
Thailand, one of the nations comprising Southeast Asia, is one of a large number of countries not yet industrialized. Like all developing nations, Thailand has problems inherent in traditional societies, and administrative planning and activity represent the key to progress. The specific problem with which this investigation is concerned is training for public administration in Thailand. Of particular importance are the Western-style training programs developed since 1956, when Indiana University began the Institute of Public Administration in conjunction with the Thai government.

There are two principal sources of information. First, official documents published by various Thai governmental agencies were used. Additionally, secondary sources that analyzed the government and politics of Southeast Asia were employed. The data sources indicate the descriptive nature of the study.

Initially, the political and cultural background of Thailand is examined, with an emphasis upon the traditional culture and Buddhist doctrine that provide the value support for the bureaucratic structure of governmental administration. Orthodox values include hierarchical status, authority,
security, and paternalism. Also reviewed is the constitutional history of the country.

The civil service system in Thailand, a unique combination of Western concepts and Thai traditions, is then described. Although the best educated and most highly skilled people in the country are represented in this group, there are several defects in the Thai civil service system which hinders its progress. These defects, which include widespread corruption, are largely the result of inadequate salaries and a lack of initiative which results in part from the somewhat arbitrary manipulation of ministers and inadequate incentives programs.

The Institute of Public Administration, established in 1956 with foreign assistance, is then examined in detail as the foundation for subsequent training efforts in Thailand. The Institute has contributed trained officials to many agencies in the Thai government, and students graduated from this Institute have become high-ranking officials in government and private organizations. Its successor, the National Institute of Development Administration, is also described, as well as specialized training programs.

The impact of formal, Western-style training programs on governmental development is surveyed next. Specifically treated are National Development Planning and governmental reorganization, both dependent on modern administrative skills developed through training.
Concluding that traditional values and practices must be reshaped if Thailand is to achieve developmental success, the study then presents nine recommendations for improving the training of public administrators. Training must be organized nationally, perhaps under the auspices of the Civil Service Commission. There needs to be a closer relationship between government and the academic world and more effective research and preparation of materials. Training should be expanded to the undergraduate level, to clerical workers, to mid-career bureaucrats, and to village leaders. Furthermore, Thai administrators should develop a professional association. Finally, more effective use needs to be made of the existing Thai administrative journal.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>LIST OF TABLES</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>v</td>
</tr>
</tbody>
</table>

### Chapter

#### I. INTRODUCTION
- General Background
- The Revolution of 1932
- The Constitutions
- The Monarchy
- Political and Administrative Setting
- Summary

#### II. THE CIVIL SERVICE OF THAILAND
- The Background of the Civil Service
- Civil Service Commission
- The Classification of Positions
- Pay Rates
- Miscellaneous Benefits
- Recruitment and Placement
- Promotion
- Hierarchical Structure of Line Authority
- Personnel
- Summary

#### III. THE INSTITUTIONS OF PUBLIC ADMINISTRATION TRAINING IN THAILAND
- Institute of Public Administration (IPA)
- National Municipal League of Thailand (NMT)
- Special District Officers Training School
- The National Institute of Development Administration (NIDA)
- Summary

#### IV. THE ROLE OF MODERN PUBLIC ADMINISTRATION IN THAILAND
- National Training Program
- Reorganization of Government Administration
- The National Economic Development Plan
- Summary
Chapter Page

V. CONCLUSIONS AND RECOMMENDATIONS . . . . . 80

Conclusions
Recommendations
Implications for Future Research

BIBLIOGRAPHY . . . . . . . . . . . . . . . . . . . . . . . . . . . 93

iv
LIST OF TABLES

Table                                      Page
  I.  General Salary and Classification Schedule  24
CHAPTER I

INTRODUCTION

For 675 years (1257-1932) Thailand was governed by an absolute monarchy. During this long period, there developed deeply rooted traditions and customs and an ideology and a philosophy which came to comprise integral values of the Thai people, and which, in many ways, are unique and in sharp contrast with those of Western societies. They include the tradition of bureaucratic predominance and a sense of respect for, and acceptance of, the superiority of governmental bureaucrats on the part of the general public, which long ago developed a traditional desire to become government officials.

The year 1932 brought about profound changes in the government of Thailand: the absolutism of the monarchy was destroyed and the parliamentary system of government was introduced. The system of public administration was subsequently modernized, whereby the power of the king was reduced to that of a constitutional monarch. The new regime, acting according to its democratic ideals, introduced a national policy of decentralization to be used forthwith in the Thai government.
Nowadays, Thailand is one of many developing nations. Consequently, public administration is in the middle of a rapid, large-scale evolutionary development, which is to gain even more momentum in the coming years as a result of continued population growth, increased urbanization, and the expansion of the complex economy. The adequate preparation of public servants is, therefore, important to the country. The effectiveness of government depends largely upon the administrative system and the administrator. Roy W. Crawley has remarked:

The quality of public administration is largely determined by the devotion, ability, and honesty of public servants. No administrative system can be any better than the men and women who conduct and manage it. An effective career service is dependent, of course, upon many factors, but none is more crucial than the education and training to provide public servants.

Today, the training of administrators requires more attention than in the past because of the increasingly complex nature of administrative duties. Greater intellect is required because the administrator must keep track of technological and scientific progress. At the same time, the standards required for success have become higher than in the past. To avoid failure on such a scale and to implement development programs, efficient public administration is essential.

The Government of Thailand has undertaken many projects in facilitating and assisting the administration of the country. Examples are the creation of the Institute of Public Administration (IPA) and the National Institute of Development Administration (NIDA). These two institutes have played an important part in the national development plan. It is increasingly recognized that academic training, in-service training, new techniques of research methodology, and expanded library facilities have led public administration in Thailand into a new phase. The new administrative techniques are seemingly accepted in many branches of the government and are being regularly used for improving administration.

This thesis analyzes the subject of training for public administration in Thailand. It suggests how training for public administration can be effective and successful in improving government structure, administration, and management.

This study is descriptive in nature. Information for the study was found principally in reports and official documents published by the government of Thailand. Personal observation and secondary sources supplemented the official literature. The writer worked in the collections of Thai materials in the North Texas State University and Southern Methodist University libraries. Published materials in both the Thai and English languages in the fields of government and administration in Thailand were studied. Also examined
were unpublished materials such as government reports, statistics, reports of training programs, and research projects carried out by both Thais and foreigners. Thai documents and studies also contributed to this study, especially published and unpublished material in the central offices of the Ministry of Interior, Department of Interior, and Civil Service Commission. The wide variety of materials used in this study were made available only through the efforts of other persons who shipped many materials from Bangkok.

Several earlier studies were found to be particularly useful in acquiring historical perspective. Studies such as that of W. Reeves, *Public Administration in Thailand*, James N. Mosel, *Thai Administrative Behavior*, and Wendell Blanchard, *Thailand*, were found to be excellent studies of government structure and administrative behavior by perceptive outsiders. None of these, however, dealt to any considerable degree with the central concern of this thesis—the training of Thai public servants. An excellent brief study by Kasem Udyanin and Rufus Smith, *The Public Service in Thailand*, devotes several pages to training.

The study is divided into five chapters. The first is devoted to the introduction and the general background of the country. The second examines the civil service system of Thailand. Chapter III covers the institutions created for the purpose of training for public administration in Thailand. In Chapter IV the role of modern public
administration development in Thailand is discussed. The final chapter is devoted to the conclusions and recommendations.

General Background

The function of public administration must be viewed in the context of its physical, socio-economic, and political setting. A discussion of Thai public administration should, therefore, begin with an analysis of its ecology and environment.

Thailand is sometimes called the "Gateway to the Orient." Situated in Southeast Asia, it is bordered by Burma on the west and north, Laos on the north and east, Cambodia on the east, and Malaysia on the south. Its southernmost extreme, which separates the Indian Ocean from the Gulf of Thailand, extends nearly to the equator. Its northern border, not far from Red China, is on the same parallel as Mexico City. Thailand has an area of approximately 200,000 square miles, making it almost as large as France and about four-fifths the size of Texas. Its population was officially estimated at approximately 33 million persons in 1968. Of these, 90 percent are Thai, 3.4 per cent Indians and Malays, 3.4 per cent Chinese, and 3.2 percent others. The rate of population growth is high.

---


growth is estimated by the National Statistics Office at about 3.1 per cent per year.

At present, the population pressure of Thailand is much less than in China, India, Japan, Java, and Ceylon. However, if the rate of population increase continues, the decades ahead will show a considerable increase from the percent 30 persons per square kilometer. The Thai government as of 1972 had not adopted a policy regarding family planning, but it has committed some funds for research in this field.

With regard to the economy, Thailand is one of the world's leading rice producers and exporters, and 90 per cent of the cultivated land in the country is given to rice cultivation.\textsuperscript{4} About 60 per cent of the country is forest, and Northern Thailand contains the world's largest teak resources. Thailand also has enormous tin and tungsten reserves. And it has rubber plantations near the Malaysia border which provide another important export.

The Thai language is the official tongue of the nation. English has been officially adopted as the secondary language. Despite the fact that Thai is divided into five main dialects, with smaller groups speaking local variations, none of these dialects is so different as to render communication excessively difficult among the speakers. After a brief period of adjustment and except for a number of local words, a Thai

\textsuperscript{4} Department of State, Public Service Division, p. 22.
from anywhere in the country can communicate reasonably well with any speaker of another Thai dialect.

It is impossible to speak of the life of the Thai without speaking of his religion, because the entire mentality of the Thai people is conditioned by Buddhism which has for centuries molded Thai national character and culture. Especially in former days, the educational system in Thailand was famous for its temple school, with Buddhist priests playing an important role in providing instruction. The influence of Buddhism inevitably has affected administrative practices of the government. A good example of this influence was the issuing of a royal decree in 1956 to grant a temporary leave of absence with full salary to all civil servants, including public school teachers, who wish to spend some time in a monastery as a Buddhist monk.

Mass communications media known to the West are also available in Thailand, but the standards are far below those of the West. The role of mass communications media in politics is determined largely by a tradition of autocratic government before 1932 which used mass media as an instrument to influence the people rather than to inform impartially or to stimulate independent thought. This opinion manipulation occurs because all radio stations, although not the television station, are owned and operated by the government. Only the newspaper might be out of the control of the government and
capable of playing an important role in independently guiding public opinion.

The Revolution of 1932

Generally, the concept of democracy and democratic ideals in Thai society were unknown before 1932. For centuries Thailand was characterized as an absolute monarchical system under which the king and his family took firm control of the country. The coup d'état of 1932 marked the beginning of modern Thailand under the constitutional monarchy. The underlying causes of the revolt are noted by Wilson in his book on politics in Thailand:

The origins of this event lay in three converging trends. First was the diminishing psychological power of monarchy. This was a result of democracy from the west....The second trend came from the increased professional expertise among officials especially those who had been educated in Europe.... Third was the worsening state of finances in which the government found itself as a result of the developing world depression and previous extravagance.5

Probably the most important cause of the revolution of 1932 was the determination of a small group of foreign-trained young intellectuals to modernize Thailand's political structure and to institute a program of economic development. These men, who had studied in Europe during the nineteen twenties, were impressed with the ideas of democratic

---

government and freedom of political thought that permeated Europe after World War I.  

Promoters of the coup were split into two factions: a leftist group that was made up primarily of young civil servants and led by Pridi Phanomyoung, a Doctor of Law from the University of Paris, and a conservative group composed of army and navy officers and led by Colonel Pharaya Phahon Phonphayuhasena who had received advanced military education in Germany.

The Constitutions

After a bloodless revolution had been completed, the coup leaders of 1932, who called themselves the People's Party, declared that Thailand must have a government "of the people, by the people, and for the people." Those involved in the coup also promulgated a provisional constitution, which established a modified parliamentary system patterned largely on that in Great Britain and France.

The provisional constitution was promulgated on June 27, 1932. It remained in effect for six months, while a constitutional drafting committee worked on a permanent constitution. Under its terms the country was governed by a

---


king, but the king was reduced to acting only as a figurehead.  

This constitution was in force until the promulgation of the first permanent constitution on December 10 of the same year. The permanent constitution of 1932 incorporated the six principles of the People's Party, which manifested at the time of its seizure of power on June 24, consisted of a six-point program:

(1) freedom and equality of all people in politics, in business, and before the law; (2) internal peace and order; (3) economic well-being for everyone through adoption of a national economic policy; (4) equality of privileges; (5) freedom and liberty for everyone where they did not conflict with the first four principles; (6) the most complete educational opportunities possible for all people.

The permanent constitution also provided that one-half of the members of the unicameral parliament were to be appointed by the government and one-half elected by the people. The members which were appointed by the government would serve for a period of ten years, or until such time as one-half of the electorate had completed four years of schooling. The reason given was that "since the country was not prepared for full democracy, a period of tutelage before entering full democracy was needed in order to ensure a peaceful transition."^10

Since the revolution of 1932, Thailand has had several constitutions. Each one established some formal structures

---

8 Nuechterlein, p. 32.
9 Ibid., pp. 33-34.
10 Ibid., p. 34.
for parliamentary government, with a limited monarchy and a cabinet system. New constitutions have repeated much of the old, word for word. The constitution of 1946 changed the unicameral legislature into a bicameral assembly, with the lower house choosing the members of the upper house.\footnote{11}{Department of Technical and Economic Cooperation, Ministry of National Development, \textit{Thailand, Facts and Figures} (Bangkok, 1965), p. 4.} In 1949 a change was made to permit the lower house to be elected by universal suffrage; members of the upper house were to be appointed by the King with the countersignature of the President of the Privy Council.\footnote{12}{Ibid.}

When Field Marshal Sarit Thanarat took over as a Prime Minister of Thailand in 1958, a provisional constitution was put into force, providing discretionary power to be used by the Prime Minister in connection with the prevention and suppression of any attempt to undermine national security or the throne. The Constituent Assembly was created with 240 members to draft a new permanent constitution and to perform legislative functions.

In June 1968, Thailand promulgated its eighth constitution since the 1932 revolution. The new constitution continued to provide the king as head of state. The executive organ is led by the President of the Council of Ministers (Prime Minister) who appoints his cabinet. The legislative body
consists of a bicameral national assembly. The size of upper house is to be three-fourths of the total membership of the House of Representatives. The House of Representatives, the lower house, is elected by the people.\(^\text{13}\)

The Prime Minister and the members of the Cabinet are to be appointed by the King. There is no requirement that the members of the Cabinet must come from the elected lower house. In fact, for the first time in Thai constitutional history, the 1968 constitution provided that the members of the executive are enjoined from holding seats in either house of the legislature. Therefore, the king can appoint the entire cabinet from among persons who have not participated in any popular election. The cabinet, however, is responsible to the parliament and can be removed at any time by a vote of non-confidence passed at a joint sitting of both legislative bodies (Article 128).\(^\text{14}\)

The judicial branch of the government was briefly defined in Article 161 which provided that "Judges are independent in conducting trials and giving judgments in accordance with the law."\(^\text{15}\) The King appoints, transfers and removes judges. The appointment, transfer and removal of judges must first be

---


\(^{14}\)The Constitution of the Kingdom of Thailand 1968 (Bangkok, 1968), Article 128, p. 23.

\(^{15}\)Ibid., p. 29.
approved by the Judicial Committee in accordance with the law on judicial service before being submitted to the King (Article 163). 16

The Monarchy

One of the most significant and distinctive features of the government of Thailand is the institution of the monarchy. The King comes to the throne by heredity, but the ascension is subject to the approval of the two houses. The King has always served as Head of State and the symbol of national unity. The long historical background of the Thai people has been marked by their loyalty to the King and his family. The Thai government at all times respects the King as if he were the father of all the people. For this reason, the Thai government is His Majesty's Government, and government officials are formally known as "royal officials." The Thai Constitution provides that "no person may prefer a charge or bring an action against the King in any manner whatsoever." 17

According to the traditional concept of the absolute monarchy, the King was respected as the owner of the kingdom, and the people who lived in the kingdom lived at his mercy. This also meant that the lives of all the people belonged to the King.

16 Ibid., p. 29.

17 The Constitution of the Thai Kingdom B.E. 2475 (1932), as amended B.E. 2495 (1952), Section 4.
Under the constitutional monarchy, the King is the Head of State and Chief of the Armed Forces. However, he does not exercise the sovereign power directly, but through the three institutions of government: the executive, the legislative, and the judicial. His public actions must be countersigned by a responsible minister. In other words, public action is taken by officials who countersign the royal acts.

Political and Administrative Setting

At present, Thailand's parliamentary governmental system is divided into three categories: the central government, regional or provincial governments, and local governments. Generally speaking the system is highly centralized through the central control of finance and personnel. In the central government there are thirteen ministries, including the Prime Minister's office, and about 100 department with operating functions. The thirteen ministries are: Defense, Interior, Public Finance, Education, Foreign Affairs, Commerce, Agriculture, National Development, Industry, Communication and Transportation, Justice, Public Health, and the Office of the Prime Minister, which is recognized as a ministry.

There are seventy-one provinces in Thailand, which in turn are divided into 509 districts with about 4,918 villages and 41,630 hamlets.\(^\text{18}\) At the province level, there is one

\(^{18}\)Ministry of Interior, Local Affairs Division, Department of Local Administration (Bangkok, 1963), p. 34.
Governor appointed by the Ministry of the Interior, who heads the province and controls and coordinates all centrally appointed public officials working in the province. These public officials are directly responsible to the Governor, for the conduct of their own departments and ministries.

Each district is headed by a District Officer appointed by the Ministry of Interior. He and his staff are responsible for public policy in the district. The District Officer is the central government official closest to the people and is responsible for transferring the voice and needs of the people to the central government.

At the village and hamlet levels, there are headmen elected by the people to carry out village and hamlet activities. Each village and hamlet also has a council of elders composed of teachers, elected representatives, and a traditional medical man.

**Summary**

An attempt has been made in this chapter to examine the general characteristics and the background of the administrative setting of Thailand. The research methods and organization of the thesis were also set forth. The next chapter will describe the civil service of Thailand.

---

19 Ibid., p. 34.

CHAPTER II

THE CIVIL SERVICE OF THAILAND

In modernizing the traditional countries, the key role of political development usually falls to the civil service which represents the most modern, the best educated, and the highly skilled people in the entire society. In a majority of most underdeveloped countries, the civil service and its organization are rather ineffective and quite often fall under the control of authoritarian direction. "Although many people become members of the modern world without becoming sensitive to the realm of politics,"¹ the government and its personnel have to be a key modern builder for the majority of people.

The civil service system of Thailand is characterized by an unusual combination of Western and indigenous characteristics that make the system unique in the Asiatic World.² The organization of the Thai public personnel administration is a blend of adaptations from the West and

¹Lucian W. Pye, Politics, Personality, and Nation Building: Burma's Search for Identity (New Haven, 1963), p. 211.

practices rooted deeply in Thai history and tradition. At the present, Thailand has accomplished much in the field of a civil service system. The most notable accomplishments include the following: the principles of a permanent career service are fairly well established; there are large numbers of well-trained people in the service; the civil service is quite free from political influence, particularly in the lower and middle ranks; the formal arrangements are relatively modern and based largely upon western concepts and practices, even though the actual civil service system is a complicated combination of western and native traditional characteristics.\(^3\)

In spite of the above accomplishments, there still are many defects in the Thai civil service system which hinder the progress of the country. Among these weaknesses are: inadequate salaries of civil servants, widespread corruption particularly after the second world war, and lack of initiative on the part of the government officials. The following section elaborates features of the civil service system in Thailand.

---

reorganized under a great ruler, King Chulalongkorn, who reigned from 1868 until his death in 1910. He converted the government from a theoretically omnipotent but actually quite ineffective oriental despotism into an essentially modern bureaucratic state operating through more or less rationally organized administrative agencies under the direction of the King who was also prime minister. 4

Prince Damrong, half-brother of king Chulalongkorn, served as Ministry of Interior for eighteen years. His principles of systematic administration, introduced in the late 19th and early 20th centuries, were in use until the promulgation of the Civil Service Act of 1928. Although his system did not include the principles of modern civil service systems such as open, competitive examinations; position classification; and job security, it existed until the new civil service act was promulgated.

The formal arrangements of the Civil Service structure in the Act of 1928 are relatively modern and based largely upon Western ideas, but the actual civil service system is a complicated mixture of new and old, Western and native tradition. 5 The establishment of the system involved no complete break with tradition, although it did include some notable reforms. Generally speaking it is a mixture of centralization and decentralization. The Civil Service Act of 1928 has been revised in 1956 and 1959, but its fundamental characteristics have remained the same. 6

---

4 Siffin, 256.  
5 Ibid., 259.  
6 Udyanin, p. 1.
Civil Service Commission

Under the Civil Service Act, the commission is composed of the Prime Minister as Chairman, the Deputy Prime Minister as Vice-Chairman, and from five to seven other members who have held public office at the minimum rank of Director of a department. These five to seven members are appointed by the King with the consent of the Cabinet and serve for two-year terms. There is a Secretary-General who is a permanent civil servant and acts as administrative officer of the Commission. As such, he is authorized, under the Civil Service Act, to organize his own staff as may be required in order to successful carry out the big responsibility entrusted in his hands.

The major functions of the Civil Service Commission are

...the maintenance of central personnel files, the issuance of various detailed personnel regulations, the supervision of students abroad, and the policing of administrative agencies, through ostensible participation in the work of civil service sub-committees, and through the review of disciplinary action and selection practices of the ministries and departments. The Commission must also approve proposals for the establishment of ordinary civil service positions.

The Civil Service Act provides for the establishment of Civil Service Sub-Commissions in each ministry, department, province or equivalent government bodies to assist the Civil Service Commission in the implementation and administration

---

7Ibid., p. 4. 
8Ibid. 
9Siffin, 259.
of the law. The Sub-Commissions established are empowered
to give final action on practically all matters relating to
personnel management. In short, each ministry or department
can examine, appoint, promote, transfer, and fix the pay of
its personnel and staff without the prior approval of the Civil
Service Commission. The composition of the Sub-Commission
in a Ministry is as follows: the Minister-in-charge as
Chairman, the Deputy Minister as Vice-Chairman, and all
Directors—General in the Ministry as ex-officio members.
There are no members of the Sub-Commission from outside the
Ministry. The Provincial Civil Service Sub-Commission is,
on the other hand, staffed by provincial officials. The
Provincial Governor is Chairman, the Deputy Provincial
Governor is Deputy Chairman, and the Chiefs of the various
ministries and departments assigned to the province are
ex-officio members.

The Classification of Positions

Position classification is one of the most essential
instruments of personnel administration. An understanding
of the system of classification is essential to an under-
standing of other aspects of personnel administration. It
is thus necessary to examine the system of classification of
positions in the Thai civil service.

Ibid., 259.  
Ibid.  
Ibid.
The personnel classifications of the Thai civil servants are grouped into five classes based upon rank rather than on duties and responsibilities. Each public servant holds personal rank in one of five classes: fourth (the lowest), third, second, first and special. Secondary school graduates enter as fourth-class officials upon successful completion of examinations based largely on their education. University graduates enter the civil service system as third-class officials by competitive examinations. Second-class officials, first-class officials, and special-class officials generally follow the same promotion pattern for career advancement, although special-class status requires ministerial recommendation and approval by the Thai Cabinet. Almost all of the positions in these top classes are filled on the basis of seniority after initial entry into the service in the third-class.

All positions in the Thai civil service system, except those held by political officials, special foreign service officials, or temporary contractual employees, carry one of the following titles:

1. Clerk
2. Official of Section
3. Chief of Section

\textsuperscript{13} Civil Service Act, 1959 (Bangkok, 1959), Section 26, pp. 6-8.

\textsuperscript{14} Ibid., p. 8.
4. Chief of Division
5. Director of Division
6. Deputy Director General
7. Director General
8. Deputy Under Secretary of Public Body
9. Under Secretary of Public Body
10. Deputy Secretary of Ministry
11. Under Secretary of Ministry.

Of the eleven titles listed above, only the first two are non-supervisory and the rest, supervisory. Certain positions may have other titles which do not conform with the above, but they must be evaluated and classified on the basis of a Statement of Duties to be submitted by everyone concerned.\(^\text{15}\)

Appointments of civil servants to positions must be made in accordance with the Civil Service Act which provides that:

Appointment to a position of clerk or its equivalent is made from fourth class civil servants. Appointment to a position of official in a section or its equivalent is made from third or fourth class civil servants. Appointment to a position of chief of section or its equivalent is made from second or third class civil servants. Appointment to a position of chief of division or its equivalent is made from first or second class civil servants. Appointment to a position of ministerial under-secretary, deputy under-secretary, director-general, deputy director-general, division director or their equivalents is made from special class civil servants.\(^\text{16}\)

\(^{15}\)Ibid., p. 9.

\(^{16}\)Ibid., p. 20.
Pay Rates

In the Thai Civil Service, salary is determined more by seniority than by the type of work performed. Thai officials are paid monthly in cash. The salary rates are based chiefly on rank, seniority, and the pay-class of positions, or in accordance with the pay ranges in the General Salary and Classification Schedule as shown in Table I. Further, pay may be affected by disciplinary action, and take-home pay is somewhat less than gross pay as a result of the government's forced savings policy.\(^\text{17}\)

There have been no major changes in the schedule since 1959. Current salary scales are generally acknowledged to be seriously inadequate, particularly since inflation has decreased real wages. It is generally recognized that lower-level civil servants cannot support families in Bangkok solely on their salaries. Higher level officials are only slightly better off. Their standard of living has declined steadily as prices have risen and salaries remained stationary. Many officials have to hold two or more jobs to provide adequate money for their families. Bribery and corruption of public officials seem to be unavoidable results of inadequate salaries. Furthermore, the inadequacy of the salary scale results in the increasing difficulty of hiring personnel to work in government service, particularly in professional and

\(^{17}\text{Ibid.}, \text{Section 64, pp. 20-37.}\)
TABLE I

GENERAL SALARY AND CLASSIFICATION SCHEDULE

<table>
<thead>
<tr>
<th>Class</th>
<th>Grade</th>
<th>Total Pay in Bahts Per Month*</th>
</tr>
</thead>
<tbody>
<tr>
<td>4th</td>
<td>1</td>
<td>450 - 475 - 500 - 525</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>550 - 575 - 600 - 625</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>650 - 675 - 700 - 725</td>
</tr>
<tr>
<td></td>
<td>special</td>
<td>750 - 800 - 850 - 900</td>
</tr>
<tr>
<td>3rd</td>
<td>1</td>
<td>750 - 800 - 850 - 900</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>1000 - 1050 - 1100 - 1200</td>
</tr>
<tr>
<td>2nd</td>
<td>1</td>
<td>1200 - 1300 - 1400 - 1500</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>1600 - 1750 - 1900 - 2500</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>2200 - 2350 - 2500 - 2650</td>
</tr>
<tr>
<td>1st</td>
<td>1</td>
<td>2650 - 2800 - 3000 - 3200</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>3600 - 3800 - 4000 - 4300</td>
</tr>
<tr>
<td>special</td>
<td>1</td>
<td>4300 - 4600 - 4900 - 5200</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>5700 - 6200 - 6700 - 7200</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>7200 - 8000 - 8500 - 9000</td>
</tr>
</tbody>
</table>

*20.80 bahts = $1.00. one baht equals five cents.

Source: Civil Service Act, 1959, Section 64, pp. 20-37.
technical occupations such as medicine and engineering. These professionals and technicians can make more money in the private sector.

Although the pay is low in the Civil Service, the Thai people prefer to work in the government for various reasons. Government employment has status and high prestige and entitles some of the employees to wear uniforms. Government servants are the King's servants and are entitled to receive medals of merit of many kinds. But the most important thing is status, for government work ranks high in the eyes of the Thai people.

**Miscellaneous Benefits**

In addition to salaries, government employment carries other benefits which include an elaborate system of official leave and informal leave which may be granted by supervisors for various purposes. Vacation leave is specified annually by royal decree designating a vacation period during the hot season. Leave with pay is provided for official study, and this leave obligates the recipients to return to their posts for periods twice as long as their studies. Those who do not want to return to the service upon their return must repay the government for all the salaries obtained during their leave. The periods of absence range from six months to four years. Extension is possible for those who wish to study for higher degrees. The leave of absence period is also counted for pension privileges.
Fringe benefits, such as official cars and housing or housing allowances, very according to rank and status. All officials, however, are exempt from payment of income taxes, which is about 10 per cent on individual salaries.\(^\text{18}\) They also receive certain reductions in the cost of public medical treatment, as well as in the costs of school tuition fees for their children. In some departments, emergency loan funds are provided for lower-level officials. "These officials can borrow small sums from the fund without interest. A few departments help their employees by acquiring a large plot of land for housing purposes. The plot of land is subdivided into small lots which are sold to employees at low prices on an installment plan."\(^\text{19}\)

Annual salary increments are the custom, although not completely automatic, but each official ordinarily benefits by one step upward in the pay system for each year of service. But increments can be withheld for either disciplinary or budgetary reasons. On the other hand, more than one incremental step may be awarded for outstanding service. In this case the CSC must approve such double increment advances. This increment system reflects a heavy emphasis upon seniority and gradual progression upward on the basis of length of service.\(^\text{20}\)

Recruitment and Placement

Recruitment is the "process of enlisting the interest of qualified persons in entering government employment."\(^\text{21}\)

\(^{18}\)Siffin, 260.

\(^{19}\)Udyanin, p. 13.

\(^{20}\)Siffin, 261.

Recruitment, therefore, must be a planned search for the best qualified applicant. In the words of the Commission of Inquiry on Public Personnel, "no element of the career service system is more important than the recruitment policy. If policy is improperly analysed or inconsistently determined, it may wreck the entire program." In Thailand the recruitment of persons into the civil service is primarily the responsibility of the Civil Service Commission. Competitive examinations are held at the ministry, department, or province levels according to the CSC law. All applicants for an ordinary civil servant post must meet the following qualifications before they become eligible for the entrance examination:

1. Having Thai nationality.
2. Having completed eighteen years of age.
4. Be free from physical and mental defects as well as from diseases specified in the civil service regulation.
5. Be of high moral standing.
6. Not be insolvent.
7. Not have been sentenced to a term of imprisonment by a final judgement of the court expect for petty offences.

---

8. Not have been retired from the government service because of any violation of civil service discipline and not have been suspended, discharged, dismissed or expelled from government service.\textsuperscript{23}

Candidates who successfully meet the qualification requirements are admitted as extraordinary civil servants and serve on a probationary basis for not less than six months or more than one year.\textsuperscript{24} At the end of this period, if their conduct, knowledge, and ability warrant it, the candidates are appointed ordinary civil servants. However, if it appears that a candidate has bad conduct, no knowledge, or an inability to carry out the duties of the position to which he shall be appointed, he may be required to remain in the probationary status longer or to discontinue his service.

In the Thai Civil Service, examinations are used in both recruitment and promotion. At present, the examination procedure is governed by rules and regulations promulgated by the Civil Service Commission. The Civil Service Act provides that the CSC arranges open competitive examinations.\textsuperscript{25} In practice, the Commission delegates this function to the ministerial, departmental, or provincial sub-commissions. The sub-commission forms a committee composed of three to

\textsuperscript{23}See \textit{Civil Service Act of 1954} (Bangkok, 1954), Sec. 44.


\textsuperscript{25}Ibid., p. 64.
five officials to hold a competitive examination. If the
eexamination is held in Bangkok, a representative for the CSC
is assigned to sit with each committee.

The examinations used often extend over three or four days.
The tests are subjective, largely literary in nature, similar
to the classical system of examination of imperial China. The
line agencies prepare, administer, and grade these tests
in accordance with the course fixed by the CSC. When there
are large numbers of candidates, it may take as long as a
year to grade the papers and announce the results. Foreign
observers have criticized the methods of examination and the
long period of time to grade the papers. March and Barbour
say:

First, there should be gradual centralization
of the entrance examination program in the CSC
where it was originally and where it belongs and
second, there should be prompt improvement of
examining methods by introduction of modern short-
answer tests and adoption of other testing techniques
to overcome unnecessary delays.

Promotion

The principal basis for the promotion of civil servants
in Thailand is seniority, with a consideration of the
efficiency ratings of the individual concerned. As Edgar L.
Shor asserts, "in practice, promotion is the prerogative of

\[\text{Refers to sources}\]

26 Ibid., p. 64.  
27 Siffin, 259.  
superiors. Recommendation for pay increases and promotions are prepared in accordance with the personnel opinion of the recommending officials.

Almost all positions above the fourth class are filled through promotions. Promotion from the fourth to the third class is by competitive examination. All fourth class officials who have been in the service for not less than five years are qualified to attend the examination. Promotions from third to second class or from second to first class require both the recommendation of superiors and a qualifying examination. No examination for promotion from first class to special class is required, but such promotion must have the approval of the Council of Ministers. The only requirement is that the selected officials must have served for at least fifteen years in the civil service, and during their period, not less than three years in the first class.

Hierarchical Structure of Line Authority Personnel

At the present time, the civil service consists of thirteen ministries (including the Prime Minister's office), divided into about 100 departments, which in turn are divided into several hundred divisions.

---


30 For further details, see Siffin, 261-262.
In the central government each ministry is headed by a minister who is responsible for policy and political matters. The minister has a secretary who is a political official serving as administrative staff aid. Below this level is the permanent undersecretary, the top administrative civil servant official in each ministry. In addition to serving as administrative chief over the various departments, he is also the head of a department-like unit containing the various central services and some of the line organizations of the ministry. There may be one or more deputy undersecretaries in a given ministry, depending upon the quantity of work to be done. The undersecretary deals with a great flow of paper, including thousands of small details. The amount of positive direction and effective control exercised by him over departments within the ministry varies, but control is generally limited by the burdens of his own office.

Departments are headed by Directors General and may have Deputy Directors General. The departments are relatively self-contained, and their duties are prescribed by royal decree.

Departments are divided into divisions or bureaus and again these are relatively self-contained in day-to-day operations. Each department has a central division under a secretary, plus a technical division. The central division functions in a general staff capacity to operate the library service as well as to furnish legal advice and assistance.
About 28 per cent of the officials are located in the capital and surrounding areas, and another 72 per cent are in the provinces, away from central headquarters. For civil administration the country is divided into seventy-one provinces, each under the direction of a provincial governor, centrally appointed by the Ministry of Interior. Officials of other ministries who are assigned to work in the province are usually under the close supervision of the provincial governor, with functional relations with their own ministries through his office.

Each province is divided into a group of districts of which there are about 500. Each district is under the direction of one chief district officer who is roughly equal to a division chief.

There are several types of civil servants who are not fully under the control of the civil service system. These personnel have their own special laws and regulations. They include judges, teachers, public prosecutors, and university professors. Their regulations are largely based on the civil service system; only the scale of pay, ranks, and promotion are different.

Summary

Chapter II has detailed the basic structure for public personnel administration in Thailand. The background of the

Office of the Prime Minister, p. 260.
Civil Service System was presented, as well as information on the Civil Service Commission and on such specifics as position classification, pay rates, benefits, recruitment and placement, and promotion. Hierarchical arrangements were also discussed. The following chapter discusses "The Institutions of Public Administration Training in Thailand."
CHAPTER III

THE INSTITUTIONS OF PUBLIC ADMINISTRATION

TRAINING IN THAILAND

There was no teaching of modern administration in Thailand until 1956 when the government was given foreign assistance to enable it to initiate a formal training program. The following discussion centers on the formal introduction of Western-style public administration training in Thailand and outlines the structure and procedures subsequently established.

Institute of Public Administration (IPA)

The establishment of the Institute of Public administration (IPA) at Thammasat University was the product of cooperation between Thammasat University and Indiana University. This inter-university relationship was inaugurated on May 3, 1955, with the signing of a contract by the Rector of Thammasat University and the President of Indiana University, providing for a three-year program of assistance in the development of public administration training in Thailand. The contract was extended for 1958-1960 and 1961-1963 and terminated on
October 31, 1964.¹ The assistance program was sponsored by the United States Agency for International Development (AID) and financed jointly by the government of the United States and Thailand. On the termination of the contract, the government of Thailand assumed full responsibility for the institute and its programs.² However, the development of the IPA so shaped public administration training in Thailand that the history of this organization warrants exploration.

The contract of May 3, 1955, set forth as its objectives the increasing and improving of Thammasat University's resources in public administration for a degree program, training research, and advisory activities. In order to accomplish this goal, Indiana University agreed to assist Thammasat University by providing the necessary assistance to increase and improve the available resources of Thammasat. The objectives stated in the contract were

1. To strengthen the academic program of Thammasat University in public administration.

2. To expand the research, library, extension, and staff training programs of the university.

3. To develop in-service training programs and facilities at the university for government officials.

²Ibid.
4. To provide training in the United States for a number of Thai students.  

From 1955 to 1964 Indiana University assigned forty-three members of its staff to assist the Institute: fifteen in the teaching program, seven in research, five in training, one in library science, and five in contract administration. The remaining ten were short-term academic, research, training, or library consultants.  

During the contract period, forty-one instructors from Thai universities received graduate training in the United States, seven receiving the Doctorate and thirty receiving the Master's degree. The IPA began its own academic instruction in 1956, with a staff totally drawn from Indiana University. On the termination of the contract in 1964, the Thai staff had taken over the entire teaching responsibility. Initially the Institute offered a two-year master's degree program in public administration, had responsibilities in organized research and in-service training, and maintained its own specialized library. On the average, sixty students

---

3Department of Foreign Relations, National Institute of Development Administration (Bangkok, 1966), p. 15.


5Ibid.
were admitted to the school each semester and about 80 percent of these were government officials.  

Curriculum

Both American and Thai staff members collaborated in arranging the Institute's curriculum, working under the suggestion of Indiana University. The courses of instruction offered a four-semester schedule leading to the M. A. degree in public administration. The specific content of the curriculum was as follows:

First Semester

Principles of Public Administration  
Personnel Administration  
Financial Administration  
Research Methodology

Second Semester

Organization and Methods  
Comparative Local Government and Administration  
Labor Administration  
Social Welfare Administration

Third Semester

Seminar in Comparative and International Administration  
Seminar in Local Government and Administration

6Department of Foreign Relations, pp. 15-16.  
7Ibid., pp. 18-20.
Seminar in Financial Administration
Seminar in Personnel Administration
Seminar in Labor Administration
Seminar in Social Welfare Administration

After completing the course work, students were required to pass a written comprehensive examination, as well as an English proficiency test, before they could proceed to the writing of a thesis in the fourth semester.  

This contractual arrangement with Indiana was the first time that Thailand had offered public service administrative education at the graduate level which was not based on the traditional legal approach. Dean Huvanandana mentioned that it was also the aim of the IPA to teach public administration at the undergraduate level:

A bachelor's program would have an extremely vital role in this Institute. Experience gained during this period of five years indicates that though the entrance examination has been used, it still appears that the selected candidates have limited knowledge in substantive areas basic to the study of administration and government. It is an apparent fact that to teach this subject matter in this short period of one and a half years produces results below what we expected. We, therefore, recommend that the Bachelor's program should be set up.

The preparation of textbooks for use in teaching and the collection of a research library were also objectives of the Thammasat-Indiana contract.

---

8Ibid., p. 20.

It can be said that the IPA is the only faculty of Thammasat University which is adequately equipped with a most complete collection of books for texts and research and which is comparable to similar institutions of other nations.\(^{10}\)

The Thammasat-Indiana contract further aimed at training a Thai instructional staff to undertake the administration, teaching, research, in-service training, and the library functions after the expiration of the contract. Prospective instructors for the Institute were selected on the basis of their abilities and professional qualifications. The Institute, once having selected the participants, sent them abroad to study so that they would be best able to serve the Institute upon their return. Each participant had an obligation to serve in the IPA for a period of not less than twice the period of his term of study. It was recognized that returnees would be resigned or asked for transfer to other ministries or departments when they had fulfilled their teaching obligations, for it was understood that other government organizations offered more fringe benefits and better pay than did the teaching profession.

Research Activities

The Institute also set up a Research Division. The objectives of the research program as outlined in the Thammasat-Indiana contract were

\(^{10}\text{Ibid.}, \text{p. 6.}\)
1. To establish a public administration research facility in Thailand at Thammasat University.

2. To improve Thai public administration both qualitative and quantitative.

3. To encourage academic research and increase knowledge about Thai government and administration.

4. To improve the research and instructional opportunities of Indiana University and

5. To improve existing operative programs of Thai agencies by providing skills and insights of visiting personnel.\(^{11}\)

In connection with this research program the exchange of research documents with other educational institutions and governmental units was also the work of the Institute. These services helped increase the number of valuable documents of the library of IPA and were very useful to the student of public administration, public officials and others.

One outstanding service of the Institute was the publication of the Public Administration Journal. The first issue was in 1960. This quarterly journal was very popular among students and government officials. The journal provided information about public administration and served as a center for the exchange of ideas among Thai intellectuals, students and those who were interested in administration.

The Thammasat-Indiana contract further provided for the establishment of an In-Service Training Division for government officials. "The formulation and execution of plans to attain this objective placed Thammasat in a different role with respect to the government officials and agencies than had ever been filled by an Thai University."\textsuperscript{12} The Institute was responsible for the in-service training of all government public administrators in ministries and departments. The objective of the program in the words of Dean Huvanandana were: "The Government aims to improve the quality of public service in order to economize on government expenditure and to improve the national economy."\textsuperscript{13} The Thai government realized that economic development in developing countries depends upon the efficiency of the public service. To achieve this objective, the government urged the development of officials through in-service training programs. These would increase the knowledge and skill of public servants at all levels, also help to contribute to efficiency and economy.

The In-Service Training Division of the Institute was established with the following specific responsibilities:

1. Advising and assisting the governmental agencies in the conduct of in-service training.

\textsuperscript{12}\textit{Ibid.}, p. 57. \textsuperscript{13}Huvanandana, p. 24.
2. Conducting training courses not specially designed for any one ministry or department, that is: executive development, training of in-service training directors, instructor training, training demonstrations, etc.

3. Conducting research in connection with in-service training and disseminating the research results.

4. Informing the in-service training officials of in-service training activities.

5. Serving as a center of audio-visual equipment for in-service training throughout the Kingdom.  

In 1960 about 836 administrators had taken in-service training related to the following positions and/or functions: Training Director, Supervisory Training, Provincial Administration, Executive Development, Instructors course, Mail and Records, Organization and Methods, Library Training, and Public Relations. By 1966, there were more than 3,000 administrators who had received such training.

The Library Development Program

Library service is one of the factors in social and economic development. A good library makes available research and technical ideas to advance national growth. An objective of the Thammasat-Indiana contract was to develop the library as an integral part of the research division. Since the

\[\text{14} \text{Ibid., pp. 20-21.}\]
\[\text{15} \text{Department of Foreign Relations, p. 17.}\]
library grew rapidly, it was organized as a separate division, and it provided library service to all persons who were interested.

One of the successes of which the Institute is proud is that the students and the instructors, particularly of Thammasat University, have realized the value of a good library and of its vital importance in a higher educational institution. The library of the Institute will stimulate other libraries to improve their service. The truth of the students' interest in a good library is demonstrated by the students' request that the library remain open on Saturdays which is new in the history of Thai libraries.  

In 1960 the Institute's library contained 12,669 books, about 2,000 in the Thai language and the remainder in English. At the end of 1966 the number had increased to approximately 25,000 books, about 3,000 of which were in Thai. The Institute had also 3,500 pamphlets. Staff members of the Institute of Public Administration and foreign visitors were both of the opinion that the library was the best equipped library in the field of public administration in Southeast Asia.  

The library developed a Union Catalogue for the benefit of research carried on by governmental units, and book index cards of public administration collections of various government agencies were prepared for a central file at the library.

Regulations for the utilization of this service were formulated

---

16 Huvanandana, p. 37.
17 Department of Foreign Relations, p. 21.
18 Ibid., p. 22.
to enable the documentary materials to be easily accessible to government agencies.

In spite of the sophisticated scope of the IPA, the participation of the Institute of Public Administration in Training government officials was not enough to cover all ministries and departments. Some organizations found it necessary to develop their own training centers for their own purposes. Examples will be discussed in the following pages.

National Municipal League of Thailand (NMT)

Local or municipal government in Thailand is under the control of the Ministry of Interior. Throughout the country, there are 120 municipalities employing about 12,000 people at all levels. The Department of Interior directs and supervises these municipalities. It also serves as the center personnel agency for all municipal personnel, working independently and not under the supervision of the Civil Service Commission.

In 1959 the Department of Interior approved the establishment of an association called the "National Municipal League of Thailand (NMT)." Local municipal government has encountered many problems and difficulties in carrying out various administrative activities. This Association,

consequently, was founded to promote the cooperative solution of municipal problems and progress in municipal government and training. The 120 municipalities in Thailand agreed to set up a national municipal league to serve as a center to aid in the implementation of municipal administration. The initiative for establishing the association came from persons who had studied abroad and who were employed in the Department of Interior. They were eager that the many innovations in the field of public administration be developed and expended through an organization.

The National Municipal League of Thailand has summarized its purposes in the following way.

It has no political objectives and its activities have concentrated on study, research and the providing of technical and legal assistance to municipality members; the promotion of unity and cooperation among members; giving members an opportunity to meet and exchange ideas, opinions and experiences; promotion of welfare and management efficiency of municipal personnel; arranging training programs for municipal personnel; submitting ideas and recommendations to the government through the Ministry of Interior and cooperation with related international organizations in promoting local self-government.20

The Association thus has a broad range of municipal activities, including a nationwide annual conference of Mayors and City Clerks held every year since 1959. However, this study will chiefly concern itself with training programs carried on by the Association. These training programs were

---

the first in Thai administration to be developed independently of a government organization.

The training programs of the NMT cover various fields and levels of municipal work such as the municipal engineer, treasurer, sanitation officer, veterinarian officer, public relations officer, educational officer, municipal registrar, etc. These individual training programs are held all year round. In specialized fields of training, the NMT has requested the cooperation of government authorities, such as the Department of Public Health and Department of Public Works, to participate in training programs for sanitary officers and engineers, respectively.

March and Barbour write that

The Department of the Interior has a well-developed training program for municipal officials. Courses are given each year to special groups of municipal officials, such as mayors and city clerks, medical officers and midwives, sanitarians, municipal engineers, etc. The courses are designed to tell them what their duties are and how to do them better.  

At the conclusion of the training program, trainees from every field are given a chance to obtain further training abroad if they pass certain tests. There are a number of municipal personnel receiving this chance under the sponsorship of the NMT.

Special District Officers Training School

The Department of Interior, inside the Ministry of Interior, is responsible for all phases of government activities in the provinces of the country and also controls other centrally-appointed officials in districts and provinces. In provincial administration, the key position in the rural areas is that of the District Officer, who is appointed by the Department of Interior. The District Officer controls, supervises, and coordinates all government officials who have been appointed by ministries and departments to work in the district. The District officer is, in fact, the Prime Minister of the district; he administrates all government activities and acts as the spokesman of government policy to the people; conversely, he attempts to relay the people's needs and fellings to the central government.

The typical District Officer controls about twenty to thirty administrative agencies.\textsuperscript{22} The number varies as to the nature of each district. Some are big districts in remote areas and have broader needs. In these, the responsibilities of the District Officer is equal to that of a Provincial Governor. The duties and responsibilities of a District Officer can be summarized as follows:

\textsuperscript{22}Ministry of Interior, The 60th Anniversary of the Ministry of Interior (Bangkok, 1965), p. 117.
1. To administer all government activities provided by laws and regulations. If a law does not mention the responsible implementing officer, it is the duty of the District Officer to carry it out.

2. To administer all phases of government activities according to the instruction of the Provincial Governor, Ministry, Commissioners, Members of Cabinet, etc.

3. To supervise and control all local government units in district areas as well as to serve as the Chairman of the Sanitation district. (Small unit of local government)\textsuperscript{23}

Thailand has seventy-one provinces, 509 districts, and about 4,918 villages and 41,630 hamlets.\textsuperscript{24} The growth and expansion of districts and villages resulted in the need for more District Officers in order to carry out the national economic development plan. To satisfy this urgent need, the Department of Interior established a Special District Officer Training School in 1963 in Bangkok. The School received financial aid from United States Operations Mission, Thailand, and American advisors helped in formulating programs and curricula.\textsuperscript{25}

Officials in the Department of Interior who wish to attend this school have to meet the following qualifications:

1. A. B. A. degree in law, political science, or public administration.

\textsuperscript{23}Ibid., p. 117.

\textsuperscript{24}Ministry of Interior, Local Affairs Division, Department of Local Administration (Bangkok, 1964), p. 34.

\textsuperscript{25}Ministry of Interior, The 60th Anniversary of the Ministry of Interior, p. 118.
2. Less than 40 years of age.

3. At least the rank of second class official with a salary in the second category.

4. A record of good conduct and high capability as attested by the Director General of the Department of Interior.\(^26\)

The training is a year in length and is divided into quarters of three months each. There are about 300 hours of class in each quarter. Forty students are admitted each year for training. After completing the course work, the students are required to take a final examination, and those who pass are put on the waiting list to be appointed when District Officer positions become vacant.\(^27\)

The training program is a combination of political science and public administration and is equal to the M. A. degree, although the graduates receive only a certificate of completion. The courses may be summarized as follows:

1. The courses concerned with administrative personality building such as, leadership, human relations, social etiquette, public speaking, and public relations.

2. Public Administration courses: Thai administrative service system, financial administration, organization and management, personnel administration, supervision and control, group work supervision, training sub-ordinates, and principles of management.

3. Sociology: Social structure (family, village, town, city and their members' relationships), social and technical changes in developing countries, social institutions, agricultural and industrial economics of underdeveloped as well as developed countries.

\(^26\)Ibid., p. 119. \(^27\)Ibid., p. 120.
4. Detection and Investigation: Courses offered are in the field of criminal and police detection and investigation, crime suppression, criminal code and procedure as well as civil arbitration.

5. Miscellaneous courses such as self-defense, boxing, shooting, judo, canoeing, horse riding, all of which are deemed necessary since the duty of the District Officer includes control and supervision of local police. 28

It is probable that any future public administrator who wished to be a District Officer will have to be trained at this school. Eventually this school will take over all the training programs offered by the Department of Interior.

The National Institute of Development Administration (NIDA)

The establishment of the Institute of Public Administration at Thammasat University in 1955 has contributed trained officials to many branches of the Thai government. Students graduated from this Institute have become high-ranking officials in government and private organizations. National development planning has been supported and implemented to a great extent by students of this Institute. It can be said that the Institute of Public Administration has played a vital role in the administration of national planning.

The idea of converting the Institute of Public administration into the National Institute of Development administration was initiated by one of the outstanding exchange students, Bunchana Atthakor, Deputy Minister of the Ministry

28 Ibid., p. 120.
of National Development, who graduated with an M. A. degree in public administration from Indiana University. He attended the International Institute of Administrative Science Conference in Vienna in 1962 as a representative of the Thai Government. After the conference he submitted a recommendation to the Thai Government that the success of development planning was dependent upon effective administration and that a school should be established to devote itself to the implementation of national development planning. The Council of Ministers accepted the recommendation and established the National Institute of Development Administration in 1966 (NIDA), almost two years after the Thai-Indiana Contract had terminated.

Purposes of NIDA

The major purpose of the National Institute of Development Administration is to support national development policy by producing trained human resources in different technical fields. At the inaugural ceremony of the NIDA in June, 1966, Prime Minister Thanom Kittikachorn stated that

This is one of the most important institutions of higher learning in Thailand. The Government has decided to establish this Institute with the aims of expanding the scope and up-grading the standard of academic and professional training in the fields of


public administration, business administration, development economics and applied statistics, which are essential to the development of the country. It is also the intention of the Government that this Institute be built up to a high standard of efficiency consistent with the need to provide quality service in the areas of research, training and development documentations. If the Institute can operate as successfully as intended, it will not be too high that its graduates initiative, be playing important roles in national development enterprises of government and business. The services of the Institute can make a positive impact on the promotion of the economic growth and social progress of the country.\textsuperscript{31}

He went on to say that

the arts and science of administration are well recognized as a measure to economic or national development. Most of the underdeveloped countries have set up the institutes of public administration as a center to train people of their countries. The same reason is also well recognized in Thailand.

The creation of NIDA is but another example of Thailand's commitment to education as the single indispensable factor in the transition from underdeveloped to developed. It represents as well as, a logical evolution in the nation's efforts to provide the kind of progressive and responsible government administration and business leadership requisite to successful accomplishment in the contemporary world.\textsuperscript{32}

\textbf{Organization and Operation of Various Schools and Centers Under the Institute}

The Institute is divided into four schools and three centers. Most of them have been transferred to this Institute from existing organizations and bureaus scattered throughout many government agencies. The Institute is an organization of existing academic and training programs for the support

\textsuperscript{31}\textsuperscript{Ibid.}, pp. 14-15. \hspace{1cm} \textsuperscript{32}\textsuperscript{Ibid.}, pp. 12-13.
of national development and progress in both public and private sectors. The Institute's schools and centers are briefly discussed below.

School of Public Administration. By the Royal Act of 1966, the Institute's School of Public Administration absorbed the Institute of Public Administration of Thammasat University. The School, however, has expanded its offerings and responsibilities.

Incorporated under the newly established NIDA in the academic year 1966, the School offered the two-year graduate program in public administration. The teaching curriculum will be revised so as to accommodate wider coverage with particular stress on its applicability in the existing of the national economic development programs.

The academic year is divided into two sixteen-week semesters. The courses are a requirement for a Master's degree. Of these, eight are compulsory courses which must be taken during the first two semesters. In the third semester, students may select from the available seminar courses two specialized courses of three credit hours each. After completing the ten courses, a written comprehensive examination and English test must be passed before the student can proceed to the fourth semester and the presentation of his thesis.

---

34 Department of Foreign Relations, p. 16.
Course requirements are principles of public administration, personnel administration, financial administration, research methodology, organizations and methods, comparative local government and administration, labor administration, social welfare administration, and elective seminars. Practically speaking, the school follows the old system of the IPA with some minor changes.

School of Business Administration. The School of Business Administration was an addition, having been established in April, 1966, to offer instruction in business administration leading to a Diploma in Business Administration and the Master's degree.\textsuperscript{35} The main purpose of the school is to provide a strong program of professional education for men and women who wish to achieve responsible positions in business organizations and public enterprises. It also integrates activities with the School of Public Administration, the School of Development Economics, and the School of Applied Statistics, in order to serve the needs of business and industry. The courses offered include management theory, marketing, business finance, managerial economics, and industrial management. The School is also planning to provide special programs such as seminars and special training for those interested in or engaged in private business. The School will bring these plans to reality by cooperating with

\textsuperscript{35}Ibid., p. 20.
other public and private institutions in order to promote the 
interchange of ideas and practices among such agencies and 
the academic community.\textsuperscript{36}

\textit{School of Development Economics}. This school incor-
porates courses and programs formerly offered under the National 
Economic Development Board Office of the Prime Minister.\textsuperscript{37} 
The school is intended to offer a Master's degree and a 
diploma program as well as short courses in development 
economics.

The Government's decision to set up this school 
represents a well-recognized need to strengthen the training 
of economists both in terms of quality and quantity. In 
launching the first National Development Plan in 1961, the 
Government was well aware that a higher standard of living 
is one of the most important goals of national development. 
In pursuing this goal, it is necessary for the Government to 
adopt a national approach in formulating policy and solving 
economic problems by producing well-trained economists.

The School offers a Master's degree program and a 
certificate program. The Master's degree students take a 
two-year course in advanced economics with particular emphasis 
on growth and the related problems for a developing economy. 
Students who have a bachelor's degree in economics or 
economics-oriented areas can be admitted to this program.

\textsuperscript{36}Ibid., p. 20. \quad \textsuperscript{37}Ibid., p. 30.
Fields of specialization are offered, such as: monetary and fiscal policy of developing countries, international trade and finance, economics of agriculture, economics of industry in developing countries, and economic development planning.

The School intends to provide training courses for government officials with two main objectives: 1. to enable the trainees to understand the general principles and practices of economic development; 2. to enable the trainees to understand the operation, development, policy and problems of Thai economy.\(^\text{38}\)

**School of Applied Statistics.** The aims of the School are to train statisticians as part of the development program. Specifically, the school strives to

1. To develop capabilities in the use of modern statistical procedures for those preparing themselves for positions of responsibility in development administration.

2. To train statisticians to take part in development activities.

3. To prepare personnel for statistical work needed in various government offices.\(^\text{39}\)

The Government has completely transferred the statistical training center of the National Statistical Office into this new Institution. Thailand's lack of statisticians in various

\(^{38}\text{Ibid., pp. 21-22.}\) \(^{39}\text{Ibid., p. 29.}\)
fields has hindered the formulation of national plans. The School of Applied Statistics should help to satisfy this need. The School will train people in diploma and degree programs. Courses offered will include mathematics for statistics and social sciences, statistical methodology, experimental statistics, statistical field work, and demography.

In-Service Training Center. One major policy of the Government is to train officials of various ministries and departments in modern techniques of administration for the support of the national development plan. It strongly needs trained government officials of greater efficiency and increased capability if the country is to progress in social and economic development. The In-Service Training Center\textsuperscript{40} was established to carry out the task of promoting sound management principles and practices in the government by developing nation-wide in-service training programs as well as providing leadership and guidance to the in-service training programs conducted by various ministries and departments. The ministries were requested to send officials of the senior supervisory level who were to become training directors for their own ministries. Following these directors' training courses, the center began to conduct instructors' courses for individual ministries, the idea being that these

\textsuperscript{40}Formerly called In-Service Training Division while attached to Thammasat University.
training directors and instructors should work together in close collaboration to promote training in their own ministries.

When the necessity for training has been more widely recognized and the various ministries are able to conduct their own training, the Center will act in an advisory capacity, providing guidance on new developments in in-service training, and making available audio-visual aids, materials, and other training facilities. It has also embarked upon a government-executive development program for special-grade officials.

The Training Center has established training programs in six major categories.

1. Training Directors Course.
2. Instructors Course.
3. Executive Development Course.
4. Supervisory Training Course.
5. Orientation.

The courses offered are essentially management courses and are designed to raise the standard of administrative behavior and practice in the government. These courses were patterned to meet nation-wide needs of ministries and departments as well as expressed needs of specific agencies. Typical examples of course offerings are: the Directors Training Course, Executive Appraisal and Counselling, Use of

---

41Department of Foreign Relations, p. 49.
Audio-Visual Materials, Fundamentals of Accounting, and Management by Objectives.

The center conducts its training all year round. In its beginning, the Center encountered an acute shortage of instructors and some resistance to training as a necessary tool for effective administration and national development.\textsuperscript{42} But the creation by the Council of Ministers in December, 1956, of a National Advisory Committee on Training of Government Officials, headed by the Prime Minister and composed of under-secretaries of every ministry and a number of high government officials from various ministries, has done much to stimulate acceptance of in-service training. The teaching staffs are also assisted by U. S. advisors who helped formulate policy, programs, and course content.

\textbf{Research Center.} The work of the Research Division of the IPA has also been transferred to this National Institute of Development Administration. The main purposes of the new Research Center can be summarized as follows:

1. Recruitment and training of research staff.
2. Conduct of research projects in connection with the academic program of the Institute.
3. Preparation and distribution of research results to those interested.

\textsuperscript{42} Ibid., p. 42.
4. Coordination of the work with the needs of other governmental agencies.43

The work so far has involved many research projects, activities such as teaching and training, and field research in rural areas. Besides the research projects conducted by the staff, the center also provides consultative and advisory services to interested agencies, including foreign scholars. Several agencies have taken advantages of these services. For example, the Department of Community Development, the Department of Local Administration, the Ministry of National Development, and the Civil Service Commission all use these services.

Department Document Center. This center has been completely transferred to the Institute from the old IPA and includes the IPA library holdings. Its major purpose is to serve the teaching, in-service training, and research programs of the Institute. The center's administration in its early stages was in the hands of library advisors from Indiana University. Its expenses were, in part, financed by the United States International Cooperation Administration. It contains books in many fields of administration, including: elementary and advanced publications in business administration, economic development, public administration, and other social science fields concerned with national planning and development.

43Ibid., pp. 32-33.
Support

The National Institute of Development Administration has received significant support from abroad. A major source of finance is the Ford Foundation. According to the agreement on technical cooperation in 1966 between the Thai Government and the Ford Foundation, the latter provided $928,000 worth of technical assistance to the Institute for the first two years, 1966-1967.\textsuperscript{44} Out of this amount, the Institute received the services of American professors and advisors, who were specialists in various fields of academic and professional training, and fellowships for the study and training of its faculty in the United States. The Institute also received a quantity of equipment for teaching and training purposes. In addition, the Institute received technical aid from Indiana University, the University of Wisconsin, Michigan State University, and the University of Illinois. These universities have formed themselves into an organization for the purpose of providing technical assistance to the Institute under their agreement with the Ford Foundation.\textsuperscript{45}

With the government's support, the Ford Foundation assistance, and the interest shown by other organizations both at home and abroad, it is hoped that the Institute will be able to move forward successfully as planned. Apart

\textsuperscript{44}Ibid., p. 9. \quad \textsuperscript{45}Ibid.
from making available an adequate supply of highly trained technical and professional manpower needed for accelerated development of the country, the Institute will be able to supply accurate information for policy and operational decision-making by executives in government and business.

Summary

This chapter has examined the formal introduction of public administration training under Western influence. While the Chapter initially focused on the Institute of Public Administration, other training organizations including the National Municipal League of Thailand and the Special District Officers Training School were also discussed. Western influences have thus resulted in the formal introduction of public administration training into Thailand.

Chapter III has further shown that public administration training begun under an American University has been continued and expanded by the Thai government and universities. This can be especially seen by the establishment of the National Institute of Development Administration, as well as many training programs operated by different Ministries and Departments. At the present time most personnel holding key positions throughout the country have been trained in techniques of modern administration. The role they are playing in accelerating national development is discussed in the next chapter.
CHAPTER IV

THE ROLE OF MODERN PUBLIC ADMINISTRATION
IN THAILAND

Since the establishment of the Institute of Public Administration, the impact of trained administrators has been felt in all public activities. The major changes can be summarized under three headings: National Training Program, Reorganization of Government, and the National Economic Development Plan.

National Training Program

The number of government employees now amounts to about 300,000. To improve and increase the efficiency of these human resources and to give them training and teach them how to work better are the problems of providing good management. As has been shown, the Thai Government set up a national committee to coordinate training programs of all ministries and departments.

It is significant to note, however, that the creation, by the cabinet on December 26, 1956, of a national advisory committee on training of government officials headed by the Prime Minister and composed of under-secretaries of every ministry and a number of high government officials from various ministries, as well as similar top-echelon committees in every ministry, has been highly instrumental in bringing
about the gradual acceptance of training concepts and techniques by all quarters.¹

The government established the Institute of Public Administration at Thammasat University for the purposes of teaching public administration and as a central training center for government officials of all ministries and departments. Now converted to the National Institute of Development Administration, the Institute is responsible for executive development training and training directors, instructors, and supervisors of all government organizations. The trainees are then responsible for organizing training programs in their own ministries and departments. The scope of national training programs is, of course, the thrust of Chapter IV.

Reorganization of Government Administration

After the formal introduction of public administration training to Thailand in 1956, there was a reorganization in the central government for the purposes of having more effective administration and avoiding duplication of work. New organizations were also set up to accelerate national and economic development. Scattered independent government organizations were grouped under the control of certain ministries and departments. The reorganization was intended

to reduce ineffective administration and to increase more economical management. The reorganization occurred at every level of the Thai government and was directly related to the emphasis on training of key officials, who began to apply the concepts and skills acquired via the educational program.

Major examples of such modernization can be found in the reorganization of the Prime Minister's Office and in the establishment of the Ministry of National Development.

**Prime Minister's Office**

There was no Office of the Prime Minister before the establishment of the Institute of Public Administration. The Prime Minister's Office was simply attached to the Cabinet, or Council of Ministers. The Prime Minister was recognized as a member of the cabinet on an equal status with other ministers, Practically speaking, he was the first among the equals, and it was not felt that he needed his own executive office.²

In 1960, Field Marshal Sarit Thanarat, then the Prime Minister of Thailand, wanted to increase the authority of the position. On advice from public administrators and his foreign advisors, and by studying the structure, duties and responsibilities of foreign chief executives, he chose to reorganize. He established "The Executive Office of the Prime

²Department of Interior, Tesaphibal Book I, Section 1 (Bangkok, 1960), p. 10.
Minister," in order to coordinate various agencies formerly scattered in different ministries and to group agencies having the same duties and responsibilities together. This office has somewhat the same meaning as that of the "Executive Office of the President" in the United States.\(^3\)

Since the new organization of the Prime Minister's Office, there are twenty-two organizations grouped together as one ministry.\(^4\) Independent agencies and special units for accelerating national and economic development are grouped together under the control of the Prime Minister. The Prime Minister also serves as the head of the new ministry with one under-secretary to assist in day-to-day work.

Other organizations, newly established under the Prime Minister, are the University of Chiangmai, University of Kon Kaen, University of Pattani, and Board of Investment. Some of these bureaus, organizations, and agencies are headed by political officials, and some are headed by civil service

\(^3\) Ibid., p. 10.

\(^4\) The twenty-two organizations are: the Office of Under-Secretary of the Prime Minister, Office of Prime Minister Resident, Executive Office of the Prime Minister, Bureau of the Budget, Office of the Cabinet, Department of National Intelligence, Department of Public Relations, Office of National Auditing, Office of Law Drafting and Legal Advisory, Civil Service Commission, Office of National Security, the Board of National and Economic Development, the Board of National Education, National Energy Authority, National Research Council, Agricultural University (Kasetsat University), Chulalongkorn University, Thammasat University, Medical University, Arts and Crafts University, Board of Tax Supervision, and the Bureau of Export Promotion. Ibid., p. 48.
officials. All officials below the heads of these organizations are under the Civil Service Commission. There are also staff agencies attached to the Office of the Prime Minister to assist and advise in fields such as economics, politics, and administration.

Office of Accelerated Rural Development. During the communist infiltration of the rural areas in 1965, the Office of Accelerated Rural Development was also established. The purpose are to accelerate the progress of the most underdeveloped areas or critical areas, so that people are not attracted by communist propaganda. Its efforts are particularly important in the remote area in the North-Eastern part of Thailand. This office is under the direct supervision of the Prime Minister, and it directs and coordinates all government activities to help develop these areas. The central office is located in the capital city and is prepared to send out technicians such as doctors, nurses, engineers, and social workers wherever they are needed. This office has almost the same duties and responsibilities as the Department of Community Development, except that it works only in the critical areas in which the communists are already attempting to gain control.

Ministry of National Development

The second major reorganization was the establishment of the Ministry of National Development in 1963. This Ministry
concentrated on grouping developments and agencies responsible for directing national development and upgrading the underdeveloped condition of the country. This new Ministry was charged with carrying out major projects of the national economic development plan, which had been launched in 1961. All scattered departments and government agencies concerned were grouped into this ministry in order to accelerate national and economic growth.

Ministry of Interior

Besides the two ministerial level reorganizations, there were a large number of departments and related agencies established to carry out specialized functions which had emerged in the course of economic and national development training and planning. Three such organizations have been established in the Ministry of Interior.

Office of City Planning. This office was originally attached to the Department of Public Works, Ministry of Interior. It later developed into departmental status in 1958 to provide for city planning both in the capital city

5The department and agencies included are: Office of the Minister's Secretary, Office of the Under Secretary, Office of Technical and Planning, Office of Atomic Energy, Department of Public Irrigation, Department of Mineral Researches, Department of Highways, Department of Land Preservation and Development, Department of Foreign Aid and Assistance, Department of Land Cooperative Movements, Department of Commercial Cooperative Movements and Banking, Department of Cooperative Movements Audit, and Department of National Authority. Khun Vichailak, Organization Act, 1963 (Bangkok, 1966), p. 7.
and the area surrounding Bangkok. This office is now responsible for the advance planning of town and city growth in the next decade and bears witness to the technical training now available in Thailand. In the past there was no systematic town or city planning. Most towns and cities were unplanned, causing considerable trouble in traffic, sewage systems, fire prevention, and other facilities needed by the increasing concentration of people. Towns and cities which had developed in the traditional manner are now urgently in need of remedies and plans, similar to the Bangkok-oriented agency, to meet the needs of growing numbers of people.

Community Development Department. This department was established in 1962 by the Ministry of Interior. The purposes and duties can be stated as follows:

1. To coordinates community activities of the people and to help them increase their standards of living and to lead a more secure life.

2. To give people the education, job training, and new skills to enable them to solve their own problems in the future.

3. To support and promote democratic practices, especially with regard to local self-government.

4. To serve also as the central coordinator of all government and private organizations dealing with community development activities all over the country. The Department is the technical institute in community development and central coordinator with international agencies in this field.


Ibid., p. 243.
Again, the increasing sophistication of public administration training in Thailand is made evident by the creation of a department dependent on technical skills for success.

Labor Department. After World War II Thailand began to develop urban labor problems. Before that time Thailand knew little about urban labor problems because 85 percent of the people worked on the farm. In 1957 the government enacted a Comprehensive Labor Law which gave official recognition to modern unionized collective bargaining. The law provides machinery for settling labor-management disputes and regulates labor organizations. The responsibility for this provision was vested in a new Labor Division in the Department of Public Welfare in the Ministry of Interior.8

In recent years, the expansion of industry, the increasing number of industrial workers, the growth of a labor movement, and the international discussion of labor problems have caused the government to show greater concern for labor relations. Whereas Thai workers were once ignorant of measures needed to protect them, most of them now are increasingly aware of the importance of legislation. The fact that the government has considered it necessary to establish a Department of Labor reflects both the increase in organized labor activity and the government's recognition of the labor movement's power and potentialities. Thus the Labor Division

8Ibid., p. 261.
in the Department of Public Welfare was raised to the status of Department of Labor in 1967. This department conducts programs in training labor in greater skills as well as protects labor from mistreatment by employers. Thus, this relatively new agency reflects both increased training and is responsible itself for further training.

Besides the establishment of the departments just described, most of the existing departments have set up Technical and Research Divisions to assist in modernizing administrative practices. Each department also has its own library for the use of public officials. Such developments are evidence of the recognition of the importance of public administration in the Thai government service today.

The National Economic Development Plan

One of the most importance influences in Thai administration has been the introduction of national planning. For the first time in Thai history there is now a National Economic Development Plan. In 1961 the government of Thailand launched the first national economic development plan. This plan covered a period of six fiscal years running from 1961 to 1966. Practically speaking, the plan relates to the development activities of the central government, the public

---

\(^9\)Ibid., p. 261.
enterprises, and the local governments. This study is concerned only with the national economic development plan as it reflects the impact of public administration, particularly administrative training. Economic planning, of course, depends upon both substantive, technical knowledge and statistical analytical abilities.

The government of Thailand recognizes the importance of the private sector in a free democratic system as a major factor leading to full economic growth. Thus, the government will assist the building up of the infrastructure for private enterprises to run on their own economic course in the future. This objective can be clearly seen in the following statement:

It is believed that in Thailand increased output will be most readily secured through the spontaneous efforts of individual citizens, fostered and assisted by Government, rather than through the field of production. The key note of the public development program is, therefore, the encouragement of economic growth in the private sector, and the resources of government will be mainly directed to project, both in agricultural and non-agricultural sectors of the economy. The construction of irrigation works, and the building and the improvement of roads and the other means of transport, the provision of inexpensive electric power and other physical "infrastructure" projects will claim the bulk of Government expenditure. Agricultural extension and research, technical training, vocational education and other projects, to take a high share of Government investment. The use of resources for these purposes and other Government programs will provide means and opportunities for increased production and enable the private sector to

---

expand on its own initiative. The Government will also undertake to provide for the expansion of social services.\(^\text{11}\)

The Agricultural Sector

The promotion of increased and higher quality agricultural production is assigned first priority in the Development Plan. Agriculture is a vital economic activity and over four-fifths of the labor force draw its livelihood from the land.\(^\text{12}\) About 73 percent of the total exports are agricultural products,\(^\text{13}\) and one-third of the national income is from agricultural products.\(^\text{14}\) To plan for the development of agriculture is, therefore, of critical significance since it implies planning for the advancement of a greater part of the country and of the population.

In the Thai economy, land is the most important natural resource. Optimum development of agricultural land is of fundamental importance since the increase in agricultural production is a principal source of development funds. Further, products of agriculture serve as raw materials for the growing domestic industrial and manufacturing sector. Externally, the surplus over internal consumption of agricultural products will continue to be the country's most important foreign exchange earner. At present, the government has

\(^{11}\)Ibid., p. 9. \(^{12}\)Ibid., p. 10.


\(^{14}\)Ibid., p. 47.
concentrated on opening new land for cultivation. Less than one-fourth of the land is presently under cultivation.\textsuperscript{15}

Therefore, the expansion of cultivatable land outside of the conserved forest areas and the creation of a higher productive capacity are the principal subjects in agricultural planning.

The development of agriculture in Thailand, according to the National Development Plan, has four requirements:

1. The development of national resources, such as land, forest, water resources and wild life. Government activities in this category are to include public and private irrigation, forestry, fisheries and land development.

2. Research and experimentation in new agricultural techniques in order to bring about reforms in production methods, increase productivity, improve the quality of yields, and stimulate the production of new and improved crops and more extensive breeding of animals.

3. The distribution of agricultural information and promotion of agricultural activities is, according to the Plan, to be improved and expanded. There is to be an agricultural extension office in each of the regions, acting as the coordinating agency for the services and activities rendered to the region by the central government agencies.

4. Land tenure improvement to assure ownership by the farmers through land reform is another policy of the National Development Plan. Each farmer will own about ten acres of

\textsuperscript{15}Ibid., p. 48.
land. Land distribution and conservation will be carried out through farmer cooperatives which have already been established for this purpose. Marketing facilities and services are also to be provided by the government to the farmers for the disposal of their product.\textsuperscript{16}

\textbf{Industrial Sector}

The second purpose of the National Economic Development Plan is to promote investment in industry in the private sector. The Plan recognizes that the government has to help in the early stages by building up infrastructure, credit institutions, and other means of promotion. The Plan states:

\begin{quote}
Industry at present still plays only a relatively small part in Thailand economy, but an important objective of the development plan is to promote industrial expansion. This is proposed to be effected by the encouragement of private initiative, consistent with the public interest, and by the creation of a climate favorable to industrial investment both domestic and foreign. Government will promote saving and through various measures seek to stimulate an increased flow of saving into private industry. The growth of industry in the private sector will be further stimulated by a variety of aids and incentives, including an ample supply of inexpensive power, loans on favorable terms, the establishment of industrial estates, tariff protection, tax relief and a minimum of restrictions and controls. Extensive surveys of natural resources will be undertaken by Government to provide valuable information for further industrial development, and programs designed to improve managerial efficiency both in public enterprises and in the private sector will be enlarged and improved.\textsuperscript{17}
\end{quote}

\textsuperscript{16}Office of the Prime Minister, \textit{National Economic Development Plan}, pp. 41-47.

\textsuperscript{17}Ibid., p. 10.
To improve managerial skill, the Department of the Interior has organized a year-round training course for managers, supervisors, and personnel officers of enterprises in the private sector in order to improve efficiency in management.

For the purposes of promoting industrial investment in the private sector, the Government has set up the Board of Investment to assist in legal procedures and to provide tax exemption to investors in certain areas. A Finance Corporation has also been established to provide loans to private enterprises in certain categories. Each year there is an average of 100 applications for such loans.\(^\text{18}\)

Another major policy of the Government is to permit free commercial competition to set prices. The Government accepts the role of a competitive price system in the Thai economy. This is explained in the National Plan in the following way:

The Government will promote commercial competition in the private sector within proper limits. It is expected that free competition will have beneficial results on prices. At the same time, the Government will have to control and regulate the commercial system to ensure such free competition, and to prevent the establishment of monopolies or other business combinations which exploit producers or consumers.\(^\text{19}\)

To carry out such large programs and projects, it is necessary for the government to have efficient public personnel.

\(^{18}\)Bangkok Post, August 28, 1967, p. 5.  
\(^{19}\)Government of Thailand, National Economic Development Plan, p. 11.
At this stage public administration training is of vital importance. The Plan attempts to ensure that public administration in all fields will be improved. The Plan also provides for measures for more effective and extensive training in various phases for administration. For the best results, technicians and administrators that are involved in development project execution need to closely coordinate their efforts; therefore, duplication and overlapping may be avoided.20

During the first five years of the National Economic Development Plan, Thailand established an impressive record of economic growth. The GNP or total production of goods and services increased from 61.9 billion baht in 1961 to 83.2 billion baht in 1965.21 This represents a total increase of 34.4 percent against the planned target of 30 percent. The annual average rate of growth during the period 1961-1965 was 7 percent, which is considered high when compared to the rate during the previous decade.22

In the first phase of the planning period, public development outlays, particularly investment in infrastructure, stimulated the expansion of production. The increase in

---

20 Ibid., p. 12.
22 Ibid.
irrigated land and improvement of water control systems, together with the use of fertilizer, have contributed to the growth rate of agricultural output and crop diversification. At the same time manufacturing construction, power, trade and services were fast growing and dynamic sectors which contributed substantially to the high growth and structural changes in the economy. In fact more than two-thirds of the growth was contributed by the non-agricultural sector, whose weight became increasingly important in the GNP.23

A significant structural change brought about by the second phase of the plan (1964-1966) was the declining share of agriculture in the GNP and the increasing role of the non-agricultural sectors. Agriculture as a share of GNP declined from 37 percent in 1963 to 34 percent in 1965.24 The manufacturing sector increased as a percentage of the GNP from 12 percent in 1963 to 13.5 percent in 1965. The construction, mining, trade and service sectors have accelerated at a faster growth rate than agriculture and have contributed greater shares to national output.25 This tendency appears to have enabled the economy to diversify even further. This course of economic direction shows the increasing role of the industrial sector in national development compared to the agricultural sector which is expected to play a lesser part in the future.

23Ibid., p. 5.  
24Ibid., p. 6.  
25Ibid.
Summary

This Chapter has presented the reorganization of government administration which resulted from the formal introduction of public administration training in Thailand. The National Training Program and new organizations such as the Prime Minister's Office, Office of Accelerated Rural Development, Ministry of National Development, Office of City Planning, Community Development Department and Labor Department were examined. The National Economic Development Plan concerned with the modernization of public administration and dependent on available skills was also discussed. The next chapter will devote itself to conclusions and recommendations.
CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Thailand has had a relatively long history of public administration under a centralized bureaucracy. Traditional culture and Buddhist doctrine provide the value support for the bureaucratic structure of government administration. These basis values, hierarchical status, authority, security, and paternalism pervade the government bureaucracy. Thai culture holds that younger people should obey their elders and superiors and that they should treat subordinates paternaly. This traditional and legal authority is the instrument of the political elite in administering the country, but orthodoxy alone is insufficient to the task of development.

The effectiveness of the increasingly complex system of public administration in Thailand is depending more and more upon the training of its public servants to qualify them to achieve technological and scientific progress. To foster this progress several new administrative techniques have been implemented which were largely influenced by a small group of foreign-trained young intellectuals who were also responsible
for the modernization of the political and economic structure of the country.

The civil service system in Thailand is a unique combination of Western concepts with deeply-rooted Thai traditions. Although the best educated and most highly skilled people in the country are represented in this group, there are several defects in the Thai civil service system which hinder its progress. These defects, which include widespread corruption, are largely the result of inadequate salaries and a lack of initiative which results in part from the somewhat arbitrary manipulation of ministers and inadequate incentives programs. Admittedly, there are failings in the system; however, it generally performs effectively, and government service is still regarded as a very highly respectable position by the people. This respect is one of the contributing factors to the enthusiasm for the new programs.

As the pattern of Thai social structure changes to more specialized functions and more mobility, there will be a tendency toward urbanization, which in turn will require more local government. More trained public administrators will be required as the pattern changes. More specific jobs and technical positions will be created to suit the new needs of urban specialization. District officers will become coordinators or general supervisors of the district. Their tremendous job will be carried on mostly by professional
personnel, and public administration training will have to be expanded to meet this need.

If the Thai bureaucracy is to meet the needs of national development planning in the next decade, government officials' salaries will have to be increased to make them comparable to those given in the private sector. The system of secrecy in individual ministries and departments must be gradually abolished as the people increasingly participate in government activities. Traditional prevailing values in Thai bureaucracy will have to be changed: social prestige, authority, hierarchical status, personalism, and favoritism will have to be lessened. The legalistic approach to administrative service with its inflexibility, red tape, and excessive paper work and committees will have to be replaced by modern techniques of public administration. In short, while the thesis has not focused on developmental problems, Thailand, like all developing nations, has problems inherent in traditional societies, and administrative planning and activity represent the key to modernization.

In order for all these major changes to succeed, an effective system of public administration founded on widespread and effective training for the public services is required. Thus, training in modern administration has become a major tool for the development of Thai political, economic and social institutions. The special committee on public administration programs of the United Nations remarked that
There is a continuation of the associated social and economic ills, such as uncontrolled inflation, widespread illiteracy, rampant disease, or political instability. All of these factors hamper the effective employment of the country's human and natural resources. Improvement in the public administration seems to be one of the primary means through which the adverse condition of underdeveloped countries might be overcome.¹ Consequently the importance of improving the efficiency of public officials through training is a necessary basis for, or an essential preliminary to, the successful execution of the economic, social and political development programs.

Recommendations

Basing them on the past and present training program and the needs for such programs, one may make a series of recommendations that may help assure Thailand of the kind of trained public administrator needed in the years ahead. Nine such recommendations are set forth below.

First, training in public administration must be organized and developed at the national level. Since the creation of the Institute of Public Administration, most ministries and departments have developed their own individual training programs, often with or without the assistance of the Institute. This scattered training should be coordinated by one responsible organization for reasons of economy, shortage of skilled trainers, and maintenance of quality.

The most appropriate organization to assume this responsibility would be the Civil Service Commission (CSC), which already controls and supervises work standards and qualifications for all civilian officials. A new Office of Training Programs should be established in the Civil Service Commission, which would cooperate with academic institutions, such as the NIDA, in arranging training courses to suit particular levels of officials. In the beginning, while there is a lack of trainers, this new office would handle administrative work such as the selecting of trainees holding similar jobs and send them to special courses conducted by NIDA or the universities. In this step, the CSC would design and operate training programs for all government officials.

Second, there should be a closer relationship between government agencies and the academic teaching of public administration and management. Now, faculty members teaching in public administration are occasionally invited to teach in government training programs. The most effective use of such talent is by the Department of Interior, which commonly invites professors from universities to teach its courses. Other administrative organizations, however, seldom use academic instructors in their training programs. They are overlooking a valuable source of training talent, and the academicians are deprived of an instructive relationship.

Courses should be cooperatively designed and developed by government agencies and public administration faculties
in order to assure proper balance between theory and practice. This cooperation would help academic men to know practical administrative problems and, in turn, would give practitioners new theoretical insights into their problems. The public administration courses in universities should be a basis for and should be carefully co-ordinated with the courses offered in the training programs. The faculty teaching public administration should be fully aware of the real problems students will encounter when they leave school and enter government service. If government agencies work with academicians, this awareness will be possible.

It might also be suggested that there be greater interchangeability of academicians and experienced government officials. This exchange or rotation for a period of time would give practical experience to academicians, as well as continuing education to practitioners. At the same time, the students in the universities would benefit from the new experience of their professors and the presence of practitioners from government organizations.

Third, a systematic program of research and preparation of teaching materials should be undertaken. In the present training programs, instructors are responsible for their own teaching materials. Little attempt is made to collect teaching materials after training courses are finished. Such teaching materials and equipment must be systematically collected for use in other programs.
Most departments and ministries now have their own libraries and research units, but they bear little relationship to the training programs. Libraries must be made more convenient and attractive and made available to trainees and all who want to engage in further study. English books on public administration, which are a major source of information, must be translated into Thai so that they are more useful.

A research program in public administration must be linked with the training program if the program is to improve and be kept up-to-date. Most research units now perform other jobs which are not concerned with research activities at all. Officials in research units feel neglected and unimportant to the organization. Such feelings must be overcome by giving more prestige and significance to these positions. Research officers should be given enough time and money to finish research projects, without interference from other assignments. Every effort must then be made to utilize the research finding in training and improvement of administration.

Fourth, public administration should be taught at the undergraduate level. This possibility has long been a subject of controversy in Thailand, but the need for technicians has considerably increased, especially with the advent of intense social and economic planning. To supply this need has been the dream of some educators.

Thammasat
University has long intended to establish undergraduate teaching in public administration to meet such demands, but up to the present time it still offers only graduate-level program.

Public administration must be taught at the undergraduate level to meet Thailand's needs for young public servants. The new national economic development plan cannot be fully implemented by old, semi-skilled administrators. In the next decade young administrators will have to take over this heavy burden. Thailand cannot wait for graduate students to carry out such plans.

Moreover, courses in social sciences and general administration should even be taught at the high school level in order to lay basic groundwork for further study as well as for effective citizenship. At present there is no academic institution conducting such teaching or training the teachers of social science for high school teaching.

Fifth, pre-entry training for various clerical positions and third-grade government officials should be made more effective. Civil Service law now requires people entering government jobs to undergo at least six months' training before their appointment is official. In practice, this required pre-entry training varies greatly in effectiveness, because some government agencies take it seriously while others do not. It is common for persons to enter government service in clerical positions requiring only graduation from a secondary school and passing a competitive examination. They may then
progress to official positions without any further formal training. The only training they receive will be on the job under the supervisor, who may not be an effective teacher. Such practice cannot assure good standards, and for persons entering the service by patronage there are no assurances of training at all. They learn by trial and error.

So far, the training provided by government agencies and academic institutions concerns only special and first-grade or executive levels. No training program has ever been provided for the third and clerical levels. The training of executive levels has thus concerned itself with less than 1 percent of all government officials, while the untrained clerical and third-grade levels number over 90 percent of the public service. If public administration is to be improved, this large number of clerical personnel will have to be trained to support the trained executive effectively.

It would be most appropriate for the Civil Service Commission to take full responsibility for pre-entry training since it now conducts centralized, competitive examinations for clerical and third-grade positions. The CSC could assure that pre-entry training is designed for the particular jobs and skills of each department and that there will be high, uniform standards for all clerical personnel. This centralization of responsibility should save time as well as money.
Sixth, in-service training and mid-career training must be expanded to assure the full development and best utilization of talent. Since the establishment of the IPA, there has been an increase in in-service training in government departments, but its nature has been entirely dependent upon the head of the organization. Most of the third grade and second grade officials have been left untouched by in-service training, and these make up over 15 percent of all government officials. Their work is to assist and support senior executives and public administrators. Their work is vital to the success of the executives, and they may well move up to the top executive or technician levels in the future.

In-service training programs for these levels of officials are critically needed, and the CSC should begin to institute them at the earliest possible moment. Training programs of these kinds can be arranged on an every-three-year basis, which will help trainees improve their technical and management skills and prepare them to step up to higher levels in the future.

Seventh, the complete lack of training available to the holders of the most predominate position in Thai administration, the elected heads of villages and hamlets, must be remedied at once. These native officers are locally elected by the people to take care of fundamental work of the village and hamlet units. They are the middle men between government and the people. They are people of widely different backgrounds and
are authorized to handle a variety of government affairs and administration. They collect statistics, keep records in all fields for every ministry and department, manage mail service, and prepare budgets. They should be trained in general administration and basic management relating to their work.

Eighth, Thai public administrators need a professional association to assist them in developing, exchanging and disseminating information about public administration. The NIDA has indicated it will attempt such an association for public administration. New techniques, problems, and experiences will be exchanged through this organization, which will help develop training in public administration. This association will also be the neutral meeting ground for practitioners and academicians and allow them to express their points of view. Such an organization should stimulate a feeling of professionalism and a desire to improve the management of the public service.

Finally, the *Journal of Public Administration* is now issued quarterly by the NIDA. This journal, if handled by an adequate and active staff, should be most useful in disseminating public administration theory, technique, and professional news to a growing body of officials throughout the country. Modern techniques of administration developed in other parts of the world will reach Thai public administrators through this channel.
How can these policies be properly developed? How can a planned program be successfully implemented? How can the strong and weak points of the execution phase be discovered so as to provide guidance for the future? All these questions concern the duties of administrative officers. Obviously, to carry out these duties efficiently, administrators must have a broad background and a sound professional knowledge. To have capable people in these positions, it is necessary, first of all, to solve the problem of the development of suitable training. While this thesis does not propose to answer these very broad questions, it has dealt with the training aspect.

The political and financial likelihood of any of these recommendations being implemented is not too high. The government of Thailand recognizes that changes are necessary and worthwhile, but changes in government require technical knowledge, and the development of technical knowledge requires large expenditures of money. Thailand is subject to change, but change depends upon co-operation between government agencies and administrators. Co-operation, to this date, has not been of such a nature as to implement change. Attitudes change only with educational development; development comes from improved attitudes. Centuries of custom have created a cycle that must be broken.
Implications for Future Research

This thesis has dealt with training for public administration in Thailand, a country considered as one of the developing nations and one trying to take its place in the modern political and economic world. Future research will be necessary to determine what educational needs are paramount in an ever-changing world, what government policies are needed to bring these changes to fruition, and what special problems a modern technological and industrial society tend to create. Thus, one implication for future research is the very practical one of matching Thai training needs with available resources—financial, human, and attitudinal. Another, more academic, one is the possibility of a comparative study of the status of administrative training in Thailand with that of other developing nations.
BIBLIOGRAPHY

Books


Articles and Periodicals


Reports


Public Documents


Unpublished Materials


Newspapers

Bangkok Post, August 28, 1967.