

การเปิดเผยความคลาดเคลื่อนระหว่างการรับรู้ของผู้มีส่วนได้ส่วนเสียภายนอกและภายในในการให้บริการ
สาธารณะ—กรณีศึกษา สำนักงานกองทุนฟื้นฟูและพัฒนาเกษตรกร ของประเทศไทย
UNCOVERING THE DISCREPANCY BETWEEN EXTERNAL AND INTERNAL STAKEHOLDER
PERCEPTIONS IN PUBLIC SERVICE DELIVERY—A CASE STUDY OF THAILAND'S OFFICE OF
FARMER'S RECONSTRUCTION AND DEVELOPMENT FUND

กิตติศักดิ์ วงษ์มหะศักดิ์¹ และ สมานันท์ รัตนศิริวิไล^{2*}

¹คณะรัฐศาสตร์ มหาวิทยาลัยนอร์ทกรุงเทพ

²สาขาวิชาการบริหารการพัฒนา มหาวิทยาลัยราชภัฏสวนสุนันทา

Kittisak Wongmahesak¹ and Samanan Rattanasirivilai^{2*}

¹Faculty of Political Science, North Bangkok University

²Arts Program in Development Administration, Suan Sunandha Rajabhat University

(Received: March 1, 2025; Revised: August 16, 2025; Accepted: October 29, 2025)

บทคัดย่อ

งานวิจัยนี้ศึกษาบทบาทสำคัญของความพึงพอใจของผู้มีส่วนได้ส่วนเสียในการให้บริการสาธารณะ โดยมุ่งเน้นไปที่สำนักงานกองทุนฟื้นฟูและพัฒนาเกษตรกร (กฟก.) ของประเทศไทย โดยใช้วิธีเก็บข้อมูลหลักจากการสำรวจผู้มีส่วนได้ส่วนเสียในปีงบประมาณ 2567 เพื่อวัดระดับความพึงพอใจในกลุ่มต่าง ๆ ได้แก่ เกษตรกร หน่วยงานภาครัฐ เจ้าหน้าที่ กฟก. และพันธมิตรทางธุรกิจ ข้อมูลหลักเหล่านี้ถูกรวบรวมและเปรียบเทียบกับข้อมูลทุติยภูมิจากปีงบประมาณก่อนหน้า (2562–2566) เพื่อระบุแนวโน้มและรูปแบบของความพึงพอใจ การวิเคราะห์ชี้ให้เห็นว่าผู้มีส่วนได้ส่วนเสียภายนอกมีความพึงพอใจในระดับสูงอย่างสม่ำเสมอตลอดช่วงการศึกษา แสดงให้เห็นถึงการให้บริการที่มีประสิทธิภาพโดยรวม อย่างไรก็ตาม พบความคลาดเคลื่อนที่มีนัยสำคัญและคงที่ เจ้าหน้าที่ กฟก. มีรายงานระดับขวัญกำลังใจต่ำและความไม่พึงพอใจอย่างต่อเนื่อง โดยเฉพาะประเด็นความมั่นคงในตำแหน่งงานและการก้าวหน้าในอาชีพ แม้จะมีการประเมินผลการปฏิบัติงานเป็นประจำทุกปี รวมทั้งชี้ให้เห็นจุดอ่อนสำคัญในวงจรแผน-ปฏิบัติ-ตรวจสอบ-ปรับปรุง (PDCA) ขององค์กร ตรงที่ขั้นตอน “ตรวจสอบ” (การสำรวจ) ขาดขั้นตอน “ปรับปรุง/ดำเนินการ” ที่แข็งแกร่งเพื่อจัดการกับปัญหาภายในที่พบ ผลการวิจัยสรุปถึงความสำคัญของความพึงพอใจของผู้มีส่วนได้ส่วนเสียภายในต่อความยั่งยืนระยะยาวขององค์กร ซึ่งมีความแตกต่างอย่างชัดเจนกับความพึงพอใจภายนอกที่สูง

คำสำคัญ: ผู้มีส่วนได้ส่วนเสีย, ผู้รับบริการ, ความพึงพอใจ, ความคาดหวัง, การบริหารภาครัฐ

ABSTRACT

This study examines the critical role of stakeholder satisfaction in public service delivery, focusing on Thailand's Office of Farmer's Reconstruction and Development Fund (OFRDF). Using a primary data collection method, a survey of stakeholders was conducted in fiscal year 2024 to measure satisfaction levels across various groups: farmers, government agencies, OFRDF staff, and business partners. These primary data were then compared with secondary data from previous fiscal years (2019-2023) to identify trends and patterns in satisfaction. The analysis reveals consistently high satisfaction among external stakeholders throughout the study period, suggesting

generally effective service delivery. However, a significant and persistent discrepancy is found: OFRDF staff consistently report low morale and dissatisfaction, particularly regarding job security and career advancement, despite annual performance evaluations. This highlights a critical weakness in the organization's Plan-Do-Check-Act (PDCA) cycle: the "Check" phase (surveys) lacks a robust "Action" phase to address identified internal concerns effectively. The key findings underscore the importance of internal stakeholder satisfaction for long-term organizational sustainability, in contrast to high external satisfaction.

Keywords: Stakeholder, Service Recipient, Satisfaction, Expectation, Public Sector Management

Introduction

1. The Significance of Satisfaction in Public Service Delivery

Satisfaction among service recipients and stakeholders is a pivotal indicator of organizational efficacy in public administration. Unlike private-sector entities that prioritize profit maximization, governmental agencies must deliver high-quality services that meet the needs and expectations of their constituents (Wang et al., 2024). Elevated levels of satisfaction have been empirically linked to increased trust in governmental institutions and higher civic engagement, both of which are essential for sustaining democratic governance (Abdinagoro et al., 2019; Lanin & Hermanto, 2019). For instance, the Office of Farmer's Reconstruction and Development Fund (OFRDF) in Thailand demonstrates how its effectiveness is contingent upon the satisfaction of the farmers and stakeholders it serves.

Recent studies have emphasized satisfaction as a critical metric for evaluating public services. Lanin and Hermanto (2019) highlight the direct influence of service quality on public satisfaction and trust in local government, underscoring the importance of understanding public needs to enhance service delivery. Similarly, Abdinagoro et al. (2019) argue that patient satisfaction is not merely an indicator of programmatic success but a vital element within public service systems, reinforcing the need for public agencies to prioritize satisfaction measurement. Therefore, the OFRDF needs to assess satisfaction levels to ensure alignment with the expectations of its service recipients and stakeholders.

2. The Contemporary Landscape of Public Agency Performance

Notwithstanding the acknowledged significance of satisfaction, numerous public agencies worldwide continue to grapple with the challenge of effectively addressing their constituents' needs (Cheruiyot et al., 2019; Fan et al., 2021). Reports reveal a concerning trend of inadequate performance across various sectors, culminating in disillusionment among service recipients (Phimmasenh & Nouansavanh, 2015; Bhuiyan & Islam, 2023). This prevailing scenario underscores the need for ongoing assessment and improvement of public service delivery. In this regard, the Plan-Do-Check-Act (PDCA) cycle presents a viable framework,

advocating for iterative evaluations that can culminate in substantive improvements in service quality (Damayanti & Nugroho, 2020; Zailani et al., 2023). By systematically monitoring satisfaction levels, agencies such as the OFRDF can pinpoint areas for improvement and implement strategies to optimize service delivery.

Academic discourse reveals that many public agencies often fail to adapt to their constituents' dynamic needs, leading to stagnation and diminishing satisfaction levels. For example, a study by Shin and Jhee (2021) elucidates the mediating role of local government management capacity in citizen satisfaction, indicating that enhanced governance practices can significantly bolster public service delivery. Similarly, Kasmiah et al. (2024) discuss the critical role of service innovation in addressing challenges prevalent within public administration, positing that innovative methodologies are fundamental to enhancing community satisfaction. These findings underscore the necessity for the OFRDF to regularly assess service recipient satisfaction, thereby fostering a culture of continuous improvement within public service frameworks.

3. Research Objectives

In light of the crucial need for practical public service evaluation, the OFRDF has engaged the Association of Legal and Political Studies (ALPS) to implement the "Stakeholders/service recipients satisfaction survey project for the fiscal year 2024." This project aims to rigorously investigate levels of satisfaction among service recipients and stakeholders regarding the OFRDF for fiscal year 2024. The study will employ a comparative analytical framework, juxtaposing contemporary findings with historical satisfaction levels from previous fiscal years (2019 to 2023), thereby elucidating trends and patterns pertinent to service delivery efficacy.

The primary objectives of this research endeavor are delineated as follows:

1. **Assessment of Current Satisfaction Levels:** This research will quantitatively measure the satisfaction levels of service recipients and stakeholders for the fiscal year 2024, establishing a critical baseline that can inform future evaluations.
2. **Comparative Historical Analysis:** By scrutinizing satisfaction levels from fiscal years 2019 to 2023, the study will unveil trends and shifts in public perception regarding the OFRDF's service delivery mechanisms.
3. **Identification of Improvement Areas:** The research findings will illuminate specific domains within the OFRDF's service delivery framework that warrant enhancement, thereby informing the development of targeted quality improvement strategies.

In conclusion, the satisfaction levels of service recipients and stakeholders serve as vital indicators of the effectiveness and responsiveness of public agencies, particularly the OFRDF. Given the contemporary landscape of public service delivery, which is increasingly characterized by notable dissatisfaction among constituents, this study is both timely and

imperative. By systematically evaluating current satisfaction levels alongside historical data, the OFRDF is positioned to formulate and implement targeted strategies to improve service delivery and more effectively address the needs of its constituents.

Literature Review

In their research article titled "Satisfaction of Service Recipients and Stakeholders of the Office of Farmer's Reconstruction and Development Fund: Fiscal Year 2023," Wongmahesak and Rattanasirivilai (2024) emphasize the critical importance of prioritizing service recipients and stakeholders within public agencies in Thailand. This focus is articulated as one of the seven categories of the "Public Sector Management Quality Award" (PMQA), in which the satisfaction of both service recipients and stakeholders serves as a vital metric for assessing public management quality—a metric consistently employed over the past two decades. The topic has garnered significant academic interest and has been extensively published in journals and conference proceedings associated with the ALPS, which oversees and executes the survey processes for the fiscal years 2023-2024.

The authors note that the OFRDF has been systematically conducting and publishing satisfaction surveys since 2019. In fiscal year 2019, the office focused exclusively on evaluating service recipients' satisfaction, specifically farmers accessing debt management services and individuals engaged in agricultural rehabilitation and development. This scope of assessment was broadened in the fiscal year 2020 to encompass the perspectives of office staff and business partners, with this analysis conducted by the Chulalongkorn University Social Research Institute. In subsequent fiscal years, specifically 2021 and 2022, the surveys were conducted by the Dhurakij Pundit University College of Innovative Business and Accountancy and the Political Science Association of Kasetsart University (now acting as the ALPS), respectively. These later assessments were designed to include a broader array of stakeholders, including financial institutions and relevant government agencies.

A comprehensive analysis of satisfaction surveys over the previous five fiscal years reveals a notable upward trajectory in average satisfaction levels among both service recipients and stakeholders. (Table 1) This trend suggests that the OFRDF is effectively enhancing its service delivery mechanisms better to address the requirements of its clientele and stakeholders.

Table 1 Satisfaction levels of service recipients and stakeholders for fiscal years 2019-2023

Service recipients/Stakeholders	Fiscal year				
	2019	2020	2021	2022	2023
Farmers receiving debt management services	4.44	4.36	4.45	4.46	4.49
Farmers receiving agricultural rehabilitation and development services	4.39	4.38	4.45	4.48	4.43
Office staff	-	3.58	3.67	3.69	3.95
Business partners	-	4.76	4.90	4.68	4.84
Banks	-	-	4.50	4.49	4.70
Relevant government agencies	-	-	4.39	4.54	4.55

Source: Wongmahesak and Rattanasirivilai (2024)

In their analysis, the authors expand on the concept of satisfaction by noting that, since fiscal year 2020, both "expectations" and "responsiveness" have been incorporated as additional metrics for evaluating "service quality". The findings indicate that, overall, the office has successfully met the service recipients' expectations. However, it is notable that the office staff have consistently reported a perception of diminished responsiveness, leading to feelings of disappointment for three consecutive years, starting in fiscal year 2021. (Table 2)

Table 2 Ratio of responsiveness to expectations of service recipients and stakeholders for fiscal years 2020-2023

Service recipients/Stakeholders	Fiscal year			
	2020	2021	2022	2023
Farmers receiving debt management services	0.99	1.00	1.00	1.01
Farmers receiving agricultural rehabilitation and development services	1.18	1.00	1.00	1.01
Office staff	1.10	0.94	0.98	0.95
Business partners	1.00	1.01	0.96	1.01
Banks	1.00	0.97	1.00	1.00
Relevant government agencies	1.00	1.00	1.02	1.04

Source: Wongmahesak and Rattanasirivilai (2024)

Research Methods

1. Population and Sample

This study is a survey-based investigation of the target population, comprising service recipients and stakeholders affiliated with the services rendered by the OFRDF in fiscal year

2024. The sample delineated for this research comprises: (1) 500 farmers availing debt management services, (2) 500 farmers benefiting from agricultural rehabilitation and development services, (3) 500 office staff members, (4) 10 business partners, (5) 50 banking institutions, and (6) 50 pertinent government agencies. The sampling methodology employed is convenience sampling, which allows for the selection of participants who are readily available and willing to partake in the study.

2. Data Collection and Data Analysis

The primary instrument for data collection utilized in this study is a researcher-developed questionnaire. This instrument underwent rigorous validity testing by subject matter experts. It demonstrated a high level of reliability, as evidenced by a Cronbach's Alpha Coefficient of .96. The questionnaire is structured into four sections: (1) demographic information of the respondents, (2) assessment of satisfaction with the office, (3) expectations regarding the office's services and the responsiveness received, and (4) identification of issues and provision of suggestions for the office. Data was collected by the researchers and trained research assistants, who completed ethical research training involving human subjects. To ensure methodological rigor, the collected data were thoroughly verified for accuracy and completeness before analysis using descriptive statistics, including frequency distributions, means, and standard deviations.

3. Ethics in Human Research

This research project qualifies as an investigation involving human subjects within the behavioral, social, and human sciences that does not require approval from an Institutional Review Board (IRB). The study is designed primarily to survey participants without any direct impact on their physical or mental states or the disclosure of personal identifiers. This procedure is consistent with the "Guidelines for Conducting Research on Humans in Behavioral, Social, and Human Sciences" issued by Thailand Science Research and Innovation on March 18, 2021. Nonetheless, the research team proactively sought an expedited review and received official approval from the ALPS IRB, as indicated by certificate number ALPS-IRB-2024-4-0003, issued on May 1, 2024.

Research Findings

The results of the satisfaction survey conducted among service recipients and stakeholders of the OFRDF for the fiscal year 2024 indicate high levels of satisfaction among service recipients, which include farmers utilizing debt management services and those participating in agricultural rehabilitation and development services, with ratings of $\bar{x} = 4.50$ and 4.48, respectively. Likewise, stakeholders, particularly office staff, reported high levels of satisfaction ($\bar{x} = 3.96$). Notably, business partners, banks, and relevant government agencies

demonstrated even higher satisfaction ratings, with scores of $\bar{x}$ = 4.94, 4.75, and 4.64, respectively. (Table 3)

Table 3 Satisfaction levels of service recipients and stakeholders for fiscal year 2024

Service recipients/Stakeholders	Satisfaction		
	$\bar{x}$	S.D.	Level
Farmers receiving debt management services	4.50	.531	Very satisfied
Farmers receiving agricultural rehabilitation and development services	4.48	.595	Very satisfied
Office staff	3.96	.605	Very satisfied
Business partners	4.94	.107	Extremely satisfied
Banks	4.75	.411	Extremely satisfied
Relevant government agencies	4.64	.540	Extremely satisfied

An analysis of the detailed responses collected found that both cohorts of service recipients—farmers availing themselves of debt management services and those benefiting from agricultural rehabilitation and development services—exhibited similar sentiments, with negligible variance compared to the prior fiscal year. Notably, the highest levels of satisfaction were attributed to the service personnel ($\bar{x}$ = 4.66; $\bar{x}$ = 4.57), who were recognized for their "integrity in performing their duties, such as not soliciting any quid pro quo, not accepting bribes, and not seeking unjust personal gain" ($\bar{x}$ = 4.71; $\bar{x}$ = 4.62). In contrast, the lowest satisfaction ratings were associated with the facilities provided ($\bar{x}$ = 4.41; $\bar{x}$ = 4.48), particularly concerning the assertion that "the office provides sufficient amenities, such as waiting chairs and drinking water, to serve the farmers" ($\bar{x}$ = 4.34; $\bar{x}$ = 4.46). The feedback and suggestions from these service recipients fundamentally highlight inadequate financial allocations for debt management and rehabilitation services, as well as a sluggish service delivery process that fails to meet their needs. Furthermore, respondents expressed concerns regarding the constraints imposed by cramped service environments and insufficient facilities, emphasizing the critical importance of comprehensive information dissemination to enhance stakeholder knowledge and understanding.

In examining the perspectives of the office staff, a high level of satisfaction was observed across all surveyed dimensions, with the most notable satisfaction recorded in job characteristics ($\bar{x}$ = 4.16). Staff members articulated a sense of "pride in their work" ($\bar{x}$ = 4.28). Conversely, the lowest satisfaction ratings were observed in the areas of security and advancement ($\bar{x}$ = 3.61), particularly for "opportunities for promotion" ($\bar{x}$ = 3.43). The challenges and suggestions raised by the office staff are predominantly associated with office

structure, staffing levels, benefits, and professional development, all of which are pivotal in shaping their job satisfaction, organizational commitment (Moonsri, 2018), and motivation (Bunnag et al., 2014).

For other stakeholder groups, satisfaction levels in fiscal year 2024 improved across all surveyed dimensions. Business partners reported the highest levels of satisfaction concerning "the duration of preparing purchase orders/contracts," "the convenience of invoicing and payment collection," "the timeline for payment," and "communication with the office's procurement staff" ($\bar{x} = 5.00$). Satisfaction with other aspects, such as "the responsiveness of the procurement department" ($\bar{x} = 4.90$), also improved compared to the previous year. Moreover, banks reported their highest satisfaction with "communication with the office staff" ($\bar{x} = 4.84$). However, their lowest satisfaction was with "the responsiveness of the office" ($\bar{x} = 4.64$), which reflected a slight decline from the previous fiscal year ($\bar{x} = 4.70$). Among relevant government agencies, the highest satisfaction was observed for "transaction communication with the office" ($\bar{x} = 4.70$), while the lowest was for "the location of provincial branch offices" ($\bar{x} = 4.52$). Suggestions from these stakeholders, particularly the latter two groups, were minimal, primarily focusing on the need for expedited work processes and enhanced collaboration among government agencies, as well as concerns about extensive information dissemination to farmers to foster improved understanding.

A comparative analysis of satisfaction levels among service recipients and stakeholders of the OFRDF for fiscal year 2024, juxtaposed with those of prior fiscal years since 2020, revealed a generally positive trend, with an average increase of 0.22% to 2.07% from fiscal year 2023 across all groups. (Table 4)

Table 4 Satisfaction levels of service recipients and stakeholders for fiscal years 2019-2023

Service recipients/Stakeholders	Fiscal year					
	2019	2020	2021	2022	2023	2024
Farmers receiving debt management services	4.44	4.36	4.45	4.46	4.49	4.50
Farmers receiving agricultural rehabilitation and development services	4.39	4.38	4.45	4.48	4.43	4.48
Office staff	-	3.58	3.67	3.69	3.95	3.96
Business partners	-	4.76	4.90	4.68	4.84	4.94
Banks	-	-	4.50	4.49	4.70	4.75
Relevant government agencies	-	-	4.39	4.54	4.55	4.64

The findings from the expectation and responsiveness survey conducted by the Office for fiscal year 2024 indicate that both service recipient groups, along with the relevant government agencies, felt their responses exceeded expectations, resulting in a responsiveness/expectation ratio of 1.01. In contrast, banks conveyed that their responses met expectations, reflected in a responsiveness/expectation ratio of 1.00. However, other stakeholder groups, including office staff and business partners, perceived their responsiveness as falling short of expectations, with responsiveness/expectation ratios ranging from 0.94 to 0.98. (Table 5)

Upon closer examination, the responsiveness/expectation ratios for the office staff across all eight dimensions ranged from 0.93 to 0.95. Specifically, dimensions one (office management), four (improvement of quality of life and environmental conditions), and eight (office staff) were highlighted as the three areas where office personnel felt responsiveness fell significantly short of their expectations. This observation aligns with the findings from the satisfaction survey, as well as the previously mentioned issues and suggestions from their viewpoint.

Table 5 Expectations and responsiveness of service recipients and stakeholders for fiscal year 2024

Issues*	Farmers receiving debt management services		Farmers receiving agricultural rehabilitation and development services		Office staff		Business partners		Banks		Relevant government agencies	
	Expectations	Responsiveness	Expectations	Responsiveness	Expectations	Responsiveness	Expectations	Responsiveness	Expectations	Responsiveness	Expectations	Responsiveness
1	4.46	4.43	4.41	4.46	4.14	3.87	5.00	4.50	4.80	4.76	4.44	4.44
2	4.41	4.41	4.43	4.47	4.13	3.92	4.70	4.40	4.76	4.78	4.40	4.50
3	4.39	4.45	4.39	4.42	4.10	3.85	4.40	4.40	4.62	4.62	4.40	4.44
4	4.40	4.44	4.40	4.44	4.14	3.86	4.40	4.50	4.74	4.64	4.34	4.48
5	4.37	4.43	4.38	4.43	4.03	3.80	4.40	4.40	4.68	4.70	4.40	4.46
6	4.44	4.45	4.46	4.46	4.12	3.88	4.80	4.80	4.74	4.78	4.40	4.48
7	4.46	4.50	4.47	4.47	4.21	3.95	4.80	4.90	4.76	4.74	4.42	4.40
8	4.53	4.59	4.54	4.55	4.26	3.97	4.90	4.70	4.80	4.82	4.48	4.54
Total	4.43	4.46	4.43	4.46	4.14	3.88	4.67	4.57	4.74	4.73	4.41	4.46
Ratio	1.01		1.01		0.94		0.98		1.00		1.01	

* The issues examined include the following: 1) Office management; 2) Social responsibility engagement; 3) Economic and social development of the community; 4) Improvement of quality of life and environmental conditions; 5) Participation in nature conservation; 6) Community responsibility; 7) Information dissemination; and 8) Office staff.

When comparing the responsiveness/expectation ratios of service recipients and stakeholders of the OFRDF for the fiscal year 2024 with those from previous fiscal years since 2021, the overall trends can be categorized into three distinct groups: 1) Groups that consistently maintained a favorable responsiveness/expectation ratio, including both service user groups, banks, and relevant government agencies; 2) Groups that perpetually exhibited a negative responsiveness/expectation ratio, notably including the office staff; and 3) Groups where the responsiveness/expectation ratio fluctuated between positive and negative, which encompasses business partners. (Table 6)

Focusing specifically on a comparison between fiscal year 2024 and the previous fiscal year 2023, the findings can be divided into two main groups: 1) The two groups of service recipients and banks, whose ratios remained stable (continuing to either exceed or meet expectations as before); and 2) The remaining stakeholder groups that showed a decline in their ratios. This includes stakeholders who were already falling short of expectations and have worsened further, as observed with the office staff; those who have declined from previously exceeding or meeting expectations to falling short, as seen with business partners; and relevant government agencies that continued to exceed expectations, albeit at lower levels.

Table 6 Ratio of responsiveness to expectations of service recipients and stakeholders for fiscal years 2020-2023

Service recipients/Stakeholders	Fiscal year				
	2020	2021	2022	2023	2024
Farmers receiving debt management services	0.99	1.00	1.00	1.01	1.01
Farmers receiving agricultural rehabilitation and development services	1.18	1.00	1.00	1.01	1.01
Office staff	1.10	0.94	0.98	0.95	0.94
Business partners	1.00	1.01	0.96	1.01	0.98
Banks	1.00	0.97	1.00	1.00	1.00
Relevant government agencies	1.00	1.00	1.02	1.04	1.01

Nevertheless, upon deeper analysis, it was observed that the decline in the responsiveness/expectation ratio for banks, falling below 1 and resulting in disappointment, was not due to a perceived decrease in responsiveness but rather a more rapid increase in expectations (from 4.72 in fiscal year 2023 to 4.74 in fiscal year 2024, an increase of 0.02). This led to a situation in which, despite responsiveness remaining high, the rate of increase was lower (from 4.72 in fiscal year 2023 to 4.73 in fiscal year 2024, an increase of 0.01). Similarly, farmers receiving agricultural rehabilitation and development services exhibited matched

increases in both expectations and responses. Particularly for the office staff in this latter group, while they perceived a minor increase in responsiveness (from 3.87 in fiscal year 2023 to 3.88 in fiscal year 2024, an increase of 0.01), it was still less than their expectations, which increased at a greater rate (from 4.08 in fiscal year 2023 to 4.14 in fiscal year 2024, an increase of 0.06).

Conclusion and Discussion

This study conducts a comprehensive evaluation of satisfaction levels among service recipients and stakeholders affiliated with the OFRDF during the fiscal year 2024, comparing these results with those from the previous fiscal years 2019-2023. The analysis reveals an overarching trend of increasing satisfaction among farmers and other stakeholder groups. However, a significant concern arises from consistently low satisfaction reported by OFRDF staff—the sole internal stakeholder group—particularly regarding job security and opportunities for advancement. This persistent dissatisfaction, evident despite the implementation of annual surveys, highlights a critical gap in the application of the Plan-Do-Check-Act (PDCA) cycle that has remained unaddressed for over a decade (Manunasastrathorn, 2013) and raises substantial concerns regarding organizational effectiveness and long-term sustainability (Wongmahesak & Rattanasirivilai, 2024).

The findings illustrate a notable disparity between the overwhelmingly positive feedback from service recipients and the comparatively low morale exhibited by OFRDF personnel. Farmers who use both debt management and agricultural rehabilitation services consistently report high satisfaction levels, a sentiment echoed by external stakeholders, including financial institutions, business partners, and related government agencies. However, this favorable external perception obscures an urgent internal challenge that necessitates immediate intervention. The ongoing low satisfaction scores from office staff, particularly in the domains of security and advancement opportunities, remain persistently below the overall average, indicating a need for further examination. The stagnation in this area suggests that the "Check" phase of the PDCA cycle, which relies heavily on feedback from annual surveys, is insufficient on its own. The data clearly demonstrate that while continuous monitoring is essential, it does not inherently lead to practical improvements unless it is thoroughly followed by strategic action planning and implementation in the "Action" phase.

The implications of staff dissatisfaction extend beyond individual grievances and have far-reaching consequences on organizational performance (Mitprasat et al., 2024). Low morale is likely to diminish employee engagement (Lekhawichit et al., 2023) and motivation (Muangkot & Chunnapiya, 2014), ultimately affecting the OFRDF's efficiency in delivering essential services (Hongtonglang et al., 2024). A workforce characterized by job insecurity and limited advancement prospects is likely to experience reduced productivity, increased absenteeism, and potentially elevated turnover (Staufenbiel & König, 2010; Ali et al., 2020). This scenario poses a risk to OFRDF's ability to meet the needs of its constituents effectively. The satisfaction of internal stakeholders,

particularly office staff, is intrinsically tied to the organization's long-term success and sustainability (Lange, 2021; Brown et al, 2024). Their well-being and commitment are pivotal to ensuring the continued effective operation of the OFRDF (Chambel & Carvalho, 2022). Thus, addressing their concerns is not merely an enhancement of employee satisfaction; it is a strategic necessity for optimizing the organization's overall performance and reputational standing.

Consequently, the study's findings strongly indicate that while the ongoing implementation of the PDCA cycle through annual satisfaction assessments is a crucial initial measure, the cycle remains incomplete without a robust "Action" phase. The "Check" phase, as illustrated by the consistently low satisfaction scores among office staff, must be followed by targeted interventions. This necessitates a thorough analysis of the underlying causes of dissatisfaction, encompassing an evaluation of internal promotion policies, compensation structures, training and development programs, and the overall workplace environment. Addressing these issues transcends mere alleviation of staff dissatisfaction; it is essential to securing the long-term effectiveness, reputation, and sustainability of the OFRDF in providing vital services to Thai farmers. Without addressing these internal concerns, the sustained improvement in overall satisfaction, as reflected in the positive trends among other stakeholders, may ultimately prove unsustainable. A holistic approach that prioritizes both the well-being and job satisfaction of OFRDF employees is essential for achieving overall organizational excellence and fostering lasting positive impacts.

Suggestions and Future Directions

The persistent disparity between elevated external stakeholder satisfaction and diminished internal staff morale necessitates a more sophisticated approach than merely augmenting resources or implementing cursory improvement strategies. Future research should prioritize a comprehensive examination of the OFRDF's organizational culture. This undertaking requires a mixed-methods methodology that combines quantitative data analysis with qualitative techniques, including in-depth interviews and focus groups, to obtain a nuanced understanding of staff experiences, perceptions, and motivations. Particular emphasis should be placed on investigating perceived deficiencies in job security and advancement opportunities, while scrutinizing existing policies, practices, and communication channels to uncover the underlying causes of these concerns. The objective is not solely to identify problems but to cultivate a holistic understanding of the contextual factors that contribute to these sentiments, thereby facilitating the formulation of more effective solutions.

Furthermore, although the study illustrated a generally positive trajectory in satisfaction among farmers and external stakeholders, achieving sustained improvements requires a more strategic and proactive approach to resource allocation and infrastructure development. Rather than merely increasing funding, future research should focus on

optimizing resource allocation methods. This endeavor may involve analyzing the efficiency of current programs, identifying potential redundancies or waste, and developing more effective strategies for resource management. Concurrently, a comprehensive cost-benefit analysis of infrastructural enhancements would provide critical insights for optimal investment strategies, ensuring that resources are directed toward projects that maximize impact and user satisfaction.

Expanding the scope of future research beyond the immediate context of the OFRDF is essential for contributing to a broader corpus of knowledge regarding public sector management and citizen engagement. Comparative case studies that focus on similar public agencies, both within Thailand and internationally, can yield valuable benchmarks for best practices and lessons learned. This comparative analysis can help identify factors that contribute to higher staff satisfaction and more effective service delivery, while also uncovering potential pitfalls and challenges to avoid. By systematically comparing and contrasting diverse organizational models and methodologies, researchers can extract pertinent knowledge that transcends the OFRDF's specific context and significantly enriches the field of public administration.

Finally, future research should prioritize the development and validation of robust measurement instruments for assessing the quality of public services. While satisfaction surveys offer valuable insights, it is necessary to refine the measurement approach to incorporate a broader range of service quality dimensions. This refinement could involve integrating elements such as accessibility, equity, responsiveness, and transparency into future evaluations. The creation and validation of comprehensive, culturally sensitive measurement tools will enhance data quality and facilitate more nuanced comparisons across diverse contexts.

In summation, the recommendations articulated herein transcend mere reactive responses to the findings of the current study and focus on constructing a more resilient framework for understanding and enhancing the OFRDF and the broader Thai public sector. By emphasizing in-depth cultural analysis, strategic resource allocation, comparative case studies, and the refinement of measurement instruments, future research can contribute to a more profound and impactful understanding of the factors that foster success—and those that hinder it—in public service delivery.

Acknowledgment

This article is part of the "Stakeholders/service recipients satisfaction survey project for the fiscal year 2024," conducted by the Association of Legal and Political Studies under Contract No. 32/2024 with Thailand's Office of Farmer's Reconstruction and Development

Fund. The research is undertaken by Kittisak Wongmahesak (Head of Project) and Samanan Rattanasirivilai (Researcher).

References

- Abdinagoro, S., Arief, M., & Dwidienawati, D. (2019). Is there any difference in service fairness between private and public hospitals influencing customer satisfaction. **International Journal of Engineering and Advanced Technology**, 8(6s3), 396–400.
- Ali, I., Ali, M., Grigore, G., Molesworth, M., & Jin, Z. (2020). The moderating role of corporate reputation and employee-company identification on the work-related outcomes of job insecurity resulting from workforce localization policies. **Journal of Business Research**, 117, 825–838.
- Bhuiyan, M., & Islam, M. (2023). Assessing citizen satisfaction of urban local government service and infrastructure in Bangladesh: A case study of Pabna municipality. **Environment and Social Psychology**, 8(3), Article 1671.
- Brown, D., Apostolidis, C., Dey, B., Singh, P., Thrassou, A., Kretsos, L., & Babu, M. (2024). Sustainability starts from within: A critical analysis of internal marketing in supporting sustainable value co-creation in B2B organisations. **Industrial Marketing Management**, 117, 14–27.
- Bunnag, U., Theeravanich, A., & Siriwongse, T. (2014). Relationships between job satisfaction with personality and motivation of employees in the banking industry. **Journal of Interdisciplinary Research: Graduate Studies**, 3(2), 65–73.
- Chambel, M., & Carvalho, V. (2022). Commitment and wellbeing: The relationship dilemma in a two-wave study. **Frontiers in Psychology**, 13, Article 816240.
- Cheruiyot, K., Katumba, S., & Wray, C. (2019). Patterns and correlates of dissatisfaction with government performance in the Gauteng City-region, South Africa: A comparison across three government spheres. **Review of Regional Studies**, 49(1), 1–26.
- Damayanti, N., & Nugroho, R. (2020). Improving service quality creative advertising industry with the PDCA method (Case of PT Kharisma advertising). **International Journal of Innovative Science and Research Technology**, 5(4), 916–924.
- Fan, X., Su, M., Zhao, Y., & Wang, D. (2021). Dissatisfaction with local medical services for middle-aged and elderly people in China: What is relevant?. **International Journal of Environmental Research and Public Health**, 18(8), Article 3931.
- Hongtonglang, P., Yingyuad, N., & Niamhom, W. (2024). Factors affecting work efficiency of the 6th earthwork construction machinery personnel, Machinery Bureau, Royal Irrigation Department at Ministry of Agriculture and Cooperatives. **Journal of Multidisciplinary in Humanities and Social Sciences**, 7(1), 438–455.

- Kasmiah, Syam, H., & Rifdan. (2024). Implementation of village administration service innovation in Barru district, Indonesia. **Asian Journal of Education and Social Studies**, 50(5), 495–502.
- Lange, T. (2021). Job satisfaction and implications for organizational sustainability: A resource efficiency perspective. **Sustainability**, 13(7), Article 3794.
- Lanin, D., & Hermanto, N. (2019). The effect of service quality toward public satisfaction and public trust on local government in Indonesia. **International Journal of Social Economics**, 46(3), 377–392.
- Lekhawichit, N., Lekhawichit, S., Khaosung, W., Arelear, P., & Pumjan, N. (2023). Work morale and encouragement with the operational performance of personnel in hospitals: A case study of Bannang Sata Hospital, Yala Province, Thailand. **Asian Political Science Review**, 7(1), 28–40.
- Manunasastrathorn, M. (2013). Strategic development of Farmer's Reconstruction and Development Fund and Farmer Organization using quantitative strategic planning matrix (QSPM). **Academic Journal Phranakhon Rajabhat University (Humanities and Social Sciences)**, 4(2), 61–70.
- Mitprasat, M., Namdech, P., Rotjanawasuthorn, S., Wongchestha, N., Karim, F., & Jernsittiparsert, K. (2024). The nexus between leadership, job satisfaction, organizational culture and organizational performance of public sector organization. **Asian Political Science Review**, 8(2), 84–98.
- Mok, J., James, O., & Ryzin, G. (2017). Expectations of and satisfaction with public services. In O. James, S. Jilke, & G. Van Ryzin (Eds.), **Experiments in public management research: Challenges and contributions** (pp. 345–360). Cambridge University Press.
- Moonsri, K. (2018). The influence of job satisfaction affecting organizational commitment of the small and medium business employee. **Asian Administration and Management Review**, 1(1), 138–146.
- Muangkot, T., & Chunnapiya, S. (2014). Morale in job performance of employees of Kasetsart University, Kamphaeng Saen Campus. **Journal of Interdisciplinary Research: Graduate Studies**, 3(2), 129–141.
- Phimmaseh, B., & Nouansavanh, K. (2015). Analysis of pregnant woman satisfaction to hospital service by SERVQUAL method: A case study of Mahosot Referral Hospital. **PSAKU International Journal of Interdisciplinary Research**, 4(1), 19–26.
- Shin, G., & Jhee, B. (2021). Better service delivery, more satisfied citizens? The mediating effects of local government management capacity in South Korea. **Asia & the Pacific Policy Studies**, 8(1), 42–67.

- Staufenbiel, T., & König, C. (2010). A model for the effects of job insecurity on performance, turnover intention, and absenteeism. **Journal of Occupation and Organizational Psychology**, 83(1), 101–117.
- Wang, Y., Li, J., Ma, W., Li, Y., Xiong, X., & Yu, X. (2024). Fiscal decentralization and citizens' satisfaction with public services: Evidence from a micro survey in China. **Cities**, 150, Article 105095.
- Wongmahesak, K., & Rattanasirivilai, S. (2024). Satisfaction of service recipients and stakeholders of the Office of Farmer's Reconstruction and Development Fund: Fiscal year 2023. **Journal of Management Science Sakon Nakhon Rajabhat University**, 4(4), 1596–1609.
- Zailani, Q., Sundram, V., Ibrahim, I., & Senathirajah, A. (2023). Plan-do-check-act cycle: A method to improve customer satisfaction at a municipal council in Malaysia. **International Journal of Professional Business Review**, 8(4), e0931.