

การประเมินผลจังหวัดทดลองแบบบูรณาการเพื่อการพัฒนา กรณีศึกษาจังหวัดนครราชสีมาและจังหวัดปัตตานี

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บทคัดย่อ

การวิจัยนี้มีวัตถุประสงค์เพื่อเปรียบเทียบประสิทธิภาพและประสิทธิผลของการบริหารราชการแบบบูรณาการ
ของจังหวัดทดลอง (จังหวัดนครราชสีมา) กับการบริหารราชการแบบปกติของจังหวัดเปรียบเทียบ (จังหวัดปัตตานี)

กลุ่มตัวอย่างคือประชาชน องค์กรปกครองส่วนท้องถิ่นและกลุ่มข้าราชการของแต่ละจังหวัด โดยใช้วิธีสุ่มแบบแบ่งกลุ่มและสุ่มอย่างง่าย เครื่องมือที่ใช้ในการเก็บข้อมูลคือแบบสอบถาม วิเคราะห์ข้อมูลโดยใช้ค่าร้อยละ ค่าเฉลี่ย ค่าเบี่ยงเบนมาตรฐานและค่าที ผลการวิจัยพบว่า

1. จังหวัดนราธิวาสสามารถแก้ไขปัญหาความยากจนและปัญหาเสพติดได้ดีกว่าจังหวัดปัตตานี ในขณะที่จังหวัดปัตตานีสามารถแก้ไขปัญหาคอร์ปชั่นได้ดีกว่าจังหวัดนราธิวาส ตลอดช่วงเวลาของการทดลอง จังหวัดนราธิวาสไม่ประสบความสำเร็จในการแก้ปัญหากลุ่มชนนุญเรียกร้องของประชาชนในขณะที่ในระยะที่สองของการทดลอง จังหวัดปัตตานีสามารถแก้ปัญหากลุ่มชนนุญเรียกร้องได้ในระดับจังหวัด

2. ความพึงพอใจของกลุ่มประชาชน องค์กรปกครองส่วนท้องถิ่นและกลุ่มข้าราชการที่มีต่อการบริหารราชการในจังหวัดนราธิวาสต่ำกว่าจังหวัดปัตตานีในทุกด้านและทุกกลุ่ม

คำสำคัญ: การบริหารรัฐกิจแบบใหม่, การประเมินผล, นราธิวาส, ปัตตานี, ผู้ว่าราชการแบบบูรณาการ

Evaluation of an Experimental Chief Executive Officer (CEO) Governor Program: A Case Study of Narathiwat and Pattani

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This study aimed to compare the effectiveness and efficiency of the provincial administration in an experimental province (Narathiwat) under the CEO Governor administration with its comparative province (Pattani) under the traditional administration. Drawn through cluster and simple random sampling, the samples consisted of local people, local administration organizations, and government officials of each province. A questionnaire was used in data collection; percentages, arithmetic mean, standard deviation and t-test were used in data analysis. It was found that:

1. Narathiwat could handle poverty and drug abuse problems more efficiently than Pattani while Pattani could handle corruption problems more efficiently than Narathiwat. Throughout the experimental period, Narathiwat was not successful in coping with the demonstration of local people whereas Pattani, during its second phase, could handle the demonstration successfully at a provincial level.

2. The satisfaction of local people, local administration organizations, and government officials toward administration in Narathiwat was lower than that in Pattani in all aspects.

Keywords: CEO Governor, evaluation, Narathiwat, new public administration, Pattani

Introduction

The most asserted subject in administration both governmental and private sectors is “efficiency” In the public administration domain,

the administration which focuses on efficiency was initiated by a scholar named Woodrow Wilson who wrote an article entitled “The Study of

Administration" in 1887. What Wilson claimed was a new bond in political science. Instead of a focus on seeking a political truth, Wilson asserted that political science academics should focus on how to improve public administration. It is very important since "it is getting to be harder to run a constitution than to frame one." (Wilson, 1887). Therefore, the reorganization and reform in governmental sectors must be done. According to this concept, the public administration will advance to monitor organizational management and governmental administration in order to meet an efficient level. The government has to undergo any appropriate means and achieve the goals. Moreover, an efficient administration should be undertaken to save budget and energy as much as possible. Wilson believed that political affairs and administration must be clearly distinct.

Noticeably, the core concept of an efficient administration is that public administration has to rely on the foundation of Science of Management and is distinct from political affairs. While Wilson was proposing Science of Management, another administration academic, Frederick W. Taylor (1856-1915) investigated and tried out Scientific Management. Taylor was reputed and recognized as Father of Scientific Management because he pioneered the Time and Motion Studies. At present, Science of Management is regarded as a semi-scientific concept since it identifies men as additional part from the mechanism. He inserted that there should be only the best way of achievement. Therefore, Scientific Management aims to increase products by seeking the fastest, the most efficient and the most energy-saving means of production. Discovering such means, Science of Management then carries on its task by assigning workforce to follow the best means. The classic theory of organization was developed under the concept of the scientific management since if the best means of achieving an economic production is found, there also should be the only means of achieving organizational management in the society. Management scientists believe that rules of principles of this

management ought to be sought (or are being sought) by scientific scrutiny and observation (Taylor, 1911).

The effect of the concept of scientific management on subsequent management and organization is the principles of management with emphasis on "organizational structure and control." This concept remarks that organization and control are identical. The control will be effective if organizational structure is formed with responsibility and efficiency. As a result, a governmental structure with an emphasis on control becomes important. However, the structure of such organization and management with an emphasis on control should be well-defined. That is, within the structure, there are division of works, span of control, hierarchy, line of command, reporting, standard operating rules, procedures and clear policy. This management with an emphasis on scientific and efficient means resulted in reform in governmental sectors in the United States of America in the early twentieth century. Noticeably, the reform occurred along with an industrial expansion. In addition, the growth also took place in governmental roles in different matters as well as in welfare services provided by state enterprises. This growth in governmental roles took place along with the expansion of political, military and economic US roles in international stage especially during World War II.

Clearly stated, according to the principles of new administration, the important thing in monitoring an organization to achieve the output efficiently or to organize the structure and control the management to reach the outcome economically is the role of administrators in making a decision and coordination. This concept is evident in a theory of administrative principles in making decision and coordination. The so-called POSDCORB is the theory, inserting that administrative procedures consist of planning, organization, personnel administration, command, coordination, reporting and financial management (Gulick, 1937). This so-called POSDCORB results in clear and efficient job descriptions of

administration groups in every organization. This administrative function is recognized as Chief of Executive Officer (CEO), which is normally applied to business sectors. However, practically, this principle also includes administration groups in governmental and political sectors. Noticeably, in the history of each service, there has been much effort to take this principle into practice for utmost productivity, more or less depending on each social and human context.

On the other hand, the Thai public administration, as generally perceived, comprises of the central administration, regional administration and local administration. Over years, an effort has been made to reform the Thai administration to be more efficient and responsible for the public. Voradet Chandarasorn (2001, 85) clearly indicates that, since the Reforms of King Chulalongkorn in 1892, the Thai public administration has never seen any systemic, large-scale change. The rearrangement of departments and ministries in 1932 and the adjustment of Thai bureaucratic structures in 1951 and 1957 were merely incremental changes in accordance to the expanding socioeconomic development. Being influenced for years by the "old school of public administration," the Thai bureaucracy got stuck to the problems of over-centralization, bureaucratic polity, over-expansion, over-regulation, and the lack of community participation.

Since the establishment of the Constitution in 1997, Thailand has encountered several crises. Thus, reform has been made to political, bureaucratic, law and educational systems. The most significant process, however, is the reform of governmental system, a basic element of the state apparatus. The reform of state system has to be considered through *raison d'être* with several dimensions. The Thai state has existed through many dimensions, namely the dimension of security, economic development or market machinery, people's participation, social and environmental responsibility (Chai-anand samudawanij 1998, 235-277)

It is noticed that *raison d'être* is complicated and more influential in an administrative

model than in economic effectiveness and efficiency solely. Since the past 40 years, there has not been a sole model of public administration. Instead, the public administration consisted of three models. The first model was the administration primarily under the national policy established by the central government which was called the Integrated-Model Provincial Administration system or CEO Governor system. The second model was the administration under plans and schemes of many departments in the central government, mainly based on the National Economic and Social Development Plan. The last model was the administration by local administration organizations.

Among the above three models, the most powerful and intense model is the second model which is based on plans and schemes of many departments in the central government, mainly based on the National Economic and Social Development Plan. However, under the present government's policy, the model of integrated administration is mainly supported. Therefore, the CEO Governor model makes governors be a direct hand to run administration from the central government. The problem is the regional administration structure under the leadership of a governor in accordance with the National Bureaucratic Administration Order Act B.E. 2534 in which a governor cannot exercise his actual role in general administration and development. Hence, many ministries, departments and governmental agencies have yet handed over their power to a governor administration. Instead, their exercise of power is undertaken directly through provincial government chiefs (Huana Suan Chagwat) or through their own regional bodies (Suan Phumipaak). Moreover, a province is not a governmental body with its fully legal executive power like governmental departments. The governor's role in the administration is only to coordinate all regional and local affairs in a province.

The key component of the CEO Governor administration is to systematically reform and revolutionize the role of a province as the bureau-

cratic system. To have a bureaucratic reform, the government needs efficiency and concise structure properly for certain situations. The governor then becomes "an assistant to Prime Minister" in the national administration at a provincial level, bringing national strategies into practice in a province successfully and efficiently. This reform is relevant to the framework of the classic administration theory with the focus on administration efficiency. Therefore, the governor has to take the role of Chief Executive Officer with exercise of both ministerial and unofficial power. The leadership is implemented in working development, procedures, administrative structure, decision-making and coordination. Briefly, there are three duties of the governor under the CEO Governor program.

Firstly, the governor is an image creator for a desirable province as needed by implementing national strategies in accordance with local demands and situations as well as expanding these strategies into operational plans and goals of provincial development.

Secondly, the governor is a designer of efficient operational system in advocating strategies of provincial development to achieve goals.

Thirdly, the governor is a problem shooter who eases the success of the operation as well as providing support to boost confidence and delegating authority and required resources to subordinates to achieve the common objectives.

Although the role of the CEO governor as suggested seems beneficial, an experiment should be undertaken for performance assessment before the actual expansion to other provinces.

The Cabinet then approved on August 7, 2001 to have Ministry of Interior undertake an experiment of the CEO Governor program in five provinces, namely Lam Pang which is a mid-sized province, Si Sa Ket which is a province with a poverty problem, Chai Nat which is an agricultural province, Phuket which is a tourism province and Narathiwat which is a border province with the other five provinces for comparison. These comparative provinces are Phitsanulok, Surin, Ang

Thong, Pangnga and Pattani respectively.

To assess the performance, pre-assessment, interval-assessment and post-assessment should be undertaken. Prince of Songkla University was thus assigned to assess the program in Narathiwat and Pattani.

Objectives

This study aimed to compare the effectiveness and efficiency of the provincial administration in an experimental province (Narathiwat) under the CEO Governor administration with a comparative province (Pattani) under the traditional administration.

Scope of the Study

1. Evaluated Areas

1.1 Performance in solving poverty problems

1.2 Performance in solving drug abuse problems

1.3 Performance in solving corruption problems

1.4 Performance in solving protesting mobs by local people

1.5 Satisfaction of people, local administration organizations and public authorities towards the provincial administration and the governor leadership (in terms of solving poverty, drug abuse, corruption problems, public services at police stations, Land offices, healthcare places, leadership, initiative, dedication, decision and honesty)

2. Evaluated Provinces

Narathiwat was an experimental province.

Pattani was a control province.

3. Evaluation Phases

There are three evaluation phases as follows:

3.1 Pre-evaluation before the experiment (This phase was undertaken and completed before the starting day of experiment which is on October 1, 2001)

3.2 The first interval-evaluation which was undertaken after 6 month of the experiment.

3.3 The second interval-evaluation which was undertaken after 1 year of the experiment and the completion of the experiment in October 2002.

Methodology

This study was a quasi-experimental evaluation in the so-called Non-Equivalent Group Design in order to compare the experimental province with the comparative one which is in similar characteristics but not exactly identical in terms of geographical, economic, social, cultural and problem situations. The experimental province was framed to exercise provincial administration and was given treatment in terms of delegation of power in commands, personnel and budget administration according to the cabinet's guidelines. In contrast, the administration in the comparative province was conventional.

1. Population and Samples. There were three groups of them as follows:

1.1 Local people. They were divided into city and off-city groups. In the city area, 480 were sampled from six municipality communities by the Cluster Random Sampling. Then, 80 were sampled from each community by the Simple Random Sampling. The total was 480. In off-city areas, four districts were sampled (in each province) by the Cluster Random Sampling. Then, four sub-districts were sampled and in each sub-district, one village was sampled. 30 households were sampled in each village by the Simple Random Sampling. Therefore, the total was 1480 samples from four districts with 120 samples in each district. The whole samples in the city and off-city in each province were 960.

1.2 Local administration organizations. The samples were governmental officers, municipal councilmen, provincial administration organization members and Tambon (sub-district) administration organization members sampled by the Cluster Random Sampling and the Simple Random Sampling. 250 samples were from each province

1.3 Public officials. They were governmental office chiefs, operational officers

except officers in Court of Justice, public prosecutors, soldiers, and teachers /instructors. 450 samples were randomized in each province by the Cluster Random Sampling and the Simple Random Sampling.

2. Study Tools

The secondary data from Report Forms designed by the assessment team in cooperation with Ministry of the Interior were collected to indicate administrative elements and effectiveness. The primary data from the questionnaire designed by the researchers in cooperation with Ministry of Interior were collected to indicate the satisfaction of the targeted population.

3. Collecting Data

The data were collected three times in three phases as follows:

First, the primary and secondary data were collected before the experiment date (October 1, 2001) as the basic data of the study.

Secondly, the primary and secondary data were collected after 6 months of the experiment (on March 31, 2002).

Thirdly, the primary and secondary data were collected after 12 months of the experiment (on September 30, 2002)

4. Data Analysis

A percentage was used for the secondary data analysis while an arithmetic means, standard deviation and t-test were used for the primary data analysis.

Study Results

1. In terms of the administrative resources, it was found that Narathiwat achieved its schemes more efficiently than Pattani. For example, more new innovative projects were found in Narathiwat than in Pattani. Moreover, the budget management of the finished projects in Narathiwat was found more efficiently than in Pattani and the like.

2. In terms of handling poverty problem, it was found that Narathiwat could manage the problem more efficiently than Pattani by examining some key indicators. For instance, a higher number of "quality" tourists visited Narathiwat

than Pattani. Less unemployment rate was found in Narathiwat than in Pattani. Repaying the loan of the Public Bank scheme in Narathiwat was found much more than in Pattani and the like.

3. In terms of solving drug abuse, it was found that Narathiwat could manage the problem more efficiently than Pattani by examining some indicators. For instances, the number of the educational institutions without drug abuse in Narathiwat was more than in Pattani. Also, in Narathiwat, the number of village with the severe drug problem in Narathiwat decreased while the number of the arrest concerning the drug manufacturers, consumers and dealers increased.

4. In terms of solving corruption, Pattani could manage the problem more efficiently than Narathiwat by certain indicators which in overall constantly show good performance. For example, a public bid was carried out on the Internet. A bid announcement was publicly made and publicized in many offices in accordance with the regulations. Also, an amount of the budget was saved from the bid management.

5. In terms of managing local protest, it was found that Narathiwat unsuccessfully managed this problem during the experiment while Pattani managed a protest successfully during the second phase of the experiment. The Pattani governor could handle the problem at a provincial level.

6. It was found that the level of the satisfaction revealed by local people, local administration organizations, and governmental officers towards the Narathiwat governor's performance is lower than that towards its counterpart in every aspects (namely, poverty, drug abuse, corruption, District Office services, Police Station services, Land Office services, healthcare services, leadership attributes-initiative, dedication, decision and honesty) and in every population group.

Discussion

1. It was found that Narathiwat could manage the administrative resource more efficiently than Pattani. This was probably because

there was a flaw in the delegation of power to the CEO Governor in provincial personnel administration, operational support, budget management, commanding, follow-up procedure and reporting. Because there was no improvement in the overall administration, certain progresses in

Narathiwat administration were found. Consequently, policy intervention of CEO governor administration in Narathiwat only brought about the achievement in certain aspects but not flawlessly.

2. In terms of efficiency and effectiveness in the management of solving many problems, namely poverty, drug abuse, corruption and demonstration, the results yielded as follows:

2.1 In solving the poverty problem, Narathiwat could manage this problem more efficiently than Pattani by examining certain indicators. For instance, a higher number of "quality" tourists visited Narathiwat than Pattani. Less unemployment rate was found in Narathiwat than in Pattani. Repaying the loan of the Public Bank scheme in Narathiwat was found much more than in Pattani. This is because Narathiwat, a border-trading province, has potential tourist destination. It is evidence that the provincial administration could exploit the opportunity and positive circumstances, encouraging tourists from Malaysia to come to visit its border town, Sungai kolokhas. Consequently, a number of quality and normal tourists generally stay in this province. On the other hand, Pattani, though housing many tourist destinations, only welcomes excursionists who stay less than 1 day. Moreover, Narathiwat is the place in which the Thaksin Ratchanivej Royal Palace is situated. Every September-October, His Majesty the King accompanied by Her Majesty the Queen with all their royal family remains their stay in this palace for their gracious visit to local communities in this province and other provinces nearby, especially to visit royal-initiative projects. Narathiwat contributes its attention to this matter by expanding its provincial development strategies of the royal-initiative projects to raise residents' income. Moreover, local people in Narathiwat preferably

travel to Malaysia for employment due to an easily accessible transportation to this country. As a result, the rate of unemployment in Narathiwat was lower than that in Pattani, being a crucial factor to ease the poverty problem in the province evidently.

2.2 In terms of the drug abuse problem, it was found that Narathiwat could manage this problem more efficiently than Pattani by examining certain indicators such as a higher number of free-drug educational institutions and a gradually increasing rate of drug manufacturer, consumer and seller arrests. This is because in Narathiwat, there are the Center of Drug Suppression and Prevention together with the Foundation of Drug Suppression and Prevention while in Pattani only the Center of Drug Suppression and Prevention exists. Moreover, educational, family institutions and private sectors contributed cooperation to run counter-drug programs eagerly. The CEO Governor program is also a key to gather all cooperation from all governmental offices for a quick decision and solution to problems under the leadership of the CEO Governor as head who could deliver commands to provincial office heads. In addition, all involved parties have realized the importance of the drug abuse problem. The CEO Governor also employed this new administration to reform the provincial working system. Constant informal and formal workshops with brainstorming, discussion and idea exchange were organized and missions of solving the drug abuse were distinctly assigned under the framework of shared administrative resources of involved offices to focus on this problem. Positive responses, therefore, were gained from operational offices. Pattani also managed the drug abuse problems constantly in large areas by building the awareness of solving drug abuse problems to local people. However, some indicators in Pattani showed lower levels than those in its counterpart due to some restrictions and limitations of minor working steps or working machinery in many offices for efficient concept and operational cooperation. Hence, the achievement of Pattani to solve drug abuse problems from some indicators

showed lower levels than that of Narathiwat.

2.3 In terms of solving corruption, Pattani could manage the problem more efficiently than Narathiwat by certain indicators which in overall constantly show good performance. For example, a public bid was carried out on the Internet. A bid announcement was publicly made and publicized in many offices in accordance with the regulations. Also, an amount of the budget was saved from the bid management. The reason for this is probably that the bid working system in Pattani was managed more efficiently than in its counterpart. However, when considered only in Narathiwat, the corruption was markedly solved, though in a low level indicated by no complaints after the experiments, compared to the number before the CEO governor experiment which was 19 cases.

2.4 In terms of managing local protest, it was found that Narathiwat unsuccessfully managed this problem during the experiment while Pattani managed a protest successfully during the second phase of the experiment. The Pattani governor could handle the problem at a provincial level.

3. The satisfaction of the samples, namely local people, local administration organizations, and governmental officers towards the Narathiwat governor's performance, was lower than that towards its counterpart in every aspect. This might be because of the rigid following-up, monitoring and inspecting management by the Narathiwat governor towards the officials to achieve the new administration program. This rigid performance could be noticed from the administrative system set by the cabinet such as to appoint the Provincial Administrative Commission, the Governor-Advisory Commission, the Provincial Executive Board and to establish provincial representatives of each ministry. Moreover, an official has to be in charge of each strategy. A weekly workshop is organized at the Governor's house. So is the monthly press conference with the presence of provincial office heads. In addition, additional provincial strategies were announced. The new administrative system

with strong determination and the scholastic process might oppress those related to this system and they reflected a decreasing level of the satisfaction. Like this situation, students might be dissatisfied when blamed by their teacher. Another explanation might be the public anticipation that the CEO governor program would benefit and respond to the public or would resolve local problems appropriately without any consideration to the administrative factors-the delegation of authority from the ministry to the governor-whether they assisted the performance of the new CEO governor program or not. From this anticipation, the satisfaction towards Narathiwat governor was lower than that of its counterpart which did not get any pressure from the public. Moreover, the Pattani governor showed his high administrative skills in terms of prompt, flexibility, access to the target groups, being a compromising person, having many working networks and experience in offensive-styled public relations. Besides, the public has perceived his concrete outcomes. From the above, the Pattani governor received a higher level of satisfaction than its counterpart did.

In conclusion, Narathiwat managed the overall administrative performance slightly efficiently than Pattani though, in specific details, the Pattani governor gained a higher level of the administrative satisfaction than his counterpart did. However, the performance which represented the outcome of the CEO Governor program functioning procedure was solidly significant when compared to the level of the administrative satisfaction. The satisfaction, despite being the key component of the administrative procedure, was a personal attitude and the regular shift of administrators has to be done finally. Therefore, the key concept should be based on the "principle" which means the CEO Governor administration or the operational approach which the Narathiwat governor followed, the approach set by the cabinet in order to experiment the CEO Governor program. This experimental administration was undertaken although the delegation of authority under the new administrative scheme was not

well prepared. Moreover, the budget was already allocated before the experiment and the experiment duration was brief. However, all unsupportive factors were only technical in the operation, which could be developed and improved later. In sum, when all primary and secondary data, indicating both quality and quantity features, was considered, Narathiwat managed the administration more efficiently than Pattani.

Recommendations in Approach and Future Developmental Expansion

1. The CEO Governor program should be expanded for further development since this scheme contributes many advantages. For example, the operational procedure is concise. The approval from the central government is not needed, causing the progressively efficient administration, time and budget reduction and reducing the workload of the central government. Excessive personnel can be relocated in needy offices. The resource administration can be done efficiently to relocate the resource to focus on the key problem or to meet the key provincial strategies directly. Public services can be performed rapidly and problems can be prevented promptly. As a result, initiatives and working culture under participation are promoted. Public services from all governmental officials will be public-centered. Importantly, this strategy administration is compatible with future transformation.

2. The CEO Governor program should be promoted continuously by improving the delegation of authority to the CEO governor in accordance with roles and duties. The delegation of authority in commands should directly respond to local problems. The budget administration should be managed more efficiently than before. The provincial strategy planning should be set and used for the budget framework of the province in every office under the approval of the Provincial Executive Commission.

3. The efficiency of CEO Governor supporting machinery should be improved in terms of personnel, working systems, administrative information, strategy planning, provincial devel-

opment plans and follow-up and evaluation systems.

4. Constant training of modern administrative concepts and skills should be undertaken to CEO governors to react actual administrative environment with the limitation of physical, social, economic, political factors and rapid technological changes as well as giving an intensive training to understand the administrative psychology.

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