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## MODEL FOR TRANSPARENCY OF LOCAL GOVERNMENT ORGANIZATIONS

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### ABSTRACT

The objective of this research is to study the factors that influence the transparency of local administrative organizations. This is quantitative research. The sample group consists of 400 staffs of local administrative organizations using random sampling. The research instruments consist of questionnaires and tests. Regarding the data analysis, the researcher uses the structural equation modeling (SEM). The researcher found that the model of the factors influencing the transparency of local government organizations is consistent with the empirical data. It can be considered from the consistency index consisting of  $\chi^2 = 692.282$ ,  $df = 356$ ,  $P\text{-Value} = 0.083$ ,  $CFI = 0.934$ ,  $TLI = 0.920$ ,  $SRMR = 0.043$ ,  $RMSEA = 0.073$  and  $\chi^2/df = 1.944$ . Most of the latent variables in the model have positive significance at the level of .01. The variable that has the most influence on the transparency of local administrative organizations is organizational culture (0.732 \*\*) followed by executive leadership (0.704 \*\*) and participatory management (0.440 \*\*), respectively. All variables in the model predict the transparency in operation for 65.90% with statistical significance at the level of .01.

**Keywords:** Model, transparency, local administrative organization

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### Background and significance

Corruption is a big problem occurring in many countries around the world, whether developed or underdeveloped countries. It has also become one of the most important problems in many countries. This problem does not seem to disappear. It even becomes more violent and more complex. The government organizations or independent organizations such as the United Nations, the World Bank, and the people sector all agree that corruption is the problem leading to poverty and really obstructing the development (Charuwan

Sukhumalpong, 2013). Publishing the Global Corruption Image Index for the year 2019, the Transparency International (TI) found that the Global Corruption Image Index last year indicated that two third of countries around the world did not score 50 points as in Figure 1. It was also reported that in some countries, the anti-corruption has been little developed while the others not. The corruption occurring in the top-rank personnel in the government including the bribery is an obstacle to access fundamental public services such as health care and education. This causes people to have to endure being with

corrupting leaders or organizations. These lead to social despair to trust in the government and erode the confidence of society towards political leaders, elected officials, and democracy (www.transparency.org).

SCORE	COUNTRY/TERRITORY	RANK	SCORE	COUNTRY/TERRITORY	RANK
87	New Zealand	1	38	Sri Lanka	93
85	Singapore	4	38	Timor-Leste	93
77	Australia	12	37	Vietnam	96
76	Hong Kong	16	36	Thailand	101
73	Japan	20	35	Mongolia	106
68	Bhutan	25	34	Nepal	113
65	Taiwan	28	34	Philippines	113
60	Brunei Darussalam	35	32	Pakistan	120
59	Korea, South	39	29	Laos	130
53	Malaysia	51	29	Maldives	130
46	Vanuatu	64	29	Myanmar	130
42	Solomon Islands	77	28	Papua New Guinea	137
41	China	80	26	Bangladesh	146
41	India	80	20	Cambodia	162
40	Indonesia	85	17	Korea, North	172
			16	Afghanistan	173

Figure 1 Global Corruption Image Index in public sector of 2019

Source: www.transparency.org/cpi

Considering the Thailand's context, the corruption problem remains for long time ago and affects the development of the country widely especially for the effect on national security. It is one of the top problems that hinder the country's development in terms of economy, society and politics. Although nowadays many governments have tried to solve the problem by establishing the government policy in the Constitution of the Kingdom of Thailand even in various national economic and social development plans, the solution to corruption has not been really concrete (Boonwara Sumano Jenphuengphorn et al., 2017). In 2019, the International Transparency Organization ranked the 2017 corruption image index. Thailand was found to get 36 out of 100 points and rank 101 out of 180 countries around the world (https://www.transparency.org). The above statistics emphasize that corruption occurs in every part of the Thai society whether in

political or government sectors, especially local administrative organizations. They are often seen from the outsiders as the organizations conducive to corruption and are often reported in the media and government reports. This badly affects decentralization and confidence in the local administrative organization system (Office of the Permanent Secretary, 2017).

The research of Kowit Puangngam (2017) which studies the development and promotion of corruption mechanisms in local administrative organizations reflects the corruption in local administrative organizations. The corruption is found in the purchase, procurement, and allowing relatives and fellows to be the contractors. There are non-thorough inspection system, lack of information publicity, lack of quality and ethics, etc. In addition, the Office of Public Sector Anti-Corruption Commission (2020). Moreover, Boonwara Sumano Jenphuengphorn et al. (2017) mentioned the forms of corruption in the local administrative organizations of Thailand that consist of fraud in taxation or local revenue collection, corruption in the procurement, corruption related to the disbursement, depositing and money storage, and corruption through abuse of authority. Regarding the factors affecting the decision to commit corruption, it is found that transparency is an important factor in preventing corruption as it is the first step to cause other measures such as monitoring and punishment. If the works are not disclosed in the first place, there will be no way to detect the corruption and cannot lead to punishment. The monitoring will affect behaviors only when being used in conjunction with transparency.

Therefore, enhancing transparency in local administrative organizations is an important goal in order to promote good governance, especially by allowing citizens and civil society to participate in monitoring and detecting the corruption in

the local administrative organizations carefully and efficiently. There is the case study of surveillance and monitoring in the government and local administrative organizations by the civil society group of South Korea. It is the case study and also the prototype of the formation of public corruption investigation group. The article on People's Solidarity for Participatory Democracy (PSPD) or Citizenship Unity for Participation introduced the principle of social reform to the democratic system of Korea which has been under the dictatorship for more than 30 years. The PSPD Group has searched for ways to allow people to participate in the investigation of government operations in different cases for effective legal and policy reform. The 4 principles were presented including Participation of citizens, Solidarity of citizen, Civil watch, and Alternative. Furthermore, there are some example cases of movements in Korea that show people's participation in investigating corruption by establishing an anti-corruption organization called the Korea Independent Commission Against Corruption (KICAC) with the aim to create transparency in the Korean society focusing on prevention rather than punishment. The emphasis is on the performance of government officials in both central and local areas with the training on knowledge to promote anti-corruption in government agencies and local administrative organizations. Their performance will be processed in accordance with the central standards. In addition, KICAC also promotes local administrative organizations at the municipality level in building transparency in work, standardization, establishment of audit committee with the people sector committee to supervise the work of municipality focusing on the work of various sectors to fight altogether against corruption (Kowit Puangngam et al. 2013).

From the above situations and problems, the researcher raised the question what the model of transparency of the local administrative organizations should be. The researcher considers that it is absolutely necessary to study the development of training set in order to enhance the transparency of the operations of personnel of local administrative organizations to study the model of factors affecting transparency of the local administrative organization as well as studying and developing training set to enhance transparency of local administrative organizations. This will also lead to the elevation on transparency of local administrative organizations further.

## LITERATURE REVIEWS

The organizational behavior is recognized as important and necessary for helping executives, supervisors, personnel, and interested parties to understand the organization which is the foundation of work and organizational management (Natthaphan Khechonnann, 2008). In addition, the organizational behavior is also the study of human behavior, attitudes, values, ability of perception, human learning, and operational performance of people in the organizations (Nitiphon Phutachot, 2013). The organizational behavior is about the attitude and behavior of individuals and groups in the organizations. Therefore, the study of individual attitudes and behaviors both individually and in groups is very necessary and important for the organizations. It also helps to get to know people in the organizations for their characteristics and personality both in terms of strengths and weaknesses. The strengths will be promoted, maintained, and supported at a higher level (Soitrakul (Tiwayanon) Atthamana, 2007).

From the synthesis of variables and factors that affect the transparency of the local administrative organizations. From the review of literatures, concepts, theories and relevant research findings, the researcher can conclude that the variables related to transparency of the local administrative organizations consist of 4 important variables. 1) **Knowledge about transparency:** The knowledge is data, fact, and information based on experience, judgment, ideas, and personal values with the analysis and synthesis applied to work or problem solving resulting in the awareness and understanding of the patterns of relationships (Naree Sookdee and Virote Jetsadalak, 2014). Knowledge is the first step of behavior related to memory ability. This may be by remembering, seeing, hearing, or listening to. From this reason, remembering is considered an important process in psychology and is the process leading to understanding behaviors. Therefore, knowledge of transparency in the operation consists of 3 aspects which are procurement, disclosure, and access to information and good corporate governance. 2) **Leadership of executives:** It is recognized to be important and has been studied since the past for a very long time. Leadership academicians have studied and found that leadership is created in the context of human psyche (Rattikorn Chongwisarn, 2013). The effective leadership depends on suitability, fitness, and understanding of the leaders, subordinates, and work. The integration will depend on the environment of organizations, the direction of organizations, and the leaders. The leadership competence of persons to be appropriately adjusted becomes an important factor. The research of Suradinkura, V., Toopgrajank, S., & Chandarasorn, V. (2020) studying the transparency of Thai business

organizations in the recognition of certified public auditors found that organizational leadership influences transparency in business perception. The leadership of executives is therefore the behavior or ability of an executive to influence, inspire, persuade, or motivate the others or groups of people in being able to help the organizations to work effectively and achieve the goals. In this research, the Bass and Avolio's transformational leadership theory (referred to in Rattikorn Chongwisarn, 2013) was used. It consisted of ideological influence, inspiration, intellectual stimulation, and consideration on individuality. 3) **Organizational culture:** It is another tool in human resource management which can also be linked to leadership. Phantipha Nilsophon (2009) says that organizational culture is an important factor and plays a greater role in studying the management in modern era. The role of organizational culture has led to new theoretical managers and administrators to understand the values and behaviors of the organizations and members more than in the past (Chanida Chittaruththa, 2016). The organizational culture in this research consists of club culture, culture emphasizing the role, culture emphasizing the work, and culture emphasizing the identity (Charles B. Handy, 1991 referred to in Chanida Chittaruththa, 2016). 4) **Participatory management:** It is the management that gives an opportunity for people involving in studying to participate in thinking, making decisions, planning, and working together. This results in the feeling of attachment, binding, and making decisions in school management to achieve participatory management goals. The participatory management can enable the organizations to be operated smoothly. People have love and commitment to the organizations with the good feelings about

the responsible missions, planning, working altogether in team. This results in the efficiency of the organizational work. The organization's operation will be agile and transparent. There is a shared responsibility for the organization's success, including goals and objectives, commitment, autonomy, trust according to Swansburg. (1996, referred to in Sophida Klainongsuang, 2015). This is in accordance with the research of Suradinkura, V., Toopgrajank, S., & Chandarasorn, V. (2020) finding that employee engagement and customer complaint investigations influence the transparency in business perception. The research results of Kowit Puangngam et al. (2013) also found the factors that made the model of the local administrative organizations successful in participation and transparency including 1) The opening of public opinion hearing space, 2) Citizen volunteer factor, 3) Factor of cooperation network between local administrative organizations or between local administrative organizations with various agencies, 4) Factor of various information disclosure, 5) Factor of leadership characteristics in local administrative organizations, 6) Factor of team collaboration between political parties and government officials, 7) Factor for promotion and acceptance of local wisdom, and 8) Factor of having local culture and traditional community.

## RESEARCH METHODOLOGY

This is research and development studying the factors that influence the transparency of local administrative organizations. The research population and sample group are personnel who are government officials, civil servants, or

employees having the working age for 1 year or more of the local administrative organization in Sakon Nakhon Province totaling 7,090 persons. The sample size suitable for the analysis is defined for the Structural Equation Modeling (SEM) according to the ratio of predicted variables to the sample group size which must be at least 1: 20 for a total of 400 persons (Enders, 2001, referred to in Phatraporn Ketsang, 2016) using stratified random sampling. The instrument used in this research is a rating scale questionnaire in 5 levels. 5 means most agree to 1 means least agree. There is the test on knowledge about transparency in operations. The test is for choosing only one most correct answer totaling 20 questions. In finding the quality of the research instrument, the researcher used the content validity by using the index of congruence (IOC) to find the power of classification by item and to find the confidence in the whole questionnaire. The method used in this research is for finding the alpha coefficient. The statistics applied in the data analysis are frequency, percentage, mean, standard deviation, Pearson's correlation coefficient ( $r$ ), and Structural Equation Modeling (SEM) to check the consistency of the model based on assumptions and empirical data by using various statistics such as Bartlett's test of sphericity and Kaiser statistics measure of sampling adequacy, and single level confirmatory factory analysis (CFA).

## RESEARCH RESULTS

The analysis results of confirmatory factors of the structural equation model show that the factors influencing the transparency of local administrative organization are consistent with the empirical data. Considering the consistency index, it consists of  $\chi^2=692.282$ ,  $df=356$ ,  $P\text{-Value}=0.083$ , CFI



=0.934, TLI= 0.920, SRMR= 0.043, RMSEA=0.073 and  $\chi^2/df = 1.944$ . All variables have construct reliability ( $\rho_c$ ) between 0.965-0.998 which is higher than the criteria (0.60) and the construct validity is in accordance with the criteria specified in Table 2. After having examined that the model is in conformity with the empirical data, the parameter estimation is considered. The weight of components of the indicators in the evaluation model (as in Table 1) and the weight of components of all variables in the transparency model of the local administrative organization represent that the indicator has the weight of components between 0.104-0.970 with statistical significance at .01 level. The residual variance is between 0.066-1.372 and the accuracy ( $R^2$ ) of the structural equation of transparency in operations is 0.659 with statistical significance at the .01 level as shown in Table 1.

Table 1 Weight of components of the model in measuring the equations in the structural equation model of transparency of local administrative organization

Model in measuring	Indicators	Weight of components ( $\lambda$ )	S.E. variables	total influence in the structural equation model of variables			
				Z-test	Residual	$R^2$	
Knowledge on transparency (K)	K1	0.581**	0.054	10.812	1.164	0.338**	0.097*
	K2	0.483**	0.055	8.807	1.372	0.234**	
	K3	0.780**	0.061	12.834	0.916	0.608**	
Leadership of administrators (LEA)	LEA1	0.914**	0.009	101.250	0.141	0.835**	0.704**
	LEA2	0.928**	0.008	118.949	0.294	0.880**	
	LEA3	0.970**	0.004	232.039	0.048	0.941**	
	LEA4	0.952**	0.006	168.012	0.077	0.906**	
Participative							

Model in measuring	Indicators	Weight of components ( $\lambda$ )	S.E.	Z-test
Organizational culture (CUL)	CUL1	0.104*	0.052	2.01
	CUL2	0.615**	0.033	18.3
	CUL3	0.909**	0.013	71.0
	CUL4	0.883**	0.015	60.4
Participative management (PM)	PM 1	0.871**	0.015	56.7
	PM 2	0.947**	0.007	140.1
	PM 3	0.961**	0.006	163.4
Transparency (TRA)	TRA1	0.756**	0.024	31.8
	TRA2	0.888**	0.013	68.5
	TRA3	0.793**	0.021	38.3
	TRA4	0.849**	0.016	52.8
	TRA5	0.895**	0.012	72.0
	TRA6	0.806**	0.020	41.2

$R^2$  of the structural equation model of transparency in operations

\*\* with statistical significance at .01 level.

The results of direct and indirect influence analysis of predictive variables that affect the transparency of local administrative organizations reveal that the influence size in the structural equation model of variables has statistical significance at the level of .05. The highest total influence of organizational culture (CUL) is 0.732. The leadership of administrators (LEA) is 0.704. The participative management (PM) is equal to 0.440 and the knowledge of operational transparency (K) is equal to 0.097 respectively, as shown in Table 2.

Table 2 Direct and indirect influence size and the total influence in the structural equation model of variables

Model in measuring	Indicators	Weight of components ( $\lambda$ )	S.E. variables	total influence in the structural equation model of variables			
				Z-test	Residual	$R^2$	
Knowledge on transparency (K)	K1	0.581**	0.054	10.812	1.164	0.338**	0.097*
	K2	0.483**	0.055	8.807	1.372	0.234**	
	K3	0.780**	0.061	12.834	0.916	0.608**	
Leadership of administrators (LEA)	LEA1	0.914**	0.009	101.250	0.141	0.835**	0.704**
	LEA2	0.928**	0.008	118.949	0.294	0.880**	
	LEA3	0.970**	0.004	232.039	0.048	0.941**	
	LEA4	0.952**	0.006	168.012	0.077	0.906**	
Participative							

Management (PM)	0.440**	0.000	0.440**
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\*\* with statistical significance at .01 level.

From Table 2, the variable which has the highest direct influence is organizational culture (CUL) equaling to 0.696. This is followed by participative management (PM) equaling to 0.440. The leadership of administrators (LEA) is equal to 0.294 and the knowledge of operational transparency (K) is equal to 0.170 respectively. Except for the variables of leadership of administrators (LEA) and organizational culture (CUL), no statistical significance at .01 level is found.

The variable that has the most indirect influence is leadership of administrators (LEA) equaling to 0.998. This is followed by knowledge about operational transparency (K) equaling to 0.073, organizational culture (CUL) equaling to 0.036, and participative management (PM) equaling to 0.000, respectively. Except for the variables of organizational culture (CUL) and participative management (PM), no statistical significance is found.

In conclusion, most of the latent variables in the model have positive significance at .01 level. The variables that have the most influence on the transparency of the local administrative organization is the organizational culture (0.732 \*\*). This is followed by the leadership of administrators (0.704\*\*) and participative management (0.440\*\*), respectively. The variable that has the most indirect influence is the leadership of administrators (0.998 \*\*), followed by knowledge about operational transparency (0.073 \*\*) respectively. All variables in the model can altogether predict 65.90% of the operational transparency with statistical significance at .01 level.

## DISCUSSION ON THE RESULTS

This research results support the hypothesis that the model is consistent with the empirical data. Considering the consistency index, it consists of  $\chi^2=692.282$ ,  $df=356$ ,  $P\text{-Value}=0.083$ ,  $CFI=0.934$ ,  $TLI=0.920$ ,  $SRMR=0.043$ ,  $RMSEA=0.073$  and  $\chi^2 / df = 1.944$ . All variables have construct reliability ( $\rho_c$ ) between 0.965-0.998 which is higher than the criteria (0.60) and the construct validity is in accordance with the specified criteria. The indicators have the weight of components between 0.104-0.970 with statistical significance at the .01 level. The residual variance is between 0.066-1.372 and the accuracy ( $R^2$ ) of the structural equation of transparency in operation is 0.659 with statistical significance at the .01 level. Most of the latent variables in the model are positively significant at .01 level. The variables most influencing the transparency of local administrative organizations are organizational culture (0.732\*\*), followed by leadership of administrators (0.704 \*\*), and participative management (0.440\*\*), respectively. The variables with the most indirect influence are the leadership of administrators (0.998\*\*), followed by knowledge of operational transparency (0.073 \*\*), respectively. All variables in the model can predict the operational transparency at 65.90% with statistically significant at .01 level.

The issue of organizational culture that is found to influence the transparency of local administrative organizations is an important factor to organizational behaviors or work behaviors of individuals in the organizations. The research of Panthipa Ninsophon (2009) on organizational culture of government agencies and determining factors found that the organizational culture of government agencies has primary culture

as position-oriented culture and club culture with subculture of self-oriented. The research results also showed that the personnel of local administrative organization have the most work-oriented culture followed by self-oriented culture, role-oriented culture, and club culture, respectively. The research results of Julasak Charnnarong (2014) found that organizational culture, bureaucratic system, compassion, and quality of working life are related. In addition, the importance of organizational culture is a reiteration of the classic quote of Peter F. Drucker, the world master of management, saying Culture eats strategy for breakfast. It can be explained that culture is more important than strategy for the administrators working in the field of human resources or focus on the matters of people in the organizations. The employee's attitudes can make or break a business. Strategies demonstrate the organizational key concepts that will guide everyone in the organization to achieve their goals. However, the organizational culture is also an important issue as it represents the values and beliefs of everyone in the organization. The research results of Swasthaisong S. (2019b) found that organizational culture affected the transparency of local administrative organizations in the northeast. Such research is based on the appropriate organizational culture theory of Charles B. Handy (1991), which are 1) club culture, 2) role-oriented culture, 3) work-oriented culture, and 4) self-oriented culture.

The issue of leadership of administrators is found to influence transparency of local administrative organizations because of the organizational effectiveness, success of organizations, personnel, staffs, or performance. It is often found that leadership is the most important factor in determining the success and failure of the organizations. Bass and

Bass (2008, referred to in Rattikorn Chongwisarn, 2013) found many studies supporting the idea that leaders can make difference in the satisfaction and performance of the subordinates. The employee's engagement to supervisors is highly related to job satisfaction, intention to not resign from work, and prosocial behaviors of employees as well as being highly related to the performance of employees). In addition, it is found that leadership positively affects or influences organizations, groups and individuals such as leadership influences organizational culture, working spirit, and attitude towards good governance (Rattikorn Chongwisarn, 2012). The organization leaders play an important role in creating and changing culture. This is in accordance with the research of Chanida Chittaruththa (2012) finding that the leadership factor is the factor of success that promotes the appropriate culture management of local administrative organizations in Thailand. Especially in the northeast region, the focus should be on the role-oriented culture. This is also found in the research of Swasthaisong S. (2019b) finding that leadership influences the transparency of local administrative organizations in the northeastern region.

The issue of participative management is found to influence the transparency of local administrative organizations. The influence size is equal to 0.440 with statistical significance at .01 level. This result is found in the research of Swasthaisong S. (2018) studying the factors affecting the operational transparency of higher education institutes. The participative management and quality of working life are found to predict the operational transparency of higher education institutes in Sakon Nakhon Province by 56.40% ( $R = 0.564$ ,  $R^2 = 0.576$ ,  $SE = 0.044$ ). Considering all 5 variables, the participative management



has the most influence as high as .352. This is consistent with the research of Sanae Juito and Kittiphong Kiatwatcharachai (2012) that studies the governance model of local administrative organizations towards excellence. The researcher found that the success factors of good governance of local administrative organizations are 1. Leadership of local administrators, 2. Social culture, 3. Organizational culture of local administrative organizations, 4. Checking and balancing system, 5. Technology and communication, and 6. Employees of local administrative organizations. In this regard, the participative management is the culture suitable for modern government administration. The concept of participation and networks gradually enters the public domain of management theory. The participative management helps the diverse group of stakeholders to reasonably manage problems with the willingness to cooperate with the others in developing new policies with the government and working to improve policy outcomes. There is still the research of Boonwara Sumano Jenphuengphorn et al., (2017) finding the measures related to transparency. Apart from strictly conforming to the law, the disclosure of operational performance of government agencies should (1) be in the same standards in all government organizations for people to easily access and understand, (2) have minimum specifications that must be disclosed, (3) reduce the use of discretion in deciding to disclose the information and with the exception in disclosing the information as least as possible, (4) have measures to protect the whistle blower, and (5) promote the private and public sectors to engage in examining the operational results of public sector. In addition, the research results show that monitoring and transparency are factors that are relevant and supportive.

Monitoring is a passive measure in which the monitored parties do not need to take any additional action than they normally do. However, the operational performance will be investigated by other people. The transparency is the measure that the sample groups have to be active to reveal their operational performance which may require additional effort than usual.

In conclusion, the organizational culture, leadership of administrators, and participative management are all extremely important variables in policy making and organizational planning. Educating organization leaders about the principles of good corporate governance, especially the principles of morality and transparency in management, will promote the awareness on professional and personnel ethics.

## Recommendations

**1. Recommendations for using research findings:** Office of the National Anti-Corruption Commission (NCC), Office of the Provincial Anti-Corruption Commission, Provincial Local Authority, local administrative organizations should promote transparency of local administrative organizations in various forms such as opening channels for receiving various information, opening the stage to listen to people's opinions, appointing various committees in a manner that emphasizes participation from many sectors, establishing citizen volunteers to monitor corruption levels in local administrative organizations using A-I-C techniques, creating cooperation networks between local administrative organizations. In addition, the emphasis should also be given to the promotion and transparency of local administrative organizations by starting with organizational culture first followed by the leadership of administrators, and participative management, respectively. This may be strengthened and developed at

the same time in order to be the culture of participation of all parties.

**2. Recommendations for next researches:** The qualitative research should be conducted by using the in-depth interviews with stakeholders such as contractors of local administrative organizations, people, service users, etc. in order to gain more credible insights. Moreover, other variables possibly influencing the transparency of local administrative organizations should be studied such as workplace spirituality, governance, internal motivation, attitude towards organization, job satisfaction, organizational commitment, work commitment, working in team, public participation, etc. This includes the case study of the prototype organization on anti-corruption. In addition, the researches are possibly conducted on this subject continuously in order to study and monitor in the long term as well as taking the ITA scores as continuous variables for TRA to link to know whether the research results affect or are linked to the results of the moral and transparency assessment of local administrative organizations or not.

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