

Public Administration in the Midst of Change: From A Global Context to the Study of Public Administration in Thailand

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Abstract

Public Administration is a discipline in the field of social sciences that has long been interested by scholars since the emergence of this subject formally known as the famous article entitled “The Study of Administration” by Professor Woodrow Wilson, former President of Princeton University and former president of the United States which was published in 1887. Shortly thereafter, Public Administration began to be well known and gained widespread interest from various educational institutions both in the US and other countries around the world. The study of Public Administration in Thailand has been influenced by such the study in the global context in 1955, when the establishment of the Faculty of Public Administration was established in Thammasat University with the support of the United States Government through Indiana University, which was considered to be the beginning of this subject in Thailand which has resulted in changes in the study of Public Administration in Thailand that can be divided into 3 time periods, namely; the study of Public Administration during the period from 1899 to 1965, the study of Public Administration during the expansion period from 1966 to 1997, and the study of Public Administration during the growth and prolongation period from 1998 up to present.

Keywords : Public Administration, The study of Public Administration in Thailand

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Introduction

In general, democratic countries often have a strong set of goals in developing countries that must be a possible operation to benefit the people. This means that the well-being of the people, good quality of life of the people and the security and safety of the society at the national and local level. It is considered the people as the center of development and the center for receiving various services from the state, such as social service, economic service, political service, educational service, public health service, communicational service, religious and cultural service and travel service. For this reason, the state must have a duty to perform various tasks in order to respond effectively to the needs of the people. The executives need to be knowledgeable in the management of the government as well. It requires knowledge of government administration, called the Public Administration, in the process of administration or government to achieve tangible practical effectiveness.

Public Administration is considered to be a subject or body of knowledge of public administration in carrying out activities that are set up and implemented for the benefit of the people and the country is prosperous and sustainable. Public Administration is of great importance in the creation and development of knowledge or subjects and in practice; public administration is necessary to create knowledge at all times. The development of Public Administration has changed according to the development and context of society and state in each period. It said that the public interest in each period is very different. As a result, the state of affairs has a very extensive educational field. In the present, there are at least three approaches in studying of Public Administration, that is, (1) the study of Public Administration focused on time dimension, (2) the study of Public Administration focused on scope and locus dimension and (3) the study of Public Administration focused on the unit of analysis dimension (Boonyarattaphan, 2009 : 38-42). Thus, the purpose of this article is to explore Public Administration in the midst of the current of change in a global context and also aims to explore the study of Public Administration in Thailand from the past until today to see how important changes in it as well. The authors used an approach in studying of Public Administration with a time dimension-oriented to analyze the development of the study of Public Administration in Thailand. The details were as follow;

Public Administration in the Midst of Change in a Global Context

Public Administration began to be known and gained widespread interest from various educational institutions both in the US and other countries around the world. In the late 1920s, Public Administration courses were opened between 30 and 40 in various universities. But between 1927 and 1936, the number of universities offering public administration courses increased dramatically (Henry, 2010 : 29). However, Public administration in the midst of the current of change in a global context can be grouped into three groups. The first group is the Traditional Public Administration (TPA) or Old Public Administration (OPA) (1887 -1968). The second group is New Public Management (NPM) (1970 - present). And the third one is New Public Governance (NPG) (1990 - present). Each one has the following details;

1. Traditional Public Administration or Old Public Administration (1887 - 1968)

In academic theory, Public Administration admitted that the beginning of Public Administration occurred in 1887, when Professor Woodrow Wilson, a former president of Princeton University and the former president of the United States published a paper titled “The Study of Administration” in the Political Science Quarterly in 1887. He was later recognized as “ the Father of Public Administration” . Traditional Public Administration or Old Public Administration may have the following interesting concepts and theories: Politic-Administrative Dichotomy, presented by Professor Woodrow Wilson, Classic Bureaucracy Theory), presented by Max Weber, a German sociologist. Principles of Scientific Management, presented by Frederick W. Taylor, a US engineer working in a steel mill called Midvale Steel Company in Philadelphia, USA. The Principles of Organizational Administration, presented by Henry Fayol. New Public Administration was formed in September 1968. The New Public Administration academicians have organized a conference on modern public administration (New Public Administration) at Minnowbrook, Syracuse University, New York, USA.

2. New Public Management (NPM) (1970 - present)

New Public Management (NPM) was first introduced by Christopher Hood in 1991 and is a public administration concept that has influenced bureaucracy reform in many countries, including Thailand. New Public Management is considered a management philosophy that has been used by the public since the 1980s. It is an alternative concept that is used in government administration and it offers the most consistent management principles today. NPM is focused on the management of the objectives or achievement in terms of

productivity, value of money as well as improving the quality and satisfaction of the service recipients by applying modern management techniques. It also emphasizes the importance of public participation in public administration (Chaba and Lorsuwanarat, 2013 : 25; Chamaram, 2017 : 18). The spread of NPM reflects the growth of new discourse on public policy implementation and public service delivery in the most severe form. This concept is alleged to have applied the techniques of private sector management rather than Traditional Public Administration or Old Public Administration. It is assumed that the application of such techniques to deliver public services will automatically lead to improvements in the efficiency and effectiveness of these services. Doctrines of NPM consist of 7 main elements: 1) 'Hands-on professional management' in the public sector; 2) Explicit standards and measures of performance; 3) Greater emphasis on output controls; 4) Shift to disaggregation of units in the public sector; 5) Shift to greater competition in public sector; 6) Stress on private sector styles of management practice; and 7) Stress on greater discipline and parsimony in resource use (Hood, 1991 : 3-5).

3. New Public Governance (NPG) (1990 - present)

New Public Governance (NPG) took place in the 1990s as a result of discussions about the impact of NPM on procedural issues, which became very controversial. A Very controversial issue is Public Policy Implementation and the delivery of public services has gone through three distinct designs and delivery patterns: the first is Public Administration (PA), which lasted until the end of the 19th century, around the end of 1970 to the early 1980s, second is New Public Management (NPM) since the beginning of the 21st century, and third is New Public Governance (NPG) until now (Osborne, 1991 : 1-11). NPG organized to lay legal elements, organizational policies, institutional arrangements, cooperation agreements and regulate the public interest. Government is just the institution. Governance is both the institution and the network, so governance may be viewed in two dimensions, namely, narrow dimension is network management which focus on network analysis, types of members participating in the network, network management structure, the process of creating a forum and the opportunity to get involved with the network, and so on. But width dimension is the highest level of cooperation has drawn the participation of all sectors. It is an international cooperation in the world that interests cross-border issues. And another width dimension is the highest level of cooperation has drawn the participation of all sectors. It is an international cooperation in the world that interests cross-border issues (Henry, 2010 : 38-40). NPG has changed 6 main areas: 1) reducing the size of the government sector; 2) creating a governance structure for monitoring and control;

3) Management of new public management principles that apply the principles of private management to public sectors; 4) the use of good governance and the promotion of efficiency and accountability to the public; 5) the creation of links with the society; (Socio-Cybernetic System) opens up other sectors to participate in the decision-making process along with the government and 6) Self-Organizing Network: Autonomy and Local Governance that work in a dependable network (Rhodes, 1996 : 654-660).

The study of Public Administration in Thailand

The study of Public Administration in Thailand has been influenced by the study in the global context. From the past until now, it is said that there are scholars who are interested in studying the development of Public Administration in Thailand. The result of studies related to the study of Public Administration in Thailand published in the report is quite sufficient in the form of a research report. Each of these works reflects the image of Public Administration in Thailand, which varies from point of view. However, if considering the work in details, the author can divide the study of Public Administration in Thailand into 3 time periods, namely; The Study of Public Administration during the period from 1899 to 1965, The Study of Public Administration during the expansion period from 1966 to 1997, and The Study of Public Administration during the growth and prolongation period from 1998 up to present. Each period has the following interesting points;

1. The Study of Public Administration during the period from 1899 to 1965

The study of Public Administration in Thailand dates back to the reign of King Chulalongkorn, the reign of King Rama V, in the establishment of the Civil Service Training School in 1899. Later in 1902, he changed his name from the civil service training school to a servant school and the school of civil servants of King Rama V. Later, he was graciously pleased to establish a civil service school as such. "Chulalongkorn University" on January 1, 1910. The first 4 faculties are Faculty of Medicine; Faculty of Engineering; Faculty of Arts; and Faculty of Public Administration. After the change from the Faculty of Public Administration to the Department of Civil Service and later included in the Faculty of Law. Later, the government realized the importance of administering the country, requiring the knowledgeable civil servants to

set up the Faculty of Political Science, Chulalongkorn University again in 1948 with the undergraduate degree of the Faculty of Political Science, Chulalongkorn University, which taught in 1948 and Master's degree in Thammasat University and politics in 1934, emphasized on the study of political science and law. Later in 1952, Chulalongkorn University organized a new curriculum of the Faculty of Political Science. It is divided into academic departments, Department of General Administration and Finance, Department of Foreign Affairs and Diplomacy (Yawaprapat and Wungmahaporn, 2009 : 4-5).

Later in 1955, when the establishment of the Faculty of Public Administration was established in Thammasat University with the support of the United States Government through Indiana University, which was considered to be the beginning of this subject in Thailand. Because of American Paradigm of Modern Public Administration which has never before been in the Thai government system, it is the technique of public management that maintains the purpose of the agency under the support of the American government. Strategies in using the Faculty of Public Administration, Thammasat University are tools to transform the Thai bureaucracy from Law-based Administration into an applied industrial management technique. The first Strategy is First Line Management, which is the first line of management to infiltrate government agencies by Master's Degree Program (No Bachelor's Degree, It will be a mission that is too broad to impact in the short term) to get the graduates of this section to be the supervisor. The second strategy is to set up a training department called the "In-Service Training Center" to bring Thai officials in charge of the Thai public administration to enhance their knowledge in modern public administration. These people include: The director and the deputy director are called Middle Management. Top Management, a senior civil servant who is not fit to sit for others to teach the public administration, has a course for this group called Executive Development Seminar for Deputy Commissioner, Deputy Director General, Police Commissioner. The Governor of the Inspectorate of the Ministry, etc. (Noranitipadungarn, 2016 : 198-201)

In conclusion, at the beginning of the study of Public Administration in Thailand, it was reflected that it was not very popular at undergraduate level. But most of it was very popular in graduate level. The study of Public Administration at this time focused on administrative law as a guideline for studying Thai bureaucratic system with a law oriented. But after 1955, the study of Public Administration changed by focusing on the Thai bureaucratic system by governmental management techniques that are

based on the purpose of the agency. The study of Public Administration in America has played a significant role and influence in the field of Public Administration in Thailand. At the same time, the study of Public Administration was also tied to the study of political science.

2. The Study of Public Administration during the expansion period from 1966 to 1997

The study of Public Administration in Thailand has expanded significantly after the establishment of the National Institute of Development Administration, commonly known as NIDA on April 1, 1966, with initial assistance from the Faculty of Public Administration, Thammasat University, Department of International Development, Ford Foundation and Midwest University Consortium for International Affairs (MUCIA). Having transferred the Faculty of Public Administration, Thammasat University, a training part of the National Economic and Social Development Board and a teaching part of the National Statistical Office as activities of the Institute. The National Institute of Development Administration (NIDA) is a state-run higher education institution with Opened Master and Doctorate Degree Program under the Office of the Higher Education Commission, Ministry of Education. The Institute's focus is on the study of development sciences and producing the thought leaders to lead the development of the country in line with the dynamics of global change. The Institute keeps ethical and moral services include research, academic advisory services, political science, business administration, social development, environment, language, communication, applied statistics, human resource development, laws, organizational development, tourism management, communications and innovation management, library development and information technology (Academic Service Center, National Institute of Development Administration, 2016 : 4)

At this time, it was the beginning of Public Administration to have its own growth paths, not tied to political science. As can be seen from the establishment of the National Institute of Development Administration (NIDA) separated from the Faculty of Political Science, Thammasat University. In addition, the beginning of the establishment of the Department of Public Administration, Chulalongkorn University and the Department of Public Administration, Thammasat University. At the same time, the expansion of the Institutes of Political Science and Public Administration such as the Faculty of Political Science, Ramkhamhaeng University in 1972, Faculty of Social Sciences, Kasetsart University in 1974, Faculty of Social Sciences, Srinakharinwirot

University in 1975, Faculty of Management Science, Sukhothai Thammathirat Open University in 1980, also found that political and public administration courses were offered in various universities in the regional areas throughout Thailand as well, for example, the Faculty of Management Science, Prince of Songkla University, Hat Yai Campus in 1976. During this time, in addition to the bachelor's degree in Public Administration program, there has been a Master's Degree in Public Administration program by using a Master of Public Administration program (M.P.A.) in both full time and part-time. In addition, the Ph.D. Program in Development Administration, National Institute of Development Administration (NIDA) was launched (Yawapapat and Wungmahaporn, 2009 : 11-25; Registration and Evaluation Office, Sukhothai Thammathirat Open University, 2017 : 2). The above mentioned will reflect that at this time, both central and regional higher education institutions have responded and agreed with the introduction of more extensive Public Administration Curriculum.

In conclusion, the study of Public Administration from 1966 to 1997 reflects the beginning of Public Administration that has its own way of self-growth. It is not tied to political sciences. The Department of Public Administration and the Faculty of Public Administration were established in some universities. The Public Administration curriculum has been well received by both central and regional higher education institutions.

3. The Study of Public Administration during the growth and prolongation period from 1998 up to present

Since the year 1998 onwards, it will reflect that the study of Public Administration in Thailand has grown tremendously in deferent way. One of the reasons is many newly higher education institutions were established. Each and every one of them is open to Public Administration in the public universities, autonomous universities, rajabhat universities and rajamangala universities of technology. In addition, there are two universities, Mahachulalongkornrajavidyalaya University and Mahamakut Buddhist University with originally taught in Buddhism. Subsequently, it expanded into social and political sciences. They both started teaching in Public Administration program, which, currently, there have been the doctorate graduates from such program (Noranitipadungarn, 2016 : 205). In the latter part of the year, the international doctoral program in Public Administration was opened. In addition to the establishment of several newly higher education institutions, the reason is that Public Administration in Thailand is rapidly expanding at least 3 issues, namely, (Santhitivanich, 2016 : 19)

3.1 *Personal factors of learners*; learners who want to increase their knowledge to pursue advancement and career success. As well as gaining social recognition.

3.2 *Political factors*; the government has encouraged the public sector to develop themselves by providing scholarships or the conditions for the promotion of government officials, decentralization from central agencies to local agencies and the expansion of higher education institutions looking to earn more from the opening of special courses.

3.3. *Social factors*; to create a social network of learners because of education will improve the status of society or to focus on qualification rather than ability.

These factors have made a significant contribution to the development of newly higher education institutions and the improvement of existing curricula in Public Administration to meet the needs of learners and social change contexts. This has led to the phenomenon of a variety of public administration curricula ranging from undergraduate to postgraduate. A bachelor's degree program, namely, Bachelor of Public Administration program in Public Administration, Bachelor of Public Administration program in Local Administration, Bachelor of Public Administration program in Human Resource Management and Bachelor of Public Administration program in General Management. A Master's degree programs, namely, Master of Public Administration program in Public Administration, Master of Public Administration program in Local Administration, Master of Public Administration program in Public Policy, Master of Public Administration program in Public Policy and Public Management and Master of Public Administration program in Public and Private Sector Management. And a Doctoral degree programs, namely, Doctor of Public Administration program in Public Administration, Doctor of Public Administration program in Public Policy and Public Management, Doctor of Public Administration program in Public and Private Sector Management and Doctor of Philosophy program in Public Administration.

At present, there seems to be a Ministry of Education Announcement on the qualifications for undergraduate degrees in Public Administration Act BE 2558 and the Ministry of Education Announcement on the qualifications for Graduate Education in Public Administration Act BE 2558 to be the framework for Public Administration courses quality control to provide curriculum or curriculum improvement that will enhance the

quality of graduates with similar standards. It can be said that the qualifications can be considered as a tool to slow down the heat of the growth of the study of Public Administration.

In conclusion, the study of Public Administration from 1998 to the present was said to have expanded and grown significantly because of the establishment of many new higher education institutions. Each and every one of them has more opened to Public Administration, which is in line with the needs of learners and the changing context of modern society. In addition, there are also reasons for the rapid expansion of Public Administration in Thailand, namely, Personal factors of learners, political factors and social factors.

Conclusion

Public Administration is a discipline that deals with body of knowledge in public administration has evolved dramatically. It has been well known and gained widespread interest from various educational institutions both in the US and other countries around the world. The study of Public Administration in a global context changed from the Traditional Public Administration (1887-1968) to the New Public Management (NPM) (1970 - present) and New Public Governance (1990 - present) sequentially. However, the study of Public Administration in the global context has been influenced on the study of Public Administration in Thailand in 1955. When the establishment of the Faculty of Public Administration was established in Thammasat University with the support of the United States Government through Indiana University, which was considered to be the beginning of this subject in Thailand which has resulted in changes in the study of Public Administration in Thailand that can be divided into 3 time periods, namely, (1) the study of Public Administration the period from 1899 to 1965 , which is a period of emphasis on graduate education (Master's degree) and emphasis on administrative law as a guideline for studying Thai bureaucratic system with a law oriented; (2) the study of Public Administration during the expansion period from 1966 to 1997, which is a period of when the Public Administration began its own way of growth without being attached to political Science; and (3) the study of Public Administration during the growth and prolongation period from 1998 up to present, which is a period of the study of Public Administration in Thailand has grown tremendously.

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