

A Southern Border Provinces Administrative Center (SBPAC) Organisational Structure Model for Solving Insurgency Problems in the Southern Provinces of Thailand

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This study aimed to discover the development of the organisational structure of the Southern Border Provinces Administrative Center (SBPAC), including the present organisational structure after the Southern Border Provinces Administrative Act of 2010; study the problems and impediments on the mission derived from the present organisational structure of the SBPAC; and recommend the approaches used in improving the organisational structure of the SBPAC for a more efficient operation. It was revealed that the development of the SBPAC was divided into two phases. The first phase is the without Southern Border Provinces Administrative Act of 2010. The second phase is the with Southern Border Provinces Administrative Act of 2010. The problems identified in the operations of the present organisational structure were the inadequacy of the staff and too many internal offices. It is recommended that the approaches used to solve insurgency problems include the reengineering of the organisational structure of the SBPAC in terms of downsizing, the set-up of the matrix organisational structure, and making more use of the network structure.

Key words: *Insurgency problem, organisational structure reengineering, southern border provinces administrative center (SBPAC).*



Introduction

The conflict in the southern border provinces has a long history, especially after the inclusion of the areas as part of the Thai state during the reign of King Rama V. The instances of crackdowns on communism in the south — such as those of Dusongyor and Porsu, and the conflicts in the construction of the Saiburi dams, among others — are all in the memory of the people in these southern border provinces (Center for Ethics and Development, 2011). The problems gradually intensified until the advent of Thanorm Kittikhajorn. The government policy towards the southern border provinces was continually oppressive. Killing people, and not through the justice process, was repetitively observed. Hence, the struggle of the Malay Muslim Thais in the southern border provinces has changed the pattern to terrorism, as they could not politically fight in a straightforward manner.

Thus, in 1978, the government considered and drafted a policy to address the unrest in the three southern border provinces with systematic and comprehensive solutions to all problems. The Southern Border Provinces Administrative Center took the corrective measures in the same direction and each policy supported one another. This led to the formation of the national security policy about the Southern Border Provinces, No. 1 (1978 - 1987) with the aims to coordinate.

From the chaos that occurred in the three southern border provinces, the problem-solving approaches can be divided into two approaches: the suppression of the problem and the development approach. The responsible agency is the security unit, which is the peacekeeping department in the kingdom of the four front (Ministry of Regional Development, Region 4) and the development approach. The major organisation in the southern border provinces' development is the mission and vision of the SBPAC in leading the peace process, safety in life, and property including honour, prestige, equality, and prosperity back to the areas. It can be seen that the resolution of the unrest in the southern border provinces will be carried out simultaneously between the suppression of insurgents and, at the same time, the development of the area. The development is considered extremely important because the unrest in the southern border provinces has spread to all its areas. Everybody in the household is affected and brings problems in the following areas: sociological problems, educational issues, religious issues, political issues, administrative problems, economic problems, terrorist ideology in solving these problems and creating the morale of people in the area. It will take a long time and will have to continue because the cause of the problem has accumulated. Nine years since the unrest in the southern border provinces occurred, the budget for managing over 182,402 million baht has come down to the area, but the solution is not as successful as it should be. To successfully implement a policy or project, many factors are required to make the project successful, including more than the budget.

The solution to the problem of the unrest in the southern border provinces is not just about the budget. The power is abundant or must focus on the policy of solving the unrest in different ways. However, to solve the problem, it is true that the management system is linked to the system at the government level and at the strategic and the operational levels, especially the change of policy to clear action. The parties or the party involved must take a holistic view of the practice. It has a dimension of integrated practice and coherent development. To understand the strategic plans and goals of government policy in the process of solving unrest in the southern border provinces, many ministries and agencies are involved. It is helpful to work together across all sectors, which includes gaining an understanding of each policy that will lead to action.

The main unit of development that links all relevant parts to the workplace is the SBPAC. It is a coordinating unit between government and the people such as community leaders, local leaders, and religious leaders. However, nowadays, the scope of power of the SBPAC has increased. It is an important organisation to develop under the unrest in the southern border provinces. The policy has come from the government.

Therefore, the former SBPAC's organisational structure is not able to respond to current changes, including extended functions. It is evident that the organisational structure of the SBPAC is the structure of the bureaucratic system in Thailand and is similar to all organisations. Although, forgetting that each organisation or agency has a mission or goal that is not the same. The internal and external environment also varies. Therefore, the organisational structure must consider the organisational composition, whether it is a matter of internal organisation, external environment, organisation, goals or mission of the organisation, personnel, internal processes, etc. The major problems of the organisational structure of the SBPAC are the intricacies of the internal units. Decision-making occurs at the supervisor. In addition to the formalities within the unit that drives the mission of the agency, it is based on the regulations.

Therefore, this research will attempt to analyse an appropriate organisational structure that can help the operation of the SBPAC. It has been integrated with relevant agencies to solve the unrest in the southern border provinces, in terms of development as the main unit in the development process.

Literature Review

Max Weber's organisational structure uses a management or authority that can be a tool or mechanism to help in the division of work that organises and coordinates activities in the organisation. A good organisational structure design reduces the rationality of work, which



ultimately leads to improved performance and it works. It is the most effective organisation in which executives can control the relationship of members in the organisation by clearly defining the authority and relationship. Controlling the work system is under close supervision (Weber, 1947).

Henry Mintzberg's (1993) machine bureaucracy appears, in a nutshell, as a result of the industrial revolution; from the work that is divided by the responsibility to the responsibility, and it can set the standard of performance. The main characteristic is that it operates under the rules. The standard defined workflows expressly. It clearly defines the channels of communication in the line of command as well as the role of authority in the operation. The organisation in this type of behaviour is monotonous. The work has been broken down by function. With the decision-making power in the hierarchy, the division of duties between the line and the rescue team is strictly prohibited. Staff analyse to create good working standards. The organisation has a middle-level management team.

Components of the organisational structure are formalism, which refers to an organisation that has defined behaviours and activities in writing, in the form of rules, regulations, and policies (Richars L. Darft, 2000). Complexity or division of work is done by skill and refers to the grouping of people by the department. The organisation of departments as a whole (Dessler, 1998), or delegation of work and authority is related to a job and person in the organisation (Certo, 2000). Decentralisation refers to the situation in which the number of activities and powers delegated to subordinates is low (Certo, 2000) or at the level of authority to make decisions. At the top, management (Schermerhorn, Hunt & Osborn, 2000) or a single supervisory organisation has the power to make decisions. The subordinates act on orders and followers, but they do not have the power to cut off even if they know the process and how to use resources to achieve their goals. Whenever decision-making power is at its highest level, we call it 'collective power' (D.S. Pugh, D.J. Hickson, C.R. Hinings & C. Turner, 1968); the level of authority delegated to the lower level of the organisation's supervisory line (Schermerhorn, Hunt & Osborn, 2002).

Organisation Design is a design perspective. Both systems are technically and socially integrated (Rue & Byars, 2000). Rue and Byars provided an overview of the structure of an organisation that should address four questions: (1) What should the organisation do?; (2) How should each unit be grouped?; (3) The size and shape of each agency; and (4) The relationship or the replacement of each unit should be done to suit. Organisation Design Model Executives can choose a variety of organisational designs, depending on the reservation strategy, organisation, environment, technology, organisation size, and life cycle. Functional organisation, territorial or geographic organisation, customer organisation, process or equipment organisation, product organisation, corporate organisation design and conglomerate organisation, and matrix organisation are departmental organisations, but they



depend on the organisation. Two lines of command that occur simultaneously are command line at work, and command line at work as a project. Although the chain of command will occur simultaneously, it does not happen anywhere in the organisation. The person under the matrix will report to two supervisors who will act as supervisors. This is the vertical of the organisation. The other one is the line supervisory department which is horizontal. However, both are equally powerful. Each line of duty and according to the department is a leader called the matrix boss (Rue & Byars, 2000).

Methods

This research relies on qualitative research of which the method is as follows: (1) Study of relevant information to obtain information on organisational structure style in various ways including the style of organisational culture; (2) Study of the structural development of the SBPAC; and (3) In-depth interviews and discussions with the staff working in the SBPAC on the problems and impediments to working as a result of the organisational structure.

Participants and Data Collection

In-depth interviews with the qualitative sample were conducted with the 19 interviewees. The sample was used by a selective method (purposive selection) which can be divided as follows: a Senior Executive that is the Deputy Secretary-General of the SBPAC, 19 heads of the bureau/division/centre/group in the SBPAC; and a focus group of the qualitative sample. The researcher selected 38 qualitative discussion groups for focus group interviews. The sample was used by a selective method (purposive selection) which can be divided as follows: workers in the SBPAC, the department/division/centre/group were divided into 38 government officers. The researchers were divided into two groups to facilitate the collection and participation of participants through an opinion interview on the reengineering of the SBPAC with the qualitative sample. The researcher set five samples for the opinion interview. The sample was used by a selective method (purposive selection) which can be divided as follows. The Secretary-General of the SBPAC and Deputy Chief of Staff of the Office of SBPAC and scholars working on the chaos in the southern border provinces cooperated with the SBPAC. Tool testing, the interviews used in this research were generated from a compilation of relevant documents and research. The researcher presented to three advisors and three experts to review the accuracy of the content and the interview and revise it before collecting data. An inductive analysis was used to interpret the data from interview records. The content is relevant to problems and obstacles in the work that is the result from the current organisational structure and the structure of the organisation that the workers want to create. In regard to the reliability verification of the data analysis result for the authentication, the researcher used the external audit method which comprised the following. The results of the analysis were given to the academic with organisational knowledge and

unrest in the southern border provinces. The information was returned to the contributors. In particular, information for feedback and whether the researcher's conclusions were correct or useful in the view of the informant to examine the conclusions and interpret the findings. An examination of several sources in the same matter was undertaken to discover the difference and consistency of the analysis results and the different methods of data collection, document analysis, synthesis of research, in-depth interview, and the focus group.

Results and Discussion

Development of the Organisational Structure of the SBPAC

The SBPAC organisational structure is divided into two phases. The first is the phase under the command of the Ministry of Interior. The second phase is with the Southern Border Provinces Administrative Act of 2010, which is equivalent to that of the Ministry of Interior. It has the power and duty to manage its own agency.

From the past to the present, the organisational structure of the SBPAC is based on Max Weber's organisational structure. At the same time, management or authority may think that an organisational structure like this can be a tool or mechanism to help in the division of work and organise and coordinate activities in the organisation. A good organisational structure design reduces the rationality of work, which ultimately leads to improved performance and it works. It is the most effective organisation in which executives can control the relationship of members in the organisation by clearly defining the authority and relationship. Controlling the work system is under close supervision (Weber, 1947). Therefore, Weber's principle makes the management or authority think that this structure is a logical organisation and the most effective because the goals and objectives are clearly identified. However, in reality, it cannot happen. When structured like this, the SBPAC has faced several issues in the past and until now, including: (1) distorting the target to work at each stage or operation. Merton (1970) stated that organisations are also subject to too many norms and standards. The organisation has a lack of flexibility in the work. In the end, the worker will focus on doing everything in accordance with the rules rather than wanting to achieve the goals of the organisation. (2) Problems in the use of regulations in inappropriate situations. Merton and May commented that the organisation has emphasised the importance of observing the rules so that people are familiar with the way they work. Particularly, when faced with the urge to react strangely to the original members and use the traditional way of working. This makes the work and result due to the condition of the problem that needs to be resolved in the present time, and which is different from what was done in the past. That is, the rules are too outdated to fit the present situation, requiring a quick and flexible response of the organisation (Merton & May, 1940). (3) Lack of coordination in the organisation. There are only seven departments within the SBPAC. There are 19 divisions within the bureaucracy, each with its own work to achieve its own purposes. Previously, from the



Department of Hajj Affairs under the Coordinating Office for Religious Education and Culture, working hours were coordinated within the agency. However, nowadays, when there is no coordination, sometimes there is duplication. Just like the separate bureaus from the original bureau.

The organisational structure of the SBPAC is established in a structured way. Henry Mintzberg's machine bureaucracy appears, in a nutshell, as a result of the industrial revolution. The work that is divided by the responsibility to the responsibility can set the standard of performance. The structure is closest to Weber's description. The main characteristic operates under the rules. The standard defined workflows expressly. It clearly defines the channels of communication in the line of command and the role of authority in the operation. Organisation in this type of behaviour is monotonous. The work has been broken down by function with the decision-making power in the hierarchy. The division of duties between the line and the rescue team is strictly prohibited. Staff analyse to create good working standards. The organisation has a middle-level management team (Henry Mintzberg, 1993). However, if the SBPAC wants to structure the organisation the same, the rules are all work by aptitude and require the same approach. It looks like a traditional structure. The professional bureaucracy is the work in the organisation, according to the standard predefined. The difference between professional bureaucracy and the machine bureaucracy in place, the nature of work, and professional bureaucratic organisations is very complex. It is necessitating the use of the chief operating officer, who is long and well-practiced as a practitioner. In addition, the bureaucratic machinery is empowered by the executive. However, in the organisation, the professional system reverts to the principal staff. All of them are very knowledgeable and specialised. Bureaucratic organisations need to adapt themselves to the events. Transform the organisation structure into the professional bureaucracy instead of the machine bureaucracy used by the individual. They must also try to increase the knowledge to discipline within the minds of the people. This will allow the organisation to be more flexible by not abandoning the important goals of bureaucracy or the rationality and efficiency of the organisation (Miewald, 1970).

The problems and obstacles in the implementation of the missions from the organisational structure of the SBPAC

The development of the organisational structure of the Southern Border Provinces Administrative Center (SBPAC), which has been in place since 1981, has seen a modest shift in the construction industry. One such shift was in 1988, which specifically was General Prem Tinsulanonda. From then on, until now, there has been a major reorganisation of the organisation to respond to the increasing demands of the SBPAC. However, there are no more than seven organisational structures. The Southern Provinces Administration Act 2010



is commonly referred to as the Southern Border Provinces Administrative Center Act. The mission of the SBPAC has been identified in Section 9 so that there are 19 organisational divisions/groups/centres. When the structure is large, it causes and results in the following problems.

Staff are not enough. What is to be considered first? An analysis is undertaken of what the mission of the Southern Border Provinces Administrative Center (SBPAC) is and what kind of person we will be using to work and to analyse the potential of personnel in the department and at any level of the SBPAC. Section 9 has identified the mission of the SBPAC, but now the bureau has not split based on the stated mission. There are too many agencies and issues around making one person work more than they should, creating delays or inability to perform certain tasks.

The number of internal units or the organisational structure size is too large. At present, the internal structure of the SBPAC is too large. This may be because executives consider separation as a viable option. If you have any questions or comments, please do not hesitate to contact us. Significant time is spent managing the complexity. In some cases, the work is overlapping because of the similar tasks that cause the job. If you look at adding new units to specific missions, it is good. However, if you look at the big picture, it overlaps the mission of the operation. Aldrich is another attacking Estonian. He states that size is not the cause of organisational change, but technology is a key factor. Furthermore, the size of the organisation is also a result of technological change. Besides, it is possible that the structure may determine the size of the organisation. He also explained that the organisation is very complex and has very formal rules (Aldrich, 1972). Therefore, the organisational structure of the SBPAC may be widespread and large, making it difficult to work. Therefore, the structure of the organisation should not be too large. However, there are representatives from all ministries and they can apply policies from their various ministries to the area to look at the overall picture of development in all aspects. This leads to the success of the mission of the organisation.

The Guidance of the Organisational Structure of the SBPAC to Ensure Efficiency

1. Reduction of the organisational structure.

If there are too many agencies or divisions, similar divisions should be dissolved from the structure. It is important to be aware of the fact that you are not the only one who has the power to do so. The role of the Board is to promote the work. So if the structure is seven, the former is already good. The separation of the Bureau will overlap, and it should be back to the original and used in coordinating. When the organisational structure is small, management is easy. Therefore, the SBPAC has been restructured based on the Southern



Border Provinces Administration Act 2010, which is not the best solution. You can also drive the mission. If the Bureau/Division/Centre/Group or the director does not have a level 9, which is equal to level 8, it is equivalent to the leader. Therefore it must be considered appropriate, and do not hold that there must be a new Bureau of Mission according to the Act, but look at the other. This approach offers an improvement in the existing mission framework by merging, transferring certain missions, and dissolving emerging entities into new ones.

(1) It is necessary to study the mission or duty of the SBPAC in detail, including what missions are the main tasks and what is the mission in each department that overlaps. Then analyse the structure that should have some office. The factor to consider is the number of personnel. Because of the big problem of the SBPAC, there are not enough staff to work; too many divisions need to be staffed with today's personnel problems.

(2) It may be necessary to dissolve some agencies if it is determined that the mission of the unit is overlapping with that of the province because the SBPAC is a special ministry unit. The main duty of the SBPAC is to support the work of solving the problems of unrest. It is not the person who will have to go to practice. Therefore, in some mission tasks, it is not necessary to have separate units; only use the staff to coordinate.

2. A matrix structure must be established at times to carry out the task assigned to it.

If a matrix is structured, it can complete the mission at any time. It is also important to strengthen the personnel of the SBPAC as we can see that most of the current staff of the SBPAC are ministry personnel. Thus, to be able to cultivate the people of the SBPAC to be able to work when the personnel from the Ministry move back, is to encourage them to work where they are the people who are down. A guide to action in the organisation of the matrix organisation will help personnel by working as a coaching team to demonstrate self-confidence and have more knowledge and expertise in the job. Furthermore, to analyse the ability to communicate or coordinate in the organisation better. However, there are cautions in this organisation structure. It must eliminate the confusion of the command line because of this structure. There will be two supervisors; the supervisor in the mainline and the supervisor in the special mission.

Gareth R. Jones states that there are four components of a matrix organisational structure which are: (1) The use of cross-functional personnel; it is designed to reduce the barriers to work under the matrix structure, to help people who work together to understand each other in the work undertaken because the workforce has specialised expertise already. It concerns ensuring you know what to do. The work under this structure is very flexible, which is conducive to the achievement of the objectives of the project. (2) It provides communication between professionals in each field. (3) The organisational structure of this organisation will

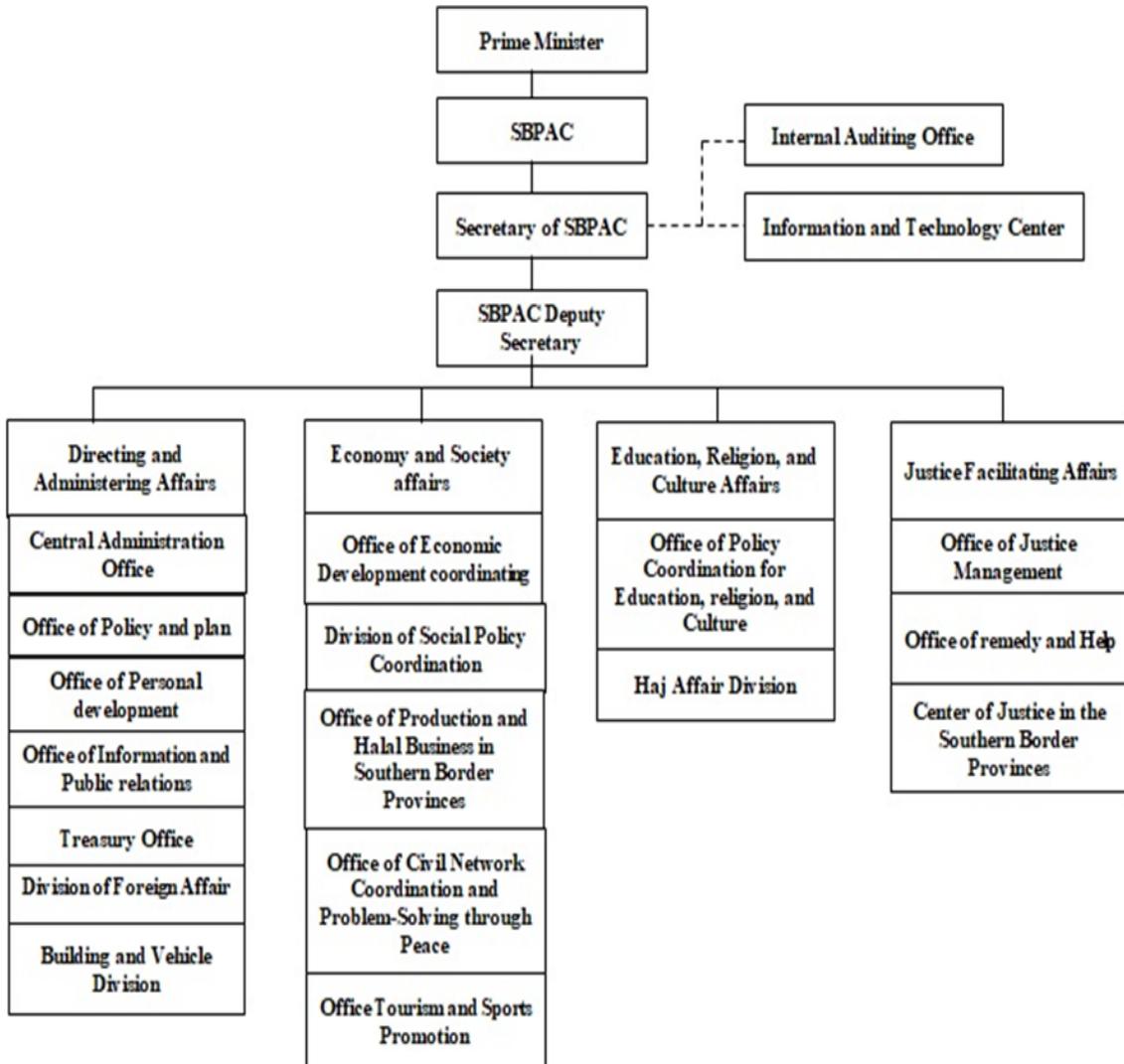


help the organisation to increase the professionalism of its staff members. (4) Working under the matrix structure will allow staff to take into account the benefits or outcomes of the entire work, regular and special missions. This will make the workforce twice as productive (Gareth R. Jones, 1998).

3. Reduce the size of the structure and use the organisational structure network.

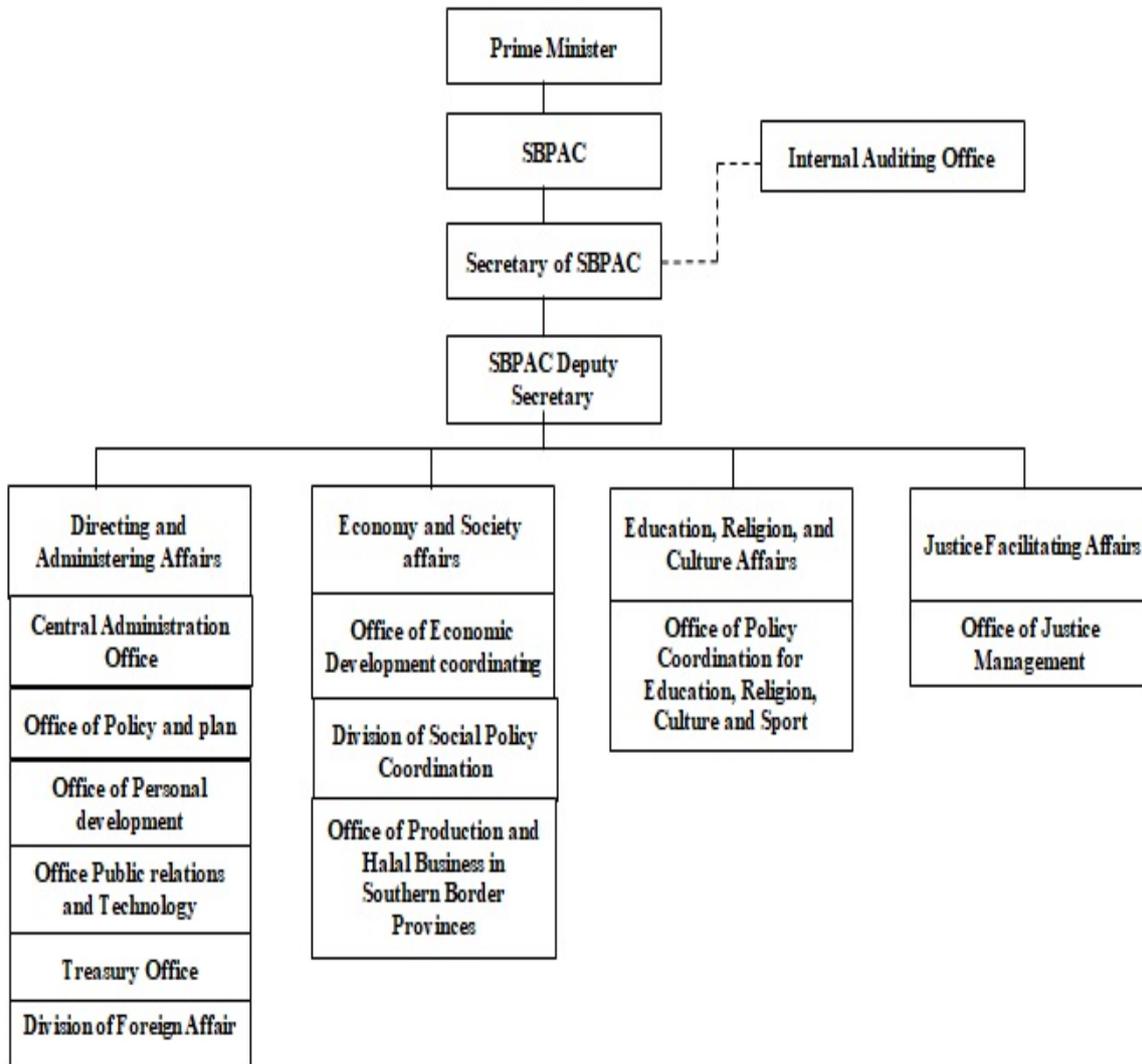
The SBPAC is a ministry-level ministry, with the mission of coordinating and supporting the southern provinces. The mission is that most do not have to act. Therefore, the structure of the organisation is too big, so there is no need for the SBPAC. However, the SBPAC should have a network structure with a focus on networking. This includes coordination at the provincial level to achieve the integration of the province and the SBPAC, so the management of the area can be driven. If the SBPAC wants to use the network organisation in some mission, the following should be considered: want to provide public service or information services; the need to provide temporary services for emergency, and emergency services or a permanent project; responsibility issues or flexibility is more important than building a network; and how much is your budget? With less budget, it is less likely to create a contract network.

Figure 1. Shows the organisational structure of the Southern Border Provinces Administrative Center, 2014 – present.



Source: Southern Border Provinces Administrative Center (SBPAC) Online, 2561

Figure 2. Shows the reengineering of the organisational structure of the Southern Border Provinces Administrative Center (SBPAC).



Source: Researcher, approved by the Secretary-General of the SBPAC and scholars working on the chaos in the Three Southern Border provinces and used to cooperate with the Southern Border Provinces Administrative Center.

Conclusion and Recommendation

The development of the SBPAC is divided into two phases. The first phase is the one with no Southern Border Provinces Administrative Act of 2010 and the organisational structure was reengineered nine times. The second phase is with the Southern Border Provinces Administrative Act of 2010 and the Southern Border Provinces Administrative Center is regarded as the ministry with one occurrence of organisational structure reengineering. The



problems, as well as the impediments found in the operations of the present organisational structure, includes the inadequacy of the staff and too many internal offices in the present organisational structure of the SBPAC. When its status is equivalent to the ministry, its missions are significant and this leads the SBPAC to divide its internal offices to achieve its many missions. This makes some offices overlap with no cooperation and coordination. The approaches used in reengineering the organisational structure of the SBPAC are the reengineering of the organisational structure in terms of downsizing, the set-up of the matrix organisational structure, and the reduction of the structural size to make better use of the network structure.

Recommendation

The SBPAC should have a clear organisational structure design. How are the internal units of the chain of command? Who has power and duty? (2) The SBPAC should design the organisational structure to be as decentralised as possible because many of the SBPAC's missions, if given the power to make decisions on one person, will result in delays and inefficiencies. (3) The SBPAC should have a division of duties according to the aptitude and expertise of each person. (4) A short-term organisational structure improvement plan should be prepared to address the urgent problem of the shortage of human resources. (5) Manage power to suit the workload of each unit or hire to work in the lack of personnel. (6) Organise similar tasks together.



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