



วารสารวิจัยและพัฒนา มหาวิทยาลัยราชภัฏสวนสุนันทา
ได้รับการประเมินคุณภาพวารสารวิชาการอยู่ในฐานข้อมูล TCI กลุ่ม 1

Model Development for Local Government Organization: Administration to High Competency Organization การพัฒนาตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูง เสน่ห์ จัยโต¹

Abstract

The purposes of this research study is 1) to study current circumstance of Local Government Organization Administration in the following aspects; strategic management towards sustainable development, modern organization management and human capital management 2) to visualize lesson learned from successful local government organization 3) to develop model for Local Government Organization to high competency organization and 4) to pass on models for local government organization to high competency organization.

The population in this study was a number of 7,853 Local Government Organization administrators. The Krejcie & Morgan table was used to determine a number of 400 samples. Key informants were three successful administrators. The research tools were questionnaire and interview form. The obtained data was analyzed by frequency, mean, standard deviation and content analysis.

The results of this study were concluded as follows: 1) Results of the study on current circumstance of strategic management towards sustainable development, modern organization management and human capital management, it was found at high level. 2) As for lesson learned visualizing from successful Local Government Organization, it was discovered. The successful administration Technique composed of 4 components. Also the successful administration process adopted the principle of good governance that composed of 10 principles. 3) Results of the model development for Local Government Organization to high competency organization found three factors affecting the high competency organization of local government organization which included change management process, change management technique and factor of change management success. 4) Results of experiment models for local government organization to high competency organization, were found acquired more knowledge at high level after completed training on passing on three models.

¹ Assoc. Prof. School of Management Science
Sukhothai Thammathirat Open University



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Keywords: Development, Model, High Competency Organization, Local Government Organization

บทคัดย่อ

การวิจัยครั้งนี้มีวัตถุประสงค์ 1) เพื่อศึกษาสภาพปัจจุบันการบริหารองค์กรปกครองส่วนท้องถิ่นด้านการบริหารยุทธศาสตร์สู่การพัฒนาอย่างยั่งยืน ด้านการบริหารองค์กรสมัยใหม่ และด้านการบริหารทุนมนุษย์ 2) เพื่อถอดบทเรียนองค์กรปกครองส่วนท้องถิ่นที่บริหารประสบความสำเร็จ 3) เพื่อพัฒนาตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูง และ 4) เพื่อถ่ายทอดตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูง

ประชากรการวิจัยได้แก่ ผู้บริหารองค์กรปกครองส่วนท้องถิ่น จำนวน 7,853 คน กำหนดขนาดกลุ่มตัวอย่างโดยเปิดตารางสำเร็จรูปของเครซี และมอร์แกน จำนวน 400 คน ผู้ให้ข้อมูลหลักได้แก่ ผู้บริหารที่ประสบความสำเร็จ 3 คน เครื่องมือในการวิจัยได้แก่ แบบสอบถาม และแบบสัมภาษณ์ การวิเคราะห์ข้อมูลได้แก่ ความถี่ ค่าเฉลี่ย ส่วนเบี่ยงเบนมาตรฐาน และการวิเคราะห์เนื้อหา ผลการวิจัยสรุปได้ดังนี้

1) ผลการศึกษาสภาพปัจจุบันการบริหารองค์กรปกครองส่วนท้องถิ่นด้านการบริหารยุทธศาสตร์สู่การพัฒนาอย่างยั่งยืน ด้านการบริหารองค์กรสมัยใหม่ และด้านการบริหารทุนมนุษย์ พบว่าอยู่ในระดับมาก

2) ผลการถอดบทเรียนองค์กรปกครองส่วนท้องถิ่นที่บริหารประสบความสำเร็จ พบว่ามีกระบวนการบริหารที่ประสบความสำเร็จ 4 ขั้นตอน มีเทคนิคการบริหารที่ประสบความสำเร็จโดยยึดหลักการธรรมาภิบาล 10 ประการ

3) ผลการพัฒนาตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูง พบว่าปัจจัยที่มีผลต่อการเป็นองค์กรสมรรถนะสูงขององค์กรปกครองส่วนท้องถิ่นมี 3 ปัจจัย ประกอบด้วย กระบวนการบริหารการเปลี่ยนแปลง

4) ผลการถ่ายทอดตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูง พบว่าผู้เข้ารับการฝึกอบรมมีความรู้หลังการฝึกอบรมถ่ายทอดตัวแบบการบริหารองค์กรปกครองส่วนท้องถิ่นสู่องค์กรสมรรถนะสูงทั้ง 3 ตัวแบบ อยู่ในระดับมาก

คำสำคัญ : องค์กรสมรรถนะสูง การพัฒนา ตัวแบบองค์กรปกครองส่วนท้องถิ่น

Rationale

It was appeared 3 following problems still existed in Local Government Organization administration. To elaborate, firstly; Local Government Organization's problem on strategic management towards sustainable development which was in line with the research work of Boonsri Prommapun and Saneh Juito (2552: 5) entitled Sub district Government Organization Model for Strategy Focused Organization through Application of Balanced Scorecard. In its strategic management, apparently Sub district Government Organization did not apply the balanced scorecard with the management process. Moreover, the Strategy Focused Organization and Strategy Map were neither implemented in the strategic management, whereas strategic management operation was inconsistent with the principles and concepts of strategic management for sustainable



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development theory. Situation analysis however was not complete, overall and real. Identification of vision, mission, core value, strategic issues, strategy, objectives, indicators, goal setting and initiative projects did not meet and integrate with logic. Inappropriate strategic operations were discovered, such as interpretation of strategy to real practice, design of Strategic Business Unit (SBU), participatory approach in strategic operation by everyone, budget support unsuitable with identified strategy including leadership skills of Local Government Organization administrators. From the above Local Government Organization's problems in the aspect of strategic management towards sustainable development, it is therefore, necessary to develop Local Government Organization's strategic management towards sustainable development. Secondly, Local Government Organization's problem on modern organization management in accord with the research work of Saneh Juito (2554: 7) entitled Competency Development for Local Government Organization Personnel. Public Management Quality Award (PMQA) implementation was found at medium level, in terms of leading organization, strategy planning, customers and stakeholders focus, measurement, analysis and knowledge management, human resource management, process management and operations outcomes as stipulated earlier in the Performance Commitment. From the Local Government Organization's above problems

in the aspect of modern organization, it is therefore, necessary to develop Local Government Organization to become the modern organization administration. Thirdly, human capital management problem was found in Local Government Organization that also mentioned in the research work of Boonsri Prommapun and Saneh Juito (2545: 7) entitled Indicators for Personnel Administration of Local Government Organization. In the research, the patron-client system remained in some of Local Government Organization as well due to lack of efficient mechanism and tools for human resource recruitment, awarding human resource, human resource development, keeping and protecting human resource. As a result, their competency was not properly developed to high performance. Apart from this, Local Government Organization did not employ Competency Management System as indicated in the research of Saneh Juito (2554: 137-139) entitled Competency Development for Local Government Organization Personnel saying Local Government Organization which included Provincial Administration Organization, municipality, and Sub district Administration Organization failed to employ the competency management in search, personnel selection and performance evaluation, personnel development and payment. Sub district Administration Organization needed development in 6 core competencies namely; service mind, insight



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in organizational culture, building network and participatory approach, democracy consciousness, insight in human resource development and team work. Meanwhile development in 6 competencies needed by municipality composed of service mind, morality, ethics and social responsibility, building network and participatory approach, conflict management in community, initiative out of box and team work. Whereas Provincial Government Organization would like to develop 6 following aspects of competency i.e. insight in organizational culture, invention of innovation, building network and participatory approach, achievement focused performance, insight in human resource development and team work for instance. With these reasons regarding Local Government Organization's problems on human capital management, Local Government Organization development through human capital management is crucial accordingly.

From the above-mentioned Local Government Organization's problems on strategic management towards sustainable development, modern organization management and human capital management including the National Social and Economic Development Plan No.11 (B.E. 2555-2559)

that has significantly highlighted on strengthening official administration system with efficiency to improve the people's quality of life along with the research strategy that specially placed emphasis upon the policy, management strategy and efficient public administration, thus it was quite interesting for the researcher to conduct the research on Model Development for Local Government Organization Administration to High Competency Organization.

Objectives

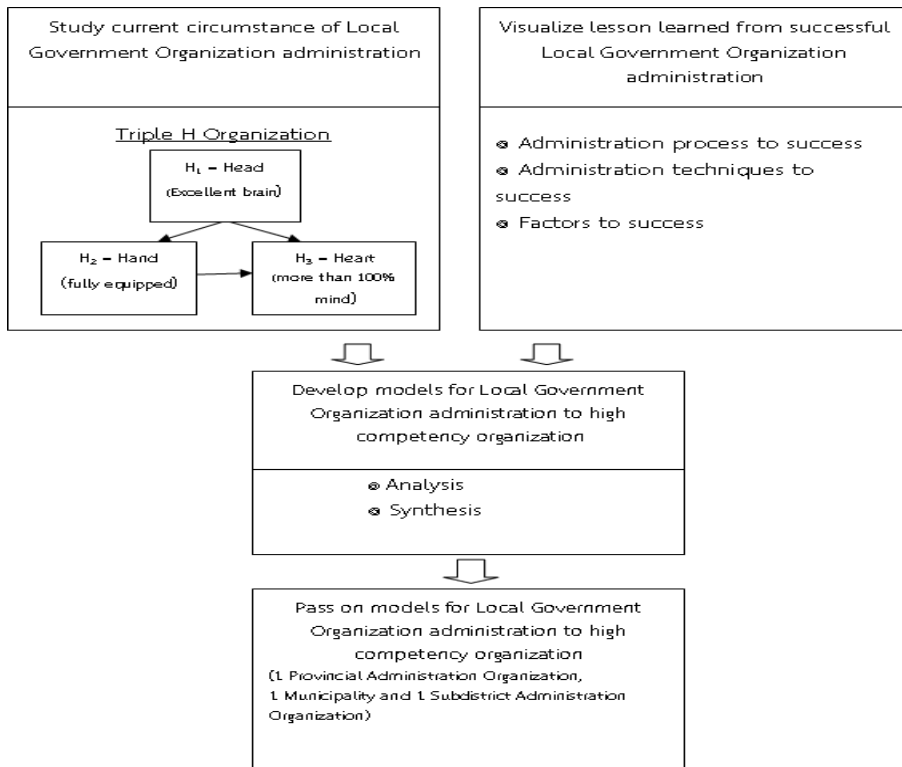
1. To study current circumstance of Local Government Organization administration in the following aspects; strategic management towards sustainable development, modern organization management and human capital management.
2. To visualize lesson learned from successful Local Government Organization.
3. To develop models for Local Government Organization administration to high competency organization.
4. To pass on models for Local Government Organization administration to high competency organization.

Conceptual framework determined by the researcher displayed in Figure 1.



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Figure 1

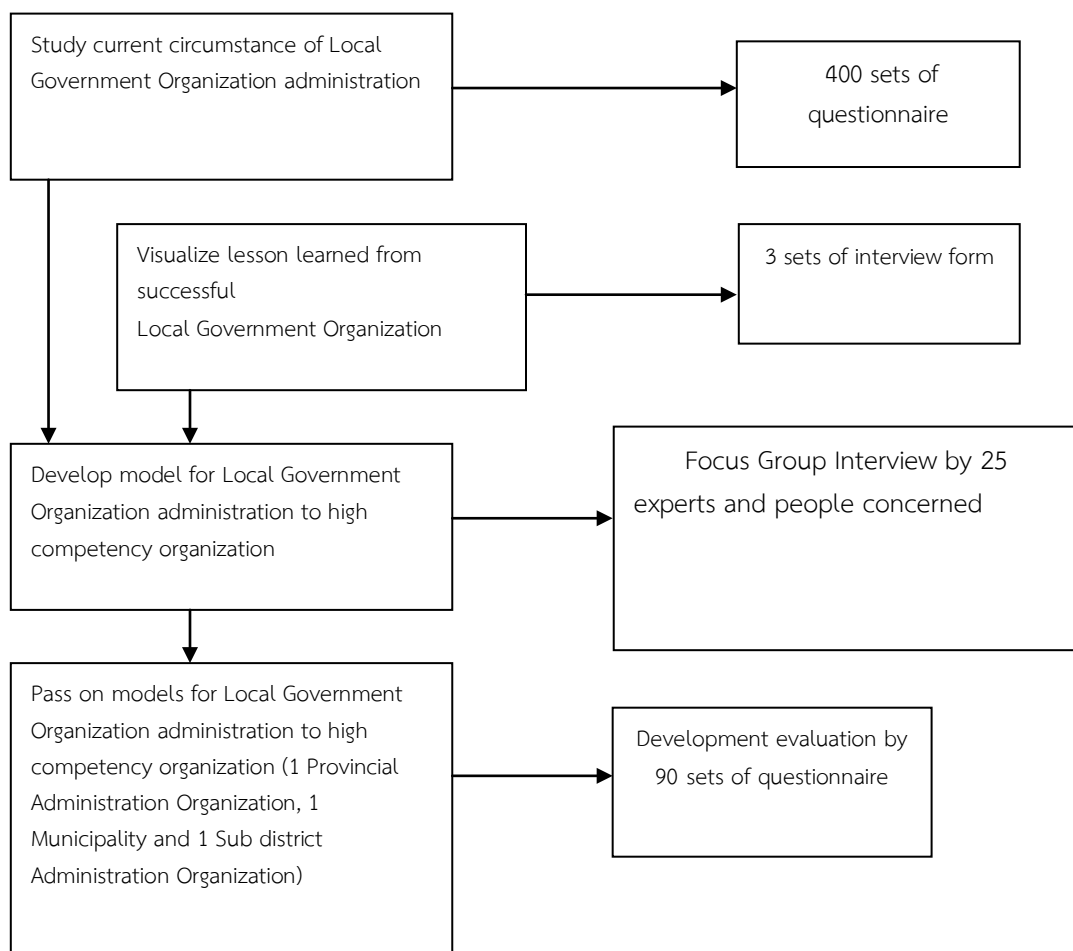




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Methodology

This research was the Research and Development aiming to develop model for Local Government Organization administration development to high competency organization. Details are as below.





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Data Collection

Data collection method was carried out throughout 3 phases as follows.

Phase 1 Studied current circumstance of Local Government Organization administration in 3 aspects i.e. strategic management towards sustainable development, modern organization management and human capital management by 400 sets of questionnaire.

Phase 2 Interviewed with 3 successful administrators of Local Government Organization to visualize lesson learned.

Phase 3 Focused Group Interview to develop model for Local Government Organization administration to high competency organization by 25 experts scholars and people concerned.

Phase 4 Passed on models for Local Government Organization administration to high competency organization by the New Dimension of Training Technique by Triple Five Model.

The New Dimension of Training Technique by Triple Five Model comprised as follows.

5 New Theory

- ◎ Theory of learning happily
- ◎ Theory of learning through participatory approach
- ◎ Theory of learning to develop thinking process
- ◎ Theory of learning to develop aesthetic and characteristic (art, music, and sport)
- ◎ Theory of learning to develop aesthetic and characteristic (body, speech and mind training)



5 New Principles

- ◎ Principle of participants-centered training
- ◎ Principle of diverse training techniques
- ◎ Principle of multi media
- ◎ Principle of game and activity for learning environment
- ◎ Principle of team work by resource persons and training organizer

5 New Steps

- ◎ Survey training needs according to competency principle
- ◎ Design training course to meet with competency principle
- ◎ Plan for training preparation
- ◎ Organize training to encourage learning
- ◎ Evaluate training outcome by RLBR Model

analyze data were frequency, percentage, mean, standard deviation and content analysis summarized from the interview on lesson learned previously experienced by successful local administrators. Also the summary was drawn from focused group interview relevant to successful administration process, successful administration techniques as well as key factors to successful administration. Results of data analysis composed of the following 4 parts.

Part 4.1 Results of study on current circumstance of Local Government Organization administration.

Part 4.2 Results of visualizing lesson learned from successful Local Government Organization administration.

Part 4.3 Results of model development for Local Government Organization administration to high competency organization.

Part 4.4 Results of passing on models for Local Government Organization administration to high competency organization.



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Part 4.1 Results of study on current circumstance of Local Government Organization administration

Action	Model for Local Government Organization administration	Provincial Administration Organization		Municipality		Subdistrict Administration Organization	
		\bar{X}	Interpretation	\bar{X}	Interpretation	\bar{X}	Interpretation
1	Strategic management towards sustainable development	3.69	high	3.70	high	3.70	high
2	Modern organization management	3.68	high	3.57	high	3.63	high
3	Human capital management	3.59	high	3.50	high	3.60	high
	Overall mean	3.65	high	3.59	high	3.64	high

Having considered from overall image, it was found the Provincial Administration Organization, Municipality and Sub district Administration had performed their administration operations at high level. Both the aspect of strategic management towards sustainable development, modern organization management and human capital management were found at high level as well. The factor affecting high level administration depended upon the Reinventing Government that significantly underlined the New Public Management. However, in terms of strategic management towards sustainable development, Local Government Organization still faced with problems in situation analysis, identification of strategy, strategy operations and strategy assessment.

While in terms of modern organization management, there was a problem in Public Management Quality Award (PMQA). Whereas in human capital management, following problems remained in organization development such as human resource competency management, health management and safety, organization culture management in globalized era, human resource indicators, new human resource development and strategic human resource management. Therefore, model development for Local Government Organization administration to high competency organization is necessary.



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Part 4.2 Results of visualizing lesson learned from successful Local Government Organization administration

Analysis

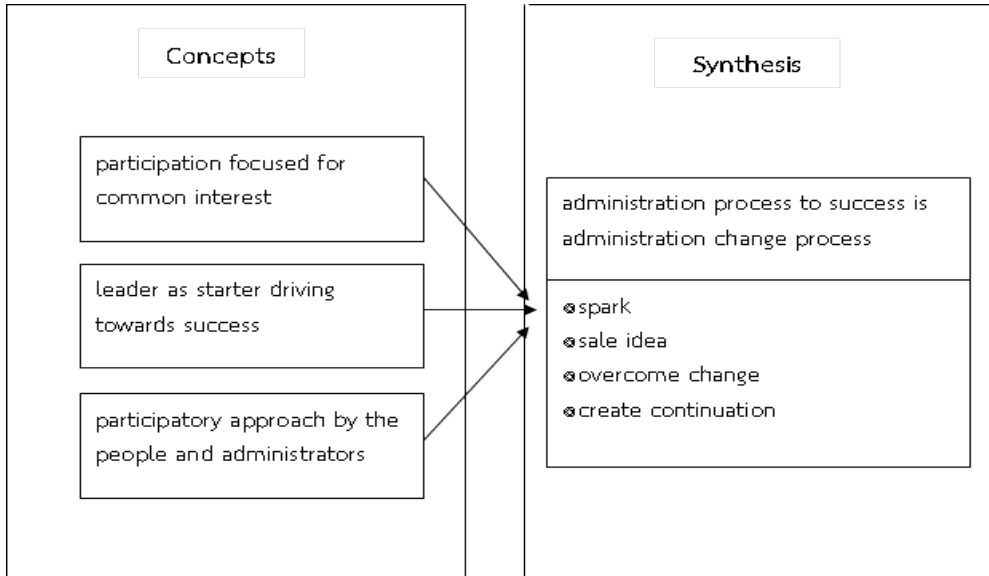
No.	Successful Local Government Organization administration	Mae Hong Son Provincial Administration Organization	Subdistrict Na Or Municipality	Ban Mor Subdistrict Administration Organization
1	Successful administration process	<ul style="list-style-type: none"> -participation focused for common interest -brainstorming 	<ul style="list-style-type: none"> -Leader as starter driving towards success -public mind, develop team work 	<ul style="list-style-type: none"> -participatory approach by the people and administrators -good governance -clear assignment
2	Administration techniques to success	<ul style="list-style-type: none"> -Good governance <ul style="list-style-type: none"> ● break even ●transparency ●virtue 	<ul style="list-style-type: none"> -3 dimension-plan preparation through participatory integration <ul style="list-style-type: none"> ●province ●province group ●people's need 	<ul style="list-style-type: none"> -regular meeting/discussion -weekly meeting with government agencies -meeting with Board and the people at the end of every month
3	Administration factors to success	<ul style="list-style-type: none"> -Learning organization i.e. <ul style="list-style-type: none"> ●learning behavior ●training personnel ●knowledge sharing ●learning network 	<ul style="list-style-type: none"> -good government of organization culture <ul style="list-style-type: none"> ●team work ●transparency ●meeting participation ●cooperation network ●innovation 	<ul style="list-style-type: none"> -change agent -visionary leader -service minded staff -cooperative people
4	Administration tips to success	<ul style="list-style-type: none"> -mobilize and integrate with all parties -sharing work -annually monitor -everyone is partner -improvement -incentive 	<ul style="list-style-type: none"> -good governance administration <ul style="list-style-type: none"> ●Virtue ●transparency ●participatory approach ●break even 	<ul style="list-style-type: none"> -satisfaction by 3 groups: <ul style="list-style-type: none"> ●satisfaction by administrators ●satisfaction by staff ●satisfaction by community villagers



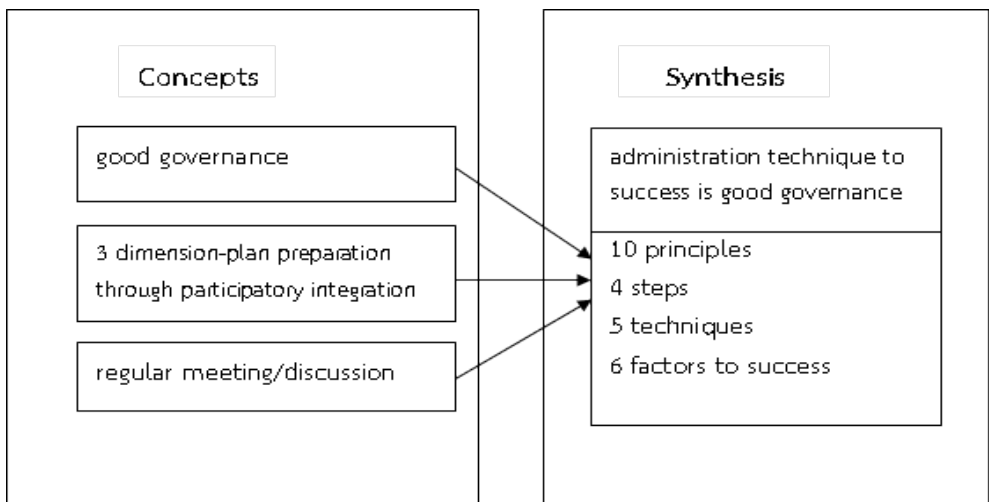
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Synthesis

1. Synthesis results of visualizing lesson learned from administration process to success



2. Synthesis results of visualizing lesson learned from administration techniques to success.





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Administration technique to success is good governance which included the following 10 principles, 4 steps, 5 techniques and 6 factors to success.

10 principles

- ⊙ principle or rule of law
- ⊙ principle of virtue
- ⊙ principle of participatory approach
- ⊙ principle of transparency
- ⊙ principle of accountability
- ⊙ principle of break even
- ⊙ principle of learning organization
- ⊙ principle of human resource development
- ⊙ principle of modern management
- ⊙ principle of information and communication technology

4 steps

- ⊙ provide insight
- ⊙ accelerate to form good governance

team

- ⊙ participatory operation
- ⊙ public mind determination to

develop community

5 techniques

- ⊙ self-evaluation
- ⊙ good governance dissemination via

all media channels

- ⊙ workshop on good governance

declaration

- ⊙ study visit on Best Practice

- ⊙ good governance contest

6 factors to success

- ⊙ leadership of local administrators

- ⊙ social culture

- ⊙ organizational culture of Local

Government Organization

- ⊙ check and balance system

- ⊙ information and communication

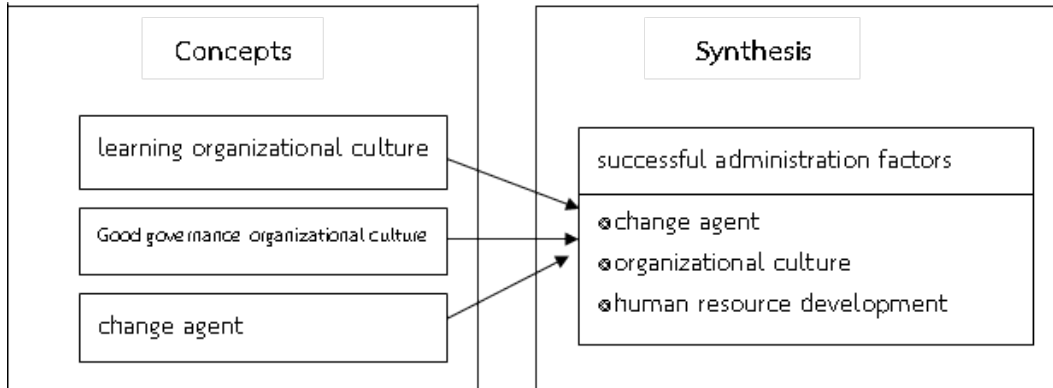
technology

- ⊙ Local Government Organization staff



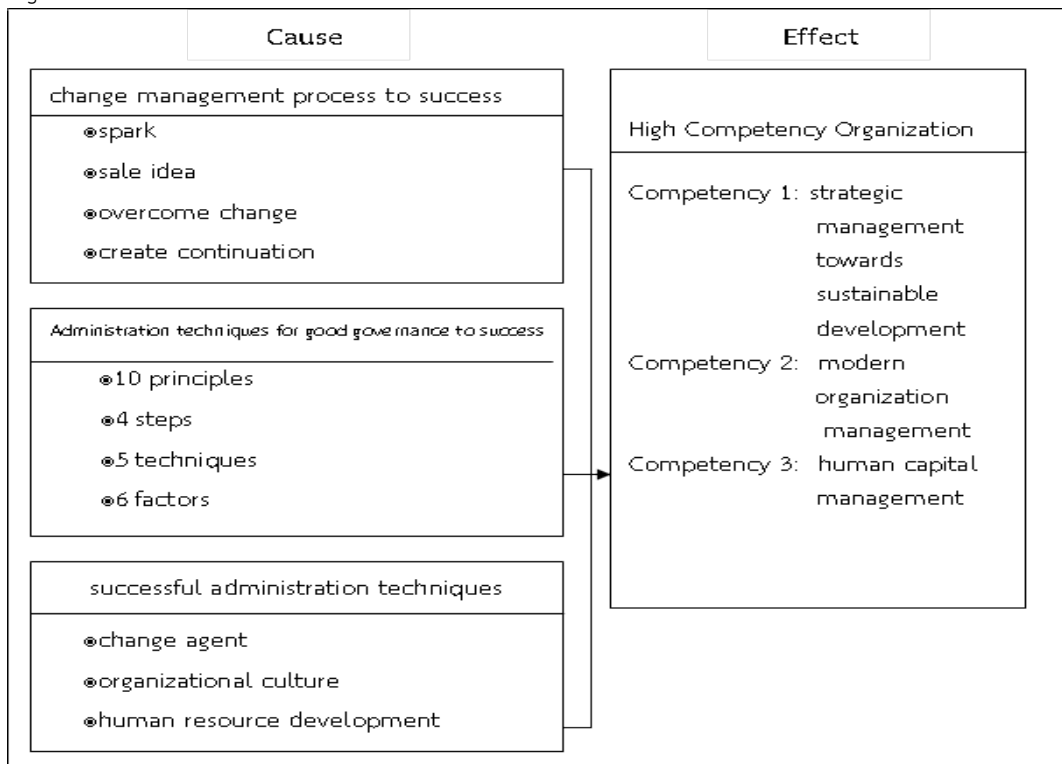
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3. Synthesis results of visualizing lesson learned from factors to success.



Part 4.3 Results of model development for Local Government Organization administration to high competency organization.

Model for Local Government Organization administration to high competency organization





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Models for Local Government Organization administration to high competency organization featured the following components.

1. Effect: High competency organization referred to the organization with competency in the aspect of strategic management towards sustainable development, modern organization management and human capital management.

2. Cause: 3 causes as below.

2.1 Change management process included 4 steps i.e. spark, sale idea, overcome change and create continuation.

2.2 Administration techniques for good governance included Ten principles, Four steps, Five techniques and Six factors to success.

2.3 Successful administration factors included change agent, organization culture and human resource development.

Part 4.4 Results of passing on models for Local Government Organization administration to high competency organization

Results of passing on models for Local Government Organization administration to high competency organization in 3 places namely Prathumthani Provincial Administration Organization, Thanyaburi Sub district Municipality and Khlong Si Sub district Administration Organization by using New Dimension of Training Technique by Triple Five Model. Upon completion of training, participants' acquired knowledge was found

at high level. Their satisfaction over the training was rated at high level.

Discussion

Considerable issues from the research results for further discussions are as follows.

1. Study results on current circumstance of Local Government Organization administration in terms of strategic management towards sustainable development, modern organization management and human capital management. Overall image of both Provincial Administration Organization, Municipality and Sub district Administration Organization was rated at high level. This is because the Reinventing Government was applied in Local Government Organization using the New Public Management. Nevertheless, when analyzed into details, only the modeling operation was discovered. But target in local sustainable development was significantly missing in the essence of strategic management towards sustainable development. In other words, models and tools for strategic management such as balanced scorecard, strategy focused organization and strategy map were not employed in practical application. At the same time, in its modern organization management, the Public Management Quality Award (PMQA) was neither found either, nor was the new paradigm for human capital management utilized for practical application. Particularly, the competency management conformed to the research work of Saneh Juito entitled Competency Development of Local Government Organization Personnel (2554)



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suggested Provincial Administration Organization to develop 6 core competencies for professional personnel development namely insight in organizational culture, invention of innovation, building and managing network, achievement focused performance, insight in human resource development and team work. With regard to municipality, the proposed 6 core competencies for professional personnel improvement were service mind, virtue, ethics and social responsibility, building and managing network, conflict management in community and initiative out of box and team work. As for Sub district Administration Organization, it required six following core competencies to have high competency personnel i.e. service mind, insight in organizational culture, building and managing network, democracy consciousness, human resource development and team work.

2. Results of visualizing lesson learned from successful Local Government Organization administration From lesson learned, it was learned the success experiences of Local Government Organization, both Mae Hong Son Provincial Administration Organization, Sub district Na Or Municipality, Ban Mor Sub district Administration Organization depended greatly upon the key factor such as change agent which was consistent to the research of Saneh Juito on Vision and strategy for Higher Education Management: Case Study of Senior Administrator (2541) describing two characteristics of change agent are vision and

strategy. Visionary characteristic included five characteristics as follows; initiative, creative, imagination, information and integration. Strategic characteristics composed of eight characteristics i.e. situation, decision, motivation, mobilizing and utilizing resources for the utmost benefit, dedication, meeting, solving problems and human relations with good personality. Besides, the key factors to success of Local Government Organization from lesson learned comprised of organizational culture and human resource development by training that conformed to the research of Kla Thongkow, Saneh Juito et al. entitled Research and Skills Development for Sub district Administration Organization's Social Development (2545) revealing the successful training must highlight on systematic training with five new theories, five new principles and five new steps called the New Dimension of Training Technique by Triple Five Model.

In addition, the results of lesson learned from successful Local Government Organization administration turned out to be Good Governance that corresponded with the research of Saneh Juito and Kittipongse Kiatwacharachai entitled Good Governance Model for Local Government Organization Excellence (2554).

3. Results of model development for Local Government Organization administration to high competency organization. Model for high competency organization comprised strategic management towards sustainable



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development, modern organization management and human capital management in accord with the research of Saneh Juito (2556) on Triple H Organization: New Model for Local Government Organization Administration to Excellence revealing the successful Local Government Organization must be the high competency one with excellent brain (Head), fully equipped (Hand) as well as associated with over 100% mind (Heart) These are also in line with the research work of Saneh Juito entitled Model of Sub district Administration Organization to Strategy Focused Organization through the Application of Balanced Scorecard (2550) and another research of Saneh Juito on Indicators for Local Government Organization Personnel Administration (2545).

4. Results of passing on models for Local Government Organization administration to high competency organization. From transferring, participants' increased knowledge on three competencies was considerably found; strategic management towards sustainable development, modern organization management and human capital management. The insight acquired by participants from application of the New Dimension of Training Technique by Triple Five Model. Participants were quite happy with the training. Also these conformed to the research of Saneh Juito entitled Increasing Competency of Local Government Organization Personnel (2554) indicating from core competencies development for 150 Local Government Organization staff, participants in the training course on Personnel Development to High Competency from

Nonthaburi Provincial Administration Organization, Bung Yitho Sub district Municipality and Bung Thong Lang Sub district Administration Organization rated their satisfaction over the personnel's core competency development by the systematic training with the new learning theory at high level.

Conclusion

1. Results of the study on current circumstance of strategic management towards sustainable development, modern organization management and human capital management, it was found at high level.

2. As for lesson learned visualizing from successful Local Government Organization, it was discovered. The successful administration Technique composed of four components. Also the successful administration process adopted the principle of good governance that composed of 10 principles.

3. Results of the model development for Local Government Organization to high competency organization found three factors affecting the high competency organization of local government organization which included change management process, change management technique and factor of change management success.

4. Results of experiment models for local government organization to high competency organization, were found acquired more knowledge at high level after completed training on passing on three models.



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Suggestions

Recommendations for further use of the research results.

1. Competency management system should be seriously used in Provincial Administration Organization, Municipality and Subdistrict Administration Organization adhering to the principle of competency dictionary by highlighting on search, personnel selection, personnel evaluation, personnel development and payment to personnel.

2. Organization behavior in Provincial Administration Organization, Municipality and Sub district Administration Organization should be adjusted from official organization to become high competency organization in three following competencies i.e. strategic management towards sustainable development, modern organization management and human capital management.

3. Provincial Administration Organization, Municipality and Sub district Administration Organization should make use of the change system from four following steps i.e. spark, sake idea, overcome change and create continuation.

4. The technique of good governance is highly recommended for Provincial Administration Organization, Municipality and Sub district Administration Organization through ten principles, four steps, five techniques and six factors to successful good governance.

5. Recommendation is also made on improving Provincial Administration Organization, Municipality and Sub district Administration Organization through successful administration

factors such as development of local administrators to change agents, development of organization culture to good governance culture and human resource development by the New Dimension of Training Technique by Triple Five Model as the mentioned factors are positive relationship with high competency organization in the long run.

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Author :

Saneh Juito
School of Management Science
Sukhothai Thammathirat Open University
Tel. 02504 7799