

สารบัญย่อ

THESIS ABSTRACTS

Personnel Organization of Thai Civil Service (A Study of Its Legal Structure)

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It is generally agreed that a sound civil service system is a necessary component for the success of national development; but it is a sound personnel organization that helps develop an efficient civil service system in the first place. The purpose of this thesis is to evaluate the personnel organization of the Thai civil service and study how the organization affects the operation of the system. However, its scope is limited to the study of the legal structure of the personnel organization in which the Civil Service Commission (the "Kaw Paw") has been established as the central agency. It is assumed in this study that the existing personnel organization has not provided an effective machinery for the civil service.

It is also assumed here that such an evaluation cannot be done without studying the purpose of the organization. From the study of its historical development in Chapter 2, it can be seen that the personnel organization of the Thai civil service has been established to set standards and uniformity of personnel management based on the principles of the merit system. The primary goal is to provide efficiency and economy in public administration. The structure of this personnel organization, since its beginning in 1928, has been changed from time to time in an attempt to achieve its objectives and purposes. Furthermore, when the study of modern personnel administration was introduced in the university curricula during this decade, a drive for an efficient and

modern personnel management developed within the civil service, and it was expected that there would be an improvement in the personnel organization of the civil service.

It is therefore necessary to make a detailed study of the existing personnel organization in order to have basic data needed to evaluate the organization. Looking at its legal structure, the organization can be roughly characterised as typical pyramid structure, composed of 2 main levels: the central level and the ministerial and departmental level.

The central level (as studied in Chapter 3) is composed of the following agencies:—

1. The Civil Service Commission or the "Kaw Paw" is designated to supervise the personnel management of the civil service in accordance with the civil service laws.
2. The Special Civil Service Subcommittee or the "Ow Kaw Paw Visaman" is designated to assist the "Kaw Paw" with some specific personnel matters.
3. The Office of the Civil Service Commission (the CSC Office) is designated to assist the "Kaw Paw" in carrying out its routine works.

The ministerial and departmental level (as studied in Chapter 4) is divided into 2 categories: the supervising personnel agencies and the operating personnel agencies.

1. The supervising personnel agencies are the so-called Ordinary Civil Service Subcommittees (the "Ow Kaw Paw Saman"). They are classified respectively into 3 levels:
 - a. the Ministerial Ordinary Civil Service Subcommittees (the "Ow Kaw Paw Krasuang"), established in each ministry;
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b. the Departmental Ordinary Civil Service Subcommissions (the "Ow Kaw Paw Krom"), established in each department, and

c. the Provincial Ordinary Civil Service Subcommissions (the "Ow Kaw Paw Changwad"), established in each province.

They are appointed to assist the "Kaw Paw" in supervising of personnel management in the ministries, departments and provinces.

2. The operating personnel agencies, which are the basic organs of the organization, are designated to perform the routine personnel work under the civil laws and procedures. They can be classified into 2 parts:

(1) the line officials and

(2) supervisors whose duties concern personnel matters and the operating personnel offices. The latter are, in turn, classified into 2 types: those that perform personnel work in addition to other duties, such as, the Dispatch Sections: and those that perform personnel works exclusively such as the so-called Personnel Sections.

There has also been a line of personnel work flow which helps relate all these personnel agencies into the same organizational structure (as studied in Chapter 5).

As noted, the study of these personnel agencies has produced the basic data needed for the analysis and evaluation of personnel organization of the Thai civil service in Chapter 6. Such an analysis has indicated some of its defects such in the main are:—

1. Its dependent status under the executive or the line influence which supports the patronage system and weakens the leadership of the "Kaw Paw" in developing a sound civil service system;

2. the composition and the qualification of members and the work proce-

dures of the "Kaw Paw" and "Ow Kaw Paw" which are not adequate to preserve the principles of the merit system ;

3. the too-much-detail procedures in the personnel work flow which have caused unnecessary red tape ;

4. the absence of modern personnel functions and practices in the process of its personnel management.

The analysis in this chapter proved that these defects have become a serious hindrance to the personnel organization of the Thai civil service in carrying out its personnel management efficiently.

The conclusion in the last chapter shows that these defects have their roots in Thai society where there is a tradition of patronage and superior-subordinate relationships. This influence has supported the monopoly of political power by the ruling class and discouraged the realization of the democratic ideals which are the key basis of the merit system. As a result, the personnel administration, based on merit principles, has become merely a formal but not an actual model. This thesis has suggested resolutions of these problems emphasizing an attempt to develop the society itself into the stage where democratic values and ideals are more realized ; the emphasis, especially on personnel matters, has been made primarily on the encouragement of the professional quality in personnel work which will bring about further improvement of the structure and other machinery of the personnel organization in a model that could set it free from the executive or line control, and would also provide it with a more efficient work flow.

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