

การประเมินคุณธรรมและความโปร่งใสในการดำเนินงานขององค์กรปกครองส่วนท้องถิ่น
จังหวัดนครศรีธรรมราช ประจำปีงบประมาณ พ.ศ. 2560

The Integrity and Transparency Assessment of Nakhon Si Thammarat's
Local Administrative Organizations of the Fiscal Year 2017

ใหม่ บัวบาล และคณะ

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บทคัดย่อ

การดำเนินโครงการวิจัยเรื่อง การประเมินคุณธรรมและความโปร่งใสในการดำเนินงานขององค์กรปกครองส่วนท้องถิ่น จังหวัดนครศรีธรรมราช ประจำปีงบประมาณ พ.ศ. 2560 มีวัตถุประสงค์เพื่อ 1) ประเมินผลระดับคุณธรรมและความโปร่งใสในการดำเนินงาน 2) จัดทำข้อเสนอแนะในการปรับปรุง/พัฒนาด้านคุณธรรมและความโปร่งใสขององค์กรปกครองส่วนท้องถิ่นที่เข้ารับการประเมิน และ 3) จัดทำข้อเสนอแนะมาตรการในการป้องกันและปราบปรามการทุจริตทั้งในระดับนโยบายและระดับปฏิบัติ โดยใช้วิธีการวิจัยเอกสาร (Document Research) และการวิจัยสำรวจกลุ่มตัวอย่าง (Sample Survey Research) เครื่องมือที่ใช้ในการวิจัยประกอบด้วย แบบสำรวจ Internal Integrity and Transparency Assessment: IIT ใช้สำรวจความคิดเห็นของเจ้าหน้าที่ภายในหน่วยงาน แบบสำรวจ External Integrity and Transparency Assessment: EIT ใช้สำรวจความคิดเห็นของผู้รับบริการ/ผู้มีส่วนได้ส่วนเสียของหน่วยงาน และแบบสำรวจ Evidence - Based Integrity and Transparency Assessment : EBIT ใช้ประเมินผลการปฏิบัติงานของหน่วยงานที่เข้ารับการประเมิน

ผลการวิจัยการประเมินคุณธรรมและความโปร่งใสในการดำเนินงานขององค์กรปกครองส่วนท้องถิ่น จังหวัดนครศรีธรรมราช ประจำปีงบประมาณ พ.ศ. 2560 โดยภาพรวม ได้คะแนนร้อยละ 75.75 ผลการประเมินอยู่ในระดับสูง โดยดัชนีความพร้อมรับผิด ได้คะแนนสูงสุด ร้อยละ 85.32 อยู่ในระดับสูงมาก รองลงมา ได้แก่ ดัชนีความปลอดภัยจากการทุจริตในการปฏิบัติงาน ได้คะแนนร้อยละ 83.44 อยู่ในระดับสูงมาก ดัชนีคุณธรรมการทำงานในหน่วยงาน ได้คะแนนร้อยละ 72.81 อยู่ในระดับสูง ดัชนีความโปร่งใส ได้คะแนนร้อยละ 72.02 อยู่ในระดับสูง และดัชนีวัฒนธรรมคุณธรรมในองค์กร ได้คะแนนร้อยละ 63.80 อยู่ในระดับสูง ตามลำดับ

คำสำคัญ : การประเมิน คุณธรรม ความโปร่งใส

Abstract

The research study on the “Nakhon Si Thammarat Integrity and Transparency Assessment in the Year 2017” aimed to 1) study the NST’s Local Administrative Organizations Integrity and Transparency Assessment. 2) Study and find the suggestions for the improvement and development of the NST’s Local Administrative Organizations. 3) Study and provide the suggestions to help prevent the anti-corruption for both the policy maker and the practitioner. The study used two research methodologies : 1) Document Research from the Evidence-Based Integrity and Transparency Assessment (EBIT) 2) Sample Survey Research from the respondents of the Internal Integrity and Transparency Assessment (IIT) of the Local Administrative Organizations Officials aged one year or over of work experiences for 7,627 people. EIT was used for the service respondents/stakeholders of NST’s Local Administrative Organizations for 18,500 people. EBIT for the NST’s Local Administrative Organizations for 1 set of copy. The alterations of the score data were made into quantity score. The balanced-weight rate score from the three research instruments analyzed the Integrity and Transparency Assessment score. The interpretation of the Integrity and Transparency Assessment score was made into levels according to the criteria and analyzed the score level into indexes.

The study indicated that the NST’s Local Administrative Organizations Integrity and Transparency Assessment score earned 75.75% with high Integrity and Transparency. The Accountability earned highest score 85.32%, the Corruption-Free Index earned 83.44%, the Work Integrity Index 72.81%, the Transparency Index 72.02% and the Culture Integrity Index 63.80% respectively.

Keyword : Assessment Integrity Transparency

Rationale

Due to integrity and transparency problems of government sectors which damage and has an impact on Thai society, Office of the National Anti-Corruption Commission has an idea to give suggestions and improve Integrity and Transparency Assessment. They provide 3 tools to help organizations to evaluate the self-examination/self-assessment and to improve the operation to be in line with good governance. The tools consists of 1) the Internal Integrity and Transparency Assessment (IIT) for evaluating opinions of internal stakeholders 2) the External Integrity and Transparency Assessment (EIT) for evaluating opinions of external stakeholders and 3) Evidenced-Based Integrity and Transparency Assessment (EBIT) for evaluating opinions of data collected from evidence.

In Fiscal Year 2017, the office of Local Administration in Nakhon Si Thammarat (NST) was assigned by the Department of Local Administration (DLA) to assess the Integrity and Transparency of 185 NST's Local Administrative Organizations consisting of 1 Provincial Administrative Organization, 1 City Municipality, 3 Town Municipalities, 50 Sub-district Municipalities, and 130 Sub-district Administrative Organizations.

Thus, in order to assess the integrity and transparency of the operation of the local administrations in NST for effective and reliable result to other organizations and actually reflecting the reality, Public Administration Program, the faculty of Humanities and Social Sciences, Nakhon Si Thammarat Rajabhat University was assigned by DLA to work as a consultant and to carry out a project to evaluate the Integrity and Transparency Assessment of NST's Local Administrative Organizations. The assessment results will be used to further develop and upgrade the integrity and transparency of organizations.

Objectives of the Project

1. To evaluate the level of the morality and the transparency of LAOs of Nakhon Si Thammarat Province.
2. To provide the suggestions and improvements together with the moral development of Nakhon Si Thammarat's ITA.
3. To provide the suggestions to help prevent the anti-corruption for both the policy maker and the practitioner.

Frameworks of the Study

1. Frameworks of the content studied :
 - 1.1 Transparency Index, evaluate the opinions of the service recipients/ stakeholders and data from evidence.
 - 1.2 Accountability Index, evaluate the opinions of the service recipients/ stakeholders, the personnel/staff division and data from evidence.
 - 1.3 Corruption-Free Index, evaluate the opinions of the service recipients/ stakeholders, the personnel/staff division and the Fault Index from Office of the National Anti-Corruption Commission and Office of Public Sector Anti-Corruption Commission.
 - 1.4 Integrity Culture Index, evaluate the opinions of the personnel/ staff division and data from evidence.
 - 1.5 Work Integrity Index, evaluate the opinions of the service recipients/ stakeholders and the personnel/staff division.

2. Frameworks of the Study :

The Integrity and Transparency Assessment covers 185 of the LAOs of Nakhon Si Thammarat Province consisting of 1 Provincial Administrative Organization, 1 City

Municipality, 3 Town Municipalities, 50 Sub-district Municipalities, and 130 Sub-district Administrative Organizations.

Research Tools Used

1. Internal Integrity and Transparency Assessment (IIT) from Accountability Index, Corruption-Free Index, Integrity Culture Index and Work Integrity Index.
2. External Integrity and Transparency Assessment (EIT) from Transparency Index, Accountability Index, Corruption-Free Index and Work Integrity Index.
3. Evidence-Based Integrity Transparency Assessment (EBIT) from Transparency Index, Accountability Index, Integrity Culture Index and Work Integrity Index.

The Score Ratings

The Integrity and Transparency on Work Performances of the Government sectors were 80–100 very high, 60–79.99 high, 40–59.99 moderate, 20–39.99 low and 0–19.99 very low ITA.

The Results

The Integrity and Transparency Assessment scored 75.75% indicating high in integrity and transparency assessment. Accountability Index scored 85.32% indicating very high. Corruption-Free Index scored 83.44 indicating very high. Work Integrity Index scored 72.81 indicating high. Transparency Index scored 72.02 indicating high and Integrity Culture Index scored 63.80 indicating high. When considering the assessment result of each index, the summary was as follows :

Summary of Assessment Results on Nakhon Si Thammarat’s Local Administrative Organization			
Integrity and Transparency Assessment			
<p>Graph Index of Integrity and Transparency of work Informance of the five Index</p>	Scores ITA = 75.75 (Balanced Weight)		
	Level of assessment result		
	High		
	Index	Index score (%)	Level of assessment results
	Transparency	72.02	High
	Accountability	85.32	Very high
	Corruption - Free	83.44	Very high
Integrity Culture	63.80	High	
Work Integrity	72.81	High	

1. Transparency Index evaluated from the EIT and the EBIT scored 72.02 high.

1.1 The Disclosure of the Information and its Accessibility scored 72.92.

1.1.1 The Procurement scored 63.59.

1.1.2 The Disclosure and the Accessibility scored 88.48.

1.2 The Participation of the Stakeholders scored 70.58.

1.2.1 The Participation scored 63.35.

1.2.2 The Management of the Complaints scored 77.81.

2. The Accountability Index evaluated from the EIT, the Internal and the EBIT scored 85.32 very high.

2.1 The Accountability scored 79.36.

2.1.1 The Performance Accountability scored 79.55.

2.1.2 The Administration Accountability scored 78.40.

2.2 The Honesty Determination scored 90.82 very high. The honesty determination for performance administration from the EIT scored 75.08. The IIT scored 78.70 and the EBIT scored 94.82.

3. The Corruption-Free Index evaluated from the EIT and the IIT scored 83.44 very high.

3.1 The Fault Index scored 100.

3.2 The Duty Corruption scored 83.85.

3.2.1 The Bribery scored 84.49.

3.2.2 The Position Use for Personal Interest scored 83.20.

3.3 The Anti-Corruption Free of the Policy scored 78.28.

4. The Integrity Culture Index evaluated from the IIT and the EBIT scored 63.80 high.

4.1 The Honesty Integrity Culture scored 79.49.

4.1.1 The Honesty Integrity Culture scored 72.46.

4.1.2 The Anti-Corruption scored 83.22.

4.1.3 The Shame and Afraid of the Corruption scored 81.14.

4.2 The Prevention of the Conflict of Interest scored 62.86. The IIT scored 82.75 and the EBIT scored 52.92.

4.3 The Prevention and the Getting Rid of the Corruption scored 56.67.

4.3.1 The Plan for the Corruption Prevention scored 64.20.

4.3.2 The Check and Balance 49.13.

5. The Work Integrity Index evaluated from the EIT, the IIT and the EBIT scored 72.81 high.

5.1. The Standards and Moral Integrity scored 60.76.

5.1.1 The Standards for the Work Performance scored 61.27.

5.1.2 The Fairness for the Work Performance scored 60.25.

5.2 The Moral Integrity Administration scored 80.04.

5.2.1 The Personnel Administration scored 73.93.

5.2.2 The Budget Administration scored 83.65.

5.2.3 The Work Integrity Delegation scored 82.19.

5.2.4 The Environment Administration scored 81.11.

The Interpretation

1. The Integrity Index evaluated the openness of data and the disclosure of the information.

1.1 The Information Disclosure and the Accessibility scored high. The EBIT and EIT found the weaknesses of the indicators.

1.1.1 The Procurement from EBIT scored high but found that the organizations rarely open the information/data of the procurement systematically.

1.1.2 The Providing and the Disclosure of the information together with the accessibility of the information scored very high. The Evidence-Based found that the organizations had their own public relations at their own workplaces. While the EIT disagreed that the organizations had opened up the concise and complete data/ information.

1.2 The Participation of the Stakeholders scored high. The EBIT and EIT found the weaknesses of two sub-indicators.

1.2.1 The Participation of Performance scored high. The EBIT and the EIT scored in consistency. The EBIT found that the organizations did not much allow the stakeholders to come and join in the organizations' plans making, idea sharing and core performance sharing while the EIT found that there were few opportunities for the people to come and share with.

1.2.2 The Management of the Complaints scored high. The score from the EBIT and the EIT was consistent. The EBIT indicated that the organizations mostly lack of the report of the complaints. The EIT rather agreed that the organizations received and provided the complaints/channels together with publicizing them clearly.

2. The Accountability Index evaluated about the behaviors and attitudes of the administrators towards their duties with the determined and energetic viewpoints of service for their people. The evaluation is very high in score. When analysis of the indicators/ sub-indicators and questions found that :

2.1 The Accountability Index's score is high. The IIT and EIT scores found two weaknesses in sub-indicators as follows :

2.1.1 The Accountability's score is high whereas the IIT and the EIT's scores were inconsistent. The IIT expressed that the authorities are active in providing the services while the EIT disagreed about that.

2.1.2 The Accountability in Administration's score is high. The IIT and EIT's scores were inconsistent. The EIT accepted that the administrators were responsible for their work unless that work did not cause the problems or damages for the people whereas the EIT disagreed about that.

2.2 The Honesty Index's score is very high. The Honesty Administration is the only sub-indicator. The EBIT, the IIT and EIT's scores were inconsistent. The EBIT of Round One found that the administrators were honest in their duties and works. The IIT thought that administrators supported the budget for the transparency very little while the EIT disagreed that the administrators had a good image for the honesty in administration.

3. The Corruption-Free Index evaluated the behaviors that seem possible for the corruption and/or policy corruption. The evaluation in general is high. When analysis indicators, sub-indicators and questions found that:

3.1 The Fault Index's score found very high. The only index is the fault index. There was not any Organization that holds this faulty charge.

3.2 The Corruption Toward the Duty's score was very high. The IIT and the EIT's scores were very high. The score analysis of the two factors was consistent but questions weaknesses were found as follows :

3.2.1 Bribery Taking's score was very high. The IIT thought that the authorities received something from the people who might wish something in return in the future. The EIT also heard about this stuff.

3.2.2 The Use of Position for Personal Advantages' score was very high. The IIT thought that the authorities use their power for their own advantages rather low while the EIT ever heard and perceived that the authorities use their power for personal gains.

3.3 The Corruption-Free of Policy's score was high. The IIT and EIT's scores were inconsistent. The IIT thought that the policy, direction, the work proceed and the approval were less intervened by the politics while the EIT disagreed with that idea and thought that the organizations shared the conflicts of interest with each other rather a lot.

4. The Culture Integrity Index evaluated the behaviors and attitudes towards the work performance from generation to generation. This helped build the culture and guidelines for the organizations. This evaluation was high in score. The analysis of the indicators found that :

4.1 The Culture Integrity's score was high. The score was from the three IIT sub-indicators. The analysis found two weaknesses in sub-indicators :

4.1.1 The IIT thought that the transfer of the morality and honesty for each other rather low.

4.1.2 The shame and afraid of the corruption of the IIT rather disagreed if that misconduct of action impacted the organizations and may lead to the sanction of the division and society of the organizations.

4.2 The Prevention of the Conflicts of Interest's score was high. The EBIT and the IIT's scores were inconsistent. The EBIT found that the organizations did not analyze the risks of the work performance that may cause the conflicts of interest. There were no

meetings or seminars for the prevention of the conflicts of interest. The IIT thought that the authorities used the organizations' materials for own/ personal use rather low.

4.3 The Prevention and the Getting Rid of the Corruption's score was moderate. The EBIT and IIT's scores were found two weaknesses in two sub-indicators:

4.3.1 The Plan of Prevention and Getting Rid of Corruption's score was high. The EBIT and the IIT's scores were inconsistent. The EBIT found that there was no analysis of the plan of corruption prevention while the IIT found that the corruption implementation plan was monitored concretely and could get rid of the corruption effectively.

4.3.2 The Check and Balance's score was moderate. The EBIT and the IIT's scores were inconsistent. The EBIT found that most organizations did not gather the authorities for the transparent administration yet there were no activities concerning the improvement for the transparency. The IIT rather agreed that the IIT audit proceeded the performance independently without the intervene of the administrators, and/or the powerful people.

5. The Work Integrity Index evaluated from the work performance that corresponded with the guidelines and standards of the organizations clearly and concisely. In general, the evaluation result was high. When analysis the indicators/sub-indicators and questions found that :

5.1 The Standards and Moral Integrity Sub-indicator's score was high. The EBIT and the EIT's scores found two weaknesses in sub-indicators :

5.1.1 The Standards for the Work Performance Sub-indicator's score was high. The EBIT and the EIT's scores were inconsistent. The EBIT found that half of the organizations lacked of the manuals/handbooks for the work performance. Most of them did not report the work performance along with the manuals/handbooks of the Organizations. The EIT rather agreed that the organizations followed the guidelines for the work performance of the organizations strictly.

5.1.2 The Fairness for the Work Performance Sub-indicator's score was high. The EBIT and EIT's scores were inconsistent. The EBIT found that half of the organizations did not provide the steps for the work performance and did not tell the time used for the work to those people. Most did not provide the prevention system of the omission of the work performance while the EIT rather agreed that the authorities committed to the moral and equal conducts in providing the services.

5.2 The Moral Integrity Administration Indicator's score from the four sub-indicators of the IIT was high. The analysis found that there was some weaknesses in personnel administration. The IIT thought that the selection process, the acceptance and the transfer still stucked to the patronage system. The organizations did not preserve the good people and inspirational incentives building provided rather low.

The Suggestions

1. Other Suggestions on Policy

1.1 The organizations should pay attention to this ITA and use this ITA for the work performance. The use of this ITA should be a part of the yearly work performance consideration of the organizations.

1.2 The organizations should commit this honest issue as a year issue and let everyone concerned follow this campaign.

1.3 The organizations should produce the active policies of both the short and long terms for all concerned to help prevent the corruption.

1.4 The organizations should yearly support the authorities of all levels to participate in the meetings and seminars on the ITA and also monitor and promote the good governess principle.

1.5 The openness of the Data should be an urgent agenda along with the official disclosure of data/information decree B.E. 2540 and Thailand 4.0.

2. Other Suggestions in Practice

2.1 The Transparency Index found the improvements as follows :

2.1.1 The organizations should hold the policy about the disclosure both about the monetary and none-monetary information for the public to perceive about this.

2.1.2 The organizations should construct the guidelines for the procurement concisely in order to prevent the corruption and conflicts of interest.

2.1.3 The organizations should analyze the yearly procurement together with obstacles and problem cause for the next procurement budget year in order to help enhance the transparency of the procurement.

2.1.4 The organizations should encourage all sectors concerned to participate in and help enhance for all possible participations.

2.1.5 The organizations should promote and support the complaints channels in many kinds of ways together with the protection of the complaints and rewards presented for those nominated people.

2.1.6 The organizations should publicize the complaints and the procurement complaints with many kinds of methods for the people.

2.2 The Accountability Index found the weaknesses as follows :

2.2.1 The organizations should proceed their duties for the full potentials and responsibilities together with the application of the code of conduct and satisfaction evaluation.

2.2.2 The administrators should proceed the role models for their authorities and for the public with the mindset of the own responsibility for the work performance.

2.2.3 The organizations should proceed the projects and activities with the mindset of moral and transparent and with the good governess principle.

2.3 The Corruption-Free Index found the improvements as follows :

2.3.1 The administrators should hold the role model of the honesty and proceed the bribery determination and elimination of all concerned.

2.3.2 The organizations should build the confidence for the authorities not to use the position to personal gain/advantages.

2.3.2.1 The organizations should add more channels for public relations and other related tasks concerned.

2.3.2.2 The organizations should develop the procurement with the mindset of honesty and also evaluate the honesty with reliability within the Organizations.

2.3.2.3 The organizations should inspect the procurement procedure with the authorities concerned.

2.3.3 The organizations should build the confidence that the Organizations are free from corruption.

2.4 The Culture Integrity found the weaknesses as follows :

2.4.1 The organizations should monitor the culture integrity to the authorities and support them with the meetings and seminars together with the rewards and incentives implemented to all the authorities concerned.

2.4.2 The organizations should proceed the prevention of the conflicts of interest within the Organizations.

2.4.2.1 The analysis of the risks of conflicts of interest and provide the manuals to prevent the conflicts of interest.

2.4.2.2 Organizing the activities/projects for the transparency improvement and allow the authorities to join in the meetings/seminars and sightseeing of at least once a year.

2.4.2.3 The guideline/ rule and regulation for prevention of the conflicts of interest should be monitored strictly together with the report and suggestions made for the work performance.

2.4.2.4 Building the cooperation and network building among the government, private and people sectors.

2.4.2.5 The guidelines for the procurement should be made elaborately.

2.4.3 The prevention plan for corruption should be made every fiscal budget year and allow those stakeholders to come and participate in the transparency elevation.

2.4.4 The organizations should support the check and balance system to enhance the confidence building within the Organizations.

2.4.4.1 The support of group gatherings for the prevention of the corruption and providing the punishment to those violated.

2.4.4.2 The support of integration networking among related groups concerned for anti-corruption.

2.5 The Work Integrity Index found weaknesses as follows :

2.5.1 The authorities should follow the rules and regulations of the organizations strictly and apply the new innovation and technology for the work performance.

2.5.2 The organizations should systemize the prevention and inspection for the omission of the duties and help construct the activities that help enhance the relationship for all staff and administrators.

2.5.3 The organizations should set the personnel administration plan clearly and also supply the incentives and rewards to those people who proceed the duty with the high potential of achievement and support to those people who need more improvements in their work performance.

2.5.4 The organizations should systemize the inspection of the budget payment and to support the transparency for the budget planning as a whole.

2.5.5 The organizations should improvise the Heads/ Administrators to delegate the tasks to their staff with the mindset of morality and integrity.

2.5.6 The organizations should set up the prompt of tidy, clean, and safe environments concerned for the work performance.

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