CHAPTER: 1
INTRODUCTION

1.1. Introduction:

This chapter provides an introduction to globalisation and its impact on India and Thailand state. It highlights the significance of the objective of the study, benefits of the study, limitations of the study, the rationale for a comparative perspective, the goals of a comparative perspective approach, comparative civil service administration, the rationale for qualitative research. It also demonstrates the research methodology used in the study which mainly covers the discussion on qualitative and quantitative methodology, qualitative data analysis and content analysis.

This study makes a comparative analysis of the role of the civil service between India and Thailand in the national development in the context of globalisation. Moreover meagre content analysis research on the role of Indian and Thai civil service toward policy of developmental approach and policy implementation for national development poses a problem. Only two content analysis studies on the relationship between the role of the civil service and the policies implementation toward national development have been done. However, those two studies adopt different approach for national development. The study concentrates on the role of the civil service and the policy implementation toward development - orientedness. The role of civil service is defined as value commitments to national development as follows: globalisation, change, civil service reform. The concepts and variables used in the study are from the subject of public administration and development administration.

The process of globalisation is a reality for India and Thailand leading to a major policy challenge for the civil service and government in the two developing countries. The underlying fact behind this challenge is conceived here as the problem of incongruence of pre-existing and existing rule of game which largely determine
performance of government and civil service organisation. As developing nations, what could India and Thailand do to cope with this new challenge? This thesis critically examines the key question as to what policy option India and Thailand should pursue in order to keep pace with the globalisation process. In this regard, the major policy options based on diverse conceptual foundations may be explored among which the country is destined to go after a single and appropriate path for national development. The choice is a critical issue in order to adapt to the process of globalisation.

Moreover, globalisation process brings about exchanges of all kinds of information. Multinational corporations have become more powerful. Therefore economic competition has become a reality. Instead of being concerned with "national securities", the governments of the developing countries have shifted their attention to international trade securities. States have realised that internal controls need to give way to international negotiation. The shift from "governing" to "governance" is a realistic solution. Rigid government structures are obstacles to modern form of management. Thus, the needs for de-bureaucratisation and deregulation are required. The loosening up of "national security syndrome" led to the recognition of diversity, dynamism, and complexity of groups. Changing from "governing" to "governance" allows the government to relax its control and decrease the dominance and lethargy of public bureaucrats. In India, defence and development relationship did not create a security dilemma. It also did not mean lack of transparency. Under changed circumstance, Thailand is moving in the direction of transparency and accountability.

The main research question deals with that: "are the roles of the civil service significant to explain national development on a comparative perspective of India and Thailand in the context of globalisation?" It is interesting to note that, as national development has been the common objective of both the Indian and Thai government. The significance of this study needs to be explained from academic as well as practical perspective. The issue is: the role of the public administrators in implementing the correct administrative programme as crucial variable for developing countries like India and Thailand.
Nations are always in the process of continuous change to suit the changing environment. India and Thailand are also in the process of continuous change largely due to the impact of globalisation and liberalisation in the new millennium. The development of India and Thailand mainly depends on the policies implemented by their respective governments through their civil servants. However, India and Thailand gave little emphasis on the civil service in the process of national development in the globalisation era. Thus, this thesis focuses on the issue highlighted above. Globalisation leaves little space and less time for developing countries like India and Thailand to prepare to enter into such a race. National competitiveness is different from other contests because it is compulsory, not voluntary. Worse, smaller and weaker nations are always losers and few people care about the outcomes of the contest. The UNDP noted:

“Competitive markets may be the best guarantee of efficiency, but not necessarily of equity...Some have predicted convergence (as a result of globalisation). Yet the past decade has shown increasing concentration of income, resources and wealth among people, corporation and countries. (Indeed, the consequence has been) pernicious trends-growing marginalisation, growing human insecurity, growing inequality...The collapse of space, time and borders may be creating a global village, but not everyone can be a citizen”. ¹

India and Thailand belong to the developing countries as Fred W Riggs, would say the “transitional societies,” which face problems such as unstable politics, inherent poverty, economic depression, social upheaval, inefficient administrative systems, out-of-date civil service systems, and so on. ² Nevertheless, the role of the government in many developing countries has drastically changed; therefore there is an urgent need to restructure the administrative system. So in order to maintain law and order, the government must extend many new services for the general public. It should be noted that unstable political atmosphere of a developing country inevitably affects several state systems. Undoubtedly, when changes in the cabinet occur too often, developmental projects get interrupted and may not correspond with the needs of the

country as a whole. As is often the case, the real task of developing the country is mainly the responsibility of the permanent civil servant. At the same time, the administrative and the civil service system also create problems which in turn obstruct the developmental process. Since success or failure of developing a country depends upon the effectiveness of the civil service, it is necessary to develop and update the system to ensure an efficient and result oriented system.

The public administration system under the current regimes could be treated as a transitional one, since in Thailand efforts are being made to create a new constitution and organisations under which its development is envisaged in one way or the other. In India the licence-raj [refers to an elaborate central regulatory system whereby the central government had the legal power to grant approval of investment applications (called licence) determine location, circumscribe technological choices and shape ownership patterns] bureaucratic controls have gone giving way to market oriented bureaucratic outlook and public policy. Therefore, civil service under a perceived forthcoming democratic regime must be able to deliver the required public services effectively and efficiently in accordance with the prevailing needs of the citizens.

In India economists, bureaucrats in the finance ministry finance minister Manmohan Singh (the present Prime Minister) and some members of the media helped in evolving the macro-economic policies in the first-phase of the liberalisation. Moreover, the policy of liberalisation of 1991 in India has reflected clearly how lack of transparency, corruption, and mismanagement could cause such disastrous consequences. According to the Corruption Perception Index Transparency International India ranks 72nd position out of 91 countries. Corruption in administration appears to be a joint enterprise of politicians and administrator and in post-independence India; an overregulated administration created the ‘Permit License Raj’ and provided the incentives to those in power to indulge in corruption. Subsequently, politico-administrative corruption percolated into the society and thus created social tensions, as priorities were distorted and inefficiency triumphed over efficiency. The commentators on public affairs have described corruption as the biggest industry in
India and it is intelligibly guessed that the size of ‘black money’ economy has exceeded that of the official economy. The unaccounted money in India is estimated to be in the range of 3500 to 7000 thousand million rupees which is more than the combined revenue of the Union Government and the state governments in the 2000-2001 fiscal years.\(^3\) Strong politico-administrative responses for stemming this rot are urgently called for.

As it is manifested, India has been struggling with the pursuit of national development since her independence in 1947. Jawaharlal Nehru, the first Prime Minister of India, while speaking at the Constituent Assembly, New Delhi, on 14 August 1947, stated:

“Long years ago we made a tryst with destiny, and now the time has comes when we shall redeem our pledge’. ‘The achievement we celebrate today’, Nehru went on, ‘is but a step, an opening of opportunity, to the great triumphs and achievements that await us’. He reminded the country that the tasks ahead included ‘the ending of poverty and ignorance and disease and inequality of opportunity’\(^4\)

However, India’s overall success in promoting social progress since independence has been quite limited. The intensities of many basic deprivations have been considerably reduced, but there is nevertheless a long way to go in ensuring anything like acceptable living conditions for all citizens.\(^5\) The international system entered the post-cold war era with globalisation India and Thailand we entering into the era of New Economic Policy (NEP) and a deepening crisis of legitimacy of the state. Globalisation, which is a process rather than an end product, is responsible for contradictory processes practically all over the world and their meanings can be best discerned in the debate on national development.

The crisis of the Indian nation state has never been more evident than since the 90s-after fifty six years of her independence. The ability to produce meaning its “ability

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to resolve problems of political, economic or organisation without any real intention of extending their benefits to the rest of the world, but with a domestic success rate that encourages external operators to follow suit" has never been so low. Until the 1960's, India was able to project the illustration of a nation state with the capability to formulate independent economic policies that were to provide for a welfare state and play its role in international relations with an independent vision of its own – a vision and purpose that may not have been proportionate with its power. A configuration of events across time and space that need to be analysed significantly, appear to cause to the nation state obsolete and yet, in the very crisis of the nation state are to be found emergent forces that are likely to reconstruct the nation and the state. The globalisation processes of the 1990s, the indictment of the 'state' for its failure to modernise is complete, as the burden of development now shifts to 'free market'.

According to Human Development Report 2003, the percentage of the undernourished in India, which was 21 percents a few years ago, has now reached 24 percent on the contradictory, India's economic growth remains severely constrained by the large fiscal deficit. It reached 6.6 of GDP in 1991-1992, when India experienced a payment crisis. A sustained effort at fiscal restraint brought the deficit down to 4.1 percent in 1996-1997. The succession of weak coalition governments that followed allowed it to rise again, to reach 5.9 percent in 2002-2003, while the states ran a deficit equal to an additional 4.2 percent of GDP.

The process of globalisation is not uniform in different parts of the world with old inequalities being sustained by new myths. The responsibility for perpetuating inequalities-intra-state inequalities rests at least partially with the states of the South or Third World such as India and Thailand. Nevertheless, to dispense with the state, or to marginalise it, in the name of a global village a large sections of society at the mercy of the market. The need to restructure the state to make it transparent, accountable and democratic must be underscored. These are not mere questions of governance and administrative efficiency but are questions of politics and power relations – of gender, caste and communities. The Third World states like India and Thailand are no longer

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7 *Economist India Profile*, 2003, p. 26
seen as a developmental state but as a 'transitional state' in which domestic, social and political relations are increasingly shaped by global capital circuits.

In 1991, India borrowed from the IMF and the World Bank to overcome a payment crisis. The conditions of the loans included fiscal correction and trade liberalisation; the then finance minister, Manmohan Singh, attempted boarder package of reforms covering subsidies, banking, industrial and exchange controls. A spectacular export and industrial boom ensued, making the reforms more acceptable. However once the crisis was overcome and foreign-exchange reserves became comfortable, the pressure of party members again slowed the reform process.

India more recently has undertaken major reform to bring about greater market orientation in their economy. Parallel to this trend is the global phenomenon of integrating markets and the rising flows of international trade and investments. No nation in today's world can really afford to keep its economic borders relatively closed. Grappling with the compulsions for change in a country like India is never an easy task. The strength of government, political institutions and public administration are important factors along with the ways by which people in their own spheres of activity identify opportunities emanating from change, and transform them into tangible distribution and economic gains like the real national development.

The role of the civil service in India has undergone a great deal of change, as the role of the Indian state itself has got redefined since Independence as it moved towards a more interventionist model. Prime Minister Nehru and several of his successors and the major political parties were greatly influenced by and wedded in to the concept of a welfare state, in which the state was directly involved in development-both economic and social. Ever since the 1950s, therefore, these activities devolved a whole range of new functions for the civil service. The civil service was not only involved in development and regulatory activities, but also in the production function itself.  

8 V. A. Pai Panandiker, "Reorienting the Civil Service: Issues in Administrative Reform", in Balveer Arora and Beryl Radin (eds.) 2000, The changing role of the all-India services an assessment and agenda for
Vallabhbhai Patel was probably most vocal in defending the Indian Civil Service (ICS) and its Steel Frame. Besides its structure, which is more or less, an expansion of the steel frame, the continuity is at a deeper level. While the colonial civil servants had a paternalistic attitude towards the people, and ruled largely by negative discretionary powers, their successors, noting the vast unmet development needs of the people, substituted positive discretionary powers of patronage and subsidies, reinforcing the colonial syndrome of dependency on the mai-baap state (Hindu state).9

Apart from its functional utility, the fact that the steel frame was retained more or less intact was because as B.P.R. Vithal, himself an officer, said, 'the government leaders who took office...shared the social background of senior civil servants whom they inherited from the colonial state.'10

Governing in India is probably the greatest challenge to human inventiveness, given India’s size, diversity and complexity. The civil servants along with the elected political leaders shoulder major responsibility in the actual administration and governance of the country. Clearly, in a democracy, the civil service cannot substitute the elected representatives and the political executives. But it has nonetheless a distinctive role to play. Indian administrative system which is being used by the politicians for their selfish interests, the bureaucracy is probably the only hope of the country. The lower echelons of the bureaucracy are unable to resist the pressures of politicians and a substantial portion of it has traditions of corruption, nepotism, and feudalistic subservience to those in power. The Indian civil service do not have adequate protection from the tyranny of bosses.11

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Post-colonial Indian society has changed like the transitional societies. The Indian society is increasingly globalised and it has become quite complex and will continue to do so in the years to come. The new role of the civil service will have to adjust to this complexity and implement its policies adequately. Tough tasks lay ahead in developing appropriate competencies, in particular, development of a higher order of skills to deal with a more complex society for sustainable national development.

In Thailand for more than thirty years; the first systematic effort to develop the country started in 1961 when the first National Economic Development Plan, 1961-1966 was implemented. At present, the ninth National Economic and Social Development Plan, 2002-2006 is being implemented. The past efforts of Thai national development cannot be called an achievement for many reasons. Firstly, the Thai economy being dependent on developed countries, its development has been partially conditioned by the development and expansion of the capitalist countries. Thailand has been open to global economic and political forces since the nineteenth century. The Thai economy cannot be self-sustaining. And, it can probably expand only as a reflection of capitalist expansion globally. Particularly during the economic boom from 1987-1990, the average growth rate was approximately 11.2 percent.\(^\text{12}\) Thailand was perceived as the so-called “the Fifth Tiger of Asia,” the latest member of the New Industrialised Countries (NICs) in Asia after Taiwan, Hong-Kong, Singapore and South Korea\(^\text{13}\) and also one of the top ten countries that contained the highest growth rate of economic development.\(^\text{14}\) However, Thai national development is under crisis since 1992 due to economic fluctuation in the capitalist countries from time to time. The accumulation and expansion of capital in Thailand cannot find its essential dynamic component inside the system. Thailand does not possess the technology and finance that are crucial for production and capital accumulation. Thus, the Thai economy depends on the capital and technology of the developed countries.

Secondly, the greater the international integration of the Thai economy the greater is the national disintegration in Thailand. Dependence on the capitalist development gives rise to internal polarisation in which the modern groups within the dependent structure derives their high income from a) their association with developed structures and b) the internal exploitation of the mass population. The backward groups, such as the farmers and the unemployed, obtain low income from the process and become marginalised. After more than thirty years of depending on capitalist development, the gap between the rich and the poor, between the modern groups and the backward groups and between the central region (including Bangkok) and all other regions has become wider. The fruits of development have not trickled down to the grass roots sector. Thus, this lopsided development has made "the rich-richer and the poor-poorer". The process of capitalist development in Thailand, while producing economic growth, urbanisation, and wealth, cannot eliminate the existential, social and economic problems of majority of the population. Real development did not take place when growth was accompanied by increased inequality in the distribution of its benefits.

Thirdly, Thai bureaucrats, who are the administrators of national development programs, create numerous problems. Within the bureaucracy itself, problems relating to the structure and behaviour of government officials are the main obstacles to development. Thus, the contemporary bureaucratic structure is obsolete, over-expanded, duplicating and overlapping. Under these structural limitations, the Thai bureaucracy cannot be an effective mechanism for better national development. Thai bureaucrats did not hold Weberian bureaucratic values as held by bureaucrats in the West. These values are productivity, rationality, efficiency and authority. The dominant social values of Thai bureaucrats are: hierarchical status, personalise and security. Certain values accepted in the West are not significant or applicable in the Thai bureaucracy. For instance, values related to equality, rule of law, universalism and innovation are rarely held in the Thai bureaucracy. These values are crucial in

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stimulating and formulating the attitudes and behaviours of Thai bureaucrats as development administrators. Many studies indicate that certain behaviours, values and attitudes of Thai bureaucrats are not conducive to national development.

Fourthly, developmental ideologies, accompanied with dependent capitalist development, are not compatible with Thai dominant cultural values held by the Thai bureaucrats. Major developmental ideologies, gathered from various writings are based on values that favour economic growth, repressive regimes necessary to sustain that growth, the state as an entrepreneur, pro-multinational corporations, and expansion of the role of technocrats and close connections with Western imperialist nations. Thai dominant cultural values can be divided into three central themes: personalise, fun-loving, and merit accumulation (do good-receive good, do bad-receive bad, even in the next or reborn life). These cultural values are apparently inconsistent with developmental ideologies. Therefore, the efforts of Thai political and administrative elite to indoctrinate Thai bureaucrats with mentalist ideologies for more than thirty years have not been doing well. It can be argued that as the result of the absence of these national development postures among the Thai bureaucrats, the national development of Thailand is not comparable to the performance of many dependent capitalist countries including Malaysia, South Korea, Singapore, Taiwan and Hong Kong. In other word, the attitudes of Thai high-ranking bureaucrats and the administrators of national development programs are not in favour of depending on capitalist development. If a set of development oriented values are not held by bureaucrats who administer development programs, national development probably will not be reached.

Moreover, the financial crisis of 1997 in Asia and especially in Thailand has reflected clearly how lack of transparency, corruption, and mismanagement could cause such disastrous consequences. International banks and financial organisations now require that good governance must be practiced by borrowing countries. The World Bank, the Asian Development Bank, Organisation for Economic Cooperation and

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Development (OECD), and Japanese International Cooperation Agency (JICA), specifically mentioned these expectations clearly - All operations and project implementation need to have 1) accountability 2) predictability 3) transparency and 4) participation of all concerned stakeholders. This means that civil service needs to become involved in public activities to ensure that all four components of good governance take place.

Accordingly, Thailand made significant progress in democratisation, most notably through the Constitution of 1997. The new charter was driven by popular support in the teeth of opposition from establishment force. The charter set out to re-engineer the political system in order to reduce the power of the bureaucracy, make politicians more responsive to the popular will, and to undercut old monopolies in business and government. Thus, a new role of civil service in national development was downsized and re-engineered with ideas of organisational management to retain its place as one of the leading organisations of the Thai bureaucracy. Large number of generals was reduced through early retirement, and the overall size of the civil service was trimmed by decreasing the annual recruitment.

The requirement for 'good governance' of lending institutions are being received without objection and criticism, even when it appears to be western in concept and value, as the concept and values are considered universal and need not be questioned. Yet, there seems to be a need to disseminate the idea to everyone in every community in the country. During the past year, workshops and seminars were organised to familiarise the concept. At the same time, a few specific incidents demonstrated the spread of the concept well. Discussion on corporate governance was aimed at public financial and business sector who was the culprit for the disaster. Lack of transparency, nepotism and cronyism and corruption are the most obvious reasons. But for long term perspective, it is realised that for Thailand to move ahead and become a well functioning civil service, both corporate governance and good governance in general are needed. Hence, bureaucratic inefficiencies and red tapes that exist need to be
reduced. Therefore, a new administrative culture that will advocate for service orientation, flexibility, innovation in service design and delivery will need to be cultivated to replace the existing one.

1.2. The Rationale for a Comparative Perspective

This research study has been done through national comparison between India and Thailand. By studying public administrative system at the earlier stages of development within the currently existing political system, some very important insights into the nature of public bureaucracy have been gained. As Mehran Kamrava\textsuperscript{17} has suggested that the cross-national and comparative analysis must thus concentrate on three specific levels: the similarities that underline certain state, the similarities that underline certain societies, and the similarities that underline the relationships between the two.

This thesis is designed as a pilot for comparative perspective study, although it cannot claim to be a fully comparative analysis. It is important, even at the introductory phase of the two national studies, to adopt a comparative framework and not simply study the social arrangements for a specific nation. It is essential for anyone dealing with the subject to have knowledge about the social and governmental structure of both India and Thailand.

Therefore, any comparative study would enable us to understand the merits and demerits of different administrative system when compared with other. Peters B. Guy quoting Riggs predicted that a new framework for comparative administration will inevitably evolve as a master field and not as a ‘sub-field’. Peters concluded that it is crucial for theoretical development to foster more and better comparative studies. Peters classifies comparison into four dimensions which are as follows:

1. Cross-national comparison.
2. Cross-time comparison.

\textsuperscript{17} Kamrava Mehran, *Understanding Comparative Politics*, (New York: Routledge, 1996), p. 3.
3. Cross-level comparison.

One may know the basic structure of the institutions of a country and the various elements of this structure interrelation for establishing and implementing public policy, but at the same time one cannot appreciate whether the institutions are particularly efficient, democratic and ethically sound without comparing with other countries. Efficiency or democracy, for example, are not quantifies that can have absolute values attached to them in practice. Just as physical, it is impossible to develop an absolutely one hundred percent efficient motor, it is impossible to conceive of a government that could achieve absolute efficiency for the management of civil service. It would be even more problematic to discern what would be involved in a perfect democracy. It is, therefore, not possible to make any moral judgement on the effectiveness or ethical acceptability of the different systems of government that govern our lives even if we compare them.

1.3. The Goals of a Comparative Perspective Approach on Civil Service

One of the objectives of comparative perspective research on civil service is that it's central to social sciences and largely implicit in the motivations for such research. Comparative analysis is necessary for the identification of key concepts, of relations among concepts and of the underlying logic or dynamic of the relations. Comparative research is also an antidote for the narrowness sometimes associated with studying a single system. Peters writes, such approaches to administration are ethnocentric not just because of their origins (the genetic fallacy) but because the constructs, hypothesis and theories are not necessarily representation of reality (valid) in other political and cultural contexts.  

19 Ibid. p. 3.
remarkable parallels for which the researcher has only a rudimentary understanding of whether the phenomena are similar and comparable or whether they flow from similar processes or forces.

The second objective of comparative perspective study of civil service systems is to develop a better understanding of their historical evolution. Besides, understanding the historical context of civil service systems, it is also important to understand their relationship with the political, social and economic condition.

Final objective of comparative study is to enhance the policymaker's capacity to design civil service. The challenge is to design civil service systems that work at all levels - as personnel systems, governance institutions and symbol systems.\(^{20}\) What policymakers frequently encounter are trade-offs among the various roles played by civil service systems. Although it is unlikely that comparative study can quickly shed light on complex trade-offs among the roles played by civil service, it may help fill a far simpler need - that of increasing the efficiency of public administration as a purposive activity.

### 1.4. Comparative Civil Service Administration

How are civil service managed in India and Thailand? This thesis focuses on the study of public administration of important liberal democracies with different administrative practices and enquires as to how their administrative systems are converging into the globalisation process. This thesis examines the extent to which politicians and public opinion can influence bureaucrats in both the countries, besides exploring the role of public administration systems within the wider political systems and democratic frameworks of the two countries.

As the thesis covers two important liberal democratic countries such as India and Thailand, it could be a valuable resource for studying the Politics and Administration of all levels, especially for those interested in this field. The thesis also aims to demonstrate the importance of the public sector institution to effectively govern and manage a democratic system and the extent to which these systems may be merging in their structure and processes through the process of globalisation.

Many political studies emphasise the changing ideological basis of politics in liberal democracies and have much to say on the intricacies of the party system but often overlook the substantial importance of the administrative systems of such countries. Politicians in charge of government may change radically, reflecting shifts in public opinion, but in general they must exert their power through the medium of established central and local bureaucracies whose values, traditions and methods of operation are not subjected to severe change, despite the vagaries of public opinion. In some regimes, as it is observed in this study, politicians have some capacity to restructure the bureaucracies of their countries but are rarely able to exert complete control, whilst in other countries the established systems for public administration have been relatively impervious to political control. This study, therefore, aims to analyse and examine the two countries public administration systems and their role within the milieu political systems and democratic framework within their countries.

It is however, recognised that the systems of public administration are not static phenomena; even when isolated from immediate party political pressure they will evolve to reflect the social and economic pressures placed on a particular nation. In recent decades these have included strong pressures in many regimes that the public sector administrators adopt more competitive business like policies that are said to typify the private sector. Arguably, even more insidious are the pressures created by globalisation which some critics claim are creating uniform systems of government and management throughout the world.
1.5. The Rationale for Qualitative Research

This study was based on the assumption that "no research method is without bias". Thus, qualitative approach to the comparative perspective study on the role of civil service in India and Thailand has been taken up though there are many characteristics of civil service systems. On the other hand, there are many influencing factors that move some characteristics to different directions. For example, a higher education standard could enhance civil service delivery and reduce corruption. However, a falling economy would not be able to afford for an increase in civil service delivery. A quantitative research would be much more complicated due to different temporal sequences among independent variables and dependent variables. In this case, it would not be an easy task to use quantitative techniques to determine the relationship among these factors. Of course, it is possible to narrow down the number of independent variables and dependent variables to one or two, but it would render this study incomplete. It would be necessary to make one self understand each event separately, and then induce from the findings of these events. Such an approach necessitates the use of qualitative technique.

Shively in the "Craft of Political Research" implicitly refers qualitative research as relatively less “quantitative”. By this he means that it is less concerned with measuring things numerically, and it leads to make verbal statements about them. Less quantitative research "provides greater breadth, greater openness to totally new theories, and a greater awareness of the complexity of social phenomenon". Shaukat Ali quoting Wright described that in qualitative research number counting and statistical techniques are not central issues, but an attempt is made to get close to the collection of data in their natural setting. According to Wright, qualitative research includes an array of methods such as participant observation and case studies, formal

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and informal interviewing, videotaping, unobtrusive measures, archival data surveys, frame analysis, issue-area analysis, ethno-methodology, and discourse analysis. Thereby, Ali justifies the use of qualitative research for two reasons, theoretical and practical. Theoretically, while quantitative methods are more appropriate to verify a theory, qualitative methods are more germane as the important prior step of generating theory. Practically, he goes on to say that qualitative research gives researcher more flexibility, allowing one to take advantage of the richness of data and thus obtain more meaningful results.²⁴

Robert Bogdam and Sari Biklen define five features of qualitative research as follows:

1. Qualitative research has the natural setting at the direct sources of data and the researcher is the key element.
2. Qualitative research is descriptive.
3. Qualitative researchers are concerned with process rather than simply with outcome or products.
4. Qualitative researchers tend to analyse their data inductively.
5. "Meaning" is the essential concern to the qualitative approach.²⁵

However, certain statistics will be collected to understand the magnitude and change of the variables. These figures will be eventually supported by interpretations and explanation.

Robert E. Slavin²⁶ makes a list of circumstances under which qualitative methods are preferable to quantitative ones as follows:

1. When quantitative methods are impossible or inappropriate.
2. To suggest variables to be studied in subsequent quantitative investigations.

²⁴ Ibid. p.82.
3. To suggest hypothesis (Qualitative studies can provide a deep perspective in the inner working).

4. To understand issues in their full complexity.

According to Mathew B. Miles and A. Michael Huberman, qualitative data have the following strengths:

1. Qualitative data focus on naturally occurring, ordinary events in natural settings, in order to understand the real life.

2. There is an advantage of local groundedness as the data are collected at or near a specific event.

3. Qualitative data are rich and holistic.

4. Normally, qualitative data are collected over a sustained period rather than looking at a moment.

5. Qualitative data assesses causality as it happened in a particular case.

6. Qualitative studies have inherent flexibility as data collection time and methods can be changed as a study progresses.

According to them, the three capabilities of qualitative data are as follows:

1. Qualitative data are frequently regarded as the best strategy for developing hypothesis.

2. They also have a strong potential for testing hypothesis to see if a specific prediction will come true.

3. They are useful to supplement, validate, explain, illuminate, or reinterpret quantitative data collected from the same setting.27

This study examines the problem in a way similar to a functional analysis. To quote Carl G. Hampel's, "functional analysis seeks to understand a behaviour pattern as a social culture institution by determining the role it plays in keeping the system in

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proper working order or maintaining it as a going concern". Especially, this analysis has been applied on the subsequent chapters. The purpose of this study is to understand and examine about the role of civil service system of each administration system and its development.

1.6. Qualitative Data Analysis

John W. Bert and James V. Khan enumerate three steps in analysing qualitative research. The first step is organising the voluminous notes from data and documents. The organising method depends on the research strategy and data collection techniques. The second stage of analysis is description of the various important aspects of the study. It may include the individuals being studied and the viewpoints of participants. The descriptive data must enable any reader to understand the results and make his or her own interpretation. The third step is interpretation of the data. Interpretation means explanation of the research findings, weighing the significance of each result and arranging patterns into a framework. This interpretation part is more dependent on the researcher's skills, biases and knowledge than conclusions drawn in a quantitative research. Thus, researcher plays an important role in qualitative research. The researcher must always bear in mind about achieving internal validity and external validity. Triangulation is one of the methods some researchers use to enhance internal validity. To achieve external validity, the researcher needs to discuss about the limited general ability of the findings.

Wiersma observes the relationship between data collection and data analysis. According to him there is no clear cut phasing between data collection and data analysis. Data analysis follows data collection so closely that they run together. It is because the researcher needs to check on working hypothesis and anticipated results while collecting the data. Often, there is some overlapping of these two steps of

research. Similar to Bert and Khan, Wiersma points out the necessity of organising information. He introduces data reduction as a step of qualitative data analysis. Coding should be followed as a process of data organising and data reduction. During this process, possible internal checks and external check can be made. Wiersma defines data analysis as a process of categorisation, description and synthesis. To him, data reduction should be used.  

This research will make observation about the data analysis in the course of data collection. Probably, the research may note down a particular analysis while collecting data. In fact, the real job of data analysis needs time for recapitulation, checking with the other sources and aligning the logical sequences of the events. It would be more appropriate to categorise content analysis under qualitative data analysis rather than data collection. Content analysis is the process that can be started after collecting the documents. It is not convenient to make content analysis at the time of collection as it needs considerable time to sit down and work.

1.7. Content Analysis

According to Bert and Kahn, current documents and issues are the focal points when document analysis is used as descriptive research. A document analysis, widely known as content analysis, involves in the explanation of the status of some phenomenon at a particular time or its development over a period of time. It is a tool to add knowledge to a field of inquiry and to explain certain social events.

The content analysis is treated as a part of qualitative data analysis. Miles and Huberman define qualitative data analysis as a process containing three current of activity: data reduction, data display, and conclusion drawing/verification. According to

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them, qualitative data analysis is a continuous and iterative work. \(^{32}\) Their interactive model of Components of Data Analysis is reproduced in figure 1.1.

**Figure 1.1: Components of Data Analysis: Interactive Model**

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**a. Data reduction:**

According to May Brodbeck, reduction involves deduction. “Explanation is a major reason for deduction. Not all deduction achieves reduction. Deduction becomes

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reduction when the deduced laws are in different area from the area of study". 33 “Data Reduction" is defined by Miles and Huberman as the process of selecting, simplifying, abstracting, and transforming the data that were collected. An anticipatory data reduction occurred as the researcher conceives a framework of analysis. The task of data reduction continues until the conclusion drawing and verification is completed. Data reduction is a part of qualitative data analysis that sharpens sorts, focuses, discards and organises data in such a way that is done continuously by we during the course of writing this thesis. Since it is a continuous process there would be shuttling between data reduction and data display on the one hand and between data reduction and conclusion on the other hand. The traces of data reduction will be seen in data display part as well as in conclusion.

Under data reduction, an attempt is made to test the causal relationship as mentioned in Buddhist scriptures. According to Buddha, there are twenty-four conditional relationships in sensory-perception and meditation. These relationships do not confine only to dependent variables and independent variables. They include basic conditions, objectives, dominant factors, contiguity factors, immediate contiguity factors, co-existence, reciprocity relationship, dependent factors, sufficient conditions, antecedent factors, consequential factors, succession factors, actions (Karma), effects, supporting factors, control factors, ecstasy factors, means, association, dissociation, presence, absence, abeyance and continuance. The relationship between two variables can be set up by more than one kind of conditional relationship. Although Buddha’s approach is based on conditional relationship in one’s body and mind, we can adapt the methodology in appropriate cases.

b. Data display

Data display would be seen in this chapter and the following chapters. According to Miles and Huberman, data display “is an organised, compressed assembly of information that permits conclusion drawing and action.” A data display is assembling of organised information into immediately understandable and compact form. The traces of

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data reduction will be seen in data display, as arguments and sequences have to supplement the events and achievements during each period.  

C. Conclusion drawing and verification

According to Miles and Huberman, this part of data analysis notes down regularities, patterns, explanations, possible configuration, causal flows and propositions. In drawing conclusions, it is essential to bear in mind Shively's criteria for determining a causal relationship: The two variables must tend to coincide and one variable must tend to produce "distinct values of the others". However, one should be aware of the time lag between two variables and other disturbing factors. In this thesis, the conclusions for individual events appear in respective chapter for each country. A succeeding chapter illustrates the comparative perspective between India and Thailand.

In conclusion this study finds out that qualitative approach is a time-consuming, both in collecting data and interpreting them. However, it is flexible in its conduct in the sense that one source of data can be supplemented and checked by the other data. Sometime, a finding from one source could lead to investigation in the other source. In other words, the materials are so abundant that it necessitates a researcher to select the relevant one, and make analysis on those selected data. Moreover, the methodology opens the mind of a researcher for further issues to be examined later. It would be required to disclose sufficient data and information (that a researcher has collected) to the readers so that they would able to evaluate the conclusion of the study.

1.8. Hypothesis

The aim of this thesis is to explain the national development and civil service performances of both countries (India and Thailand) after the implementation of liberalisation and globalisation policy. This thesis makes a comparative perspective on the role of civil service and national development in India and Thailand. In order to achieve the objective of this study, the following research hypotheses are addressed:

34 Ibid. p.11.
1. that in the liberalisation and globalisation era, the role of civil service in national development in India and Thailand has continued relevance.
2. that civil service system in India and Thailand has been restructured to meet the needs of the marketing democratic system in the context of globalisation in varying degrees.
3. that the roles of the civil service is significant to explain the national development on a comparative perspective of India and Thailand in the context of globalisation.

1.9. Objective of the Study
The main objectives of the thesis are:
1. To what extent does national development in India and Thailand coincide with the globalisation process.
2. To what extent does civil service meet international formalities and practices.
3. To what extent does civil service play an important role in the globalisation processes.
4. To examine that civil service reform hinge on the direct and positive policies of the government.
5. To examine the role of civil service towards national development.
6. To compare the pattern and role of civil service in India and Thailand.

1.10. Benefits of the Study
Policy maker and planners often design policies with little theoretical justification. Meanwhile, academic work can spin off under its momentum, reflecting little of empirical world. This study will contribute to building more effective bridges between the theoretical and the empirical ground. Lacking guidance from concepts and theory, all practices may lose their ways. A study based on real phenomena will build a body of knowledge concerning the role of the Civil Service Commission of Thailand which will in turn provide a compass for its application in policy practices. The uniformity or diversity of the findings of this study will contribute to a further understanding and a knowledge base about the national development in Thailand and comparative perspective with
India. The study will augment knowledge concerning theoretical literature in both national development in Thai context and the context of globalisation from India in particular. Additionally, it will lead to an important contribution in the identification of problems warranting further research.

This study will also yield important results for policy makers in providing policy guidelines. It is expected that these findings could have implication for policy practices. Which kinds of national development and under what conditions are they likely to be successful? These are questions that must be answered by those designing and implementing policies for national development.

1.11. Limitations

This thesis cannot claim to be a fully comparative analysis in the sense that, with the exception of the some chapter, the researcher does not make any general theoretical claims concerning the differences and similarities in systems of public administration in the two liberal democracies. Both national studies are concerned to describe and provide some understanding of that particular system. This study is not meant to evaluate or assess performance of national development in India and Thailand. Rather, the purpose of this study is to determine all relevant important attributes of national development and to find out patterns of the role of civil service. Both the successes and failures will be discerned both India and Thailand.

Additionally, different national developments are located in different context. Rather, the study is an attempt to yield overall understanding of national development and the role of civil service in India and Thailand by identifying critical factors among them, and a specific set of factors in each case.
1.12. Organisation of the Study

The study is organised into six chapters as follows:

Chapter 1: The first chapter highlights the significance of the objective of the study, benefits of the study, limitations of the study, the rationale for a comparative perspective, the goals of a comparative perspective approach, comparative civil service administration, the rationale for qualitative research. It also demonstrates the research methodology used in the study which mainly covers the discussion on qualitative and quantitative methodology, qualitative data analysis and content analysis.

Chapter 2: In second chapter, an attempt has been made to review the relevant literature dealing with the concepts and theoretical framework considerations concerning to globalisation, national development, development administration, new public administration, civil service administration and reform. The different types and the tasks of national development is categorised and analysed systematically.

Chapter 3: The third chapter discusses in brief the historical description of regime transitions and transformation of bureaucracy in Thailand. Secondly it also takes into account, the Thaksin government perspective for understanding the Thai bureaucracy under regime shifts. Thirdly, it analyse the role of the Thai civil service along with the over all view of Thai civil service in the context of globalisation. The selection case study justify national development organisation such as the Civil Service Commission (CSC) and Office of the Civil Service Commission (OCSC) and generalisation about the role of the civil service which would explain the national development in Thailand in the context of globalisation. The case study provides contents analysis.

Chapter 4: Chapter four provides a brief historical description of regime transitions and transformation of bureaucracy in Indian Federal state. It also analyse the Indian government perspective for understanding the Indian bureaucracy under different regimes and India Civil Service reforms as well as the role of the civil service to explain national development in India in the context of globalisation.
Chapter 5: Chapter five seeks to integrate and compare the role of the civil service patterns between India and Thailand on the national development in the context of globalisation. The civil service reforms in India and Thailand introduced in different sectors of the national development is reviewed in this chapter.

Chapter 6: Recapitulates the major findings in the study and draws conclusions, recommendations and suggestions for further research.