fashion to other Public Organizations. In the case of an inadequate budget for the assigned tasks, the public organization may request to change the budget within the specified limit or make an agreement with the Bureau of the Budget in some cases. Senior executives mentioned this issue as follows:

Budget is a big problem. Most of us get a quarter of what we requested. They tell us to use your own income to invest. We cannot do a big investment ... But after this two years of work, and notable achievements after the great flood, we get a far bigger budget raised from 100-200 million to 300-400 million baht, all because of our tangible work and social service. A budget can be restructured under the limits by the director, but for over limit management an agreement has to be made with the Budget Bureau. Of course, they would approve because it's our subsidy for the mission. The director has procurement power of not more than 30 million baht, but we might reduce to 10, maybe, and give the rest to the board. Currently the deputy director has 10 million and the office director has 1 million baht. (Senior Executives of GISTDA, personal communication, January 28, 2015)

For Ban Phaeo hospital, due to the absence of an allocated budget, annual expenditure and operational plans must be presented to the board. Approval is lenient. Operations usually deviate from the plan but with the explanation to the board. Mostly expense is higher than planned due to the high number of users, which leads to additional medicine costs. This concurs with the view of the board that the hospital retains autonomous in budget and finance management.

However, the budget and financial management of Ban Phaeo hospital had encountered some difficulties in the planning process of each year. Later, it has been improved and developed. The Director explained the management experience as follows:

Years ago, it was like we had no planning time. I had to make and propose a financial plan to the board every year, and after making it, I barely had time to read it and just did things. When the time came, I spent a lot and had to come up with temporary solutions along the way. It was bad. To put it briefly, bad financial discipline. We drafted a procurement plan which tended to go missing by the beginning or the middle of the year. Everything planned was not done, everything done was not planned, and still we had to go to explain to the board. If you look at the past budget, we had 800 million which was all spent, or sometimes we spent 900 million. This year we spend 900, almost 1 billion baht and we only survived because we could get some additional money. I think the board tries to overlook it because of our heavy workload, but lately they can't anymore. This time financial plans must be strict, very strict, and continuously strict, because of the advancements in medical treatment. There are many advanced diseases that cost a lot in equipment or medicine. Therefore, the budget of this year is better than the last due to better inspection. We hope it gets better, especially for the upcoming year. (The Director of Ban Phaeo hospital, personal communication, June 29, 2015)

6.1.4.4 Autonomy in General Administration

Another outstanding autonomy of the public organization found in the overall picture, is autonomy in general administration, such as the regulation for general administration and procurement. In the case of DASTA, the organization is able to enact administration regulation and procedures. The director states that:

That is real freedom at DASTA. We can enact our own administration regulations. Like disbursement that is slated to be completed before 30 September with time to spare. (The Director General, personal communication, December 12, 2014)

This is the view of DASTA's autonomy management in addition to being very agile with its own supervision, and procurement, which allows swift operation by the Public Organizations. Operations must be under the conscientiousness of the

officers with good budgeting practices and transparent procurement. Also, DASTA's general administration is in an electronic form, such as e-Office and teleconference, including Internal Audit Bureau's tele-administration. For Designated Area Office, a development theme is drafted for the office under the central regulation.

The Ban Phaeo Hospital case, despite management autonomy and the understanding of the board, which is already an important factor in operational liberty under board regulation, there are procurement issues as mentioned earlier. The hospital director states that:

It's quite good to a certain degree because the board understands the keys for success. I think the board is one of the reasons, if the board allows freedom under its regulation, on procurement, fee, something like that we can write our own regulations through the board. Only procurement is bad. (The Director of Hospital, personal communication, June 29, 2015)

Correspondingly, in the case of GISTDA, during the early period of the organization many government regulations were observed which inhibited administration freedom. Later, there was a revision to the timeframe and pattern to improve flexibility while the main laws are still adhered to. In this case, part of the procurement regulation is based on government regulation, despite being able to enact a new regulation through the board, to reduce auditing problems with the Office of the Auditor, the latter requires understanding and adherence to public sector auditing.

However, the case studies discovered that regardless of self-regulation by the board and the director, in practice most public organizations duplicate government regulations which render the organizations indifferent from the associated public agencies, chiefly procurement regulation which prevents the organizations from achieving their establishment missions. Additionally, the government policy requires the use of e-Auction which limits mobility.

6.1.4.5 Guideline to make Public Organizations Autonomous in Operation

In spite of autonomy in resource, personnel, juristic, financial and budget management, management issues are still observable in a public organization. The information source has suggested some methods to improve the autonomy, which could be summarized as follows:

(1) Source and composition of the board of directors, as the board is critical to the management of the public organization. Therefore, the charisma of the chairman, wisdom of the board, close relationship within the management and selection process are all important. The system is considered good and requires only qualified people. It is essential to focus on the composition and qualification of the board members. Genuinely qualified board members are considered critical for administration. The board has to be apolitical because if the board is qualified and of high-quality, ministerial supervision will be no longer be necessary which leads to true independence.

(2) Study on organization, law, rule and regulation, theoretically the board has independence in regulation without the need to rely on the parent law, but in practice, dependence on the parent law is significant. A study on the organization and law must be prioritized as law is the source of mobility. It is suggested that a legal advisory team should be recruited to assist the public organization in procurements and joint ventures. The team must be highly experienced to handle the faster, more independent public organization. It also discovered that the procurement regulation is the most critical issue, such as the latest Government Procurement Act B.E. 2017 on e-bidding which covers both the public organization and government agency.

(3) Qualification of the public organization director. Vision and a good relationship with the board and the maintenance of a degree of freedom are pivotal.

(4) The government must be open-minded and give the necessary degree of freedom and attention. The government should be the facilitator instead of the 'leech' on the public organization. In some governments they use the public organization and its works as a political tool or a source of hidden profit.

Furthermore, there are other suggestions to increase the autonomy of the public organization: 1) Implementation of result-based management. All public organizations should focus on the result or achievement to justify their existence. 2) Roles and missions of the public organization must be clarified with attention to the core missions. Non-core missions should only be a secondary focus, otherwise there might be overlaps with other agencies which potentially restrain autonomy. 3) Indicators of the public organization must be in compliance with its main mission. The indicators should be tailor-made and accepted by the organization itself. While common indicators such as budget, supervision can be measured. And 4) On supervision through the Office of the Permanent Secretary, a clear understanding of each public organization's role is imperative. Some ministries use their own indicators to measure the public organization's achievement, regardless of the relationship between the indicators and the mission of the public organization. In one case, an indicator by the Ministry of Science and Technology requires the GISTDA to allow public visits which is inconsistent with its mission due to the lack of a learning center and museum.

6.1.5 Supervision and Control

This was another finding in the management and operation under Chapter 3 of the Public Organization Act. It is mandatory for the Board of Directors in each Public Organization, with the power and duty under Section 24, to regulate the operation of Public Organizations in accordance with the objectives, such as, policy making on management, approval of the Public Organization's operational plan, approval of investment plans and financial plans of Public Organizations, including supervision by the Minister under Chapter 6, Section 43 in order to regulate the operation of the Public Organization in accordance with the law and the establishment objectives, government policies and cabinet resolutions related to Public Organizations (Public Organization Act, B.E. 2542). In summary, the findings from the case study were as follows.

6.1.5.1 Supervision and Control of the Public Organizations

Based on the findings of the three case studies, Public Organizations had no problems with supervision and control, most of them were in accordance with

the Public Organization Act. They were in line with the guidelines for assessing the annual performance of Public Organizations. There was an annual statement defining the extent of board supervision and development and it was also found that the management team or the Director General maintained a good relationship with the Board of Directors.

In the DASTA case, the Board of Directors had control over the business, evaluation of the performance as prescribed in the established law. It performed as in the performance evaluation frame within the time frame. There is an open performance evaluation. In the establishment decree, the role and duties of the Board were stated and which activities they must approve, in which tasks they have to demonstrate their abilities, as well as to develop and build relationships with the Board to make sure that each Board has the expertise to support the mission of the Public Organization.

Overall, for DASTA, the Deputy Prime Minister's supervision has no issue. But in the past, there was an issue of overlapping roles of ministers between the ministry and Public Organizations. This is a practical problem that reflects redundant responsibility with other agencies. Senior executives said the following.

DASTA will have be part of the National Tourism Policy Committee that the Deputy Prime Minister chairs but there is no seat for DASTA. And the Thailand Convention and Exhibition Bureau (TCEB) attendance by DASTA is for participating and reporting which sometimes overlaps with other agencies. The Deputy Prime Minister (General Thanasak Patimaapakorn) considers it appropriate to amend the National Tourism Policy Act. (Senior Executives, personal communication, December 22, 2014)

For GISTDA, it was found that supervision and control by the Board, in the view of the management, was excessive with the appointment of numerous sub-committees, including the high expectation of the board of directors, and the continuity of policy. Senior executives commented on this issue as follows:

The board will appoint another subcommittee, aside from the legal subcommittee. This subcommittee is academic and responsible for everything academic. Now we have over 10 subcommittees with a monthly conference. The subcommittee chairman is rotated from the boards, so we spend too much time in the meeting. A subcommittee is good in a way so that you can monitor work, but it takes too much time. Work on the core mission sometimes doesn't start until 5 p.m. (Senior Executives, personal communication, January 28, 2015)

Therefore, in the control and supervision by the board of directors of Public Organizations, there should be subcommittees as required by law, such as subcommittees on human resource management, subcommittees on audit and evaluation, including subcommittees for specific tasks and need to be established to support core missions, without overlapping with administrative tasks and to balance the use of authority in the control and supervision of Public Organizations.

In addition, GISTDA also has an issue with the Board's expectations which were exorbitant. Although the intention of the board is to assign potentially distinguished missions to the organization which might lead to reward and recognition, as the achievement of the organization is also considered as being that of the board, which is subject to the same assessment. Policy supervision has one distinct advantage in that the organization will be constantly driven, although in practice the organization might be overwhelmed or overheated. In addition, ministerial supervision and control in some periods unreasonably forced GISTDA to appease the government. This is confirmed by the GISTDA management:

The Science and Technology Minister tried to make GISTDA respond to government policy, such as Minister Voravat wanted us to do the longan project which he needed to answer the government policy. But we already have our own work, the OPDC indicator has been set up, so it is more load to have a special mission, but more money is not given and that's a problem. (Top Management of GISTDA, personal communication, January 30, 2015)

Therefore, the supervision of the Minister should be in accordance with the authority and duties set forth in the Royal Decree establishing the organization. The assignment of public policy should be in line with the mission and objectives of the organization to prevent encroachment by non-core missions or overlaps with other agencies that have similar missions.

6.1.5.2 The Roles of Supervisors and Controller, Deputy Prime Minister or Ministers on Public Organizations

1) Deputy Prime Minister or Ministers

It was encountered in the findings that the roles of controlling and supervising ministers were to assign policies through the board by integrating important tasks with related agencies and assigning the urgent policy of government to operations. Each case study was as follows:

DASTA case-the role of the supervising deputy prime minister was of two types; the Deputy Prime Minister overseeing the work of the Prime Minister's Office and the Deputy Prime Minister overseeing the Ministry of Tourism as well. The important policy assigned to integrate tourism, to be the same and reduce redundancy, resource sharing (if applicable), to emphasize synergy. The Deputy Prime Minister, who was not the Minister of Tourism and Sports, will be assigned a policy and will push DASTA for greater performance since he required the achievement by the Public Organizations he supervised as well.

Moreover, there are some examples of the supervision of the Deputy Prime Minister on DASTA in the past, such as Deputy Prime Minister Yukol Limlaemthong, who was the chairman in National Tourism Policy Committee that supported DASTA mission, and in the time of Dr. Chumpol Silpaarcha who was the chairman of National Tourism Policy Committee and Tourism Minister. This dual role had advantages because he had both views and was able to drive the tourism missions. For the current Deputy Prime Minister (Gen. Thanasak Patimaapakorn), when DASTA had a briefing on its mission, he acknowledged the benefits and supported DASTA's mission. DASTA developed a model of community-based tourism that was valid and was used to develop the criteria for community-based tourism. The then president of National Tourism Policy Committee approved and promulgated in November 2016. In contrast, when the Deputy Prime Minister and the

Minister of Tourism was the same person, in some governments, DASTA had problems in supervision. The Director General mentioned the experience:

The Deputy Prime Minister is the Minister of Tourism who tries to reduce the role of DASTA because the work of the Ministry of Tourism does not proceed while DASTA's work goes better. Under the National Tourism Policy Board (NTC), DASTA's progress report will be released because the ministry has not done anything for 6 years. They have not set up a tourism development area, DASTA has set up 6-7 places, this is a conflict of interest in the minister himself. (The Director General, personal communication, December 12, 2014)

Hence, in the supervision of the Deputy Prime Minister with two roles, to reduce duplication of roles in the future, the mission and objectives of Public Organizations should be considered to ensure that the supervision is done correctly according to the Public Organization Act.

Ban Phaeo hospital case, The Ministry of Public Health supervised the implementation of policies in the form of assignments through the inspector's ministry that was closer to the area. It focused on monitoring the performance of the hospital and whether the operation was in accordance with the work plan or not. The Director General recounted the supervision of the minister who supervised as follows:

The Minister is very good, he just regulates and never interferes. Each year, a policy must be submitted. Ban Phaeo is very pleased to be autonomous but also regulated. It is not abandoned but we must report through the inspector. They have never been on the Board. Therefore, between Ban Phaeo and the Ministry of Public Health, we get along very well... The story was that he directed in many ways, such as the inspector and in the Ministry of Public Health. The Inspector General is very important. If you are going to be in an important position, you have to be an inspector because inspectors will be closer to the area for example, they take care of the 5th zone, they will take care of 7-8 provinces and Ban Phaeo is the only unique model in the country.

He will pay close attention, just supervise, not interfere and everything must go through the Board. Let's say you have a plan already to kill the mosquito larvae, to prevent dengue fever, he will follow the plan. But he will closely monitor that you really do and compare it to other state hospitals as well. (The Director General, personal communication, June 29, 2015)

In the case of GISTDA, the supervision by the Minister of Science and Technology was by the assignment of policy through the Ministerial Order. It focused on the actions taken in response to government policies such as the use of forest resources, land consolidation, water management, zoning of agricultural land, by allowing GISTDA to participate in satellite technology. At present, there is a direct order to the director to facilitate operations with close monitoring. The government also ordered specific agendas, such as cultivation monitoring and the compensation and insurance of agricultural prices to be a government monitoring tool. There will be a notification of the government order in advance, and later a formal order or resolution. However, the supervision by the ministers in each session will vary according to the aforementioned. Some ministers and governments delegated their missions to meet government policy, but some passed the ministerial-specific policy which increased the workload and budgetary burden on agencies while some ministers contributed significantly to the mission of the organization, GISTDA top executives commented as follows.

Each minister is not the same, some ministers wanted the project that generated fast money, did it benefit us or not?...But some ministers for example, Khun Ying Kanlaya, she worked for the sake of the country, gave useful information and followed it seriously without any benefits. I accepted and found by myself that good people is still existed, some people thought that there were benefits so they went to the areas, didn't know whether it was worth using the budget or not or never gave long term policy, not like this minister, she focused on human development, innovation, it was a specific policy, she wanted the satellite to be used wisely and usefully, to which I completely agreed. (Top Management of GISTDA, personal communication, January 30, 2015)

2) Board of Directors

For the roles of the board of directors controlling and supervising the Public Organizations, the case study found that the Board of Directors of the Public Organization focuses on the organization's strategy, strategic and annual plans, organization development, including the law and regulations, human resource development. A summary of each issue is as follows.

(1) Prioritize Strategy. Ban Phaeo case, The Board gave due attention to the improvement of its four-year strategic plan that is attentive of good service, major risks such as the risk of medical services, strategies to reduce such risks, performance, as well as the sustainable growth of the organization. It played a role in the development of a five-year development plan that is in line with government policies, the policy of the Ministry of Public Health and the needs of the people and local community to provide comprehensive services. In particular, the promotion of quality must be done seriously and concretely. If the policy protects and promotes good health, the public will have less downtime at the hospital.

DASTA case-it is considered as a collaboration between the Board, the management and the staff with an emphasis on control, in-line with the organization's objectives and government policy including the policies of the ministry concerned, such as the Ministry of Tourism and Sports, the Ministry of Culture Ministry of Natural Resources and Environment and to consider the development policy and direction of the province. DASTA's mission is to integrate with the province and community. It also provides a policy of honesty and transparency that are important for the existence of Public Organizations.

GISTDA case-the board of directors focuses on organizational strategy. There are important issues, such as world exploration, due to the advanced age of Thai Chot satellite within the Theos-2 project. For sustainable information retrieval, there has been a proposal to the government to adjust and transform satellite data service to AIP (Actionable Intelligent Policy: AIP), which allows the entry of knowledge into decision making process. It also plays a role in major disasters, such as floods, forest fires, droughts, environmental crises, coastline and coastal elevations agendas and to track and predict agricultural output using satellite data and providing this information to government. It also focuses on open innovation by setting up a

new SKP innovation park. This is the mixed pattern between a science park and an innovation park, to be a learning center and incubator to spin off to private sectors by pulling in the private sector to operate and promote small industry. The goal of this innovation is to further the technology and the strategy that GISTDA will undertake in the next 4 to 5 years.

(2) Give attention to the rules, regulations and laws. DASTA-the Board of Directors focuses on the problems of regulations and personnel. It controls the roles and responsibilities of the regulator. A discussion will be made on every problem. The development of personnel knowledge is highly encouraged because DASTA's work is diverse, and multidisciplinary which demands further development.

Ban Phaeo Hospital case-the Board of Directors has emphasized the role of the function as prescribed by the Royal Decree. Significant attention is paid to meetings and participation and accountability. For subjects already approved by the Board, the board may still be held liable for problems. This also includes dedication of time, and participation in critical hospital activities.

6.1.5.3 Central Organizations Related to Public Organizations

1) Office of the Public Sector Development Commission (OPDC)

OPDC is a central agency assigned to monitor and evaluate the performance of Public Organizations. Overall, it was found that the current evaluation of public organizations is advanced and with a higher degree of understanding. In the past, the evaluation of supervision was problematic. The findings suggest that the OPDC should be more proactive, chiefly in the support and development of the public organization with a good attitude. In initial negotiations, consideration of success and policy implementation result is important. Also, the OPDC should support and solve overall issues for the public organization. The main complication found in the case studies related to OPDC evaluation is a lack of understanding of the mission, objectives and the nature of each public organization. The senior executives have commented on supervision and control by the OPDC as follows:

OPDC will have to understand the milestones of each Public Organization. Determining KPI's should be challenging and in consideration of each organization. It should not be set in stone. Each Public Organization should be autonomous. Indicator negotiation is hard to attain and too rigid. (The Senior Executives, personal communication, December 22, 2014)

In addition, the preferred role of the OPDC for Public Organizations is to be the facilitator that supports and develops a Public Organization as well as being a mentor to a Public Organization if operational or developmental problems are encountered.

OPDC should play a greater role and look at the overview of the organization. OPDC sets up a Public Organization and then lets it walk by itself. All Public Organizations believe that problems, such as regulatory issues, are known issues even if it is a government agency, such as Internal Audit. OPDC will have to explain to the Internal Audit that we were established to be autonomy like this. We can issue supervisions on the matter of VAT. It is a duty of OPDC to look at the overall picture and clarify. Not only making indicators but also oversee the problems as a whole. (Top Management, personal communication, January 28, 2015)

There has been discussions to demand more action from OPDC on the encouragement of the development and support of the organization's operations. The assembly of the Director General of Public Organization requested OPDC to clarify the guidelines for budget requests from the Bureau of the Budget, the Internal Audit System, and be involved in the implementation of the National Economic and Social Development Plan, facilitate tax exemption with the Revenue Department, procurement with the Department of Central Accounting (minutes from the assembly of the Director General of Public Organization No. 4/2011 and No. 3/2013).

It also found that in the process of setting indicators and negotiating indicators, GISTDA has encountered a number of problems, such as the

number of participants in the negotiation. The definition of the indicators must be assessed, such as new indicators to support entrepreneurs and the definition of entrepreneur, product and service. OPDC should understand and visualize the mission and characteristics with constant, close coordination, not only during the biannual evaluation. The management has reflected on the assessment of the OPDC (personal communication, December 24, 2014). “OPDC is only looking for mistakes, an excuse to deduct the score, but never glimpse on efficiency”

In addition, in the evaluation by OPDC on the collective performance of Public Organizations in 2004 (by employing the Academic Advisory Center of Thammasat University), it has been argued by Public Organizations that evaluation is useless due to the processes in the questionnaire, the researcher and explanation provide inaccurate data. Also, in spite of the availability of a department in charge, currently there is no overall assessment, a key function of the OPDC.

2) Bureau of the Budget

The Bureau of the Budget has the role to allocate annual budgets as general government subsidies to Public Organizations. In the case studies, it was found that at present, the Bureau of the Budget has more understanding of the mission of Public Organizations. This is due to the appointment of the Director of Bureau of the Budget as a mandatory positional committee of Public Organizations in two cases, DASTA and GISTDA. However, there are also important issues that affect the operations of Public Organizations.

(1) Use of common criteria for budget allocation for Public Organizations. The Bureau of the Budget did not practice agenda-based allocation, as some Public Organizations were tasked with the execution of critical tasks other than their regular missions. Incremental budgeting is also provided. There are some comments on the role of the budget office.

So tired... The 3 percent budget system is not agenda based. The Municipality already has low budget for environment, and wastewater treatment. The Marine Department limits budget allocation by percentage. C5 and C6 personnel are highly influential in budget allocation (referring to the personnel of the Bureau of the Budget). (The Director General, personal communication, December 12, 2014)

Moreover, it is visible that the budget allocation of the Bureau of the Budget is a dilemma due to limitations of the budget. If DASTA network partners implement the master plan for the development of Designated Areas, it is the same as "eggs and chickens". DASTA has a Master Plan for a period of 5 to 10 years and has used the plan for 10 years. DASTA needs to be reviewed because the budget allocation deviates from the plans. For this reason, it is important for Public Organizations to understand the government agency and create creative proposals. In the case of Designated Area Office, it was found that the Bureau of the Budget understands DASTA's task better and provides an increased budget. In the case of the master plan, which DASTA works with the municipality, the former requests budget for design, but for construction there is a budget request on the latter's own behalf. However, some also notice that the Bureau of the Budget still views the Public Organization as part of the bureaucracy. As a Public Organization, it can also be managed internally by the Board. Hence, the agency must be recognized, especially by DASTA's budget provider.

(2) Appointment as a board member by position of the Director of the Bureau of the Budget and the study of the mission and work of the Public Organization by the Bureau of the Budget's executives and officials to form an understanding and collect information for budget allocation. For example, in GISTDA case, officials from the Bureau of the Budget (the department also responsible for the Ministry of Science and Technology's budget) are invited for a visit, which creates an understanding and effective budgetary support. The same with DASTA, the budget personnel should have an adequate understanding of the main mission and the connection between local budget allocations that potentially impact the budget for sustainable tourism area development. Senior executives talked about working with the Bureau of the Budget.

Sometimes it's about flexibility and budget process. The Bureau of the Budget regulation uses the one-size-fits-all approach for all agencies, government, state enterprises, and Public Organizations. This causes considerable tension. Back then they tried to subsidize us but when they came over for a visit, they inspected on project-by-project basis which required lengthy explanation. We

should have been more flexible. You already gave us money for the thing we stated that we would do, and we would use the remainder for something else. But due to the budget process, they thought we asked for additions. They did not even look at how effective we were, and that might take a while to comprehend. Luckily nowadays we have the director of the Bureau of the Budget as one of the board members, so he can be informed right at the start. We can state spending intent directly. (The Top Management, personal communication, January 28, 2015)

In addition to the two central agencies above, there is also an Office of Auditor General of Thailand (OAG), another central agency, which plays a role in monitoring and evaluating the work of Public Organizations, under Section 40 of the Public Organization Act B.E. 2542. OAG, or a third party, as appointed by the Board with the approval of OAG, is the auditor and assesses the spending and assets of the Public Organization. It provides an analysis on the spending, based on purpose, cost-saving measures and achievement and then makes a report on the results of the audit to the Board. Based on the findings, the OAG also uses the same format and approach as used in a bureaucratic audit. As a result, Public Organizations lack management freedom. One Director General of a Public Organization commented.

Some rules are unclear and confusing. As stated in the Public Organization that some are not really clear, like the OAG that comes to audit. Can't really blame them, we are to blame as well. Because we don't enact more regulations, so they are forced to use regulations from the Office of the Prime Minister or the public sector. (Director General, personal communication, June 29, 2015)

6.1.5.4 Permanent Secretary Office

Another organization with a significant influence on Public Organizations is the Permanent Secretary's Office. The Office of the Permanent Secretary serves mainly as a coordinator and presenter of the public organization's operational plan and annual budget request to the cabinet for approval. From the case studies, it was

found that for DASTA, the office has not directly been involved because it reports directly to the Deputy Prime Minister. For Ban Phaeo hospital, the office is involved in the definition of indicators by which the hospital must adhere to, there is also supervision through the ministry inspectors. But for GISTDA, it was discovered that there was an understanding problem in the role of the Permanent Secretary's office of Science and Technology Ministry related to Public Organizations, because the Office views the public organization as another agency within the ministerial structure. The management said the following.

The Permanent Office saw us as a direct subordinate. They asked for explanations, gave us tons of instructions, monitored our indicators. We had to serve. They enforced integration within the ministry even though our tasks were completely different, especially strategy division or no time for strategy, the time we have is dedicated to follow-ups and reports to the Permanent Secretary's office, Bureau of the Budget and OPDC, including OAG both Board and subcommittee. As I said the Permanent Office refers mainly to government regulation, the explanation must be done in full to get an understanding, and if it was not in accordance with the regulation, the explanation would be even longer. (The Top Management, personal communication, January 28, 2015)

The roles of the Permanent Secretary's Office to Public Organization, OPDC has surveyed the "Relationship facts between Public Organization and ministry with the same minister-in-charge." in 6 topics which are, the system in proposing the annual budget, Public Organization annual spending report (revenue not counted as national revenue), roles in Public Organizations of ministry's senior executives (Permanent Secretary, Inspectors), roles of management and Public Organization offices in the ministry in the report processes of Public Organization, which is done through the ministry, such as the meeting of division directors (minutes of the assembly of Director General of Public Organization, 5/2554). There is the formation of mutual understanding, but the relationship with some Public Organizations is still an issue.

6.1.5.5 Guidelines for the Supervision and Control of Public Organization to increase performance

From the findings of the supervision and control of the above Public Organizations, there are some suggestions to ensure effective supervision and controls to achieve the objectives of the organization. In summary, the suggestions are as follows:

1) The role and composition of the Board of Directors. The recruitment of knowledgeable board members with relevant skills, experience and good understanding is imperative to avoid deviation from the mission. In addition to being well-versed in the Public Organization Act, the board must participate in important issues, strategic planning and action planning, improve and develop policies in line with government and ministerial policies, including policy, plan and activity supervision. Also, attention to evaluation for further improvement and presentation to the director is paramount. The board must have absolute supervisory power and policy-based authority due to cabinet appointments. However, the board should be complying with the ministry lest there be conflicts.

2) Communication to create a mutual understanding: between the policy supervising board and the director as the recipient. In this case agreement will strengthen coordination with the organization as a base for good implementation and good understanding of the assigned policy.

3) Clear government policy and use of Public Organizations: it is the organization under the supervision of the Minister. Policy continuity is important for both the government and ministry involved. It should be clear and consistent with the purpose of the establishment of the Public Organization.

4) Focus of supervision on core matters. By focusing on the objectives and strategy of the organization, and delegating internal indicators to the management, such as the most important indicator of Ban Phaeo Hospital a provider of medical services, is user satisfaction. If there are too many indicators, the management would focus on the indicators instead of the objectives.

5) Indicator definition of Public Organizations. It should be the same indicator that links within the indicators of the organization. The indicators proposed to the Board and proposed to the OPDC, as well as Public Organizations who can set their own key indicators.

6) Establishment of guidelines for central public agencies such as the proposed action plan, annual budget, monitoring and evaluation, including the examination of the criteria and guidelines for audit from OAG determining rules and the audit pattern of Public Organizations, including general practices, such as the case of payment of value added tax of Public Organizations with clear guidelines from the Revenue Department. It should be proposed as an exclusive practice for Public Organizations instead of one similar to the public sector.

6.2 Performance of Public Organizations in Thailand

For the answer to the research question, “How was the performance of Public Organizations in Thailand?” the analysis of in-depth interviews with key informants at three levels of the case study who are the Board of Directors, Director General and Senior Executive of Public Organization including the network and service recipients of Public Organizations should provide the answer. There was also a document review, such as basic information and the performance of Public Organizations and evaluation of the performance of Public Organizations. Overall, it was found that the performance of a Public Organization was based on the objective for establishment. However, some still believed that the performance of a Public Organization was based on the purpose of establishment at some levels and their performance did not fully achieve the objective and others believed that only half of the organizations achieved their objectives.

The research findings were that the performance of Public Organizations in overall was according to the target, this finding supported the success and necessity of having Public Organizations to provide some specific public services. The major empirical evidence is continuous approval for additional establishment of public organizations (currently there are 39 POs). The latest Public Organization was the Thailand Institute of Occupational Safety and Health (Public Organization) established on 21 May, 2015 (OPDC, 2016c).

In addition, performance evaluation of Public Organizations must be in line with Chapter 5, Accounting, Audit and Evaluation of Public Works, the Act of Public Organization B.E. 2542 (1999), in which individual Public Organization’s specify its

establishment decree. For example, Designated Areas for Sustainable Tourism Administration (Public Organization) or DASTA is defined in Section 48 of the Royal Establishment Decree that "for promoting efficiency and monitoring the operation of the organization to meet the objectives. Projects and plans of the organization shall provide an evaluation of its performance for the period of time specified by the Commission, but shall not exceed three years." The performance evaluation shall be conducted by an the third party organization or institute experienced in performance assessment and is required to provide factual information on its effectiveness, in terms of efficiency and organizational development (Royal Decree Established DASTA, 2nd edition, 2011). In 2014, DASTA chose Professor Emeritus Dr. Anurak Panyanuwat and Chiang Mai Rajabhat University to be the evaluators. Evaluation is done on performance, cost-effectiveness, the role of the agency, efficiency and development. The evaluation results are good overall with suggestions for further improvement and development. The results of the assessment were reported to the OPDC (OPDC, 2016a). For Geo-Informatics and Space Technology Development Agency, in the fiscal year 2013-2015, performance was evaluated in achieving organizational objectives. The results of the operation can be accomplished according to the objectives of the establishment (GTSTAD, 2016b). Moreover, there was an evaluation on the value of the project's important outputs, expectations and satisfaction of users, organizational management and organizational commitment.

However, the findings of this study show that in evaluating the performance of Public Organizations as a whole, it should be done by the OPDC Board as assigned by the cabinet. In the past, the overall assessment was made in 2004, but the OPDC determined that the Public Organization assessment should be internal, which might be biased.

From the findings, it is possible to summarize the criteria that permit the Public Organization's performance in accordance with its objective as follows:

- 1) Specific Mission of Public Organization, which is outstanding in the establishment objective and shows the performance that achieved its objectives as per its establishment as a whole, such as Mahidol Wittayanusorn School (Education), Ban Phaeo Hospital (Medical and Health), Geo-Informatics and Space Technology Development Agency (Aerospace and information technology).

2) Management Pattern of Public Organization. In response to bureaucratic reform and development of the country as established by the government and the need to improve various tasks, answer the questions and serve the public service to the recipient or the public, it can be adjusted according to circumstances, such as the case of Geo-Informatics and Space Technology Development Agency (GISTDA) for the purposes of the Royal Decree establishing geospatial space technology services to create a knowledge base in the wide picture and is able to set up an SKP Innovation park. It depends on the policy of the Board and executives who dare to change in order to respond to government policy. This is a great way to make a difference. Unlike the official bureaucracy, horizontal organization reduces the process of operation and increases efficiency, such as the management delegated by the Board, to the Director of Public Organization on approval of expenses.

3) Effectiveness of the Officers. The employment of Public Organization officials is contract-based and tangible performance is required for contract renewal. Performance evaluation is conducted every 6-months and annually. Therefore, the efficiency of the personnel is a condition in the operation of Public Organization. In some Public Organizations, such as GISTDA and DASTA, as well as Public Organizations with fewer officials to accomplish their objective.

4) To make use of being Government Public Organization. Since the Public Organization is established by the government to carries out specific missions and to create specific prototypes, such as Ban Phaeo Hospital, there is a "Ban Phaeo Model" of medical service for other hospitals or community health centers to implement. Moreover, the government has a policy and has assigned GISTDA to deploy space technology and geo-information to solve problems at the national level, such as solving landlessness problems of farmers and national reservation encroachment, Geo-informational forest cover to monitor the forest condition of both natural forest and forest plantation for the purpose of planning the forest management. This also includes prototype development of sustainable tourism areas of DASTA, including a Community-based Tourism model or Creative Tourism by creating value and being managed by the community, including the model development of Waste Segregation and Refuse Disposal in designated areas for tourism or the DASTA Ball Wastewater Treatment under Low Carbon Tourism. If the government gives priority

and attaches great significance to the work of Public Organizations and sets the policy for government agencies, including the community, to lead those prototypes to continue and expand the results, it will reflect the more apparent performance of the Public Organization.

However, parts of the findings of the research found that performance was below one hundred percent, as most of the executives of public organizations were retired or retiring government officials. Although these executives were outstanding in the regulation and management, there were weaknesses, such as a lack of energy, attitude and vision. Managers with new views are more desirable for the public organization. Besides the executive issues, obscure achievement due to unclear objectives and management is also another issue. The chairman of the Board of the Public Organization supported this.

Some public organizations do not have clear objectives or guidelines, without them, the people cannot work. Of course, they should not be too many, not every job requires a public organization. Freedom and flexibility are not everything. But the public organization is for neutral, autonomous, specialized missions. (The Chairman of Board of Director, personal communication, May 18, 2015)

On the contrary, some findings are different. For some the performance of Public Organizations were only a half because Public Organizations did not focus on business and they were non-profit organizations without adequate budget or other forms of support. Moreover, only half of the public organizations have tangible work. For example, Public Organizations that are effective and able to achieve the objectives of their establishment, such as Ban Phaeo Hospital and the Institute of Light Synchrotron.

Based on the findings of the above case study, the performance of the Public Organization as a whole is consistent with the objectives of the establishment of Public Organization in accordance with the performance appraisal of the OPDC of the three case studies. Public Organization was organized in accordance with the objectives and principles of the Royal Decree; Ban Phaeo Hospital Group was a

member of group 1, which is a Public Organization that complies with the objective and the Royal Establishment Decree, has satisfactory performance comparable to international organizations, has intense assessment and is regarded as having the best practice in various facets. Also, performance of this group must be rated “good” for 3 consecutive years (from 1 in 3 POs, OPDC, 2013a).

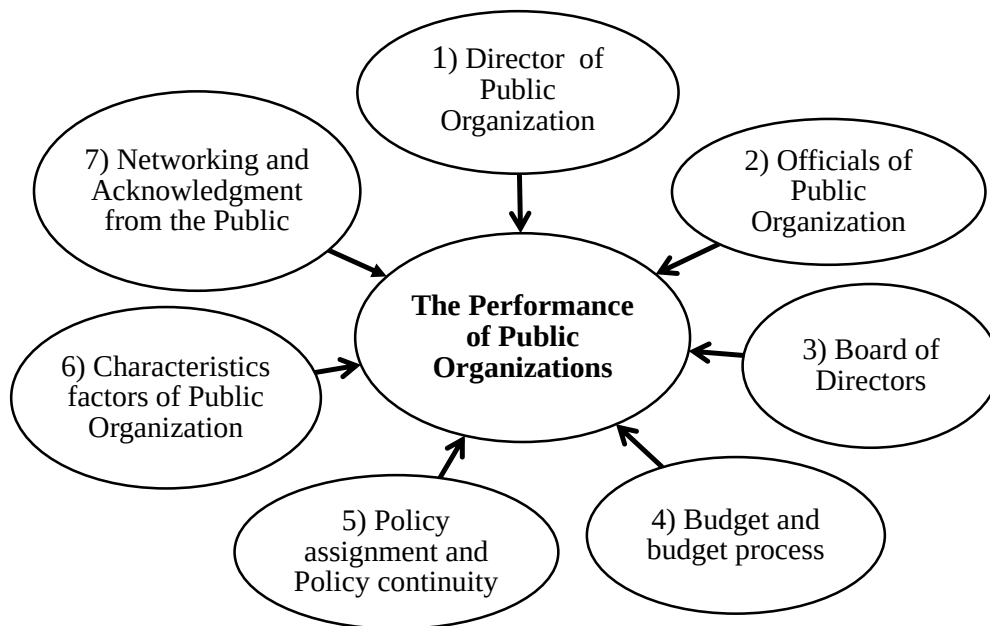
GISTDA was selected as the Best Practice in Facet 1; Effectiveness of Performance, Facet 2; Quality of Service, and Facet 4; Overall Regulatory Development, the challenge of measuring the performance of the scoring system and the consistency of scores in the past 3 years (1 in 8 POs, OPDC, 2014a). The results of the GISTDA assessment between 2012 to 2014, are excellent, with most of the indicators being result-oriented and productivity in the measurement of Public Organizations with full marks, which are the most important indicators in the POs assessment at 60 percent.

In the case of DASTA, performance evaluation revealed a steady, notable improvement which led to the organization being classified as having the best practice in Group 2- a Public Organization that complies with the objective and the Royal Establishment Decree and is regarded as having the best practice in various facets by at least 1/8 of all public organizations, has intense assessment and has consistently good rating for 3 consecutive years (OPDC, 2014b) by being a fourth facet model POs for organization governance development. In addition, the performance evaluation scores for the fiscal year 2009-2014 have continuously increased over the past five years and have been rated for a total of five consecutive years. The success rate in implementing the objectives set out in Facet 1, the effectiveness of performance as a key indicator, and a score of 5 consecutive years since fiscal year 2011-2014 (OPDC, 2014a).

From the presentation of performance of Public Organizations in Thailand and from the research findings, as mentioned above, the researcher presents the keys factors affecting the performance of Public Organizations in the next section.

6.3 Keys Factors Affecting the Performance of Public Organizations

From the conceptual framework in the literature review, the key factors affecting the performance of Public Organizations in Thailand are related to New Public Management, Management autonomy, Supervision and Flexibility, Organization Conditions and Leadership. According to the discovered information, the researcher derived the results from in-depth interviews with key informants, documentary studies, including observation and summarizing the key factors affecting the performance of Public Organizations in order of importance as summarized in Annex 3, which is composed of the Director of Public Organizations, the officials of the Public Organization, Boards of Directors, budget and budget procedures, policy and continuity of policy and the characteristics of each Public Organization, including the factors of networking and public awareness as in the following diagram.



Figures 6.1 Key Factors Affecting the Performance of Public Organizations

The key factors affecting the performance of Public Organizations, are presented in detail, in order of importance, as follows.

6.3.1 Director of Public Organization

From the management of Public Organizations that used the concept of New Public Management as a guideline in management, the key principle is to focus on the results management. Hands on professional management, in the image of Public Organization refers to the Director of Public Organization, also known as the Chief Executive Officer (CEO). The findings of this research show that the Director of Public Organization is the most important factor affecting the performance of Public Organization. The Director of Public Organization is designed to play an important role and be responsible for the performance of the organization that fulfills the purpose of establishing an organization. He must understand the mission and the real nature of the organization with advanced management concepts, has a vision and be dedicated. The director of Ban Phaeo Hospital has said the following.

Senior management of the organization, Director General, is important in the macro scale. You must understand that the CEO is important. The organization is designed in a way that CEO's role is more important than in the bureaucracy. If it's the CEO of Samut Sakorn Hospital, he might not be able to do much, but I can. For example, I can fire you but Samut Sakorn hospital CEO cannot if the offense is less than critical, he will be sued in court. For me it's simpler, just don't renew the contract, so the CEO must work hard, must understand the nature of the organization and the business of the organization. If you talk in a business way, the word business may not be good to someone, but I like it. Don't think that business is not good. Some may think that because it is a private hospital, so it is expensive, it's not relevant. So, I think that the leader must have the business ability. You have to know how to survive in the long term, not only short-term and key success, but also management executives must understand this. It's not routine, just play safe and do not respond to the organization mission, or stakeholders, or users. This organization is not very successful and very important that CEO must dare to change. If it's not good, he must dare to change. (The Director of Ban Phaeo Hospital, personal communication, June 29, 2015)

For the view of the person in charge of the supervision of the Public Organization, the Board chairman and members of the Public Organization also agree that Director of Public Organization is an important factor. He must look at the goals and objectives of the organization. He must be a competent person, dedicated, make sacrifices, and demonstrate leadership. The Chairman of the DASTA board has stated the following:

The management must focus on the organization. The objectives and goals of the organization are not deviated from. To achieve the objectives of the organization and achieve the indicators, according to the official certification, the results are good and they must admit that the management here is good. (The Chairman of the DASTA Board, personal communication, May 18, 2015)

The board of Ban Phaeo Hospital supports the notion that the director must be a qualified person and able to drive the organization towards the goal.

Board team and management team must be qualified. The Director General of the hospital is a quality person...the management team, including the advisory team of the director. I told the consultant team that I needed a good structure. The director is the captain, the key to lead this ship. (The Board of Ban Phaeo Hospital, personal communication, March 23, 2016)

Senior executives of Public Organizations have supported the opinion that the director is the key factor affecting performance. The director must be clear about management, power delegation, transparency and honesty on the part of the staff. When the executive has a vision, the staff shall be energetic, therefore the selection of top executives is important for Public Organizations. They must have vision and understand the context of Public Organizations. Some people are civil servants, but civil servant's systems are unsuccessful because Public Organizations are much more mobile and flexible.

Similarly, in the case of Ban Phaeo Hospital leaving the bureaucratic system, senior executives have agreed that the key factor that makes the organization achieve

the results of its establishment is the director of the hospital and supported this with the following.

The first key factor is the leader. Ban Phaeo has had good leaders since Dr. Vithit who privatized the organization. There were 10 hospitals leaving the system and only Ban Phaeo was successful, because he had been a director for a long time. The doctor is a proven good man, so he was in control, and everyone trusted him to leave the bureaucracy. Everybody was confident in him that he could bring the hospital to prosperity. During after-work hours, if there were too many patients, like 30, he told the nurses to simply call him for help, for free. He is loved and loathed by many because he is also strict, no diagnosis fee for doctors during work-hours, but ok at other times. The director, Surapong, comes to diagnose patients on Saturday because he is too afraid of not being able to operate after leaving the director job. If he has no spare time in workdays, he would come on Saturday. Number 1 is always a good leader. (The Top Magement of Hospital, personal communication, June 29, 2015)

In some Public Organizations the performance may not yet meet the objective for establishment or should have more achievements. From the findings, part of the reason is that most of the executives of Public Organizations come from retiring or retired bureaucrats. The executive of the bureaucrats has knowledge of the protocol but lacks in perspective or proaction. In addition, the sub-committee on Promotion and Development of Public Organization supports the importance of the Director of Public Organization. In the case of bureaucrats, they are also attached to bureaucracy. For the private sector, the concept of management is private, but is often limited by the Board of directors and personnel of the Public Organization and there may be an unwillingness to improve management, such as modification or streamlining of processes, out of fear of legal violation. It is necessary to improve the recruitment process so that the director has the knowledge, ability, expertise, courage, modernity. Someone who understands the purpose of the organization, including effective management of power.

From the above mentioned, it can be seen that the director of the Public Organization is a major factor affecting the performance of Public Organizations. Therefore, it is imperative for the director to have the knowledge, ability and dedication to management. The results of the study were presented on key skills and abilities of being a director to be able to manage and achieve the performance of Public Organizations in accordance with the objectives established:

1) Vision, knowledge and long-term planning skills. The key skills and competencies in being a Public Organization director are skills to drive the organization, so he must be a visionary, knowledgeable and able to plan in a long term. The Director General of Ban Phaeo Hospital discussed the actions the director should perform in the long term:

Organization sustainability is not a day-to-day planning. The organization has to live for another 50 years or 100 years. Directors are around for only 3 years, 6 years or 8 years. The director must plan for the basis of sustainable future growth, not sloppy or shortsighted. Like I said about developing people, we spent about 12-13 million per year for scholarships ... for a long time, not on government budget, we use our own money, hundred percent ... which really, I do not have to do this in my times... but this is the foundation of the organization. The director comes and go, but the organization lives on. If the directors understand this, he will not take the Public Organization in the wrong direction. (The Director General of Ban Phaeo Hospital, personal communication, June 29, 2015)

Thus, the important properties for the director are vision and understanding. The director from the bureaucracy that still adheres to the bureaucratic procedures seldom achieve the required performance, due to the vastly different nature of the public organization.

2) Expertise. Another important aspect is that the director must have the knowledge and ability since a Public Organization is established for a single, specific purpose. Executives who are knowledgeable are important, as in the case of GISTDA. The director must be a knowledgeable person (interdisciplinary) because

satellite technology is unique and can be used in a variety of ways. The director recruitment process should be improved to find a director who has the knowledge, proficiency, courage, modernity, understanding in the purpose of the organization, and ability to legally exercise power.

3) Coordination and shared vision with the Board is another skill and ability of a director of Public Organization. Since the director must be responsible for managing the Public Organization in order to implement the policies of the government and the ministers responsible for supervision, it is important for the director to be a good coordinator and shares the vision with the Board as follows:

Seamless coordination with the Board is a shared vision with the Board and the Board shares with us. Fortunately, in the past I had been on 4-5 state enterprise boards and understand the needs of the Board very well. I focus on this point and you respond. When I was a secretary of the Board, I prepared the answer and told the personnel not to waste time, I can go alone. Before the meeting, I had to answer all the questions about what had already been written. Preparation before the meeting with the personnel ensures all the issues share the vision with the Board and must make the Board see that the Board will not work if the director does not work and they need to use us. If I were on a Board, I would ask this. If the Board is too deep, then the Board is wrong. The Board will ask you to meet with us, because we know that if this is what the Board is asking for, it's easy, in here, meeting with the Board only takes hour or half an hour. (The Director General of DASTA, personal communication, December 12, 2014)

Moreover, some senior executives agreed that there should be a high level of coordination and connection between the key actors, who in this case are ministers as policymakers. The Board of Directors are the policy convertors and the director of the Public Organization is the leader, because these key actors are key workers with the same perspective. Operators can summarize operational problems at the policy level, acknowledge and jointly solve problems through communication. This is beneficial for achieving the organization's goals and also the process of mutual learning. This will make the Public Organization successful.

4) Honesty, transparency and accountability. This is another important skill of the Director of Public Organization. The director is selected by the recruitment process and is responsible for the achievement of the objective as reported to the Public Organization Board. With absolute power over the mission, budget and personnel, the director must be honest, transparent and accountable as an individual. Management tools or information systems may be used to support transparency. In addition, the director must be a good example for other staff members, as senior executives have stated:

If the director asked me to join, I will...and be confident that the director is honest and fair. If we are not confident on the director, we cannot take responsibility. I won't get involved in corruption scandals, I have too bright a future to lose. (The Senior Executives of Ban Phaeo Hospital, personal communication, June 29, 2015)

5) NPM managership is management by a hands-on professional, the director must be responsible for the management of the purpose of the establishment, the budget and personnel management. In the case of GISTDA there was a comment about managership:

If you look at what is more important, I think it's CEOs because the CEO will have to run everything. The Board gives the policy to follow and regulate, but if the CEO does not follow suit then it's useless. The CEO is the most important person to drive the organization. GISTDA is a technological organization. CEO is a bit of an academic. If he is too much of an academic, it is not good, he must have a vision and be well versed in foreign affairs. He has to have a lot of knowledge, interdisciplinary knowledge, because the satellite can be used in a variety of ways. Although the CEO has a vision of foreign affairs, but management comes first. (The Top Management, personal communication, January 30, 2015)

In addition, other important skills and abilities of a director is an awareness of the roles and responsibilities of the public administration, its responsibility and responsiveness to public services. In summary, the skills and ability required to be an effective Public Organization director, he or she must be a visionary, well-informed and a long-term planner, knowledgeable, be a good coordinator and have a shared vision with the Board, be honest, transparent and accountable.

From the findings on Director of Public Organization, the key factor that contributed to the performance of the Public Organization, three cases have been identified, one of which is the in-office duration of the three directors' positions. The director of Ban Phaeo hospital held two terms of office for the years 2007-2015. The GISTDA director took office from 2012-2017. The second term in office present and the director of DASTA took office from the years 2010-2017. The question is whether the at organization can recruit a qualified successor through the Leadership Succession Plan. Because of the director recruitment process and criteria specified by the board, Public Organizations should formulate policies and prepare a clear path of succession. Although the case of Ban Phaeo Hospital is unique, and a successor has already been designated. All three case studies are challenging, and these plans should be formulated to ensure continuity of public service.

6.3.2 Officials of Public Organization

In the findings of the research, the officers of Public Organizations are the second major factor that drives the mission of the Public Organization to achieve its goals and accomplishments. The reason is that the staff is another crucial factor. The results are as follows.

- 1) The staff have a good understanding of their duties. The operators understand the mission of the organization, mentally commit to the assignment and have the potential that will help with accomplishment because the Public Organization has few personnel. The Chairman of the DASTA board has mentioned the reason that officials are the key to the success of Public Organizations.

By working together, DASTA commits to the employees and highly relevant personnel that it will work on the organization objectives. I work in a social medium. To work alone is not enough, but to work with the mind. This is where he works with his heart. Make sure that you have the right person for the job. Public Organizations are where one do many for more pay, and everyone better be really good at it. (The Chairman of the DASTA Board, personal communication, May 18, 2015)

2) The selection of capable staff members. Although employment of Public Organization is based on contract, and qualified personnel can be recruited at any time, Public Organizations need competent staff who contribute to the work of Public Organizations under limited time and budget, with mental dedication. Senior executives pay significant attention to personnel recruitment and reflect on this issue.

Manpower has a great impact because it depends on the start of selection. If we set a requirement then we can have organization performance without paying much. But if we get people through nepotism, or from the bureaucracy, we will never get far. (The Managing Director, personal communication, December 24, 2014)

3) Unlocking of the staff's potential. After recruitment, unlocking the new staff member's potential is necessary, and more importantly, more training should be available. The organization may only achieve its objectives through qualified people with adequate training and exposure to innovations, due to the dynamic nature of the public organization. Knowledge exchange and brainstorming are crucial for success. Performance can be improved by using incentives and rewards, as the staff need good performance reports for pay raises and contract renewals. The GISTDA management comments:

Incentive and reward must be based on performance. Public Organization personnel work hard because they work all the time, I do not remember last time I took a holiday. I might have never taken a holiday. Private workers can

take holidays. Dedication must be rewarded. If he does not have performance, he loses his contract Career security should not be too different from the private sector. It's hard to build people for such a specialized field. (The Top Management of GISTDA, personal communication, January 28, 2015)

In addition, the GISTDA case had a unique mission and required the development and pace of technology and technological change. Be aware of and focus on personnel development because it is an important factor that drives the organization's mission. Scholarships are available for both domestic and international students. The Board of Directors considers the quota as necessary, according to the work plan from each office, to determine the qualifications of the people in any field with an emphasis on personnel at all levels to keep the personnel up to date with the policy and have a positive attitude to work which is important.

4) Having modern personnel, and who like challenges, such as the case of Ban Phaeo Hospital are the key factors that make the organization succeed. From the people who dare to think outside the box and challenge the norm. From the above information, it can be seen that the officials of Public Organizations are the second major factor that drives the performance of Public Organizations. The personnel of the Public Organization ranged from deputy to top level because the organization has defined the organization as horizontal, small and needs to maximize the use of its human resources.

6.3.3 Board of Directors of Pubic Organization

From the findings of the research, the Board of Directors is a major factor that contributes to the performance of Public Organizations. There two issues involved in this; the role of the Board and the composition of the Board, because the board controls the Public Organization to carry out its mission, according to the policy and purpose for establishment. Recommendations for the board of directors encouraging the maximum performance of the Public Organizations and optimal efficiency are as follows.

1) The Board must be knowledgeable, skillful and experienced, especially have knowledge of the core mission of the organization and Public

Organization status. So, it must be focused on the importance of the recruitment process for the chairman and the committee members to gain knowledgeable people in the organization's mission, such as GISTDA, it can be found that the current board of directors is qualified with the knowledge of the organization's mission and collectively drives accomplishment. Senior executives said:

Understanding and composition of the current board....well, the members are all direct experts, so they understand the work. If they do not come from a direct discipline, they will be uncomfortable because they do not understand so it is critical to get a qualified board. If not, they must have the ability to learn and adapt quickly to the organization's mission. (Senior Executives, personal communication, January 28, 2015)

Moreover, the composition of the board is important. They must have vision, varied elements suitable for the mission, also being apolitical and unattached to bureaucratic administration (in case of member-by-position). The board must be willing to improve management, such as streamlining.

2) Attention to the improvement of key policy issues for the organization in line with government policies, Ministry Policy including enforcement of Public Organizations' compliance with policies and programs related to policy.

3) Participation in roles as defined in the law, such as the preparation of strategic plans and operational plans, attendance and development suggestions, to focus on monitoring and evaluation to bring improvement and development by the management to the implementation. This includes dedicating the time for Public Organizations by the Committee on Community Representatives of Ban Phaeo Hospital and focus on the director's interest as follows.

The board must dedicate their time to the hospital, using the understanding, reaching and developing principles. Some of the board do not know, especially the representative of the permanent secretary or representative by position. Some of them really don't know, it's like we talk about 8 to 10 and they are still stuck at 1, waste of time, they do not have the data base to make

decisions...In addition, the board took part in the hospital management. They must have love and commitment and a desire to develop positively... not to come to look for the problem, especially the executive who is the representative of the permanent secretary of the Ministry. By the way, I would say that some people are always looking at Ban Phaeo Hospital in a negative way, thinking we go 'offside' and do not support them. (The Member of Board Director, personal communication, March 23, 2016)

6.3.4 Budget and Budget Process

The fourth major factor influencing the performance of Public Organizations is the budget and the budget process of Thailand. The findings of this research reveal two perspectives: sufficiency of budget allocation and the budget process of Thailand that affect the performance of Public Organizations. Summarized as follows:

1) Adequate budget support for the mission of the Public Organization; Public Organizations are government organizations that provide public services. Therefore, support in the form of subsidies from the national budget is important, such as in the case of Ban Phaeo Hospital, which is not allocated an operational budget. The director mentioned the problem of not being granted a budget by the government because the hospital is viewed as already self-sufficient through independent revenue as follows.

The overall problem of Public Organizations is a lack of focus on business profit, but your budget will not support Public Organizations. If you do not have a branch hospital, you will not have income. If the government does not support, then the budget is too small, we use revenue from Bangkok to support Ban Phaeo for 100,000 people. The key point is that if the government support, it can work, if the support is not adequate, many Public Organizations will not be able to continue the operation. The budget must be sufficient. Like the Vaccine Institute, it has problems too, without good budget support. Investment expenditure for equipment and buildings are rarely supported. It has recently supported the construction of a 10-storey building, because they think that we have income, but other money is normally supported. (The Member of Board Director, personal communication, March 23, 2016)

In addition, the senior executive of Ban Phaeo Hospital supported the idea that the budget was the key factor affecting the performance of Public Organizations as follows.

Our major problems is the same problem as the Thai public health system, that is a limited budget. Ban Phaeo is harder because we do not get any investment budget from government until we built a car park building, the first construction budget allocated in 14 years from government. The community helped with 54 million that was approved for the car park, 70 percent was from the granted budget and 30 percent from our own pocket. We have another 10-storey emergency and cardio building under construction for 300 million, we have a 200 million budget and use own money for 100 million, that is a big budget...Purchasing medical equipment is made through very unusual method; crowdfunding, any doctors who want more medical equipment and have some millionaire patients, then the doctor asks for donations from those patients. (The Senior Executive of Ban, personal communication, June 29, 2015)

2) Budget allocation method. The research found that Bureau of the Budget approach does not consider or adhere to the intent of the Public Organization Act and the clear purpose of the organization. The central budget regulation is also applied to Public Organizations. Budgeting should be based on the mission or work. The GISTDA case has said the following.

The method of budget allocation from the Bureau of Budget should be based on the intentions of the Act, because the purpose of the organization is clear. To achieve that goal, achieve results, do not use that strict budget process because the office already has an internal audit office answering to the Board. To monitor budget spending, there is a committee to assess the budget and monitor the budget spending, so any more control is unnecessary and redundant. Finally, there is an OAG. They should have truly autonomy as the intention. If they cannot do it, the Cabinet can terminate them. They cannot stay if you do not follow the code of ethics and good governance, trust each

other. (The Top Management of GISTDA, personal communication, January 28, 2015)

In addition to the budget of the government, in the operation of Public Organizations each year, the revenue can be used to make the annual budget of Public Organizations. Findings in the GISTDA study revealed that in the income segment of Public Organizations should be more autonomous. In the case of GISTDA, there is a problem of personnel costs that exceed the 30 percent limit on personnel budget, to carry out the mission required. It should not have strict rules because there is an internal audit by the OAG and it is a necessary spending. Some of these spending policies should be strict with the government agencies, ministries and departments.

The findings of the study is clear that the appropriateness of allocating budgets to Public Organizations and the budget process of Thailand is a leading factor to the success of the operation of Public Organizations which leads to the presentation of policy recommendations.

6.3.5 Policy Assignment and Policy Continuity

The assignment of policy from government or from ministers assigned to supervise Public Organizations including the continuity of those policies. From the findings, the major factors affecting the performance of the objectives of the establishment of Public Organizations can be summarized into key points as follows.

- 1) Continuity of government policy. It affects the security of Public Organizations. A change in government policy may have an impact on the survival of the organization, such as DASTA, which supports the development of a designated area for sustainable tourism. The development of tourism supply site to sustain tourist attractions is important for the country. If the government policy focuses on tourism revenue rather than development, the policymaker tends to overlook the organization. But if the director at the policy level focuses on the Public Organization and works to meet the policy, accomplishment will be attained.

- 2) Assigning important policies and utilization of Public Organizations' work drives the Public Organization's reputation and success, such as the GISTDA case by many governments, and later the governments used GISTDA's creation. The

organization's work is outstanding and productive. Senior executives have mentioned this issue.

The minister was good because he saw the whole country. If he gives us a policy on how to use our products, or can give us a voice, such as Khunying Kalaya, it is our voice that makes our satellite data more important. She might talk in the cabinet or suggest bringing it to the cabinet for PM Prayut to use satellite data. (Senior Executive of GISTDA, personal communication, January 30, 2015)

It can be concluded that the mission assignment from the policy level and continuity of policy comes from the ministerial, regulatory or governmental functions. It is a major factor that affects the performance of Public Organizations. It also urged Public Organizations to respond to government policies in line with the objectives of their organization. Also it serves as a voice to other outside agencies to appreciate and apply the work of Public Organizations as well.

6.3.6 Characteristic Factors of Public Organizations

From the literature review, another important factor affecting the performance of Public Organizations is the specific characteristics of each Public Organization. Based on the findings, it is confirmed that the general characteristics of Public Organizations are the key factors affecting the success of the operation. The grouping of Public Organizations, purpose of organization and mission can be summarized as follows:

- 1) Grouping of Public Organizations. The classification of Public Organizations in Thailand is divided into 3 groups, according to the mission and objectives of the establishment. Group 1 develops and implements certain state policies. Group 2 uses specialized technical or interdisciplinary techniques and the third group is public services. The findings of the research found that the organization of Public Organizations today affects the stability and performance of Public Organizations. In particular, Public Organizations in Group 1 are vulnerable to organization instability because government policy or the supervising minister

changes continuously as per government or assignment. In the case of DASTA it is a Public Organization with problems in this matter. The Director discusses the problems of Public Organizations classification as follows.

Group 1 Public Organizations, like me, we act according to the government policy, if the policy changes, it may be easily dissolved. He wants to use it. I do not want to use it, situational awareness is necessary. If you want to use other units, it is a policy. The opportunity to succeed requires a lot of continuity. If the Minister is not continuous, the director must continue, or the Board must continue, because DASTA has eight objectives, one government said to do odd numbers ... We went to do one, three, five, seven, but after the general election they said, Why not do one two three four? Why do only half? then performance is halved. This is because the budget is limited ... but limited to see if it will do before OPDC to measure the budget. How to measure? Public Organization Type One will not be able to achieve the objectives. The budget is limited, and policies are always shifting. (The Director General of DASTA, personal communication, December 12, 2014)

For Public Organizations in the second and third groups, there is little problem because of the clear, specific mission of the organization. But the second group may have problems in recruiting executives who need to be specialized, such as the National Institute of Light Correction. The third group, specialized service providers, such as Ban Phaeo Hospital, is relatively problem-free. There is a suggestion from the research that there should be more classifications of Public Organizations as public services evolve over time.

2) Clarity of purpose in establishing an organization. The research found that if the purpose is clear to confirm the reason and the need to set up what is to be set up. This will enable Public Organizations to exist. This is another major factor affecting the performance of the Public Organization, the director of the Public Organization commented:

Writing the purpose of the establishment is clear from the first day, a wrong start makes the rest wrong, the rest is subjective. Objective matters. Write clearly ... so to write the purpose of the establishment in good faith. That should not be in the setting, and then write everything down. (The Director of DASTA, personal communication, December 12, 2014)

3) Organization mission. The Public Organization Act BE 2542, specifies public services as quality assessment, promotion and support of education and research, transfer of science and technology, environmental conservation and natural resources, medical and public health services. The mission of Public Organizations is to encourage the performance of the hospital, such as in the case of Ban Phaeo Hospital. The mission is to provide medical services. The Director General of the hospital said the following:

Organizational characteristics have a great impact on success. Ban Phaeo is said to be good. Partly because it is a hospital with its own revenue. It is also highly specialized in healthcare. I think the uniqueness of each organization affects success. But perhaps some organizations need to rely on many things, they don't have to be fast, or too independent. Ban Phaeo simply is more like it.....own business, own revenue. It is a class of intellectuals already handpicked to some degree. Therefore, the qualities of each Public Organization mean a lot to success. (The Director General of Hospital, personal communication, June 29, 2015)

In summary, the characteristics of Public Organizations are a major factor affecting the performance of Public Organizations. The first-group Public Organizations, implementing specific government policies will have their stability affected by the continuity of policy. The purpose of the establishment should be clearly defined, and the key objectives pursued. The mission of the organization, if it is clear and specific, it will affect the operation of Public Organizations as well.

6.3.7 Networking and Acknowledgement from the Public

Working with a network and public awareness is another major factor affecting the performance of a Public Organization, according to the findings in DASTA, which is responsible for formulating policies and plans for the development of the Designated area for tourism under the "Coordinate-Promote-Support" programme and is the agency that needs to coordinate cooperation with government agencies. Working with network partners is therefore an important contributor to DASTA's tangible achievement and organizational goals, such as Community Based Tourism-alternative tourism managed by community and belonging to the community. Villagers are involved in decision making through mechanisms for tourism development, with certification, standards that lead to education and finally sustainability of the environment, culture, and quality of life. Communities may earn revenue and other benefits in this manner. Creative Tourism is a type of tourism that allows education of the true community value and identity. Tourists participate in creative activities and exchange experience with the community. Hence cooperation and networking with communities and agencies are pivotal. The Designated Areas manager commented on the experience with the network.

Network is an important part of DASTA. Work is a matter of cooperation. DASTA is the supporter, not the owner. The locals do it. We have to all work together to get something done. No cooperation, no success. The coordination of DASTA is a vision of sustainability. When the community understands DASTA, it will cooperate, such as in Pattaya, a large area with many sub-areas. Koh Chang declared there was resistance in the first phase. Now it is strong and can teach others. DASTA must coordinate with everybody. The success of DASTA. (The Managing Director, personal communication, December 24, 2014)

In addition to operating with network partners, public or community awareness is another driving factor. The public must acknowledge the work of the organization before it can be used. GISTDA's example uses satellite data to help solve public problems, or as in the case of the Defense Technology Institute (Public

Organization) or DTI, which specializes in the research and development of indigenous defense systems to reduce dependence on foreign systems. The DTI is already known by the public and a question of domestic system utilization has been raised in every foreign system procurement, which signifies that the organization has achieved the national and establishment objectives. The public also views that the DTI has a tangible product that can actually be used. Conversely, if the public is unaware or unappreciative of the organization, government policy may be affected. Lastly, the public organization's work ought to have an impact and focus on work useful for the public.

Therefore, the recommendation from the case study is that the work of Public Organizations should be conveyed to the general population. Creation of public awareness must be a joint effort by all public organizations such as joint exhibitions, which generate impact, reduce expense and empower the public organization as government agency, similar to the state enterprise or traditional bureaucracy. It is visible that many public organizations strive for notable achievements but are still unnoticed by the people and discussions have been done in public organization director meetings. For example, the 1st 2011 meeting that proposed joint action plan development to present the role of Public Organizations on social guidance. The output, outcome and impact of the Public Organization may be visible by the formation of a working group for clear direction or an exhibition of the public organization's advantages over the traditional bureaucracy (Report of the Public Organization Conference, 1st, 2011). This also includes joint activities with the goal to benefit the country and increase credibility in the eyes of the government and the public (Report of the Public Organization Conference, 6th, 2012). Later on, a website is hosted to serve as a joint information center for the Public Organization and contact channel for the public. There are also Public Organization introduction ceremonies, such as the 16th anniversary fair on February 13, 2015 (the public organization establishment day) and to create public understanding (Report of the 2nd and 4th Meetings of 2015). Currently there are several announcement and contact channels, such as Facebook of Public Organizations

Besides the network and the public perception mentioned above, it is a person who plays a role in Public Organizations and is also a person who does it. In the case

of Ban Phaeo Hospital, it was found that direct supervision by the public was very important. The director said that:

Being watched by the people is informal, but it is very strong in Ban Phaeo. The public keep us in check without us knowing it. I have told my colleagues and I am also worried. Formal supervision raises questions and we know how much we have to do. But public supervision is difficult because you never know how satisfied the people are. There is a complaint to me about the dirty toilet from an old man through his wife, it is people's administration. I told her, I will send someone to check it and I was so embarrassed, even temple bathrooms nowadays are air conditioned and is actually cleaner than in the mall. So, I closed the toilet and rushed everything. This is public oversight. Sometimes if the patients have to wait too long for the late-arriving doctors, they will be all disciplined. Shoddy service, foul-mouthed nurse will be corrected. I check it every day and have to work hard because the people think that the hospital is their right. They have the right to say the toilet is dirty and complain that the doctor arrives late. (The Director of Ban Phaeo Hospital, personal communication, June 29, 2015)

People's supervision will come in the form of complaints in many varieties, it may be a written complaint about unsatisfactory treatment which is encountered regularly, or a non-formal complaint which represents the real risk to the hospital, such as verbal complaints because the hospital works with the community. It is critical that the organization must be mindful, and public feedback is a good indicator because it is the user satisfaction feedback.

6.3.8 Miscellaneous Factors

In addition to the above factors that affect the performance of the proposed Public Organization the findings also revealed other sources of impact on their performance as follows:

- 1) Organization Strategy. In the operation of all public organizations, there must be a strategic plan that connects with the national strategy, government

administration plan, or in addition to the ministerial strategic plan. Thus, the strategic plan of the organization will affect its performance. If the strategic plan of the organization can be used as an action guideline by the organization strategic connections will be made, and the establishment objective will be achieved through plan and project execution.

2) The Public Policy Committee or Super Board. From the findings, at present, Public Organizations are established for the purpose of each organization. However, there is a lack of a unified coordination for all Public Organizations. It is proposed that a committee at the policy level (Super Board) formulate policies and strategies for Public Organizations as a whole. At present, the Public Organization Act (No.2), B.E 2559, under Section 5/1, defined the proposal to establish a “Public Organization Development and Promotion Committee”. The key function is the proposal to the Cabinet for approval of establishment, consolidation or dissolution of Public Organizations, including policymaking, common regulation and guidelines, management and assessment of the organizations. Additional tasks include setting the central criteria for the recruitment of the Chairman, Board members and director, rules for loans, shareholding, partnership and joint ventures with other juristic persons. Also the rules on meeting allowances and other remunerations of the Chairman, Advisors, Audit Committee and Subcommittees of Public Organizations, including salaries and other benefits of the director, etc. (Public Organization Act No. 2, B.E. 2559).

3) Management style and tools. In the management of Public Organizations, key management and administrative tools, such as regulations, ordinances, resolutions, orders of each Public Organization are factors that affect the performance of Public Organizations. It empowers the management of money and material for the Public Organization Board and is the driving force behind the operation. However, there are also problems and obstacles such time-consuming personal authorization of rules and regulations by the director or the board. In practice, often the regulation is copied from its bureaucratic counterpart. The management of some factors in Public Organizations is no different from government agencies, such as procurement regulations. In addition, government policy to enforce the e-Auction programme, which inhibits flexibility. Therefore, revisions for the

related management tools are critical, also the organization must be willing to change, in order to achieve the goal with a flexibility unique to the public organization.

6.4 Chapter Summary

This is based on the analysis of the findings from 3 case studies to find answers to this research question. The first research question is, “How was the performance of Public Organizations in Thailand?” The findings found that, in general, the performance of a Public Organization satisfied the objective because public organizations were established to provide specific public services, that were impractical for the government and state-enterprises and to be able to satisfy the specific and unique needs arising in public services. During the period of establishment of the Public Organization, over 15 years, the overall performance of the organization was empirically notable for many reasons. The first reason is the autonomy in management of Public Organizations, which is in contrast with the bureaucracy, with an emphasis on optimization and streamlining of operational procedure, self-regulation and a horizontal structure that gives flexibility of management. The second reason, the specific mission of the Public Organization, provides the distinction in the establishment objectives that display the success of Public Organizations, such as Ban Pheao Hospital, in the medical field, Geo-Informatics and Space Technology Development Agency (GISTDA) in science and geo-informatics or Mahidol Wittayanusorn School in education. The third reason is the board-based management of Public Organizations that reflects the bureaucratic reform and country development as outlined by the government in order to increase efficiency and speed of the various tasks. The organization is able to provide public services to the public and adapt to a constant changing world situation or government policies, or the user, in a timely manner. The fourth reason, is effectiveness in resource utilization, especially in human resource management, as the staff in the Public Organization were employed by contract, performance appraisals and their performance must be consistent to gain increases in pay and potential contract renewal. There is a limit on personnel budget and manpower for individual public organization to pursue the objectives of the establishment. For efficiency in

budgeting, consideration is given to the cost of investing or the supply of equipment, including the use of resources by using information technology to support and implement technology and equipment with optimal cost-effectiveness. And the finally is the utilization of Public Organizations. The Public Organization is established by the government for a specific mission and in return the government will use it or further the work provided by the organization. This is a success indicator of Public Organizations, such as the creation of specific prototypes. In Ban Phaeo Hospital, there is a model "Ban Phaeo Model" for medical services for hospitals at various levels or community health centers to use to develop and improve their own operations. Also to implement geo-informatics and aerospace technology to solve national problems, such as integrated solutions for landless farmers and encroachment on forest reserves, geo-informatics, forest and plantation areas for management and management. The development of the National Geo-Informatics Infrastructure System (NGIS), as well as the introduction of the development model for sustainable tourism sites, such as Community Tourism, the Creative Tourism model has been expanded to the communities and localities in the provinces to develop sustainable tourism.

For the key factors affecting the performance of Public Organizations, in summary, the key findings are as follows: Director of Public Organization (Leadership), Public Organization Official, Board of Directors, budget and budget process, policy assignment and continuity of policy. The characteristics of each Public Organization are: grouping of Public Organizations, purpose of the organization and its mission, networking and acknowledgement from the public, including other factors such as organization strategy. There are a number of public policy committees which are the driving force behind the successful implementation of the Public Organization in Thailand. These factors contribute to the performance of Thailand's Public Organizations. A major contributor to the performance of a Public Organizations is the Director of Public Organization or CEO, who is a key worker and manager working to achieve the objectives of the Public Organization. The director must be a skilled and capable person who is a visionary, knowledgeable and has good coordination and vision with the Board. The manager must also be well-versed in management, honest, transparent and accountable, with a clear understanding of the role.

The other key factor is the officials of Public Organization. It is therefore essential that Public Organizations recruit qualified personnel that have the knowledge, ability and potential, appropriate for the position. Those abilities and experiences emphasize the importance of performance appraisals for compensation and contract renewal. The third important factor is the Public Organization Board, and issues of the understanding of the Board and the composition of the Board. The Board is the policymaker and motivates the management of the Public Organization to achieve the objectives of the establishment. The recruitment process requires that the Chairman and the directors have the knowledge and ability to participate and understand Public Organizations while also being free from politics.

The next major factor is the sufficiency of the budget and the budget process in Thailand. This will lead to the achievement of the objectives of the establishment. Although overall, Public Organization is supported by the government, there are problems in the rules and procedures for budget allocation from the Bureau of Budget, which instead of being agenda-based and results-based on the principles of Public Organization, the criteria are identical to the bureaucracy. Meanwhile there are also factors in policy assignment and policy continuity both from the government and from the ministry. Objective concurrence and continuity of the policy are pivotal in the success of the public organization.

There are also some aspects of the nature of Public Organizations, such as the organization of Public Organizations. The first group to develop and implement a particular state policy is at security risk due to government changes. The second group has lower risk due to specialized technical or interdisciplinary techniques. This is a group that is characterized by a mission to have specialized expertise, including a clear objective, unique organizational nature or mission of the organization, and different with the third group that works on specialized public service. In addition, there are important factors that support the performance of Public Organizations in terms of their establishment objectives, including networking and public awareness. This is because the Public Organization is designed to be a small, flexible and autonomous organization. Therefore, networking and cooperation is required with the government, education and private sectors to obtain resource, academic or technological cooperation. This includes public awareness, which reflects the

necessity and existence of Public Organizations. There are other factors such as strategy and policy committee. The findings of this study reflect the key factors that drive the performance of Thai Public Organizations to meet their objectives. The researcher will present the summary and suggestions in the next chapter.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS.

For the research objective, to investigate the performance of public organizations in Thailand, and to explore the key factors affecting the performance of public organizations, the researcher has collected data from, case study reviews, related organization document reviews, in-depth interviews of keys informants for each case study e.g. board of directors of public organizations, director generals, senior managers of public organization and networks and clients of public organizations, including observation data. The data was then analyzed and presented, which leads to an answer for the research question.

In this chapter, the researcher has summarized the results from the findings and an analysis of the results of those findings for public organization performance, and the key factors affecting the performance of public organizations in Thailand. These include the problems and obstacles in the performance of public organizations. This has resulted in a proposal of recommendations for public organization management and government policy. The proposal will be summarized for each issue as follows:

7.1 Exploratory Public Organization in Thailand

This study showed the facts of public organizations in Thailand in regards to the rationale of the public organization-based public service, the unique characteristics of the public organization, management autonomy, regulation and steering of the public organization, solutions to management problems in the public organization, and the resource utilization efficiency of the public organization. The research result is summarized in each issue as follows:

7.1.1 Rationale of Public Organization-based Public Service and the Unique Characteristics of a Public Organization

The Bureaucratic Reform Plan of Thailand B.E. 2540 (1997) was considered as the rationale for public organization-based public services to be established for a different kind of state mission from the traditional bureaucracy and state enterprises that had limitations. The public organization was thus formed in response to varied, modern and technologically specialized or technically advanced public services. The provision of an accelerated service that can respond to public demand for new public services was in accordance with the Public Organization Act B.E. 2542 (1999) which aimed to establish a public organization for a specific government plan or policy for the public service, with the goal to optimize resources and use of personnel.

This study agrees with the said rationale by stressing a critical rationale that a public organization requires flexibility and agility in management to effectively and timely respond to the client in need of a specific public service, such as science, technology or research and development. Definitely, the public organization will help to alleviate inefficiency in the state's public service in accordance with a crucial principle of NPM (Hood, 1991).

The unique characteristic of public organizations as government agencies and juristic person, are that they have ministries as supervisors, through the board of directors, that aim to achieve the public organization's objectives, and the director of public organizations to manage, in accordance with the policies and missions of the organizations. Research findings quoted that the unique public organization characteristics that allow conformity with establishment principles, as empirical in this study, were management flexibility in human resources, general management, and financial management and the provision of specialized public services. For example, the science and satellite technology by Geo-Informatics and Space Technology Development Agency (Public Organization) or GISTDA which is responsible for development of space technology and geo-informatics to be knowledge for the maximum public benefit, including providing data from space technology and geo-informatics. In the medical services by Ban Phaeo Hospital (Public Organization), the hospital gained trust for efficiency in public health services, is a modern and complete service and satisfies the service users. Moreover,

in development of sustainable tourism by Designated Areas for Sustainable Tourism Administration (Public Organization) or DASTA, which develops designated area and sustainable tourism prototype, both Community-Based Tourism managed by community creatively and led to lessons learnt for sustainable environment, local culture and quality of life which creates income and benefits for the community and Low Carbon Tourism. Furthermore, public organizations are managed in the form of a board of directors that support performance, as the concepts of NPM and public organizations can solve inefficiency and problems in public services.

The unique characters of the operation patterns of public organizations in Thailand complied with the findings of a supervised organization in Belgium; Flemish public agencies by Verschuere (2007) which used the practitioner model or Tripod of Agencification e.g. structure disaggregation, automatization in financial and personnel-related decision-making, and contractualization. The study found that all organizations with specific missions had a high degree of management autonomy, strong outcome control and low traditional control. These were organizations related to socio-economic development and investment consulting, with specialists for staff and results that can be accurately measured and had more possibility to be the Tripod of Agencification concept in NPM.

7.1.2 Efficiency in Resource Utilization of Public Organization

The establishment of public organization, for public service, aims to optimize resources and utilization of personnel. These findings discovered that overall personnel utilization efficiency in public organization is high, as the public organization is designed to be small and prioritizes the key mission. It is a flat organization; personnel budget is set by the cabinet to be not more than 30 percent of the annual budget. A Public organization also has a performance pay system, contractualization, and periodic assessment, usually biannual, for contract renewal or pay rise assessment.

However, research revealed that the part of personnel utilization is not optimal as some personnel are transferred from bureaucracies with nepotism and underutilization still noticeable, also, work assessment is excessively lenient, which if all mentioned issues can be remedied, the personnel efficiency of public organization

shall improve. This is in line with a study by Pakorn Sriprakorb (2010) which stated that the evaluation of the contract of some public organizations personnel was not serious and individual scorecards were not being used. This is supported by a study by the National Reform Council (2015) which stated that personnel selection and the appointment process in some organizations was unprofessional with rampant factionalism and nepotism. Staff assessment in some public organizations did not have transparency and was being used as a political tool. The quality of personnel, the board of directors, the director of the public organization, the operators, in some public organizations are substandard, with disproportionate duties when compared to salary. Moreover, many public organizations had employed unqualified personnel that was compounded by an unclear job description. This led to unfair and unclear individual assessment. Contract renewal is usually guaranteed with a complete disregard to effective assessment, which rendered operational efficiency as no different to traditional bureaucracies.

With regards to public organization spending efficiency, the findings quoted that overall spending was efficient, cost-effective with efficiencies improvement, cost-effectiveness in spending and project evaluation by the third party, and attention to investment cost-effectiveness, as seen in the purchase of medical equipment by Ban Phaeo Hospital. Or the utilization efficient improvement of resources, high technology and expensive tools and equipment in GISTDA to extend the service for education institutes and private parties for optimal results. This includes joint operations with alliance networks in Designated Areas for Sustainable Tourism Administration (DASTA) to reduce operational cost, and improvement of resources utilization efficiency and management by using information technology such as e-Office and teleconference to reduce commuting costs. This concurs with the idea of efficiency by Mandle, Dierx, and Ilzkovitz (2008) who proposed that efficiency was born from the utilization of budget and other resources to create output and led to effectiveness in public service as an establishing objective of a public organization.

However, the study also discovered that some public organizations could optimize their spending even more, for example GISTDA, due to its large structure and having separate facilities for each department or office required more equipment and facilities which led to high overhead costs. Cost saving would be more effective if facilities were shared.

Moreover, the findings found that public organization enhances its resource utilization to a maximum by employing information technology and pushing unnecessary resources into the system for cost saving. In addition, there was the utilization of existing resources, and that cost-effective considerations in investment and procurement had been implemented.

7.1.3 Management for Solving Problems and Obstacles of Public Organization

The empirical management for solving problems and obstacles of public organizations mentioned in this study was the implementation of management style and tools born from skills, abilities, experience and decisiveness of the higher management through unorthodox thought processes of managers and private sector-style management. An example would be bulk purchases to reduce cost, spending efficiency improvement, tackling corruption, and non-primary mission outsourcing. Human resources solutions include the implementation of a matrix organization in the case of urgent missions, joint discussion and close regulation to follow the work, and automatization of human resources management, such as urgent mission pay. Another way is the use of information technology as a support tool for effective operations and management, overhead reductions, and work follow-up and inspection. For example E-Office, Enterprise Resource Planning (ERP), development of accounting systems (SAP), electronic archiving for patient profiles, medical treatment etc. Moreover, joint discussions and regulation to solve critical organizational problems at all levels, the writing of regulations to solve said problems through the board of directors and director of public organization, and the implementation of associated systems to support operations and management also to save costs and improve management efficiency.

7.1.4 Management Autonomy of Public Organization

Public organization management is defined per the intent of public law that desires management autonomy in public organization, by giving general, human resources, finance and budget management powers to the board of directors which has the freedom of action under the objective of the establishment decree. The public

organization has its own rules and regulations. This study stated that overall, most public organizations are relatively autonomous as per the law and establishment. The study divided management autonomy into 3 types. The first group is the public organization that has management autonomy under regulations and transparency, as operations under rules and regulations of that particular organization. The public organization receives a budget from the state and require inspections and reports to the board of directors through subcommittees, such as the monitoring and evaluation committee, the risk management committee and further up the chain of management to the board of directors. There are operation reports and policy implementation reports presented to the supervising minister through annual reports with monitoring by a third party, that is the Office of the Auditor General of Thailand (OAG), in a similar fashion to government agencies.

This is in line with a study by Sezen (2007) on management autonomy of independent regulatory agencies in Turkey, which were formed by NPM-based government reforms much like in Thailand. These agencies were established by law, managed by the board of directors appointed from the state bureaucracies and given legal management autonomy. Overall independent regulatory agencies in Turkey were independent with satisfactory performance. Unsatisfactory issues were obstacles from some laws, tight, stressful management and the traditional control norm.

For the second group, the study discovered a contrasting view that some public organizations were only autonomous to a certain level. The reasons are government procurement problems. The government requires the public organization to use the same procurement method as traditional state agencies, such as e-Auction, which inhibits flexibility. Currently the public organization is forced to comply with the new Procurement Act B.E. 2560 (2017) that covers public organizations as well as state agencies and will affect management autonomy in the future. Moreover, the study identified that some public organizations were limited by ministerial policies despite being merely under the minister's regulation and not part of the ministry itself. Ministerial ombudsmen were assigned to monitor the public organization despite the latter not being a ministerial agency and a clear understanding of this issue must be made (Public Organization Act briefing conference (2), B.E. 2559, OPDC, 2016d). Also, a lack of continuity of government and ministerial policies on the public

organization, and self-restriction on the part of the public organization inhibits management autonomy by using bureaucratic management styles, as most of the board of directors and the director of public organization come from high-level bureaucracies. This conforms to a study by Lorsuwannarat (2014) on management autonomy and performance of 9 independent industrial agencies in Thailand, which stated that these agencies were not established to reduce the size of state agencies as per intent, but instead became tools for power expansion of ministers and agencies. Although management autonomy was noticeable, legal, structural, financial and policy management autonomy was abysmal.

In the third group, the public organization has true management autonomy as defined by law and establishment intent, in personnel, general and budget management with low political interference by the director of public organizations. The focus is on results and performances which support a higher level of management autonomy.

Regarding management autonomy, it was notable that the personnel management of public organizations is the most outstanding feature and considered truly emancipated from bureaucracies. A Public organization can freely define its manpower structure and pay according to the knowledge, ability, specialization and labor market trends. The appointment and transfer of the director of public organization and staff can be done appropriately with the presence of work assessment and performance pay.

Regarding juristic autonomy, a public organization may define service charges with consent from the board of directors, including joint venture rules such as those of GISTDA. For financial and budget management autonomy, the public organization has management autonomy in this area, including annual budget request, budget management and budget transfer to achieve their goal. For general management autonomy, the study found that a public organization may write their own rules and regulations using the power of the board of directors, such as general management regulations and procurement rules.

This study conforms to a study by Pakorn Sriprakorb (2010) on public organization management agility, which quoted that public organizations were flexible in personnel spending, interest protection and able to increase benefits more

than government agencies. Furthermore, this concurs with a study by Yamamoto (2006) on the relationship between management autonomy and performance of independent administrative institutes in Japan, which stated that overall management autonomy of IAs was higher in operation, resource and organizational management. Operational, budget and structural management were highly autonomous. In this case, operational management had a significant impact on performance, such as organizational performance, efficiency and service. Financial independence led to efficiency improvements.

7.1.5 Regulation and Control of Public Organizations

A public organization is an organization under the regulation of the minister as per the establishment decree. The minister is to regulate and direct the operations of the public organization in accordance with the public organization objective, government policy and the cabinet resolution related to a particular organization. A board is formed to control and supervise the public organization in accordance with the objective through the definition of management policy and approval of operational, investment and financial plans of those organizations.

The findings of this study were that overall public organization did not have problems with ministerial and board steering. Mostly regulation and steering are in accordance with the Public Organization Act. The management or the director of a public organization has a good relationship and coordination with the committee. Evaluation criteria is strictly observed in the annual operational assessment of public organization.

However, the study discovered an significant view that some organizations are under excessive committee control with an excessive number of subcommittees regulating various aspects, and with unrealistic expectations from the board of directors. This is agreed by Bowornwatthana (2004) who stated that the directors of public organizations were closely monitored by Board members from ministries that, when compounded by the problems in traditional bureaucracies, led to spoiled systems and nepotism. This is similar to the Executive Agency in Tanzania. In a study by Sulle (2011) on result-based management of executive agencies, which by principle must focus on results and operational assessment rather than input and

process. But the supervisors and controllers did not assess like that, they evaluated on input and process instead. Moreover, Sulle (2010) proposed a study result on the tripod model in NPM reforms, which consisted of disaggregation from ministries for public service provision, management autonomy of directors, and contractualization between ministries and organization directors. The study specified that implementation of the tripod model was ineffective but instead utilized as a hybrid between management autonomy and control, with some elements still recycled traditional models, as in the central authority having control over input and process. Despite business-like management, management autonomy was limited in human resources and financial management. Operational responsibility was low and the operational result control was not serious.

For supervision by the minister, it was noticeable that some public organizations had problems in policy continuity and the overlapping roles of deputy prime ministers in both public organization supervision and as ministers in related ministries, particularly in public organizations under the Office of Prime Minister. Supervision, for deputy prime ministers or ministers, overall was to draw policy through the committee, draw policy for critical operational integration, and pass urgent policy from the government to the organization for immediate implementation. While Supervising and controlling of the board of directors focused on setting organizational strategy, strategic planning, annual action plan and organizational development, including legalization, writing of rules and regulations, and personnel development.

The role of the central agency related to public organization steering, the Office of The Public Sector Development Commission (OPDC), is followed and performs a performance agreement assessment of the public organization. The findings from key informants' in-depth interviews, in summary, found that ODPC still lacks an understanding of public organization, for example, performance indicators do not follow operational milestones but instead used fault-finding and the rule of three-like indicators, and negotiation indicators demonstrating a lack of understanding of the mission of the public organization. A proposal is to increase the role of ODPC in public organization development and have it serve as a central agency supporting public organizations in operation and troubleshooting. Also, ODPC should be the

overall performance evaluator of public organizations that can lead to development and improvement. Moreover, public issues regarding process and the evaluation methods of ODPC have surfaced, as some public organizations are rated as excellent or getting a full score, but ODPC instead proposed the validation reviews of said organizations.

This is supported by a study by Yamamoto (2008) on state agency reform by the Japanese government by the establishment of independent administrative institutions (IAIs) for more transparent, more efficiency and better public services. This was done by separating public service units from department and ministry-level policy units, for flexibility, focus on achievement and improvement through evaluation feedback, with budget allocation as the incentive. However, in practice, operational evaluation by the appointed evaluation board actually gave suggestions in the evaluation result for improvement rather than rating, as most members in the board of directors were from bureaucracies. The evaluation system from the central government also made no connection between evaluation results and budget allocation.

Another central agency with a large role is the Bureau of the Budget responsible for the allocation of annual budgets as a general subsidy for public organizations. Currently the Bureau of the Budget has a better understanding of public organization missions by the appointment of the director of the Bureau of the Budget as a board of director's member by position or appointment of a representative, including visits and studies. However, it is obvious that budget allocation by the Bureau of the Budget still uses the state bureaucratic system for public organizations instead of agenda-based allocation. This is in line with a study by Bowornwatthana (2004) which presented the performance of public organizations in Thailand with regards to management flexibility, as central agencies still retained control on public organization such as OPDC and the Bureau of the Budget. However, public organizations are a government agency that provides public service and gets a budget allocation to operate their assigned mission, therefore it is necessary to have autonomy in management under the rules of being a government agency, it is difficult to be free from all control and it is required to be accountable to the public and supervisors because if there is only autonomy in management and it is supervised by

the board of directors, it may affect some supervision and control systems and can be abused in some periods.

The Office of the Auditor General of Thailand (OAG) is responsible for the audit and performance evaluation of public organizations as per the Public Organization Act B.E. 2542. Every year OAG, or a third party, is appointed by the board of directors with OAG's consent and shall audit and evaluate spending and the assets of a public organization. Analysis on objective conformity, conservation and achievement shall be displayed. An audit report shall be written and presented to the Board of directors. However, in practice, OAG's audit of public organization was no different from that of state agencies, which led to a lack of management autonomy in public organizations. This is in agreement with a study by the National Reform Council (2015) which stated that problems and weaknesses in public organization management were that the central auditing agencies such as OAG still lack an understanding of public organization principles and was unwilling to accept new rules and regulations as proposed by public organizations, leading to a highly bureaucratic auditing process and forcing public organizations to revert to bureaucratic rules and regulations to decrease friction with auditing agencies.

The Office of the Permanent Secretary acts as the key coordinator, action plan presenter, and the public organization's annual budget requester that presents the overall information to the minister in charge. Findings showed that the role of the Office of the Permanent Secretary varied depending on each ministry. Public organizations under the regulation of the deputy prime minister or the Office of Prime Minister were untouched by the Office of the Permanent Secretary, as the deputy prime minister is already in charge. For the Ministry of Public Health, in the case of Ban Phaeo Hospital, the Office of the Permanent Secretary is directly involved with the overall indicator setting. But in the case of the Office of the Permanent Secretary, Ministry of Science and Technology, a severe role awareness problem is encountered, as the Office attempts to assert control and regards the public organization as another agency within the ministry. In this case, ODPC has surveyed the relationship between the public organization and ministries with the same minister for further development and improvement (Public Organization Executive Meeting, 2011). However, many public organization still have control problems with the Office of the Permanent Secretary.

7.2 The Performance of Public Organizations in Thailand

It has been over 16 years since the establishment of public organizations in the Public Organization Act B.E. 2542, there are currently 39 public organizations that have been established. It has been discovered that public organizations have outstanding performance and the government can put them into practice, but others are caught in scandals and actively questioned about performance, efficiency and adherence to the public organization objectives. There are also issues of reviewing the reasons for existence in many public organizations.

The study states that overall it revealed the outstanding performance of public organizations, since public organizations are a government agency established to provide public service in a specific public sector where a government agency cannot provide those services. Public organizations are unlike state enterprises, they are not profit oriented organizations. Public organizations are a government agency which can satisfy the needs for public service or public activities which require flexibility, agility, and quick response to service users or people. It can be seen that the cabinet has continuously approved the additional establishment of public organizations, there are currently 39 organizations. Evaluations by the third parties reflect the operational result of a public organization as conforming with the public organization objective. A key factor that supports clear operations, as cited in this study, is that a public organization is a government agency with a specific mission with management style that can respond rapidly to the client's needs and complies with dynamic changes of situations, with management flexibility, and lean operation with a focus on the efficiency of personnel recruited under an employment contract, to ensure efficiency and to prioritize on work assessment and the usefulness of the public organization in the government's perspective. All these reflect the performance of public organizations, in concurrence with Policy Implementation theory by Van Horn and Van Meter (1975), which stated the critical components in effective policy implementation, such as a clear policy standard and objectives, and characteristics or implementing agency. As public organizations are specific mission organizations with management autonomy and flexibility they therefore can achieve their establishing policy to provide public services and enhance efficiency in public management.

The findings also concur with a study of the National Reform Council (2015) that proposed the advantage of public organization, as many said organizations with a public service objective that is clearly specified in Article 5 of Public Organization Act B.E. 2542. For example, Ban Phaeo Hospital (Public Health), Mahidol Wittayanusorn School (Education), that have delivered effective, satisfactory performance as per their missions and specified in their respective public organization objectives, with clear and tangible evidence of public service improvement. In addition, specialized public organizations such as GISTDA, National Astronomical Research Institute of Thailand and Thailand Institute of Nuclear Technology are considered capable of operational and public service improvement. Clearly specified public service missions also help with operation and assessment.

Furthermore, this is similar to a study of executive agencies in Northern Ireland by Hyndman and Eden (2001) which proposed the lessons learned and experience of new agencies under the concept of NPM, as implementation of reforming policies by the downsizing of government agencies, manpower reduction and public service improvement. New agencies are formed separately from central public agencies with performance contracts.

However, part of this study also showed that the performance of public organizations achieved its objectives at less than one hundred percent due to unclear public organization objectives or management concepts in some organizations, and a lack of vision and lethargic managers appointed by the government that impeded the efficiency of a public organization. This is supported by a study by Bhidya Bowornwatthana (2004) which proposed that reforms by the establishment of public organizations did not meet the expectation of the reformers in transformation. The separation of policy making and public service organizations would make everything faster. But in practice it was noticeable that the principle agent model still played a major role in Thailand. Civil servants who desired status quo were still in charge, unwilling to consolidate the manpower structure and organization downsizing.

Moreover, Bowornwatthana (2012) presented a study on the practice and lessons of Thai style agencification and that it did not meet the establishing objectives in 4 facets: No down sizing but instead more public organizations were established. Ministries that desired a public organization under their authority were not any more

flexible than the original bureaucratic system, as chairmen and managing directors of said organizations, including board members, were appointed by the minister or the cabinet (Strong Board, Weak CEO's model). Therefore, most personnel were dedicated to bureaucracies and politicians instead of the people. Reporting was done to ministers with minimal public notification much like bureaucracies. The public organization instead became a new profitable position, such as being a director general of public organization or being managing directors for politicians and senior bureaucrats.

A study by Pakorn Sriprakorb (2010) also supported this notion and proposed that the agencification in Thailand was still in its infancy stage and thus difficult to accurately measure the degree of success. A study on governance, participation, flexibility and deregulation of public organizations cited that some organizations performed well with good flexibility, as the director general of public organization and board of directors had better discretion regarding regulation and supervision, especially in procurement process, and a better, more flexible reaction to external factors than bureaucracies. He added that in some organizations flexibility was actually excessive, which led to overspending and overly high welfare for the staff. Therefore, the public organization must be aware that it was a non-profit oriented organization and unable to earn income by itself. The employment contract was impractical due to no contract termination and had the ability to renew the contract. This is confirmed by a study of 15 public organizations established by the Act under the concept of NPM by Tippawan Lorsuwannarat, Sookyuen Tepthong, and Arnuphab Raksuwan (2015), which discovered that many outstanding public issues, such as the relationship between the ministry and the public organization, unnecessary redundancy in responsibility, cost-effectiveness, role of the committee, policy implementation and the trend of bureaucratic centralization.

This also is consistent with a foreign study by Sulle (2010) that proposed a reform of executive agencies under the Tripod principle of NPM. It discovered a hybrid form of management between management autonomy and control which was the problem in developing countries attempting to implement the Western management principles in a one-size-fits-all manner, but impractical due to many reasons such as original bureaucratic norms, control, lack of strategic or policy input

from political leaders. Sulle (2011) also presented the results of Tanzania's administrative agency reform after 10 years of result-based management implementation. It was found that in assessment there was partial result-based implementation, low evaluation and high control of inputs and processes, and traditional state norms still persisted.

Moreover, part of the study showed that only a half of public organization performance was in accordance with the public organization objective, as the public organization was a non-profit oriented public service agency with inadequate support from the government that did not support the idea of result-based management. Only some public organizations had outstanding performances and achieved their public organization objectives. Similar to the reforms in Estonia, an EU member, that established executive agencies for public service, for which Tavits and Annus (2006) presented that despite that success of some public organizations, many encountered serious efficiency and accountability issues, and concluded that a successful public organization was uncommon in non-OECD countries.

7.3 Key Factors Affecting the Performance of Public Organizations

The research objective of this study was to explore the key factors affecting the performance of public organizations in Thailand. It found that the key factors were the director of a public organization, the officials of the public organization, its board of directors, budget and budget process, policy assignment and policy continuity, public organization characteristic factors and networking and people, which can be summarized as follows:

7.3.1 Director of Public Organization

The importance of the director as a leader and chief executive officer (CEO) was empirical in this study as he was the most important factor required to achieve the public organization's performance in concurrence with NPM (Hood, 1991) for result-based management, which must be handled with professional management, management autonomy and high responsibility in assigned tasks. The director general of a public organization was defined to be responsible for the organization's performance and organizational objectives. He had more active responsibilities and

roles than bureaucratic agency heads and he had to actively pursue the best inclusive effort. The study results confirmed this from the outstanding successful public organizations, as per their established objectives. This resulted from having a capable, experienced relationship with the organization mission and a skillful director general. This is supported with the Public Sector Leadership Theory proposed by Wart (2003) which concluded that leadership in bureaucratic organization leaders is crucial for government agencies, and effective leadership could improve the quality and efficiency of products and services that achieve the objective. Some public organizations had unclear achievement due to director generals being appointed from bureaucrats. Therefore, the director general of a public organization is crucial to the successful performance of public organizations.

The director of a public organization had to possess the essential necessary skills and abilities to push the performance of their organizations, such as vision, knowledge and long-term plans, capability, good coordination and a shared vision with the board of directors, transparency and traceability, including managerial skill and the acknowledgement of the roles of being a government agency executive.

The research result was in accordance with leadership theory such as the Trait Approach (Northouse, 2004, as cited in Flemming, 2009) which stated that the necessary traits of successful leaders were the intelligence to achieve organizational objective, self-confidence, determination to push for establishing objective performance, integrity and social responsibility as a head of a government agency. This complied with the Effective Leadership concept (Sirisetti, 2011) which proposed that effective leadership had an influence on the drive to achieve the establishing objective performance and led to high performance outcomes. The behavior of effective leaders would be influential and able to convince everyone in the organization to cooperate in the improvement of overall performance (Yukl, 2012).

Moreover, it was reinforced by a study by the National Reform Council (2015) which found that directors were vital for the effective operations of public organizations. A public organization with a professional, qualified individual, capable of understanding a public organization's management and who was also honest was a key factor to rationalize those public organizations management system to be flexible. Moreover, the quality of management and the advancement of public organizations

depended on the quality of the board of directors, the CEO and officers. Without qualified, suitable personnel, success would not be achieved.

7.3.2 Public Organization's Officers

Besides the director general of public organizations, the officers, or personnel, of the public organization were the second most important facet in the performance of the public organizations, as the public organization was a flat organization and was designed to be small to provide a specific kind of public service. Therefore, a public organization's officers were decisive in the drive to success. They had to be capable, have specialized skills, and a good understanding in their roles. They were recruited from capable persons and given good incentives and rewards for their full devotion. They also must have imagination and love a challenge.

This is in accordance with a study by the National Reform Council (2015) which stated that a public organization could set an attractive level of pay so that highly motivated, skilled workers could be employed which would lead to success.

7.3.3 Board of Directors

The board of directors were the policymakers and the management direction makers for a public organization. The board of directors were also responsible for regulation to ensure adherence to the mission and the public organization's objective. Therefore, the board of directors was a key component of the performance of public organizations. Aside from regulation control, the board of directors had to understand its own roles and responsibilities as defined by law and gave priority to policymaking and policy development in accordance with government or ministerial policy, this included supervision and control of the action plan and policy activities with close assessment. The board of directors had to possess courage for modern management, such as amending rules and regulations to reduce overheads and improve management for faster and a more flexible public service to satisfy their clients' needs.

Regarding the component of the board of directors, attention must be given to the board chairperson and expert board member selection process. It is important to have qualified, knowledgeable persons with a good understanding of public organizations, and to be courageous and possess a political willingness to use legal

executive powers. This is in line with a study by the National Reform Council (2015) which stated that the problems and the weaknesses in public organizations where the authorized minister or the board of directors did not understand the principle of public organizations and created problems in management, directions in policy management, mission operations that affected the efficiency of those public organizations performance. There was also political influence intervention, especially in budgets, director appointments, advisers appointments or employment of officers, this led to unsuccessful performance of public organizations. If they had qualified, educated, capable board of directors, the board of directors would determine guidelines in the management systems, personnel selection and the organization's restructuring, as well as internal regulation setting, that were suitable for their responsibilities and rapidly changing situations and led to the successful performance of public organizations. The problems found with the board of directors were that some public organizations frequently changed the board and executives and most of the changes occurred because of political changes and these led to disrupted operations or deviation from the objective operation of public organizations. Sometimes, the board of directors was unqualified, not experts and unappropriated educated.

One of the weaknesses of the board of directors that affected the performance of public organizations encountered in this study was the devotion of time to the public organization. This was especially for board members that were representatives of government agencies or a positioning board. Some did not have the knowledge of the organization, they did not devote sufficient time to the organization and did not have adequate information for decision making. Therefore they did not perform the executive tasks and remained idle, being there only for quorum much like in the board of directors' conference in government agencies which already had other people in charge. Moreover, the chairperson and the expert members, if they were bureaucrats, were still attached to a bureaucracy style of working but had influential comments that would impede organizational management autonomy. In the case of the private sector, private sector-style management was limited by the management.

7.3.4 Budget and Budget Systems

A public organization is considered to be a government agency which provides a public service and a non-profit organization, therefore the adequacy of the budget for the public organization operation was critical. The study discovered that in some public organizations, such as Ban Phaeo Hospital, the hospital was not allocated any annual budget since the hospital already had income from its service fees. The performance of a public organization must be according to an annual budget. For the budget allocation of a public organization, the Bureau of the Budget still relied on a limit or increment in percentage as its criteria instead of the agenda assigned to said public organization by law or government policies. Therefore, the budget allocated was usually inadequate. Also, the budget system of the Bureau of the Budget did not conform to the intent of Public Organization Act because public organizations already had clearly defined objectives. Support should be given to help those organizations achieve their objectives by relaxing the centralized budgeting regulation, since public organizations already had internal and OAG auditing similar to other government agencies.

7.3.5 Policy Assignment and Policy Continuity

A public organization was established when the government had a specific policy or plan related to public services, therefore the policy assignment and policy continuity were also important. This study found that government policies or the change of them by supervisors, who were ministers or deputy prime ministers affected the stability of a public organization. Supervisors must understand that a public organization already had clear objectives and therefore must provide support to let the organizations achieve their objectives through assigning the policy concept drawn by the government to the board of directors, and then to the director general of public organization for implementation as per the objectives, including the application of work done by the organizations in use.

This conformed to a study by the National Reform Council (2015) which stated that the advantage of a public organization is that the government or the cabinet may use a public organization as a tool to implement urgent policies or missions in a faster and easier manner than traditional bureaucracies. On the contrary, delegating of

authority to the cabinet in establishing public organizations for convenience, agility and fast became the tools for politicians to establish unnecessary public organizations or unclear development objectives or missions. Also the board of directors was usually changed with the change of a new government or supervising minister. Therefore, policy continuity was crucial to the successful performance of public organizations.

7.3.6 Public Organization Characteristic Factor

The summary from the study found certain characteristic aspects of each public organization affected performance, such as the category of public organization: The first group established to develop and operate in specific, critical government policies affected stability. As the government constantly changed, the performance of the public organization depended on the policy assignment of each government. For the second group which provided specialized academic and technical services and the third group that provided public services, although it had clearer missions and specialization, it might face a difficulty in the selection of qualified directors and board members, for the specific expert to become executives.

With the objectives of a public organization, the study found that a clear definition of the objectives at the start affected the operation of that particular organization. This agreed with a study by the National Reform Council (2015) which stated that operational problems in some public organizations had varied and had wide objectives which caused confusion, an inability to improve the public service quality and resulted in redundancy with government agencies. Moreover, the problems and obstacles that were found were 1) the establishment of some public organizations was a political requirement with unclear objectives and a swift establishment process without systematic deliberation, leading to strategic problems and redundancy. These problems often occurred in public organizations that had objectives to perform only by a government policy. If the mission of the public organization was unique and with clear characteristics, it would lead to the significant success of those public organizations, such as in the case of Ban Phaeo Hospital, the organization was specific to the medical field, or GISTDA which is the only comprehensive satellite service provider in Thailand.

7.3.7 Networking and Acknowledgment from the Public

The public service operation of public organizations required the cooperation of associated agencies for resources, including government agencies, the private sector, educational institutes, communities or local administration which all had crucial roles in support and drive for objective achievement of public organizations. One example of this case is DASTA, where the objective was to “Coordinate, Promote, Support” to create sustainable tourism area development. It therefore had to coordinate with central, regional and local agencies and communities. GISTDA was another organization which also had a large network of associates from government agencies, to education institutes and the private sector to operate and implement its space technology mission. Ban Phaeo Hospital was also another good example in the public health field, as it had to promote and provide healthcare for the local people together with provincial and district health offices, sub-district health promoting hospitals, communities and local schools. This conforms with the key principle of result-based management (The Canadian International Development Agency, 2000) which proposed that partnership allows success of result-based management, as stakeholders jointly defined key results and provide feedback. This also concurred with the study by the National Reform Council (2015) which discovered that public organizations were flexible and able to do joint operations with the public sector, development organizations or the private sector. The private sector had informal operations and the government operation system was inaccessible, such as a joint operation with communities to drive the public service in the missions.

Moreover, people acknowledged this about public organizations and the usefulness of a public service from public organizations was considered by this study as an element affecting the performance of public organization as a service recipient, government mouthpiece and informal supervisor. An example was Ban Phaeo Hospital, regarded as a community hospital, which got suggestions and complaints from the service recipients at the hospital. These suggestions and complaints were a correct regulation. Therefore it was necessary to have public relations activities, such as public announcements of operational results and the necessity for public organization. This was in accordance with the Public Organization Management Meeting (2014) which proposed that the result, product and social impact of a public

organization should be presented to the public and complying with the Public Organization Executive Meeting (2015) that established a public relations subcommittee to make public organization operations understandable and known to the general public.

7.3.8 Miscellaneous Factors

Aside from the aforementioned factors, this study also came across additional, miscellaneous factors that affected the performance of a public organization, such as organizational strategy. This is considered as a “compass”, as all public organizations are required to formulate strategies connected to the national strategy, government policy, government administration plan and ministerial strategy. If the organizational strategy was connected to all the above strategies, then performance based on the objectives of a public organization would be answered. Moreover, a proposal was made regarding the overall policy director for a public organization: A super board of directors which is currently defined to establish the “Public Organization Development and Promotion committee (PODPC)” is in charge of the proposal to the cabinet for approval for establishment, merger or de-agencification of a public organization. As well as policymaking, central guidelines and criteria in establishment, management, development and assessment of public organizations, including outlining the central requirements related to the selection of the chairman, board members and director, and the requirements for loans, shareholding, partnership or joint ventures. However, the establishment of the PODPC must wait and if the PODPC is established by politics, it may decide on inappropriate directions or operation guidelines for public organizations that deviate from the establishment intent.

7.4 Recommendations

The summary of the research of the performance of public organizations was that, overall, public organizations conformed to their objectives. However, to allow improvements in management, a better response to public service and to enhance the efficiency of public organizations as well as a key component affecting performance

of public organization, the researcher hereby proposed a set of management recommendations for public organizations on the following issues:

7.4.1 Precedence to Rationale of Public Organization

New public organizations have been constantly established since 2000, from 6 to 29 in 2010 and then 39 currently, with even more in the agencification process. Past operations of public organization raised public issues about performance, results and the management efficiency of public organizations. Therefore, in a public organization's establishment, it should prioritize the principle and necessity in establishment, as defined in the Public Organization Act. This can be done only when the government has a specific plan or policy for a public service that requires agencification, with the goal to optimize resources and human utilization in good faith, not only for political gains or periodic policies. A comprehensive rationalization process should be developed, from the proposal of the ministry through to OPDC deliberation. It must be appropriate, comprehensive and apolitical. Currently, deliberation is done by the Public Organization Development and Promotion Committee with the key responsibility to rationalize agencification, merger or de-agencification and to present to the cabinet for approval. The agencification must be supported by clear, practical objectives and missions that can be assessed, to prevent public issues about unsuitability or redundancy. The researcher also proposes that agencification criteria be included in the Public Organization Act.

7.4.2 Attention to Director Selection Process and Leadership Succession Plan

The most critical part that allows a public organization to achieve its objectives is the director of the public organization, who has a crucial role in the management and performance commitment as promised to the board of directors. Empirical results showed that it is necessary to develop the selection process in order to get qualified personnel. The selection process must be designed in good faith to get a person who is qualified, capable and experienced in the management of the specific missions of those public organizations. Particularly, visionary people with a modern view must be selected to achieve the public organization objectives. As selection of

the director general of public organization is usually controlled by the board of directors through the selection board, the selection board must be independent of political motives to ensure selection of a truly determined persons that can perform to the best and in the best interest of the organization. Assessment should be conscientiously performed with a focus on a truly empirical, useful performance.

Moreover, the continuity of the director of a public organization's term is an empirical facet that allows objective achievement and good performance. This study showed that the director of a public organization usually stays for the second term and upon expiration of this term it is uncertain that the successor will drive the organization to a good performance or the achievement of its objectives. Therefore, a leadership succession plan should be prepared. As selection of the director general of public organization is done through the process and requirements defined by the board of directors, the public organization should clearly define the succession policy and guidelines.

7.4.3 Priority Given to Board Member Selection Process and Duty Performance of the Board of Directors

A key factor that supported the performance of a public organization was the board of directors, especially the chairperson and the expert board members who were considered influential in policymaking and as the “drive” that kept the public organization autonomous and flexible in its objectives, with effective supervision. Therefore, the selection process must be able to identify qualified candidates with transparency and a lack of political interference. The selected candidate must have the qualifications, abilities and experience as required by the organization's missions to ensure the determination and good faith in performance and in the organization's best interests. Moreover, the researcher proposed that role of the board of directors must be clearly documented in Public Organization Act, similar to performance of duty by the board of directors of registered companies as a reminder for every member that everyone is responsible for the management of the organization in the shareholders' best interest (Fiduciary duty). The board of directors must perform duty with care, and in good faith, to protect the interests of the company or the shareholders. Actions must be legal, lawful, and transparent (Thai Institute of Directors Association, 2010).

7.4.4 Development Supervision and Controlling Guideline for Public Organization

Although overall, public organizations do not have problems in supervision and control. Some aspects of supervision could be improved to support the performance of the public organization. Suggestions for supervision on the part of the assigned minister such as policy assignment should genuinely conform to the key mission of that particular organization and is continuous as the mission develops. Resources should be provided adequately, as required by the policy. For the Control and supervision by the board of directors, generally, the board of directors must be aware of its own role as defined by law. The board of directors must ensure compliance with the public organization's objectives by policy assignment through consent or the approval of strategic, action and financial plans of the organization, including the enforcement of those plans. The board of directors should have supervision only on the key mission and critical indicators, in order to clearly separate the supervisory power of the board of directors and the executive power of the management. The board of directors must have the willingness to use power in management policymaking to keep the organization management autonomous, flexible and able to achieve the objectives, such as in the enactment of laws, rules or regulations, and joint ventures with other juristic persons.

7.4.5 Role Development of the Central Agency Related to Public Organization

This study showed that central agencies have roles in the operation of public organizations. Therefore, the researcher would give following suggestions for each agency:

Office of the Public Sector Development Commission (OPDC) should “promote, support and develop” public organizations and serve as a mentor that can give advice and central guidelines for public organizations. For a performance assessment in operational guarantee, OPDC should develop a monitoring and assessment system that is genuinely consistent with the mission of each public organization. The researcher proposed that the monitoring and assessment should be performed jointly between the public organization and OPDC. For example, as a

“joint board” with mutual discussion, understanding and connection from process to indicator presentation. The negotiation indicator board must have people with a direct knowledge of that particular public organization. The third party should also be included in the negotiation, monitoring and assessment. Operational assessment in the annual operational guarantee of the public organization should be consistent and with the same standard as the public organization rationale review that is already done annually by OPDC. This is in order to reflect the genuine, consistent performance of the organization. Moreover, OPDC should evaluate overall performance of public organization periodically, as defined by the office, or every 3 years as stated by the agencification degree. The joint board must be responsible for the creation of a central guideline for public organizations for future implementation.

The Bureau of the Budget, needs to understand of the concept and intent in agencification for a specific mission as defined by the government. Therefore, the annual budget allocation and process must be developed specifically for each public organization to allow the allocation of an annual subsidy that suits the missions and objectives of each organization. Priority should be given to the use of performance assessments in budget allocation. Also, the budget allocation must be done in consideration of the mission assigned by the government.

The Office of the Permanent Secretary, as the permanent secretary office in each ministry has different roles. Its roles and relationship with the public organization must be clearly specified. However, specification of these roles should be done by OPDC, including monitoring the guidelines of the OAG, including methods and rules. This is to ensure compliance with Article 42 to promote the efficiency of a public organization by giving them operational management autonomy with clear objectives.

7.5 Future Research

- 1) Research on the overall performance assessment of public organization to learn success and problems in the operation of public organizations that have been ongoing for 15 years, which leads to a genuinely united public organization management method and government policy.

2) Research on the implementation and development results of public organizations in Thailand after the formation of the Public Organization Promotion and Development Committee as a “Super board” in 2016. This should include the proposal to the cabinet for agencification, merger, de-agencification, policymaking, writing of guidelines and central criteria for agencification, including management, development and assessment of public organization.

3) Research on management autonomy and operational results of public organization after the enactment of the Government Procurement and Supplies Management Act B.E. 2560, which has jurisdiction over public organizations as well as traditional state agencies.

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APPENDICES

APPENDIX A

THE SEMI-STRUCTURED INTERVIEW

Set 1 : Director of Public Organization

A Qualitative Research “ Understanding Public Organizations in Thailand :
An Exploratory Study ”

Dear Interviewee

Based on a study of basic information and past performance of public organizations established under the Public Organization Act BE 2542 (1999), as well as literature review of principles such as the new public management, results-based management, policy implementation, public service delivery and also leadership. To investigate and understand the performance of public organization and to explore the key factors affecting the performance/success of public organizations, the interviewer has 18 questions in total for this interview.

The questions are grouped by issues of success or performance of public organization according to the purpose of establishing a public organization in Thailand, key factors related to the performance of public organizations. For the benefit of accurate research that can be further used, please answer all questions completely. Thank you so much.

Miss Wassana Pongsapan, researcher.
Doctoral Student, School of Public Administration
National Institution of Development Administration

Questions about Personal Information

- 1) Please describe your inspiration or challenging that made you accept the position of Director General at this Public Organization.
- 2) Please describe the success/ performance that you are proud of in managing this Public Organization.
- 3) In your opinion, being a Director General of Public Organization, what are the important skills or ability to manage the public organization to achieve its success/performances.

Questions about the Success in Performance of Public Organization

- 4) What are the rationale and necessity of public service in the pattern of Public Organization?
- 5) In your opinion, what do you think about Public Organization and Government unit, are they similar or are different?
- 6) What are the unique characters of Public Organization operation model affecting achievement of the performance, please give some solid examples?
- 7) In your opinion, does the public organization have optimal utilization of resources? And how?
- 8) Please describe how you work, how you solve problems and major obstacles found in your Public Organization operation.
- 9) I would like to ask your opinion on establishment of Public Organization in accordance with the government reform policy of Thailand, when it comes to practice, does it succeed or not? How?

Questions about the Autonomous in Managing of Public Organization

- 10) According to a major principle of establishment of the Public Organization that focus on autonomy in management, in practice, do you think that the Public Organization is really autonomous? Are there any problems or obstacles?
- 11) In managing your organization, how much managerial autonomy do you have in these areas? Please give examples.
 - 11.1 Autonomy in general management of Public Organization such as regulation of general management, procurement, and service fee of the organization.
 - 11.2 Autonomy in human resource management such as pay rate setting, position setting, recruitment criteria, performance evaluation and promotion.

11.3 Autonomy in budget and financial management such as budget proposal, budget management, budget transfer, investment and financial activities.

11.4 Autonomy in acting as a juristic person as allowed by the decree. For example selling the product for revenue, and provision of service.

12) Please suggest some ways to increase managerial autonomy of the Public Organization so the organization can genuinely achieve its goal.

Questions about Supervision and Control of Public Organization

13) At the present, do you think the Public Organization have any problems in supervision and control? How? Please give examples.

14) Please comment on supervising and control person and describe the character of those roles as follows.

14.1 Supervision role of the authorized minister, how much degree in supervision do they do? Which issues do they focus? (such as policy setting or direction of Public Organization)

14.2 How do the board of director or executive committee supervise each task (such as operational policy setting, operational target setting, work motivation and performance evaluation) and which dimension do they focus on the most?

14.3 How do central agencies such as OPDC, Bureau of the Budget, have regulation roles in operation of Public Organization in each dimension? (such as construction a statement of performance, budget allocation, budget monitoring)

15) How is the ministry (Office of Permanent Secretary) related to your organization? (such as propose strategic plan, Action plan and annual budgeting)

16) Please make a recommendation on guidelines in supervision and control of Public Organization to support the operation of Public Organization to achieve its target/performance and maximum efficiency.

Questions about Factors of Public Organization

17) In your opinion, how do general characters of each public organization such as establishment objective, classification of Public Organization, size, manpower and budget affect the success/performance of that public organization?

18) Please tell me some factors that affect performance of the public organization to achieve its target/performance in accordance to its objectives.

Set 2 : Chairman or Member of Board of Director of Public Organization

A Qualitative Research “ Understanding Public Organizations in Thailand :
An Exploratory Study ”

Dear Interviewee

Based on a study of basic information and past performance of public organizations established under the Public Organization Act BE.2542 (1999), as well as literature review of principles such as the new public management, results-based management, policy implementation, public service delivery and also leadership. To investigate and understand the performance of public organization and to explore the key factors affecting the performance/success of public organizations, the interviewer has 14 questions in total for this interview.

The questions are grouped by issues of success or performance of public organization according to the purpose of establishing a public organization in Thailand, key factors related to the performance of public organizations. For the benefit of accurate research that can be further used, please answer all questions completely. Thank you so much.

Miss Wassana Pongsapan, researcher.

Doctoral Student, School of Public Administration
National Institution of Development Administration

Questions about Personal Information

- 1) Please describe your inspiration or challenging that made you accept the position of Chairman of board director or board's member of this public organization.
- 2) Please describe the success/ performance that you are proud of in supervision and control managing this public organization.

Questions about Supervision of Public Organization

- 3) Please describe the major policy assigned to you as a guideline in management of this Public Organization.
- 4) On which area do you think that board of director of public organization should focus and pay attention in supervising the public organization?
- 5) To what degree do you supervise public organization in each area? Such as operational target setting, work indicators setting, evaluation of the Director General, or work motivation as per Public Organization performance.
- 6) How does the minister give the policy or supervise in each task (such as operational policy setting, operational target setting, work motivation and evaluation) and which area do they focus on the most?
- 7) How do central agencies such as OPDC, Bureau of the Budget, have regulation roles in operation of Public Organization in each dimension? (such as construction a statement of performance, budget allocation, budget monitoring)
- 8) Please make a recommendation on guidelines in supervision and control of Public Organization to support the operation of public organization to achieve its target/performance and maximum efficiency.

Questions about the Autonomy in Managing Public Organization

- 9) According to major principle of establishment of public organization that focus on autonomy in management, in practice, do you think that public organization is autonomous? Are there any problems or obstacles?
- 10) At present, how much autonomy does public organization have in management in each task with the examples such as general management, human resource management, budget dimension, justic act doing (selling of product for revenue or provision of service)

11) Please recommend some guidelines to improve autonomy of Public Organization in management to achieve the true objective of the public organization.

Questions about Success Factors/Performance of Public Organization

12) In your opinion, how do the general characteristics of each public organization such as establishing objective, classification of public organization, size, manpower and budget affect the success/performance of that Public Organization?

13) Which factor do you think affect the success/performance of public organization in accordance to its established objectives (such as mission character of public organization, leadership of public organization executive)

14) How much success do you think establishment of public organization, as in government reform policy of Thailand, can attain in practice?

Set 3 : Top Management of Public Organization

A qualitative research “Understanding Public Organizations in Thailand : An
Exploratory Study”

Dear Interviewee

Based on a study of basic information and past performance of public organizations established under the Public Organization Act BE 2542 (1999), as well as literature review of principles such as the new public management, results-based management, policy implementation, public service delivery and also leadership. To investigate and understand the performance of public organization and to explore the key factors affecting the performance/success of public organizations, the interviewer has 18 questions in total for this interview.

The questions are grouped by issues of success or performance of public organization according to the purpose of establishing a public organization in Thailand, key factors related to the performance of public organizations. For the benefit of accurate research that can be further used, please answer all questions completely. Thank you so much.

Miss Wassana Pongsapan, researcher.

Doctoral Student, School of Public Administration
National Institution of Development Administration

Questions about Personal Information

- 1) Please summarize your role, duty and responsibility in this public organization.
- 2) Please tell me your previous experience before assuming the top management position at this Public Organization.
- 3) Please describe your motivation or challenging that made you accept the top management position of this Public Organization.

Questions on Success/Performance in Operation of Public Organization

- 4) What is the rationale and necessity of public service providing in the pattern of public organization in your opinion?
- 5) In your opinion, is public organization similar or different to the government unit?
- 6) Which unique characters in operation of public organization do you think affect achievement of the establishing objectives of Public Organization? Please give solid examples.
- 7) In your opinion, does the public organization already have optimal efficiency in resource and manpower utilization ? How?
- 8) Please describe the operation, problem and obstacles solution in the operation of Public Organization.
- 9) Please comment on how much success/performance of public organization according to government reform of Thailand can achieve in real life.

Questions about the Autonomy in Managing Public Organization

- 10) According to major principle of establishment of Public Organization that focus on autonomy in management, in practice, do you think the public organization is autonomous? Are there any problems or obstacles?
- 11) In managing your organization, how do you have managerial autonomy in these dimensions? Please give examples.
 - 11.1 Autonomy in general management of public organization such as general management, procurement, or service fee regulations of the organization.
 - 11.2 Autonomy in human resource management such as pay rate, position setting, recruitment criteria, performance evaluation and promotion.

11.3 Autonomy in budget and financial management such as budget proposal making, budget management, budget transfer, investment and financial activities.

11.4 Autonomy in acting as a juristic person as allowed by the decree (For example selling the product for revenue, and provision of service).

12) Please advise on the guideline to increase managerial autonomy of the Public Organization to achieve its true goal.

Questions about Supervision and Control of Public Organization

13) At the present, do you think Public Organization have any problems in supervision and control? How? Please give examples.

14) Please comment on role of the supervising and control person and describe the character of those roles as follows.

14.1 Supervisory role of the authorized minister, how much do they participate in supervision and control? Which issues do they focus? (such as policy setting, public organization direction setting)

14.2 How do The executive committee supervise in each task (such as operational policy setting, operational target setting, motivation setting and evaluation) and which dimensions do they most focus?

14.3 Regarding central agencies such as OPDC and Bureau of the Budget, how do they have roles in operation of public organization in each dimension? (such as Making a statement of performance, budget allocation, keeping track of budget spending)

15) How is the ministry (Office of Permanent Secretary) related to your organization? (such as propose strategic proposal, action plan and annual budget)

16) Please make a recommendation on guidelines in supervision and control of Public Organization to support the operation of public organization to achieve its target/performance and maximum efficiency.

Questions about Factors of Public Organization

17) In your opinion, how do general characters of each public organization such as establishing objective, classification of public organization, size, manpower and budget affect the success/performance of that Public Organization?

18) Please indicate some factors that affect performance of the Public Organization to achieve its target/performance in accordance to its objectives.

Set 4 : Network Partner, Alliance and Service Users of Public Organization

A qualitative research “Understanding Public Organizations in Thailand : An Exploratory Study”

Dear Key Informants

From the co-ordination with Public Organizations, Ban Phaeo Hospital (Public Organization) Geo-Informatics and Space Technology Development Agency (Public organization) and Designated Areas for Sustainable Tourism Administration (Public Organization) which were chosen to be case studies in a qualitative research in topic “Understanding Public Organizations in Thailand : An Exploratory Study” with the objectives to study the success/performance level in accordance to the establishing objectives of public organizations.

The information, issue on data collection about network partner/alliance and service users of Public Organizations consists of general information of your organization or responsibility, co-operation between your organization and public organizations, management and operation patterns of Public Organizations, comments on benefits of mutual operation between your organization and public organization and also suggestions which may be beneficial to management of Public Organization.

Moreover, in order to get accurate and useful research findings, please support me with information and answer all questions. I will be grateful of your assistance. Thank you very much.

Miss Wassana Pongsapan, researcher.

Doctoral Student, School of Public Administration
National Institution of Development Administration

1) Personal Information of Key Informant

Name-Surname..... Position

Organization/Unit..... Your Duty and Responsibility

2) Information on Cooperation/network Partner/Service Users

- 2.1 Project/Activity in cooperation with the public organization.....
- 2.2 Nature of Project/ Activity in cooperation with DASTA (Please attach relevant documents)
- Objectives of Project/Activity.....
- Duration.....
- Budget.....
- Major Beneficiary of Project/Activity
- 2.3 Steps/process in joining as network partner/service users of the Public Organization.
- 2.4 Comments on benefits of joining as network partner/service users of the Public Organization to your organization or your area of responsibility
- 2.5 Comments on management and operation of the public organization.....
- 2.6 Advantage or necessity of having the public organization in providing public service.....

3) Other Recommendations

- 3.1 Future Project/Activity that your organization wants to co-operate with the public organization.....
- 3.2 Recommendations for management of Public Organization.

APPENDIX B
OBSERVATION FRAMEWORK

Observation Framework	Observed information
1) Space	Atmosphere of key informants' locations such as office, general atmosphere of the office or the places including placement and decoration of the places
2) Actors	Observe both Key informants and related persons such as secretaries, coordinators and officers in that public organization.
3) Activities	Observe activities of key informants such as activities during the interview.
4) Objects	Atmosphere of key informants' offices such as furniture, room color, desk and chair placement, pens used, etc.
5) Acts	Acts of Key informants such as sitting posture, body language during the interview, writing, body movements.
6) Major Events	Major events while waiting for the interview such as meeting, job assigning, or person's meeting.
7) Time	Duration of interview for each key informants.
8) Goals	Observed on what key informant wants to achieve at that time.
9) Feelings, emotions	Emotions that key informants express such as eyes-expression, smile or tension during interview

APPENDIX C

BAN PHAEO HOSPITAL SERVICE

Ban Phaeo Hospital (Public Organization) has the major mission, according to the objectives, which is providing general medical service, health promotion, disease prevention and rehabilitation according to medical standard, there are majors services as follows:

1) Out-patients consists of following departments

(1) Department of Internal Medicine which has the largest number of patients, there are experts in Internal Medicine, cardiology, nephropathy, respiratory diseases, critical illness, systematic diseases, rheumatic disorder, cancer, blood diseases and gastrointestinal specialists. The most common diseases with large number of patients are diabetes, hypertension, heart diseases, respiratory diseases, gastrointestinal diseases, etc.

(2) Department of General Surgery, there are currently three surgeons, and one specialist in urological surgery. The most common disease is abdominal surgery, patients from accidents.

(3) Department of Orthopedic surgery. There are four orthopedic surgeons. By improvement of out-patients care and operations, now the department has capability to service in both orthopedic and rheumatic disorders including knee replacement, surgical hip replacement or spinal operation.

(4) Department of Obstetrics and Gynecology is taken care by three obstetricians in following of the guidelines of the obstetrician-gynecology department. Social security holders are serviced equally with free antenatal care or special maternity, no extra or special maternity fees are required for all patients and special services are available on Sundays.

(5) Department of Ophthalmology which is famous for expert ophthalmologists and modern equipment. There is also a survey and diagnosis for cataract patients with mobile cataract surgery unit. Currently the department has 13 ophthalmologists, and join with National Health Security Office (NHSO) in active treatment of cataract in Ban Phaeo community, Samutsakorn Province, and set up a mobile cataract surgery unit with Ban Phaeo hospital foundation, various private

sectors , journalism sectors and other foundations to treat cataract patients in remote areas that are short of ophthalmologists for free. This operation is in accordance with community requirements, by coordination between the ophthalmologist team and community hospital or relevant organizations in that local areas.

(6) Department of Dentistry. There are 14 dentists who are experts in oral and maxillofacial Surgery, periodontology, pediatric dentistry, prosthodontics endodontology, general dentistry, maxillofacial prosthetics and oral medicine. The dental department opens every day and has a mobile dental unit ready for service in community. this is to provide dental service in wider areas and raise awareness of dental health in Ban Phaeo area.

(7) Department of Pediatrics has experts in Adolescent Medicine, Allergy and Immunology, and Neonatal-Perinatal Medicine. There are eight pediatrics. Also, the number of out-patients increase accordingly, since this department has to service both treatment and health promotion and children in Ban Phaeo areas are increasing.

(8) Cancer and Chemotherapy Opens on Mondays, Tuesdays and Thursdays. It provides chemical treatment on Monday to Friday including palliative care for late-stage patients as well.

(9) Learning Development Center provides treatment for children with delays in physique, learning , language, intelligence and speech development.

(10) Mobile Medical Examination provides mobile medical check-up for public and private organizations by mobile doctors and nurses team with Mobile X-ray unit.

(11) Otolaryngology or ENT Clinic has three specialists on duty. Opens on Monday to Friday.

(12) Audiography Center which provides check-up and screening on basic hearing capability, hearing ability in newborns, auris media function, auditory brainstem responses, otoacoustic emission: OAE) and hearing aid. It opens on Monday to Friday.

(13) Hemodialysis Unit provides hemodialysis service, three times daily, with 17 machines since fiscal year 2005 and develop a prototype management and Renal Replacement Therapy System project for critical renal failure patients from NHSO in studying the appropriate pattern in patients care which starts from CAPD,

then HD in case of obstacles, indications or complications, and lastly if the patient is ready, kidney transplant which is the best solution that can bring patients back to normal life. This project has one dedicated renal specialist, and there are 110 patients with 955 times monthly.

(14) Thai Traditional Medicine provides oil massage, Thai traditional massage, therapy massage, compress and herbal massage and sells herbal products. There are three branches which are Pleonkai 1, Pleonkai 2 and Ban Lilavadee (located at Samutsakorn Public Health Provincial office)

(15) Traditional Chinese Medicine Clinic provides treatment to all pains such as neck pain, back pain, lumbar pain, joints pain, migraine, body balance including cosmetic treatment (Acupuncture facial mask with Chinese herbs, Guaza bright face, facial acupuncture for weight loss). The performance is quite good depending on the duration of the disease and the response in each patient, the efficiency can be increased by complimentary use of both modern medicine and Chinese herbs which are safe and chemical-free. Opens on Monday to Friday.

(16) Health promotion and disease prevention team which takes care about health promotion and diseases prevention both inside and outside of hospital. There are two Healthy Home Center (HHC), each team consists of a nurse, an assistant nurse and a driver, to take care of patients from hospital to home, take care of chronic patients and aging people using Home Base principle, relatives may be asked to participate in patient care with the hospital. An important activity in this department is to survey and screen patients and risky groups in the community such as diabetes, hypertension, hearts and blood vessels, degeneration of kidney in chronic kidney patients. There are also preventive actions and problem solutions in dengue-infested area, Teenager's Heart Friend Corner leadership training for teenagers, health promotion in mother and child, postpartum visit in the community. This makes the treatment continuous and effective because patients and relatives have confidence and trust in self-reliability, which lead to effective decrease of in-patients rate, in-patients expense and household expense of patients and relatives. It also promotes love and good relationship among family members and faith in the hospital.

2) In-Patients Services, there are 300 beds servicing both local and nine outlying areas. This expansion is to benefit the people and satisfy the government policy.

(1) In Ban Phaeo District, there are three branches as Extended OPDs of Ban Phaeo Hospital with doctors stationed, and for emergency or critical cases, patients will be referred to Ban Phaeo Hospital. The branches are Lak Ha branch, Kaset Pattana branch, and Rama 2 branch (next to Rama 2 Road).

(2) Outside service area is the service complying to NHSO policy with the consent of Ministry of Public Health, there are three service areas: Prom mitr branch in Bangkok which was closed in November 2016 and reopened at Sathon, Medical and Dental Center in Chalermprakiat Government Center, Chaeng Wattana, Bangkok, and CAPD at Charoenkrung and Theodtai, Bangkok.

3) Service Support Unit consists of three departments as follow.

(1) Department of Diagnostic radiology with modern technology and equipment for more efficient service. This department provide general X-ray and digital X-ray with RIS(PACs), Ultrasound service which has system diagnostics that provides basic diagnostic support for doctors, surgeons, and other specialized physicians for accurate and fast diagnosis, Mammogram service, Breast cancer diagnosis and 4 units of mobile X-ray.

(2) Department of Central Operation provides Central Laboratory service such as Hematology and Clinical Microscopy, Microscopy, Micro biology, Serology (Immunology), Biochemistry , Blood Bank, Automated hardware service; both wet and dry biochemistry and serology machine. There is an appropriate size of blood bank for hospital operation, and efficient medical technicians as a competent team. Also there is an expansion and development in Microbiology in culturing and detection for other internal and external organizations. Information Technology is used to link HIS data with LIS to increase efficiency and reduce the work process, barcode-based user name system is used.

(3) Pharmacy. There are three dispensaries at the present : Out-patients dispensary, in-patients dispensary and ophthalmology dispensary. There are 27 pharmacists and service around the clock.

(4) Physical therapy for patients with musculoskeletal system symptom from joints degeneration, injury from sports and accidents with modern medical technique and therapy equipment. The service is available everyday with 6 therapists.

APPENDIX D

**DUTY AND RESPONSIBILITY OF OFFICE AND DEPARTMENT
OF GEO-INFORMATICS AND SPACE TECHNOLOGY
DEVELOPMENT AGENCY (Public Organization)**

The organization of the Geo-Informatics and Space Technology Development Agency (Public Organization) consists of various offices and departments. The duties and responsibilities are as follows.

Internal Audit Office, monitors the efficiency of management, finance, budget and other asset management of GISTDA ,provide consulting services to the agency's executives and auditors, to amend and improve in accordance with the policies, laws, rules, regulations, orders, resolutions of the Executive Committee, and related cabinet resolutions to effectively achieve the goal.

Legal and contractual section makes and improves GISTDA regulations, rules, orders, and notifications, provides consultation, interpretation, and discussion of legal issues, does juristic act, contract for internal departments, and dispute resolution between GISTDA and external agencies. This section also deals with disciplinary action appeal within the organization

Secretary to the Executive Committee deal with agenda of the meeting, Resolutions and minutes of the Executive Committee meeting, coordinate, monitor and execute the policies of the Executive Committee in conjunction with the various agencies, support the Executive Board's duty to drive, supervise, control and self-develop including self-assessment and attend both local and overseas training.

National Geographic Information System Development Department deals with master plan and operational plan in geographic information. It coordinates, collects and monitors the making of National Spatial Data Infrastructure (NSDI), and the Geo-Spatial Clearing House under the development frame of Geographic information of the country as well as coordinates Linking geospatial information services between agencies including promoting, encouraging and transferring the use of geo-

informatics standards and understanding of geo-informatics infrastructure development to users at all levels.

Space Innovation Mission

Manage resources and basic infrastructure for space technology and remote sensing, Space Innovation and Technology Development Park, promote space innovation and remote sensing to develop business and services as well as continuing industry, promote, support and integrate partner networks to create space and remote sensing innovations, satellite management controlling and receiving to produce standardized data according to GISTDA policy and to constantly meet the needs of service recipients. The department consists of:

- 1) Office of Satellite Operation controls of operations of Thai Chote satellite and the future of satellite exploration in Thailand. It receives other satellite signals to produce standard satellite imagery, keeps track and photo planning according to GISTDA policies and requirements of clients. It also provides satellite data storage, basic infrastructure maintenance of ground-based systems to perform missions with continuity and quality.

- 2) Office of space innovation development promotes and drives the development of space exploration and remote exploration, manages space to support business and industry as well as commercial services and effective development of aerospace and geospatial technologies between external agencies and service recipients with GISTDA. It is located in Sriracha district, Chonburi province and is now officially opens.

Application and Geospatial Services

Supply, produce and provide geo-information from satellites and other sources, create worthiness and value for the country's fundamental geographic information system (FGDS) products and services, and maintain ground-based exploration system to provide effective services as well as develop business cooperation with partners and networks both domestic and abroad, consists of:

- 1) Office of Geospatial Products surveys, gathers, purchases, and produces Satellite and Geospatial Information and other products available, manages

geo-database to meet standard, develops network and links data service system in accordance with international standards.

2) Office of Application and Geographical Information Service serves, develops, publishes, and services satellite data, standard geographic information, equipment, systems, equipment, techniques, expert consultation methods, maintain and update of databases for public and business use. It includes developing and providing prototypes and models. It is responsible for the use of satellite and geospatial information in various fields to support management of natural resources, environment, disasters, socioeconomy, security and quality of life both inside and outside of the organization and to promote the use of information for national development.

3) Office of Business Development and Affiliate Network studies and analyzes situation, and develops related business. It also defines the role of organizations in working with partners both local and overseas. It does the marketing function to increase coverage of information and product services as well as to seek partners for both public benefits and business.

Institute of Space and Geo-informatic

Produce academic personnel for research, develop innovation and transfer aerospace and geospatial technological knowledge, to implement research projects to build current and future knowledge base, to provide consulting services on knowledge and instructional tools on space technology and geospatial information to target groups at all levels according to the needs of agencies and service recipients. The office consists of:

1) Academic Group conducts research and development projects as a consultant in the framework of the project, the provision of equipment, personnel development, networking and coordination of academic funding for project implementation. It also makes a report on the findings of the research , collect and build researcher team to perform specific operations as Project-based , Agenda based on the current and future agenda according to both internal and external GISTDA requirements.

2) Office of Knowledge Development and Transfer. It is responsible for knowledge transfer, development and connection between academic networks educational institutions. It also defines and design courses as required to upgrade the capabilities of personnel to be viable in space technology and geospatial information. It provides training, symposium, and other activities such as raising of awareness and promotion of widespread and continuous use. It also develops and manages public geospatial resources such as library, Learning Center, museums and learning vehicles.

Organization Driving Mission

Its main functions is to plan, support and integrate corporate mission to drive the organization in accordance with its policies and relevant national, regional and international strategies. It also facilitates the organization to streamline operations, as to have the organization flexible, adaptable to both internal and external factors and conditions, able to manage and develop organization, human resources, budget, inventory, fundamental infrastructure and organization assets as well as monitor and review of implementation activities of all GISTDA missions in respect of external affairs. It also provides organizations with a balanced view of the corporate culture for social and business benefits. The office consists of:

1) Office of Central Administration provides basic infrastructure services such as documentation, general management, procurement, buildings and vehicles, finance and monetary as well as supports the development of information technology and communications, management of personnel management to drive the organization to the maximum efficiency.

2) Office of Strategy prepares and reviews strategies action plan and budget for all missions, analyzes the direction of current and future operations, monitors and evaluates the performance of the units within GISTDA according to the strategy, improves organization and human resources to drive the organization to achieve its goals. It also creates and promotes corporate image consistent with the role and the GISTDA strategy in order to gain acceptance both at local and international level.

BIOGRAPHY

NAME	Miss Wassana Pongsapan
ACADEMIC BACKGROUND	Bachelor Degree of Public Administration (General Administration) Prince of Songkla University, Thailand (1991). Master Degree of Arts (Political Science) Kasetsart University, Thailand (2003)
EXPERIENCES	Director of DASTA ACADEMY Designated Areas for Sustainable Tourism Administration (Public Organization) (2017-2018) Director, Program and Budgeting Office, Defence Technology Institute (Public Organization) (2009-2017) Chief of Program and Budgeting Thailand Knowledge Park Office of Knowledge Management and Development (Public Organization) (2005-2009) Budget Analyst, Bureau of The Budget (1994-2005)
TRAINNING	Army War College Performance Assessment Rating Tool Forwards Estimates Budgeting