

The Strategic Administration: The Analyzing of Department of Mental Health in Thailand

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ABSTRACT

Strategic administration is an operation of the institutes and officers to define the trends, guidelines, work plan and procedures operations. From the analysis the case of Department of Mental Health in Thailand found that developing mental health participation network improved in a better way. The significant factor affecting success in operation according to the strategy and affecting obstacle management and challenges of the operator is organization executive and Leadership

Keywords

Department of Mental Health, Strategic Administration, Leadership

Introduction

Development administration is preparing, changing, adjusting, or adapting the structure, process and behavior in order to produce the products or services for public needs, which is changing and expanding continuously. Government organization tend to have their own strategies in order to be their guidelines for facing with situations in the future. Development administration in Thailand started to appear in around late of 1950s to mid of 1960s. The principle theory of government management in 1960 was trying to promote the standard of government.

With attempt to diminish income gaps and improve well-being of impoverished countries, developing countries are encouraged to establish central planning center with expectation to use resources effectively with direct economic growth through reasonable decision. Since 1950, most developing countries tend to build up economic planning organizations known in various names in each countries with different level of acceptance. The majority was 5-year planning which was not only related to public expenditure but also the definition of economic target of the nation as overall image. Thailand was one of many countries that had a plan influenced by The United States of America but later transformed it to be National Economic and Social Development Plan influenced by the planning of United Nation with contents relevant to social welfare.

Hardiman and Midgley(1982) explained about two guidelines of planning in developing countries; first, social planning was like social service planning or planning in social sector with numerous supporters including social experts or others relating to welfare service of family and the community in developing countries as well as planner in sequence of other social facilities. The second approach appeared later during 1960-1970 as the response to the emphasis on social service which was limited to much in term of social planning and denial on too board social target known as comprehensive approach. It was regarding to specialists stipulated by United Nation to review the concept of social planning and consider roles of national development. One of the most distinguished economists was Gunnar Myrdal (1969) who supposed that social planning

should not be considered as activities from economic planning for the prosperous and equal society comprised equal income distribution, public participation and national integration as well as increasing security in livelihood and welfare. However, both approaches had weak points. The crucial one was that social service was not considered in terms of policy indicator affecting social development. It was a failure to accept independence of economic and social measurement. Those who played a great role included social workers. Of comprehensive approach, the weak point was shortage of specificity toward problems and management. Hardiman and Midgley(1982) pointed out that social planning was the process to define a policy, design a plan and implement it to respond basic needs of human and to resolve particular social problems to bring equality in the society.

The activities in Thailand reflect one of the best development administration which is The National Economic and Social Plan, Which was influenced by the help of the United States. After that, this plan became a core in any planning of government organization which can be seen that any activities had to follow this plan accordingly. Like other institutes, Department of mental Health, Ministry of public Health provided strategic plan during 11th national economic and social development plan by holding the goal and approach of national economic and social development plan as essential guidelines to develop mental health work in both national and department levels. It should be planned to be corresponding with the 2nd strategic plan in terms of developing people into the sustainable lifelong learning society with emphasis on reducing health risk factor holistically by promoting well-being of Thai people to be physically and mentally strong as well as developing knowledge and skill about how to look after their own health including the family and community. The target was that Thai people developed physical and mental health, educational and learning system in various forms, and developed opportunity to access health system with greater quality. It included reducing health risk factors and promoted roles of social institutes for morality and virtue with realization of public benefit of people in the

society Office of the National Economic and Social Development Board, 2012)

Therefore, as it was the final year (2017) to operate following strategic plan of Department of Mental Health and it was in the middle of result evaluation at the end, the researcher, one of the team members that evaluate such result, was interested in analyzing strategic management of Department of Mental Health from the beginning to the end of the plan. The author analyzed it from the planning process, transformation to implementation process including methods and overall operation from executing the plan as well as vital issues affecting strategic management of Department of Mental Health.

The Concept of Strategic Plan

The definition of strategy has diversity. According to Luoma (n.d.) stated "Strategic management is generally understood to be one of the central activities of an organization as it affects financial and other measures of performance. In recent decades, researchers have developed a number of descriptive and prescriptive models of strategy formulation and implementation." (p.258) Rumelt (1993, p.2) stated that strategy was the combination of objectives, policies and plans to define the scope and methods of survival and success of the organization. After surveying perception of in-house personnel of Department of mental Health, the majority defined strategy with conclusive meaning that Strategy means approaches or methods to reach the organizational target. Thus, to manage strategy is operation or practices of the institute and officials to define trends, approaches, work plan, and process to reach the obvious target which is compatible with and suitable for environment and situations so that resources are utilized with ultimate benefit to increase effectiveness of management to achieve general specific target of the organization.

Linblom 1965 cite in Rondinelli (1993) explained crucial principles of strategy analysis and planning in 3 issues. First, analysis was limited in terms of actions producing changes that would lead to analyzing and resolving more complicated problems if they were out of bureaucracy. Second point was that to minimize big, complicated problems with separate management to be gradually manage would diminish complexity of analysis and last, emphasis on target inspection in close network, worthiness and availability of resources. Nevertheless, there must be alternative inspection with values attached to current behavior and attitude, tradition, culture and economic and political limitation instead of specifying only the strategy according to international organization or national planning institute

Suchitra Punyaratabandhu (1986) mentioned the reason why development management such as management planning, capability of designing operation, and technological preparation was considerably failed in main structure, mechanism and strategy in Thailand. It was related to characteristics of administration system in Thailand that was mostly bureaucracy, administration with writing system, structural sequencing, patronage system, centralization, supervision and evaluation. From analyzing the overall

operation in accordance with National economic and social development plan, Suchitra summarized the problems of development administration that it did not emphasize on evaluation to be corresponding to objectives and development scope to perceive its defect. The major problem of system management in Thailand in 1980 was lack of efficiency and responsibility as well as growing control of bureaucracy. However, later, the new concept of governmental management was applied in Thailand's bureaucracy. Recently, Thailand's bureaucracy development plan (2013-2018) was defined in terms of strategic issues compatible with new governmental administration with 7 strategies and public sectors shall hold it as guidelines to plan the strategy of their own as follows.

1st strategic issue: building excellence in public service with target to develop service of public sectors and government institute so that people will be satisfied with service quality. It is designed base on people with suitable information technology that is easily used and various with emphasis on approaching service with direct interaction between public sector and people. It must be really comprehensive service with developed and effective management and complaint system as well as superlative service culture.

2nd Strategic Issue: Developing the organization to have high capacity and modernity. Personnel are professional with target to develop the public sector and government institute by focusing on structuring the organization to be modern, compact with simplicity as well as dexterous and quick working system. They adjust paradigm in work with emphasis on creativity and development of personnel in the organization with effective operation and creating values to perform mission of the government to save cost in any operations and build up social responsibility with sustainable environment preservation.

3rd strategic issue: increasing efficiency in managing assets of public sector for ultimate benefit comprised the target to systemize public asset management comprehensively with recognition to ownership cost to obtain ultimate benefit or to add values and create opportunity and stability depending on the economic condition of the country so that the waste would be reduced. It included systemizing and creating the measures focusing on asset management for worthy returns that could reduce the cost and expense with lower capital and diminish needs of unnecessary assets. For instance, it includes promoting the usage of information technology to manage asset and integrate it in the system of Enterprise Resource Planning: ERP to increase effectiveness of asset management and overall organizational management and to reduce the capital by providing the system and information for the public sector to support measurement and analysis of asset productivity and asset utilization etc.

4th strategic issue: systemizing integrated public work management consisted the target to promote collaboration in the government system to solve the problems of division in work among the institutes. It includes systemizing relationship and coordination between central, regional and local administrative public sector in form of various coordination under the same objectives that are bringing particular potential of each institute to create values in work as specified in the target to drive the national policy/strategy and utilize resources worthily.

5th strategic issue: promoting collaborative national management between public sector, private sector and people with target to promote the public sector to review the roles and missions by emphasizing on public participation and relationship development between the government and other sectors. It includes collaboration or partnership between the government and other sectors.

6th strategic issue: upgrading transparency and reliability of national administration with target to promote and create the mechanism for the government and public sector to disclose the information and provide transparency in public work. It includes promoting public participation in inspecting government's work and driving the anti-corruption strategy and measure to achieve the goal with objectivity.

7th strategic issue: preparation of Thailand's government system for becoming a part of AEC with target to get ready for Thai government to support the membership in AEC and coordinate and develop collaborative network to promote and upgrade governance in the government of ASEAN countries that will lead to economic prosperity, political stability and social peace (Office of the Civil Service Commission, 2013) to be in accordance with the national economic and social development plan and strategic plan for Thai Government development.

The strategic plan of Department of mental Health was defined as 5-year plan with vision to develop work that people have good mental health and can live in the society with happiness. Such plan was strategized in 5 terms including 1) developing mental health communication to the society in approaching way 2) promoting collaboration with network in operations relating to mental health 3) developing excellence of service and academic term about mental health 4) creating mechanism to support operations relating to mental health in national and local level and 5) developing quality of management system with universal standard. Later, in the second half of the plan, strategies are revised in 2015-2016 to be corresponding to changing operation and the policy of Ministry of Public Health as 4 strategies such as 1) developing mental health by age group 2) supporting and developing mental health service system 3) developing effective management system with universal standard and governance and 4) developing excellence of service and academic terms about mental health. These 4 strategies comprise the purpose that people are promoted and prevented the problems about mental health according to the work standard by age group and disabled people will be taken care of and accessing mental health service in both normal and critical condition. It includes effective management with universal standard and governance with policy-based proposal about mental health approved by national-level committee.

The Content of Plan and Implementation

For analyzing the strategy in this article, it emphasizes on the content of strategy in the second half that is changed in accordance with the suitability of changing circumstances and can be grouped to be compatible with the work of the sector rather than the strategy in the first half. The reason of such adjustment is to make it consistent with the policy of

the ministry and the author will analyze its content in each strategy as follows,

Strategy 1: developing mental health by age group

The strategy of developing mental health by age group comprise the purpose that people receive service about mental health promotion and to prevent mental health problems suitably by age group with indicator of percentage of people who receive service of mental health promotion and mental health issue prevention. After surveying the opinions about mental health issues that the personnel in the institute see it essential, they agree that the issue of every age range including newborn baby, childhood, education age, teen age, working age and elders is totally significant. Therefore, to stipulate the strategy to develop mental health by age group is to define the issue consistent with the situations of operation corresponding to the policy of the ministry and the issue condition because the strategic issue is board covering all target groups. It hence is not mandatory that every area shall provide details in any particular matters. And that every area can operate works about mental health consistently with every strategic issue. However, some people criticized that defining the strategic issue in this point was highly abstract and the strategy that would lead to purpose was just a process and achievement indication was just process indication such as the indicator of building up standard in mental health operation for at least 6 standards. Such measurement may not respond the need of people who receive services. Besides, it is unclear about what characteristic and quality the standard should comprise.

An interesting Tactic in this strategy that the operator considers it essential that will increase service access to the target group is "Encouraging participation of network outside public health service system to promote and prevent the mental health issues" because having service network will definitely increase capacity of service access of people. However, the operator supposed that the strategic indicator was too many; it was measuring number of network but there was no approach to inspect quality of the network about how much it can cooperate with. Nevertheless, the author saw that defining strategies that the network shall take part in operation of the institutes were the approach to bring about substantial development. It was consistent with the fact White (1987b) mentioned about benefit of working with coordinate multiple organizations and groups that this function would remind the executives to extend roles more than the framework of the organization and network that would increase opportunity to change. However, the executives shall try to 1. Link different works 2. Be responsible for group benefit in the organization and 3. Seek the approach to increase the support in terms of resources, cooperation and political backup by considering 3 essential issues such as 1) social learning with emphasis on what the manager will do to expand the opportunity by working with the community organization and NGO 2) Institutional analysis to seek for principles to campaign cooperation and exchange between private organization, Non-government organization and public sector 3) Governmental process with observation that ,in working with various groups, cooperation is more necessary and scarce (White ,1987b). However, to operate the strategy that needs inter-network

cooperation in the past was found that the operators could operate reaching the target because mental health issue was board in terms of contents and it was abstract that they could find the guideline to operate with the network very well.

Strategy 2 Supporting and developing mental health service system

The strategy of developing mental health service system comprises purposes that people are taken to care of and access mental health service in both normal and critical conditions with indicator of percentage of those who have issues about mental health and accessing services. From surveying opinions of personnel, it seemed like that they had understanding about this strategic issue most because it was relating to regular work of the operators with concrete indicator and clear target value. However, there were some criticisms that such indicator was too quantitative rather than qualitative and that to achieve the quantitative indicator was not difficult but the operators still had doubts about work quality if it had enough quality.

Strategy 3 Developing management system with standard universal standard and governance

Its purpose was to provide effective system management with universal standard and governance with indicator of percentage of the service provider and stakeholder that is satisfied with operation of the department. This strategy seemed to be required strategy that needed to be consistent with national approach and the public sector shall have a strategy in accordance with Office of The Public Sector Development Commission which shall be operated following Public Sector Management Quality Award: PMQA, it turned out to be the compulsory strategy in every institute. PMQA was an instrument to develop the organization according to main strategy to upgrade quality of Thai governmental system to have potential and capacity equivalent to universal level. To implement this instrument I public sector shall be continually developed according to the purpose of strategic plan of Thai government system development. It could be seen that it was consistent with the strategic plan for Thai government system development (2013-2018) as mentioned above by considering from the purpose and the first strategy was corresponding to the standard of PMQA.

Strategy 4 Developing excellence of mental health service and academic term

This strategy is corresponding with the strategic plan for Thai government system development (2013-2018) in the first strategy: building up excellence in service with purpose to develop service of the government and public sector to be excellent and people are satisfied with service quality. Suitable information technology will be used so that the people can use service easily with various formats and approaching service with direct interaction between the government and people. It was truly comprehensive service with developed complaint management system and it was the way to promote excellent service culture and the word of excellence in context of Department of Mental Health means the institute with "Excellence Center" consisting of 7-dimension components

- 1) Medical service center
- 2) Research and development center
- 3) Training center

- 4) Referral center
- 5) Reference center
- 6) Data and network center
- 7) National body and policy advocacy

Moreover, it also focuses on specific expertise about developing quality of mental health and psychiatric service in serious, complicated patients(Super Specialist Service). Although many institutes of Department of Mental Health still lacked resources to become "Excellence Center", it was a challenge of them to put their effort in operations that will lead to the future that Department of Mental Health will be a particularly specializing institute different from other public health sectors.

Strategic Administration of the Department of Mental Health

To administrate strategy of Department of Mental Health, it was the characteristics and principles of adaptive administration in issue of Developing widespread and appropriate form of administrative capacity: It is suggested that capability of planners and managers in this project to implement it as experience depends on creating capacity of administrating all level in social development. It is relevant to wide overall image of the organization and power distribution and obligations (Rondinelli, 1993). According to the strategy of Department, the crucial projects are specified and executives in each institute will be appointed as Project Management (PM) by expertise. For example, Rajanukul institute that specializes in mentally-challenged children will be appointed as PM in the project of Thai children's intellect development. Therefore, the institute has to administrate the project in accordance with the strategy. Development project administration means management about mission or increasing works in terms of size, complexity and necessity in form of specific project parallel with other daily business management (Taylor and Watling, 1970).

Resource shortage is a common problem in operation of the organization. Thus, the executives shall seek for support from the community and develop relationship with other institutions in both public and private sectors.

White (1987b) suggested 3 approaches to increase capability in organizational development including 1) institutional analysis: it is seeking the way to create a group, user and community organization in private sector and volunteers to support the program, work plan with fee of the user 2) Social learning: it is relevant to community or organization with emphasis on interaction between the group and program officer to support decision about resource shortage. This is an opportunity to work with more proximity and the benefit to motivate contribution 3) Political influence is focused on the importance of political support and suggestion that the manager will find a way to drive cooperation from the supporters (White, 1987b).

Evaluation and Indicator

Although strategizing comes from collaboration of many parties with academic principle that is implemented to analyze the plan thoroughly, the issue of disagreement in the strategy seems to be the result of the fact that it is not specified clearly but it comprises specific development all the time. Sometimes, it is stipulated by trend. Although the strategy is defined from official procedures, it is full of compromising. (Rumelt,1993, 2) White (1987a) found that the operation was different in terms of performance measurement with standard to obtain the result such as time measuring, time spending, taking care of people. The problem of measurement may be vague about who did what and what the result and evaluation may be created from the difference of support to worker, response of leader together with detected conditions and issues. There was a report about using instruments to evaluate works of personnel and the representative might not be willing to inform the problem in his own work. Of the problem to turn it into regular work, White (1987a) has explained it in 3 issues 1) economic issue could lead to personal control 2) the issue that the manager may define narrow roles and 3) the system with management as motivation is created from the manager's need.

Street Level Bureaucracy in Strategic Transformation into Action

According to Bryant and White (1982) stated that development process depended on relevance of people in grass-root level and any changes shall rely on actions of local institute by the agents such as teacher, Clinic and local executives. They played an import role to drive preliminary operation in area because these people will support defining effective and fair service methods. Accordingly, the lower level executive will appear as the coordinator between the government and people. Besides, it also affected perspectives about quality of such services. In this chapter, it will be mentioned 4 crucial issues including behavior of local bureaucrats, the concept about local organization administration, context of local-level operation and the final issue is relationship between people or public. According to the operation of Department of Mental health, it was found that when the strategy was highly abstract, the operator would have many alternatives. If they have close relationship with public, they will have invariable behavior to the policy but the content will be adjusted to be consistent with what abovementioned people need and they will operate in accordance with the issues relevant to the area. Thus, it indicated that power to transform policy to real practice depended on street level officers to interpret the work context to be compatible with strategic issue and interpret strategic context to be consistent with the work they are doing. Nevertheless, the executives in practical level plays an essential role to generate integration between the plan and activities that will support operations according to the strategy of the Department to be successful and consistent with what Tomson (1964) mentioned about the issue of plan-activity integration that planning or concept is a form of activities and activity is a form of concept. What people would do was to make personal decision. Conceptual process included definition in each circumstance and it was

divided between the creator and the operator. The creator will work in higher level than the operator. Hence, it is necessary to combine a Plan (thinking) and action (doing) altogether.

The implementation problem of development project

A major problem of implementing the project according to the strategy is changes of policy and chief executive officers affecting operation of the operator that shall adjust trends depending on circumstances. It is consistent with what Tin Pratchayaphrut(1991) quoted in development project administration that the problems is caused by uncertain, intermittent definition of national development. To stipulate the policy of national development is to emphasize and oblige people, money, objects and management in operation so that the country can focus on one direction. Thus, if the policy of national development is uncertain, discontinuous or wrong, it will affect project administration a same as in Department of Mental Health. The operators saw that such issue obstructed operations due to the fact that mental health service required unceasing operation for long time. It sometimes takes about 5-0 years. However, previously, implementing strategic plan of Department of Mental Health according to 11th National Economic and Social Development plan comprised 4 director-general in 5 years. It caused the changes of operation trend, each had difference emphasis on operations while the policy of Ministry has been altered. Accordingly, the strategy of the Department shall be adjusted to be consistent with the plan. Hence, the operators shall apply much capacity to adjust themselves. However, with wok experience of the operator for years in current position, they are able to persist in work by changing the name of activities to follow the new policy. If it is new, they will try to integrate it with the current activity.

Situation Analysis

Although such strategic content was analyzed in term of situations by leader-level personnel in the institute of Department of mental Health in every sector should take part in analyzing the circumstances and invite stakeholders from external organizations to mutually generate a plan. However, some executives have an observation or inviting stakeholders to participate in such situation analysis is to apply their opinions in defining the strategy because most strategy always follows the trend of the government of Ministry of Public Health. It is related to budget and capability of implementation and it is consistent with what Rigg(1966) stated that, in government system administration unit, other groups of stakeholders did not have enough power to drive the bureaucracy to respond their true needs. In other words, bureaucracy system serves itself rather than the government or public. Hardimanand Midgley (1982) suggested that the social planner should seek for the identification of social factors that may impede plan or policy implementation. Most planning institute in developing countries did not have enough social information although it realized how

important it was. However, in this perspective, social planning was still neglected and social planner should be involved in promoting public participation in development. In this issue, it was defined as a part of United Nation's Report that it was public collaboration in benefit of development. However, to plan the strategy of Department of Mental Health, although the stakeholders took part in identifying social issues and circumstances, did not have public sector to seriously participate in this activity because contents were quite specific about medical expertise. Thus, the data to be analyzed for planning from public would be derived from "epidemiological" method to know about what problems people were facing and it should be analyzed for planning.

Effective Institutional Network for Service Delivery

Apart from capability to strengthen various organizations in the society, building up institutional network is necessary for effective public service (Rondinelli, 1993). The success of expanding scope of services of Department of Mental Health mostly occurred from substantial operational networks. It was one of strategic issues to be promoted in operation and it affects accessing mental health service of public sector. It is corresponding with what Rondinelli(1993) mentioned about the project to be implemented including Experimental projects , Pilot Project , Demonstration Project or Replication, Dissemination and service delivery project. It has been suggested that there was no most effective management as each attribute had disadvantages and limitations depending on cultural and political condition management. Such project must be implemented in various operations including existence as a part of Ministry. Difference in administrative units in each Ministry can provide different resources. Implementation outside the government structure, if being supported for resources by external sector, will be operated better than the in-house agent in terms of financial subsidy and technique. Distributing power to lower level and reporting to the government usually creates the project that cannot be directly operated. However, Moris 1981 discovered the vital principles in applying and responding administration that were (1) success of the project depended on seeking the manager who was determined in target and objectives and needs of implementation (2) inspection procedures shall be easy and shortly linked (3) The project shall be controlled in an institute that can fully support activities (4) The team shall be elected by people in the project area (5) The team may work through local organization in contacting the residents and the operators in bureaucracy shall be trained in terms of inspection and support (6) Those who are the team shall be selected based on previous capability (7) Political limits shall be emphasized and they are related to accomplishment (8) Resources and interest will be focused on a few main activities in that time and (9) relying on experiences most so as to operate activities in the future.

Leadership

The fact that the organization will operate efficiently or not depends on leadership in the organization and leadership that leads to efficiency in operations is leadership of change. In other words, the leader changes expectation, needs, thinking and conscious of the follower. The leader of changes will motivate the follower to see things all-around and connect them to obtain benefit and success of the organization over personal interest. It includes realizing capacity and welfare of the follower. Therefore, the leader of changes is able to create effect on the followers deeply. For organizational level, the leader will alter vision, strategy and culture and promote innovation and technology for the organization. When analyzing leadership of the executives who drive essential strategy of Department of Mental Health according to the composition of Bass (1985) including 4 components, it was found that some executives of Department of Mental Health had various leadership and some were outstanding in some components as follows

1) The leader with ideal influence; it is the concept used to explain emotional response of the members in the organization under work-related environment or situations and belief, faith and trust to members toward values, principles and ideology of the leader. This would affect members to have motivation in working more than set target and members would admire and have faith in some behaviors of leader as the model the follower wished to abide by. They would be proud under leadership of the leader resulting in loyalty and confidence in leaders and direction guided by the leader and the followers worked in accordance with the guideline to achieve mutual purpose of the organization. It was found that the director of Galyarajanagarin Institute was substantially accepted as this type of leader.

2) Motivation to inspiration: the behaviors of leadership with motivation to create inspiration includes transmitting vision of the organization or community to the followers to see how it will be in the future. The leader will define objectives and high standard of working to challenge capability of members and the leader will create strong conscious to the follower to hold the purpose stably. He also uses language wisely to transmit his thoughts and motivate feeling of follower and explains meanings and rationale of specified action by identifying the reason why the followers will be successful. The leader should also remain calm in mind when confronting the crisis by expressing optimism and enthusiasm in dealing with the problem. An executive who has been known as an outstanding leader of this type is the director of Rajanukul Institute.

3) Intellectual motivation: the leader expresses behavior by setting questions with foundation of principles and beliefs as well as same guideline of practice for the follower and motivates and supports using new perspectives and methods in operating and solving the problems. He should also expresses opinion and reason systematically and supports giving comment different from the leader. Intellectual motivation is creating independence and power to the follower and preventing the followers to listen to, have faith and get obsessed with leader without proper reasons. The leader that has been accepted by operators as intellectual motivator is the director of Bureau of Mental Health Promotion and Development.

4) Individual Recognition: leadership of individual recognition, the leader will provide social and emotional support of the follower and express cares in welfare and well-being of the followers by considering about what they need and what can be responded. Caring capability of working of followers enables them to perform with full potentials. The leader will not obstruct progression and wreck confidence of the followers by ordering them to do hard works beyond their own capacity. He shall listen to the opinion about problems in the institute and private problems that intentionally affect followers' mind. The leader should support the followers to develop skills and capacity and let them to participate in decision about standard system in operation as well as the process of rewarding and evaluating feat. The leader that has been accepted as a person who cares about safety of employees of is the director of Rajanukul Institute.

However, other leaders that have not been mentioned had leadership in other terms but they might not be quite outstanding in aforementioned components. What is important is that objectives or values of the executive are not consistent with operational guideline according to the strategy resulting in contradictions in administration in the organization that the operators shall perform works following various targets (Rumelt, 1993, 3)

White (1987a) showed an approach of bureaucracy procedures that giving motivation to the employees was important but shall be designed to be consistent with such need and behavior. Rewarding or motivating bureaucrats will stimulate collaboration in works. However, there is a caution about mistakes in relation relevant to operation and remuneration as foundation of management. The structure with wrong reasons may be involved in motivation and quality of works that will lead to easy work becoming a hard one. Of leadership issue, it was found consistent with what White (1987b) explained about characteristic of the leader that would drive the organization very well that the executive shall be able to use the unofficial system of social relation to create changes. Development administration not only consists of technical process and skill in management but also emphasizes on leadership that will affect resource provision and political interaction with other leaders. Convincing worker and supporter, building up network of the organization and capability in responding issues creatively (Rondinelli, 1993) was found that the leader who could implement strategies very well and be accepted by the operators in Department of Mental Health was the leader with Exercise Leadership.

The leadership that can implement the strategy as well and recognized by practitioners in the Department of Mental Health is called Exercise Leadership. White (1987c) had stated,

“This perspective emphasizes that leaders are working within very ambiguous and uncertain situations and that their influence is primarily based on how they are perceived. They should anticipate and take advantage of opportunities that arise rather than proactively set goals or attempt to control events. At the same time, leaders need to look for opportunities and be open to possibilities for learning new strategies once in a situation. Perhaps the best

sign of leadership from this perspective is the creation of a climate that encourages an openness to unfolding possibilities, a tolerance for unexpected lessons and responses, and a willingness to consider new ideas and approaches during the implementation process” (White, 1987c)

Conclusion

Strategic administration is an operation of the institutes and officers to define the trends, guidelines, work plan and procedures operations to reach the clear target with consistency to environment and circumstance. It includes using resources with ultimate benefit to increase effectiveness in administration to achieve the specific target of the institute. Generally, it is found that the overall image of institute's standard and service system development is improved in a better way especially developing mental health network. However, the most significant factor affecting success in operation according to the strategy and affecting obstacle management and challenges of the operator is organization executive. Although planning the strategy shall pass the procedures of stipulating and analyzing the situation from contexts comprehensively with concepts and methods following the specified mechanism according to academic principles, the most essential condition in administrating and driving the strategy is not the content of the plan but the executives and leadership that affects trends of administration and development approaches that will finally affect public benefit.

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