

**FACTORS INFLUENCING THE WORK EFFICIENCY OF THAI  
GOVERNMENT EMPLOYEES COMPARED TO THE PRIVATE  
SECTOR**



**A THEMATIC PAPER SUBMITTED IN PARTIAL  
FULFILLMENT OF THE REQUIREMENTS FOR  
THE DEGREE OF MASTER OF MANAGEMENT  
COLLEGE OF MANAGEMENT  
MAHIDOL UNIVERSITY  
2017**

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Thematic paper  
entitled  
**FACTORS INFLUENCING THE WORK EFFICIENCY OF THAI  
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SECTOR**

was submitted to the College of Management, Mahidol University  
for the degree of Master of Management

on  
December 23, 2017



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## ACKNOWLEDGEMENTS

This thematic paper could not be accomplished unless precious contributions from various people. I would like to express my deepest gratitude to Associate Professor Roy Kouwenberg, Ph.D., my research advisor, for his patient and enthusiastic guidance, great encouragement, and really useful critiques throughout this research work processes which keep my research progress on schedule and on right track. Additionally, my very great appreciation are also extended to all enlighteners of College of Management, Mahidol University (CMMU) both professors and faculty members for mean useful and practical knowledge involved experiences from all classes.

The special thank is for all my respondents who are willingness to participate on my research which might be risk for their career path. In the difficult time, I would like to thank for my organization for kindness understanding.

Lastly, I would like to acknowledge the powerful support and consistent encouragement throughout my study provided by my family members. I would also like to thank my friends and classmates at CMMU for understanding, helping, and supporting.

Kasama Kitisuntorn

## **FACTORS INFLUENCING THE WORK EFFICIENCY OF THAI GOVERNMENT EMPLOYEES COMPARED TO THE PRIVATE SECTOR**

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### **ABSTRACT**

The objective of this research aims to identify factors that drive Thai government employees to work inefficiently compared to the private sector. In order to investigate, what are main internal and/or external factors? Also, to share useful information and recommendation to Thai bureaucracy and others who are interested in this research, and to improve Thai government image and achieve better performance, financed with the tax paid by the Thai people. The data were derived by conducting interviews with selected 6 managers and 14 officers from government sectors and private sector who have work experience with Thai government at least one year.

Research findings found that the main factors is related to each other from combined external factors into internal factors under strong protection of employment status. The strongest factor is office politics which highly leading to demotivated and effect to other factors e.g. evaluation system, promotion. The organization structure is another support office politics factor by level and unequal power. Therefore, Thai government need to make more change and improvement that support changing perception of Thai government employees, learning such as knowledge management system, related new technology, and Electronic Support System to save cost and better performance.

**KEY WORDS:** Government Employee/ Civil Servant/ Work efficiency/ Thai Government

35 pages

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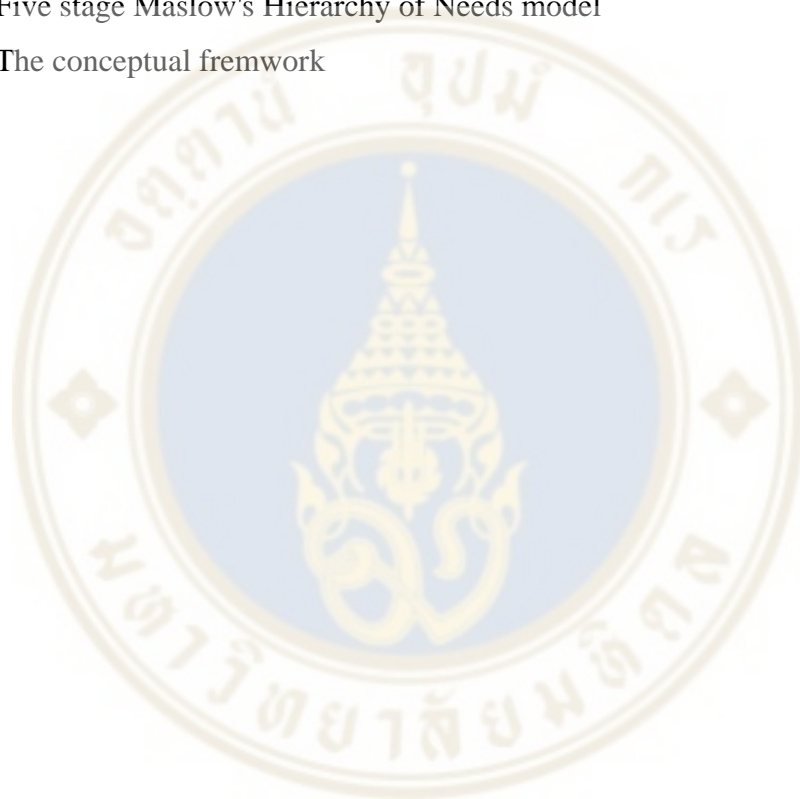
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# CHAPTER I

## INTRODUCTION

### 1.1 Problem Statement

The research topic of this thematic paper is to study factors that drive Thai government officers to work inefficiently compared to the private sector. The government is the main representative of the nation and reflects the national competitiveness, which effect to all Thai people. When the government performans poorly, the country is also faced with a hard situation in development. Good reputation is important in doing business, for example; Corruption Perception Index (CPI) is meaningful when trading with other countries because of reliability.

The resources in an organization are always limited, both in terms of time, budget, and human resources. Employees are key components of the organization to complete the mission by following the vision. Moreover, they are going to be productive while they are willing to do the job. The result might better in work performance beyond the expectation.

According to Thai bureaucracy image, it is often considered as slow and inefficient, opposite to the huge demand by people who want to be a part of government members officers. There were more than 100,000 applicants who applied per one government job announcement, even when the job vacancy is only 10 positions. Thai values are potentially supporting this high number, because most of Thai parents are glad when their child can be a government officer.

The salary of government officers tends to be low, position availability is limited, but there are lot of perceived benefits such as free medical fees, holiday leave, and education service which cover all of family members (parents, spouse, child). In accordance with Office of the Civil Service Commission (OCSC) website, the statistic of civil servant is 418,506 persons (OCSC, 2016), while current Thai population is approximate 68.86 million (World Bank, 2016) or 0.6 percent. Electronic Government Agency (EGA) shows the number of civil servants as 1.27 million (EGV, 2009) or 1.87

percent. However, those not included are police officers or military personnel (306,000) from Business Insider, 2014.

Consequently, becoming a government officer is not easy. It requires several requirements and to pass many examination. Normally, there are 3 main examinations. First is test about mathematics and language skills which examinee have to compete within time, with a large number of questions. Second is special skill to match with position. Third is interview and may include simulation test. Many people take the exam over his/her life, but cannot pass.

Therefore, such high qualification persons should display work high performance. In the real world, the performance is often not as expected. The low performance should have some underlying reasons or determinants, so the main question in this research is: what are internal and/or external factors that contribute to the inefficient performance of Thai government officers?

Moreover, government organization have several tools to evaluate officer performance such as Performance management system (PMS) which evaluate on work performance and work behaviors. However, it just the paper-based system that can not always reflect the real work performance of government offers, meaning the existing system is still unrealistic.

## **1.2 Research Question**

This study investigates what are internal and/or external factors leading to inefficient Thai government officer performance. In addition the objective is to compare and find reasons why employees in the private sector often perform better.

## **1.3 Research Objectives**

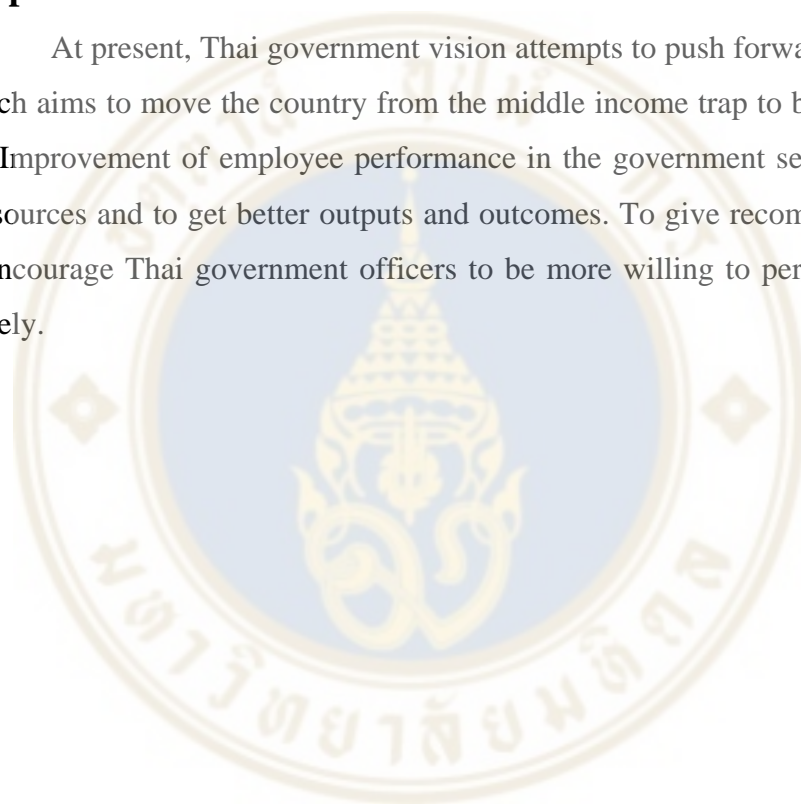
The first purpose is to find the main reasons why Thai government officers often display inefficient performance. Second is to share useful information and recommendation to Thai bureaucracy and others who are interested in this research. Last one is to improve Thai government image and achieve better performance, financed with the tax paid by the Thai people.

#### **1.4 Research Scope**

The study uses a qualitative research approach conducting interviews with 6 managers and 14 officers approach to indicate important factors that drive Thai government officers to be less efficient, with private and government sector. This research was conducted from October 2017 to December 2017.

#### **1.5 Expected Benefits**

At present, Thai government vision attempts to push forward into Thailand 4.0 which aims to move the country from the middle income trap to be a high income nation. Improvement of employee performance in the government sector will help to save resources and to get better outputs and outcomes. To give recommendations that could encourage Thai government officers to be more willing to perform his/her job effectively.



## **CHAPTER II**

### **LITERATURE REVIEW**

This chapter aims to study on background situation of Thai government organizations with their officers and also previous researches from a variety of sources in order to review their investigations into the factors that impact government officer behavior to work inefficiently. The chapter starts with the background of the topic, then this chapter discusses further on the conceptual framework for the study.

#### **2.1 Government Organizations and Officers in Thailand**

The Thai Government service consists of government agencies and also state enterprises that take care of security, the economy, culture, education, etc. The administrative services are grouped into three levels which is central, provincial, and local.

In addition to government agencies, the Thai government has 20 ministries taking responsibility to look after the nation in each aspect, and department is a substructure at the lower level. From 20 ministries to more than 100 departments and more than 7,600 government units, it might be overlap work such as Department of Water Resources, Department of Groundwater Resources, and Royal Irrigation Department. All of these departments are responsible for water supply, but classified in different ways.

Each government unit have different duty to support the wellbeing of country. Which mean it has a diversified character like each department in a private company, but it is bigger unit in term of the nation. Job specialization may link to some character that can categorize people, for example; the people who work in marketing tend to be more creative, or programmer will be more logical. Therefore, government officers from different employment status or different function motivated to work by various needs and wants.

There are many studies recording motivation factors connected with work efficiency. Respect and participation are key to lead employee appreciation which is more important than monetary compensation (Kamery, 2004). More particular study of Chinkom, Tabhirunrak, and Kornumkam (n.d.) found 4 factors that influence motivation to efficiency in operating computerized accounting system in Sub-district Administrative Organizations of Udon Thani Province is (1) management policies (2) income and welfare (3) responsibility and (4) accomplishment.

The government employment code was originated by King Rama VII since 1926 to recruit talented people to work for the country. It was revised and developed further several times until now. Besides government function, the government officers can be divided as;

- Civil servant means “a person instated and appointed to government service under this Act and draws salaries from budgetary appropriations to civil ministries and departments” (Civil Service Act, 2008 ).
- Soldier means on-duty soldier and ministry of defence’s officer (Military Act, 1978).
- Police means person who work and receive salary for royal Police (Royal Police Act, 1978).
- Political Officer means person who is government officer by position such as Prime minister (Political officer Act, 1992)

The variety of government officer types and roles is significant for the management, recruitment, restriction, etc, of the civil service. Actually by the law, government officers of Thailand have 13 different types who receive salary from tax payments. (LIRT, 2016)

In the government organization, there are not only permanent employment. There are several kinds of contracts.

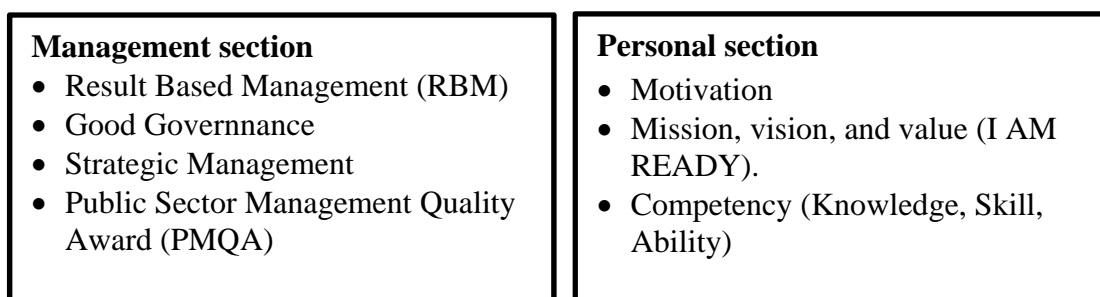
- Government officers (Ministry of Finance, 2008) - It is lifetime employment which is quite permanent employment status or hard to lay off. They may be fired in really strong cause e.g. corruption.
- Permanent Staff - It is similar to government officer which is also lifetime employment, but cut monthly salary after retirement to compensation at time of retirement.

- Temporary Staff - This is group of year by year contact supporting excess work from limited headcount similar to outsource in private company.
- Government Employee (OCSC, 2012) - This kind of employment start from 2003 to adapt government employment fit with situation and to be flexible and freedom more in management involved budget.
- Service contract - Another term to hire people, they are quite same as temporary staff. Sometimes, this is used to contract whole services from a private company, such as maid service.
- Retired Government Officers - They are alumni of government officer, but they are still get salary and other welfare after 60 year old or other reason of retirement.

## 2.2 Influencing elements in work performance

Intasena and Srma (2017) stated that no related variables affect to the work achievement from Thai government officers in 17 Northern Provincial Office of Buddhism. However, they proposed 6 factors influencing performance in the next research that is the following: (1) Result Based Management (2) Strategic Management (3) Good governance (4) e-Government (5) Motivation (6) Mission, Vision, and Value (I AM READY).

Target group is officers at Court of Justice Sector VIII which directed more clear group of factors into 2 sections. First is management section ,and second is personal section. (Nipaporn, 2013)



**Figure 2.1 Group of factors that affects officers implementing accomplishment**

Another research on the relationship between police's behavior toward to their performance in Southern Border Provinces of Thailand, it indicates that leadership and fairness have indirect effect to work of police. In addition, participation and perception lead officers to be more motivated. (Korkaew Jankingthong, 2016)

The correlation between employee engagement towards work efficiency of the Budget Officer from all employment status at Bureau Bangkok by Pananpao (2014) explained further that employee age could influence responsibility, passion to learn, and teamwork environment. While more engagement with organization, employee tend to be more willing to work. Moreover, being the part of organization, the motivation is the key to lead them.

Performance behavior of officials at office of education region 1 - 13 was summarized that age, educational level, and work experience are the factors having impact on work efficiency. It also recommend to solve the problem of low efficiency by giving priority to teamwork, giving recognition and reward to their performance, assigning tasks as their ability and rotated, and supporting in further education or training. (Pensri, 2015)

### **2.3 Government action**

In the past, the Thai government tried to reform the bureaucracy several times to deal with the situation of low efficiency. It might work, but only over a longer period of time. Because the Thai government organization is huge, the improvement is hard to be realized in a short period of time.

In recent years, order no. 5/2559 from National Council for Peace and Order (NCPO) has the purpose to improve the efficiency of both the bureaucracy and government officers. Furthermore, after it was launched for 1 year, government agency and OCSC still need to adjust it to be in the right way.

Integration is another action by government policy to reduce the redundant work by government unit and to increase efficiency of budget. It is not still far away of teamwork in government organization which began step-by-step.

According to the cabinet resolution on 3rd of October 2017, “replacement model of government officer retirement by other employment” is to suit with real

necessary mission of employment and to reduce budget obligation in long term. It limit and restrict the number of new government officers.

## 2.4 Conceptual framework

### 2.4.1 Asymmetric Information

It referred to market failure in the economy which caused by asymmetric information. Imbalance information between two or more party or one party is more information than other side. “The Market for Lemons” from 1970 by George Akerlof of Adverse selection happen before transaction. The primary solution is signaling and screening. For example, applicant of health insurance know their health information better than insurance company. Moral hazard is behavior change after transection. For instance, after purchase car insurance, the driver is less careful drive. Therefore, applicant of government officer know their own information better than interview or examiner, and they might change their behavior after joining.

### 2.4.2 Motivation

Hertzberg’s Two-Factor Theory.

It developed by Frederick Herzberg in the 1950s, he found two factors that can influence employee motivation.

- Motivator factors – It lead to satisfy and motivate employees to work harder e.g. recognition, career promotion.
- Hygiene factors – Basic need e.g. salary, company policies, benefits, relationships with managers and co-workers when it cannot meet, can effect to dissatisfaction

It is not easy to inspires employee to provide excellent service. The company would get benefits of their efficient productivity. Modified theory by Academy of Management Review, 7, 80–88; Porter, L. W., & Lawler, E. E. (1968) as below;





*Performance is a function of the interaction between an individual's motivation, ability, and environment.*

## Figure 2.2 Performace components

Source: [https://saylordotorg.github.io/text\\_organizational-behavior-v1.1/section\\_09/6990d3afc9b675ab11b385efad8e8acc.jpg](https://saylordotorg.github.io/text_organizational-behavior-v1.1/section_09/6990d3afc9b675ab11b385efad8e8acc.jpg)

### 2.4.3 Maslow's Hierarchy of Needs

The concept stated that “people are motivated to achieve certain needs and that some needs take precedence over others” since 1943. (Saul McLeod 2007, 2017) The need is fulfilled from bottom level to next level which describes as a pyramid as below;

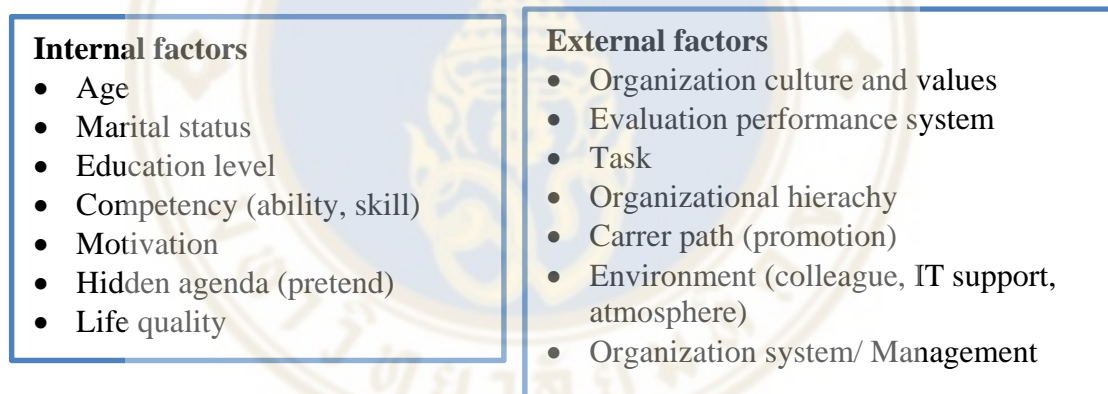


**Figure 2.3 Five stage Maslow's Hierarchy of Needs model**

Source: <https://www.simplypsychology.org/maslow.jpg>

- Physiological needs - air, food, water, shelter, warmth, rest.
- Safety needs - security, stability, freedom from fear.
- Love and belongingness needs - friendship, intimacy, trust and acceptance, receiving and giving affection and love. Affiliating, being part of a group (family, friends, work).
- Esteem needs - (1) esteem for oneself (dignity, achievement, mastery, independence) (2) desire for reputation or respect from others
- Self-actualization needs - realizing personal potential, self-fulfillment, seeking personal growth and peak experiences. (Maslow, 1987, p. 64).

In the last section, literature review indicates many factors which drive employee to work efficiently. It is just in positive side. Nevertheless, there are not exact result from previous studies which particularize the factors government officers to work inefficiently. Therefore, the writer links these studies with the following hypotheses and framework.



**Figure 2.4** The conceptual fremwork

## **CHAPTER III**

### **RESEARCH METHODOLOGY**

This chapter introduces the research methodology used in this study and how to collect relevant data and analyze the data.

#### **3.1 Research design**

The research method of this topic will be conducted as a qualitative method by a semi-structured interview, because it help to explore information in detail such as attitude, opinion, experience, knowledge, and insight. The interview technique is appropriate for the research objectives, which ask open-ended questions face-to-face and one-by-one. Due to limited time, the interview also conduct by phone call and online application. Therefore, the interview channel depend on requirement from interviewee. The method can make interviewees feel free to respond without saving their face or their job position, in the cultural context in Thailand.

During the interview session, participants will be requested to give an example of the situation or more information on working as a government employee in Thailand.

Furthermore, the study result aim to find significant reasons and factors of government employees working inefficiently from participants' reaction toward their work-life experiences. The result will help government organizations or interested people understand reasons and key factors of government employees working inefficiently.

#### **3.2 Data collection methodology**

##### **3.2.1 Population**

People with positions in different government organizations is the target population of this study. Government employees are divided into 2 levels. The first group

is management level and the second group is practical level including temporary staff, while they may have many different status, responsibility, salary, and etc. This would help to combine both similar factors and special factors in the workplace.

In addition, this research is also targeting to managers and officers in private sector to compare both side by other position view. Especially, people who have to contact with government sector.

### **3.2.2 Sampling**

The preliminary screening is applied in this research to ensure capability of each individual interviewee to understand the topic and ability to answer the question.

The sampling size varies by different group. For manager level, selected managers is 5 respondents in total. For officer or practical level, the number of interview is 7 respondents per group. Both groups at the two levels are composed of 80 percent government sector and 20 percent private sector employees.

### **3.2.3 Data collection**

The data was collected during interview sessions which were recorded with a digital recorder device and transcribed for analysis to discover the key factors and the reasons why Thai government officers' work inefficiently, regardless of the complex and high-standard recruitment process, and to compare with the private sector.

To reduce possible impact on the interviewees' career path, all of the personal information is kept as confidential and not revealed in any of the research materials.

## **3.3 Instrument**

The interview sessions begin by introducing participants with the topic background. Next, they are informed that this interview will be used for educational and research purposes only, and all responses are treated as anonymous. Before start of the questions part, the interviewees will be asked to sign a consent form to allow the interview to take place.

Pre-questions ask about demographic information of the participants (age, marital status, family background, education, income, position, organization, and working

period/experience). Additionally, the questions ask about the reason why they became a government officer.

The guideline questions help the interviewer to control efficient time frame and gain related information which cover all relevant topics for the research.

Nevertheless, the actual questions may be different from the guideline questions during the interview, as the interviewee may come up with unexpected and interesting responses. As a consequence, follow-up questions may explore in-depth detail at that point.

The questions used as a guideline in the interviews to conduct relevant information from the interviewees are as follows:

**Table 3.1 Questions used in interview**

Question No.	Question
1	In your opinion, what do you think about being a government employee in terms of the following aspects? (1) Image (2) Performance (3) Salary/Income/Return (4) Welfare (5) Stability  Do you think each type of government employee is different?
2	Which group of people become government employees? And why?
3	Due to recruitment processes compared with the efficiency of government employees, do you think they can work up to their qualifications?
4	Do you think job description and the real tasks are matched? (skill/ability required) Rotate function is connected?
5	Do you think workload (quantity of work) is suitable for each employee? And is it balanced?
6	From your experience, what do you think about the evaluation system? Is it fair? Is promotion based on that system?

**Table 3.1** Questions used in interview (cont.)

<b>Question No.</b>	<b>Question</b>
7	Do you think hierarchy power and management influence employees? How does your leader motivate you?
8	In your organization, how are the culture and values? How about office politic in your organization? Does that demotivate employees?
9	In your opinion, what are the factors that lead government employees work inefficiently?
10	Could you suggest recommendation how to fit in government organization?
11	What are the thing/people that government still need?

## CHAPTER IV

### RESEARCH FINDINGS

This chapter contains the findings of the data collection according to the methodology. The data were collected from semi-structured interview by the interviewee's response to the questions linked to the topic.

#### 4.1 Demographic Profile of Interview Participants

The researcher interviewed 2 major groups which are (1) Government sector: 4 managers, 7 permanent officers, 7 temporary officers and (2) Private Sector: 2 managers. All of the participants have different combinations of education level and sector. All of them have been working for, or worked for, the Thai government for more than 1 year. There are a mix of retired persons and those currently working. Most of them switched from the government to the private sector, and some went from the private sector to the government. The group of interviewees is mixed between male and female, and also mixed the young generation and senior generation too.

**Table 4.1 Participants General Information**

<b>Participant No.</b>	<b>Level/Type</b>	<b>Age</b>	<b>Education</b>	<b>Sector</b>
1	Manager/Government	61	Master degree	Law
2	Manager/Government	61	Bachelor degree	Education
3	Manager/Government	30	Master degree (M.D.)	Medicine
4	Manager/Government	70	Bachelor degree	Education
5	Manager/Private	34	Bachelor degree	Polymer
6	Manager/Private	65	Bachelor degree	Construction
7	Permanent/Government	24	Bachelor degree	Media

**Table 4.1 Participants General Information (cont.)**

<b>Participant No.</b>	<b>Level/Type</b>	<b>Age</b>	<b>Education</b>	<b>Sector</b>
8	Permanent/Government	28	Bachelor degree (M.D.)	Medicine
9	Permanent/Government	27	Bachelor degree (M.D.)	Medicine
10	Permanent/Government	36	Master degree	Media
11	Permanent/Government	27	Bachelor degree	Media
12	Permanent/Government	32	Bachelor degree	IT
13	Permanent/Government	29	Bachelor degree	Media
14	Temporary/Government	27	Bachelor degree	Media
15	Temporary/Government	23	Bachelor degree	Media
16	Temporary/Government	27	Bachelor degree	Medicine
17	Temporary/Government	33	Master degree	Construction
18	Temporary/Government	39	High Vocational Certificate	Media
19	Temporary/Government	25	Bachelor degree	Media
20	Temporary/Government	27	Bachelor degree	Telecom

## **4.2 Main Interview Findings**

The interview questions were designed to explore factors influencing the work behaviors of Thai government employees that lead them to work inefficiently, and how much those factors impacted themselves. After reviewing the interviews, there are many interesting common factors and results emerging. There are similarities and significant differences that are found out from the comparison of the interviews.



**Table 4.2 Significant answers from Interview section**

<b>No.</b>	<b>Factor</b>	<b>Internal/ External</b>	<b>Number of mention</b>
1	Organization Structure and Policy	External	20
2	Organization Culture and Value	External	15
3	Human Resource Management and Recruitment Processes	External	12
4	Evaluation System and Promotion	External	18
5	Leader/Boss	External	17
6	Office Politic	External	20
7	Attitude	Internal	5
8	Environment “Office/Surrounding”	External	10
9	Environment “Colleague”	External	11
10	Generation gab	Internal	5
11	Not transparent / Connection	External	13
12	Income/Return	External	17
13	Goal	External	7
14	Motivation	Internal	20
15	Knowledge Management	External	15

#### **4.2.1 Organizational structure**

Since the revolution of 1932, Thailand has established a government from the people. It is not so easy for Thai people to adapt when the power change to their hand. The management and regulation of the government was developed step-by-step. In the past 20 years, Thailand seems not to develop as fast like in the past. It might result from short-term objectives of frequently changing governments. When the period is too short, the visions or ongoing processes were stopped or changed. Two of manager mention that our country do not have long-term government leader which lead to not continue policy in development, and the political power is also effect to government officers like rotation order and promotion.

Moreover, Thailand is one of the countries that never lost sovereignty, so it might be one of the reasons that make Thai people do not have strong stimulant to protect or drive our own country to be more develop. This is the viewpoint from one manager.

Nevertheless, the collaboration of each organization is hard while the Thai government organization was divided into many departments which have overlap with each other. It is another cause of unsuccessful integration of responsibilities and work efforts. This can see from the budgeting processes of government session.

Several interviewees said the same for the organization structure as “It is too bulky and slow”. As complicated of a hundred Thai Government organizations, there contain at least 7 levels from bottom to the top. And the management of each top department is centralized and hierarchy. The central command can hardly cover all divisions in detail, so the performance of each department is not fully under control. That is the opposite of most private companies. They are established for profit and have smaller size, which many benefit management in each division. Almost all of participant mention that is major different of government organization. Therefore, private sector have more control to track the cost and performance of employee to gain maximize profit.

#### **4.2.2 Organization Culture and Value**

Some respondents mention the old culture, maintained by senior officer who are in the top level, but the vision may lag for a decade as they are not so up-to-date. When efficient and well-educated new people come to join the organization, but no tasks are assigned, they cannot do an efficient job also. The negative code from interviewee is “when senior is old, never think to change as world change”, “Old person always think they are the best, young blood are never good as them”.

Another group said “organizational culture is affected to how to work in an organization.” For example, working hour is not as other real office working hour. There come up with compromise system which mean let the small breaking rule event gone as never happen. They can escape from office to do personal aspect, but not record as no show.

Some person think it is obstruction to work, while they gave an example as “old paper work system and not really electronic database”. That is annoying work process for new generation who up-to-date with technology and familiar with fast things.

Both managers and permanent staffs said “When in Rome, do as the Romans”. It is both positive and negative together when the environment is good, would bring the good result. If it is not, it would be opposite result.

#### **4.2.3 Human Resource Management and Recruitment Processes**

The vision of the Thai government is not always supported by the employees. From the interview sessions, the researcher cannot find “doing his or her duty for the Thai nation or the Thai people” as a main motivation for young government employees. It was also confirmed by from manager-level respondents, who raise this issue about what is the priority of Thai government officers. Most of participants responded that being government officer means stable employment, without a threat to be laid off as in a normal company and a relatively low workload. Priority in life is important to drive work efficiency, because they know what their working for. Work-orientation also helps.

To compare the screening process at the hiring stage, the private sector check more deep detail of qualification. But, the government just sets basic qualifications and an exam. That may not fit to all the positions in the government. The manager said “the government recruit new employee from giant pool by set wide specification to match someone, but in private sector set more specific qualification to match”.

There are two side of view between match qualification with real job work is better, and another group said it does not matter. Not matching ability and task can be learn to do. One stated the interesting answer that “human resource department focus more on routine job which does not concern on function job. So, they just find someone to fill it which make uncountinueous development.” When matched person with job, it make the efficient work and go in the right way.

Generation gap is more issue in government when top level of hierarchy is fully from old people. the private manager said “in private company can be change position while not being concerned about seniority as in the government.”. Therefore, private company tend to be more variety of age in all level.

Rotation program is quite useful for people who join the government, because they can go to many different divisions in government. But it can hurt the organization in terms of not working in any position for more than just 1-2 years, wasting experience. From law industry, they set rotation policy to protect corruption aspect by stay long

term in one area. The manager from law industry mention that many person wait the time for the long period case and do it just urgent case. That action make timeframe of work inefficient while newcomer face with urgent case with limited time. His or her job may not well as normal work.

Besides, job description is not stay still in specific department. It can be rotated with specific person who are already change to other department. There are threat of both that person and new department which is required to take care more than exist duty.

There are limited number of permanent staffs even the increasing population year by year. In other point of view, there are increasing more and more temporary staffs. Sometimes is too many workers for one department which lead to more people than job. But, one of participant said “workload is not less than worker, but the people who work is less.” Furthermore, most of participant mention that the work or efficient people would have much more workload than other.

Temporary employment introduce to reduce obligation charge. One of manager said “Reason of temporary employ is to flexible while permanent cannot do or not match to do”. In my opinion, it seem like solving problem not from the root cause and it would be a consequent problems.

Somehow with connection, it was happen in someplace as law manager mention “There are both pros and cons. It was good if that person can work in that position.”, and one of staff said “They hire the one who know each other for temporary staff to be paid from the budget.” To look at budget, there are more than half of government organization is for human budget group and another 25 percent would be human return so as hide it into other budget group.

#### **4.2.4 Development and Resources**

Training program are also considered useful, but from respondents experience said it is not like a norm. The training programs do not perform so well as it should be. For example, the officer in far area who need that skill are not invited, because of budget limitations and the complicated application process. That is mention by permanent staff who have been work in far area.

Auction is the normal way of procuring outside resources and services in government, but the specifications and real items may not match due to corruption or hidden issues. Furthermore about resources, the surrounding of prompt system is not fully support as global company. Support device is another inefficient effect on work. If the computer is low specification, but work require higher. that is also problem for employee. Even the environment is not well managed like maid service, there are not well clean which lead to health issue.

However, the budget is limited while there need to seperate over 100 organizations. One of manager in medicine said “the given budget is not related to real situation, it just count by population in that area”.

The knowledge management in the government organization is not exactly happen except in medicine industry. This is important function to continue work with minimize problems and reduce existing problems. Currently, newcomers are not much train in real job function. The boss are just order them to do something by not pay attention with their abilities and skills. Most of them need learn by them self to complete the order. The senior officers, through thick and thin before, are well known weaknesses and strengths, operation processes, and problems or issues in an organization. That is good to share to next generation for improve process to be better. In opposite way, both managers and staffs said similar things when younger staffs who are updated knowledge and/or technology suggest the new innovation processes. The senior trends to be not accept it, because of fear on the unknown things or their ego.

#### **4.2.5 Evaluation system**

The most popular image phrase is “one task for morning, one task for afternoon” which is show how government officer work slowly as only one per half day.

The system to control performance does exist, but the implementation and enforcement is not so strong. It is depends on people who use it. The principle is important. Due to unbalanced workload, several respondents stated that “who work well, boss will let he or she do as much over than other” Therefore, work is unbalanced that would be another cause of inefficient work so.

As a centralized organization, the department heads or managers have full authority to evaluate their employees. It is hard for employees to recheck or claim

unfair treatment. It is possible, but it is dangerous when they do it. That might be harmful to their career path after that position.

From medical industry, they said government system support for inefficient people to stay in the organization while there are not exact evaluation control by each person. The promotion or evaluation result come from big picture when not pay attention on individual.

Another interesting aspect from manager is “Value of person is depend on who is your boss.” While several staffs said “Good evaluation result or not, depending on relation with boss”. So, it show the boss is the key person in evaluation process. So many person mention the same as “just perform the work as minimum request, do not build conflict with other.”

Stable status on employment also make people work less, and come up with “They stay just from day to day”.

#### **4.2.6 Return/Income**

This is another important influence factor, but it is not effect to all people. For the interviewees who have ever worked for private sector, all said the same that “the salary is too low.” and “the process of other return is long way to get like overtime in May, it would pay in July.” This factor let employee think that they will do it only this, it is enough for this return.

Moreover, the low income lead to corruption issue in somehow when their salary is not enough to support their life. For example, one participant said “The corruption might happen in small portion like overpaid transportation fee”. It could be the working time also, or the government tools that use in personal purposes.

#### **4.2.7 Office Politics**

The biggest factor involve many things together such as colleague, boss, task, and even culture. This is big effect when people have negative attitude to other. Participant stated the example as their big boss have hidden conflict with manager, then they do not talk to each other which make bad traffic in communication. It lead to divide inequally work, and make unbalanced workload. All of participants mention on

this topic. Another situation, credulous leader believe some noise and trust on that gossip, then act in bad behave to that person.

Divided into smaller group, they do not look as big picture. They are not do for overall benefit, but take advantage for themselves. That led to the bias aspect, and build pressure atmosphere. People are required to work under pressure.

### **4.3 Limitations**

This research topic is sensitive and can possible influence the career path of respondents. Therefore, it was hard to find respondents even the personal information is kept as confidential and not revealed. Moreover, there is not easy to clarify whether the respondents truly share their real experiences.

The limitation is mainly due to that data collection is done only by limited sample group while Thai government is huge and has many different ministries, divisions and departments. Another limitation on this case is purely focused on some industry which is different task and job characteristics.

## **CHAPTER V**

### **CONCLUSIONS AND DISCUSSION**

In this research, it examined factors that drive Thai government officers to work inefficiently compared to the private sector from interviewees' experience. All participants are Thai people who have experience working with the Thai government at least one year.

#### **5.1 Conclusions**

The result of the research found several relevant findings and results that the main factors driving government employee to work inefficiently is related to each other from combined external factors into internal factors under strong protection of employment status. Besides, there are many reasons which group into following 7 major factors:

1. **Organizational Structure:** As the huge and complex Thai government organizations, it is one significant issue of hierarchy from bottom to top level. As an old organization, the duty is overlap between different organization which effect to conflict and slow processes. Moreover, the political power from government is also influence the management of organization

2. **Organization Culture and Value:** Up-to-date managers is rare in Thai government organization, because of promotion by seniority. Technology or new knowledge was hardly accept.

3. **Human Resource Management and Recruitment Processes:** Employment status is long-term and stable which no laid off. The recruitment processes is not related to real job which effect to task with skills and abilities to harder achieve in the real work environment. Candidates or officers are not much attitude to contribute for people or country, and seek for stable employment and own benefits. In an organization, job duty is individual which is not really coworker exist.



4. Development and Resources: Training program is not really useful in working life, while knowledge management is not well organized. The newcomer should learn task by his/herself. Providing resources is not enough for every officer. Limited and not exact relevant budget is bring less improvement, and lead to scarcity of working tools.

5. Evaluation System: Control performance system cannot effect real performnce od each person which distract by bias issue. Full authority of one person is no rechecking system to control.

6. Return/Income: The return cannot enough to sustain their life, especially in lower level. They might need to do other to gain more income and might lead to corruption in somehow like working hour.

7. Office Politics: The significant factor lead people demotivation by gossip issue, bias aspect, or negative attitudes.

From the major 7 factors, all of it come from external factors. While behind all of its, there are consist of internal factors. Most of its make people do not want to work or demotivation more than crating motivation to work.

To compare with private sector, there are not permanent employment status as Thai government. There are profit-oriented, so they have stick control to each employee. All system come up to make more productivity and reduce cost that lead to make more profit. When they have higher return or salary, the private sector do not let them have a free hour in working hour as government. Therefore, employee have suitable workload, they do not have time to make gossip or political in office. They are more careful of the law of diminishing returns in economics which is “the decrease in the marginal output of a production process as the amount of a single factor of production is incrementally increased, while the amounts of all other factors of production stay constant.” (Brown, 2016) Moreover on coworker, there are set more than one person who can work instead of another one that is protection by not losing by worker leave.

However, the most significant thing is good person who have attitude on his or her mind to do for people and be equitable that is the most valuable people for government organization.

## 5.2 Recommendation

Based on the interviews, to improve, the organization should realize the problem and solve it or prevent it from happening. If they can eliminate some of these factors, it would be better than not doing anything to prevent. But, to be exact issue in an organization should target at only one unit to solve which would be more efficient.

Due to several inefficient factors, firstly, I would like to create new value for Thai people to be more contributor which mean think of other people and society more than him/herself. This would help to create new generation to heal some inattentive aspect such as negative attitude and self advantages.

Secondly, reorganization is really concern to do deal with complex and overlap duties at present. There are trend to issue with several person who might loss of interests. By the way, there are not only restructure of organization, but also create rotation work function to lead the coworker happen in an organization which help to keep continuously work. When the structure is uptodate, then workload issue would be remove which the same as office politic would reduce as more work to do and less free time in working hour. Moreover, let pay more attention to knowledge management that would keep experiences, techniques, and specific knowledge as long as system still. More benefits is help any officer better solving the same problem from backup information same as medicine.

Thirdly, enforcement of all systems would gain better control in an organization. Thai government already have several protect and control system, but may not serious to enforce it. Sometimes is not uptodate rules or system to use in digital transmission era.

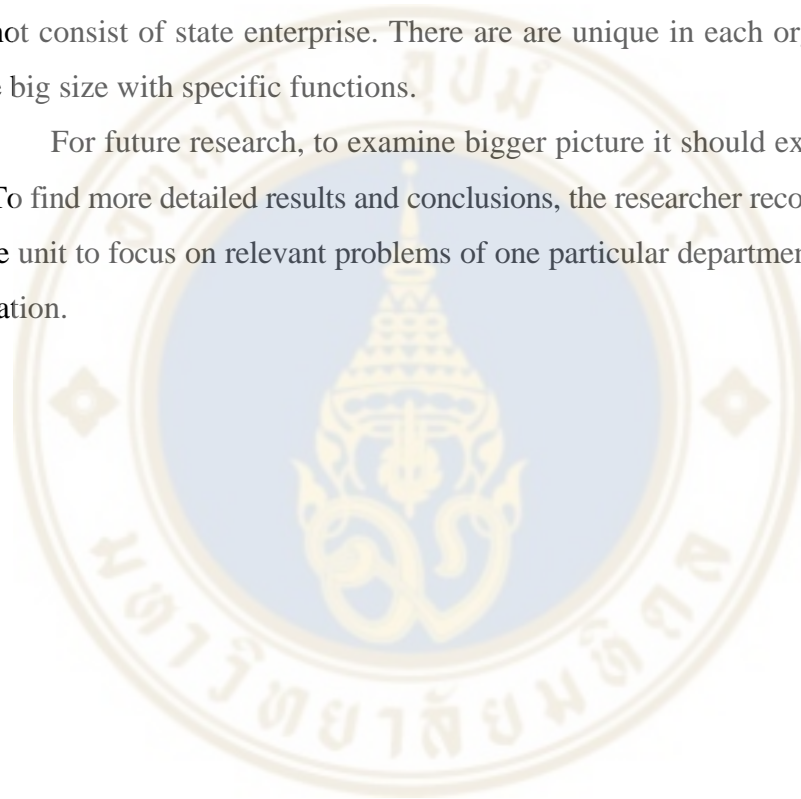
Fourthly, to make income of their government employee are more supporting life. I would suggest to reconsider cost of living and inflation rate each year. The government should announce the salary policies before budgeting processes. Besides, this could reduce corruption issues and gain more productivity.

### **5.3 Limitation and suggestions for future research**

The findings of this study provide factors based on the experience from a limited group of participants. Since the topic is sensitive, not so many people want to be a part of the interview group. Moreover, pretend and social desirability bias could influence this study, as the respondent may want to keep their face.

The limited time of study on this paper is just around 3 months, and interview time limited between 20 minutes to an hour depending upon the participants' willingness of 20 peoples from only 2 from private sector and 18 from government organizations which not consist of state enterprise. There are are unique in each organization while they are big size with specific functions.

For future research, to examine bigger picture it should expand the sample group. To find more detailed results and conclusions, the researcher recommends to work with one unit to focus on relevant problems of one particular department or government organization.



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## **Appendix A: Introduction to Interview**

This interview is the part of the research for a thematic paper to fulfill the requirements for the degree of Master of Management at the College of Management, Mahidol University. The topic is about the reasons why Thai government officers work inefficiently, regardless of the high standard recruitment process, and compared with the private sector.



## Appendix B: Consent Form

### Letter of Informed Consent

Date...../...../.....

Title of project: Factors influencing the work efficiency of Thai Government employees compared to the private sector.

Name of researcher: Ms. Kasama Kitisuntorn

Name of supervisor: Dr. Roy Kouwenberg

Contact information of the researcher: 081-4400292

Dear Sir or Madam,

You are invited to participate in the above research project, initiated at the College of Management, Mahidol University.

The objectives of this research are: to study factors that drive Thai government officers to work inefficiently compared to the private sector.

To achieve these stated objectives, I would like to request your help in (check):

- Filling out a survey form  
 Participating in an interview  
 Other (specify) \_\_\_\_\_

The risks involved in participating in this research include:

- Details \_\_\_\_\_  
 None

In the research report, your identity (name and contact) will be (check):

- Kept confidential  
 Revealed

Explanation (if necessary): \_\_\_\_\_

**Please be aware of your rights to:**

- Decline to answer any questions you do not feel comfortable answering
- End your participating at any time

Thank you very much!

I have carefully read and fully understand the information above.

Signature ..... (Research participant)  
 (.....)

Date...../...../.....