CHAPTER 4
RESEARCH RESULTS

The research results of the research entitled "Strategies for Generating Success in Transferring Schools in the Upper Northern Region" are presented in five parts based on the research steps as follows:

Part 1: Research findings on readiness preparation before the transfer

      1.1 Readiness preparation of the local government organizations

      1.2 Readiness preparation of schools

Part 2: Research findings on conditions and problems before and after school transfer

      2.1 Conditions and problems of the local government organizations

      2.2 Conditions and problems of schools

Part 3: Research findings on contexts influencing school transfer

      3.1 Transfer policies of the local government organizations

      3.2 Transfer policies of schools

      3.3 School contexts

      3.4 Participation of stakeholders

      3.5 Societies and cultures in an educational area

      3.6 Transfer policies of the state

      3.7 National economy

      3.8 Political situations

      3.9 Professional security in bureaucracy

Part 4: Results of strategic development generating success in school transfer

Part 5: Results of utilizing strategies generating success in school transfer

Part 1: Research findings on readiness preparation before the transfer

Information gained from the interview with the informants from the local government organizations and transferred schools about readiness preparation before school transfer is synthesized and presented in two sections as follows:

1. Readiness preparation of the local government organizations

1.1 Operation on transfer preparation

The interview scope with the main informants on readiness preparation for the transfer of the local government organizations covers four main issues which are as follows.

(1) The determination of school transfer period: Based on the interview results, the overall picture of readiness preparation on the transfer in terms of the determination of school transfer period of the local government organizations is found that there are some groups that determine the school transfer period and others that do not do so detailed as follows:

(1.1) The school transfer period determined: A number of the local government organizations determines school transfer period in each fiscal year in order to urge the preparation set in ministerial regulations and also urge schools requiring the transfer to manage or prepare their readiness in time with the determined period. The local government organizations regard that their readiness preparation is not complicated and can be systematized quickly while schools regard that it might take longer time in preparing school transfer readiness. However, according to the interview result, it is found that the determination of time period for readiness preparation is usually set by administrative sections as they consider their urgency in preparation as proposed in their policies to the legislative. It is remarked that each local government organization does not normally set the time frame of school transfer beyond a term of an administrative section in that organization.

(1.2) The school transfer period not determined: A number of the local government organizations does not set exact time frame of their school transfer. However, all of the local government organizations which are included in the scope of this research have already been transferred. According to the interview results, it is found that the local government organizations that are quite ready in several criteria set in the ministerial regulations might perform additional improvement easily. The local government organizations internally coordinate with schools in order not to put more pressure to the schools. If the schools are ready, the time frame is set in order to be evaluated on their readiness and complete the transfer as identified.

(2) A number of schools and levels of education can be transferred: It is found that each type of local government organizations possesses different capabilities in receiving school transfer. The informants have given information conforming to the Cabinet Resolution on November 8, 2005, defining each type of local government organizations can receive school transfer based on number and level

of education as follows: (a) provincial administrative organizations can receive not more than three schools–one high school and two junior high schools, primary schools, or educational expansion schools, (b) municipalities that have ever managed education can receive not more than two schools–junior high schools, primary schools, or educational expansion schools, and (c) subdistrict municipalities and subdistrict administrative organizations that have never manage education can receive one primary school. All of the local government organizations in the upper northern region follow the criteria set above.

(3) Determination and assignment of duties to those responsible before the transfer: It is found that all local government organizations assign duties to their internal departments that are responsible for education, namely division of education and the departments that are responsible for planning, in order to be in charge of transfer preparation together by preparing education management and determining plans on readiness preparation in education management, management methods, and income allocation for education. If any local government organization does not have a department that is directly responsible for education, there should be plans for establishing a division of education and asking for opinions of people and stakeholders on this matter; most of them are people, offices, and other organizations in an area that the local government organization is responsible for. Those assigned have to coordinate with the primary or the secondary educational service area offices, including people in their responsible areas in order to build mutual understandings, prepare documentation, and coordinate with relevant offices.

1.2 Budget for transfer preparation

The interview scope with main informants on budget preparation for transfer preparation of the local government organizations covers three important issues which are as follows.

(1) Budget preparation and sources: The local government organizations allot budget for readiness preparation to support the transfer, but the amount of budget might vary depending on conditions, necessity, or progress of preparation. The beginning of budget preparation for the transfer is the determination in a 3-year development plan in order to be selected for annual expense preparation. However, in the preparation stage, the local government organizations prepare budget only for relevant activities, such as budget for renovation of buildings and landscape of divisions of education in order to get ready for administrative activities in the long run or after the school transfer, and budget for training and seminar in order to give knowledge on school transfer to relevant personnel, etc. For the local government

organizations that have ever managed education, they prepare budget for readiness preparation for the transfer in order to enhance and support teaching and learning, have enough teachers, renovate environment to be appropriate for teaching and learning. This enables the local government organizations not to waste budget for readiness preparation. The source of this budget derives from their own income or incentives from the state. If it is found that there is no budget allocation to support transferred schools in each year, the allocation will be set to the following year in order to prepare for all issues completely.

(2) Budget support from other sources: Although the local government organizations are autonomous in administrating their own budget, the school transfer is operated based on state policies to which Department of Local Administration is assigned. Therefore, Department of Local Administration, Ministry of Interior has to allot budget to support decentralization promoting plans in order to conform to Determining Plans and Process of Decentralization to Local Government Organization Act B.E.2542 which determines the Decentralization to Local Government Organization Committee to have authority in considering income allocation criteria to support the local government organizations in terms of VAT allocation. Although it cannot be identified the amount of school transfer incentives that Department of Local Administration gives to the local government organizations, the process of expense budget of the local government organizations has to be specified the sources of their income whether they are from their own income or they are from the incentives supported by Department of Local Administration.

(3) Preparation of other resources: The readiness preparation for school transfer of the local government organizations not only prepares budget which is a key management resource but also prepares other supplementary aspects, namely buildings and the readiness preparation of residents in an area in order to possess understanding on school transfer. The local government organizations should have a chance to meet them frequently in order to publicize school transfer guidelines or ask for their comments.

1.3 Document preparation

Document preparation plays an important role in requesting for being evaluated. However, necessary documents are relevant with a position or status of the local government organizations, financial status, personnel, regulations, local developing plans, municipal laws, performance reports used as evidence for relevant issues, and performance summary reports on issues relevant to readiness evaluation in three previous years. The local government organizations have to take the following

aspects in consideration: (1) studying indicators used to evaluate readiness in managing basic education, (2) cooperating with relevant offices and personnel both in and out of the local government organizations in preparing documents based on the indicators, and (3) gathering and classifying documents into groups as identified by criteria and indicators determined.

1.4 Cooperation with external offices

During the readiness preparation on school transfer, the local government organizations cooperate with external sections or offices in order to ask for help, comments, or consult in relevant issues about readiness preparation. This includes (1) the Educational Service Area Office which is an affiliation of transferred schools, (2) the local government organizations receiving or going to receive schools, (3) Provincial Office for Local Administration, and (4) Department of Local Administration. The cooperation is performed in order to make the readiness preparation of the local government organizations perfectly complete because each cooperative office is considered a useful informant.

1.5 Data base preparation

The readiness preparation for school transfer of the local government organizations is performed in a policy level supported by relevant laws and conditions on readiness preparation in order to receive evaluation. Therefore, there is a need in preparing important data base benefiting organizations and personnel at the same time. According to the interview results, the local government organizations prepare key data bases on (1) educational personnel of the local government organizations for the sake of preparing organizations and conducting budget in terms of salary and incentives to personnel, including serving as school information about the number of personnel and responsibilities for preparing in sharing duties, especially in teaching and learning management in the future, (2) teaching and learning management focusing not only on formats used along with the transfer which identify more teaching and learning work load but also on utilization for adjusting teaching and learning process appropriately in case they might receive more transferred schools under them, and (3) assets. The most important consideration is the application of curriculum which localities require.

1.6 Preparation of various projects to prepare for readiness

Because the operation on developing of the local government organizations needs budget preparation for projects, the local government organizations need to

operate in accordance with strategic plans of development and three-year developing plan. The budget and projects involved with school transfer identify readiness preparation in various dimension and accurate based on the practice of the local government organizations. According to the interview, it is found that the local government organizations prepare several projects for readiness preparation consisting of the projects of (1) developing environment around schools that are preparing to be transferred to the local government organizations, especially learning environment, (2) developing personnel's ability and qualification of the local government organizations, especially educational personnel, (3) developing education management quality of schools under former affiliation by supporting more budget from the local government organizations to schools under them than that in the previous year in order to give guidelines of education management that are able to be merged with those of transferred schools. The local government organizations might send personnel to participate in workshop with other units or organizations hosting this by considering its appropriateness occasionally. (4) Addition or renovation of buildings and appurtenant structures which has been studied previously by the local government organizations, (5) meetings to give information hosted by the local government organizations and personnel of transferred schools, (6) meetings to give information people in the area, including a survey of people's opinions on receiving school transfer, and (7) having field trips to other places, especially to successfully transferred organizations. All projects mentioned cannot be performed similarly by the local government organizations. Only some can be done in the same direction, such as a survey of people's opinions, and personnel preparation on building understanding about education management after receiving the transfer or additional comprehension on education management after the transfer, etc.

1.7 Understanding building on relevant regulations

School transfer operation needs to have understanding on regulations of Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542, including ministerial laws followed the act. Apart from these, there are other regulations determined by the Decentralization to Local Government Organization Committee for the local government organizations as guidelines for transfer preparation. According to the interview, the relevant regulations for transfer preparation consist of (1) the Constitution of the Kingdom of Thailand B.E. 2550, (2) Determining Plans and Process of Decentralization to Local Government Organization Act B.E. 2542, (3) the National Education Act of B.E. 2542 and Amendments, (4) the Local Personnel Administration Act B.E. 2542, (5) the

Government Teacher and Education Personnel Act B.E. 2547, and (6) regulations determined by the Committee of Decentralization to Local Government Organizations.

2. Readiness preparation before school transfer
2.1 Operation on transfer preparation

The scope of interview with main informants on readiness preparation for school transfer covers three main issues which are as follows:

(1) Determination on transfer policy of schools to the local government organizations is considered a key issue because it deals with school status and school personnel in a long run. It is needed to be determined as a policy so that school personnel, school committees, guardians, and people in an area possess understanding on school transfer to the local government organizations in the same direction. The important processes are (a) studying laws on the determination of decentralization plans and processes to the local government organizations, including decentralization guidelines to the local government organizations from committees and other manuals concerning with readiness preparation on school transfer to the local government organizations, (b) studying school contexts on various issues, namely the number of students in each academic year, budget supported from the government, buildings, and durable educational articles in order to evaluate on possible impacts or tendency in the future before and after transferring to the local government organizations, and (c) having meeting and discussion in order to gain understanding from school personnel so that the analysis of the pros and cons of school transfer to the local government organizations which enables school personnel to have various opinions shared among them, and (d) having meeting and discussion between community, guardians, school committees, and all relevant parties.

After operating based on instructions as mentioned, it is found that (a) nowadays school transfer to the local government organizations is not only determined as education participation of the local government organizations but only determined by laws to transfer public affairs to the local government organizations. The school transfer is included in education mission transfer. (b) Schools find that people's families in an area are poor, guardians whose economic status is good always send their children to study in schools out of their areas. For internal situations of schools, it is found that buildings are dilapidated; the number of personnel does not match with the amount of work which does not contain only teaching and learning but

also extra-curricular activities that teachers have to share responsibilities for media and teaching and learning devices which are dilapidated and cannot be replaced in time; school areas are small; the budget received for school administration is not enough delaying school development affecting educational quality so much that the satisfaction level of students, guardians, and internal personnel is decreasing. (c) School personnel's feelings and thoughts toward internal and external situations found might affect the future results. After the talk with personnel, it is seen in the same direction toward important issues in that the decreasing number of students affects various aspects, namely the education quality that schools cannot fully deal with because they are in the condition of insufficient budget due to decreasing incentive per capita; for being transferred or not, personnel agree that this should depend on each individual's consideration whether he/she requires to transfer to the local government organizations or not, and (d) after sharing opinions among those involving, internal school problems are spotted. The local government organizations are also considered possessing readiness on budget and education management. The transfer can help all people to have equal educational chance which can upgrade educational quality as similarly as that of other external schools which are popular among guardians.

(2) Determination of time frame for the transfer: It is found that there are schools determining and not determining time frame for the transfer as follows:

(2.1) School having school transfer time frame: There are many schools determining time frame for school transfer to the local government organizations in order to urge readiness among their personnel, have enough time to collect data for decision making on transferring to be personnel of the local government organizations. Normally, the time frame is set for one fiscal year. On condition of the school transfer, schools have to do paper work that is time frame determination to request for the transfer before the first semester in order to be evaluated on readiness, the notification on readiness preparation result to schools, and time period of 360 days for evaluating the readiness of the local government organizations. In order to be in accordance with budget management plan of the local government organizations and receive budget support of schools from Education Ministry during the performance, schools also seek confidence for the transfer by having field trips or inviting personnel of the local government organizations to give knowledge about various concepts on management, finance, personnel, and education management until the pros and cons of the transfer are learned.

(2.2) Schools without having school time frame: Some schools do not determine the time frame for the transfer to the local government organizations

obviously. Although schools do not do so, they always cooperate on school transfer with the local government organizations. Interviewees see that schools prepare readiness faster than the local government organizations because their affiliation gives them autonomy for the transfer. Moreover, the juristic status of schools enables them to make a decision on the transfer by themselves.

(3) Assignment of duties to responsible parties: School transfer needs to be prepared on many aspects based on school transfer regulations, namely buildings, places, materials, durable articles, facilities, academic affairs, participation from several sections, and operation plans for building readiness of transferring schools. The interview results show that schools assign responsibilities to their personnel in order to operate on relevant sections. These assigned personnel are as follows:

(3.1) School committee that cooperates with school administrators in order to study laws and regulations relevant to school transfer and present to the school meetings for consideration on the pros and cons of the transfer toward students, teachers, personnel, education quality, and others as supplementary information for decision making of personnel and stakeholders on transferring to the local government organizations.

(3.2) Other school sections, namely academic, personnel administration, general administration, and budget sections, are assigned to study details relevant to their specific work. Personnel section, for example, studies legal aspects relevant to rights, benefits, personnel advancement after being changed their status to work for the local government organizations. After getting the relevant information, school personnel should be made understood. Academic department should analyze its job descriptions, current support from its affiliation, trend to be supported by the local government organizations, and the chance of developing education quality to meet standard based on the consideration on policy scope about education management of the local government organizations in general and the local government organizations that will receive the transfer which is a study on an analysis of job description scope for each duty in schools based on National Education Act B.E. 2542 consisting of four duties which are academic administration, budget administration, personnel administration, and general administration. Each duty contains various scopes; therefore those assigned have to analyze guidelines of operation after the transfer. Problems, obstacles, and solutions are learned and presented in the meetings of school administrators, school committees, and other stakeholders depending on chance to meet.

(3.3) Public relations: Normally, public relations is one of the school administration duties in general. School transfer is a big issue that every section has

to understand in the same direction that is having mutual understanding in goals, concepts, and pros and cons that stakeholders can receive. Therefore, it is determined as a key duty that needs an assigned party in order to cooperate with stakeholders, communities, officers that are school personnel working with other task forces in schools and publicizing progress, short-termed guidelines, and plans relevant to the transfer.

(3.4) Committee of readiness evaluation: Schools appoint nine committee members of readiness evaluation consisting of three savants, three representatives from local government organizations, and three representatives from Educational Service Area Offices who evaluate readiness based on criteria determined by the Office of Committee of Decentralization to Local Government Organizations.

2.2 Budget for transfer preparation

There are two budgetary sources used to prepare for school transfer which are as follows:

(1) Budget preparation and sources: Planning for school budget is important for readiness preparation in transferring to the local government organizations. Like the local government organizations, schools have to plan for their annual budget. According to the annual budget plan, schools estimate their income (mostly from the incentive per capita from the state, scholarship incentives, incentives from the local government organizations, and school incomes during a fiscal year) in order to cover activities and projects held in a particular academic year and be in accordance with estimated incomes which schools have prepared to be an expense for readiness preparation on the transfer in their supply item.

(2) Budget supported or sponsored by other sources: Apart from having school budget for readiness preparation on school transfer, schools are occasionally supported by individuals, organizations, or donating units.. However, the amount of money is not as much as school expense that schools need to spend from their income. Schools might ask for being supported from the local government organizations based on their duties. The budget used for readiness preparation on school transfer is not that high.

2.3 Readiness preparation on documents

Schools that are going to be transferred to the local government organizations prepare their readiness on documents in order to express the levels of their potential and capacity so that the local government organizations receiving the transfer can estimate their budget preparation to enhance future potential. Documents

that schools need to prepare for being evaluated consist of developing plans on education and schools, namely strategic plans, action plans, educational supervising plans, budgetary plans, and a survey on residents' requirement which identifies community needs on the transfer to the local government organizations.   The documents mentioned can be classified into (1) external assessment result reports on education quality, cycles 1 and 2 and self-assessment result reports from the Office for National Education Standards and Quality Assessment (Public Organization), (2) 3-year or 5-year quality developing plans, (3) school developing plans consisting of strategic plans, annual plans, and budgetary plans, (4) information technology, namely school accounts giving information about school personnel (teachers and students), buildings, budget, materials, durable items, estate, and construction, and (5) documents on the survey of opinions from teachers, guardians, educational committees, and communities and meeting minutes on the transfer or transfer requirement to the local government organization. These documents are collected and performed by several sections in schools assigned.

2.4 Coordination with external offices

In order to prepare for readiness before school transfer, schools have to coordinate with other external offices which are (1) other schools that are preparing for the transfer or have been transferred already or those under the local government organizations for the sake of document preparation and building understandings based on obtained information among personnel, especially on the issues that they doubt, (2) the local government organizations that are going to receive the transfer or have already received the transfer. The coordination can be in the forms of field trips, document preparation, or the study of information for school personnel in order for them to make a decision on the transfer, (3) educational service areas that are affiliations of schools or other educational service areas that have ever transferred to the local government organizations, (4) the Committee of the Basic Education Office that can give in-depth information about the transfer or the former results on the transfer.

2.5 Data base compilation

Data base compilation of schools is considered very important during transfer preparation because it is regarded as important information technology that needs to be revealed to every section involved. Schools have to compile their data base thoroughly which can be employed promptly. The most important aspect is keeping the data base up to date and convenient for further utilization and decision

making on all cases involving with school transfer. According to the interview results, it is found that schools compile important data base consisting of (1) the number of personnel and students, (2) the survey of satisfaction or requirement of transferring schools to the local government organizations obtained from personnel and residents, (3) assets, durable articles of schools, and (4) other matters, namely academic affairs, personnel administration, general affairs, and budget. These data bases have to be ready for being presented for decision making or situational evaluation on school transfer.

2.6 Preparation of other projects in order to support readiness preparation

In the point of view of schools, transferring schools to the local government organizations is a big issue because the possible changes can be varied and affect both schools and their personnel. Therefore, readiness preparation for the transfer is necessary. According to the interview with school representatives, it is found that many projects are prepared in order to determine activities for readiness preparation before the transfer to the local government organizations. These are projects of (1) developing quality and effectiveness on academics of personnel and giving knowledge and understanding on education management of the locality, (2) developing places, buildings, and other assets so that they are ready for future teaching and learning, (3) developing teaching and learning materials so that they are ready to be used at once, (4) operation of developing an educational quality plan for schools which needs to be continued although schools cannot be transferred to the local government organizations, and (5) field trips to the local government organizations or transferred schools.

2.7 Building understanding on relevant regulations

For schools that are preparing for the transfer to the local government organizations, they formerly comply to regulations set by Education Ministry which need to be revised or sought for others in order to be used as guidelines on readiness preparation. These regulations can guarantee that every performance is proceeded correctly step by step. According to the interview, it is found that there are laws and relevant regulations as follows: (1) the National Education Act of B.E.2542 and Amendments, (2) Teachers and Educational Personnel Council Act B.E.2546, (3) Education Ministry's Announcement on Criteria, Procedures, Conditions, Indicators, and Quality Level of Evaluating Readiness in Basic Education Management of the Local Government Organizations B.E.2547, (4) the Local Personnel Administration

Act B.E.2542, (5) the Government Teacher and Education Personnel Act B.E.2547, and (6) regulations or resolutions of the Decentralization to Local Government Organization Committee which determine public mission transfer.

Part 2: Research findings on conditions and problems before and after school transfer

According to the interview result of the informants from the local government organizations and transferred schools about conditions and problems before and after school transfer, the data are synthesized and separately presented into two parts as follows:

1. Conditions and problems of the local government organizations

1.1 Conditions and problems before receiving the transfer

(1) Unclear transfer policies: The determination of policies on receiving school transfer of the local government organization plays an important role in readiness preparation in order to receive readiness evaluation. For the local government organizations that have ever managed education, the new policies on receiving school transfer have to be clear. Without clear policies on the transfer, developing strategic plans, three-year developing plans, and performance plans are affected. According to the interviewees, unclear policies affect school transfer in two aspects as follows: (1.1) Clear policies from local politics: Even though transfer policies deal with national level being supported by laws and regulations, the local politics have to support and push them in the local level as well. Local politicians elected by residents to administrate the local government organizations play a major role in pushing school transfer policies. Without the policies, the determination of three-year developing plan or performance plan do not contain any activities or projects supported. On the contrary, if local administrators give precedence to determine these policies as guidelines for their administration, it is transparent in driving the entire plans leading to set budget which supports education management. Therefore, the local administrators have to give precedence to policy determination and express the participation and support from the politic side. If the local administrators are interested and thoughtful in this matter, this can contribute to the success of school transfer. However, there are some local government organizations that have policies but serious push. They cannot pass the evaluation because they cannot manage contexts of the local government organizations to be in accordance with the indicators even their minimum passing criteria. And, (1.2) clear policies of schools that are transferred to the local government organizations: If the transfer policies of schools lack transparency, the operation plans of the local government

organizations might be hard no matter how clear the policies of the local government organizations is. This decreases a chance in budgeting for other developing projects of the local government organizations. Therefore, the policies of the local government organizations and schools have to conform to each other and are seriously pushed.

(2) The local government organizations lack experience in education management: According to the study, it is found that many local government organizations lack experience in basic education management. This makes relevant personnel or those assigned to operate school transfer try to understand and study for more knowledge about the transfer from relevant offices, namely the local government organizations that have ever managed education or received the transfer previously. This shows that personnel performing have to prepare for readiness in order to conform to ministerial laws stated and put a lot of effort on it because the time frame is also involved. The lack of experience is considered time-consuming in management, but it does not affect any contexts which are obstacles of the transfer.

(3) Incomplete organization structure and insufficient personnel: Transferring schools to the local government organizations needs to have a supporting office that can take care of education management directly. According to the interview, it is found that (3.1) some local government organizations contain organizational structures that cannot link to education management completely. In other words, there is no educational department or other offices with different names to be in charge of education. For example, Mae Hong Son Provincial Administrative Organization which formerly oversees education under planning department, when there is a transfer policy, the organization adjusts organizational structures coherently. This matter takes six months in asking for an approval from provincial local administration and Department of Local Administration which help get rid of obstacles in terms of organizational structures. And, (3.2) there are not enough personnel. Additional personnel need to be recruited to be in accordance with high tendency of work load; this can be performed based on regulations of the local government organizations determining about assessing personnel work force of the local government organizations as many as necessary. The expense used for personnel does not exceed the income ratio based on criteria set by the Department of Local Administration. If any local government organizations cannot perform or would like to be economical spent on personnel matter, they can either transfer, move, or promote personnel in order to be in accordance with work load and to work for the Division of Education so that personnel requiring to work with this matter can work efficiently.

(4) Economic conditions and problems affecting incomes of the local government organizations: Local finance plays an important role in administrating school transfer policy either smoothly or unpleasantly. According to the interview with personnel of the local government organizations, it is found that the income of the local government organizations decreases and is less than that in the former time due to economic situation of the nation. The government has to legislate laws in order to ask for a loan from financial institutions both in and out of the country to compensate for national income that is not enough to spend and develop important projects. Decreasing national income has an impact on that of the local government organizations as well. Even though the local government organizations can earn income from taxation as stated by laws, another source of their income can be allotted by the government under the supervision of the Committee of Decentralization to the Local Government Organization. Moreover, the decreasing incentive from the government to the local government organizations results in suspension or cancellation of some projects of the local government organizations. As a result of decreasing budget, the operation of policy on school transfer of the local government organizations is also delayed. This makes the local government organizations suspend their operation of policy on school transfer to the local government organizations or revise the transfer due to the conditions on the income of the local government organizations until budgetary situation of the local government organizations is better.

1.2 Conditions and problems after receiving the transfer

(1) The number of teachers and educational personnel of transferred schools have morale and professional security which are different from what they have expected. They need to be under Education Ministry as they used to. Even though the number is not that high, this can affect the feelings of those who need to be transferred. However, the administrators of the local government organizations regard that this problem is caused by school personnel's adjustment to different organizational cultures.

(2) The intensity in learning and teaching management might affect quality of students' studies. The interviewees who are representatives of the local government organizations regard that this is a result from the beginning of the transfer which have to have processes in teaching and learning management, the development of academic administration due to the fact that personnel both from schools and the local government organizations still lack understandings on duties they have to perform because of differences of organizational cultures. When they work together,

they need time to adjust themselves. If there are workshops or introductory books from Department of Local Administration, this problem can be reduced.

(3) The delay of salary and sickness benefit transfer from original affiliations of schools: Similar problems are found in the local government organizations, especially about budget for medical fee which needs to be proposed and sent to the original affiliations of schools. However, the local government organizations regard that this matter is not a big deal for the local government organizations that can earn much or have a lot of savings because payment regulations of the local government organizations allow them to spend those amounts of money before. Once they get reimbursement from their original affiliations, they can return those amounts of money back later.

2. Conditions and problems of schools

In order to study on conditions and problems of schools, problems are analyzed both before and after the school transfer based on data gained from the interviews with school personnel who have transferred to the local government organizations. The results are as follows:

2.1 Conditions and problems before the transfer

(1) School budget or income: It is found that school budget or income is not enough as a result of decreasing budget support for the government due to the decreasing number of students caused by (1.1) schools cannot compete with urban schools because guardians regard that educational quality in urban schools is higher than that in their area. Actually, schools have to have quality assurance system based on regulations of Office for Education Standards and Quality Assessment (Public Organization) or ONESQA which is strict in education quality management in schools no matter where they are either in urban or in each area. However, the feeling of the guardians has been transferred continually which is quite difficult to adjust to have understanding in a short term. Schools meet and have a meeting with guardians, school personnel, and school committees in order to explain problems and fact about education management in schools constantly based on school-based management concept. (1.2) Schools have educational technology which is more ineffective than that in urban area because schools in an area have budget limitations that cannot cover provision of materials, devices, educational innovation, and educational technology. This is obvious fact that urban schools usually have better materials, devices, innovation, and educational technology. (1.3) The guardians' opinions: They regard that students graduating from schools in their areas contain lower basic knowledge than those in urban areas due to their experience of seeing the students from their

areas not successful when competing with those from urban ones. Actually, however, the higher levels the students are, the higher chance the students have in competition with others. And, those who are good at their studies have higher chance.

Due to the three reasons mentioned, the guardians who are rich enough popularly send their children to study more in urban schools resulting in being given less incentives per capita by the Office of the Basic Education Commission to the schools in their areas. This then affects the education management, curriculum arrangement, and provision of educational technology.

Insufficient school budget or income has a great impact on administrating and developing schools. Although schools try to ask for financial support from the guardians, it is still not enough for school administration and development because of having limitations in asking for help or support from the guardians whose financial status is not good enough. Additionally, asking for help from the guardians quite often enables them to lack confidence in schools. Insufficient budget or income is a key factor to make a decision on transferring schools to the local government organizations because they are understood that they are effective in terms of income that can be a better help to schools to develop educational innovations, technology, buildings, materials, and durable articles.

(2) Anxiety on rights, benefits, and professional advancement: The interviewees give the reasons in the same way that there has been great alertness on transferring schools to the local government organizations three or four years previously leading to a national issue. Some dressed in black protest against school transfer leading to its suspension for a while. School personnel's awareness at that time is involved with many issues, such as unacceptance in the ability of the personnel in the local government organizations, especially those who have been elected and stepped in to administrate the organizations, the lack of juristic status of schools after the transfer, etc. School personnel also give precedence to their rights, benefits, professional advancement, recruitment process in selecting candidates to work for schools because they are afraid of having disqualified personnel to work in education due to frequent complaints on the recruitment of the local government organizations, or bribery in letting some work for the local government organizations, etc. The difference from schools under the Office of the Basic Education Commission is that schools determine work load and propose to the Office of the Basic Education Commission Committee for the approval and recruitment. This makes schools not have a chance to recruit personnel by themselves.

(3) Property and buildings: Schools are supported on durable articles, property, or buildings in a limited way due to financial reason caused by national

economy that forces the government to have limitation in budget allocation in an investment issue for schools. A number of schools under the Office of the Basic Education Commission cause the budgeting of schools to be primarily considered at the Educational Service Area Office. If other schools ask for the support in the same way, necessity and urgency of using the budget is analyzed resulting in primary disapproval of their request. And, if it is approved, they have to wait until there is a consideration on budget frame given by the center. This is quite uncertain and time-consuming in waiting for allotted budget due to the long and complicated process in constructing buildings.

2.2 Conditions and problems after the transfer

(1) Juristic status: School status before the transfer to the local government organizations is under the structure of the Educational Service Area Office as a juristic organization. After being transferred to the local government organizations, schools are under the local government organizations having a deputy as a bureaucratic administrator and a mayor of the local government organization as the highest policy-maker. In other words, transferred schools lose their juristic status.

According to the interview results, it is found that school personnel are aware, especially after the transfer on the juristic status change. They regard that the juristic status of the local government organizations lessens legal authority of school administrators so much that they cannot make decisions as they used to, but they have to ask for approval or agreement from the administrators of the local government organizations instead.

(2) Roles and duties based on new structure within the local government organizations: Schools are under the Educational Service Area Office before school transfer making the chain of command quite farther having a director of the Educational Service Area Office as an administrator and several heads (direction, policy and plan, education management promotion, supervision, follow-up and assessment, and personnel administration) to take care of schools under the Educational Service Area Office. After the transfer to the local government organizations, schools are under departments, divisions of education, or other offices supervising education (namely, education affairs, sections, educational offices, or others with different titles in each local government organization). In some areas, it is determined as school task under education and culture promoting affairs, for example, which shortens the chain of command between the local government organizations and schools. Transferred personnel do not get used to working in this administrative style, especially in terms of financial administration and procurement. While

collecting the data, the Department of Local Administration is operating on setting criteria for schools in financial and personnel administration so that schools can have more autonomy.

(3) Personnel administration: After the transfer to the local government organizations, schools adjust guidelines and working process on personnel administration. It is found that as a result of losing juristic status, it has been changed in that schools have to do the survey on additionally planning for their work force according to the criteria of the local government organizations. If schools, for example, need to have more work force in kindergarten or primary levels, they have to analyze work load. If this follows conditions of increasing the work force, the local government organizations has to consider according to the chain of command. The local government organizations then prepare the frame of work force, analyze budget for additional personnel requested by schools, and recruit personnel. However, the recruitment is the duty of the local government organizations as identified in regulations of personnel administration of the local government organizations. The big local government organizations, namely provincial organizations, city municipality, or municipality, by giving an examination. Then, the local government organizations will perform the placement as school personnel from those in the examinee list of the local government organizations. The interviewees who are school personnel express that this gets rid of the chance of schools in recruiting more qualified personnel by themselves. There is only one school saying that the administrator of the local government organizations assigns school administrators to do all tasks and report the results to the administrator of the local government organizations. In other words, the administrator of the local government organizations give a chance for making decision in recruiting personnel who can pass examinations from various lists. In the case of big and effective local government organizations that can recruit by themselves, school administrators might participate in being a committee selecting teachers based on regulations of personnel administration determined by Committee of the Decentralization to Local Government Organizations.

(4) Estate, buildings, and places after the transfer: Most local government organizations do not have enough budget to build buildings or huge durable articles. However, the local government organizations can ask for budgetary support from other sources easily, especially during the Fiscal Years B.E. 2552-2553, such as the project of "Thailand: Investing from Strength to Strength" which supports personnel development or additional building construction with durable articles and the Department of Local Administration which supports a lot of building construction

and building renovation. This helps schools have enough places to manage teaching and learning, such as multi-purpose buildings, school buildings, renovated meeting rooms, audiovisual rooms, science rooms, computer rooms, basic science rooms, smart classrooms, libraries, fences, school signs, restrooms, etc. Another school transferred from the Office of Educational Service Area to the local government organization in the province is supported in terms of buildings – a four-story building, two three-story buildings, a multi-purpose building, two houses of restrooms, and a building for kindergarten students. This budget is supported by the Department of Local Administration, for example. There is an observation from the interviewees that the Department of Local Administration will get incentives from the Office of Decentralization to the Local Government Organizations during school transfer to the local government organizations in order to support transferred schools in terms of building construction or additional materials mentioned. This is believed to be an encouragement for schools during their decision making or hesitation in the transfer.

(5) Relevant regulations implementation: after the school transfer, regulations on finance and materials are changed to conform to those of the Department of Local Administration. There might be an improvement of relevant regulations to be in accordance with performance guidelines for schools under the local government organizations so that they are appropriate to current situations. In terms of finance regulations, it is found that there is a regulation determined by Ministry of Interior on criteria and procedures of allotting school incomes to be an expense for education management under the local government organizations B.E. 2551 which is in effect in the middle of that year. This regulation can be applied to every type of local government organizations. In this regulation, the regulation of education supplement fee in schools under municipalities and developing cities B.E. 2530 and its amendments is cancelled in order to use the new one in B.E. 2551 instead. In terms of materials, schools under Educational Service Area Offices have to formerly comply with regulations of the Office of the Prime Minister on material matter B.E. 2535. But, the school transfer to the local government organizations has to comply with guidelines and regulation of the Ministry of Interior on materials of the local bureaucratic administration B.E. 2535 and its amendments. Even though most concepts of these two regulations are similar, the details about authority, money limitation, and others are different contributing to different direction in operating of school administrators. Nowadays, school personnel that are transferred to the local government organizations do not understand this clear guidelines. There is still tendency hindering procurement administration that is prompt to school utilization because the steps of the procurement are quite complicated. Relevant personnel have

to learn and adjust to new guidelines which might take time in learning them. However, after a while, it will become smooth.

Due to the problems of relevant regulations and the loss of juristic status of schools to be an office in the local government organizations which schools have to comply with guidelines and bureaucratic administration under regulations of the local government organizations, schools lack autonomy and authority in making several decisions on mentioned problems because authority assignment in relevant operation which is in accordance with status before the transfer to school administrators is not clearly sufficient.

(6) Less participation in activities with the Office of Educational Service Area: After the school transfer, personnel have to be with the local government organizations. Even though the local government organizations contain many offices or departments with different names, the performance of activities concerning with development, especially those depending on meeting residents in areas that the local government organizations are responsible for and local activities dealing with education, relies much on cooperation of municipality officers. Apart from duties in each fiscal year, school personnel have to participate in local activities and projects quite often. This affects teaching and learning activities held for students. School personnel are also farther from activities held by the Office of Educational Service Area which usually offers group activities among schools contributing to sharing bodies of knowledge on administration and teaching and learning activity management, including local curriculum. This contributes to relationship among personnel of each school due to the fact that they have a chance to meet and participate in doing activities. However, when school personnel who used to be under the Office of Educational Service Area are transferred to the local government organizations, the relationship is lessened.

Part 3: Research findings on contexts influencing school transfer

Several mission transfer is set as policies based on legal requirements. This pushes the government, together with the consideration proposed by the Committee of Decentralization to the Local Government Organizations, to perform the transfer of public affairs to the local government organizations. However, the reflection from those relevant in schools or the local government organizations expresses incoordination in many aspects. Even though there are objections or supports, the transfer of public affairs has to proceed as well as that of school transfer to the local government organizations. It is necessary to analyze contexts concerning with educational transfer in order to lead to the solutions for weaknesses or obstacles of

school transfer or the enhancement for strengths or opportunities of school transfer to the local government organizations much better.

According to the interview results with personnel of the local government organizations and schools on other comments toward contexts contributing to school transfer, it is found that these contexts are as follows:

(1) Transfer policy of the local government organizations

(2) Transfer policy of schools

(3) School contexts

(4) Participation of stakeholders

(5) Society and culture in educational areas

(6) Transfer policy of the state

(7) National economy

(8) Politic situations

(9) Security of bureaucratic profession

Each factor is detailed as follows:

1. Contexts on transfer policies of the local government organizations

There are four key contexts on transfer policies of the local government organizations that affect school transfer to the local government organizations. These contexts are related to one another which lead to the success of school transfer which are (1) education administration policies of the local government organizations, (2) revision of organizational structures or missions in order to match with education policies, (3) provision of management resources, and (4) building knowledge and understanding for personnel and stakeholders.

1.1 Education administration policies of the local government organizations

Even though the local government organizations now comply with different establishment laws, for example the Provincial Administrative Organizations that are established on the Provincial Administrative Organization Act B.E. 2498 and Amendments which are now cancelled, the management and establishment of the Provincial Administrative Organizations have to comply with the Provincial Administrative Organization Act B.E. 2540. Municipalities are established and managed by the Municipalities Act B.E. 2496 while the Subdistrict Administrative Organizations are established or managed by the Subdistrict Council and Subdistrict Administrative Organizations Act B.E. 2537, etc. Although all types of local government organizations deal with education management, they have different educational experience. Most subdistrict municipalities do not contain schools in

basic education but pre-schools developing center which is considered primary management originating from an announcement of the National Education Act B.E. 2542. However, all organizations experience in supporting education in-system, out-system, and exemption. Therefore, the local government organizations contain both with experience and without experience in basic education management. According to the interview, it is found that educational management policies of the local government organizations play an important role in school transfer. If the local government organizations do not have experience in school management and transfer, the administrators of the local government organizations need to determine clear education management policies in order to build transparency and sincerity in managing education. Determination of education management policies of the administrators of the local government organizations with objectives to support school transfer based on regulations of the Ministry of Interior about performing developing plans of the local government organizations B.E. 2548 which determine the local government organizations to do the developing plans that cover strategic plans, development, and three-year developing plans is determined to consider based on the authority of the local government organizations, legal transfer mission, decentralization procedure plans, strategies of national and local development, administrators' policies, and community plans. Therefore, taking policies of the administrators dealing with education management that focuses on school transfer to the local government organizations is important in contributing to higher confidence whether the administrators can push school transfer and succeed in the future with budget determination on school transfer.

1.2 Revision of organizational structures and missions to match with education policies

According to the findings, in terms of revision of organizational structures and missions to match and support education policies by establishing organizations or offices to support education management, it is found as follows:

(1) The local government organizations that do not contain organizational structures to support for the transfer generate the structures in order to support the education management fully and completely, namely setting the division of education, educational offices, or other names functioning to manage education of the local government organizations. The local government organizations explain that even though the local government organizations have to support formal, non-formal, and informal education, the operation might be assigned to the division of social welfare, deputy offices, or others. When learned that the administrators have policies

in managing education by school transfer, organizational structures have to be determined to manage education directly. Normally, the local government organizations contain divisions of education or education offices to manage the entire system of education. Setting new offices in the structures of the local government organizations needs to comply with an announcement of the Committee of Local Personnel Management Standard entitled "Determination of Central Standard on Local Personnel Management" because the determination of bureaucratic classification structure deals with position assignment which has to consider authority, duties, and work load of the local government organizations. Moreover, personnel and budget provision has to be prepared to support overall education missions, including school transfer by setting division of education, education offices, or others dealing with all local education management and school transfer mentioned. These established offices are assigned important duties of studying information and relevant regulations and preparing complete documents to wait for readiness assessment for school transfer.

(2) The local government organizations contain the organizational structure supporting education management, but there is no office supporting school management in the local government organizations. There is a need to establish this office in order to administrate and take care of schools specifically. There might be expansion of important positions, such as head of education division, and add more part-time officers by having new bureaucratic officers or transferring positions that match with the missions to support and get ready for the transfer. There must be readiness assessment based on criteria set by the Committee of Decentralization to the Local Government Organizations. According to the interview results, it is found that most local government organizations contain offices dealing with education management previously, namely education division or other different offices named by the local government organizations. The local government organizations adjust missions to match with the education management of the localities that is going to change in the future, that is school transfer. If the local government organizations do not contain schools or basic school management of their own, they will lack readiness in school management that is necessary for building readiness systematically.

1.3 Provision of administrative resources

The administration of the local government organizations is normally different from that of the private sectors that focus on profit as their goal. The local government organizations focus more on people's satisfaction, and the most emphasized one is "getting rid of suffering and nurturing happiness." In other words,

it is the elimination of people's sufferings and the maintenance of their happiness. The administration needs to employ administrative concepts and theories at their best. Generally, the popular administrative theory is the beginning of doing the survey in readiness of administrative resource allocation based on 4M which are man, money, material, and management (Sumet Sangnimnuan, 2009: 44). The readiness preparation of administrative resource is not only focused on building readiness for the sake of organizational administration or school transfer but also focused on the support contributing to skill development in order to build knowledge as well (Office of the Civil Service Commission, 2010: 5). Although the local government organizations have experienced in school management, the local government organizations need to prepare administrative resources as stated clearly in the policies. According to the interview, the same matters are found that is the local government organizations give precedence to prepare readiness in administrative resources which are as follows:

(1) Personnel: This deals with the increase of personnel so that they are enough for preparing readiness in education management and school transfer. The local government organizations also increase offices in their organizational structures in order to prepare for the transfer readiness. Another important aspect is that the local government organizations prepare for giving knowledge to personnel who are responsible in other matters but school transfer. Although the local government organizations contain personnel responsible for school transfer matter already, they might not be enough due to their having specific duties or missions previously. Therefore, there has to be more expansion and recruitment by various means, such as accepting new officers or transferring personnel who have qualification from other local government organizations as stated in the regulations in the local government organizations. The local government organizations that can add education, religion, and culture divisions have to recruit personnel in the positions of education division directors and other officers both full time and part time. They should be assigned missions that support formal, non-formal, and informal education which are normal missions of the local government organizations and missions that prepare readiness for school transfer.

(2) Budget: In terms of budgetary preparation in building readiness for activities or projects prepared for the transfer, this is a plan on budget allocation in the future after the school transfer to the local government organizations. According to the criteria of assessing readiness in education management of the local government organizations, budget is an important criterion used as supplement for readiness assessment as budget deals with the concept of managing education thoroughly in

quality. Apart from budgetary preparation, the local government organizations should consider finance planning in the future.

Opinions of the interviewees about budgetary preparation for readiness preparation express that it is important for supporting document preparation, evidence, and school administration plans as incentive, salary, and wage of personnel in education division and in schools. Internal context improvement of the local government organizations or schools should be prepared in order to be proper for teaching and learning management, including other expenses for activities or projects dealing with readiness preparation.

In terms of planning for budget to support other missions after school transfer, the local government organizations need to study details about readiness assessment. They have to ask schools which tend to prepare for the transfer to the local government organizations about their necessities. Schools regard that budget should be prepared for managing education of schools as well; therefore there has to be cooperation with schools constantly in order to get information that is necessary and ready for being determined in strategic plans for development and three-year developing plans of the local government organizations.

(3) Materials: Material preparation during school transfer preparation can be set by the local government organizations as expense for projects and activities, such as activities for personnel workshop, especially for those working on education, material preparation, document preparation in order to ask for readiness assessment in managing education or supporting educational materials for schools during their readiness preparation. During the period of waiting for the transfer, there should be activities that can be done together. Schools might ask for the incentives from the local government organizations that normally give if they are asked to. However, schools have to ask for being supported in terms of budget by submitting proposals to the local government organizations before the preparation of expense; otherwise the local government organizations might give support in the form of materials and equipment instead.

(4) Administration: This deals with other planning that needs administrative concepts of the local government organizations' administrators. The local government organizations usually give precedence to developing plans for division of education in order to set performance of the division and integrate with policy and plan section to prepare for readiness in administration. It also deals with planning and managing in the division of education, school administration, especially in terms of teaching and learning management to reach standard, etc. This leads to the revision of performance system and relevant management. The interviewees regard that the local

government organizations' management in terms of school transfer preparation is done by administrators who will give wide policies in order to be able to transfer schools. Then, the local government organizations' deputies and the directors of education divisions are assigned to administrate activities, projects, or improvement of performance guidelines. If there are problems that they cannot make decisions, the administrators will do instead, such as transferring budget to be used in readiness preparation. In case of insufficient budget or having needs in asking other potential personnel to work together in an area that is not in their scope, the local government organizations' administrators might be asked to give command, etc. However, education divisions need to understand the concepts and steps of the transfer well; otherwise this matter might be delayed and late.

        1.4 Building knowledge and understanding to personnel and stakeholders

        Readiness preparation for school transfer to the local government organizations: Although the local government organizations prepare factors benefiting and supporting school transfer based on policies in time set, education management and experience in managing education of each local government organization is varied. Building knowledge and understanding to personnel and stakeholders of the local government organizations is quite important. This consists of school transfer policies, school transfer preparation plans, education management, and techniques and procedures to prepare for readiness in school transfer. According to the interview, it is found that the methods that the local government organizations use to build knowledge and understanding to personnel and stakeholders are as follows:

        (1) Field trips in order to learn about school transfer in the local government organizations that have ever received the transfer or those that have ever managed education

        (2) Sending personnel to participate in workshops, meetings, seminars with relevant offices, especially the Department of Local Administration

        (3) Meetings, discussion, or opinion survey: Personnel and stakeholders might have responsibilities or deal with readiness preparation for receiving school transfer differently. Therefore, methods of building knowledge by having meetings, discussion, or opinion survey vary that is (3.1) meetings and discussion emphasize more on the personnel of the local government organizations than other stakeholders. Meetings are used as a tool to examine performance, assign duties to those responsible, and solve problems encountered during their performance, such as meetings to assign personnel of division of education to prepare documents step by step to receive evaluation and propose to administrators of the local government

organizations, etc. Meetings and discussion have to be constant. Apart from the meetings and discussion among personnel of the local government organizations, stakeholders should have meetings and discussion as well, namely meetings to explain and build understanding among school committees, teachers, guardians, and communities so that they can reach policies, prepare for readiness on school transfer to the local government organizations, and listen to useful opinions both the pros and cons of school transfer to prepare readiness from stakeholders leading to the decision of the transfer smoothly. (3.2) Opinion survey from stakeholders, especially that from residents in areas of the local government organizations, that show acceptance in school transfer to the local government organizations. Those performance can be done in the form of waiting for opinions in planning to develop the localities.

(4) Cooperation with relevant offices is considered the best method of building knowledge and understanding to personnel of the local government organizations as cooperation with other offices needs to prepare in relevant matters to request for opinions or suggestions. This makes personnel of the local government organizations learn drawbacks in each item during the work in order to provide solutions quickly and accurately. Offices that cooperate with each other constantly consist of offices in educational service areas, the Department of Local Administration, the local government organizations that have ever managed schools, or the local government organizations that have already received transferred schools.

2. Policy contexts of schools

There are four policy contexts of schools are one of the factors affecting school transfer to the local government organizations and connecting to one another leading to success of school transfer. They consist of (1) awareness on education management policies of the local government organizations, (2) awareness on internal structure preparation in the local government organizations to support school transfer, (3) building knowledge and understanding to personnel, and (4) readiness preparation plans on administrative resources.

2.1 Awareness on education management policies of the local government organizations

According to the interview, it is seen that schools do not have transparency in determining school transfer to the local government organizations. It is only informed and learned within schools that education transfer is a national policy and other activity performance of schools usually deals with the local government organizations leading to indirect cooperation of two organizations in school transfer.

Then, this will lead to awareness in school committees, administrators, teachers, educational personnel, guardians, and communities and gain reflections from those relevant or stakeholders. If the stakeholders agree with school transfer, formal cooperation with the local government organizations and relevant offices, especially with the Office of Educational Service Area, will be possibly clear. Schools then set policies that need help to push them forward by setting clear schedule of the transfer in advance and determining activities to perform in order that is transferring teaching and learning activities before followed by the transfer of schools and assets finally, etc. The school transfer policies become clear little by little because schools and stakeholders learn that the local government organizations have transparency in education management policies and school transfer. The important awareness consists of the followings:

(1) The local government organizations pay attention to education management. This can be seen from the fact that (1.1) the local government organizations have pre-school developing center or have ever managed basic education (kindergarten). Although teaching and learning activities are different from those in basic schools that provide experience to students, preparation or management in pre-school developing center is similar to that in basic schools which needs to comply with the standard performance set by the Department of Local Administration. (1.2) The local government organizations have transfer policies and school transfer plans, and (1.3) administrators of the local government organizations have visions in education and intend to manage, support, and enhance education to schools in their responsible areas either for formal, non-formal, and informal education.

(2) The local government organizations have ever supported teaching and learning management of schools constantly. This makes schools confident in educational service of the local government organizations, especially the local government organizations that have ever supported schools under the Office of Educational Service Area previously. The local government organizations participate in developing education quality, students' qualification, school quality. This expresses sincerity in managing education of the local government organizations. Although some local government organizations do not contain schools or pre-school developing center, they support and sponsor those activities constantly. The support or sponsorship education quality developing activities in schools as mentioned deals with school support as well.

2.2 Awareness on internal structure preparation in the local government organizations to support school transfer

An overall picture of school transfer to the local government organizations previously is among several conflicts. Even though the government tries to seek for solutions and compromise constantly, especially by offering school personnel to be willingly transferred to the local government organizations, they still lack confidence, especially in benefits, security, and advancement, etc. The interviewees who are school personnel transferred to the local government organizations regard that awareness enables willingness for school transfer. Awareness on preparing internal structures of the local government organizations to support school transfer and several projects plays an important role in making decision as well. They state that due to the differences in terms of internal organization management between schools or the local government organizations and the Office of Basic Education Committee, the Office of Educational Service Area should convince school personnel that the local government organizations understand how to administrate schools differently resulting in the change or revision of organizational structures to support the transfer in the near future. They regard that schools do not have to revise any internal structures but accept the change of administrative form in the future. They have to have mutual understanding that schools possess juristic status before school transfer, but after the transfer to the local government organizations that status is cancelled to be under the structure of the local government organizations that have to comply with the policies from administrators of the local government organizations. The command in offices is given by the deputy of the local government organizations. Schools still manage in the form of committee as usual. There are committees of school, curriculum, academic, budget, general affairs, educational assessment, quality assurance, personnel management, and other committees that have the same roles and duties as before.

2.3 Building knowledge and understandings to personnel

When schools determines to transfer schools to the local government organizations which is considered an internal policy that has to be performed and built readiness preparation, schools provide understanding about education management of the local government organizations and working techniques and procedures in order to transfer schools. They believe that building knowledge and understanding on school transfer to the local government organizations will enable personnel to learn factual information about school transfer, and benefit decision making on the transfer and readiness preparation before school transfer. Building knowledge and

understanding for personnel and stakeholders quite takes time, so schools should spend time building knowledge and understanding to personnel and stakeholders continually by the followings:

(1) Meetings and discussion: This method help build understandings on school transfer policies, process, and methods of school transfer preparation. It is a stage of sharing opinions and solving problems found at assigned work. According to the meeting, for example, the committee of primary school is assigned to study relevant regulations and report to the meeting for cooperative decision. There is an assignment on public relations duty so that personnel and stakeholders are informed on what is happening, etc. Those who are assigned need to report the results in the meeting for consideration. Therefore, meetings play an important role in building understanding and being a key source helping personnel to gain additional and accurate knowledge through reasonable and legal discussions. Any doubts of personnel in all issues are revealed easily leading to analysis of pros and cons in transferring schools to the local government organizations and participation in decision making.

Apart from meetings of school personnel and a primary school committee, schools can have a meeting to give information for other stake holders by having a community meeting with the guardians which benefits decision making and approval on school transfer to the local government organizations. The important guidelines are determined in that the local government organizations are ready to receive schools, and schools are also willing to be transferred to the local government organizations immediately and preparing to be ready in every aspect. When schools are informed that the local government organizations plan for school transfer, this can lead to guidelines construction in order to build readiness for school transfer together immediately.

(2) Field trips and workshops: The method of field trips for schools is usually operated in an overall aspect since budget for workshop of each school is small, therefore representatives of personnel, community, guardians (parents' association) go together focusing on having field trips at the local government organizations that receive school transfer in order to gain understandings on readiness preparation of schools before the transfer, on teaching and learning management in transferred schools to compare and contrast between the management before and after school transfer, and on benefit management. After the field trips, these representatives come back to share knowledge to other personnel about professional advancement as officers in the local government organizations.

(3) Cooperation with relevant offices: During readiness preparation, schools need to cooperate with relevant offices constantly, especially the cooperation to request for information, introduce information sources, and introduce laws and regulations concerning with duty performance or personnel administration. These are studied in detail and shared to other personnel so that they are informed and understand in all points better leading to carefully analyze the pros and cons of school transfer. These offices are the local government organizations, experienced local government organizations, school personnel in the local government organizations in the community, schools in and out of Educational Service Area Office, and the Educational Service Area Office.

2.4 Planning for readiness preparation on administrative resources

Readiness preparation on administrative resources consists of preparation on personnel, materials, durable articles, budget, and school management detailed as follows:

(1) Readiness preparation for personnel: Most schools prepare for readiness on knowledge and understanding as mentioned in Item 2.3. There are still some schools that plan for the revision of work force in the future to support the period after the transfer without requesting for more recruitment as the addition of school work force needs to be assessed on work load. Although they are approved to add their work force, it is just the work force frame waiting to be filled as seen in the past that it really takes years to achieve this task.

(2) Internal management of schools: It is found that meetings and discussion lead to an assignment to relevant personnel and sections. For the sake of administration, school administrators give command or assign clear tasks, such as the command to survey buildings, debts, personnel, the number of students, public relations, and the survey of stakeholders' opinions, etc. Schools also plan for readiness preparation in education management in the long run, namely the preparation of projects in developing education management quality, media, internal and external learning sources, personnel potential, learning activities, landscape, and technological media that cover four administrative aspects which are general education management, teacher development, curriculum and teaching development, and student development. Those project plans need to be presented to the local government organizations and put in strategic plans or three-year developing plans in order to determine budgetary administration guidelines in advance. Some schools prepare projects as stated in their annual plans without asking for the support or help from the local government organizations, but after the transfer to the local

government organizations, the administrators find that schools are asked to propose for budgetary support under the bigger amount of money than that they used to get from their former affiliations.

(3) Preparation on materials, durable articles, and buildings: schools have already evaluated their requirements in materials, durable articles, and buildings in each fiscal year, but the evaluation on these needs will be properly conducted after the transfer. Some schools usually give precedence to building renovation projects, but others do not prepare readiness on this matter because they realize that the local government organizations cannot support big projects, such as building construction. However, they can prepare projects in order to ask for support from Department of Local Administration that needs to persuade schools to be transferred. The department then provides budget for building construction after the transfer.

(4) Budget preparation: School budget is quite limited under former affiliation, so schools should prepare projects in order to ask for budget support from the local government organizations. This will enable them to conduct activities and projects in order to prepare for readiness in the transfer. Acquisition of learning and teaching materials or requesting for support from external offices, such as companies and stores wishing to support schools, is not quite certain, therefore schools have to prepare projects that does not use more budget and aim at asking for support or incentives from the local government organizations because asking for support from companies or stores is usually in the form of student scholarship.

3. Internal school contexts hindering teaching and learning management

There are four main internal school contexts affecting school transfer to the local government organizations. They are linked among one another leading to the success of the school transfer. They consist of (1) the decreasing number of students, (2) few personnel, (3) limited school budget, and (4) sufficient buildings and educational materials. School committees and stakeholders of schools have an idea in upgrading students' quality by transferring in order to solve problems mentioned which are as follows:

3.1 The decreasing number of students

Before the transfer to the local government organizations, schools face similar problems that are obstacles for teaching and learning management and budget supported by the Office of Educational Service Area. It is the decreasing number of students. The interviewees see that the decreasing number of personnel relates to the number of students which affects guardians' confidence toward schools. It leads to poor efficiency of the administration in schools. Finally, it affects standard of

teaching and learning.   According to the point of view of school personnel and guardians, they regard that school transfer to the local government organizations can help manage with the number of students easily as there is readiness in terms of budget.   If schools can provide basic education additionally, schools will gain more confidence from the guardians.

3.2 Insufficient personnel

Due to the decreasing number of students, this affects the decreasing number of teachers and performance in schools.   This has an impact on efficiency and effectiveness in teaching and learning management because teachers cannot perform teaching and learning to students in every level simultaneously.   Therefore, the teaching and learning is in the form of giving assignments to students because teachers have to take care of other students in other classrooms at the same time. Although schools try to hire part-time teachers, they cannot due to less incentives per capita.

3.3 Insufficient budget

Main school income is the incentives per capita from the Office of the Basic Education Commission through the Office of Educational Service Area.   Some schools might get budgetary support from the local government organizations, but it is not that high.   When the number of students is decreasing, it affects the incentives per capita.   It is a different key obstacle from that of the local government organizations that earn their own income and are sponsored from the government leading to the administrative potential in the localities.   For example, in the academic year 2007, there are only 38 students in a school.   But, after the transfer to the local government organizations, the number of students is increasing four times.   Some schools try to manage financial problems by asking for donation from guardians and communities, but they cannot get enough because the guardians are poor.   Insufficient budget causes the administration and development in teaching and learning and others to face obstacles as well.

3.4 Insufficient buildings and educational materials

Before the school transfer, schools face problems and obstacles about insufficient buildings and educational materials due to less budget and incentive from the state caused by the decreasing number of students which lead to inability in providing sufficient and good educational materials.   Moreover, school buildings are in declination and are not proper to be used in teaching and learning management

leading to insufficient classrooms for the teaching and learning and giving services to students or guardians. Asking for budget in repairing or building is delayed with uncertainty in the amount of budget received.

4. Participation of the stakeholders

The participation of the stakeholders who support school transfer to the local government organizations consists of (1) support and acceptance on school transfer, (2) giving precedence to decentralization, and (3) participation in developing school curriculum as follows:

4.1 Support and acceptance on school transfer

School transfer to the local government organizations needs to gain approval or acceptance from stakeholders so that it can be done smoothly. All schools transferred to the local government organizations are supported and accepted on the transfer from stakeholders entirely. This cannot occur easily as each group of stakeholders is aware on other factors and conditions about the school transfer differently. Therefore, it is administrators and school personnel's duties to cooperate and build mutual understanding among all stakeholders. While collecting data from the interview, methods and steps of the performance in order to gain agreement and approval from the stakeholders on the transfer are as follows:

(1) An awareness on information and news about school transfer: When schools and personnel set goal in the transfer, it is needed to be done in schools with having mutual understanding from the stakeholders; otherwise the procedure of readiness preparation for the transfer might fail. Schools arrange or assign their work in order to prepare readiness for personnel and build understanding for stakeholders, especially the guardians as explained. The methods that schools inform information and news to the stakeholders are (1.1) meetings among school committees, administrators, teachers, and stakeholders by inviting guardians and other stakeholders to have understanding. Schools can invite those who possess knowledge, experience in school transfer, and education management of the local government organizations to the meetings as guest speakers to give knowledge and offer chances for questioning to analyze the pros and cons of the transfer. The meetings also build serious participation from all stakeholders and schools in terms of performance on readiness preparation. (1.2) Schools send public relations news to communities and guardians constantly so that stakeholders understand concepts, necessities, and the pros and cons of the transfer. (1.3) Schools offer a chance for personnel and stakeholders, especially school committee and guardian representatives (Parents' Association) to have fieldtrips together, and (1.4) the production of opinion

survey on school transfer by sending letters to ask for guardians' opinions toward the school transfer and others that are useful for operating on school transfer or readiness preparation. By these methods of building awareness on school transfer, stakeholders understand the transfer accurately and constantly. The interviewees say that the methods might be different depending on the contexts, but the performance should be done entirely and simultaneously among schools, school committees, personnel, communities, and guardians.

(2) Support and acceptance in school transfer

An awareness on information and news of school transfer that schools try to build knowledge and understanding among stakeholders can be achieved by whether there is a support on school transfer to the local government organizations or not. When schools regard that all stakeholders understand the school transfer well enough, meetings are held. Finally, the stakeholders agree that schools can be transferred to the local government organizations. From the interview, it is seen that the result of awareness and understanding on school transfer leads to acceptance and support on education management. That the differences of schools which are transferred to the local government organizations are seen support school transfer to be under the local government organizations. The stakeholders see that their children will have a chance to study and gain additional benefits in education which are in good quality from the local government organizations. After the resolution, schools have to prepare for building readiness seriously in order to be in time with determined period.

In some schools, although the stakeholders agree with school transfer, personnel rights in making decision on the transfer are restricted depending on decisions in changing status of each particular personnel. School personnel participate in considering their own matter specifically. Finally, school personnel regard that most stakeholders agree and have resolution to transfer school. They then ask for transparency from the local government organizations in terms of taking care of personnel. The local government organizations confirm the guidelines in administrating school as they used to be, and equal benefits which are not less than the former ones. There might be an addition of subdistrict education committee. The local government organizations are willing to give authority in administration to school administrators. In terms of school policy determination which formerly depends on the Office of Educational Service Area that receives educational policies from the Office of the Basic Education Commission Committee, the Department of Local Administration will determine the policies after the transfer instead without interfering school and school committee performance. The additional committee in a

subdistrict level functions only acknowledge performance progress of schools, and give opinions and suggestions. If schools face problems, they can seek for guidelines of cooperative solutions but not a leading one. This confirmation from the local government organizations makes school personnel gain confidence which benefits the transfer decision to be officers of the local government organizations.

4.2 Giving precedence to decentralization

Giving information about school transfer to the local government organizations and promoting school transfer to the local government organizations of the stakeholders enable the stakeholders to give precedence to decentralization, especially on autonomy which is independence in administrating in the scope of laws, resulting in their support of the transfer. The stakeholders have a chance in taking care of and setting objectives of local education to be in accordance with community needs authentically. The stakeholders consider in terms of decentralization concept which helps promote overall capability of the local government organizations that the stakeholders accept.

4.3 Participation in developing local curriculum

There are usually sages who are knowledgeable and experienced, especially in locality and local wisdom, in each community. Although they are well-known in their communities, they are still socially neglected so much that they cannot share their own knowledge or use it in order to maintain this knowledge in the communities. In terms of education, these sages can contribute educational benefits to their localities quite a lot, but schools in educational service area offices might ignore them. This is very regrettable. The stakeholders regard this problem and give precedence to these sages, so they think that the knowledge and wisdom of the sages should be shared and utilized when transferring schools to the local government organizations by developing local curriculum contributing, restoring, and sustaining local cultures. This enables schools to approach communities more. Additionally, some schools requires transferred schools under the local government organizations to developing local curriculum 30% more concerning with local wisdom (music, Lanna dialect, handicraft, and artistic work).

5. Societies and cultures in an educational area

Social and cultural environments in an educational area affecting school transfer to the local government organizations consist of (1) social changes due to globalization, (2) guardians and people's value in an education area of their children,

(3) school reputation and its utilization on educational technology, and (4) family planning and departure from their homeland to work in other areas which are detailed as follows:

5.1 Social changes due to globalization

Social changes take place in every level, including community one, especially modernity in information technology in globalization which is an era of information technology and news that keep changing constantly and quickly resulting in rapid change in community level as well. These changes lead to important and obvious effects in community which are as follows:

(1) Lifestyle changes: Societies in the northern region change quite a lot. The most obvious one for tribal communities is their clothes, the dependence on technology in their daily lives and the unpopularity of northern Thai dialect and their tribal language among current youth. This also affects the promotion of their children's education in that schools in their neighborhood are overlooked.

(2) Problems in families of community members: Professional competition, economic conditions in families, disharmony in families, and divorce have an impact on promoting children's education in their families.

(3) Education management in schools: The changes in all directions in communities build pressure in schools as well. Schools have to adjust themselves in order to fit with social situations that is they have to manage education in accordance with social needs and cultures; otherwise this inability in adjustment might affect the recognition among community members. According to the interview results, the interviewees express that (3.1) there are a few problems and difficulties in tribal societies on adjusting to school education management in order to gain acceptance among community members because there is a variety of languages used in communication among tribes. This affects each school in developing education management quality equally. (3.2) Schools use and contain educational materials, devices, and durable articles that are out of date and do not match with the needs of current youth that rely much on technology. (3.3) Students possess more knowledge in information technology than those in the past. This is a result of adjusting themselves to fit information technology change while schools cannot adjust themselves to fit changes in globalization due to several reasons mentioned above.

5.2 Values of guardians and residents on their children's education

One of the main conditions and problems of schools is the values of guardians and people on sending their children to further their studies in famous

schools which normally are located outside of their communities or in urban areas. Although the children's families are poor, their guardians try to earn for sending their children to study in those famous schools. The interviewees regard that this results from the guardians' satisfaction toward educational quality of those schools. This reflects the effectiveness of their children's studies building values on sending children to study in town or other provinces that are believed having better quality than those in their homeland. In a school that guardians consider not popular to send their children to, for example, there are few students each year, such as in the academic year 2007 there are only 38 students. But, after school transfer, there are students four times higher in this particular school. This shows that schools need to have development in education management and internal administration so that the schools are in quality and accepted among guardians. The stakeholders regard that when adding other factors and conditions mentioned above and following ones, schools transferred to the local government organizations do not have many problems on guardians' values in sending children to further their studies in urban schools or in other provinces.

5.3 School reputation and utilization on educational technology

The value on sending children to further their studies in other schools located in other provinces or in town derives from two reasons which are (1) school reputation and (2) technological utilization for teaching and learning. The latter associates with changes of information technology in globalization. Any school that can allot budget for providing information technology for teaching and learning will be popular among guardians who then will support it to gain reputation and recognition in being modern in education management. The interviewees regard that nowadays people are interested in modern technology. Students also have value in using electronic devices more as well. Schools have to prepare to respond to those needs, however developing schools to be modern has to use a lot of budget which community schools cannot do so due to insufficient budget. After thorough consideration, it is seen that schools transferred to the local government organizations can solve those problems faster. This causes schools and stakeholders to have mutual agreement to transfer schools to the local government organizations. It is also found that after the transfer to the local government organizations, schools are supported to solve those problems well in that the local government organizations allot budget to purchase educational technology to schools more enough for school needs. Situations in schools change in a better direction after the transfer making students, people, and guardians satisfied and accept them. Having enough personnel for each major as

stated in a criterion of determining ratio of students attracts guardians' attention to send their children to those schools more.

5.4 Family planning and departure from homes to work in other areas

The number of students in schools is decreasing due to family planning and the departure from homes to work in other areas by taking all family members together. Therefore, schools lose good and clever students. This affects education management in schools due to the number of students is not always stable and difficulty in budget management. Although these problems are also found in transferred schools, they do not affect budget at all but perhaps on administration only at the beginning.

6. Policies on school transfer of the state

The mission of school transfer to the local government organizations is one of the transfer enhancing life quality determined by the Constitution of the Kingdom of Thailand, the National Education Act B.E. 2542 and Amendments, and Determining Plans and Process of Decentralization to the Local Government Organizations Act B.E. 2542 and Amendments. Therefore, every government has to support the mission transfer to meet the goals under the responsibility of the Committee of Decentralization to the Local Government Organizations as seen from the government policies of the Prime Minister, Mr. Abhisit Vejjajiva, and the Prime Minister, Ms. Yingluck Shinawatra, who give precedence to the determination of school transfer policies, strategies, and process to achieve success.

According to policies of the state, including laws and organizations that are in charge in achieving these laws, the interviewees regard that school transfer operation is the mission that all relevant sections need to cooperate together sooner or later, depending on a pace of operation, intention, and desire from all local government organizations and schools. Therefore, school personnel should study laws about plans and processes of decentralizing to the local government organizations and criteria on mission transfer as announced by the Committee of Decentralization to the Local Government Organizations. There should be operation preparation as identified by these laws. However, the transfer can be effective as long as school administrators and personnel agree on the same direction. The most practical issue should rely on the fact that schools and the local government organizations should mainly consider benefits toward students and youth who are going to have good future in education. The sooner the guidance mentioned occurs, the faster schools make a decision on transferring to the local government

organizations. Additionally, school personnel regard that school transfer has to occur certainly and unavoidably. In the future, schools will be transferred to the local government organizations.

7. National economy

According to the point of view of interviewees from the local government organizations and schools, they quite agree that national economy influences school transfer immensely. Schools regard that the situation reducing education management effectiveness is limited incentive per capita spent for school management. When there is a small amount of management budget, the maintenance for school buildings is limited resulting in building declination and the lack of equipment. The investment budget cannot be expected due to the national economy which causes low investment budget allocation for schools depending on being urgent or not.

According to the point of view of the local government organizations, it is seen that economic recession caused by economic problems in the United States (Hamburger Disease) which have an overall impact globally, including Thailand that relies much on foreign trades. This condition affects people's occupations in the nation, especially for guardians whose financial status is not as flexible as that during good economy. Like the guardians, the local government organizations are affected due to the decreasing budgetary allocation. For example, currently (B.E. 2553), the incentive supported by the central part to the local government organizations is cut quite a lot resulting in the delay of projects held by the local government organizations. The local government organizations have to decrease sending personnel and stakeholders to participate in workshops dealing with professional development and school transfer management, including transfer impact that cannot receive schools or additional schools. Therefore, budget is an important factor of education management that depends on national economy.

The interviewees regard that economic situation is not stable which affects schools and the local government organizations. However, the flexibility in managing budget of the local government organizations is better than that of schools. Economic recession contributes the delay in building readiness of school transfer. If economic situation is better, the local government organizations will have more incomes which results in schools to make a decision to the local government organizations more.

8. Political situations

According to the interview results, political situations can be divided into two levels which are (1) national one and (2) local one. These influence decision

making in transferring schools to the local government organizations as detailed below.

8.1 National politics

Due to the fact that Thailand is under the political crisis during the period of collecting data for this research as a result of politic disagreement between groups of people, this situation affects readiness preparation or decision making on transferring to the local government organizations as well. The interviewees consider that national politics plays an important role on education management or school transfer unavoidably because (1) school transfer is put in policies of politic section based on relevant acts affecting ministries and other departments. The critical politic situations attract more attention from the government to solve an urgent problem rather than to operate as identified in the policies. And, (2) after the transfer, the politic section is a key part in considering budget allocation approval to support education management because budget consideration of each ministry depends on whether a budgetary committee chair is a representative from the government, the opposition, or the members of any parties taking care of a ministry or not.

When looking back in the last decade, the impact is derived from the internal change of the government that is the frequent change of the administrators even though the government has to comply with relevant laws. Each change of a government results in different school transfer management guidelines affecting the lack of continualness in school transfer management to the local government organizations. Moreover, since B.E. 2549, political change has led to the situation that builds uncertainty to those who require school transfer. But, if the political situation is in a normal pace, the education management and school transfer will be operated smoothly and quickly as politicians try to proceed political policies in order to gain clear performance, use optional resources in the future, and develop school potential. However, when there is political change, this effort will be lessened affecting school transfer readiness preparation unavoidably.

8.2 Conditions of local politics

Concerning with conditions of local politics, according to the interview results, there are two issues which are administrative continualness and lack of confidence in the local government organizations among school personnel.

(1) Administrative continualness: The local government organizations have to change administrative section which is administrators and council members of the local government organizations in four years as stated in laws. An election might

affect the change of administrative and council sections which then affects policy operation and school transfer policy support continually. The council supports and pushes administrative section to receive school transfer while the administrative one starts and pushes school transfer policy, including oversee on behalf of the office of the local government organizations in order for the policies to be effective. The administrative section plays an important role in motivating personnel and communities on school transfer. For example, in a local government organization when there is a new administrative committee who would like schools in an area to be transferred to the local government organization, the new administrator then has a school transfer management project by assigning this mission to a vice-administrator to manage the transfer. The committee has to give precedence to budget allocation so that it is enough to build readiness, prepare for other educational aspects, and provide personnel to prepare for the operation. However, during the transition period, there is a change of administrators in that the previous one is not elected which is an obstacle of operating school transfer policy of the local government organizations. This also affects schools that are preparing or would like to transfer to the local government organizations as well. It can be said that the change of administrators of the local government organizations which is a political reason decided by people has an impact on education administration and school transfer.

(2) Lack of confidence in the local government organizations among school personnel: School personnel lack acceptance in the local government organizations. Based on details of relevant news and interview results, it can be said that the lack of confidence in an individual is higher than that in the organizations. Although all sections cooperate together well and consent schools to be transferred to the local government organizations, personnel are allowed to have freedom in making a decision for their future whether to transfer to be under the local government organizations or not. There are some who do not wish to be transferred to be under the local government organizations because they lack confidence in administrative section of the local government organizations. Some schools share the same reason in that school personnel do not understand clearly enough toward school transfer in the beginning stage of preparation. They also do not differentiate their feeling between local politics (local politicians) and education. This results in objection of the transfer because they are afraid of the administration of the local government organizations even though it is not true at all. There are still many school personnel who have not transferred to the local government organizations. However, all sections should pay attention this matter as well.

9. Security in bureaucratic professions

The lack of confidence in the security of bureaucratic professions after the transfer is considered psychological context. Not only the lack of confidence in the local government organizations among school teachers but also the decision of not being transferred to be officers of the local government organizations while many of their friends are transferred to the local government organizations should be considered. According to the interview of the personnel on this matter, it is found that teachers are not transferred to be officers of the local government organizations because they lack understanding and confidence in benefits, incentives, and professional advancement as officers of the local government organizations. Even though schools have studied the personnel details thoroughly before the transfer to the local government organizations, there are still some school personnel who are not confidence in being officers of the local government organizations resulting in not making decision in transferring to the local government organizations.

Part 4: Results of strategic development generating success in school transfer

Development of strategies generating success in school transfer is based on the research results in Part 3 which contains information about contexts influencing school transfer. This information is classified into internal and external contexts of the local government organizations and schools which are strengths, weaknesses, threats, and opportunities of the local government organizations and schools in order to be analyzed in terms of SWOT and SWOT Matrix and develop strategies contributing success in school transfer. The results of strategic development are presents in three parts as follows:

1. The results of the analysis on internal and external contexts

2. Weaknesses, strengths, threats, and opportunities of the local government organizations and schools

3. SWOT Matrix analysis and strategic development

1. Analysis results of internal and external contexts

The study results of contexts influencing school transfer in Part 3 can be analyzed as internal and external contexts of the local government organizations and schools as follows.

1.1 Contexts of the local government organizations

1.1.1 External contexts contributing to benefits and success of school transfer that the local government organizations have to give precedence to are as follows.

(1) Policies in education management of the local government organizations have to be clearly determined in order to be a guidance of administration in receiving school transfer no matter how changeable a situation is.

(2) Improvement on organizational structure or missions which are in accordance with education policies: When the administrative guidance is clear, there has to be improvement on organizational structure in the offices in order to support it.

(3) Administrative resource preparation consists of personnel, budget, materials and durable articles, and administration.

(4) Building of knowledge and understanding among personnel and stakeholders

1.1.2 Internal contexts contributing to benefits in school transfer consist of the followings.

(1) Policy on decentralization of the state

(2) Development of local curriculum

(3) Social change due to globalization

(4) Policy on school transfer of the state

(5) National economy

(6) Political situations and local politics

1.2 Contexts of schools

1.2.1 Internal contexts contributing to benefits in school transfer consist of the followings.

(1) School transfer policy of schools

(2) Preparation of internal school structure

(3) Building of knowledge and understanding among personnel and stakeholders

(4) Planning on administrative resource preparation consists of personnel, budget, materials, durable articles, buildings, and administration in schools.

(5) School administrative budget

(6) The number of students and personnel

(7) Security awareness of bureaucratic profession among personnel

(8) Lack of confidence in bureaucratic profession security after the transfer

1.2.2 External contexts contributing to benefits of school transfer consist of the followings.

(1) Stakeholders' support

(2) Guardians' value on school reputation and educational technology utilization

(3) Family planning and emigration of people in communities

2. Strengths, weaknesses, opportunities, and threats of the local government organizations and schools

Strengths, weaknesses, threats, and opportunities affecting school transfer to the local government organizations can be classified based on the results of classifying internal and external contexts of the local government organizations and schools as follows:

The organizations that are successful in school transfer and receiving the transfer contain strengths that are as follows: organizational leaders have authority in making decisions and be the leaders in operating in all issues; there is clear school transfer policies; operation is focused on participation from all sections. There are the utilization of school-based administration in management of academics, budget, personnel, and general issues. There are also establishment of the office, division, or department of education to support transfer mission, supporting budget allocation, document readiness in requesting for the evaluation, building knowledge and understanding among personnel, change acceptance, and field trip provision to transferred offices.

Organizational weaknesses affecting school transfer contain four drawbacks which are: (1) there is no appointment of task force. As there are many things to prepare for readiness, there are at least three groups of task force appointed that are personnel, benefits, and laws and rights, etc., as these three are motivation for school personnel to make a decision on the transfer, (2) incomplete studies on relevant laws. Because school transfer deals with many laws, regulations, and guidelines, such as the Decentralization to the Local Government Organizations Act B.E. 2542 and Amendments, the National Education Act B.E. 2542 and Amendments, and the Establishment of the Local Government Organizations Act, there is the link to each legal issue. Moreover, there are the determination from the Committee of Decentralization to the Local Government Organizations and the manual of readiness preparation on school transfer of the Ministry of Education. Therefore, the local government organizations and schools have to study in order to gain mutual understanding. (3) Unwillingness on the transfer of personnel is an obstacle for all operations. If there are a lot of personnel who are not willing to be transferred, the readiness preparation cannot be completely operated, and (4) the lack of cooperation

in order to request for readiness evaluation of the local government organizations. This cooperation among relevant offices is an important obstacle of the transfer which relies on readiness evaluation, especially that of the local government organizations.

For the opportunities of organizations affecting school transfer, it is found that there are six opportunities which are: (1) communities participate in making decision as education is an issue that communities, residents, and guardians pay attention to. Therefore, having an opportunity for communities to take part in several activities, share, and express opinions is an opportunity contributing to the school transfer to the local government organizations easily. (2) Community need: If communities understand school transfer goals, experience school problems that need to be solved, and learn objectives of education decentralization to the localities, this can lead to their wish to have schools of their children improved in a better direction under the supervision of the local government organizations. (3) Existence of quality assurance system: Schools encounter administrative problems, especially their budget; however, they still have potential in increasing educational quality as currently the National Education Act determines schools to have quality assurance in order to maintain standard. If there are problems found, schools can manage them well by using the quality assurance system seriously under the examination of external reliable organizations, such as the Office for National Education Standards and Quality Assessment (Public Organization: ONESQA). (4) High competition: Currently, there is high competition. Schools, as well as the local government organizations, have to manage what procedures they use to gain acceptance from guardians and communities. (5) Experience in education management: If the local government organizations are experienced in managing education previously, this is an important opportunity to gain confidence in education management from communities. Most local government organizations have experience in managing basic education; some have in Interval 1 or higher. (6) Development of information system on technical, academic, community network in an area: This can improve educational system in order to support ASEAN community cooperation. There should be modern academic data base and community network in an area which can support education administration, oversee academic matter, and management simul-taneously.

All opportunities affecting school transfer also have an impact on the school transfer of the local government organizations and schools, except for community need which belongs to schools affecting the transfer of schools, while an opportunity of having experience in education management affects the school transfer of the local government organizations.

For threats or obstacles affecting school transfer, it is found that there are eight threats of school transfer which are (1) guardians' value in sending their children to study outside of their communities as they regard that external schools have higher quality than that of the ones in their areas. (2) Guardians and communities lack confidence in schools as they regard that external schools have better quality and educational technology. (3) Transit to other schools: Guardians can provide the students to study in other schools as they do not limit their service area. (4) Decreasing number of teachers: Due to the decreasing number of students, schools have to adjust the number of their personnel to match with the number of students, (5) birth control which enables less number of children in each family, (6) emigration of residents to work. As they cannot work in their areas because of less job positions or salaries, the residents normally take their families out of their original areas to seek for new jobs. (7) National economy is a factor influencing the operation of school transfer policy, and (8) the security in local and national politics.

All threats affecting school transfer also affect the school transfer of the local government organizations and schools, except for the community need which belongs to schools and affects the transfer of schools, while the opportunity of having experience in education management affects the school transfer of the local government organizations.

Generating strategies SO and WO is focused on taking strengths and opportunities to generate strengths and taking opportunities to solve selected weaknesses. There are eight strategies for schools and nine for the local government organizations. All strategies of the local government organizations are similar to those of schools, except for the strategies of developing local curriculum in order to respond to communities' needs which belong to only the local government organizations. All nine strategies consist of building strength to organizations, building knowledge and understanding among personnel, change acceptance, building readiness for relevant offices, knowledge management among organizations in order to build overall confidence, improvement in administrative system to be in a form of committee, study in regulations, laws, and relevant offices, study in stakeholders' requirement, and development of local curriculum in order to respond to community need

After getting all details, the strategies are selected to be utilized and generated success of school transfer which are as follows:

(1) Strategies for the local government organizations consist of nine major and 14 minor ones which are as follows.

Strategy 1: Building strength to organizations consists of three minor strategies which are developing (1) personnel abilities in the organizations, (2) cooperative process, and (3) document preparation system.

Strategy 2: Building knowledge and understanding among personnel consists of two minor strategies which are giving knowledge in (1) relevant laws and (2) school transfer to community leaders, guardians, and communities.

Strategy 3: Change acceptance consists of two minor strategies which are (1) giving knowledge on change administration and (2) having field trips in changing organizations.

Strategy 4: Building readiness for relevant offices consists of two minor strategies which are giving knowledge on (1) data base and information technology system and (2) quality assurance system.

Strategy 5: Knowledge management among organizations in order to build overall reliability

Strategy 6: Improvement in administrative system to be in a form of committee

Strategy 7: Study in regulations, laws, and relevant offices consists of knowledge management in laws which is a minor strategy.

Strategy 8: Study in stakeholders' requirement

Strategy 9: Development of local curriculum in order to respond to community need

(2) Strategies for schools consist of eight minor and 13 minor ones which are as follows.

Strategy 1: Building strength to organizations consists of three minor strategies which are developing (1) personnel abilities in the organizations, (2) cooperative process, and (3) document preparation system.

Strategy 2: Building knowledge and understanding among personnel consists of two minor strategies which are giving knowledge in (1) relevant laws and (2) school transfer to community leaders, guardians, and communities.

Strategy 3: Change acceptance consists of two minor strategies which are (1) giving knowledge on change administration and (2) having field trips in changing organizations.

Strategy 4: Building readiness for relevant offices consists of two minor strategies which are giving knowledge on (1) data base and information technology system and (2) quality assurance system.

Strategy 5: Knowledge management among organizations in order to build overall reliability

Strategy 6: Improvement in administrative system to be in a form of committee

Strategy 7: Study in regulations, laws, and relevant offices consists of knowledge management in laws which is a minor strategy.

Strategy 8: Study in stakeholders' requirement

Part 5: Results of utilizing strategies generating success in school transfer

After the strategies generating success in school transfer are applied and tested out with the local government organizations and schools in San Sai District, Chiang Mai Province, the results of utilizing strategies are evaluated by inviting relevant people to have a focus group. Schools personnel consist of eight school directors and teachers responsible for planning the local government organizations. The local government organization personnel consist of 10 Chiang Mai Local Provincial Organization, municipality mayor, vice-mayor, security, subdistrict municipality deputy chief and vice-deputy chief, and educational heads and scholars (their names listed in Appendix). Personnel from schools and the local government organizations express their opinions independently in the focus group strategy by strategy. The results of the focus group are summarized as follows:

1. The results of applying strategies to the local government organizations

After the local government organizations apply strategies contributing to success in school transfer, they express opinions toward following issues. For the strategies of building organizational strengths, there are suggestions and opinions from the group toward minor strategies of developing personnel's capabilities in that the results can be positive if the state is transparent in its school transfer policies. The local government organizations have to determine clear guidelines and are sincere in developing education as nowadays the budget supporting education is not enough. If the state contains clear policies in supporting budget to the localities, they can use it for the sake of building strengths to the organizations faster.

In terms of developing document preparation system, the local government organizations receiving school transfer invite guest speakers or experts to give suggestions on preparing relevant documents, developing document or reference storing system, having workshops, developing from responsible duties, and sending those responsible for document storing to have a field trip at successful offices previously. These will accelerated readiness preparation on being evaluated.

For the strategy of building knowledge and understanding to personnel, the focus group members consider that this can be done easily. If the government requires policy performance, it can give command which all offices have to make it happen. Moreover, the state should be sincere in the transfer seriously and generous. The headquarters have to study and try to comprehend with relevant offices, such as the Ministries of Education, Interior, and Finance, so that they can practically cooperate. Guidelines that can cause problems should be solved before commanding relevant parts.

For the strategy of change acceptance, methods in seeking for less objection during the school personal disagreement are needed. However, the local government organizations accept the change of school transfer much better than schools as they learn and understand administrative mechanism in the format of the local government organizations well. Schools transferred also contain their own offices which do not affect the performance of local officers, so there is no objection among the local government organizations. However, one of the group regards that problems are spotted throughout the school transfer. To make it successful, the state has to use the command system only.

For the strategy of giving knowledge on relevant data base systems consisting of learning and developing necessary data base, connecting to public usage, and utilization workshops to those relevant, including giving knowledge on quality assurance which consists of giving knowledge on PDCA procedures, quality developing plans of the organizations, learning of quality assurance manuals, writing self-assessment reports (SAR), and practicing from really responsible work, it is seen that if the local government organizations contain school transfer policies, this means the administrators' approval. It has to be constant even though there are new administrators. Local leaders and school ones have to adjust their visions. Therefore, in order to prepare based on strategies proposed, this can be put into practice. However, it has to be considered that self-consideration is important in that whether they need to receive the transfer or not. Even though they are ready, budgetary lack for operation can make it impossible.

For the strategy of knowledge management among organizations in order to build overall confidence, it is seen that this should be put into practice as it lead to be a learning organization in that there is usual learning. Without knowledge management, there is no flexibility and change unacceptance. School transfer policies are important relying much on knowledge management as it affects morale in future working. If transferred individuals to the local government organizations lack morale due to having bad attitudes towards the local government organizations, this has an

impact on educational quality. Constant knowledge management leads to attitude change toward issues that used to be regarded as bad and improper ones.

For the strategy of the study on regulations, laws, and relevant offices, it is seen that these are human made, so they should be revised and adjusted in order to be proper to situations. So should school transfer regulations and laws. Teachers have problems on benefits they should get which should not less than the former ones. Therefore, there has to be relevant regulations and laws adjustment in order to be proper and compatible. For example, if teachers are not transferred with schools, they can be in the system until they retire from work. But for new comers, they should comply with new regulations.

For the strategy of the study on stakeholders' requirements, it is seen that it is necessary for operating. This can be surveyed among residents of the local government organizations easily, and most of them agree. Most local government organizations contain basic education (pre-school developing center) that is accepted by their people. If any local government organizations are ready for school transfer, they can collect their people's opinions easily in the forms of local developing plans or community meetings and discussions.

For the strategy of the development of local curriculum in order to respond to community needs, it is seen that this is important for teaching and learning management of the local government organizations, especially in basic level, as well as existing or transferred basic schools of the local government organizations. Development of local curriculum relies on participation in the locality, especially sages or wise villagers who are skillful in several professions, local wisdoms, history, social science, religions, and cultures. They can be invited to teach to students so that they are informed about their original root and existing local wisdoms, learn, and transfer these customs and cultures to their descendants.

2. The results of utilizing strategies of schools

After schools have utilized strategies contributing to success in school transfer by beginning from organizational strength construction strategy, it is found that techniques in giving knowledge via seminars need to contain interesting content in order to lead to success in school transfer. This has to be conducted constantly. The seminar topics should be clearly determined throughout the year and performed as identified in the plan.

Roles, duties, and responsibilities should be clearly determined for schools and the local government organizations in order to be a channel to promote personnel ability development in the organizations as needed directly because each section

contains different contexts and roles in education management and readiness preparation for school transfer.

Developing procedures to cooperate as stated by the policies of the Ministry of Education is quite difficult as the Ministry of Education determines school transfer to locality depending on school consideration. It is not compulsory to every school. It is found that schools in some areas are not ready affecting the failure of the policies. On the contrary, some local government organizations are ready for the transfer while schools are not. The solution then is left to the residents to help find guidelines for schools and the local government organizations and cooperate in order to approach their goal. For example, schools and the local government organizations in Hang Dong District, Chiang Mai Province, are ready. The administrators of both organizations have mutual understanding and determine to make it happen. School conditions after the transfer can be improved in terms of teaching and learning quite a lot as if they were private schools in that they can hire foreign teachers, have school shuttles system, develop computer rooms so that they are complete and modern. If the local government organizations are transparent and have mutual understanding, they can develop working procedures to be in the same direction easily.

Additionally, it is suggested that in developing small schools in order for them to meet quality, different supporting criteria from those of national ones are needed. The focus of development should be put on particular aspects because of different levels of readiness among them. If the state is sincere in developing them, sufficient budget for readiness preparation for school transfer should be given as it is a key factor in operating all activities.

For the strategy of building knowledge and understanding for personnel, it is seen that this should cover all issues, including salary and benefits as each local government organizations might provide different benefits for their officers depending on their performance results. School teachers usually regard that professional security as bureaucratic teachers is higher than that of officers in the local government organizations. However, they understand that this opinion is from teachers who have never studies about the regulations of personnel administration of the local government organizations thoroughly but a rumor.

Additionally, it is found that school personnel do not transfer to be under the local government organizations as it might make further transfer to other places difficult. Actually, however, it is much easier than the transfer of bureaucratic teachers. There is also a hesitation on the transfer to their homeland which is located upcountry after being transferred to the local government organizations; therefore,

giving knowledge and understanding to school personnel before the transfer is needed.

For the strategy of accepting change, it is seen that the change of schools or the local government organizations is dynamic without personnel's observation or worry about the school transfer. In a new organization with different working cultures, objection or unacceptance of changes hinders or delays school transfer. However, this is just one of the problems not a major one. Therefore, building concepts of accepting change needs time as well as building knowledge and understanding for personnel. Once they learn and understand it, it can easily lead to a decision of the transfer.

For the strategy of building readiness for relevant offices, it is seen that several information system of current schools are satisfactorily complete, but they depend on the responsible sections not yet belong to the public. This makes the school transfer to the local government organizations employ those information promptly. The information that personnel need to be informed should be publicized within schools as much as possible equally for the sake of academic management and administration, including preparation for proper teaching and learning improvement benefitting for guardians, personnel, and communities' decisions.

For the quality assurance in education, schools are restricted to receive the quality assurance highly. There are document preparation and actual practice based on indicators in order to wait for the assessment. Transferring to the local government organizations is not an issue affecting to quality assurance as schools of the Ministry of Interior have to comply with the same criteria as those of schools under the Ministry of Education as stated by the National Education Act B.E. 2542.

For the strategy on knowledge management among organizations in order to build confidence, it is seen that the benefits of this strategy are very important because the drive of school transfer to the local government organizations needs to have knowledge management among school personnel and schools. However, nowadays schools lack management system contributing to knowledge management effectively and efficiently because of the familiarity in their work or a lot of duties that decrease effectiveness. Those in a focus group regard that schools have to compete in educational quality at the present time, so there are always knowledge management both formal and informal which is not applied to benefit for school transfer as each school does not contain clear transfer policies. But, if there are transfer policies, knowledge management on this matter will increase automatically.

For the strategy on improvement of administrative system to be in a committee form, it is seen that some schools have already contained committees from

all groups in the society to work together and drive educational direction of the communities. However, in some schools that school transfer is not a major issue or policy for them, there is no task force appointed. But, if schools have clear transfer policies, all sections will help drive this systematically.

For the strategy on learning regulations, laws, and relevant offices, it is seen that schools have already worked and complied with a lot of regulations and laws. This results in uneasiness of school performance, but in order to maintain good governance, it has to be performed. Like school transfer, there are a lot of relevant acts and regulations. Some schools need to study and build understandings before the transfer quite a lot. If personnel lack interest in the contents of laws and relevant regulations, this can lead to mistakes. The strategies proposed in this research can be applied by schools that need to be transferred in order to build knowledge and mutual understanding for personnel, guardians, and communities. The mutual understanding on regulations, laws, and resolutions thoroughly can lead to reasonable discussion easily and similar consideration on benefits or impacts of the transfer.

From the strategy on studying stakeholders' need, it is seen that school transfer to the local government organization needs to gain mutual agreement from all sections relevant to schools. In other words, the stakeholders participate in expressing opinions and making a decision on the transfer; otherwise, there might be rejection from school personnel. Processes in reducing rejection should be sought.