

# **Buddhist Leadership Style for Administrator of Local Government Administration Establishes the People Participation in Ayutthaya Province, Thailand**

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## **Abstract**

The objectives of this research are 1) To study the problems and obstacles of participation in the development of local administration organizations in Ayutthaya Province, 2) To study the concepts, theories, and Buddhist principles that are appropriate for the development of Buddhist leaders of administrators of local administrative organizations in creating the integrated participation in Ayutthaya Province, 3) To present the Buddhist leadership model of administrators of local administrative organizations in creating integrated participation in Ayutthaya Province. This is the Mixed Methodology Research and Quantitative Research using the questionnaires on 394 persons who are administrators, members of council, government officials, employees, and people in Phra Nakhon Si Ayutthaya Municipality. This is also the Qualitative Research studying the documents, Buddhist principles, leadership, administration of local administrative organization, and creation of integrated participation for the administration of local administrative organization in Phra Nakhon Si Ayutthaya (Documentary Study) and the In Depth Interview on 17 key informants in order to obtain the elements of the leader's approach to leadership of local administration, creating integrated participation, and Focus Group Discussion to create the model of Buddhist Leadership of 12 local government administrators for 2 rounds. The research results reveal that: 1) The level of participation in the integrated development of local administrative organizations in Ayutthaya Province is found to have the mean, standard deviation, and levels of opinions about leadership to create the engagement in the integrated development of local administrative organizations in Ayutthaya Province overall at the highest level. When considering each aspect, it is found that the highest mean is in the aspect of characteristics of leadership in order to create the participation following the principles of Sangahavatthu 4 followed by the characteristics of leadership in the principles of Papanikkadham 3 at the high level. The least is in the creation of participation in the development of local administrative organizations. 2) Concepts, theories, and Buddhist principles appropriate for the development of Buddhist leadership of the administrators of local administrative organizations to create an integrated participation in Ayutthaya Province are participation, planning, implementation, and monitoring for evaluation. The Buddhist principles are moral Papanikkadham 3, Lokabandharma, and Sangahavatthu 4. 3) For the forms of integrated Buddhist leadership of the administrators of local administrative organizations, the efficient management will occur from strengthening the administrators to have the leadership with 3 principles of morality; Papanikkadham 3, Lokabandharma, and Sangahavatthu 4.

**Keywords:** Form, Buddhist Leadership, Local Administrative Organizations, Participation, Integration

## Introduction

Nowadays, the society requires the administrators who have ethics, morality, and leadership which is one of the most important factors in the success of the management having the right qualifications and competences to modify the needs of people. The demand defines the target and the direction of the decision. A good leader helps people develop a positive attitude to have correct and good demand with the collaboration. For mutual cooperation to have mutual recognition, it is natural to know who is competent and have knowledge which is acceptable. This leads to the acceptance of influence to the mind and practice following the influential person. This can create the cooperation in working altogether to achieve the goal where everyone is satisfied with leading to the generation of leadership in the persons to play a role in bringing friends, colleagues, or subordinates in various fields whether in setting the policies for the groups or organizations. This means the leaders of changes, the coordinators, the facilitators, the supervisor, and the contactors to provide support and assistance to be responsible for such agency or to be the representatives of the outsider as the representatives or symbols of the groups. It can be seen that leadership is important to persons or a co-workers. Leaders will try to get the co-workers recognized and influenced to conform to (Prasertsri, 2008). The potential of the leader influence the colleagues in the beliefs, morale and warmth in working. The leadership is the power to contribute to changes for the colleagues to work to achieve the intended purpose. The leadership has an impact on employees, organizations, environment, in generating the efficiency or failure. It is an important feature that the administrators must have. Similarly, the administrators of local administrative administration have to manage the complicated tasks with the varieties on the contexts of community and society under the rules to be the organizations with definite territory and population as defined. There is the self-governing power to manage its own fiscal administration. There are local councils where members are elected by the people and the government with the power decentralized by the central government to the local administrative units in order to allow local people to have the power to govern all or just some part of local administration. It is possibly the local government unit that has been freely elected to select local administrators to have independent powers and responsibilities that they can use without the control of central or regional government. It is possibly the responsible agency involved in providing public services in a particular area. This administrative unit is established and is under the supervision of the central government. It is an administrative unit that is established by the government to have Autonomy, legal rights, and requires Necessary Organization to fulfill its purpose of administration (Tanchai, 2004). The decentralization from the central government to local autonomy for having independent management power so that local people can have the opportunity to conduct the activities on their own and the management can be achieved following the objectives. Allowing local people to understand the participation in directing the local administration is to elevate the level of competence of local community to be more advance. The local administration is resulted from the decentralization of administrative power of the government for local people to be able to rule themselves (Mektrairat, 2004). However, that the local government can successfully perform the administration requires the system to earn income and spending in order to provide public services serving the needs of local people. Determining the income and expenditure is provided in the law. It cannot be customized by local people. The fiscal system will consist of the system of budgets, income, and expenditure. The local unit must have a system of spending budget each year which will directly affect the planning of its operations. The local unit can work and initiate other work as deemed appropriate to the needs of local people and by making the participation to make the deal righteous and beneficial to all parties with good governance system and honest administrators (Hiranto,

1988). Relevant parties are also required to have knowledge on creating local participation for local development with public mind. However, nowadays, it can be seen that various Thai local government organizations whether in the form of provincial administration organizations, municipalities and sub-district administrative organizations, are also observed from outside society. There is the budget loss. People do not benefit because leaders cannot make the development plans or define the projects. Due to poor knowledge management, the projects lack quality. Moreover, the personnel are inefficient, the operation is not functional following the laws, regulations, or orders of the local administrative organizations. The strategies are hardly used and the works are done without strategy towards the goals. These result in the problems that affect the organization and have the impact on people, the management, and the development of sub-district administration in the era of globalization including democratic efficiency, educational effectiveness, economic efficiency, leadership, study on human resources technology, environment, efficiency, project management, participation in the projects, transparency of projects and projects with profits.

Therefore, the researcher is interested in conducting the study on the Buddhist leadership of administrators of local administrative organizations in order to generate the integrated participation in Ayutthaya Province to drive the government and people to share their thoughts and ideas in local development so that the community can participate in the control of their community to be strong and have good quality of life. More importantly, local development must be the real demand that is really driven by the needs of the community which will lead to sustainable and continual development.

## **Research Objective**

1. To study the problems and obstacles of participation in the development of local administration organizations in Ayutthaya Province
2. To study the concepts, theories, and Buddhist principles that are appropriate for the development of Buddhist leaders of administrators of local administrative organizations in creating the integrated participation in Ayutthaya Province
3. To present the Buddhist leadership model of administrators of local administrative organizations in creating integrated participation in Ayutthaya Province.

## **Literature Review**

The research on the Buddhist leadership of administrators of local administrative organizations in generating the integrated participation in Ayutthaya Province is the integration of the main concepts of management principles, leadership, and participation with the morality principles. The researcher then reviews the concepts and theories related to the researches as follows:

### **Concepts and theories related to the model**

Model is what shows the structure of the relationship between the set of factors or variables or elements that are important in relation or reasons to one another in order to help understanding the facts or phenomena in a matter particularly (Boonprasert, 2003). It possibly means the work plan on teaching which is prepared systematically and well-organized by planning the composition and teaching tasks with specific goals for the students to achieve their goals.

Model refers to the structure and relationship of factors or variables or elements of what is studied or describes the key features of the expected phenomenon to be easily understood and concrete without fixed elements or details through systematic testing process to be accurate and reliable. It is used as a guideline for any operation.

### **Concepts and theories related to the leadership**

Leadership is the important property of the administrators such as intellect, goodness, knowledge, ability of the persons inducing people to coordinate and lead to the good destination (Phra Phromkhunaphorn (Phra Phromkhunaphorn, 2009). The concept of human theories is the belief that human beings have responsibility, love freedom, and good human pursuit. Human is the most valuable resource in the organization. This theory pays attention to human very much. The theorists of this theory suggest that leaders must have the following key concepts: 1) Focus on human nature. Human loves freedom. They have the demand, hope, intention, and motivation, 2) Human works altogether as a group or organization. The nature of the organizations will have the control systematically, 3) The missions of the leaders are to organize and improve the environment or promote the atmosphere of their own and their organizations. Besides, the goals of leadership in this theory are to practice to get the work performance and the generosity of the subordinates. The leadership is the art of how leaders can apply their knowledge, abilities to create power, influence, or acceptance so that they can motivate others or lead others to do the tasks successfully following the objectives or goals set forth by the leaders or the organizations.

### **Concepts and theories related to the participation**

Participation is the result of mutual consent in the needs and direction of changes. The agreement must be so much that results in the project initiation for implementation. The first reason of people gathering is that they should realize that all operations executed by the group or on behalf of the group must be made through the organizations. Therefore, the organizations must be the conductor of changes to reach the changes. It is the process for people to involve in the development, cooperate in the decision-making, self-resolution focusing on the participation of people to solve the problems along with using the proper methods and promote and monitor the operation of relevant organizations and people (Roopngam, 2002). The process of participation is divided into 4 steps; 1) Participation in planning, 2) Participation in practicing, 3) Participation in allocating the benefits, and 4) Participation in monitoring and evaluation.

Participation is important in the cooperation in the development and decision-making to solve the problems. It focuses on the active involvement of individuals in resolving the problems with the use of appropriate technology and support the monitoring of the performance of the organizations and the stakeholders. The important processes include the meaning of participation, participation steps, levels of participation, promotion of public participation, and the process of public participation in order to develop the community participation systematically (Boonchu, 2010).

### **Concepts of Buddhist principles**

Papanikkadham 3 is the good principles for generating the qualifications of the administrators. There are 3 important attributes of the administrators; 1) Jakkuma means the administrators who have the intelligence, the vision, the knowledge that may use the experiences in the past to make the decision and plan. This attribute matches the English word of "Conceptual Skill" which is the skill in using the ideas or skills in the mind, 2) Wituro means the administrators who have specialization and knowledge in the management. The second characteristic matches the English word of "technical skill" which is the technical skill or the skill in the operation, 3) Nissayasampanno means the management administrators who have the abilities in using the Science and Art, have analytical skills, human relation skills matching the English word of "Human Relation Skill" or the skills in human relations. All three features are different more or less depending on the levels of administrators. In case of senior administrators who have to be responsible for planning and supervising a lot of people, the 1<sup>st</sup> and the 3<sup>rd</sup> attributes are very important. The 2<sup>nd</sup> attribute is less because they

can use subordinates with specific abilities. For medium-level administrators, all three attributes are equally important. They must have specialized expertise and good human relations with their colleagues and subordinates. At the same time, they must have the broad and far-sighted mind in order to prepare for being the senior administrators. In addition, they must have the ability to communicate and coordinate in conveying the policies and strategies from the top management to implementation in the lower administrators and the employees. The results of the operations will be summarized and presented to the senior administrators (Phra Dharmakosachan (Prayun Thammajitto), 2006).

#### **Sangahavatthu 4: Principles for leadership**

Phra Dhepworamunee (Prayuth Payutto) (1992) says that the mind must be tied with Dharma. The Dharma that can bind people are; 1) Than: dedication which is giving or sacrificing, 2) Piyawaja: saying the good words, 3) Atthajariya: It is an act of self-serving to the neighbors and to the society, and 4) Samanattata: means to always well behave. Being the rulers, ones must know how to rule and behave, not use the power to persecute the subordinates. They must not think that they are in the higher position by profession or have the strong status and good fortune then they can scorn the others.

Phra Phromkhunaphorn (Prayuth Payutto) (2009) explains more that Sangahavatthu 4 means Dharma that anchor and harmonize people. The principles are 1) Than which is to give, to be generous, to sacrifice, to share, and to help one another with things, to educate and to instruct, 2) Piyawaja or Peyawatcha: means the beloved saying or impressive words, to speak politely leading to the friendliness and affection including the words which are useful, reasonable, and persuading people to conform to, 3) Atthajariya: the act of benefiting which is to help people, to do public benefits as well as helping to improve the morals, 4) Samanattata: means to always well behave. Regularly treat all people equally and always participate in solving the problems. This includes behaving appropriate to the status, conditions of people, events and the environment correctly and rightfully in each case.

The principles for the leadership in Buddhism with Papanikkadham 3 are the principles appropriate for generating the characteristics of the administrators in the self-development and for applying Sangahavatthu 4 to be the principles to harmonize. Studying the meaning of leadership and the definitions of roles, duties, and power of the leaders will make us know the entire pictures of the leaders or leadership in various aspects especially in the attributes of the leadership in generating the participation with the coordination between the public agencies and people to create the mutual satisfaction in the cooperation further.

#### **Concepts and theories related to the local administrative organizations**

Kowit Phuangngam (2009) explains that local administrative organizations refer to the organizations that administer the work in each locality having locally elected representatives to be responsible for the management independently in designated areas. They have the power to manage finance and fiscal affairs as well as stipulating their own policies, performing the duties, and conducting the activities within the framework as prescribed by law for the benefits of the state and the local people. Such organizations in Thailand case have their own territory, population and income as defined by the criteria. They have the power and autonomy to govern with their own fiscal management including the power and duties in servicing people in various areas. People in the area will be involved in the autonomy such as participation in the decision-making to solve the community problems or the participation in the administration and autonomy via the representatives from the election, for example, having the local council. For the administration, the central government authorizes them to govern and administer the affairs of local administrative organizations within the scope of their authorities and responsibilities as prescribed by law with the independence not being in the command of the central government. The central government

is only the unit that oversees the operations of the local administrative organizations. In other words, local administration is the decentralization of the central government so that local people can rule themselves in democracy independently from the rule of the central government who empowers the local people to govern themselves.

According to Department of Provincial Administration (2000), the local administrative organizations are classified into 5 forms; 1) Provincial administrative organizations, 2) Sub-district administrative organizations, 3) Municipalities, 4) Bangkok Metropolitan, and 5) Pattaya City.

Local administration is the organization with their own territory, population, and income as prescribed by the criteria. They have the power and autonomy to govern with their own fiscal management including the power and duties in servicing people in various areas. People in the area will be involved in the autonomy via the representatives from the election.

## **Research Methodology**

This is the Mixed Methodology Research between Quantitative Research and Qualitative Research. The Qualitative Research uses the survey and the Quantitative Research uses the questionnaires on the administrators, members of council, government officials, employees, and people in Phra Nakhon Si Ayutthaya Municipality in order to know the management of local administrative organizations and current problem conditions to be the approaches in promoting the management of leaders in creating the participation, development on local administrative organizations more clearly and concretely. The Qualitative Research studies the documents, Buddhist principles, leadership, management on local administrative organizations to create the integrated participation for the management on local administrative organizations in Phra Nakhon Si Ayutthaya (Documentary Study) to have principles appropriately for promoting the leadership of local administrative organizations in the management. The In Depth Interview is also used on 17 key informants in order to obtain the elements of the leader's approach to leadership of local administration, creating integrated participation, and Focus Group Discussion to create the model of Buddhist Leadership of local administrators. In integrated participation, the researcher defines 2 areas; Sena Municipality and Muang Ayothaya Municipality, Ayutthaya Province.

The informants in this study are 1) 394 informants of quantitative data, 2) 17 persons for the In-depth Interview, 3) informants of 2 rounds of Focus Group Discussion. For the first round, 12 persons are selected from the municipality administrators, representatives of municipality members, representatives of municipality chief, community leaders, monks, stakeholders, and relevant persons. For the second round 12 persons are selected from the municipality administrators, academicians, and monks totaling 24 persons. The researcher spent the time for the data collection from October, 2016, to September, 2017.

## **Research Result and Interpretation**

The research results can be concluded into 3 main issues;

1. The level of participation in the development of local administrative organizations in Ayutthaya Province is found to have the mean, standard deviation, and levels of opinion about leadership to create the participation in the integrated development of local administrative organizations overall at the high level ( $\bar{X} = 3.83$ ). When considering each aspect, it is found that the highest mean is in the aspect of characteristics of leadership in order to create the participation following the principles of Sangahavatthu 4 ( $\bar{X} = 3.92$ ) followed by the characteristics of leadership in the principles of Papanikkadham 3 at the

high level ( $\bar{X} = 3.80$ ). The least is in the creation of participation in the development of local administrative organizations ( $\bar{X} = 3.76$ ) as shown in the Table.

**Table 1** Entire picture of the opinion levels

<b>Participation in the integrated development of local administrative organizations in Ayutthaya Province</b>	<b>Level of opinions</b>		
	$\bar{X}$	S.D.	Interpretation
1. Creation of participation in the development of local administrative organizations	3.76	.57	High
2. Characteristics of leadership following the principles of Papanikkadham 3	3.80	.62	High
3. Characteristics of leadership to create the participation following the principles of Sangahavatthu 4	3.92	.63	High
<b>Overall</b>	<b>3.83</b>		<b>High</b>

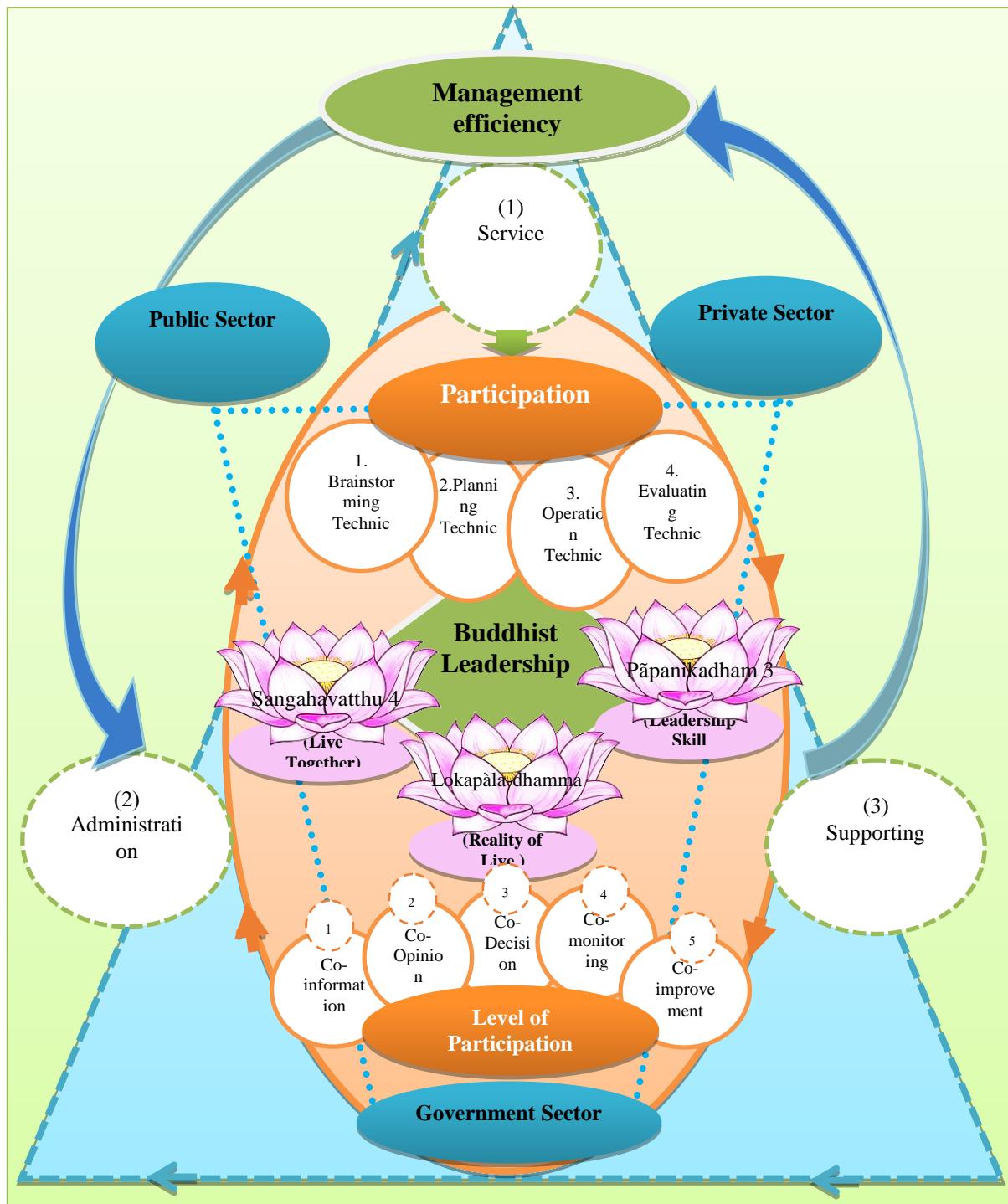
2. Regarding the level of opinions to create the participation in the development of local administrative organizations, it is found that the mean, standard deviation, and levels of opinions on the creation of participation in the integrated development of local administrative organizations in Ayutthaya Province are wholly in the high level ( $\bar{X} = 3.76$ ). When considering each aspect, it is found that the highest mean is in the brainstorming ( $\bar{X} = 3.81$ ) followed by the observation which is in the high level. ( $\bar{X} = 3.78$ ). The least is in the planning ( $\bar{X}=3.73$ ).

**Table 2** Entire picture of the opinion levels

<b>Creation of participation in the development of local administrative organizations</b>	<b>Level of opinions</b>		
	$\bar{X}$	S.D.	Interpretation
1. Brainstorming	3.81	.61	High
2. Planning	3.73	.66	High
3. Perform the operation	3.74	.61	High
4. Observation	3.78	.63	High
<b>Overall</b>	<b>3.76</b>		<b>High</b>

3. Form of Buddhist leadership of the administrators to create the integrated participation. The administrators must have the maturity of the leadership that as the principle of attachment to the mind. The 3 main principles together are; Papanikkadham 3 consisting of Chakkuma meaning the administrators with the broad view, knowledge. Vithuro means the administrators with the expertise, knowledge on management. Nissayasampanno means the administrators having the ability in using science and art, analytical skills, and human relations skills. Lokabandharma means Dharma to protect us mentally consisting of Moral Shane; Conscience which is to shame, ashamed of evil. Moral Dread means fear of sin, fear of evil, the result of karma. The principles of Sangahavatthu 4 consisting of dedication, generosity, piyawaja which is to speak impressively, Atthajariya which is to benefit one another that is to do the things beneficial for the institutes, and Smanattata which is to behave properly. The administrator must have the expertise and clearness in the knowledge and understanding on the work as well as understanding the management area. The operators need to understand the policy and to access the public both in the problems and the need for government services. Therefore, the problems must be solved from the cooperation of people in the community to have the principles of participation. In the management, it will be closely linked to the "decision" that is the participation which will lead to the precise and valuable

decisions. The participation must be righteous and true. The process involved is brainstorming. It is the invention and analysis of problems in the nature of co-thinking, not one-sided based on the belief that everyone involved has the potential to plan. The action plan is shared by mobilizing resources from all parties whether it is on the people, things, budget, and right time. The action is to follow the plan together or share the responsible work for meeting the goals or plans set forth following their duties. There is also the monitoring to observe the works and solve the problems occurring during work altogether to think and improve the works. In order to participate, the leaders need to be motivated to get involved in the development. They need to work together to reach level 5 which is the level of true participation. Normally, people participate in 5 levels as well as participating in contributing information of their own / families / communities / municipalities involved in receiving information with the public relation. It is the decisive part especially in the projects where they have interests in the projects or activities. Level 4 is the participation in all operational procedures and it is the supportive contribution on what may not have the opportunity to do. It is the contribution in other areas depending on the proper time. It also has to be supplemented by the rules of law and responsibilities which will be the framework for the cooperation of all parties working altogether under the rules and regulations of the country in the rule of law, management of organizations, especially local administrative organizations in the municipality which is the key that is not indispensable. The rule of law is that there are three main points; rules, regulations, and laws. For the management and operation of the administrators and personnel in the management to solve and prevent the problems in the long run, the municipality must maintain the rules, respect the reasons and group regulations by not doing anything to subvert the agreement for the maximum benefits to the people. In the principles of responsibilities, the responsibilities are requested in 3 important areas; self-responsibilities, community responsibilities, social responsibilities having the contents of realization on the rights and duties, awareness of community responsibilities, public concerns for the communities and enthusiasm for problem solving in the management in order to work for the maximum benefits of the people exactly.



## Conclusion and Recommendation

This research needs to find the approaches in developing the leadership of the administrators of local administrative organizations focusing on the application of Dharma principles in their duties with the idea to perform their duties based on the thought that only one can remind oneself. Integrating the Dharma principles to the works is based on bringing the Dharma principles to control the minds to be respected among the colleagues and all people. The focus is on the participation of everyone in the community to develop their communities, with the leaders who have the leadership, are the policy makers, and motivators. The main

contents of integrated participation in the works of all parties are to create the integrated participation. In order to manage efficiently, the management system led by the leaders who have leadership is required by applying the principles to the mind of the people in the organizations to live altogether peacefully with harmony, generosity in working altogether and outside the organizations with the cooperation of all sectors. In the management of local administrators, the expertise and clearness in the knowledge and understand on the works and the understanding on the management area are required. The operators need to understand the policy and to access the public both in the problems and the need for government services. Therefore, the problems must be solved from the cooperation of people in the community to have the principles of participation. In the management, it will be closely linked to the "decision" that is the participation which will lead to the precise and valuable decisions. The participation must be righteous and true. The process involved is brainstorming. It is the invention and analysis of problems in the nature of co-thinking, not one-sided based on the belief that everyone involved has the potential to plan. The action plan is shared by mobilizing resources from all parties whether it is on the people, things, budget, and right time. The action is to follow the plan together or share the responsible work for meeting the goals or plans set forth following their duties. There is also the monitoring to observe the works and solve the problems occurring during work altogether to think and improve the works. In order to participate, the leaders need to be motivated to get involved in the development. They need to work together to reach level 5 which is the level of true participation. Level 1 is the participation as the informants for themselves / families / communities / municipalities. Level 2 is the participation in receiving the information with the public relation. Level 3 is the participation in the decisive part especially in the projects where they have interests in the projects or activities. Level 4 is the participation in all operational procedures. Level 5 is the participation in the contribution which is may not the cooperation but it is to give the assistance in other areas depending on the proper time. It also has to be supplemented by the principles of Dharma in creating the leadership with the participation in local development. The leadership must be raised in the administrators with the principles of Papanikkadham 3. The leaders must have the broad vision, knowledge, and see the linkage between the education and social environment. They must be able to solve the problems and tendency of local development clearly. They must be the leaders in the management. The administrators must have specific expertise, management knowledge, management in the principles of management, management technics, and formulation of strategies as well as being able to apply the principles for the management to be achieved following the objectives effectively and efficiently for the maximum benefits. The administrators have the competence in mobilizing the resources in the community to develop the management in various areas to be successful and acceptable by all parties involved. The principles of Sangahavatthu 4 are applied to anchor the spirit of others, to be friendly, supportive or mutual aid principle. These can be used to create the participation in local development with the leadership in creating the participation by being generous to one another, speaking politely to one another appropriately for issuing the orders to the subordinates at all levels. The people need to contact one another regularly to yield benefits to one another for the sakes of community. They must maintain the disciplines for everyone to conform to both adults and children according to their duties defined as the regulations of the places, agencies of both private and public sectors, and people in order to develop the systematic local administrative organizations further.

The researcher has the recommendations for the implementation of management and extension of research results. The policy recommendation is that there should be the process to promote leadership in engaging with the creation of good communication channels in all

sectors in order to drive the system and to maintain sustainably. The government is responsible for setting civil and social policies having Buddhism as the cornerstone in the process of making process and the operating sector. For the recommendations of practices, the local administrators should pay attention to drive the locality to play the role in the development of all aspects. The recommendation for the next research is to develop the model of leadership to the locality towards being the ASEAN Community Buddhist of the communities.

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