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PUBLIC TRUST AND GOVERNANCE IN PUBLIC ADMINISTRATION IN THAILAND

Abstract:

Public trust is an important topic in "New Democratic Governance" approach of modernising states. Trust in government is deteriorating in many OECD countries. Public administration scholars generally agree that public trust is a keystone of good governance. This article explored public trust that 2,587 Thai citizens perceived on governance in public administration in Thailand. The findings are: (a) public trust and governance in public administration in Thailand are perceived at medium level, (b) relationship between two factors are positively correlated in two ways direction and varied in the same direction at high level (r = .864), (c) seven indicators to cultivate governance in public administration in Thailand are ethics of honesty, merit system, leaders who build trust culture, maintenance of democratic value, law enforcement efficiency, officials professionalism of, and public service ideologies.

Keywords:

Public Trust, Trust Culture, Governance in Public Administration

1   Introduction

Public trust involved with governance is an important topic in "New Democratic Governance" approach of modernising states. Trust in government is deteriorating in many OECD countries. Lack of trust compromises the willingness of citizens and business to respond to public policies and contribute to a sustainable economic recovery. Trust in institutions is important for the success of many government policies, programmes and many regulations that depend on cooperation and compliance of citizens. Public administration scholars generally agree that public trust is a keystone of good governance. (Frederickson, 1993; Rhodes, 1997; Zaufanie, 1998; Covey, 2006; Dietz and Hartog, 2006; Jittaruttha, 2013, 2014a, 2014b, 2016). "A rule-of-law kind of trust" requires that each individual believes that public officials will treat one honestly, not a favorable relationship. And governance is a prerequisite to and a keystone of 'democratic governance', a new paradigm in public affairs, (Hood, 1991; Rhodes, 1991; Pollitt and Bouckaert, 2004; Bozeman, 2007). As OECD (2004) stated that good governance is about the goal of development in those areas of participation, transparency, accountability, effectiveness, equity, and permission of the rule of law.

On the cultural perspective, public trust is the valuable set of cultural elements produced by members of the trust culture movements as critical factor of their effort to reflect governance in public administration (Rhodes, 1977; UNDP, 2007). But the political crisis occurred in Thailand such as the problem of fraud and corruption in the bureaucracy, the problem of political interference with the public administration process, the problem of bribe, or the crisis of political conflict in the country are critically caused from the lack of morality. Thai country is also under constant pressure to bring it integrity measures into line with today's rapidly changing realities - including globalization, ASEAN regional integration, citizens' demand for performance and accountability.

2   Important of Trust Culture and Governance in public administration

The role of public administration in governance is a continuing topic of discussion and debate. The current worldwide reassessment of the functions of the State and of public officials and civil servants arises from two major sources: one is globalization and its impacts on what governments must do to adapt and respond to rapidly changing international economic, social, political and technological trends; the other is increasing dissatisfaction among citizens in many countries with the functions of government and the services that public administrations provide.

As mentioned above, public administration scholars generally agree that public ethics are a prerequisite to public trust and a keystone of good governance. Lewis and Catron stated that "Public service is a public trust. If there is anything unique about public

service, it derives from this proposition" (1996, p: 699). When they think of public ethics, honesty is an important substantive value with a close connection to trust for it implies both truth - telling and responsible behavior that seeks to abide by the rules (Rose-Ackerman, 2001). The close relationship between the ethics of honesty and trust allows the modern state to function as governance state with market mechanism at a time when there is a growing consensus among governments on what should constitute the essential elements of an effective and comprehensive ethics strategy. The relationship of these two factors will be resulted in a success or failure of political coalition. Citizens' trust and confidence with governments or officials are mostly and particularly derived from the ethics of honesty and governance in public administration. One may trust another person to behave honestly, though honesty is not identical to trustworthiness. Corruption is dishonest behavior that violates the trust placed in a public official. It involves the use of a public position for private gain. Thus, a beneficial mechanism in the preservation and promotion of 'honesty' is a political advantage. Because this benefit make citizen share their common interest with others and will create common need which is leading to political collaboration and legitimization. The new democratic governments often inherited a citizenry with low levels of trust in public institutions and with the habit of relying on inter-personal relations, not public institutions and laws. As citizens of a modern state in postmodern period, individuals have increased expectations that the government would serve their public interests with integrity, fair and responsible management of resources through appropriate public policies, which is based on fundamental principles of governance in public administration.

This paper also provides guidelines for the development and optimization of the official performance that will lead to the promote 'public trust',and 'governance in publoc administration' and 'trust culture' – derived from social dialogue of the ethics of honesty, which will extend the frontiers of knowledge in public administration, organizational culture, and human resource development.

3   Research Questions

This paper was aimed to explore how Thai citizens, all stakeholders or interest groups, perceived the governance in public administration and entrusted of public servants on four strands. The assumption was that citizens' perception on governance in public administration in Thailand is at a low level, correlated to public trust deficiency which is a major barrier to create trust culture, by determining 'trust culture' and 'governance in public administration' as followed questions:)a(how are citizens perceived on governance in public administration?, (b) what is the level of public trust correlating with governance in public administration in Thailand?, (c) how is the relationship between governance in public administration in Thailand and public trust?, (d) how different are the apparent values and behaviors which are reflecting to governance in public administration

in Thailand while competing with those expected ones from citizens' perception?, (e) what are major barriers of governance in public administration?, and (f) what are the indicators or alignments to strengthen public trust and governance in public administration?
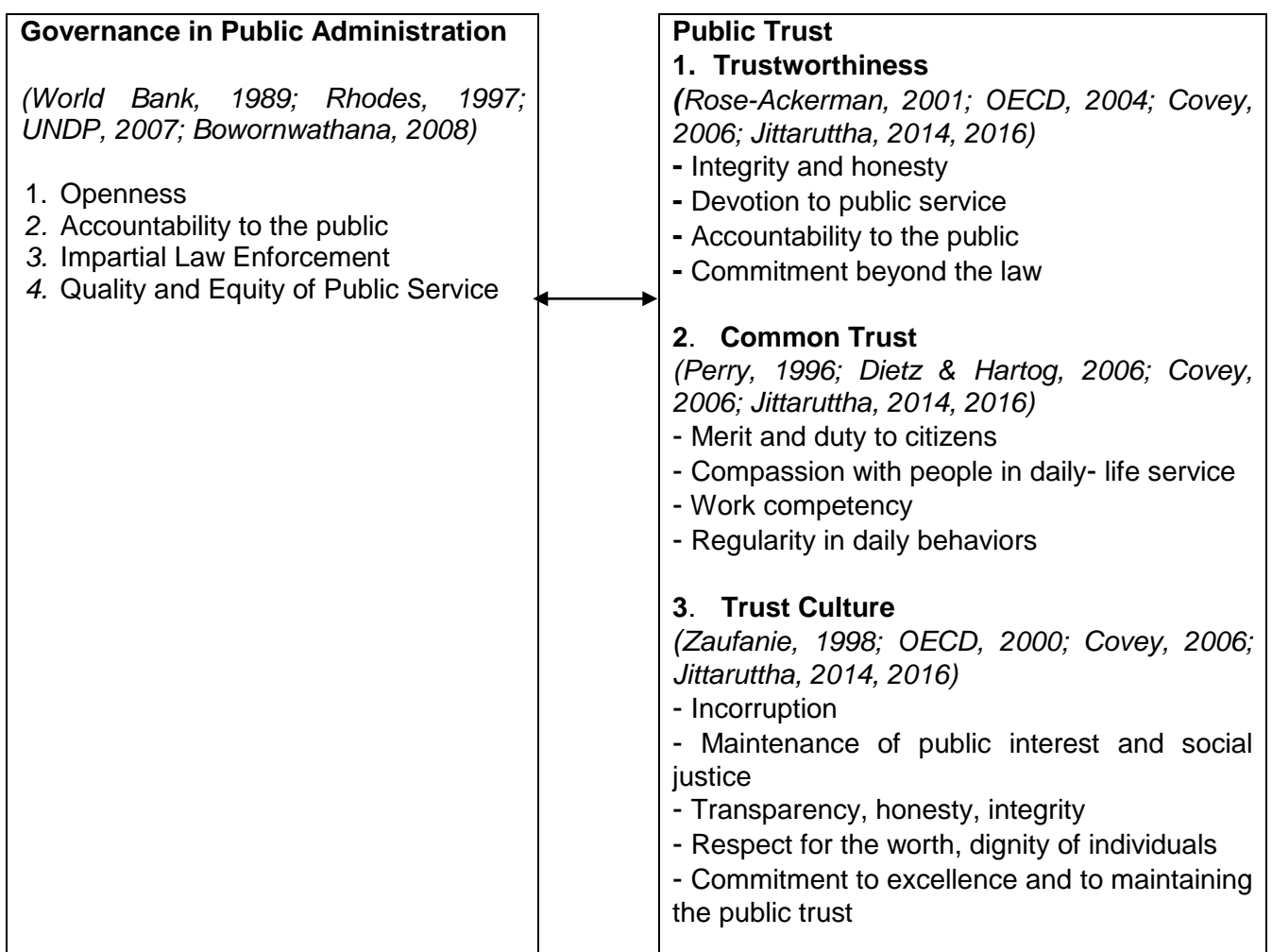
4   Theoretical Framework

While governments have important priorities of their own to handle, developing trust from society at large requires a greater understanding of how value is defined for a wider range of stakeholders than they are typically used to considering. This includes taking into account the views of citizens, employees, local community members, private sector actors, and others. Each of these stakeholder groups expects something from the public sector, and their expectations continually change. Each region and industry is different, and, as such, different groups can also hold differing expectations.

A different social has different ways to give meaning to things, and different values and behaviors that reflect to governance in public administration. Thus, social or national culture is determined by the values, beliefs, behaviors, and norms which permeate their members and are expressed through the words and behaviors of those members in society. This article focuses on governance in public administration and public trust as they affect the functioning of the governance state. I am interested in informal interactions based on affect-based trust only insofar as they substitute for, conflict with, or complement the public trust between leaders, executives, public organizations, public servants, politicians and their citizens. The trust relationship between informal interactions and formal behaviors of those agents, and rules in bureaucratic system, creating trust or distrust value is my central concern.

As illustrated in Figure 1., independent variable, *governance in public administration,* is portrayed and studied by these 4 dimensions: openness, accountability to the public, impartial law enforcement, and quality and equity of public service)World Bank,1989; Rhodes, 1997; UNDP, 2007, Bawornwathana, 2008). While dependent variable, *public trust,* stands for disseminated in society rules which oblige every citizen to treat trust and trustworthiness as common shared values. Many cultural theorists have described 'public trust' from their perspectives and proposals through various cultural dimensions. Followed by Sztompka (1996, 1999, 2007), Jittaruttha (2014, 2016) described that public trust is composed with three factors perceived in a society: trustworthiness, common trust, and trust culture. *Trustworthiness* can be studied by these behaviors of public servants as followed: integrity and honesty, devotion to public service, accountability to the public*,* and commitment beyond the law (Rose-Ackerman, 2001; OECD, 2004; Covey, 2006; Jittaruttha, 2014, 2016). While the *common trust* is portrayed by the daily behaviors of public servants in everyday life: merit and duty to citizens, compassion with

people in daily-life service, work competency, and regularity in daily behaviors (Perry, 1996; Dietz and Hartog, 2006; Covey, 2006; Jittaruttha, 2014, 2016). In this culture, called '*trust culture*', well-rooted norm is to redeem the obligations, be honest, open to collaborate with others. Trust culture negates the existence of: incorruption, maintenance of public interest and social justice, promotes transparency, honesty, and integrity, supports public servants to respect for the worth and dignity of individuals, and makes public servants commit to excellence and to maintaining the public trust)Zaufanie, 1998; OECD, 2000; Covey, 2006; Jittaruttha, 2014, 2016). The public trust reflects citizens' perception on trust or 'citizens' trust'. The higher of public trust that is perceived, the more level of governance in public administration exists.

Figure 1. Theoretical Framework

| **Governance in Public Administration**

(World Bank, 1989; Rhodes, 1997; UNDP, 2007; Bowornwathana, 2008)

1. Openness
2. Accountability to the public
3. Impartial Law Enforcement
4. Quality and Equity of Public Service | **Public Trust**
1. Trustworthiness
*(*Rose-Ackerman, 2001; OECD, 2004; Covey, 2006; Jittaruttha, 2014, 2016)*
- Integrity and honesty
- Devotion to public service
- Accountability to the public
- Commitment beyond the law

2. Common Trust
(Perry, 1996; Dietz & Hartog, 2006; Covey, 2006; Jittaruttha, 2014, 2016)
- Merit and duty to citizens
- Compassion with people in daily- life service
- Work competency
- Regularity in daily behaviors

3. Trust Culture
(Zaufanie, 1998; OECD, 2000; Covey, 2006; Jittaruttha, 2014, 2016)
- Incorruption
- Maintenance of public interest and social justice
- Transparency, honesty, integrity
- Respect for the worth, dignity of individuals
- Commitment to excellence and to maintaining the public trust |

Source: The author's own elaboratipn and synthesis from relevant theories and concepts

5   Methodology

The paper provides an overview of the essential points from synthesizing method

and correlating between the concepts of governance in public administration and public

trust, to present a framework of issues for researchers to consider when making research design based on public trust and government in public administration interaction. This framework is then used to analyze the collecting data from field research. The methodology used in this paper is mixed method by both quantitative and qualitative methods, specifically conducted by the ethical properties of governance in public administration, proposed by World Bank (1989) Rhodes (1997) UNDP (2007) Bowornwathana (2008) and public trust, widely known as core values for public service in the OECD countries (OECD, 2000, 2004), complimented with the concepts of trust worthiness, common trust, and trust culture dimensions proposed by Perry (1996) Zaufanie (1998) Rose-Ackerman (2001) Covey (2006) Dietz and Hartog (2006) Jittaruttha (2014, 2016).

The instruments, designed by the author from the theoretical framework, were the questionnaire- *a test,* its reliability was ensured by examining two criteria: (1) internal consistency; Cronbach's alpha reliability coefficient of the test is 0.971. (Howell, 2007) (2) sensitivity; the test has a discriminatory power to exclude the level of both variables, and qualitative methods – *a semi-structured interview*, designed for probing real opinions of the respondents. The total number of 2,587 questionnaires were mailed to 13 targets grouped of Thai people in six regions, employed by multi-stage sampling techniques, as followed: political official, government official, public enterprise official, academic and university lecturer, entrepreneur in business and industry from private sector, worker from private organization, mass media worker, merchant, farmer and fishermen, wage - earner or labor, student, non - governmental organization staff, and the group of other careers from all sectors of Thai society. In addition, personal interviews with 390 informants were purposively drawn, sufficient and specific to explore the emergence of governance in public administration and public trust schemes that reached a saturation point with this number. Both interview schedule and mailed questionnaire were synthesized from those above theories to explore a field from October 2016 to January 2017.

The collected data contributed validity to the results. This research design was chosen to ensure the best opportunity to determine how Thai people perceived governance in public administration and entrusted of leaders, executives, public organizations, officials, and politicians and to find out the indicators or alignments to strengthen public trust among public sphere. While a test provides numerical indicator of the observed phenomena, a structured interview sheds light to the causes of those phenomena. Both selected methods thus contribute to the validity of this research paper.

6   Selection of Sample

This research is an exploratory attempt. The sample was selected by way of multi-stage sampling that was a blending of a simple random sampling, a purposive sampling, and a quota sampling. First, the population was segmented into mutually exclusive sub-groups based on the stakeholders or interest groups of Thai society. They were grouped by determining the three major groups of people in a political system: official groups, politician groups, and people categorized from major career groups in Thailand. All 13 career groups, then had purposively drawn from those three major groups of people. The sampling frame, sampling unit, target population, sections of sampling unit and sample size were displayed on Table 1.

Table 1. The sampling selection by multi-stage sampling technique

Sampling Frame	Sampling Unit)Random Sampling(	Target Population 13 Groups from 6 regions)Purposive Sampling(	Sections of Sampling Unit)Quota Sampling(	n)2,665(Test	n)390(Inter- view
Thai People In 6 Regions: 1(North 2(North- East 3(Central 4(East 5(West 6(South	Stakeholders or Interest Groups of Thai People in three major groups of political system: 1(Official groups 2(Politician Groups 3(People from All career groups	-Politicians	Members of the Assembly, Senators	199	30
		-Official Groups	Officials, Teachers, Doctors, Nurses, Soldiers, Naval officers, Air Force officers, Policemen	199	30
		-Public Enterprise Officials	PE officials, Public servants in Public Enterprise Organisations	199	30
		-Lecturers	Lecturers in Universities	199	30
		-Entrepreneurs	Businessmen from companies and private organisations	199	30
		-Workers of Private Org.	Workers from companies and private organisations	199	30
		-Journalists & News Reporters	Workers from Media organizations	199	30
		-Sellers	Merchants and sellers	199	30
		-Farmers	Farmers, gardeners	199	30
		-Labors	Labors	199	30
		-Students	Students from schools and universities	199	30
		-NGOs	NGOs,	199	30
		-General Groups	Housekeepers, Retired Officials, Older groups	199	30
				2,587	**390**

Source: The author's own design (Jittaruttha, 2017)

7   Data Analysis

With permission granted by the target agency, data were collected and analyzed by using both methods described earlier. Data from a test were considered by mean, and standard deviation analyses.Below, I present the data collected from Thai people' perceptions, attitudes, and opinions toward 'public trust'.)Table 2.)

Table 2. **Attitude and perception's level of "public trust" N=2,587**

Statements	Mean)X(	SD
Trustworthiness to officials		
1. You believe that most officials are honest, little ones are dishonest.	3.08	1.038
2. You have confidence that the officials will efficiently use the tax money and will not bring public properties for their owns.	2.81	1.012
3. You believe that officials have discipline. They are faithful to their duties in fully provide public service for people.	2.96	0.940
4. You perceive that officials will work diligently and willingly.	2.96	0.945
5. You perceive that officials will be ready to take responsibility if an error occurs due to their accountability to public.	2.92	0.996
6. You believe that an official who did wrong would be punished and revealed to public.	2.87	1.057
7. You have confidence that officials are good examples of law praticing.	2.96	1.062
8. Officials are trustworthy due to their commitment to legality and justice.	3.07	1.009
Common trust to officials		
9. Most officials demonstrated the behaviors of moral principles which ensure quality.	2.90	1.012
10. You trust that officials will not do favoritism or discrimination, thus you can get a fairly service.	2.65	1.058
11. Officials often have kind behaviors such as compassion, comfort, and humility to people who are receiving their public service.	2.89	0.965
12. While contacting to public organizations, you always get amenities and sympathy from the officials.	2.91	0.943
13. It's widely belive that an official is a person who has competency, with well knowledge and skill, and intentionally want to serve society.	3.05	0.949
14. You trust in officials' advice because you believe they are professional.	3.19	0.979
15. Officials' behaviors in doing service to citizens are always consistent and regular.	2.94	0.983
16. You have confidence that you will always get good service from the officials.	2.79	0.974
Trust culture among leaders, executives, public agencies, officials, politicians		
17. Officials do not like corruption, but it may be mandatory or enforced.	2.96	1.032
18. You believe that most officials are not corruptive because they are ashamed and fearful of doing wrong.	2.87	1.037
19. Officials are trying to do their best to protect for the public interest and to provide public service for people fairly.	2.89	0.981
20. You believe that most government officials perform their duties honorably. Only few parts are dishonest.	3.05	1.040
21. Officials work can be monitored and scrutinized at any time with transparency.	2.88	1.005
22. You believe that officials must follow the rules and corruption is also able to detect under the law.	3.03	1.056
23. Officials tend to respect for all citizens without discrimination.	2.88	1.021
24. You believe that people are treated equally when they contact to get a service.	2.80	1.028
25. Officials adhere to the ideals and excellent actions of their profession.	2.87	1.002
26. You can trust the officials in receiving the best service as a citizen who is the owner..	2.88	0.998

Source: Results of data analyses (questionnaire) in field research (October 2016-January 2017)

On Table 2, the sample includes a moderate level of respondents' perception on

'trustworthiness to officials' in Thai society. Respondents believe that most officials are

honest, some are dishonest)mean 3.08 and SD 1.038(. Officials are trustworthy due to

their commitment to legality and justice)mean 3.07 and SD 1.009(. In the part of 'common trust to officials', the sample includes a moderate level of respondents' perception. People trust in officials' advice because they believe that officials are professional (mean 3.19 and SD 0.979(. It's widely believe that an official is a person who has competency, with good knowledge and skill, and intentionally want to serve society (mean 3.05 and SD 0.949). And in the part of 'trust culture among leaders, executives, public agencies, officials, and politicians', the sample includes a moderate level of respondents' perception. People believe that most government officials perform their duties honorably. Only few parts are dishonest (mean 3.05 and SD 1.040). People also believe that officials must follow the rules and corruption is also able to detect under the law (mean 3.03 and SD 1.056).

Table 3. Attitude and perception's level of "governance in PA" N=2,587

Statements	Mean)X(	SD
Openness to the public		
27. You perceive that the information that was opened from public sector are correct.	3.14	0.938
28. You perceive that public sector provides data to all stakeholders who were affected.	2.87	0.968
29. Public sector use all social media to do public relations and widely spread information.	2.96	0.958
30. Public sector send clear message in order to give the exact information to all citizens.	2.96	0.981
Accountability to the public		
31. Officials and public organizations are ready for scrutinizing and examining performance.	2.81	1.005
32. Data that were reported to citizens are up to date and corrected to the facts.	2.94	0.955
33. Officials understand that accounability is vital and they are ready for responsibility.	2.80	0.963
34. Public organizations regularly and precisely report performances with outcomes to public.	2.66	1.039
Impartial law enforcement		
35. You surely believe that officials will be punished if they did wrong.	2.82	1.000
36. Law enforcement process always runs efficiently with honesty.	2.87	1.137
37. Law enforcement process always treats disparity of all people groups so that people can get equality, not discrimination.	2.89	0.997
38. There has good law enforcement process, fair punishment, build anti-corruption norm.	2.93	0.977
Quality and equity of public service		
39. You believe that officials always use public resources and budget properly and efficiently.	2.85	0.968
40. Public Organizations often competes with each other to provide good public service.	2.78	1.016
41. You perceive that decision-making procedures of officials are transparent to the public and are measured to permit public scrutiny	2.81	1.000
42. The well-being of citizen are at good level through public policies that are provided by government.	2.85	1.056

Source: Results of data analyses (questionnaire) in field research (October 2016-January 2017)

On Table 3, the sample includes a moderate level of respondents' perception on 'openness to the public' in Thai society. Respondents believe that the information that was opened and informed from public sector are correct (mean 3.14 and SD 0.938(. Public sector use all social media to do public relations and widely spread information (mean 2.96 and SD 0.958(. Public sector send clear message in order to give the exact information to all citizens (mean 2.96 and SD 0.981(. As for 'accountability to the public',

the sample includes a moderate level of respondents' perception. People believe that

data which were reported to citizens are up to date and corrected to the facts (mean 2.94

and SD 0.955(. Officials and public organizations are ready for scrutinizing and examining

their performances (mean 2.94 and SD 0.955(. In the part of 'impartial law enforcement', the sample includes a moderate level of respondents' perception. People believe that there has good law enforcement process, fair punishment, build anti-corruption norm (mean 2.93 and SD 0.977(. Law enforcement process always treats disparity of all people

groups so that people can get equality, not discrimination (mean 2.89 and SD 0.997(. And

the part of 'quality and equity of public service', the sample includes a moderate level of

respondents' perception. People believe that officials always use public resources and budget properly and efficiently (mean 2.65 and SD 0.968(. And The well-being of citizen are at good level through public policies that are provided by government (mean 2.85 and SD 1.056(.

8   Results

After data collecting, from November 2016 to January 2017, findings are as followed.

1.   Citizens' perception on public trust

The results showed that the respondents in 6 regions of Thailand perceived

on the public trust at moderate level (mean 2.93 and SD 0.780) and separated into three areas of trust perception: (1) *trustworthiness*- thoroughly reflected in a daily life both in reason or unreason actions, (2) *common trust* - derived from socialization, and (3) *trust culture* - thoroughly reflected by integrity behaviors, diffused to all society, and stimulated creditable norms and activities. The first element of trust, 'trustworthiness', was perceived at a moderate level (mean 2.95 and SD 0.791). Officials were trusted orderly in dimensions of honesty, commitment beyond the law, and provision for public service. But people do not trust them in dimension of being responsible stewardship of resources such as time, people, money (tax) employing or using by spoil system network. Most officials were perceived that they accustomed to work in Thailand's bureaucratic style called 'red tape'. Officials were also perceived that they can avoid of punishment if they

have connections with people in high-ranking. The second one, 'basis trust' was also perceived at a moderate level (mean 2.93 and SD 0.744). Officials were trusted in dimensions of competency, consistency of service, and helpfulness, but distrusted in fairness or social justice dimensions. The last element, trust culture, was perceived at a moderate level (mean 2.91 and SD 0.806). Leaders, executives, public organizations, officials, and politicians were hardly trusted in dimensions of integrity, accountability to public, and also distrusted in respect for the worth, dignity of individuals, and commitment to excellence and to maintaining the public trust.

2.   Citizens' perception on governance in public administration

The governance in public administration were perceived and shown at a moderate level (mean 2.87 and SD 0.846) and separated into four areas of governance perception: (1) *openness*- show and open the data and information of performance to public, (2) *accountability* - more responsive and accountable public administration within the framework of democratic governance, (3) *law enforcement* - with justice and fair action to all citizen, and (4) *quality and equity of public service* - thoroughly reflected by professional behaviors, diffused to all society.

The first element of governance, 'openness', was perceived at a moderate

Level (mean 2.98 and SD 0.824). The second one, 'accountability' was also perceived at a moderate level (mean 2.80 and SD 0.857). The third element, law enforcement, was perceived at a moderate level (mean 2.88 and SD 0.845). And the last one, quality and equity of public service, was perceived at a moderate level (mean 2.82 and SD 0.860). The interviewees responded that the private sector were perceived as more trustworthy than the public sector. Thus, the public sector organizations were facing increased scrutiny amid calls for further accountability, monitoring and control.

3. Relationship between governance in public administration and public trust

The results reveal that the governance in public administration and public trust were positively correlated in the same direction at high level (r .864). They were positively correlated in the same direction at high level (r .959). Differences are statistically significant at 0.05. Besides, they' re relatively in a two-wayrelationship. The results of statistical test portrayed this correlation among the four elements of governance in public administration: (1) *openness*- correlated with public trust at high level (r .834), (2) *accountability* - correlated with public trust at high level (r .816), (3) *law enforcement* - correlated with public trust at high level (r .820), and (4) *quality and equity of public service* - thoroughly reflected by professional behaviors, diffused to all society correlated

with public trust at high level (r .779). These results also insisted that governance in public administration concerned the reliability of public trust and vice versa.)See Table 4.(

F	X1		X2		X3		X4		X5		Y1		Y2		Y3		Y4		R	
	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob	r	t-prob
C	-.046*	.021	.017	.380	-.044*	.026	-.010	.604	-.022	.274	-.025	.212	-.017	.399	-.049*	.012	-.034	.083	.000	1.000
X1	-		.826**	0.000	.816**	0.000	.775**	0.000	.908**	0.000	.700**	0.000	.782**	0.000	.832**	0.000	.834**	0.000	-.068**	.001
X2			-		.886**	0.000	.883**	0.000	.957**	0.000	.677**	0.000	.777**	0.000	.811**	0.000	.816**	0.000	-.089**	.000
X3					-		.877**	0.000	.952**	0.000	.682**	0.000	.769**	0.000	.822**	0.000	.820**	0.000	-.068**	.001
X4							-		.942**	0.000	.650**	0.000	.739**	0.000	.774**	0.000	.779**	0.000	-.061**	.002
X5									-		.720**	0.000	.815**	0.000	.861**	0.000	*.864**￼*	*0.000*	-.076**	.000
Y1											-		.795**	0.000	.750**	0.000	.903**	0.000	-.081**	.000
Y2													-		.849**	0.000	.943**	0.000	-.071**	.000
Y3															-		.943**	0.000	-.072**	.000
Y4																	-		-.080**	.000
R																			-	

Table 4. **Correlations between "public trust' and "governance in PA" N=2,587**

* statistically significant at 0.05)2 ways relationship), ** statistically significant at 0.01 (2 ways relationship),

F=Factor, C=Career, R=Regional, X5=Governance in public administration (independent variable), X1= Openness to the public, X2= Accountability to the public, X3= Impartial law enforcement, X4= Quality and equity of public service, Y4=Public trust (dependent variable), Y1= Trustworthiness to officials, Y2= Common trust to officials, Y3= Trust culture among leaders, executives, public agencies, officials, and politicians

Source: Results of data analyses (questionnaire) in field research (October 2016-January 2017)

4. Apparent values and behaviors reflecting governance in PA competing with the expected ones

The results show that values and behaviors reflecting governance in public

administration were perceived at moderate level (mean value 2.64), which were disparate from those expected by Thai citizens at the highest level (mean value 4.21) in the opposite direction (T value -76.735). Citizens' expectation on better governance in public administration were prioritized and addresses in five aspects as followed: (1) *leaders* - with good intention to preserve public interest and build ethic principles to support trust culture (2) *executives* - with accountability, transparency, equity, efficiency, and effectiveness result, (3) *public organizations* - with practicing governance and good quality of public service, (4) *officials* - with behaviors that are in line with the public purpose of the organization, daily public service operations are reliable, impartial treatment on the basis of legality and justice, (5) *politicians* - public resources for public policy making are effectively, efficiency, and properly used, decision-making procedures are transparent to the public, and measures are in place to permit public scrutiny and redress.)See Table 5.(

Table 5.   Differences between existed governance in public administration and that expected one)Paired Samples Correlations(N=2,587

Factor	N	Mean	S.D.	r	t-prob	Sig. (2-tailed)
Existed governance in PA	2,587	2.64	0.794	-	-	-
Expected governance in PA	2,587	4.21	0.823	-	-	-
Pair 1: existed-expected governance in PA	2,587	-1.5712	1.041	0.171	-76.735	0.000

* statistically significant at 0.05

Source: Results of data analyses (questionnaire) in field research (October 2016-January 2017)

5. Major barriers to public trust and governance in public administration

The results reveal factors which are social and legal barriers to public trust and

governance in public administration in Thailand. These barriers are derived from Thai's culture, mostly in historical sociology dimension. They are consisted of: (1) inequality rooted upon nepotism, patronage or spoil system, (2) high power distance, pyramid scheme, (3) lack of honesty, (4) lack of democratic value, (5) deficiency of law enforcement, (6) loss of public service ideology and professionalism, (7) corruption problem, and (8) unethical government and leader.

6. Indicators or alignments to strengthen public trust and trust culture

The results reveal the five alignments to strengthen public trust and cultivate trust

culture as follow:)1(*incorruptibility* - promoting ethical norms of honesty,)2(*public interest and justice preservation* - enforcing law impartially and honestly,)3(*transparency and accountability* - governing by rule of law,)4(*respect for the worth, dignity, and diversity* - striving for democratic society, and)5(*commitment to excellence and to maintaining the public trust* - having an ideology of public service promoting public servants' value and professionalism.

The results also reveal seven determinant factors which strongly promote governance in public administration among citizens in Thai social culture. These are: (1) the ethics of honesty, (2) merit system in bureaucracy, (3) leaders who can build trust culture, (4) the maintenance of democratic value, (5) efficiency of law enforcement, (6) professionalism of public servant, and (7) ideologies of public service. These cultural dimensions will also sustain and strengthen public trust among citizens in Thai society as a figure illustrated below (Fig 2.).

Figure 2. Determinant factors contributing to governance in public administration and leading to public trust
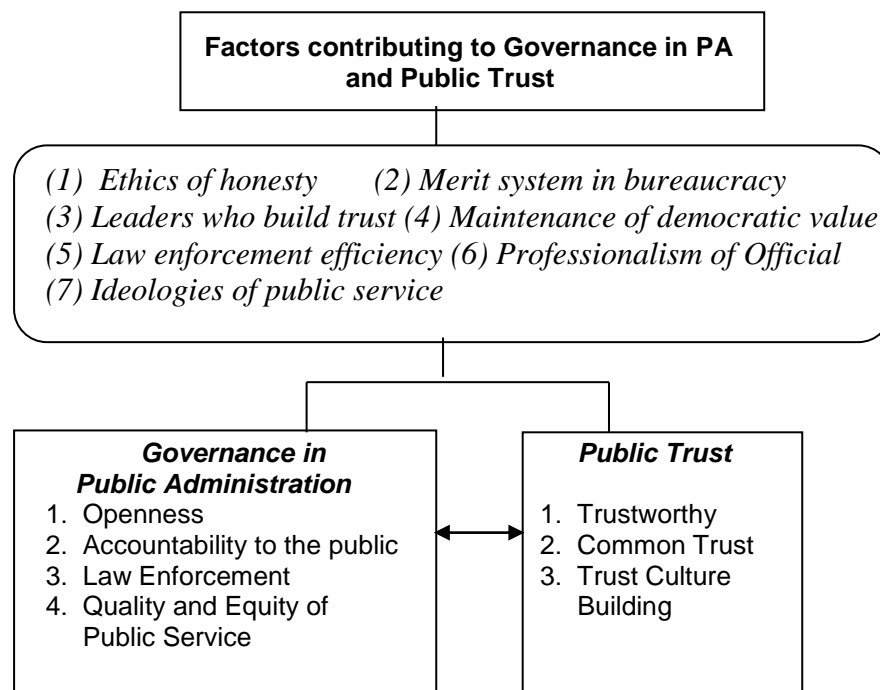
Sources: Results of data analyses and syntheses from data collection (questionnaire and structured interview) in field research (October 2016 - January 2017)

9   Conclusions

This research postulates that there are sufficient evidences to conclude that

public trust and perception on the governance in public administration in Thailand are at the moderate level. Both variables of 'governance in public administration' and 'public trust' are at high correlation in positive and the same direction. Values and behaviors reflecting to governance in public administration that people perceive in daily life are very disparate from those which they expect. The article emphasizes where existing measures match the theories, and also portrays a number of 'public trust deficiency', especially over the content of trust belief that correlated with the ethics of honesty. And the selection of possible alignments and indicators to strengthen public trust and governance in public administration. Such factors are the ethics of honesty, merit system in bureaucracy, leaders who can build trust culture, the maintenance of democratic value, efficiency of law enforcement, professionalism of public servant, and ideologies of public service.

Explaining the level of public trust at the collective level, one should take into consideration to what extent preconditions of public trust are safeguarded by macro-level factors with regard to all stakeholders of the population. Trust is pivotal as it is the basis of every relationship, every transaction, and every market. Therefore, in order to grow prospects and political support, it is important to understand how trust is shaped.

10   Discussion

Society is changing rapidly, and what has been acceptable or expected in the past may no longer be so. Moreover, leaders and executives need to have deeply insight of the close relationship between governance in public administration and public trust. When it comes to issues of trust and transparency, the interaction and relationship between public sector and private sector organizations becomes increasingly important. While governments have important priority of their own to handle, developing trust from society at large requires a greater understanding of how value is defined for a wider range of stakeholders than they are typically used to considering. This includes taking into account the views of citizens, employees, local community members, private sector actors, and others. Each of these stakeholder groups expects something from the public sector, and their expectations continually change. Each region and industry is different, and, as such, different groups can also hold differing expectations.

The conclusions and recommendation give support to Sztompka's trust management concept (Sztompka, 1999). Previous studies on public trust, trust culture and ethics of honesty aligned with the findings of this study are those theories and concepts of Perry (1996), Sztompka (1996), Zaufanie (1998), Rose-Ackerman (2001), OECD (2000, 2004), Covey (2006), Dietz and Hartog (2006), Bowornwathana (2007, 2008), Jittaruttha (2014,

2016) and UNESCO (2017). Public trust among citizens which is based on governance in public administration allows people to see the other members of the community not as enemies or strangers, but as the fellow citizens; it encourages tolerance for pluralism and a variety of ways of life.

Trust is an asset that all organizations, public or private, must thoroughly understand and properly manage in order to be successful in today's complex operating environment as former described. The results improving the trust in public administration starts with practicing governance and understanding that the quality of public service expectations of citizens are formed from their experiences with the private sector service. When the public sector cannot deliver quality service with governance in practice, therefore, trust declines.

11   Implication and Recommendation

The paper gives an overview of governance in public administration in Thailand which does rely on public trust and vice versa. It highlights trust culture as a critical issue in managing public organizations which can also be applied to business corporations. It illustrates that in the process of building a trust culture between leaders and people, executives and people, public servants and people, public organizations and people, politicians and people, or even among citizens in governance state and applying facilitating strategies, the ethics of honesty and good governance should be first prioritized taken into consideration.

At the end of the day, transparency opens the doors to trust but it is contextualization that matters. Unlike reputation, which is based on an aggregate of past experiences, public trust is a forward facing metric of stakeholder expectation. Developing trust from society at large requires a greater understanding of how value is defined for a wider range of stakeholders than they are typically used to considering. This includes taking into account the views of citizens, employees, local community members, private sector actors, and the others. Each of these stakeholder groups expects something from the public sector, and their expectations continually change.

The last decade has witnessed that most government significantly driven by public sector inefficiencies, and liberal economic ideology, these reforms have emphasized public service that is high in quality, efficient, continually improving and responsive to the needs of the people and provided in a manner that are transparent, accountable, participatory and predictable, in terms of the application of the rule of law, in order to be the state of governance that is developing public trust among its citizens.

Notwithstanding the profound research regarding the links between trust culture and honesty, including social values of trust and goodness, the issues of public trust and its influence on governance in public administration performance have not been

systematically explored in public management fields, organization culture management, and human resource development literatures. Consequently, the following question arises:

- "Should public organizations that consider culture in their approach to trust culture management and adjust facilitating strategies be more successful in achieving expected results of organizational culture than those organizations that neglect culture in their trust approach? "

- "How public trust help making public administration and governance more responsive to the needs of citizens?"

- "Restoring and maintaining *public trust* requires *more* than improvements in efficiency but good governance, don't they?"

These above queries should be addressed in further empirical studies.

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