CHAPTER 2
THEORY AND LITERATURE REVIEWS

The study on "Strategies for Generating Success in Transferring Schools in the Upper Northern Region" relies on concepts and many relevant theories in order to generate transparency in proceeding which are as follows:

1. Administration of basic education schools of the local government organizations

2. The transfer of education management to the local government organizations

3. SWOT Analysis

4. Strategic Planning

5. Related research

6. Conceptual framework of the research

2.1 Administration of basic education schools of the local government organizations

Nowadays, the local government organizations gain educational decentralization giving them a role in managing more education with the government based on relevant laws as follows: (Weerayut Singlar, 2009: 19-22; Phichit Ritjaroon, et. al., 2010: 34-35)

(1) The Constitution of the Kingdom of Thailand B.E. 2550 states about basic state policy in terms of education in that education management of the State has to consider the participation of the local government organizations. The local government organizations have the right and duties as a governmental unit in the local level that have to manage basic education at least 12 years (Section 43) while taking preservation of arts, traditions, cultures, local wisdom, and good customs in the localities into consideration of managing education (Section 289).

(2) The National Education Act of B.E. 2542 and Amendments (Second Act) B.E. 2545 determine organizations of the system, structure, and process of education based on decentralization of authority to the local government organizations (Section 9). The local government organizations shall have the right to provide education at any or all levels of education in accord with readiness, suitability, and requirements of the local areas (Section 41). The Ministry of Education shall be responsible for coordination and promotion of the local government organizations' capability to provide education in line with the policies and standards required. It

shall prescribe the criteria and procedure for assessing the readiness of the local government organizations to provide education (Section 42).

(3) Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542 and Amendments (Issue 2) B.E. 2549 determine the municipalities, City of Pattaya, subdistrict administrative organizations, and provincial administrative organizations to have authority in providing education (Sections 16 (9), 17 (6) and 18). In proceeding according to the powers and duties, the local government organizations may coordinate to proceed or may ask the State or other local government organizations to proceed on behalf of them (Section 21). It is seen that this act clearly identifies that if the local government organizations are not ready to proceed duties of their own powers, they can ask the State – i.e. the Ministry of Education to proceed education management on behalf of them.

However, the local government organizations that are not ready as mentioned before can expand their readiness preparation within ten years (B.E. 2544-2553). The local government organizations have to provide readiness preparation plan considered from the income, personnel of that local government organization, number of population, expenses in proceeding, and quality of delivery public services to the public. Thus, this shall not exceed the period of ten years (Section 30 (2).

(4) The Decentralization to the Local Government Organizations Plan B.E. 2543 and the Determining Plans and Process of Decentralization to Local Government Organization Action Plan formulate educational duties to be under the mission on promoting quality of life of the local government organizations which consists of managing formal and non-formal education. The cabinet resolved the approval on the plans on October 3, 2000. The Determining Plans and Process of Decentralization to Local Government Organizations Action Plan that formulates details, transfer scope, steps, and practical methods in transferring the mission of promoting quality of life and education was approved by the cabinet on May 27, 2001, which contains key information about missions transferred as stated in Section 32 (1) in the Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542 in that the Ministry of Education transfers preschool education (kindergarten, 4-6 years of age) and basic education to all types of local government organizations. When those local government organizations pass the readiness criteria in managing basic education based on criteria and readiness assessment methods in education management of the local government organizations as formulated by the Ministry of Education and the Committee of Decentralization to the Local Government Organizations.

(5) The Ministerial Bureaucratic Administration Act B.E. 2546 of the Ministry of Education requires the Ministry of Education to determine criteria and readiness assessment methods in managing education of the local government organizations based on regulations and the readiness assessment methods formulated in the Ministerial Regulation (Section 21).

(6) The Draft of the Ministerial Regulation on Determining Criteria and Methods on Assessing Readiness in Managing Basic Education of the Local Government Organizations B.E. 2547 formulates readiness assessment in managing basic education of the local government organizations by evaluating Item 2 (1) as follows: (1) experience of the local government organizations in managing education or participating in education, (2) readiness preparation plans in managing education which show various readiness proper to levels, types, and formats of education, (3) methods in administrating and managing education, (4) budgetary allocation for education, (5) levels and types of education that are in accord with conditions, problems, and community requirements, and (6) opinions of people and stakeholders toward readiness in managing education of the local government organizations.

The conditions of assessment criteria, indicators, quality levels of each indicator, elements, and passing criteria of assessment are in accord with Announcement of the Ministry of Education and the Government Gazette (Item 2 (2).

It is seen that the local government organizations can manage education by themselves or receive transferred schools under the Ministry of Education to be in their responsibility in every type of the local government organizations so that overall national education maintains standard and quality as identified as national education standard. The Ministry of Education determines criteria and methods of readiness assessment in managing basic education of the local government organizations. If the local government organizations pass readiness assessment criteria, they can manage education by themselves or receive transferred schools of the Ministry of Education as determined in a draft of ministerial laws and an announcement of the Ministry of Education on Criteria, Methods, Conditions, Indicators, and Quality Levels of Assessing Readiness in Managing Basic Education of the Local Government Organizations B.E. 2547.

In conclusion, the laws relevant to education management of the local government organizations consist of the Constitution of the Kingdom of Thailand B.E.2550, the National Education Act of B.E.2542 and Amendments (Second Act) B.E.2545, the Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542, the Ministerial Bureaucratic Administration Act B.E. 2546 of the Ministry of Education, and the Ministerial Regulation on

Determining Criteria and Methods on Assessing Readiness in Managing Basic Education of the Local Government Organizations B.E. 2547.

2.1.1 Education management in local government organizations

The guidelines in managing education of the local government organizations are in accord with the Constitution of the Kingdom of Thailand and other mentioned laws. In considering parts dealt with administration and educational management of the local government organizations, it is found that the local government organizations have the right in managing education in every level that fits their readiness, appropriateness, and local requirements (Bureau of Local Educational Development and Co-ordination, 2011: 1, Phichit Ritjaroon et.al., 2010: 35-37) with support from the Ministry of Education so that education management of the local government organizations is compatible to the requirements stated in laws and policies while having quality and meeting standards by (1) formulating criteria and methods of assessing readiness in managing education of the localities, (2) promoting, supporting, and suggesting the local government organizations so that they can manage education, (3) propose budgetary allocation and incentives for education management for the local government organizations to budgetary allocating offices. The local government organizations have to be in charge of managing education in quality and standards that are setting quality assurance system, teachers and school administrators holding teaching license, and quality assurance from external offices (Pratchaya Wesarat, 2002: Online). Like the Office of the Basic Education Commission (2009: 10), Phichit Ritjaroon et.al. (2010: 37) mentions that education can be managed in two ways which are establishing school by themselves and transferring schools under the Ministry of Education.

No matter what methods the local government organizations manage their education, they have to consider these important aspects which are (1) managing formal, non-formal, and informal education so as to foster accurate conscious toward politics and government in monarchial democracy and long life learning for local people, let societies participate in managing education, content development, and learning process continually, (2) managing education at least 12 years for free, (3) managing education so as to develop Thai people so that they are perfect human beings physically, mentally, intellectually, knowledgeably, virtually, morally, and culturally in living with others happily, (4) decentralizing to schools in academic, personnel, budgetary, and general administration based on having autonomy in School-Based Management (SBM) under proper structural arrangement of an organization, and (5) managing good benefits to educational personnel (Bureau of

Local Educational Development and Co-ordination, 2011: 1, Phichit Ritjaroon et.al., 2010: 35-37).

In conclusion, education management of the local government organizations can be proceeded in accord with the rights formulated in the Constitution of the Kingdom of Thailand and educational laws as long as it is conclusive as stated in their objectives and meets quality and standard. Recently, education management of the local government organizations can be proceeded in two types which are establishing or expending schools by themselves and changing educational types, especially schools that are ready to be transferred from the Ministry of Education to the local government organizations.

2.1.2 Duties in managing education of the local government organizations

Due to the fact that the laws formulate the local government organizations to have authority and duties in managing education, the local government organizations determine their education missions which are (1) preschool education management focusing on developing readiness for children from infants to preschool level, (2) basic education management focusing on developing and laying basis for lives, preparing readiness of children physically, mentally, intellectually, emotionally, behaviorally, and socially, (3) professional service management which gives service, promote, support, develop knowledge and professional skills to people, and group workers to enhance community strengths, (4) management in enhancing sports, recreations, and activities for children and youth in various forms, (5) provision of activities in religions, arts, cultures, traditions, cultures, and local wisdom so as to promote, support, and preserve these matters, (6) giving knowledge and understanding to people on building and developing occupations and quality of lives, especially for those who lack or have less opportunities and for the disable, so as to promote and support professions by not burdening societies, and (7) maintaining religions and preserving arts, cultures, traditions, customs, local wisdom, and proud of Thai uniqueness (Department of Local Administration, No date).

In conclusion, the local government organizations have duties in managing education for communities via various forms, such as education management focusing on developing and laying the basis for lives and promoting occupations, sports, recreations, activities for children and youth, religions, cultures, traditions, customs, and local wisdom.

2.1.3 Participation in administrating and managing education of the State

Participation in managing education is to offer a chance for people so that they can coordinate in thinking, making decisions, being in charge of proceeding, and evaluating in order to develop individuals' potential until it grows prosperously in terms of body, mind, wisdom, knowledge, virtue, and living with others happily (Phichit Ritjaroon, et. al., 2010: 59). In case of Thai local government organizations that possess rights in administrating and managing education as determined by laws, the local government organizations participate in managing education and workshops with the State. This supports and lessens the State's tasks quite importantly. As explained by the Office of the Basic Education Commission (2009: 27-28), the local government organizations also have duties in participating in administrating and managing education of the State as determined by laws and governmental policies. The policies of the local government organizations are as follows:

(1) Participation in administrating education management of the State by sending representatives to be committee members in various levels, such as representative committee members of the local government organizations in (1.1) the Committee of Education Council whose duties are to consider the National Education Act that integrates religions, arts, cultures, and sports into education in every level, to propose and consider policies, plans, and education standards so as to proceed as stated in the National Education Plan, to propose and consider policies and plans in supporting educational resources, to proceed assessment of managing education, and give opinions or suggestions on laws and ministerial regulations dealing with education, (1.2) the Committee of Basic Education Commission whose duties are to propose and consider policies, development plans, standards, and core curriculum of basic education which is in accord with the National Economic and Social Development Plan and the National Education Plan, to support resources, to monitor; inspect, and assess results of education management in the basic level, and to propose and issue regulations; criteria; and announcements dealing with the administration of the Office of the Basic Education Commission, (1.3) the Office of the Higher Education Commission whose duties are to propose and consider policies, development plans, and standards of higher education which are in according with the National Economic and Social Development Plan and the National Education Plan, to support resources, to monitor; inspect, and assess results of education management in higher education level, and to propose and issue regulations; criteria; and announcements dealing with the administration of the Office of the Higher Education Commission, (1.4) the Committee of Vocational Education whose duties are to

propose and consider policies, development plans, standards, and curriculum in all levels of vocational education which are in according with the National Economic and Social Development Plan and the National Education Plan, to promote and cooperate vocational education management of the State and the private sectors, to support resources, to monitor; inspect, and assess results of education management in vocational education level, and to propose and issue regulations; criteria; and announcements dealing with the administration of the Office of the Vocational Education Commission, (1.5) the Committee of the Educational Service Area whose duties are to control; oversee; establish; dissolve; merge, or cancel basic schools in an educational service area, to coordinate; enhance; and support private schools in an educational service area, to coordinate and promote the local government organizations so that they can manage education in accord with educational policies and standards, to promote and support education management of individuals, families, community organizations, private sectors, professional organizations, religious institutes, workplaces, and other social institutes that manage education in various formats in an educational service area, and to proceed other duties relevant, (1.6) the committee of basic schools, higher education institutes, pre-bachelor schools, and vocational schools whose duties are to monitor, promote, and support those school affairs.

(2) Support for education management of the State, such as giving academic helps and budgetary support for teaching and learning and student affairs, etc.

In conclusion, the activities in generating participation in managing education of the local government organizations can be held by sending representatives to be committee members in various levels in order to formulate policies, practical methods, and implementation to achieve goals determined together.

2.2 The transfer of education management to the local government organizations

In transferring education management to the local government organizations as stated in Determining Plans and Process of Decentralization to Local Government Organization Act, the Office of Decentralization to the Local government Organizations Committee formulates details of transferring to the local government organizations based on the Determining Plans and Process of Decentralization to Local Government Organization, Section 32 (1), as related to formal education as follows:

2.2.1 Transfer scope

(1) The Ministry of Education and Educational Service Areas based on the National Education Act of B.E. 2542 formulate policies, plans, and education standards of the nation. The Educational Service Areas assess readiness of the local government organizations in managing education based on assessment criteria and methods determined. Also, they allocate budget to support education management of the local government organizations, monitor; examine; and assess results of education management for the Ministry of Education along with the Committee of Decentralization, urge readiness generation to the local government organizations in managing education by themselves by appointing a task force in order to proceed this particular matter, and report the progress to the Committee of Decentralization constantly.

(2) If the local government organizations pass the assessment based on determined criteria, the Ministry of Education and the Educational Service Areas as stated in the National Education Act of B.E. 2542 transfer schools depending on their types determined to the local government organizations.

(3) The local government organizations determine policies, plans, and education standards in their areas, control and oversee education management in schools, and consider resource allocation used in managing education in an area.

(4) The local government organizations may cooperate in managing education in a form of a cooperative.

(5) Education management missions transferred consist of preschool education or early childhood education (4-6 years of age) and basic education, except for education management in schools that contains some special characteristics in the basic education.

2.2.2 Criteria formulation and methods of assessing readiness

According to Section 42 of the National Education Act B.E. 2542, the Ministry of Education is determined to prescribe the criteria and procedures for assessing the readiness of the local government organizations to provide education at any or all levels of education in accord with readiness, suitability, and requirements of the local areas with the standards determined by the State.

The concepts adhered in managing education of the local government organizations consist of education for all in quality, education decentralization to schools, development of profession teachers, people's participation in managing education, and people's alternatives in receiving education.

2.2.3 Readiness assessment criteria of the local government organizations in managing education

Elements of readiness assessment criteria in managing education of the local government organizations consist of (1) experience of the local government organizations in educational managing or participating, (2) readiness development plan in managing education or its developing plan which presents various readiness that is proper to educational levels, types, and formats, (3) methods of educational administration and management, (4) educational income allocation, (5) levels and types of education in accord with problems and community needs, (6) opinions of people and stakeholders toward readiness in managing education of the local government organizations.

2.2.4 Conditions of assessment criteria

There are assessment conditions in considering readiness of the local government organizations in managing education as follows:

(1) Compulsory conditions before asking for readiness assessment: The local government organizations have to earn enough income for managing education, namely general incentives and state loan (excluding specific incentives) in an average of three years, previous budget (excluding current fiscal year), efficiently.

(2) Compulsory conditions after passing readiness evaluation criteria consist of (2.1) decentralization of the local government organizations to schools. The local government organizations managing education should decentralize academic, budgetary, personnel, and general administration to schools so that they can manage independently in accord with national education policies and standards. (2.2) The arrangement of internal structure of the organizations should support education management of the local government organizations based on their necessity and appropriateness in order to support education management, manage by professional personnel, and have enough personnel. (2.3) Supervising committees in managing education of the local government organizations should be set in order to propose policies, guidelines, measures, and standards in administrating and managing education of the local government organizations. Elements of committees should take the participation of those relevant into consideration. (2.4) Arrangement of personnel administration for education: The local government organizations should manage personnel administration to meet the same standards as those of bureaucratic teachers and educational personnel of the State.

2.2.5 Conditions on managing basic education of the local government organizations

Duties and responsibilities in managing education of the local government organizations are considered one of the public services that the local government organizations have to comply with as stated in the Determining Plans and Process of Decentralization to Local Government Organization Act and local self-government concept. The local government organizations are independent in formulating policies and possessing their own authority, especially the local government organizations that have the right in managing education, training, and professional training. Maintenance of traditions, cultures, local wisdom, and customs should be considered when managing education and training.

The Determining Plans and Process of Decentralization to Local Government Organization Act formulates the local government organizations to play a role in managing education. Department of Provincial Administration, the Ministry of Interior, determines duties and responsibilities in managing education of the local government organizations as shown in Diagram 1 in order to be compatible to the Constitution of the Kingdom of Thailand B.E. 2540 and the National Education Act of B.E. 2542. The Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542 is then the guideline in proceed the following steps.

2.3 SWOT Analysis

2.3.1 SWOT Analysis Definition

Failure of organizations is caused by the lack of planning or future orientation of each organization. Also, they do not have guidelines to stand among existing changes. The failure is widely seen and criticized. In the mid-20th century, the researchers from Stanford Research Institute have studied and found that SWOT plays an important role in analyzing organizations in order to be a foundation of strategic planning. Moreover, governmental offices apply SWOT into analyzing performance plans since 1980s. It has been utilized until now as a part of project planning and development plan evaluation for offices.

Phakphajong Wattanasit and Phasu Decharin (1999: 35-36) state that SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis is a basis tool in analyzing organizations because strategies have to be proper between internal capability (strengths and weaknesses) and external situations (opportunities and threats). Environment analysis in business organizations reveals organizational

strengths and weaknesses which help them benefit from opportunities and threats caused by environment. Public Sector Development Group, Office of the Permanent Secretary, Ministry of Education, (2012: 3) also mentions that SWOT Analysis is an analysis of office conditions in order to seek strengths, weaknesses, opportunities, and threats toward offices in order to evaluate internal and external conditions of their own so that they acknowledge themselves and learn global trend in the future. SWOT Analysis is a fundamental tool in analyzing strategies before determining them as vision, mission, tasks, and strategies in order to succeed organizational goals.

2.3.2 SWOT Analysis Process

Wattana Wongkiettisak (2005: 90) proposes the process of SWOT Analysis, or environmental analysis, given by Wright et.al. (1992: 15) as follows:

SWOT Analysis is an analysis of strengths, weaknesses, opportunities, and threats by considering relationship between the results of internal environment analysis of strengths and weaknesses whether they tend to be superior or inferior. External environment situations are also determined between opportunities and threats whether they facilitate or not. This can contribute four types of tendency as follows:

In case of being "distinctive and helpful," growth strategy should be used by expanding business either by themselves or by investing with other organizations.

In case of being "not distinctive and not helpful," retrenchment strategy should be used by decreasing some activities, cutting some organizational parts, or stopping business.

In cased of being "distinctive but not helpful" and "helpful but not distinctive," stability strategy should be used by continuing current business and cancelling other business expansion.

SWOT Matrix is an analysis of strengths, weaknesses, opportunities, and threats by considering relationship of internal environment evaluation between strengths and weaknesses whether it tends to be distinctive or not distinctive. External environment is also determined between opportunities and threats whether it tends to be helpful or not helpful. There are four types of tendency as mentioned.

Sanaeu Tiyao (2000: 20) states about SWOT Analysis in that it consists of external and internal analysis detailed as follows: (1) External environment analysis: external environment of organizations cannot be controlled. Therefore, it is very important in determining strategies because (1.1) environment is both opportunity and threat in determining strategies. Anything that is organizational opportunity will be used to be determined as strategies by empowering opportunities to build advantage while anything that is considered threat will be determined as strategy in order to

avoid that threat. (1.2) External environment determines rules or competitive scope that every organization has to comply with. (1.3) External environment is important for organizational resource utilization in that organizations have to adjust resource utilization in accord with external factors, and (1.4) external environment directly affects investment options of the organizations and yield upon investment. There are two types of external environment which are general environment and competitive environment. (2) Internal environment analysis: The internal environment can be controlled within an organization. The internal environment is more important than the external one in terms of determining strategies. This means resources that belong to the organization and are used to process business. It presents strengths and weaknesses of the organization. Strengths include organization expertise, capability, specific skills, and valuable resources used to generate competitive advantages contributing to be superior to their opponents, such as better quality of goods, well-known trademarks, advanced technology, and excellent service, etc. Weaknesses are what the organization lacks, cannot do better than others, or can make them disadvantageous. If the organizations contain a lot of weaknesses, they will lose competitive power quite fast. The analysis of organizational strengths and weaknesses has to take three frames of key success factors, value chain, and main performance procedure.

Somchai Pakapatwiwat (2546: 51) state about SWOT analysis as follow :

External Analysis have 6 steps

Strategic Analysis
Step 1 : Audit of Environmental Influences
Step 2 : Asset the Nature of Environment
Step 3 : Identify Key Environmental Forces though Structural Analysis
Step 4 : Identify Competitive Position
Step 5 : Identify key Opportunities and Threats
Step 6 : Strategic Position

Fig. 2.1 Step of external analysis.

Source : Somchai Phakhaphatwiwat (2546: 51)

Internal Analysis have many steps as follow fig. 2.2

- Value Chain Analysis
- Resource Audit
- Measures of Resourced Utilization: Effectiveness and efficiency
- Measures of Control

Comparison Analysis

o Drawing Comparisons
o Historical Analysis
o Industry Norms
o Experience Curve

Assessing Balance

o Assessing Balance
o Product Portfolio Analysis
o Skill Analysis
o Flexibility Analysis

Key Issues

o Identification of Key Issues
o Strength and Weaknesses Analysis
o Distinctive Competence

Strategic Capability

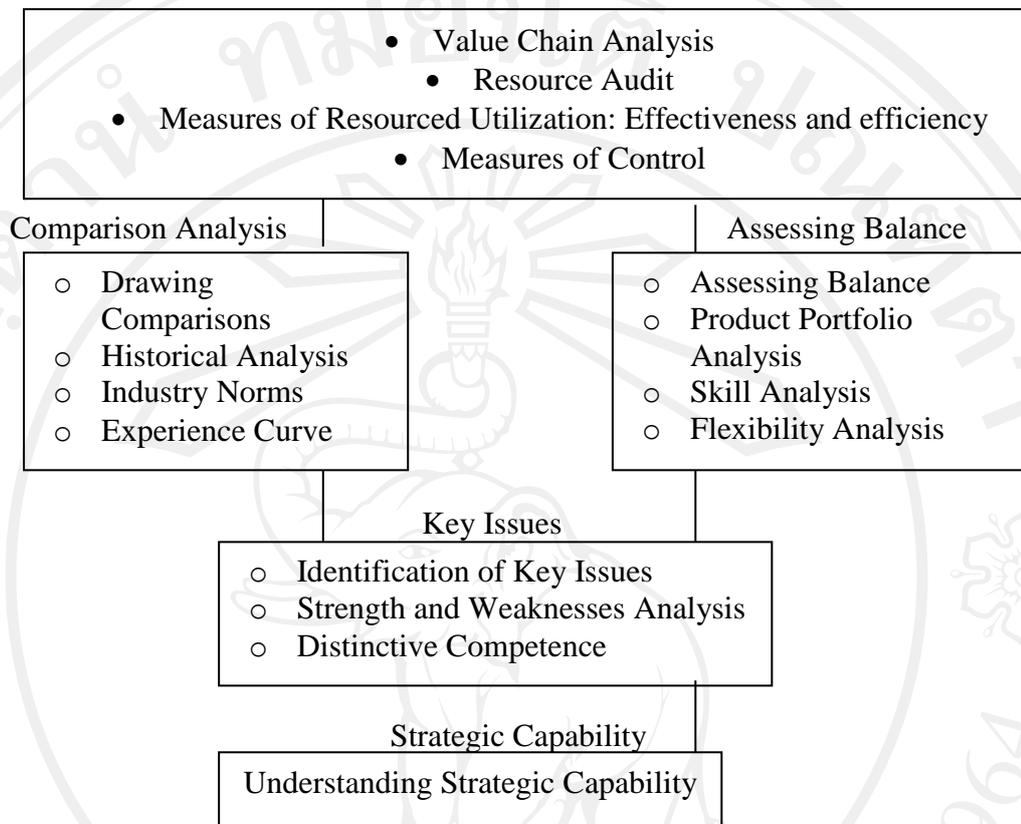Understanding Strategic Capability

Fig. 2.2 Step of internal analysis

Source : Somchai Phakhaphatwiwat (2546: 77)

Public Sector Development Group, Office of the Permanent Secretary, Ministry of Education (2012: 4-7) mentions that SWOT analysis contains five steps which are (1) readiness preparation that is building mutual understanding within an organization via inquiry or shared agreement, (2) assessment of internal organization environment which can be done by considering resources and capability within entire organizations in order to search for internal factors that are advantages or strengths and disadvantages or weaknesses which need improvement or elimination. 5M (Man, Money, Material, Machine, and Management) concept should be mainly used for an analysis. (3) Assessment of external organization environment is the consideration of factors that can be controlled by organizations as opportunities which can enhance organizational strengths and as threats which can harm organizations directly and indirectly and have to be avoided or adjusted in order for the organizations to be strong and ready to face those obstacles. PEST (Political, Economic, Social, and Technology) can be applied to search for opportunities and threats. (4) Consideration

of opinions from those relevant: When considering organizational SWOT, it is necessary that external personnel's opinions be considered as well in order to get clear, equal, thorough analysis, and (5) strategic planning based on all data gained from the analysis.

2.3.3 SWOT Matrix Concepts

Kiti Boonnark (2006: 112-113) defines SWOT Matrix in that it is a net table in which S-W-O-T is determined and entirely shown based on the number of items gained from SWOT analysis in RBM03 and RBM06. Then, the strategies of SO, ST, WO, WT resulting from integrated method which shows most involvement and connection appear.

After analyzing external and internal environment to the step that opportunity-threat and strength-weakness are synthesized. Organizers will process both data together in order to conclude as a TOWS Matrix as follows:

SWOT MATRIX		
Internal factors External factors	**Strengths = S** $(S_1 - S_n)$	**Weaknesses = W** $(W_1 - W_n)$
Opportunities = O $(O_1 - O_n)$	**SO Strategies** $(SO_1 - SO_n)$ Strategies determined by combining strengths and advantageous opportunities	**WO Strategies** $(WO_1 - WO_n)$ Strategies determined by using advantageous opportunities to overcome weaknesses
Threats = T $(T_1 - T_n)$	**ST Strategies** $(ST_1 - ST_n)$ Strategies determined by using strengths to avoid threats	**WT Strategies** $(WT_1 - WT_n)$ Strategies determined by being careful with weaknesses to avoid threats

According to the table above, it can be clearly summarized that the process of SWOT Matrix can lead to the foundation of four strategic guidelines which are:

1. SO Strategies which are considered an extreme advantage, alternatively the best-case scenario

2. ST Strategies which are the progress strengthening SO Strategies

3. WT Strategies which are a key disadvantage, alternatively the worst-case scenario

4. WO Strategies which need help from SO Strategies

Assessment on organizational strengths, weaknesses, opportunities, and threats is the first step in planning strategies. Organizational administrators can take data on strengths, weaknesses, opportunities, and threats gained from assessing organizations and environment for the sake of making decisions on choosing strategic alternatives. Strengths and weaknesses of internal environment are analyzed and compared with opportunities and threats of external environment in order to examine what situations the organizations are facing and how the organizations should proceed in terms of general strategies. Organization administrators tend to face four types of situation when working on SWOT analysis as follows (Thotsaporn Sirisamphan, 1996: 56-57).

Opportunities

Situation 4 "Turnaround-Oriented Strategy" (Political hot box)	**Situation 1** "Aggressive Strategy" (Public sector star)
Situation 3 "Diversification Strategy" (Dog)	**Situation 2** "Defensive Strategy" (Cash cows)

Weaknesses

Strengths

Threats

(1) Strength-Opportunity situation is the most desirable because there are many organizational strengths and changes which give many opportunities to organizations. Therefore, organization administrators should determine aggressive strategy in order to draw existing strengths to enhance, adjust, and grab several opportunities at their best benefit.

(2) Strength-Threat situation is the worst one because the organizations are facing external trouble and threats. They also face many internal problems and weaknesses. Therefore, the best alternative for organization administrators is

defensive strategy in order to decrease or avoid threats expected. Measures contributing to least loss and solutions of internal problems are searched.

(3) Weakness-Threat situation occurs when the environment is not helpful for the performance. However, the organizations contains several strong advantages. Organization administrators can choose diversification strategy instead of waiting until there is an environmental change in order to utilize existing strengths to build opportunities in a long run for other products or markets.

(4) Weakness-Opportunity situation is similar to a question mark case of a Strategic Business Unit (SBU) because the organizations have several opportunities or competitive advantages. However, drawbacks are found due to many internal difficulties. The solution for organization administrators is turnaround-oriented strategy in order to get rid of internal weaknesses to get ready for taking opportunities available.

These situational analyses rely on management capability of organization administrators in assessing which situation their organizations are in. SWOT analysis deals with relationship as there is an unclear combination of strength-weakness and opportunity-threat in each organization. Practically, weight system might be used in order to find an average in what situation each organization is in by sharing opinions of the administrators in various organizational levels.

2.4 Strategic Planning

2.4.1 Definition of Strategy

Rogers (1977: 10) defines a strategy as a practice dealing with limited resources allocation in order to gain advantageous outcome and achieve each or many goals simultaneously at a least and acceptable risk. Certo and Peter (1991: 17) defines a strategy as a procedural method leading to success in accord with organizational objectives. Wright et.al. (1992: 15) states that a strategy is a plan of high administrators contributing to outcomes which are in accord with organizational missions and objectives. Moreover, a Thai scholar, Thongchai Santiwong (1989: 4) states that a strategy is a complete and inclusive plan possessing connection which contributes strategic advantages of an organization in facing with environment. Prachok Chumpon (1995: 4) says that a strategy is a tool leading to goal achievement of an organization. Strategies are plans connecting all organizational parts in unity by associating outstanding aspects of each unit effectively. Somyot Naweekarn (1995: 15) mentions that a strategy is a performance format used by a manager in order to reach organizational goals. It is actually planned in order to respond to situational change. Thotsaporn Sirisamphan (2000: 1) says that a strategy is usually used to

manage politics, economy, and military in order to support national policy management. Then, it is applied into business management process of an organization under uncertainty or changes, analysis, and managerial policy determination in all levels more. Suratsawaee Ratkulchai (2003: 209) states that it is an action plan which determines resource allocation and activities in order to manage environment and lead an organization to expected goals. Mullika Tonson (2000: 14-25) mentions that a strategy is an inclusive plan of an organization which integrates and connect business advantages into one by taking outstanding aspects of each unit and connecting them effectively in order to decrease drawbacks or threats and enable an organization to survive and grow under changes and other environmental fluctuation. Waroporn Khotha (2006: 5) defines a strategy as a plan outlining performance alternatives in order to achieve company objectives and be a blueprint identifying resource consumption that takes advantage from opportunities and hinders possible threats. Somchai Phakhaphatwiwat (2009: 23) says that a strategy is a process determining clear business goals in a short and long run. It builds or develops practical means, including mobilizes and allot business resources in order to achieve determined goals efficiently.

2.4.2 Strategic Planning and Management

According to the literature review, most scholars include strategic planning into strategic management. They define this term which can be briefly shown as follows. Kotler and Murphy (1981: 11) define strategic planning as an overall organizational planning that takes external environmental factors which keep changing into consideration. Goodstein et.al. (1993: 8) states that strategic planning is an answer for three fundamental key of an organization which are organizational direction, environment, and performance methods for achieving goals. Fred (2007: 13) defines a strategy as a long-term goal contributing to success in business strategy which covers expansion in terms of areas and a variety of goods, product development, market share, or partnership. Siriwan Sereerat et.al. (1997: 793) states that strategic plan is an action one used both in a medium term and in a long term by an organization. It is in accord with mission, goals, and objectives. It may include overall planning or entire plans for the future of an organization. It is a continual and non-stop process performed by high management and proper experts. It is also an action plan explaining resource allocation and other activities which are compatible to contexts contributing an organization to achieve long-term goals. Sirirak Thongmalai (2003: 18) concludes that a strategic plan is an aggressive tactic determining future directions of an organization via analyzing internally and externally in order to

formulate vision, mission, and resource allocation contributing to new image systematically. This causes an organization to achieve goals determined effectively and efficiently. The Office of the Basic Education Commission (2011: 219) explains that strategic planning is a plan determining organization future or its role of "What to be" in the future. Therefore, the strategic plan is an aggressive one. Department of Industrial Engineering (2012: Online) explains that strategic planning is done by high management in accord with organizational goals and strategies. Then, it is transferred to middle and low management. This causes strategic planning to possess top-down planning that high management plays an important role. Strategic planning discusses wide scope of organization activities covering entire organizational resources. It also predicts internal and external organizational contexts. In general, the goal of strategic planning focuses on organization growth, existence in the future, the promotion of effectiveness, and the efficiency in organizational performance.

David (1977: 13) states that strategic management is implementation and evaluation of strategies contributing organizations to achieve objectives. Pearce et.al. (2000: 3 mentions that strategic management is decision making and various operations affecting planning and implementation. Wheelen and Hunger (2004: 2) states that strategic management is managerial decision making and various operations which determine long-term organizational performance. Chaiyasit Chalermmeeprasert (2001: 1-4) defines that strategic management process is administrative steps used to achieve organizational missions by building relationship among organizations which is proper to contexts, especially for those benefiting from the organizations which can affect decision making. In planning strategies, participation of organization personnel and stakeholders, including other factors affecting performance, should be considered. Siriwan Seree et.al. (2005: 14-15) defines that strategic management is an administrative step consisting of determination on strategic vision, objectives, strategies formulation, and strategic implementation. Strategic management should begin from vision, objectives, and strategic formulation. After that, the proper administration should be proceeded. Somchai Phakhapaswiwat (2009: 23) states that competitive or managerial strategies deal with studying and analyzing contexts and operation of organizations in order to achieve organizational goals effectively. This affects performance ability and competitive advantages in that strategic formulation deals with the analysis of weaknesses, strengths in an organization while the analysis of threats and opportunities is derived from external contexts. Strategies should be properly selected fundamentally based on the fact that strategies have to generate potential in performance and competitive advantages. They have to decrease competitive

disadvantages to the minimum level so that business exists and develop sustainably. The Office of the Basic Education Commission (2011: 238) explains that strategies formulated by an organization should be transformed to be implemented. Strategic management is more important than strategic formulation. Although the strategies are formulated well in good quality, strategic implementation might not be proceeded well enough due to the fact that organization personnel do not understand them.

2.4.3 Elements and Key Characteristics of Strategic Planning

David Fred, R. (1997: 11) states that keys to formulate strategies consist of five elements which are (1) business mission consisting of vision, mission, and goals, (2) objectives, purposes, policies, strategies, external opportunities, and external threats, (3) internal strengths and weaknesses, and (4) strategic formulation and implementation.

Maassen and Van Vught (1 9 9 2 : 1 2 1) states that elements of strategic planning in higher education institutes consist of four parts which are (1) environment assessment or scanning, (2) institutional assessment in order to study strengths, weaknesses, problems, and ability of an institute, (3) values assessment in order to consider values, inspiration, opinions of institutional personnel, and institutional responsibilities toward communities, and (4) master plan creation in order to determine strategic models or institutional directions from three factors mentioned.

Strategic management is a process proceeded continually and repeatedly in a cycle – strategic planning, strategic implementation, and strategic control. The relationship of planning is shown in Diagram 5.
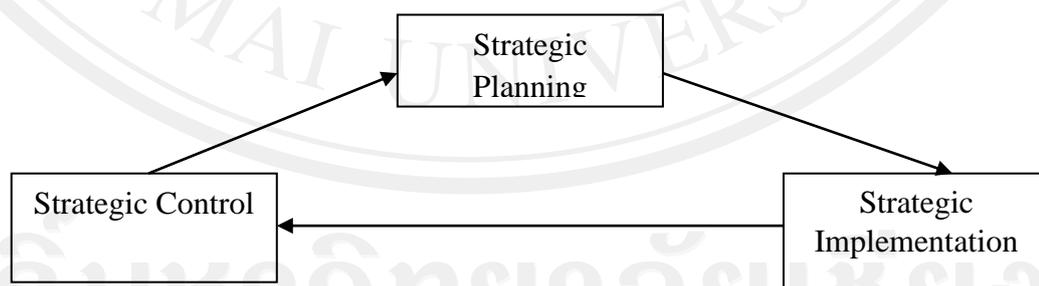

Fig 2.3 : Correlation of Strategic Planning
Source: Thotsaporn Sirisamphan (1996: 63)

Somchai Phakhaphatwiwat (2000: 6-15) states that strategic planning consists of five elements which are (1) the analysis of changes in economy, politics, and society in order to search for opportunities and threats so as to adjust in time and prepare readiness to support and gain the most benefit from those changes, (2) the

analysis of internal contexts done on organizations, personnel, finance, and computers to seek for weaknesses and strengths, (3) a long term plan which is abstract and a medium and short term plan which is concrete with time frame and guidelines of measurable performance determined. The short-term plan is proceeded as a direction to achieve mid-goals while the medium-term plan is proceeded to achieve long-term ones, (4) strategic planning is planned step by step and systematically with all parts related and connected structurally. It is worth every minute waste. Every part of activities done relates and enhances each other in order to achieve goals determined, and (5) strategic planning is realistically and practically planned not a visionary or desirable one.

Nongnoot Boonyoung (2010: 18) states that strategic planning for nursing consists of four main steps which are (1) an analysis of internal and external contexts of nursing organizations, (2) determination of direction and goals in the plans, (3) strategic formulation in order to set goals, methods, practices contributing to vision achievement, and resource utilization effectively, and (4) strategic implementation to an action plan by explaining to personnel so that they understand strategic plans determined to generate practical participation. This is similar to that of Public Sector Development Group, Office of the Permanent Secretary, Ministry of Education (2012: 7) mentioning the elements of strategic plans which are (1) change analysis on economic, politic, social, industrial, and business contexts contributing to business matters both at the present time and in the future. In other words, it is an analysis of opportunities and threats so that business section can adjust in time and prepare their readiness to gain most benefits from the change. In analyzing internal business contexts, organizations, personnel, finance, computers, and so on should be analyzed in order to find weaknesses and strengths. (2) Planning is proceeded by determining time frame and measurable guidelines (short, middle, and long) both abstract and concrete. (3) Systematic planning and steps are proceeded with structural correlation and time consumption in all business sections which relate and enhance one another in order to achieve determined goals. And, (4) realistic planning not desirable one should be performed.

2.4.4 Strategic Formulation

Certo and Peter (1988: 11-12) states that steps of strategic formulation are process of designing and selecting strategies which consists of analysis and shaping organizational direction.

David (2007: 15-16) proposes minor steps in formulating strategies which are (1) announcement of vision and mission statements, (2) the external assessment,

(3) the internal assessment, (4) long-term objectives setting, and (5) assessment determination and strategic selection.

Wheelen and Hunger (2 0 0 8 : 1 1 -1 7) mentions minor steps in planning strategies which are determination of missions, objectives, strategies, and policies. In terms of steps of strategic planning, they need context inspection which affects steps of strategic planning and vice versa.

Suphanee Saritwanit (2001: 17-18) proposes three minor steps in planning strategies which are (1) determination of corporate missions and strategic objectives in order to learn work load, direction, and goals desired, (2) situational audit or SWOT analysis both internal and external in order to learn on organization status contributing to less internal risks within the organizations. This step also help the organizations to learn on their external contexts which enable them to adjust or handle situations and external risks. And, (3) determination of corporate strategy is performed in order to build organization guidelines helping to achieve missions and key objectives determined.

The Public Sector Development Group, Office of the Permanent Secretary, Ministry of Education (2012: 7-9) mentions methods of determining strategies in the following steps which are (1) firstly, determine vision. The vision of organization leaders is considered an important element for success and failure of planning strategies. Those having good visions usually are experienced and sophisticated with a critical mind in themselves. Possessing visions of organization leaders is important in planning strategies. (2) Determine mission or long-term goals. This is a direction that an organization determines to achieve in the future. Mission consists of content or business type that an organization is proceeding and determined to proceed in the future. It is considered abstract because it is directed in a long run which is not obvious currently. (3) Determine objectives which can be either long or short term. The determination of objectives is concrete in that there must be a measuring tool called "performance indicator" applied. (4) Determine strategies which is the determination of measures contributing to achieve objectives. One objective may contain many strategies, and some strategies may respond more than one goals. The determination of strategies has to be more concrete by taking the result gained from SWOT analysis and applying a model of TOWS Matrix. In general, organizational strategies are determined to prepare for four types of situations which are Situation 1 (Strength-Opportunity: SO). It is desirable because there are many things in an organization. Aggressive strategy should be set to draw existing strengths in order to enhance, apply, and make use of approaching opportunities completely. Situation 2 (Weakness-Threat: WT) is the worst one because an organization is facing external

obstacles and many internal weaknesses. The best alternative is using defensive strategy in order to decrease or avoid many possible obstacles and find measures contributing to the least organizational loss. Situation 3 (Weakness-Opportunity: WO) gives organizations advantages in competition, but there are still weaknesses spotted. The solution is using turnaround-oriented strategy in order to eliminate or solve internal weaknesses and get ready to take any available chance. Situation 4 (Strength-Threat: ST) contains the contexts that are not helpful in performance. However, an organization is still advantageous in that there are many strengths found. Instead of waiting until the contexts change, the organization can use diversification strategy in order to benefit from strengths building long-term chances. After analyzing, strategic plans which are conclusive, all-around, and participatory from everyone in an organization can be produced. The participation is considered the most important factor in planning strategies as it creates network system among other measures whether short, middle, and long terms relatively based on achievement of directions determined.

Kotler and Murphy (1981: 11-94) explains that there are six steps in planning strategies which are (1) environment analysis, (2) resource analysis, (3) goal formulation, (4) strategic formulation, (5) organization design, and (6) system design. Certo and Peter (1991: 67-71) explains that strategic management is a continuous process aimed at keeping an organization as a whole appropriately matched to its environment. They propose five steps of strategic management as shown in Diagram 1. These are (1) environment analysis which considers "strengths-weaknesses" in an organization and "opportunities-threats" out of an organization. This is a conditional factor influencing goal achievement of an organization both in the past and in the future. (2) Establishing organization direction involves organizational mission which is the reason why the organization exists and organizational objectives which focus on benefits gained from the existence of that organization. (3) Strategy formulation is performed by considering, designing, and selecting strategies that are proper and practical via optional analysis through several techniques, such as the analysis of strengths-weaknesses-opportunities-threats (SWOT), etc. (4) Strategy implement-tation can be proceeded by following determined strategies identified in an action plan so that it is performed smoothly with the consideration of organizational structure and culture in order to lead to expected success, and (5) strategy control which is proceeded by monitoring performance, assessing procedural results, and evaluating organization success.
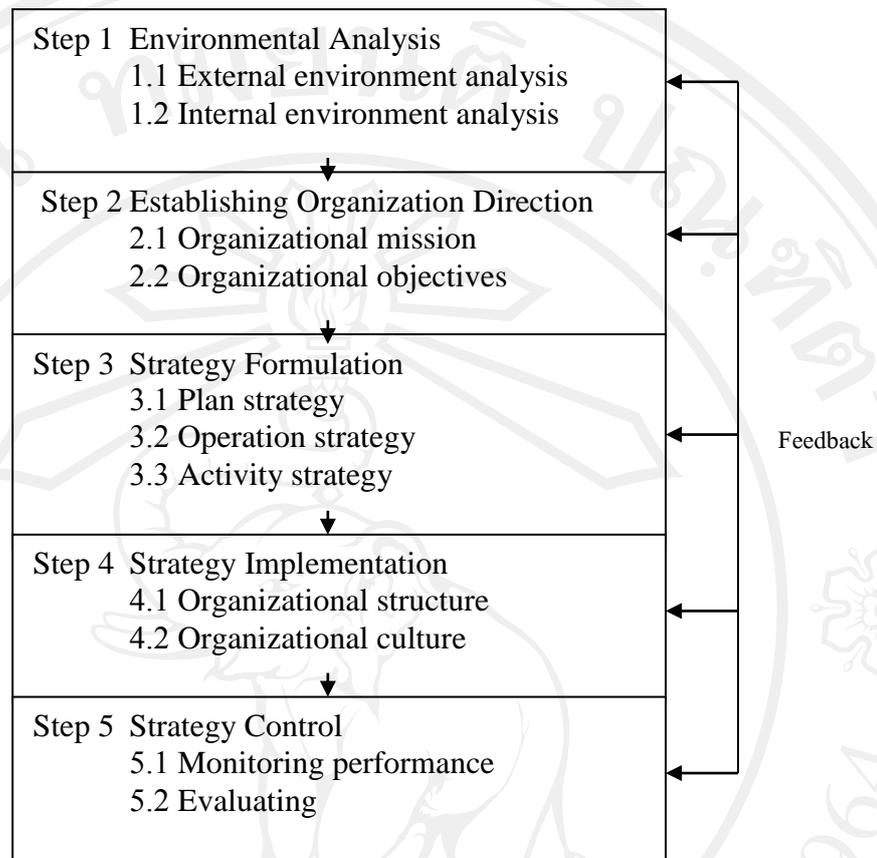
Fig. 2.4 : Strategic Management Process
Source: Certo and Peter (1991: 41)

Thompson and Strickland (1995: 3) explain that strategic planning starts from analyzing internal and external organizational contexts in order to learn opportunities and threats followed by analyzing internal organizational contexts in order to learn strengths and weaknesses in the organizations. The analysis of contexts in order to find strengths, weaknesses, opportunities, and threats is called SWOT analysis. Then, the result from the analysis is assessed to find organization conditions which are used to determine organization directions, namely vision, mission, and goal. The final step is strategic determination of the organizations. The strategies can be varied depending on types and sizes of the organizations. The process can be illustrated as a diagram of strategic planning as shown in Fig. 2.5.
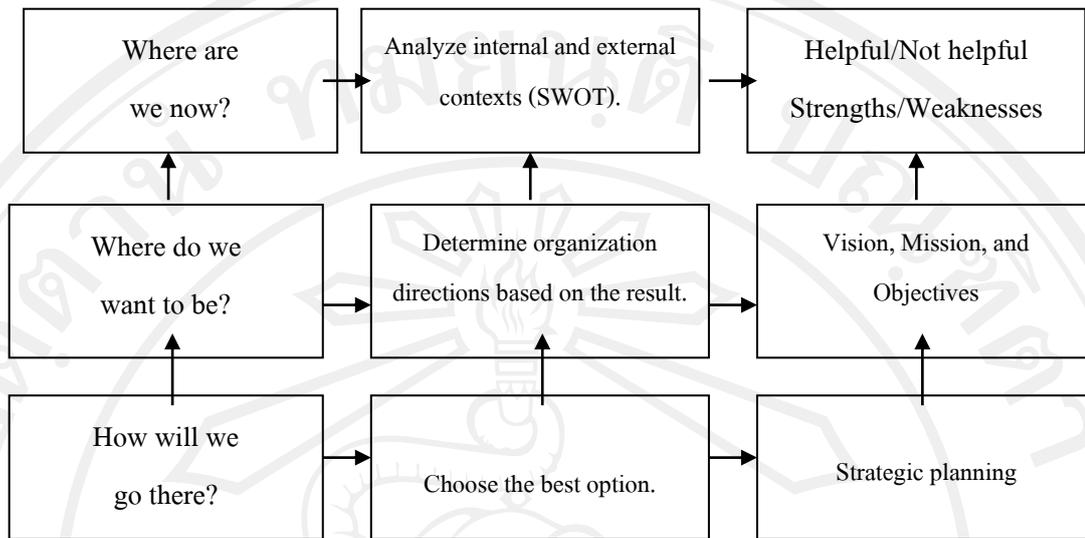
Where are we now?	→	Analyze internal and external contexts (SWOT).	→	Helpful/Not helpful Strengths/Weaknesses
Where do we want to be?	→	Determine organization directions based on the result.	→	Vision, Mission, and Objectives
How will we go there?	→	Choose the best option.	→	Strategic planning

Fig. 2.5 : Steps in planning strategies
Source: Thompson and Strickland (1995: 3)

Thompson and Strickland (1995: 4) state that strategic management procedure consists of (1) formulation of visions, mission statements, goals, and objectives which is the determination on five issues which are (1.1) organization's vision that is general statement giving direction and duty statement. It also determines elements of vision which organization details, performance scope, needs, and basic organizational values should be explained. (1.2) Mission statement is performance scope within organizations determined in order to gain overall picture and specific organizational objectives. (1.3) Strategic goals and objectives which are school goals in general are determined in order to achieve missions which are key goals of organizations. (1.4) Goal setting is the determination of what is needed in the future that organizations try to make it happen based on key planning on future goals achieved. And, (1.5) strategic objectives which are specific statements are determined in order to achieve goals in internal and external contexts in a period of time which are necessary as they are chances for the contexts. (2) Strategy formulation or strategic planning is the determination of alternative strategies that can be chosen in order to achieve objectives in a key plan in a long run. (3) Strategy implementation is a procedure of changing strategies into practice and outcome. This consists of organizational structure determination, proper performance system arrangement, acceptance in proper management models, and determination of organizational culture or value. And, (4) evaluation and strategic control is a procedure used to consider whether strategies achieve performance goals and objectives or not.

King Mongkut's University of Technology Thonburi (2011: 72-73) summarizes six steps of its process in planning strategies which are (1) the analysis of documents and information technology data in the manner of research analysis and the performance assessment as stated in development plans, (2) the analysis of internal and external contexts affecting university based on information gained from the Office of the National Economic and Social Development Board, the Office of the Higher Education Commission, and university information, (3) the proposal of drafted strategic plan consisting of key processes which are (3.1) group work meeting in order to gain main information to frame strategic plan direction, (3.2) utilization of Balance Scorecard: BSC as a guideline in transforming strategies to practice, (4) meetings in order to brainstorm opinions and suggestions from each group and those relevant, (5) strategic implementation by assigning each unit in university to perform the strategic plan consistently and compatibly, and (6) monitoring and assessment of strategic plans. Chiang Mai University (2011: 13-24) explains steps in planning development plan for the university which consists of five steps as follows: (1) the analysis and revision of performance based on previous education development plans, (2) the study and analysis of policy frame and relevant national strategies, (3) brainstorming among administrators, performers, and savants, field trips in and out of the country, internal and external contexts analysis, and SWOT analysis, (4) presentation of drafted plan to those relevant in order to listen to their opinions, (5) proposal to the university board of trustees, (6) plan or strategic administration, and (7) monitoring and assessment.

2.4.5 Strategic Implementation

Wheelen and Hunger (2008: 212-213) states that strategic implementation is to take all necessary activities to implement as stated in strategic plan. Moreover, it is the process that turns strategies and policies into actions through proceeding of programs, budget, regulations, and methods. The Office of the Basic Education Commission Department Operation Center (2010: online) explains that the determined strategies are transformed into an annual action plan which normally consists of activities, period of time, responsible parties, performance budget, indicators with supports from organizational structure, performance system, and technology. Strategic implementation consists of two minor processes which are (1) the compilation of action plan which identifies details on plan and projects that have the same achievement as that of objectives and strategic goals determined. Generally, action plans are set annually. Each unit has to present two levels of the relationship of possible performance which are output and outcome. The popular format of action plans is logical framework project planning which identifies relationship of strategic

goals in various levels, indicators of success, and necessary resources for performance. And, (2) take action which is a performance process in accord with plans, tasks, projects, and activities determined. Generally, it consists of two parts which are complying with (a) plans, tasks, and projects as stated in organizational strategies in order to proceed production or services for customers or clients, and (b) plans, tasks, and projects implementation which can be supported via knowledge management in organizations or management development in order to enhance learning capability for the organizations that are ready to improve themselves. These support the performance mentioned in Item (1) to be effective and efficient. In general, the tasks that need to be proceeded are improvement of organizational structure, performance procedure, personnel development, information technology management, and quality management in order to increase yield.

Jaksawat Siriwan (2011: online) explains that after a strategic plan is completed, strategic implementation is followed. Strategic implementation quite difficult and hard because it needs administrative resources that are exact and proper with existing strategic plan. Moreover, it needs high administrators' knowledge, capability, skill, expertise, and experience in making the strategic plan fruitful. King Mongkut's Institute of Technolgoy (2011: 48) also states that strategic implementation is very important. The success of the implementation depends on transparent plan and implementation plan management which need awareness, understanding, and recognition in shared duties and responsibilities from all sections of development.

Strategic implementation deals with all levels of organization members and high administrators in the offices who are in charge of relevant duties in their own offices. Another factor contributing to success in strategic implementation is internal communication within the organizations. In other words, every organization member has to be given mutual understanding on organizational direction. If a situation of "some know, but others don't" toward strategic implementation happens, it is the first sign identifying the failure of strategic plan.

A key obstacle of strategic implementation is unexpected problems which delay the procedure of strategic plans no matter how many problems there are on personnel, budget, and equipment, including management capability of middle and high-leveled administrators.

Problems concerning with personnel are the lack of qualified personnel who have knowledge and capability in accord with positions and the lack of moral.

In conclusion, according to the literature review on steps in strategic planning of many scholars, they state that elements of steps in planning strategies

have to be in consistency in that before planning strategies, visions, missions, objectives, goals, policies, internal and external contexts of the organizations, stakeholders' opinions, strategic determination, and strategic implementation have to be learned as shown in detail below.

2.5 Related Research

The study on "Strategies for Generating Success in Transferring Schools in the Upper Northern Region" focuses on related research dealing with decentralization, participation in managing education, readiness in supporting school transfer, and strategic plans. This is grouped as follows:

Related Research on Decentralization

Since the promulgation of the Constitution of the Kingdom of Thailand B.E. 2540 which is a key national law giving precedence to decentralization and determining plans and process of decentralization to the local government organizations resulting in education reformation which links local education management via the National Education Act B.E. 2542, initial studies show that the local government organizations, especially subdistrict administrative organizations (SAO), do not quite understand their role in managing education or declared wish of the National Education Act of B.E. 2542. Additionally, national contexts on society, economy, and attitudes of those relevant are not helpful for decentralizing to the local government organizations at that time (Thaweesit Dumrak, 1999: 29-30). Due to the dynamic of decentralization to localities in several countries worldwide, especially educational decentralization to the local government organizations, it is presented that the autonomy of the local government organizations contributes to their education quality in that the quality can be maintained equal to that of the government or provincial area as there is autonomy in administrating in terms of budget, academics, and personnel management independently from government affairs and politic interference (Waraiporn Sangnaphabowon, 2005: Abstract). However, the effectiveness of decentralization to the local government organizations depends on government sincerity as the transfer and duties have been partially transferred recently but budget and skillful personnel. Sakdaphinit Narongchartsophon (2006: Abstract) regards that the government has to support budget to localities, proceed plans and process of decentralization to the local government organizations on six duties simultaneously, and generate more people's participation. That decentralization policies to the local government organizations are not yet successful can be explained using policy implementation concept of Edwards and Sharkansky (1979, pp. 34) in that the policies can be successfully and effective depend on five factors which are (1)

accurate, clear, and direct communications without having any contradictory command resulting to practical difficulties, (2) flexible resources, namely personnel, budget, materials, buildings, and facilitations, (3) disposition of implementations which either affects or supports policy implementation. The most important aspect is not to be an adversary to assigned policies. (4) Clear bureaucratic structures for the sake of giving command should be established because a lot of regulations and rules sometimes cause performance delay leading to policy implementation problems, and (5) Follow-up from high responsible parties should be given constantly in order to monitor subordinates whether they can perform their assignment to what level. If there is no monitoring, policy damage might occur.

Research related with education management of the local government organizations

Before the promulgation of the National Education Act B.E. 2542 which is important for educational reformation of Thailand, it is found that education management of the local government organizations is not highly effective because of the lack of autonomy in various aspects, namely plans, curriculum development, teaching and learning process, personnel management, budgetary and financial management, people's participation, educational administration committee in localities, and budget or income for education management resulting in budgetary dependence from the central part. Moreover, the administrators of the local government organizations contain limited authority in personnel management. They pay more attention to economy than education leading to a gap among the local government organizations, schools, and people (Phinsuda Siritrungsri and Somsak Dolprasit, 1998: Abstract, Somphong Phiromchom, 2003: 95). When the educational decentralization is initially proceeded to the local government organizations, according to the analyses on roles and possibility of models in letting the local government organizations participate in education management of Somwang Khantharot (2000: 70-71), Praphaphan Chaiwong (2001: 198-208), and the Primary Education Office, Soeng Sang District (2002: Abstract), it is found that the local government organizations have recently managed more non-formal and informal education than formal one. During that time, the local government organizations, especially the subdistrict administrative organizations, are ready in managing only kindergarten level but primary one due to their unreadiness in budget and personnel of the local government organizations. However, they can participate in four areas of education management which are (1) policy determination on local education, (2) budgetary education support, (3) giving supervision and suggestion on school

education management, and (4) monitoring education management standard and results. Umphon Phonpratheepsuriya et.al. (2009: 43-44) notices that in case of small local government organizations, like subdistrict administrative organizations, requirements of participating in school performance are varied due to conditional differences in primary education management of schools under the local government organizations and the Office of Educational Service Area in terms of location and administrators' characteristics (Phasin Tangjuang et.al, 2009: 39-41). Phitsanu Kantang (2006: Abstract) finds that big local government organizations, like provincial administrative organization should manage higher education which needs to have at least three-year education management experience and capability in allocating at least 5-10 percent education budget. Moreover, education management should aim to develop occupations and quality of life in accord with local requirements. It should be held by means of network and internal school management (consisting of general, academic, research, financial, and human resource management).

Researchers also pay attention to factors affecting education management of the local government organizations. There are key findings on factors affecting participation in education management as shown in the research of Praphaphan Chaiwong (2001: 198-208), the Primary Education Office, Soeng Sang District (2002: Abstract), and Weeraporn Cheua-aum (2010: Abstract). It is found that factors enhancing and hindering education management of the local government organizations are a chance given to the local government organizations by schools to participate in education management, relationship between school administrators and those of the local government organizations, experience in education management of administrators and personnel of the local government organizations, leadership skills, educational visions of the administrators of the local government organizations, administrative structure in managing education of the local government organizations, participation on education management, roles and duties of the local government organizations, and budget. The factors on having educational visions of administrators and budget are in accord with McGrath's research (2003, pp. 282) which states that administrators' visions identify serious strengths toward education management in the local government organizations, and budget partially enhances learning process in the local government organizations.

Research related with readiness for school transfer

There are a lot of studies done on school transfer to the local government organizations which focus on readiness or readiness preparation of schools in order to

transfer schools to the local government organizations. Up to now, there have been several studies conducted on initial readiness preparation, namely Samlee Kengthong (2000: Abstract), Waritsara Kamneungtham (2003: Abstract), Montha Khiewsaard (2006: Abstract), the Office of Inspection Area 8 (2006: 33), Sutthiphatpong Somkam (2008: Abstract). It is found that Subdistrict Administrative Organizations in Educational Service Area 5, Suphanburi Educational Service Area 1, the Local Government Organizations in Inspection Areas 1-12, and schools in Chiang Mai Educational Service Area 5 are not quite ready in participating in education management due to their lack of education management experience and educational staff, buildings which are now small and cannot be expanded even though the local government organizations try to make the most of them, unacceptance toward government officers from the Ministry of Education who are concerned about local officers' benefits and advancement that are not equal to those of government officers, educational budget, and the residents' recognition toward education management although the local government organizations regard an advantage of higher education management. Pichai Janchana (2009: Abstract) clearly mentions that there should not be school transfer because schools are not ready to be transferred to the local government organizations because they are afraid of being a puppet for local politicians, losing teacher benefits they used to get, and unsuccessful teaching and learning. The local government organizations also have problems on the lack of administrative visions and readiness to support school transfer because they aim only at developing fundamental structure which results to insufficient budget in managing education. Moreover, personnel management relies much more on patronage system than merit one. This findings are in accord with the studies on education management of the local government organizations as mentioned. Other studies done by Kasetsart University (2002: Abstract), Nittaya Ngernprasertsri et.al. (2003: 411-421), and Phasin Tangjuang et.al. (2009: 39-41) reflect stakeholders' opinions toward readiness in transferring schools to the local government organizations in that legal and political contexts take part in building unreadiness. However, it is accepted that school transfer policies are proper based on decentralization concepts with a key drawback on the government as a policymaker who relies on laws much more than participation. Although readiness does not occur in all local government organizations, they totally agree that they do not want to undertake education management. Schools do not express whether they are ready or not, they do not prefer being transferred to the local government organizations claiming that school transfer is not proper to the contexts of the nation. Also, people still lack faith and confidence in readiness of local politics.

Even though the studies entirely mentioned illustrate that the local government organizations lack readiness in receiving school transfer, many researchers still give precedence to school transfer to the local government organizations because they regard that trend of decentralization to the local government organizations has to be proceeded due to the fact that the trend is widely interested as stated in relevant acts identifying the State or relevant offices to comply with them. The study done by Suchart Sophaporn (2003: Abstract) presents that small local government organizations, like subdistrict administrative organizations, try to build overall readiness in order to be responsible for local education management in small to medium levels. Then, Somporn Soonthornyart (2005: Abstract) and Phasin Tangjuang et.al. (2009: 39-41) find overall picture of readiness in transferring education to the local government organizations which can be separately analyzed in three aspects which are contexts in (1) laws. It is found that it is ready in terms of laws, but there are still confusion and misunderstanding in interpreting three relevant laws that are the Constitution of the Kingdom of Thailand, the National Education Act B.E. 2542, and the Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542. (2) Local politics is not strong, independent, and insufficient in terms of people's participation in receiving school transfer policies from the local government organizations. , And (3) in terms of decentralization policies, even though all sections, namely schools, the local government organizations, and people, regard that decentralization concept is good, educational transfer policies to the local government organizations are not ready and proper to be proceeded. If it is proceeded at that time, it may affect youth, for example, directly. Therefore, conclusive factors should be considered carefully. According to Montha Khiewsaard (2006: Abstract), it is found that three fourth of the local government organizations do not have strategic or development plans to get ready in basic education management. It is seen that overall picture of educational transfer still contains obstacles from those mentioned conditions. However, from the studies done specifically on a particular local government organization, the findings are different. For example, Koson Sutthangkoon (2006: Abstract), finds that the local government organizations in the level of municipality in Suratthani Province are ready in receiving educational transfer in all aspects which are budget, academics, personnel, administration, respectively. This matches with the study done by Wanlop Lumpie and Phanthep Withitanan (2006: Abstract) which shows that municipalities are ready in supporting basic education decentralization much more than subdistrict provincial and administrative organizations, respectively. The local government organizations in Mae Hong Son Province contain readiness in every aspect in order to

support educational transfer, but there are key problematic obstacles are found in budget and lack of personnel having knowledge in education management (Chalerm Pluppheungprai, 2007: Abstract)

In order for school transfer to the local government organizations to be practical leading to the study that tries to search for models of transferring schools to the local government organizations, it is found that the local government organizations have to have models and their implementation. In terms of models, there are four key elements which contain (1) participatory administrative structures of transferred schools, (2) internal administrative structures of schools consisting of six administrative groups which are (2.1) academics, (2.2) personnel, (2.3) plans and budget, (2.4) student affairs, (2.5) general affairs, and (2.6) information technology and communication, (3) educational committees, education management plans, determination of administrative standards, personnel enhancement in education management, and income potential showing management and monitoring plans in terms of educational budget, and (4) performance manual as a major document explaining systems and directions of proceeding from the beginning to the end of a procedure. For model implementation, school administrator have to employ change leadership, participation, PDCA, information technology, communication, and continual human resource development (Nittaya Ngernprasertsri, 2003: 411-421; Yongyut Yaboonthong, 2008: Abstract).

To proceed based on the models stated in those studies cannot be conducted easily in a short time because many school personnel under the Primary Education Office are against the transfer (Phasin Tangjuang et.al, 2009: 39-41). From the studies mentioned, it is stated that factors affecting readiness preparation should be taken into consideration conclusively. There are scholars paying attention to relevant factors or key indicators for school transfer, namely Kanchano Phasuraphan (2002: Abstract), Nittaya Ngernprasertsri et.al. (2003: 411-421), Phasin Tangjuang et.al. (2009: 39-41), and Sutthiphatpong Somkham (2008: 77-78), respectively. They find that the indicators for school readiness are (1.1) capability in teaching and learning. Schools should have academic management on curriculum, teaching and learning process, media of teaching and learning, monitoring within schools, and quality assurance in schools, (1.2) organization management that enhances relationship with communities, (1.3) administrators possessing leadership skill, knowledge, and abilities, (1.4) budget, (1.5) qualified teachers who are professionally developed in a constant manner, and (1.6) curriculum that is in accord with localities. (2) Factors indicating success in transferring schools are those in (2.1) readiness, (2.2) requirements, (2.3) appropriateness, (2.4) unsustainability and uncertainty in

education policies of local politicians who change their political pole which is dangerous for education management, (2.5) autonomy, especially the need in maintaining juristic status and teachers who need the right in being transferred as they used to get when they are under the Office of Educational Service Area and in being government officers rather than being local officers. Nittaya Ngernprasertsri et.al. (2003: 411-421) suggests that school transfer should be proceeded gradually on the conditions of readiness, requirement, and appropriateness which are considered concepts and ket strategy in transferring schools no matter how proper the models of school transfer are or how ready the developing factors in enhancing readiness among the local government organizations or schools are. Montha Khiewsaard (2006: Abstract) finds that most local government organizations do not have strategic or development plans in order to build or prepare readiness in basic education management. The plans in preparing readiness of setting or receiving school from the Ministry of Education are also not found.

Related Research on Strategic Plans and Their Development

According to the research on strategic plans and their development, it is found that it deals with their implementation to solve key organizational problems. For example, the development of strategic plan used to proceed the public relations for the Queen Savang Vadthana Memorial Hospital which is not thorough, clear, systematic, and encouraging can promote the public relations affair of the hospital effectively after the strategic plan is implemented (Piyanet Khonchalart, 2002: Abstract). Strategic plans are developed to push key projects which are useful to overall societies. For example, the strategic planning in proceeding the Project of Universal Health Care Coverage requiring the fundamental health care service which is an overall, continual, and integrated service can be used as guidelines among hospital administrators and personnel after the strategic plans are developed so that people can access the service easily and independently, including giving a chance to people or their representatives to take part in the developed strategic plan of building the universal health care coverage both in the future and in the current time (Nittaya Kantarum, 2003: Abstract). The development of strategies in order to solve problems in educational resource mobilization for developing basic schools is also found (Phatcharakit Puangnil, 2010: Abstract).

In terms of the study of strategic plan, it is also developed to be utilized and mobilized in developing education constantly as found from the several developments of strategic planning models in basic schools (Jittraporn Yaisil, 2006: Abstract), strategic plan management models of basic schools in the context of decentralization

(Dusit Somsri, 2008: Abstract), strategic plans for higher education in the localities which focus on community cooperation in order to build potential in preventing drug addiction (Phaireua Tritilanan, 2006: Abstract), participatory strategic plan of Rajamangala University of Technology Lanna (Parichart Buajareon, 2008: Abstract), strategy in mobilizing educational resource for developing government basic schools (Phatcharakrit Puangnil, 2010: Abstract). The development of strategic plans for developing localities and education of the local government organizations are also found as seen from strategies of developing localities to achievement (Phaiboon Phosuwan, 2008: Abstract), education administration strategies for transferred schools from the Office of the Basic Education Commission to subdistrict administrative organizations (Sukanya Chamchoi, 2009: Abstract), etc.

When considering details of strategic plan development plans mentioned, it is a part stating about procedures in developing strategies as seen from the studies of Jittraporn Yaisil (2006: Abstract) and Phaiboon Phosuwan (2008: Abstract). It is found that developing procedures of both studies are similar in key issues. However, there are differences in minor matters of objectives in strategic planning which are (1) determination of strategic planning committee structure, (2) analysis of administrators' policy and vision, (3) data collection and analysis, or readiness preparation on information and personnel for strategic planning, (4) determination of performance issues and community discussion in order to determine clear issues to be proceeded, (5) internal and external contexts analysis, (6) determination of developing strategies, (7) implementation, (8) monitoring, (9) building the sense of belonging in the communities, and (10) performance expansion in building wide network. Montha Khiewsaard (2006: Abstract) studies methods in planning education development of the local government organizations called "Strategic Plan" which set the time frame of 3-5 years of development while in some this can stretch to 10 years. The steps in planning strategies are (1) doing a survey of community and school requirements and (2) planning in the form of committee.

In terms of details of strategic plans used to determine action plans, these are found in the study of Montha Khiewsaard (2006: Abstract). Although there is no strategy for readiness preparation on the transfer, the local government organizations containing strategic or development plans in order to get ready during 2002-2004 specify (1) visions in education management, (2) preparatory plans on buildings, personnel, and budget for education management, (3) missions and goals in planning annual action plans to support missions in each year as set in development plans, and (4) monitoring, inspecting, and assessing systems for developing education quality. Parichart Buachareoen (2008: Abstract) develops participatory strategic plans in

schools consisting of three issues and 15 strategies focusing on promoting vocational education management based on science and technology, development of management quality, competency increase in competing via research production, invention, innovation, and academic administration to societies. Dusit Somsri (2008: Abstract) develops models of strategic plan administration for basic schools in the context of education decentralization consisting of three key parts which are (1) introduction, such as model objectives, education decentralization aspects, opinions and concepts used in a design, model elements, and conditions for model implementation, (2) strategic plan administration, such as strategic determination, implementation, assessment, and feedback for measures overseeing strategic plan administration in each step, and (3) effectiveness in administrating strategic plans. Phatcharakrit Puangnil (2010: Abstract) develops strategies in mobilizing educational resource to develop government basic schools by classifying strategic development in four areas which are (1) capital or budget consisting of eight strategies, 21 measures, and 43 indicators, (2) personnel consisting of eight strategies, 23 measures, and 48 indicators, (3) materials and technology consisting of eight strategies, 24 measures, and 57 indicators, (4) estate and construction consisting of eight strategies, 23 measures, and 49 indicators, and (5) learning sources consisting of eight strategies, 23 measures, and 45 indicators.

The number of studies mentioned shows that strategic implementation is influenced by several factors that are factors affecting local developing strategy implementation and its achievement. These depend on six key factors which are (1) administrators' generosity in accepting others' opinions, (2) residential participation, (3) cooperative relationship between administrative board and local council, (4) change leadership in improving community behavior, (5) officers' ability in working under limitations, (6) alert and sacrificial societies, and (7) support from central bureaucratic part (Phaiboon Phosuwan, 2008: Abstract). In terms of participatory strategies of schools, factors are found differently which are (1) administrative positions, (2) importance awareness, (3) organization commitment, (4) knowledge and understanding on strategic planning, (5) skills in strategic planning, and (6) attitudes toward cooperation in strategic planning (Parichart Buachareon, 2008: Abstract). All of these involve with three key factors which are (1) organization, (2) personnel, and (3) management factors based on cooperative and decentralizing concepts (Phatcharakrit Puangnil, 2010: Abstract; Dusit Somsri, 2008: Abstract). In terms of factors affecting strategic implementation in administrating education of schools transferred from the Office of the Basic Education Committee to the local government organizations successfully, it is found that they consist of having (1) clear education

development plans in accord with development plans of the local government organizations which are derived from participatory process, (2) visions and leadership skills of administrators in the local government organizations and school directors (McGrath, 2003: pp. 282), (3) teachers and educational personnel working, facilitating, and helping each other as a team, (4) a sense of school belonging, and (5) cooperative learning cultures of schools, communities, and the local government organizations (Sukanya Chamchoi, 2009: Abstract).

According to related research, key and useful remarks leading to this study are found as seen in the study of Phaireua Tritilanan (2006: Abstract). It is found that communities and schools seldom cooperate in having activities for societies, such as drug addict prevention. There is not community plan reflecting cooperation with schools as mentioned. The developed strategies should focus on building more cooperation between schools and communities, developing potential, strengthening communities, and expanding network to other communities.

2.6 Conceptual Framework

According to literature review of concepts and theories, it is found that the local government organizations have administrated basic schools for a long time. This might be under either the Ministry of Education or the Ministry of Interior, alternatively. Finally, the Ministry of Interior have constantly administrated schools via the local government organizations in the levels of municipalities and provinces. Nowadays, the Constitution of the Kingdom of Thailand B.E. 2550, the National Education Act of B.E. 2542 and Amendments (Second Act) B.E. 2545, and the Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542 and Amendments (Issue 2) B.E. 2549 determine the rights to the local government organizations in managing education depending on their appropriateness under the readiness that the Ministry of Education determines. According to the basic education management of the local government organizations that has been proceeded constantly based on the Act which is a leading role in determining the right in managing education of the local government organizations, the conditions in managing education of the local government organizations currently can be classified into two aspects which are self-established schools and schools transferred to be under the Ministry of Education.

In terms of transferring school from the Office of the Basic Education Commission to the local government organizations, this is constantly proceeded resulting from the Act which is a leading role in education of the local government organizations. The previous government also determines the transfer to the local

government organizations under the supervision of the Committee of Decentralization to the Local Government Organization. School transfer from the Office of the Basic Education Commission to the local government organizations needs to do a survey on readiness of the local government organizations based on conditions set by the Ministry of Education. The key condition on readiness is sufficient budget for managing education. After receiving transferred schools, the guidelines of administrating within the local government organizations have to be determined based on the conditions which are (1) decentralization to transferred schools, (2) arrangement of organizational structure in accord with policies and national education standards, (3) supervising committees in managing education of the local government organizations, and (4) arrangement of personnel management for education.

However, school transfer to the local government organizations has not been smooth because of the rejection of school personnel contributing to less school transfer to the local government organizations. Schools and the local government organizations need to prepare readiness in accord with regulations of the Ministry of Education. Some scholars suggest strategic determination in school transfer in order to be able to comply gradually on conditions of readiness, requirement, and appropriateness. Therefore, this study aims at readiness preparation on school transfer to the local government organizations. The local government organizations have to prepare their readiness before being assessed on their readiness in receiving school transfer by studying internal and external contexts (of the local government organizations and schools) in order to develop strategies generating success in school transfer via studying with the local government organizations and schools transferred to the local government organizations in the northern upper region. Strategies on transferring schools obtained from this study will be useful for the local government organizations and schools so that they can proceed the school transfer based on readiness conditions and criteria determined by the requirements of local and school stakeholders. They are expected to proceed properly, especially on conflicts from school personnel who still lack confidence in benefits and working security. Even though their schools change education management direction, they can proceed independently. The change of status from government officers to local ones based on regulations of benefits and other incentives that are not less than the previous ones. The procedure of this study is performed based on the conceptual framework as shown in Diagram 8.

The local government organizations

- Plan: education management plans
- Management: methods of education management
- Budget: budgetary preparation for education
- Needs: community requirements
- Stakeholder: opinions of those relevant

Schools

- Leader: leaders having authority in decision making
- Plan: education management plans
- Personnel: personnel management
- Knowledge: building knowledge and understanding for teachers and school committees

SWOT

Internal Contexts

- Experience in education management
- Readiness preparation plans in managing education
- Methods in administrating and managing education
- Income allocation for education
- Education levels and types in accord with problems and community needs
- People and stakeholders' opinions

External Contexts

- Political situations
- Economic conditions
- Social and cultural conditions
- Technological advancement

Transfer Conditions and Problems

- Education policy determination
- Education management
- Personnel management
- Academic and curriculum affairs
- Budgetary support
- Education standard inspection

Successful Factors

- Sufficient income in managing education
- Decentralization to schools
- Internal organization structures
- Efficiency of committee performance

Strategies Employed

- Build strengths to organizations
- Generate knowledge and understanding for personnel
- Accept changes
- Build readiness for relevant offices
- Knowledge management among organizations to build overall confidence
- Improve administrative system to be in a form of committee
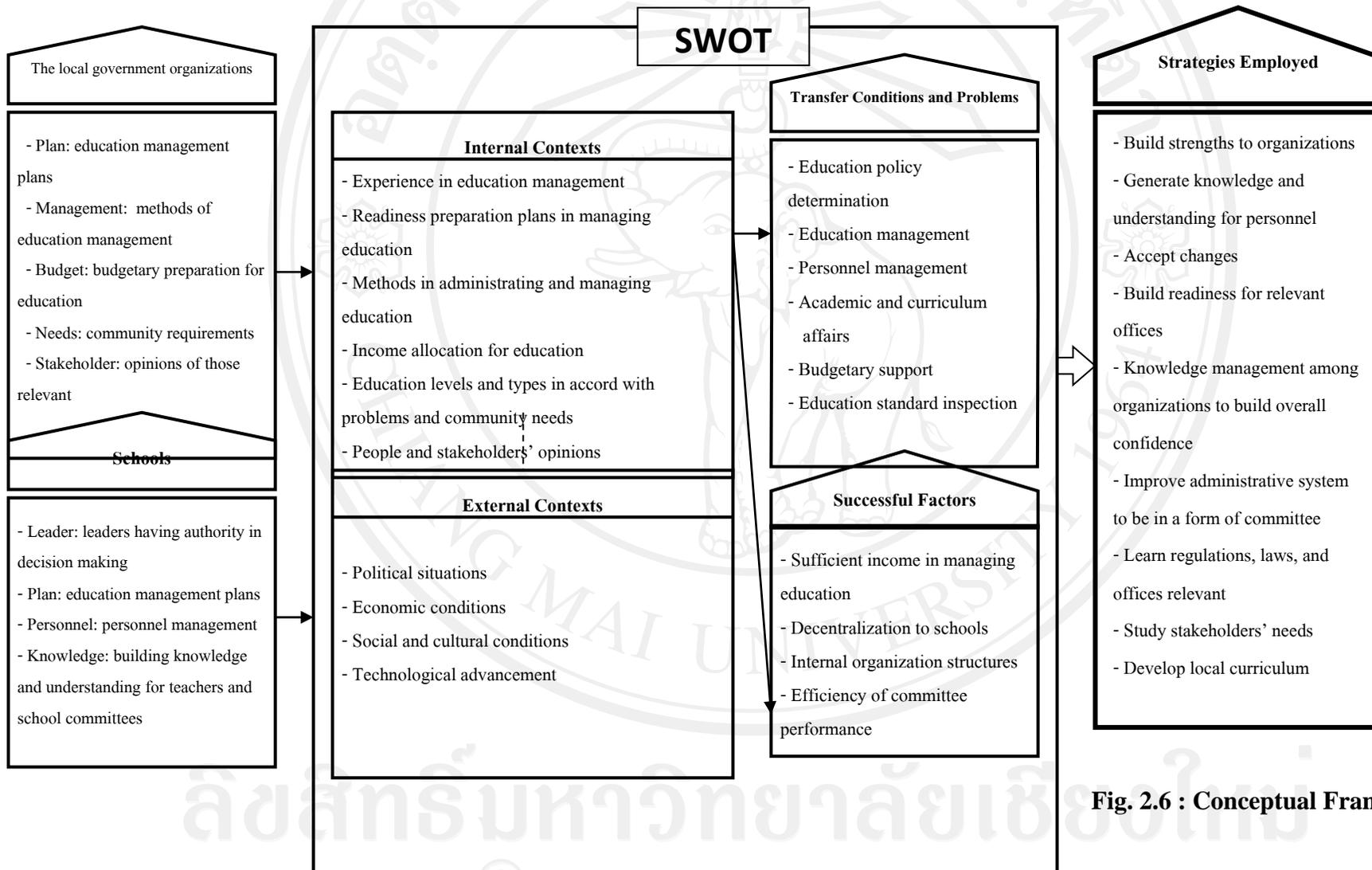- Learn regulations, laws, and offices relevant
- Study stakeholders' needs
- Develop local curriculum

Fig. 2.6 : Conceptual Framework