
The Concepts for Development of Thai Public Organization in the New World System

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Abstract: This academic article aims to present concepts for the development of Thai public organization in the new world system. The purpose is for related public agencies to use these concepts in planning to improve future administrative efficiency, to quickly and accurately meet the needs of the people. This article demonstrates that public organizations are nonprofit entities focusing on providing public goods. They utilize external resources, hiring specialized experts, forming project-based or special task organizations. They implement quality control and audits, strategic planning, and management. In addition, they create learning organizations, fostering innovation, using technology, and working online to increase work efficiency in the organization. Public organization in the new world system should ensure that public services are universally and equitably provided. They respect citizens' rights and freedoms. They should continuously research and develop applications for all sectors. There is a universal nature that responds to public issues and needs. They integrate various sciences in administration, foster cooperation between the public and private sectors, transferring knowledge effectively

Keyword: Development Public Organization New World System.

Introduction

The changing context and environment of the global society today have spurred countries worldwide to adapt. Thailand has also been influenced by these changes in terms of economy, society, and governance. Notably, the rapid advancements in science and technology have propelled the country towards accelerated development, aiming for Thailand 4.0. This rapid progress has led to complex or increased societal issues. Therefore, the public sector must adapt and prepare to respond to these changes by integrating development across all dimensions. This integration aims to deliver efficient and high-quality public services to genuinely meet the needs of the people (Chaisura et al., 2018; Channuwong, 2018, Bangbon et al., 2024).

Transforming Public Administration by Applying Efficiency Principles and Striving for Excellence in Government Operations. This topic involves adopting private-sector management approaches in public organization administration. Some examples include results-oriented management, professional administration, cost-effectiveness, and streamlined and flat organizational structures. They allow private sector competition in public service delivery, emphasizing values, professional ethics, morality, and focusing on quality public service delivery (Channuwong et al., 2024; Chanrattanakarn & Pho-ngern, 2018).

This academic article aims to present ideas for developing the efficiency of public organization in the new world system. The goal is for relevant public organization to use these concepts to plan future administrative improvements. This ensures that they meet the needs of the public quickly and accurately.

The Meanings of Public Organization

An organization consists of a group of individuals, starting from two people, who come together with a specific purpose to guide the activities or outputs of the organization. This operates through systematic processes, with every member aware of their responsibilities. Lastly, individuals must come together to achieve the organization's objectives (Channuwong et al., 2024; Raktham, 1993). This collective effort involves multiple people working together to reach predetermined goals. The group's collaboration must be permanent. The internal structure defines the roles and each member's responsibilities, along with established rules and regulations to be followed (Chaiyareuanwatthana, 2001; Chirachawanvisut, 2015).

A public organization is entirely owned by the government or where the government holds a majority stake compared to the private sector. In terms of organization, the government is responsible for oversight by appointing officials to manage and supervise operations or by hiring professional managers under government policy oversight (Chimyoj et al., 2022). The directors of public organizations are not the true owners; instead, the public is the real owners. The government acts as their representative in managing and overseeing the organization. The government establishing or

dissolving such organizations typically requires legal and legislative processes, namely a supporting Act or regulatory laws (Kentrong et al., 2023).

Public organizations are often large and cater to the interests of many people, such as providing security and public order, international relations services, public utilities, and services to promote and enhance public capabilities (King Prajadhipok's Institute, 2025). Public organizations are social entities with defined boundaries and roles that operate within a system and structure to achieve goals. In summary, an organization is a process or operation involving the interaction of resources used in administration, including people, money, materials, and management methods to achieve objectives or goals. When considering the benefits that an organization receives, profit-seeking organizations use profits as an indicator of performance. For non-profit organizations, often public ones, engage in activities to help the public and disadvantaged groups. They are often shown in the form of foundations using endowment funds. Most public organizations are classified as non-profit because they aim to provide services to the majority. They offer public goods that cannot be efficiently managed by market mechanisms and thus require government provision, namely security and public order services.

Current Principles of Public Organization Administration in Thailand

Administration is critically essential to the functioning of an organization as it serves as a key tool in determining success or failure, and the efficiency or inefficiency of the agency. This indicates progress and involves collaborative work among groups within the organization. Administration involves decision-making, requiring administrators to consider various environmental factors. Their decisions reflect their capabilities and the growth of the administration. Daily life in any organization or family is always tied to administration. Thus, administration is essential and interesting for sustaining life in society. This blends science and art to effectively utilize administrative resources to achieve set objectives (Meesomna, 2016).

Current Principles of Public Organization Administration can be summarized as follows:

1. Administration Involves Working with and Through People: Administration is a social process relying on groups of people working together to achieve organizational goals. Administrators are responsible for success by leveraging collaboration with others; otherwise, tasks may not be completed or may be delayed, failing to meet goals. Essential qualities for successful administrators include good interpersonal relationships, leadership, teamwork, and the ability to adapt work methods to various environmental situations (Pho-ngern, 2024).

2. Administration Achieves Organizational Goals: The goals or objectives of an organization can only be achieved through the cooperation of all its members. For administrators to achieve these goals, three key characteristics are essential. First of all, clarity and attainability refer to goals that must be clear and achievable. Second, effective systems and planning refer to a well-organized system and efficient planning to reach goals. Third, time-bound refers to goals which should have a specified timeframe for achievement (Mukdaphirom, 2015).

3. Administration Balances Effectiveness and Efficiency: Effectiveness means achieving the desired outcomes or results. Efficiency means utilizing resources cost-effectively or at minimal expense. Simply achieving goals is not enough, but also the costs must be minimized. Balancing both effectiveness (achieving goals) and efficiency (minimizing resource use) is crucial (Pipitkul et al., 2019).

4. Administration Maximizes Limited Resources: It is widely recognized that we live in a world with limited resources. Therefore, resource utilization must adhere to two main principles: 1) Irreversibility of Resource Consumption: Once resources are used, they are depleted and cannot be replenished. 2) Optimal Resource Utilization: Resources must be used appropriately and not wasted. So, administration is closely related to economics, which studies the allocation of limited resources. Administrators must produce goods and manage resources efficiently and effectively within the context of input factors, management resources, and administrative functions (Srisomsub & Somanee, 2005).

5. Management must face a changing environment. Successful administrators must be able to accurately predict the changes that occur and adapt themselves to those changes. A crucial factor is the need to sufficiently perceive current information for decision-making and the usage of management skills to achieve the set goals. Therefore, the importance of management lies in balancing people and other resources to effectively achieve the set objectives within the context of the changing environment of the times (Ruktham, 1993; Schermerhorn, J.R., 1999).

Additionally, the importance of management as a bureaucracy is significant as a mechanism that provides public services to the citizens without seeking profit. This is done through agencies within the central administrative structure, such as ministries, departments, and bureaus; agencies

within the regional administrative structure, such as provincial and district offices; and agencies within the local administrative structure, such as provincial administrative organizations, municipalities, sub-district administrative organizations, and special local administrative organizations such as Bangkok and Pattaya City. The bureaucracy serves as the main unit responsible for implementing policies to achieve the policy goals set by the executive branch. The importance of management as a mechanism of bureaucracy involves achieving the objectives of the agencies. In other words, management is a crucial mechanism for driving the operations of government agencies to meet their objectives, such as budget management, human resource management, and inventory management (Sukitpaninich, 2019).

The Problems and Obstacles in Public Organization Administration

Government agencies are established for the survival and advancement of the country. Once these agencies are established, one objective that all civil servants should uphold is the survival and prosperity of the nation. Every state official must perform their assigned duties to the best of their abilities to ensure their agency achieves its goals. Public agencies, as government entities, must provide the best possible services to the public to increase their significance and expand their operations widely, contributing to continuous prosperity and survival. However, as government agencies are large entities, there are various problems and obstacles in public administration, namely:

1. **Basic Characteristics of Government Agencies:** Large organizations, in general, must have the fundamental characteristics of government agencies. These may be similar or may differ depending on the specific goals or objectives and operations of each government agency. The key basic characteristics of government agencies include their establishment and history, size, location, and type of organization (Suppa, 2019). These characteristics can lead to overall management problems and a lack of efficiency.

2. **Structure of Government Agencies:** This aspect of an organization shows the system of relationships between various tasks or activities within the organization, the relationships between individuals and these tasks or activities in the form of different positions within the government agency, and the relationships between external individuals and internal officials. It also includes behaviors arising from holding various positions and roles within the government agency. These elements lead to the cooperation of officials and departments, coordination and collaboration, division of labor based on specific expertise, integration of work, and various mechanisms for oversight and control to ensure officials achieve their goals. As government agencies are large entities, coordination and collaboration may be difficult and slow, potentially resulting in an inability to meet the needs of the public.

3. **Establishment of Government Agencies:** Government agencies always have goals or objectives, though these may vary depending on the type of agency. Government agencies aim to provide public services to meet the needs of the citizens. In contrast, private business sectors aim to produce goods and services to meet individual needs, driven by profit motivation and organizational growth. This is necessary for sustaining the business in the highly competitive market conditions of today. However, government agencies, that are not profit-seeking, must also quickly respond to rapidly changing social situations to meet public needs. Due to the large size of government agencies, it is difficult to change their goals or objectives to keep pace with the changing needs and situations promptly.

4. **Broad Goals:** A clear distinction between public and private sector management is that the public sector often has broad, unclear, and sometimes contradictory goals. For example, state enterprises may have policies not to seek profit, yet many still generate high profits. Sometimes, the public sector aims for social benefits that cannot be quantitatively measured. However, in modern public administration, there have been efforts to set clear goals by defining Key Performance Indicators (KPIs) and using the Balanced Scorecard method. These tools help make the goals of public administration more precise.

5. **Government Regulations:** Government regulations are created to provide a framework, standards, and guidelines for the actions of state officials, ensuring their work aligns with the government's goals. These regulations must be clear and specific, and all officials must be aware of and adhere to them. However, these regulations can be adjusted to suit changing situations and environmental conditions. The strict adherence to these regulations often results in slow changes in operations, as any action requires prior amendments to the regulations to ensure legal compliance. This delay can hinder timely decision-making and response to emerging situations.

6. **Hierarchical Management in Public Administration:** Public administration follows a hierarchical command structure from senior executives to middle administrators, junior administrators, and finally to operational staff. This structured chain of command means that certain directives must

follow procedural steps and cannot bypass levels, leading to slow operations and inefficiency, ultimately affecting the success of outcomes.

7. **Technology:** Technology is a crucial mechanism that enables government agencies to operate effectively. This includes tangible elements such as machinery, office equipment, and modern computer systems, as well as operational systems, management methods, and processes. Technology can enhance efficiency, save resources, and reduce work time. However, technology is often expensive, leading to higher operational costs and necessitating increased budget allocations.

8. **Public Administration and Politics:** Public administration cannot be separated from politics. Politicians, elected by the people, are responsible for governing the country and implementing the public policies they campaigned for. The bureaucracy and other organizations serve as mechanisms to execute the strategies and policies of politicians. Although state officials possess greater expertise and experience, their role is primarily to provide information and opinions to political authorities. Sometimes, state officials may propose and draft public policies or legislation, but they remain subordinate to politicians and the political process.

Senior government officials' decisions are often influenced by various political levels. For example, provincial governors frequently must interact with local politicians, interest groups, influential groups, and mass movements. These groups can exert pressure on state policymaking, decision-making in the public sector, and even the potential to overthrow the government. Consequently, in recent times, public administration scholars have increasingly focused on the analysis and evaluation of public policies. This is to study whether public policies genuinely benefit the citizens without the influence of various political groups.

9. **Public Expectation:** The public nature of government operations leads to high expectations from the citizens regarding the implementation of public policies. Citizens expect to receive high-quality public services and hope that the government will lead the country to prosperity, economic stability, and social recognition by other nations. These expectations can influence the outcome of the next general election. Conversely, if the public is highly dissatisfied with the government's performance, it may lead to protests or even riots, and they may not re-elect the government in the next election. Additionally, the public nature of government operations requires the public sector to be prepared for scrutiny.

Concepts for Developing the Efficiency in Public Organization Management

The concept of enhancing efficiency in public organization management involves addressing the complexities and legal frameworks inherent in large governmental organizations, particularly those following Max Weber's Bureaucratic Model. Despite criticism, this model emphasizes rational-legal authority, crucial for public sector entities. These traditional organizations adhere strictly to procedures and possess extensive documentation and regulations, leading to bureaucracy, complexity, formal procedures, delays, and inefficiencies. Reforming these systems globally often starts with restructuring roles and organizational structures within the public sector. Additionally, key management concepts related to: 1. Public organization efficiency and responsiveness; 2. Public organization and professional civil service systems; 3. Public policies, public benefits, political processes, and individual rights; 4. Controlling the behavior of public officials (Channuwong, 2024). To improve the efficiency of public administration, new scientific and technological advancements are being utilized in administration, communication, and coordination. There is an increasing trend towards network-based structures. Current organizational management phenomena include multinational corporations, cross-border operations, and geographically dispersed production based on the lowest raw material and labor costs. Tasks are divided and later assembled, such as in the production of cars, mobile phones, and electrical appliances. This is based on the principle of consolidating capabilities and sharing resources. Organizations are becoming smaller (downsizing), reducing hierarchical complexity, and adopting flatter organizational structures. They are more flexible, employ fewer but more efficient personnel, and incorporate modern technology and systems into their management processes. Outsourcing or hiring specialized contractors for specific tasks is common, as is the use of temporary project-based or ad hoc organizations. Quality control and standardized management practices are integral to organizational operations, which are strategically planned and managed.

Traditional rules and social principles are being less strictly adhered to. Women and minorities may have more opportunities to ascend to high-level managerial positions. Organizational management is becoming more situational (contingency-based) and adaptable to rapid environmental changes. Organizations are expected to become learning organizations, akin to a brain, capable of perceiving stimuli such as information and changes from both inside and outside the organization. They should be able to process, understand, and interpret these into policies and practices, create

innovations, and apply them effectively, swiftly, and appropriately. New public organizational models, namely virtual organization, emphasize networks and transcend physical and functional boundaries. New future public organization might not require permanent offices; the officials' work can be conducted from home, cars, or anywhere in the world via technology. Online work and the emergence of new fields of knowledge may replace traditional knowledge creation principles. These lead to a diverse, adaptable body of knowledge that responds to various needs rather than serving a specific group exclusively.

The Challenge of Public Organization Administration in the New World System

The key characteristic of public organization is that it is public entities or state agencies responsible for administering government functions. Public organization seem inherently political to implement the policies of political authorities. Public administration operates under regulations to ensure that services provided to the public are fair, equitable, and based on reason. These regulations help eliminate personal biases in service delivery. The goal of public organization in producing public goods is to benefit society as a whole, rather than any individual. Consequently, the primary objectives of state operations are not profit-oriented, and success is not measured by profit or loss but by whether services and goods are distributed equitably and satisfy the recipients.

In the new world system, public administration must study and develop principles that can be universally applied across all sectors, whether in public or private business sectors. Public administration today needs to be more responsive to the problems and needs of the public. Therefore, it is crucial to innovate and adopt new concepts, processes, and methods in public administration. The influence of new public management and management theories means that public administration must integrate perspectives from other disciplines, namely economics, business administration, information technology, engineering, and other supportive fields. Nowadays, new public organization management needs to integrate various disciplines to enhance efficiency in public administration (Tom Christensen and Per Laegreid, 2002). The significant convergence between public administration and business management is evident today, as public and private sectors increasingly collaborate. For instance, the government may delegate certain tasks to private entities, such as security, sanitation, and the development of public utilities (Gordon and Milakovich, 1995).

Drawing a clear line between public administration and business management is not easy. Generally, it is assumed that all activities carried out by government agencies fall under public administration. In reality, there are many activities that the private sector can perform better than the government agencies responsible for them. In some cases, the state is involved to some extent, such as in the airline industry, public transportation, and telecommunication services. Similarly, there are several activities aimed at public welfare that are carried out by private organizations, like the operations of the Poh Teck Tung Foundation (Somphong Kasemsin, 1980).

According to skills, techniques, and processes, both business and public administration share many essential skills, techniques, and processes. Expertise in statistics, accounting, procurement, inventory control, and various modern technologies are crucial in both fields. Public administration has significantly benefited from the knowledge and experience derived from business and industrial management (Office of the Civil Service Commission Welfare, 2001). The operations of state enterprises, which serve as a middle ground between business and government, demonstrate the close relationship between public and business administration. For instance, state enterprises hiring employees with private sector experience show how these individuals can effectively use their skills for the benefit of both sectors.

Despite some similarities between public and business administration, a key difference lies in public perception. Public administration is often seen as slow, bureaucratic, redundant, and influenced by political groups (Phaporn (Sirion) Kanthahat, 2006). This perception contrasts with the more dynamic image of business administration, highlighting a significant difference in how these two types of administration are viewed by the public.

In principle, public administration involves the division of sovereign power into three branches: the legislative, the executive, and the judiciary. This division aims to create a balance of power among these branches, ensuring the protection of citizens' rights and freedoms. In a democratic system, the highest law of the land is the constitution, which serves as the framework within which national administration must operate.

The administration of a company or organization can establish its management methods in any way that does not conflict with the laws granting its authority. Therefore, the organizational structure in terms of business management can take on various forms. Considering the aspect of public administration, which needs the support of the entire population, it can be compared to business management in a large corporation where the public is analogous to the shareholders of the

company. One notable point is that the shareholders of a company voluntarily choose to become members. In contrast, public administration involves a situation where a majority of the population approves and trusts the country's administration. However, there may still be a significant number of people who disagree with the methods of public administration.

Public administration affects the entire nation as a whole. Therefore, government operations, in any case, must consider the well-being and responsibilities that the government has towards the citizens, who are the owners of the country. Consequently, public administration must be conducted to meet the needs of the people. On the other hand, business management in a company may impact the public only to a small extent and typically affects only a minority. The primary purpose of public administration is to focus on the connections and needs of the people, without the aim of making a profit.

Conclusion

The transformation of public administration involves adopting principles to enhance the efficiency of the bureaucracy and striving for excellence in public service delivery by incorporating private sector management methods into public administration. This approach emphasizes quality in providing services to the public. In recognizing that public organizations are nonprofit entities aimed at serving the people. Public goods are services that the market cannot efficiently provide, necessitating government allocation and management. Traditional public administration faces various challenges, namely differing fundamental characteristics of government agencies, complex organizational structures, and slow coordination and collaboration. The broad and abstract goals of government agencies must be promptly updated to meet public needs, requiring regulatory amendments to facilitate official operations. Long chains of command slow down operations, and high technology costs further complicate efficiency. Additionally, public administration cannot be separated from politics, and the public has high expectations for quality public services. To address these issues and improve public administration efficiency, the article suggests several strategies: implementing new technologies, downsizing organizations, flattening organizational hierarchies, utilizing external resources (outsourcing), employing specialized contract work, adopting project or adhoc organizational models, establishing quality control and audit systems, engaging in strategic planning and management, creating learning organizations, fostering innovation, utilizing technology in management and online work, maintaining flexibility and adaptability to various disciplines and situations. The modern organization in new world system, public agencies should ensure equitable and comprehensive public service delivery while respecting citizens' rights and freedoms. Further research and development should be applicable across all sectors. Government agencies should have a universal character, capable of addressing public issues and needs and integrating various fields of knowledge. Collaboration between public administration and the private sector, along with knowledge transfer, is essential for public administration to meet the public's needs efficiently and promptly in the new world system.

Recommendations

1. **Enhancing Knowledge Management:** Public administration should improve knowledge management efficiency. This involves learning from research and accumulated experiences. Implementing training programs to improve work quality in various activities is essential, such as knowledge in organizational structure improvement, human resource management, and budget preparation.

2. In public administration, particularly at the level of civil servants, it is evident that policies from the political sector are adopted and implemented. Thus, public administration is significantly intertwined with politics. In contrast, business management, while it may be somewhat affected by political considerations, is generally less impacted. A clear example is large corporations, which occasionally must align their operations with government policies to progress. Therefore, politics should not interfere with public administration.

3. Examining organizational structures reveals that public administration positions are arranged in a hierarchical order. This is especially true for civil servants, starting from the Permanent Secretary level downwards, including positions namely, Director-General, Head of Division, Head of Department, and departmental staff, all following a proportional chain of command. This hierarchical structure is relatively long. Thus, research suggests a need for organizational restructuring to enhance operational efficiency.

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