

**IMPACT OF DECENTRALIZATION ON EDUCATION  
EXPENDITURE AND QUALITY OF EDUCATION  
SERVICE DELIVERY IN THAI LOCAL  
GOVERNMENT**


**Ausanakorn Tavarom**


**A Dissertation Submitted in Partial  
Fulfillment of the Requirements for the Degree of  
Doctor of Public Administration  
School of Public Administration  
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2014**

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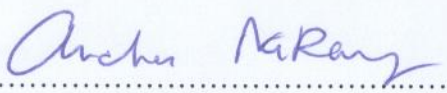
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## **ABSTRACT**

<b>Title of Dissertation</b>	Impact of Decentralization on Education Expenditure and Quality of Education Service Delivery in Thai Local Government
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The objectives of this study were: 1) To investigate the impact of decentralization policy on municipal governments' budget allocation for education; and 2) To investigate the impact of decentralization policy on the quality of education provided by municipal governments. The methodology for this study can be divided into 2 parts. Firstly, the study of municipal government budget allocation for education was conducted using secondary data from the previous local government budget law passed between 2007 and 2013, and results of the first (2001-2005), second (2006-2010) and third (2011-2015) External Quality Assessment for Municipal Schools, Basic Education Level. Analysis in the second part is based on a survey conducted in 8 sample city and town municipalities. In-depth interviews were conducted with 53 respondents including 14 municipal government administrators (mayors, deputy mayors and education directors), 24 headmasters and deputies headmasters and 15 community representatives (from education committees).

The study revealed the following:

1) Between fiscal years 2007-2013, the revenue of town municipal governments came mostly from local tax allocation and rescue funds, whereas the majority of revenue for city municipal governments was from local tax allocation and excise tax. When comparing the revenue from excise tax between city and town it was found that excise tax collected for city municipal governments was higher than for town municipal governments. When considering the average revenue of the town and

city municipal governments, it was found that the level fluctuated because the majority of local government income came from tax that had common base with the central government. In addition, the general overview on average income for these municipalities was that city municipal governments had notably higher income compared to town municipal governments as they had better capacity to collect the tax while also enjoyed higher income from more allocation, more areas, higher population and better economic capabilities.

2) The educational budget of the municipal governments were mostly allocated as operational budget or as educational expenditure. This expenditure can be either allocated from the revenue of municipal governments or paid from allowance. So between 2007-2013, the overview of educational budget of both types of municipal governments would be more from general allowance than from their own revenue.

3) Each municipal government was independent to manage their own educational activities but flexibility would depend on their revenue. As for the schools, they had flexibility in their internal management as they tend to use their good relationship with the municipalities to facilitate things. In addition, local educational budget was set in the local budget law which the school committee, community and school participated in drafting and provided input on the planned projects and activities which were submitted to municipal governments. Because of this, there was transparency and accountability in the process and operation.

4) The quality of municipal schools tended to have good trends and improvement. From the survey in all 8 municipal governments, it was found that the results of external quality assessment for municipal schools was similar to the general overview where good trends were observed.

5) The needs of parents and community from the schools were: 1) to provide knowledge to students and to teach their children how to read and write as well as shaping their morality 2) to teach students skills related to performing arts as well as to promote and support them to perform in appropriate events so they can provide service to the community and gain extra income and 3) to improve opportunity for students to further their studies by providing higher education for upcoming graduates.

## **ACKNOWLEDGEMENTS**

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# **CHAPTER 1**

## **INTRODUCTION**

### **1.1 Background and Significance of the Problem**

The Constitution of the Kingdom of Thailand, B.E. 2540 (1997) prescribes that the Thai State shall decentralize its powers to local governments for the purpose of self-reliance and decision-making about local affairs and ensure their autonomy based on self-government principles in line with the will of the local people (Article 78 and Article 282). Local governments shall have the freedom to define their policies, governance, administration, personnel administration and finances and shall have authorities (Article 284). The policy for educational decentralization states that local governments have the right to provide education and vocational training in accordance with localities' suitability and needs and to participate in the education and training provided by the State (Article 289).

The National Education Act, B.E. 2542 (1999) stipulates educational decentralization principles, whereby educational management shall be in line with the public administration system adhering to decentralization, under the following articles:

1) Article 9 (2) Decentralization of authority to educational service areas, educational institutions, and local governments.

2) Article 9 (6) Partnerships with individuals, families, communities, community organizations, local governments, private persons, private organizations, professional bodies, religious institutions, enterprises, and other social institutions.

3) Article 41 Local governments shall have the rights to provide education at any or all educational levels in accordance with the readiness, suitability and requirements of the local areas.

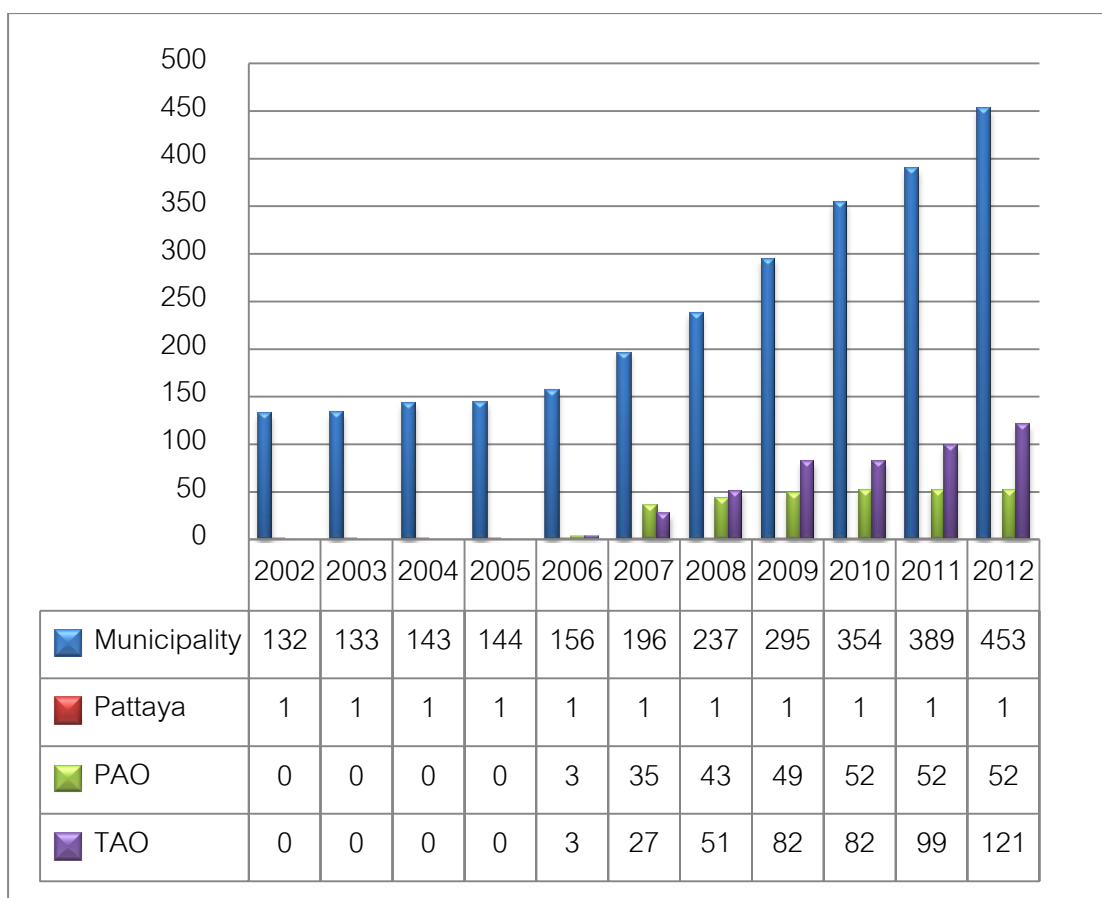
4) Article 42 The Ministry shall prescribe the criteria and procedures for assessing the readiness of the local governments to provide education. The Ministry shall be responsible for the coordination and promotion of the local

governments' capability to provide education in line with the policies and standards required. It shall also advise about budgetary allocations for education provided by local governments.

Under the National Education Act, the Decentralization Plans and Procedure Act, B.E. 2542 (1999) was formulated in compliance with the Constitution. Under Article 16 (9), 17 (6), and 18 of the Constitution, all forms of local government have the authority to manage their education. Under Articles 30 and 32, decentralization plans and operational plans shall be formulated for local governments.

Accordingly, the State shall transfer educational service tasks to local governments based on their preparedness, suitability, and needs, which are evaluated using assessment criteria and procedures as stated in Section 42 of the National Education Act. If any local governments meet the minimum assessment criteria, they are allowed to take charge of educational service on their own.

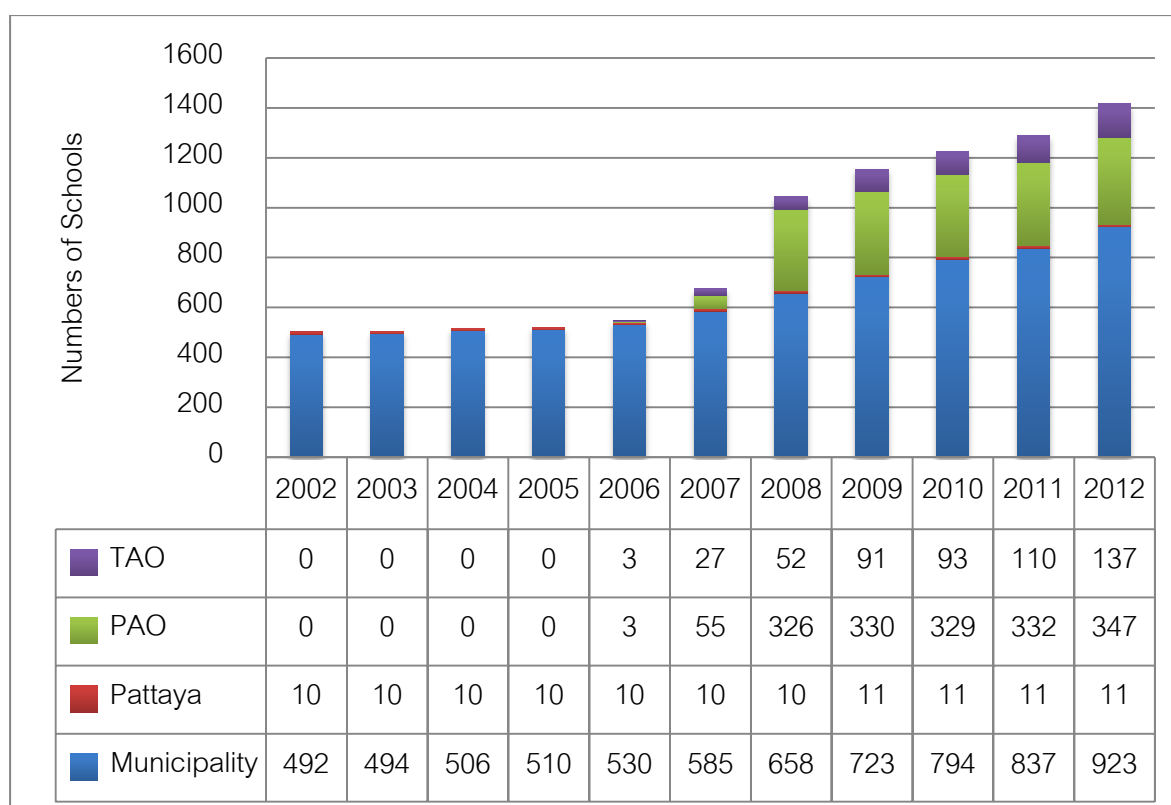
As laws state that local governments have the authority and duty to manage education, they play a greater role in managing education for their local people. The data on education from Academic Years 2002 to 2012 show that the number of schools affiliated with local governments have increased. The first forms of local governments taking charge of their education were municipal governments and the Pattaya City, followed by the Provincial Administrative Organization (PAO) and the Sub-district or Tambon Administrative Organization (TAO).



**Figure 1.1** Numbers of Local Governments that Provide Educational Service (2002-2012)

**Note:** Excluding Bangkok Metropolitan Administration.

Figure 1.2 shows that numbers of schools operate under local governments between 2002 and 2012 has been on a rise. Municipal schools made up the largest proportion, followed by numbers of schools under PAO and under TAO.



**Figure 1.2** Numbers of Schools Operated under Local Governments (2002-2012)

**Note:** Excluding Bangkok Metropolitan Administration.

Educational service provided by local governments can be divided into two categories: 1) local governments that manage education on their own, and 2) local governments that manage their education in partnership with other local governments or other government agencies (such as the Ministry of Education or other ministries or departments) or private sector. The second category, or the partnership form, is necessary in some cases. For example, municipal governments generally set up municipal schools in order to provide educational service to their consistencies. However, numbers of people outside municipal areas also attend the schools. Nonetheless, if the number of non-local students in the schools is high and the municipal governments have limited educational budget, the schools may be transferred to the PAO, or municipal governments may request that the PAO co-affiliate the schools with them. If a TAO has a policy to transfer local schools under its affiliation under the condition that it has limited revenues and does not want the

schools to be transferred to the PAO, it may establish an educational cooperative or an organization that it co-owns with the PAO to transfer the schools into the affiliation (Department of Local Administration, 2011b).

For local governments, there are five educational management tasks-management of early childhood education; management of basic education; management of vocational knowledge delivery; management of sports, recreation and other activities for youth; and management of religious, art, cultural, tradition and local wisdom affairs. The vision formulated by local governments for local education management is: “Management of local education to improve the quality and potential of local people in a way that integrates their way of life in line with the conditions and needs of communities and the country, based on the self-government principles according to the will of the local people” (Department of Local Administration, 2011c, p. 19).

When educational tasks must be transferred to local governments based on the afore-mentioned decentralization principles, two interesting questions arise. These questions are: How have local governments budgeted monies for education? and “How has the quality of their educational services been?” That is, the author is interested in exploring the impacts of decentralization on education expenditures and the quality of education service delivery in Thai local governments.

## **1.2 Research Questions**

- 1) What are the impacts of the decentralization policy on municipal governments’ educational budget allocation?
- 2) What are the impacts of the decentralization policy on the quality of municipal governments’ educational services?

## **1.3 Objectives of the Study**

- 1) To investigate the impacts of decentralization policy on municipal governments’ educational budget allocation.

2) To investigate the impacts of decentralization policy on the quality of municipal governments' educational services.

#### **1.4 Scope of the Study**

This study focuses on the impacts of educational decentralization for municipal governments with respect to two issues. The first deals with the impacts on educational budget allocation in terms of educational expenditure budget (from grants-in-aid and revenues), revenue budget, and autonomy of municipal governments. The latter deals with the impacts on the quality of educational services of municipal governments in two dimensions—response to local needs and three educational assessments conducted by the Office for National Education Standards and Quality Assessment (ONESQA) (quality and standard certification).

##### **Population and Key Informants**

1) Data on educational expenditures and revenues of the municipal governments came from the Budgetary Ordinance of all municipal governments. The population of this study was 190 municipal governments—28 city municipal governments and 162 town municipal governments (as per July 10, 2012, by the Division of Organizational Structure Development and Research, Bureau of System and Organizational Structure Development, Department of Local Administration).

2) Eight municipalities were selected for in-depth interviews and observation, namely the A City Municipality, B City Municipality, C Town Municipality, D Town Municipality, E Town Municipality, F Town Municipality, G Town Municipality and H Town Municipality. Key informants from the respective municipalities included local officials, who were mayors, directors of the Office of Education, and directors of the Division of Education; service providers, who were directors of schools affiliated with local governments; and citizens, who were members of the municipal school committee, students' parents, and relevant agencies in the local governments.



## 1.5 Definition of Term

Educational services of local governments mean municipal governments' educational services before and after educational decentralization.

Quality of educational services mean municipal governments' educational services that serve local needs and are certified as meeting a minimum quality standard by the ONESQA.

Estimated revenues mean estimated revenues of municipal governments in a fiscal year, which are derived from tax and non-tax revenues, capital, allocated tax (tax that the central government collects and allocates to municipal governments), as well as grant-in-aid provided by the Department of Local Administration.

Estimated expenditures mean estimated expenditures of municipal governments in a fiscal year. According to the Ordinance on Expenses, the estimated expenditures are classified according to six budget types-the central budget, personnel budget, operational budget, investment budget, supporting budget, and budget for other expenditures. Formerly, the estimated expenditures were classified according to sections, including salary; compensation, expenses and materials; a grant-in-aid; and equipment, land and construction. The change in classification was introduced into the Ordinance on Expenses after the adoption of a local governments' accounting system.

Furthermore, estimated expenditures in the Ordinance on Expenses are classified according to 12 plans-the general administration plan, internal security plan, education plan, public health plan, social welfare plan, housing and community plan, agricultural plan, community strengthening plan, religious, cultural and recreational plan, industrial and civil-engineering plan, commercial plan, and central budget plan. The estimated expenditures according to the budget types or plans must be equal.

Educational budgets mean municipal governments' budgets in the educational plan, which are composed of the personnel budget, operational budget, investment budget, supporting budget, and budget for other expenditures.

Educational expenditures mean municipal governments' educational expenditures in the education plan, which indicates if items/programs or activities will be drawn from revenues or general grants.

Drawn from revenues mean expenditure budget for items/programs or activities in the educational plan that is indicated to be funded from revenues which will come from municipal governments' revenues, not grants-in-aid (general grants).

Drawn from general grants mean expenditure budget for items/programs or activities in the educational plan that is indicated to be funded from grants-in-aid (general grants) which will come from grants-in-aid that the Department of Local Administration provides for municipal governments.

Local educational institutions mean schools under municipal governments, which can be schools that have been set up by, or transferred to, municipal governments.

## **1.6 Benefits of the Study**

1) To gain understanding related to education service provided by municipal governments after decentralization reform. The information will be useful for formulating educational policies and building the capacities for education services of local governments in line with the intention of educational decentralization.

2) To gain understanding related to the quality of municipal governments' educational service delivery. Such information will be useful for learning and determining the directions of development of educational management among local governments, educational institutions and other relevant agencies.

3) To gain understanding related to change in education budgets of municipal governments before and after educational decentralization and the relationship between educational budgets and the quality of educational services of municipal governments. This information will be beneficial for determining directions of promoting and pushing forward the policy implementation guidelines that are consistent with the educational decentralization policies.

## **CHAPTER 2**

### **LITERATURE REVIEWS**

For researching on the impacts of decentralization on municipal governments' educational budget allocation and quality of municipal governments' educational services, the researcher uses following concepts, theories, reviews of documents and related researches to frame this research: decentralization, educational decentralization, local education service, local government, budgetary allocation of local government, public services, education service delivery, quality of education, the accountability framework and other related researches. Details are as follows:

#### **2.1 Literature on the Decentralization**

Decentralization is the system that the state distributes partial administrative power to other organizations to manage some public services independently without being commanded by the state, but only being monitored. (Somkid Lertpaitoon, 2004)

Characteristics of administrative decentralization are described as follows: (Prayoon Kaanchanadul, 1995; cited in Somkid Lertpaitoon, 2004, pp. 17-18)

- 1) Independent juristic organizations are established and separated from the power of central government. The more juristic organizations are separated the more power the central government has distributed. Those juristic organizations are legal entities under Public Law which have their own budget and personnel including autonomy to implement some assigned public services without being commanded from the state, but only being monitored.

- 2) There is an election, especially for the decentralization to locality. Local governments consist of officers all elected from local people or partly, especially for those organizations that provide consultancy services. The election is

meant for local people to be part of local administration. If there is no election, we cannot call it the true decentralization to locality.

3) Organizations established by the concept of decentralization have power to organize their own business independently without being commanded or under hierarchical control from central government. They have power to make decisions, command and organize their business with their own budget and personnel which are not from the central government. Those organizations that have no such autonomy or have only consultancy duty to central or provincial administration are not considered as true decentralized ones.

Furthermore, governance according to decentralization concept proceeds in two ways (Chanchai Swangsak, 1999; Rivero, 1985 as cited in Somkid Leartpaitoon, 2004, pp. 8-19), 1) decentralization by areas which means the state distributes power to local government to implement public services. The assigned implementation of public services is limited within the area of that local government to meet the requirements of local people in the area. This governance is called “Local Administration” 2) Decentralization of services delivery. It means the state distributes power to specifically established government offices to implement some public services on their own. This type of decentralization is not characterized to be administrative decentralization, but the assignment to juristic organizations separated from the state to implement public services. They have their own properties and administrative officers but they also have to be directed and supervised by the state. Such organizations are divided into 2 categories which are state enterprises and public organizations.

According to Constitution of the Kingdom of Thailand, B.E. 2540, Article 284, local governments have autonomy on policy making, administration, management, personnel management, finance and have their own power and duties. The power and duties between the state and local governments as well as among local governments themselves are determined as prescribed in the law by taking decentralization to localities as priority. In order to develop continuous decentralization there must be a law to determine plans and process for decentralization that must contain at least following main points (Office of the

Decentralization to the Local Government Organization Committee, 2013, [www.odloc.org](http://www.odloc.org) ):

1) Determination of power and duties on system management of public services between the state and local government as well as among local governments themselves.

2) Proportion of taxes between the state and local government considering duties between the state and local government as well as among local governments themselves as priority.

When the Constitution of the Kingdom of Thailand, B.E. 2550, which is the current one, was declared, the old principles in Section 14 Local Governance, Article 283, paragraph 3 remained the same, stating that there must be a law to determine plans and procedure for decentralization in order to determine power, duties and income allocation between central administration and provincial administration and local government as well as among local governments by considering an increase of decentralization due to capability of each type of local government as priority. There must also be a law of local income to determine power and duties on tax collection and other income of local government by using proper regulations according to each tax category, allocation of resources in public sectors, balanced income and expenses under power and duties of local government by taking development steps of local economy, financial state of local government and financial sustainability of the state into account.

According to Article 30 of Decentralization Plans and Procedure Act, B.E. 2542, decentralization plans to local government proceed as follows (Office of the Decentralization to the Local Government Organization Committee, 2003, [www.odlc.org](http://www.odlc.org) ):

1) To proceed following transferred missions relating to the public services managed by the state on the date of enforcement of this act to local government within 4 years: The overlap missions between the state and local government, the mission provided by the state in the area of local government, the mission provided by the state in the area of local government which impacts other local governments and the mission proceeded under government policy

2) To determine the area of responsibility in delivery of public services by the state and local government and among local governments themselves according to powers and duties clearly determined in this act. In the initial period, the missions of local government may be different in accordance with the readiness of each local government considered from the income and personnel of that local government, number of population, expenses in proceeding including the quality of delivery public services to the public. Thus, this shall not exceed the period of 10 years.

3) To determine the direction and regulations for the state to coordinate and cooperate including giving help to the proceeding of local government efficiently.

4) To determinate the allocation of taxes and duties, subsidized fund and other income to local government in harmony with the proceeding according to the powers and duties of each type of local government as appropriate.

5) To set aside the annual appropriations relating to the public services in local government. The state shall allocate subsidized fund according to the necessity and the need of that local government.

According to Article 21 of Decentralization Plans and Procedure Act, B.E. 2542, the committee of decentralization to local government shall proceeds decentralization plans to local government and implementation plans in order to ask for approval from cabinet and report to parliament. The decentralization plans shall determine concept ideas, goals and guidelines of decentralization in conformity with those prescribed in Article 30 of Decentralization Plans and Procedure Act, B.E. 2542, in order that the intention of decentralization as stated in the Constitution of the Kingdom of Thailand, B.E. 2540 shall be fulfilled. Those plans shall be implemented by holding onto cooperation with every party, not be fixed, have flexibility and can be adapted according to circumstances and learning from increasing experiences (Office of the Decentralization to Local Government Organization Committee, 2002).

Main points of decentralization plans in conclusion are as follows:

1) Visions of Decentralization to Localities

In the period between B.E. 2544-2547 there were improvements of management system within local government, central administration and provincial

administration including developments of strategies, enhancements of readiness for missions, personnel, budget and properties transfer as well as revisions of related laws. Regarding missions transfer there were complete transfer to local government and cooperation among local governments including transfer of some officers to work under control of local government.

The period between B.E. 2548-2553 was a turning point, in which there were improvements of roles of central administration, provincial administration, local government and people sector to learn together in mission transfer. There were appropriate improvements of relationship mechanism between local government and provincial administration including revision of related laws in order that local government can proceed public services which meet the requirements of local people better and encourage people to cooperate in the administration of local government. So the local government can improve its capability on business performances efficiently and explicitly.

From B.E. 2554 onwards local people will have better quality of life, can access public services equitably and without exception. People can also decide, control, monitor, investigate and support business performances of local government completely. And the local government will improve its capability on management and local finance to be more independent and self-reliant. Their executives and local councils have wisdom, capability and visions of management. The role of provincial administration will be changed from provider of public services into provider of knowledge. The provincial administration will supervise the management of local government as needed under clear scopes. So the local administration will be a true self-governance system for local people.

## 2) Scopes of Decentralization to Local Government are as follows:

(1) The state distributes power, duties, responsibility, power of making decision and power of financial resources and personnel management to local government in order to enhance the readiness of local government and encourage people including social sectors to be involved in proceeding of local government.

(2) The state proceeds to improve the roles of central administration and provincial administration, internal structures of local government and related laws and regulations. The state also improves structures and mechanism to support

decentralization as well as creates efficient following, check, control, monitor and evaluation systems.

(3) Missions transfer and distribution of power and duties between the state and local government and among local governments themselves

**Table 2.1** Missions of Public Services Delivery to be transferred: 6 Fields of Mission

<b>Fields</b>	<b>Missions of public services delivery to be transferred</b>
Fundamental structures	Transportation and shipping, public utility, public assistance, town planning, control of the air
Support of quality of life	Occupational promotion, social welfare, entertainment, education, public health, slum and housing upgrading
Community/Social organization and peace and order maintaining	Constitutional promotion, equality, freedom and rights of people, promotion of cooperation of people on local development, protection, disaster prevention and mitigation, peace and order maintaining and safety and securities to life and properties
Planning, investment promotion, commerce, tourism	Plan on local development, development of technology, investment promotion, commerce, industrial development, tourism
Management and preservation of natural resources and environment	Protection, maintaining, use of forests, lands, natural resources and environment, environment and pollution control, public land preservation
Art, culture, customs, traditions and folk wisdom	Management and preservation of ancient remains, antiques, preservation of museums and archives

### 3) Implementation of Plans and Procedure of Decentralization

Plans and procedure of decentralization are implemented as follows (Office of the Decentralization to Local Government Organization Committee, 2003).



**Table 2.2** Principles for Implementation of Plans and Procedure of Decentralization

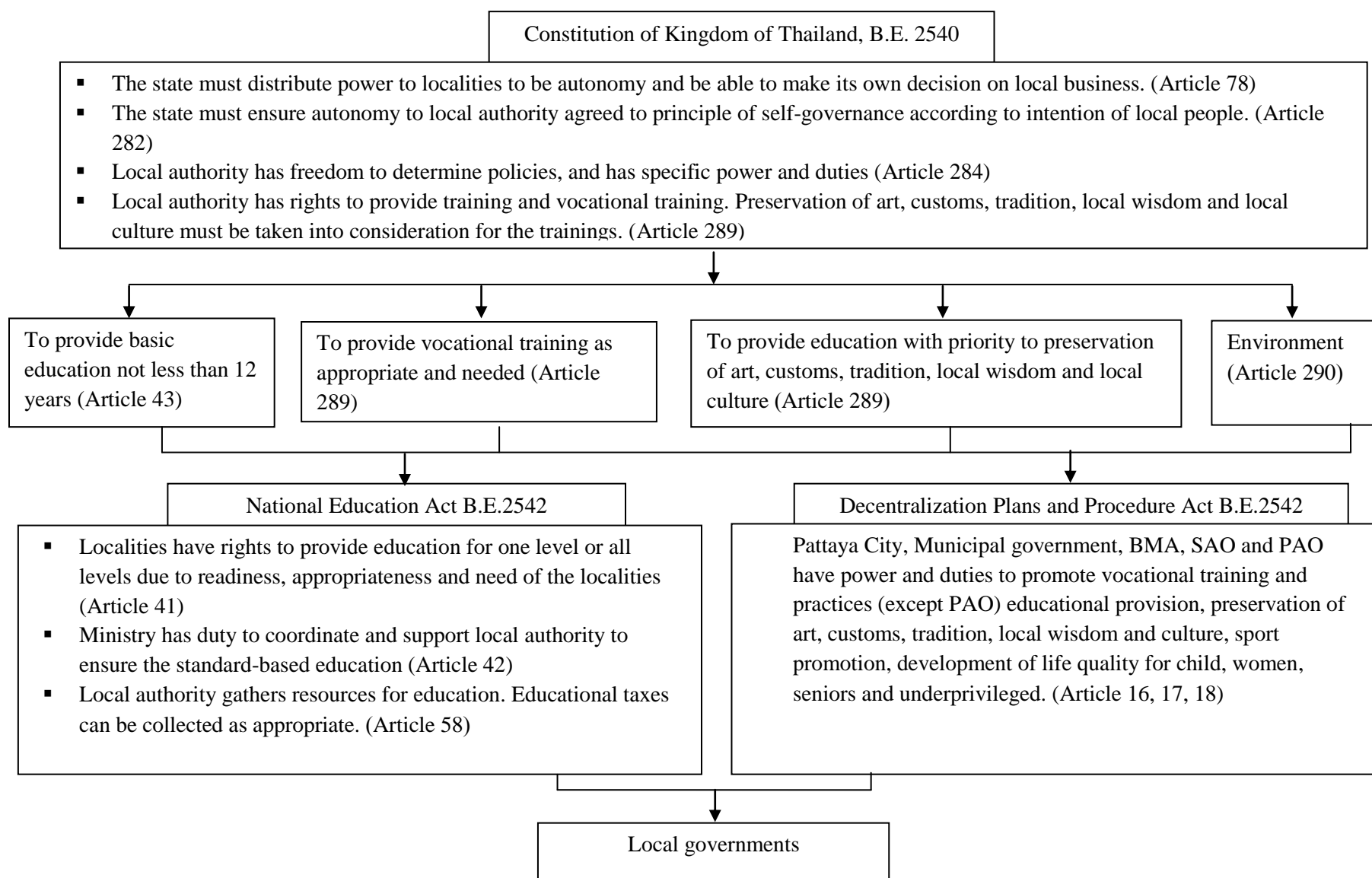
<b>Principles</b>	<b>Implementation</b>
Distribution of power among local governments	Placing an importance on existence of provincial administrative organizations, municipal government and sub-district administrative organizations regardless of overlapping territorial claims areas. Areas of responsibilities of local government shall be determined due to people's benefits, namely any business impacting people in the specific area shall be transferred to municipal government and sub-district administrative organization but any business impacting people in general or in overlapping area shall be transferred to provincial administrative organization
Worthiness of Investment	Emphasizing on common use of resources by collecting resources such as personnel, materials and machines at major local governments which are provincial administrative organizations and city municipality in order that all local government organizations can use them together. Major local governments shall be assigned to help and support small local governments which are sub-district administrative organizations in order to reduce financial burdens on resources provision
Collaboration of benefits between local governments	Placing an importance on benefits distribution system and shared financial burdens such as transportation stations in municipal area shall be in responsibility of provincial administrative organization but for those in area of sub-district administrative organization with all problems and disadvantages occurred, the income and benefits shall be given to that sub-district administrative organization as well

**Table 2.2** (Continued)

<b>Principles</b>	<b>Implementation</b>
Management efficiency of local government	Government offices have duties to ensure the readiness to local government such as providing training and seminar in different topics. Government offices must have plans determining which topics and when to succeed. Structures of local government shall be improved to be ready for missions transfer, increasing of personnel capability and personnel transfer and increasing of capability of local treasury
Improvement of management mechanism to increase efficiency	Placing an importance on revision of improvement plans for localities, budget/accountancy plans, personnel managements plans, local treasury system and revision of laws/regulations/rules
Cooperation of people	Central administration shall ensure increasing of mechanism to enhance cooperation of people on resources use and supervision after the use including announcement to encourage people to cooperate with local government

## **2.2 Concept of Educational Decentralization**

According to Constitution of the Kingdom of Thailand B.E. 2540 and B.E. 2550 it was prescribed that decentralization shall proceed by providing of education (mission for quality of life promotion) which is one of 6 mission fields transferred as stated in Decentralization Plans and Procedure Act, B.E. 2542. Furthermore, there are also National Education Act B.E. 2542 and Amendments (Second issue) B.E. 2545 which are mainly used as models to determine mission frameworks of local government for educational provision. Therefore, the involvement of these three parties is important because it allows us to see mission frameworks of educational provision managed by local government as described in below figure 2.1



**Figure 2.1** Structure of Involvement of Main Laws Which Determines Missions Regarding Educational Provision of Local Government

Principles of implementation of educational decentralization according to guidelines of administrative reform and educational service as prescribed in National Education Act B.E. 2542 (San Vara-in, & Tippawan Kamkhong, 2002, pp. 5-8) are as follows:

**Table 2.3** Principles of Implementation of Educational Decentralization according to Guidelines of Administrative Reform and Educational Service as Prescribed in National Education Act B.E. 2542

Principles of decentralization	Implementation
Unity of policies and variation of performances	Unity of goal settings for educational management, same standard and direction but each locality is enabled to choose various methods by itself. The central offices only set policies, provide consultancy, make a suggestion, verify, follow and assess the implementations.
Decentralization to educational service areas, schools and local governments	To distribute the power of administration and educational service directly to educational service areas and schools in those areas in the fields of academic knowledge, budget, personnel management and general administration (Article 39) and to give rights to the local government to manage education in one level or all levels as appropriate or needed in the area. The educational service area shall cooperate and support the local government to manage education according to policies and educational standards (Article 41)
Cooperation of person, families, communities, organizations, business offices and other social	To ensure a person, community and local government to cooperate in educational service in order to collect all forces from every social part to be involved with educational service. Theoretically, all parties can

**Table 2.3** (Continued)

<b>Principles of decentralization</b>	<b>Implementation</b>
institutions	<p>operate with educational service (all for education) and it is considered a distribution of educational opportunities to localities thoroughly.</p> <p>To establish school committee consisting of representatives from local communities and organizations in order to encourage people including representatives of all types of local governments in the area to be members, support and promote educational service without exception which brings about relationship between communities, people, organizations, social institutions and educational service areas including schools.</p>
Saving, worthiness, greatest benefits and accountability	<p>To consider implementations which reduce management costs to ensure worthiness and reduce problems of overlapping and wasted management by cutting off levels of administration. Only central administration and local administration remain. And to ensure freedom to use resources on principles of worthiness, greatest benefits and accountability</p>
Fairness and equality	<p>To provide more opportunities for a person to receive education by establishing educational service areas considering appropriate area, assignment volume and capability to manage efficiently which ensure fairness and equality in educational service</p>

Regarding the decentralization of educational service, structures of administration and educational service are set up in 2 levels, namely central

administration level and acting local offices level. Details are as follows (San Vara-in, and Tippawan Kamkhong, 2002, pp. 9-11)

**Table 2.4** Structures of Administration and National Educational Service

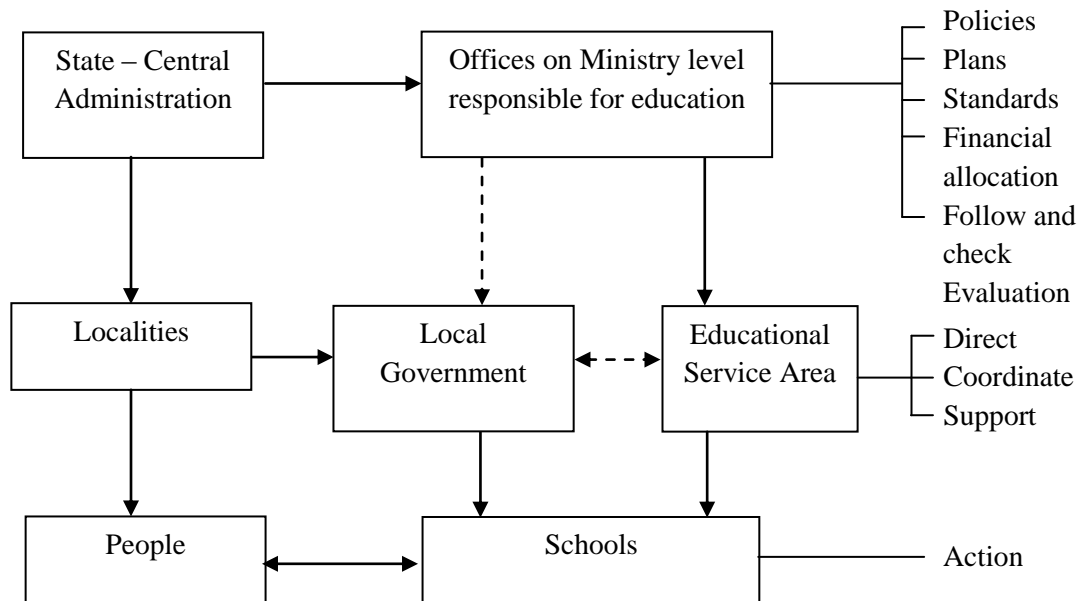
Structures	Roles
Central administration level (for example Office of the Education Council, Office of the Basic Education Commission, Office of the Higher Education Commission)	There used to be 2 roles on this level which were administration role and performance supervision role, but at present the organizations on this level only have administration role. They work on policies. They have power as prescribed in National Education Act B.E. 2542 but limited to policies and plans, standards, support, resources, following, verification, assessment and performances on national level.
Acting local offices level (2 levels: educational service areas and schools)	Decentralization of administrative power and educational service is characterized as school-based management in 4 fields which are academic knowledge, budget, personnel management and general administration. Schools shall take complete action by having autonomy and agility, but if the action cannot be complete at schools, it must be complete at educational service areas by coordinating between educational service areas, schools and local government.

However, due to the decentralization to local government the state must transfer the missions of educational service to local government by allowing the local government to take responsibility according to its readiness for resources and personnel, appropriateness and requirements of people in the area which have passed the evaluation test under Article 42 of National Education Act B.E. 2542. The educational service areas only coordinate and support the local government to ensure the educational service agreed to policies and educational standards. But the state can direct and monitor the educational service by local government in the areas of

standard control and others. It can also suggest the budgetary allocation for educational service by local government as prescribed in National Education Act B.E. 2542 (San Vara-in, & Tippawan Kamkhong, 2002, p. 12).

Furthermore, according to National Education Act B.E. 2542 two new independent entities were established, namely Office for National Education Standards and Quality Assessment (ONESQA) and Organization of teaching professions, school directors and educational administrators in order to enhance the freedom and agility in action. The ONESQA was established as stipulated in Article 49 of National Education Act B.E. 2542 and Royal Decree on the Establishment of the Office for National Education Standards and Quality Assessment (Public Organization), B.E. 2542 and has duties to develop standards, methods of external evaluation and assessment of educational quality in order to check quality of schools of all types and levels. Organization of teaching professions, school directors and educational administrators are institution established as stipulated in Article 53 of National Education Act B.E. 2542 to be served as quality assessment of educational management implemented by educational professionals. Their duties are to determine professional standards, issue or withdraw a professional license, supervise and monitor actions agreed to professional standards and ethics including develop teaching professions, school directors and educational administrators themselves (San Vara-in, & Tippawan Kamkhong, 2002, p.13).

Thus, Decentralization according to National Education Act B.E. 2542 can be summarized into a chart as follows:



**Figure 2.2** Chart Showing Educational Decentralization

**Source:** San Vara-in, & Tippawan Kamkhong, 2002, p. 14.

### 2.3 Literature on Local Education Service in Thailand

The background of local education provision or local education service in Thailand began in 1898 when the Ministry of Interior (MoI) established local school under the responsible of the governor in order to manage local education in different regions so that the people can read and write. As for higher level of education, the responsible lied with the Ministry of Education (MoE). Later on, the local education function was transferred back and forth between these two ministries as the government policies changed. During 1898-1932, the Ministry of Interior was responsible in expanding education to rural areas by establishing and managing local schools. After the 1932 democracy revolution, in 1935, the government underwent some structural reform on all government agencies resulting the Ministry of Education assuming sole responsibility in education service and all the local school were transferred to the ministry. The Ministry of Interior only provided support (Department of Local Administration, 2012b)



When the government first implemented the decentralization policy, the law was enacted to assign the municipality to be local government with the responsibility to provide education to the local people. In addition the Primary Education Act of B.E. 2478 (1935) empowered the municipality to take control of the local school and its assets from the Ministry of Education. If the municipality did not have enough schools, more should be established using the municipal resources. The Head of Districts was assigned the tasks of establishing schools in all the sub-districts in order to adequately provide education to the people. Later on in 1966, the government decided to transfer the education provision to the Provincial Administrative Organizations (PAOs), while the Ministry of Education was responsible in academic affairs, curriculum development, setting and controlling standard of education and textbooks (Department of Local Administration, 2012b).

In 1980, there was a restructuring of primary education provision. In order to promote unity, primary schools under the control of PAOs were transferred to be under Office of the National Primary Education, except in Bangkok where the Bangkok Metropolitan Administration (BMA) was allowed to continue to provide education. The Ministry of Education was still mainly responsible for education (Department of Local Administration, 2012b).

After the Constitution of B.E. 2540 (1997), local government was assigned to provide education, courses, and vocational training according to the local needs, and the Decentralization Plans and Procedure Act of B.E. 2542 was also enacted.

The local government was set up to provide public services for the people, particularly the basic public services which would be closely connected to the local people. Education was one of the main tasks of the local government as established in the Thai Constitution and other related laws below:

- 1) The Thai Constitution of B.E. 2550 (2007), Article 289, stated that the law related to Decentralization Plans and Procedure must be developed. Article 49 and 28 also stated that the local government has the rights to provide education, courses and vocational training as suitable to the needs of the local community, and to participate in providing state education which comply with the national education system (Office of Basic Education Commission, 2009)

2) The National Education Act of B.E. 2542 (1999) and its amendment (2<sup>nd</sup> edition) of B.E. 2555 (2002), Article 41 and 42, and the Public Administration Regulation (Ministry of Education) Act of B.E. 2547, Article 21, stated that the local government has the rights to provide education according to its readiness, suitability and the local needs. The Ministry of Education needed to develop the criteria and evaluation methods to assess this local readiness in providing education which comply with the national policy and educational standard. In addition, recommendations should be developed for resource allocation by local government on education. These should be developed as Ministerial Regulation (Office of Basic Education Commission, 2009)

3) Decentralization Plans and Procedure Act of B.E. 2542 (1999), Article 16 and 17, stated that the municipalities, Pattaya City, Tambon Administrative Organization (TAOs), Provincial Administrative Organizations (PAOs), and Bangkok Metropolitan Administration had the authority and responsibility to establish a public management system for the benefit of their local people which include the provision of education as part of the public services (Office of Basic Education Commission, 2009)

Office of Basic Education Commission (2009) set the principle for the provision of education by local government which stated that it should be provided according to the Thai Constitution, The National Education Laws which were considered to be the standard law on education, and other related laws as below:

1) The provision of education should be based on lifelong education for the people, allowing the society to participate in the provision, and developing contents and learning process in a continuous manner.

2) The provision of education of no less than 12 years as announced by the government in compliance to Article 49 of the Thai Constitution (B.E. 2550) which stated that the state must provide good quality education equally free of charge. In addition, education must be provided for disabled people, including those with physical, mental, intellectual, emotional handicap, and those with communication or learning difficulties. This is to allow these underprivileged people to be able to access basic education and to provide special delivery methods according to the needs and/or conditions of that person. This complied with the National Education Act of B.E. 2542 (1999).

3) The provision of education must be towards the development and fulfillment of Thai people on physical, mental, intellectual, knowledge, cultural and morality aspects in order to allow them to happily live with others.

4) During the learning process, the right mindset on democracy with the Monarchy as the Head of State must be fostered, as well as the ideology on the protection and promotion of human rights, duty, freedom, legal obedience, equality, and dignity. National pride and the protection of national interests, as well as the promotion of religion, arts, and culture must also be embedded. In addition, sports, local and other knowledge, conservation of nature and environment, labor skills, self-dependence, innovativeness, and continuous learning must be part of the learning process and Thai education.

After the decentralization policy, many local governments have scaled up their educational provision both in terms of readiness and capacity. Currently, there are 1,407 schools under various types of local government as shown below in Table 2.5.

**Table 2.5** Schools under Local Government in 2012, by Types of Local Government.

<b>Types of Local Government</b>	<b>Number of local government</b>	<b>Number of Schools</b>
Provincial Administrative Organization	52	347
City Municipality	28	178
Town Municipality	133	402
Sub-district Municipality	292	343
Tambon Administrative Organization	121	137
<b>Total</b>	<b>626</b>	<b>1,407</b>

**Source:** Department of Local Administration, 2013.

In addition, the format or method of educational provision by local government can be considered from the legal framework, as well as the socioeconomic context, appropriateness of policy and other considerations as below:

1) Local government may choose to provide education directly by themselves in accordance to the authority which was previously mentioned;

2) Local government may choose to partner with another local government, other state agencies, or private entities to provide education to the local people. For example, a municipality may have a school to provide education in urban area. However, there may be students from other areas within the municipality attending this school as they are not allowed to discriminate. If that municipality has budget constraint they may transfer this school to the PAO for additional funding and more efficient management. In the case that the school situates within the area of a TAO who wish to transfer the school to be under its control but lack the necessary funds, an agreement between that TAO and PAO may be arranged to create another entity to jointly look after the school.

However, as the law empowered the local government to provide education, the following vision was developed on local educational provision,

Local Educational provision for the development of quality and capability of local people so they can integrate their way of living with the context and needs of the society and country as a whole in accordance to the principle of self-governance by the will of local people

As for the tasks of educational provision, there are 5 tasks which are the provision of kindergarten nursery, basic education, vocational education, promotion sports and recreational activities amongst youth, and tasks related to religions, art & culture, traditional and local knowledge. The details of these tasks and the objectives of local provision of education are outlined below (Department of Local Administration, 2011c, p. 19)

**Table 2.6** Tasks on Local Educational Provision and Objectives

Tasks	Objectives
1. Provision of Kindergarten Education	To promote development and readiness in physical, mental, emotional, social, and intellectual aspects in pre-school children so that they are ready to enter basic education.
2. Provision of basic Education	<p>1) To provide to children with the appropriate age within the local government jurisdiction the basic education in accordance to the curriculum in an equal and equitable manner</p> <p>2) To develop basic education provision by the local government so that it can provide high quality, effective education according to the standard, objectives and goals set by the states while also meet the needs of the local community. This is to promote balance between the development of intellect, mind, body, society, ideology and behaviors, and to create a variety of student-centered learning processes.</p>
3. Provision of Vocational Education	To provide knowledge and understanding to the people in the creation and development of job opportunities so they can improve their quality of life. This is particularly the case for the underprivileged and disabled people who need this support so they can become more self-dependent.
4. Promotion of sports and recreational activities amongst youth	To promote recreational activities and development of sport skills to the youths and the general public. This will lead to the development of the body, intellect, mind and society, while also create awareness on the value of sports as a tool to shape the behavior of children in the right direction by make good use of their free time.

**Table 2.6** (Continued)

<b>Tasks</b>	<b>Objectives</b>
5. Other tasks related to religions, arts & culture, traditional and local knowledge	<p>1) To support religion and conserve local arts, culture, tradition, and knowledge, and to promote national pride.</p> <p>2) To ensure that local educational provision takes into consideration the needs and participation of the communities, including individuals, households, communities, the private sectors, professional bodies, and religion institutions, so that the provision can be organized according to local capacity and capability.</p>

As for the Department of Local Administration, it was established as a central agency to look after local government and set a common educational policy framework so that educational provision is not fragmented as followed (Department of Local Administration, 2010a)

1) Policy on equality of opportunity to basic education: To urgently provide education so that everyone can equally access good quality basic education of no less than 12 years free of charge.

2) Policy on kindergarten education: To provide good quality pre-school children education and promote the participation of all relevant stakeholders in education provision.

3) Policy on education standards and quality: To develop quality and standard, as well as the quality assurance system for education at all levels.

4) Policy on education provision and management system: To develop systems for education service and provision so that it aligns with national education service effectively and efficiently, which will, in turn, promote unity in education policy, promote readiness in providing education, and encourage participation from the public. Policymaking in education and planning should take into consideration the impact on the private education sector as well as the opinion of the public.

5) Policy on teachers and human resources in education: To develop human resource plan for integration of data for the recruitment process, performance evaluation, and capacity development in a continuous process. This is to improve quality and standard of teachers, as respected professionals, and to provide attractive benefit and remuneration to them.

6) Policy on curriculum: To ask schools to specify details, content of core and local curriculum which emphasize on knowledge, morality, learning process and integration of these as appropriate to each level of education (including formal and informal education) which align with the Thai history, current context and promote desirable behaviors, Thai values, and good citizenship.

7) Policy on learning process: To develop learning process for students to be aware and value ‘Thainess’, as well as able to learn and develop themselves. The learning process must be student-centered and education must be aimed to naturally fulfill the potential of the students through continuous learning. In addition, research should be encouraged amongst teachers in order to develop the best learning process or methodology for each level of education

8) Policy on resources generation and investment in education: To gather resources and investment in education effectively and efficiently both in terms of pooling of state budget and assets from other sectors, including private sector and other professional & religious entities, for the purpose of educational provision. The state should prioritize education as it is of high importance in sustainable development, and allocate resource accordingly.

9) Policy on technology in education: To promote and support the development and production of textbooks, academic document, other publishing materials, equipment and supplies, and other educational technology by urgently developing the production capacity, providing financial support and incentives to boost production, and to develop and apply educational and communication technology which include the infrastructure for broadcasting, telecommunication, and other forms of communication.

10) Policy on promotion of sport and recreational activities for youths: To promote and support activities related to sport and recreation for youth as well as

providing continuous learning in all forms to everyone adequately, effectively, and with variety.

11) Policy on vocational skill development: To promote and support people to be able to find jobs which are legal and facilitate the founding of professional groups, consolidation of local knowledge, support fundraising, and integrate different knowledge to apply and improve job prospects, marketing skills and standard as suited to local context.

12) Policy on religion, arts and culture, tradition, and local knowledge: To support, promote, and conserve religion institution, arts, culture, tradition, and local knowledge in order to create a society of knowledge and learning which is generous to each other and conserve the local Thai culture and tradition which they are proud of for the next generation.

## **2.4 Literature on Local Government**

The governance at local level in the form of Local Self Government was related with the concept and theory on decentralization by Kowit Puangngam (2009) who compiled various definitions on local governance provided in a number of literatures as followed:

Wit (1967) defined local governance as a type of governance which the central government empower or decentralize its power to a local government unit allowing the local people to jointly govern in all or certain aspects for that area. This was in accordance to the principle which stated that if the governing power came from local people, then local government is considered to be the government of the people and for the people. Because of this, the local administration needed to have its own organization which the central government empowered but independent and autonomous in its decision making within the local jurisdiction.

Holloway (1951) defined local governance as an organization with clear jurisdiction and population size according to criteria, with governance and financial autonomy, and had local legislative assembly which came from election.

Harris (1949) gave the definition on local governance as a type of governance involving a local government unit which came from a free election to choose someone



to assume control as local administrator, and had the autonomy and responsibility to govern without interference from the regional or central government. However, local government must still be under the country's highest authority and not act as another free state. Local government would not be successful without the support and participation of the local people. So this must be embedded in the mindset of the people in order to allow local government to self-govern which would become beneficial to the local and country as a whole.

As for the principle of local governance, the key points are outlined below (Kowit Puangngam, 2009, p. 29)

1) The governance of one community may be different from other communities in terms of level of development, population size, and/or area size. For example, in Thailand, local government can be classified as special administrative zone (e.g. Bangkok & Pattaya), municipality, Provincial Administrative Organization, and Tambon Administrative Organization.

2) Local government must have the autonomy to carry out its duty as appropriate. In other words, the power of the unit must have adequate scope to truly support the tasks of local government. Without this scope, local government will be like an independent state leading to instability in terms of national security. The scope can vary according to the level of development and capabilities of that particular local government and the people. The level of decentralization as a central policy will also be important in determining the right level of empowerment.

3) Local government had the legal rights to self-govern. These legal rights can be classified as followed:

(1) Local government had the rights to legislate laws and regulations for uses within local government jurisdiction to allow the unit to manage its own affairs, carry out its duties, and to create civil orders within the communities. This may include municipal law and code of law.

(2) Rights are the core fundamentals in local administration, and the power to allocate budget can be used as a tool for management of activities according to the authority of that type of local government.

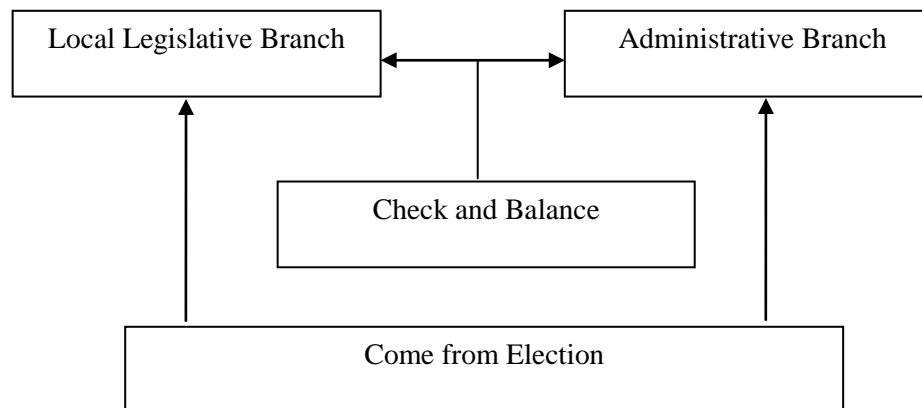
4) The necessary organizations for self-governance must be established. These are administrative organization and legislative organization.

5) Local people participated in local government which derived from the concept that only local people knew the problems and how to truly solve them. So local government needed to involve local people in administration in order to meet the needs of the community, and to put local government under the control of the people. In addition, this would increase the awareness and understanding of true democracy.

Currently, there are 2 classifications of local government in Thailand, general and special classification. Those in the general classification include Provincial Administrative Organization, Municipality, and Tambon Administrative Organization, while the special classification only occurred in 2 areas which are the Bangkok Metropolitan Administration and Pattaya City. These 5 types of local governments each had the same internal structure which is the 'Council-Executive Form' or the clear split between the legislative branches from the administrative branch. In the case of a municipality, the mayor is the head of the administrative branch, while the chair of the Municipal Council is the head of the legislative branch.

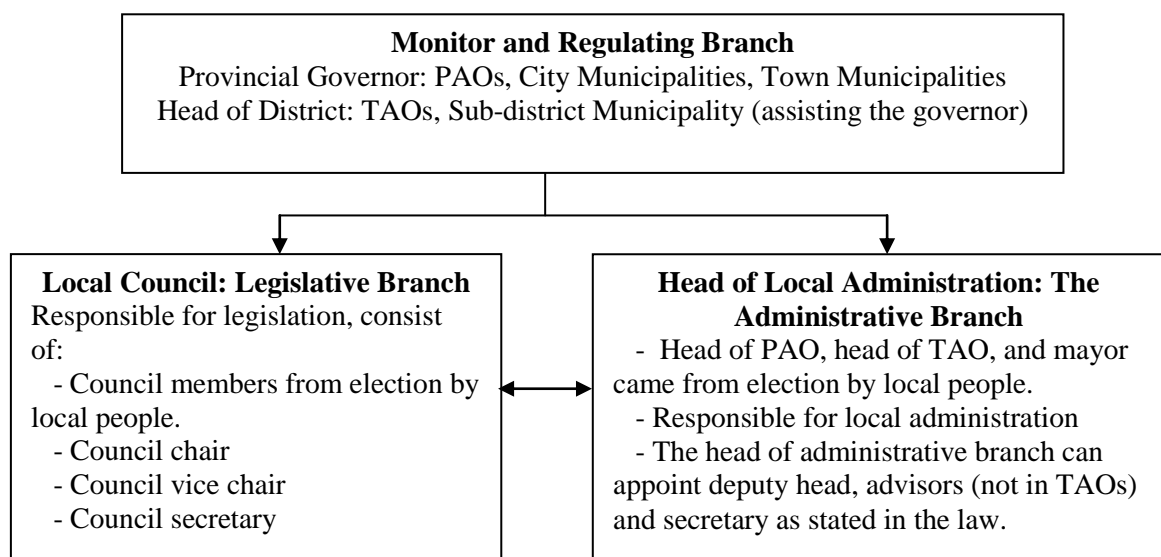
However, the components of the Council-Executive Form consist of the following:

- 1) A split between legislative and administrative branch
- 2) The administrative branch is responsible for the internal management of local government.
- 3) The legislative branch is responsible for monitoring the administration and local legislation.
- 4) Both administrative and legislative branches came from election by the local people.



**Figure 2.3** Structure of Legislative and Administrative Branches

As for the general structure of local government, those in general classification (i.e. Provincial Administrative Organization, Municipality and Tambon Administrative Organization) will be mentioned here.



**Figure 2.4** General Structure of Local Government (General Classification)

As for the duty of local government, the power to carry out these duties was stated in the law specifying which activities can be conducted at local level. The following laws are relevant to the duties of local government:

1) Provincial Administrative Organization Act of B.E. 2540 (1997) and its Amendments (4<sup>th</sup> Edition) of B.E. 2552 (2009)

2) Municipality Act of B.E. 2496 (1953) and its Amendment (13<sup>th</sup> Edition) of B.E. 2552 (2009)

3) Tambon Council and Tambon Administrative Organization Act of B.E. 2546 (2003) and its Amendment (6<sup>th</sup> Edition) of B.E. 2552 (2009)

When considering the scope and authority as set out by the law, it can be seen that the law empowered local government to conduct activities or provide a number of public services in wide range. Kowit Puangngam (2009) stated that the characteristics of these duties as stated by law can be grouped into 2 types, which were the duties that ‘must be done’ regardless and those that ‘may be done’ where local government could choose to do if they were ready and had the capacity. In addition, there were some tasks where the central government devolved to local government to do on behalf of the central government.

However, after the development of decentralization policy in the Thai Constitution of B.E. 2540 (1997), the roles and responsibilities of local government were later set in the Decentralization Plans and Procedure Act of B.E. 2542 (1999) which led to a major change in the management within local government itself leading to confusion and complications on the new role which needed to be solved. In this section, the focus would be on the Provincial Administrative Organization (PAO), Municipality, and Tambon Administrative Organization (TAO).

**Table 2.7** Duties and Authority in the Provision of Public Services of Local Government According to the Decentralization Plans and Procedure Act of B.E. 2542 (1999)

<b>Municipality / TAO</b>	<b>PAO</b>
1. Local development plan	1. Local development plan and
2. Provision and Maintenance of land & water transportation, as well as the sewage system	coordination in formulating provincial development plan through methods specified by the cabinet.

**Table 2.7** (Continued)

<b>Municipality / TAO</b>	<b>PAO</b>
3. Provision and control the piers, river crossing, and car park.	2. Support other local governments in their local development
4. Public utility and construction	3. Facilitate coordination and collaboration between different local governments
5. Public work	4. Budget allocation to local governments as they are entitled to by law.
6. Promotion, training and support on employment to local people	5. Management and conservation of the forest, land, natural resources and environment.
7. Commerce and investment promotion	6. Provision of education
8. Tourism Promotion	7. Promotion of democracy, equality and rights & freedom of the people
9. Provision of Education	8. Promotion of people participation in local development
10. Social work and development of quality of life for women, elderly and underprivileged people.	9. Promotion of the appropriate development of technology
11. Conservation of local arts, tradition, knowledge, and culture	10. Provision and monitoring of sewage management system
12. Housing management and slum improvement	11. rubbish and waste management
13. Provision and maintenance of places for recreation and relaxation	12. Environmental and pollution Management
14. Promotion of sports	13. Management of land and water transport station
15. Promotion of democracy, equality and rights & freedom of the people.	14. Tourism Promotion
16. Promotion of people participation in local development	15. Commerce, investment promotion, and enterprise (run by PAO, or jointly with other entities, or as cooperatives)
17. Cleanliness and order	
18. Water and rubbish waste management	
19. Public health, family health and	

**Table 2.7** (Continued)

<b>Municipality / TAO</b>	<b>PAO</b>
health care services	16. Provision and Maintenance of land & water transportation to connect between different local governments
20. Provision and control of funeral services	17. Provision and monitoring of central market
21. Control of livestock	18. Promotion of sports, local tradition and culture
22. Provision and control of animal slaughter	19. Provision of provincial hospitals and services related to healthcare, and disease control & prevention
23. Provision of security, order and hygiene in theaters and other public places.	20. Provision of museums and archives
	21. Mass transportation system and traffic engineering
	22. Prevention and mitigation of natural disasters
24. Management and conservation of the forest, land, natural resources and environment.	23. Keeping peace and order within the province
25. Urban planning	24. Activities which were the responsibility of other local government within its jurisdiction but there were good reasons to carry out this task jointly with other local government or the PAO, as set by the Committee
26. Transportation and traffic engineering	25. Support and assist other state agencies or local government in their efforts on local development.
27. Maintenance of public places	26. Provision of services to private entities, state agencies, state enterprises or other local government
28. Building control	
29. Prevention and mitigation of natural disasters	
30. Keeping peace and order, promotion and support for the personal safety	
31. Other duties which were beneficial to local people as announced by the committee	

**Table 2.7** (Continued)

Municipality / TAO	PAO
	27. Social work and development of quality of life for women, elderly and underprivileged people
	28. Other duties which were specified in this law and other laws as PAO's duty
	29. Other duties which were beneficial to local people as announced by the committee.

**Source:** Kowit Puangngam, 2009.

## 2.5 Concepts about Budget of Local Government

Budget for locality includes income budget, expense budget, methods for savings management and loans. Generally, local government can create balance budget, surplus budget and deficit budget (Direk Pattamasiriwat, 2008, p. 9). According to the study of Porntip Kanchananon (2010) it can be seen that the budget allocation of municipal government for the current year is based on the allocation in the previous year and the state allocates the budget and taxes not less than the previous year. This method reduces risks of lacking resources and problems between municipal council and administrative section. In summary, the theory of Incrementalist best describes the budget allocation of municipal government. The budget analysis of local government must be constructively agreed to laws for example Budget Procedures Act B.E. 2502 and regulations on local budget legislation procedures (Direk Pattamasiriwat, 2008, p. 9).

The budget circle of local government consists of 4 procedures. The first one is budget preparation. Administrative section and budget officers of local government (municipal clerk, chief administrator of the SAO, financial officer) are responsible for it. They analyze income and expenses based on information in the past and they do it progressively with trend analysis. When the income and expense amount and

allocation procedures are determined, they create a document called “Local Budget Legislation of the year...” The second procedure is budget legislation. The administrative section submits a draft of budget legislation to the local council to be considered as “accepted” or “unaccepted”. Three agendas of local council meeting shall proceed for the procedure. This step must be complete within August, 15<sup>th</sup> every year in order not to exceed the beginning of the fiscal year which is on October 1<sup>st</sup> every year. The third one is budget execution and budget disbursement. Budget management means the budget disbursement as prescribed in the regulation. One part of it is regular expenses, the other one is expenses for investment which shall be done by procurements as prescribed in regulations which proceed by bidding or special methods. The fourth one is budget audit. The internal audit unit consists of internal audit officers and internal audit committee who check the spending, the delay of disbursement and risks of local government. The internal audit committee consists of members of local council, local savants, representatives of people sector. Furthermore, there is also an external audit which is the audit by Office of the Auditor General (Direk Pattamasiriwat, 2008, p. 7-8).

Direk Pattamasiriwat (2008, pp. 10-11) categorized income of local government into 4 groups which are local taxes, nontax-revenues, shared tax or surcharge tax and intergovernmental grant divided into general grant and specific and conditional grant. A project must be submitted to get the grant.

Regarding income categories for the annual expense budget of municipal government, the income can be categorized into self-collection revenue, taxes and duties and general grant as described below:

1) Self-collection Revenue, Divided into 6 Groups as follows,

(1) Taxes and duties mean revenue from taxes and duties which local government itself has power to collect. Or the state collects by itself and transfers all of them or shares some to local government as prescribed in laws. These taxes and duties are house and building tax, local development tax, signboard tax, animal slaughter tax, swallow bird’s nest tax, development tax for provincial administration organization from tobacco retail, development tax for provincial administration organization from petroleum/gas retail.

(2) Fee, Fine and license mean revenues from fees, fines and licenses which local government itself has power to collect. Or the state collects by



itself and transfers all of them or shares some to local government as prescribed in laws. The revenues are from development fee for provincial administration organization collected from hotel guests, fee from liquor selling license, fee from management of motor vehicle parking, fee from garbage collection and transportation, fee from waste water treatment, fee from commercial licenses, fine collected from laws and local regulations breaking, license fee for establishment of private markets, fee collected from building control licenses etc.

(3) Property income means revenues generating from any property benefits such as interests or dividend and revenue collected from leasing or servicing or compensation from properties or places or lands, constructions which are properties of local government or in control of local government.

(4) Income from social utilities and commerce means revenues collected from utilities and/or any commercial business of local government which is grant in aid from waterworks authority, grant in aid from pawnshops, grant in aid from specific business (for example public bus or transportation business, meat selling business) income or saving generating from utilities transfer or commercial business, grant for hotel business and income from other utilities.

(5) Miscellaneous means other revenues which don't belong to any mentioned groups or are determined to be in this category, such as income from medicine selling, remnants selling, donated money, drawing plans selling, wages from plan designing, income from printed form and application form selling, library fee and other incidentals.

(6) Income collected from capitals means revenues generating from properties selling. Properties of local government can be sold as prescribed in laws, such as revenues from properties selling by auction and other income collected from capitals.

2) Shared taxes mean revenues collected by the state and shared to local government which are automobile tax and fee, value added tax under Decentralization Plans and Procedure Act, value added tax under Provincial Administrative Organizations Act, 5% of value added tax according to Revenue Code, specific business tax, liquor tax, excise tax, gambling tax, tobacco tax, fishery tax, severance tax and fee under the law of forestry, severance tax on minerals, severance

tax on petroleum, revenues collected according to national park laws, fee from registration of rights and juristic acts under land code, fishery concession and license fee, ground water fee and other shared taxes.

3) General grant means revenues contributed by the state to local government such as general grant for local government with good management and general grant for implementations according to power and duties and selected transferred missions.

Expenses of local government are divided into 7 categories which are central budget expenditure category, salary and wages category, temporary wages category, compensation, expenses and materials category, Public commodity category, grants category and equipment, land and construction category (Direk Pattamasiriwat, 2008, pp. 10-11).

At present, Budget expenditure of municipal government is categorized into 2 groups which are central budget expenditure and project budget as described below:

1) Central budget expenditure means expenses that local government is obliged to pay. This expenditure is set for allocation to other offices, details are as follows:

(1) Central budget, namely repayment of principle, repayment of interest, contribution to social security fund, specific expenditure budget grant for waterworks authority, specific expenditure budget grant for pawnshop, specific expenditure budget grant for other projects, subsistence allowance to seniors, subsistence allowance to disabled, subsistence allowance to aids patients, advance money, obliged expenditure, special grants.

(2) Pension and retirement allowance, namely contribution to local government pension fund, special grant for cost of living for pensioner, transferred pension, special grant for transferred pensioner, teacher pension, special grant for teacher pensioner, medical fee for pensioner, permanent employee allowance, educational grant for child of pensioner, contribution to government pension fund, contribution to provident fund of early retirement project.

2) Project budget means expenses for any specific offices which are determined and detailed in assignments or projects according to plans as described below:

(1) Personnel budget means expenses determined for personnel management, namely salary, wages, temporary wages and compensation for hired employees including other expenses determined for this purpose.

(2) Implementation budget means expenses determined for regular administration as follows:

(2.1) Compensation means payment to officers who work for local government, namely compensation to officers who implement performances that benefit the local government, meeting attendance fee, compensation for overtime working, house rent, educational grant for child, grant for medical fee, child allowance.

(2.2) Expenses mean payment for services acquirements (except for utility services, communication and telecommunication), payment for receptions and ceremonies and other expenses that don't belong to other categories, maintenance and fixing fee.

(2.3) Materials mean payment for things which are wasted, run out, transform or don't remain the same after use, namely office supplies, electricity and radio supplies, house and kitchen supplies, supplementary food (milk), student lunch fee, construction materials, vehicles and transportation materials, fuel and lubricant, scientific or medical materials, agricultural materials, advertising and announcing materials, clothing materials, sport materials, computer materials, educational materials, fire extinguishing materials, outdoor activity materials, exploration materials, musical materials and other materials.

(2.4) Public commodity means payment for utility services, communication and telecommunication including expenses that are paid together such as service fee, taxes.

(3) Investment budget means payment for investment, namely payment for materials, land and construction including other expenses determined for this purpose.

(4) Grants mean payment to other offices for implementations under power and duties of local government but the local government itself doesn't take action, namely local government grant, government office grant, private grant, public benefits grant.

(5) Other expenses mean expenses which don't belong to any categories. Or expenses determined for this expenditure budget.

## **2.6 Concepts of Public Service**

Prayoon Kaanchanadul (1995) defined 'public service' as the duties which were within the direction or control of the public administration which were carried out to respond to the common needs of the people. There were 3 key criteria in the provision of public service, as mentioned in Wanpen Songsermsap (1996). Firstly, public service must be conducted regularly and continuously. Secondly, public service must be done in a way that the private sector also benefited equally. Lastly, public service must constantly and appropriately adapt to the needs of the local people.

Traditionally, public service is a duty under the responsibility of the central government. Later on, local government was established and the transfer of responsibility on provision of public service occurred, initially in part. In some cases, the central government may jointly provide some public services with local government. These were outlined below (Nanthawat Boramanan, 2009, pp. 144-146)

1) Public services provided by the central government: These must be services which were important to the unity of the state. Two aspects must be considered whether the duty affected the overall population equally and so a federal agency was needed to carry out these activities without fragmentation, and also whether there was more efficiency to run the activities centrally. In other words, the tasks may require high level of budget and complicated methodology and therefore it would be much more saving to do it from the central government.

From the above criteria, it can be seen that the public services under central government were primary function public services. These can be classified into 4 types as followed:

(1) National Defense and Security in order to maintain peace and security for the population who can be assured that their livelihood and assets would not be affected by an invading force. This may include Police, Armed forces, Border Patrols, and the authority to declare war on another state(s).

(2) Internal order and security which involved the provision of justice and social order system to ensure safety of lives and assets of the population. It may also include the compensation system in the case of rights violation which can occur in more than one local government jurisdiction. One such example is the police which may need to investigate an issue in a number of areas. However, this did not include local police who was responsible for keeping order within the local area only.

(3) Economic security and stability is another important responsibility for the central government, including the development of criteria and regulations related to monetary stability.

(4) Representing the people in international affairs and relations, such as diplomatic mission.

In addition, the state would also need to provide other public services which may be considered as 'secondary function' and can be transferred to the local government if it was related to local people benefit. However, if the function covers the whole nation then the responsibility should be with the central government, such as postal services, telecommunications, etc.

2) Public service provided by the local government: These would be services related to the function of the local government and aligned with the local needs. These may have the following characteristics:

(1) Functions carried out to respond to the needs of local people which may be unique to other communities/localities. Examples of these were waste and rubbish management, provision and maintenance of land and water way. Provision of basic education, local sewage management, and environment conservation.

(2) Functions closely linked with the local people who may include funeral services, provision of clean water and electricity, and management of public space.

3) Public services jointly provided by central and local government: In some cases, public services may be jointly provided by 2 levels of government clearly assigned the roles and responsibilities of each party. The service would be directly relevant to the benefit of the local people, such as education. The provision of basic

education was needed by the whole population and so the central government must set the standard and criteria on education for the whole population. On the other hand, needs for primary education provision may be different from one community to another and so this should be the responsible of the local government. Higher level of education would require more funds and expertise and so it would be appropriate for the central government to provide.

## **2.7 Literature on Education Service Delivery**

Amin, Das and Goldstein (2008, pp. 67-100) reviewed in detail the methodologies and tools on assessing the quality on education service delivery. The following four issues can be summarized as followed:

### **2.7.1 Indicators of Quality**

Amin, Das and Goldstein (2008) raised some key performance indicators for education system and classified according to the service delivery chain as below:

- 1) Inputs: such as, blackboard, tools, textbooks, curriculum, quality of teachers, pedagogical practice, classroom organization, school management structure, budget allocation, teacher hiring plans, education expenditure, number and size of schools, and other school characteristics (Glewwe, & Grosh, 2000).
- 2) Process: This can assess the management inefficiency, such as leakage of funds and teacher absenteeism.
- 3) Output: This may be used as an indication of quality, such as enrollment, student attendance, primary school completion rate, and class repetition rate.
- 4) Outcomes: This characteristic can be used to measure the effectiveness of education provision, such as learning achievement index, and private returns from education.

### **2.7.2 Data Sources**

Data used in assessment of education provision can come from 4 sources, which were government data, school data, household and community data, and student data as summarized below:

1) Data from the government and schools are data from the supply side of education which consider the sponsor and the front-line providers of education.

2) Data from households, communities and students are data from the demand side of education which consider the consumers, also referred to as client-citizens according to the World Development Report 2004 (World Bank, 2003).

As for the usefulness of the data, educators need the government administrative data in for decentralization policy and to monitor the management whether it is appropriate or not. The data from schools may be used to create an understanding on how the budget transferred to the local government to conduct its activities. The household data is also necessary to show how they adapt their behavior on investing in convenience in the school. Lastly, student data can be used to explain the outcome of adding more convenience to the school.

### **2.7.3 Types of Surveys**

Surveys on educational provision can be divided into 4 types:

1) Government data can provide information on the number of schools administered by state, the number of teachers employed, and the number of students enrolled. However, the sources of these data can come from budget allocation records which was a compilation of government educational budget allocation, and also from national administrative records. In addition, at the Ministry of Education, information was collected through the Education Management Information Systems (EMIS) (Amin, Das, & Goldstein, 2008). This system may be modified according to the characteristics of each country, but mainly, it would consist of 3 main parts which are student data (on enrollment, age, and repetition), teacher data (on experience, and placement), and school data (on location, number of classrooms, and equipment).

2) Micro level school survey is an important tool in assessing service delivery. This can be divided into 2 main parts:

(1) Public Expenditure Tracking Survey, also known as PETS, compared the allocated budget with the actual spending in the education sector, and so PETS would show the flow of funds from the central government to each and every level of administration down to the education provider level. The unit of analysis is the Ministries of Finance and Education to local government bodies and schools)

(2) Quantitative Service Delivery Survey, also known as QSDS, measure the efficiency of the use of allocated resources. So the emphasis of QSDS is on the front-line service provider by collecting quantitative data from facility records and staff interviews about the following details: (a) Characteristics of facilities which consist of size, structure of ownership, type, working hours; (b) the input factors measured in monetary unit which consist of wages of teacher and staff, and budgets for textbook procurement; (c) productivity which consist of the number of enrolment, study completion rate; (d) quality which consist of student satisfaction and student test performance; (e) finance which consist of source of fund, amount and type of funds, credibility of cash flow; and (f) management monitoring and incentive structure which consist of monitoring process, reporting and record policy, staff absenteeism.

3) Teacher Absenteeism Survey can be used to monitor the relationship between incentives for attendance and actual attendance patterns. So the following information is required to understand this relationship

(1) Teacher characteristics, including age, gender, work experience, educational background, and position.

(2) School characteristics, including infrastructure, facility, and utilities.

(3) Community characteristics, including parental literacy, wealth, location.

The methodology for this survey involved direct physical observation on teacher absenteeism and interviewing the headmaster and teacher. The survey can be divided into 2 phases. The first phase involved the identification of the period of absenteeism of teachers, and interviews were conducted during the second phase. School visits may be done twice with the first visit involving the interviews of absent teachers.



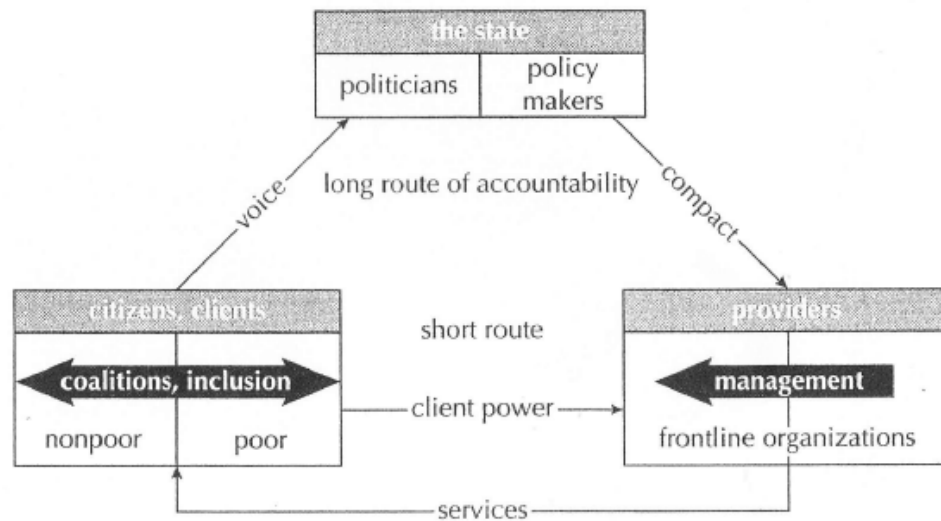
4) Household and Community Surveys collect data from consumers of education who are considered to be an important source of primary information on the quality of educational provision.

(1) Multitopic Household Surveys include the Living Standards Measurement Study (LSMS) by The World Bank, Demographic and Health Surveys (DHS) by USAID, and Multiple Indicator Cluster Survey (MICS) by Unicef. All of these methodologies were widely used for household surveys.

(2) Citizen Report Cards was a survey on the perception of consumers related to the quality of services provided by the state, and assess customer satisfaction. Data collection on quality of education can be conducted by asking the responders to score the providers. After that, the Citizen Report Cards would provide a result on education provision, such as staff behavior, service quality, and responsiveness.

(3) Community Scorecards compile the data on perception and opinion of community on education service delivery and related facility within the local area. Data collection was done through focus group discussions.

However, it should be noted that Citizen Report Cards and Community Scorecards provided indicators which cannot be compared against each other, but they can provide a tool to demonstrate the strength of the relationship between consumers, government, and service providers in terms of their accountability. The conceptual framework on accountability was explained in the World Development Report 2004 (World Bank, 2003) on the different sectors, including education, health, water, electricity, and hygiene, as summarized in the figure below.

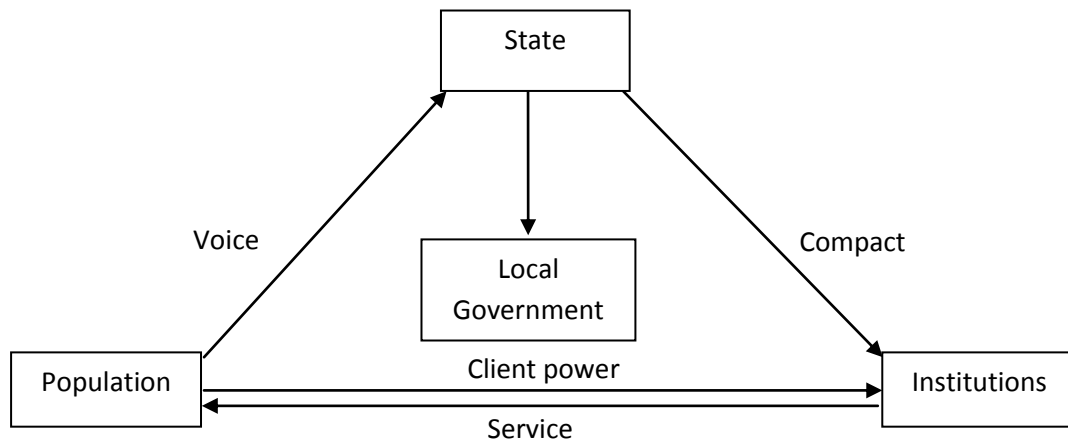


**Figure 2.5** Conceptual Framework on Accountability (World Bank, 2003)

**Source:** World Bank, 2013.

5) Surveys of Student Achievement and Educational Attainment measures the quality of education system based on education outcome, or education performance of students. This is usually influenced by external factors which affect school quality, such as student characteristics, household characteristics, and community characteristics. The study on educational outcome in developing countries can be divided into 2 types. Firstly, this can be done as national survey or country-level research, which the data was collected by government agency, development agency and other institutes. Secondly, an international study can be conducted which collect and analyze the data both as individual country and as comparison analysis (Amin, Das, & Goldstein, 2008).

In this study, the researchers applied the framework of accountability relationships, as explained in the World Development Report 2004 (World Bank, 2003), to show the relationship strength between accountability of different key actors related to education service delivery (Figure 2.6). In addition, it will be used to consider whether education provision respond to the needs of the local population or not. The details on the key actors and key informants are provided in Chapter 3.



**Figure 2.6** Framework of Accountability Relationships between the Government, Population, Education Institution and Local Government

## 2.8 Literature on Quality of Educational Service Delivery

The National Education Act of B.E. 2542 (1999) set the standard and quality assurance in Article 6 and 47 where a system for quality assurance must be established in order to develop the quality and standard of education at all level. This would consist of internal and external quality assurance systems. The schools and supervising agency must comply with Article 48 of the law to set up an internal quality assurance system within the school, and consider this process as part of the management process which needed to be conducted continuously. An annual report on the result must be presented to the supervising agency, other relevant agencies, and opened to the public. This would lead to the development of quality and standard for the school in order to prepare for the external assessment. In addition, the criteria and methods for quality assurance are set in the Minister of Education regulations.

For the external assessment, ONESQA would be established as an autonomous organization according to Article 49 of the same law, and will be responsible for developing criteria and methods, and carry out the external quality assessment of schools by considering the objectives, principles, and direction of education provision at each level as set out by the law. Additionally, external assessment must be conducted for all educational institution once every 5 years and the results shall be presented to the relevant agencies and the public. The schools

would be obliged to prepare and provide all the necessary document, as well as facilitate interviews with staff, committee members, parents, and other stakeholders where relevant and requested by the ONESQA or other individuals/agency acting on behalf of the agency in order to conduct this assessment.

The internal quality assessment of schools under local government complied with quality assurance system specified in the National Education Act of B.E. 1999 by setting the school as the main party and conducting the assessment through a tripartite committee which include representatives from local government, education institutions/schools, and community who all participate in the assessment while the education department within the local government provided the support the school to effectively run the internal quality assessment.

Department of Local Administration, Ministry of Interior divided quality assessment of schools in local government into 2 levels which were kindergarten education, and basic education.

**Table 2.8** Quality Assessment of Schools Under Local Government, by Level of Education

<b>Kindergarten education</b>	<b>Basic Education</b>
Part 1: Education standard assessment, 24 standards, 104 indicators	Part 1: Education standard assessment, 24 standards, 106 indicators
(1) Standards on requisite: 5 standards, 24 indicators	(1) Standards on requisite: 5 standards, 24 indicators
(2) Standards on process: 8 standards, 40 indicators	(2) Standards on process: 8 standards, 40 indicators
(3) Standard on productivity (students and community): 11 standards, 40 indicators	(3) Standard on productivity (students and community): 11 standards, 42 indicators
Part 2: Assessment on the development of students in kindergarten 1, kindergarten 2 and kindergarten 3 on all 4 aspects	Part 2: Assessment on education performance of students in grade 2, 5 and 8 according to 8 groups of learning content in

**Table 2.8** (Continued)

<b>Kindergarten education</b>	<b>Basic Education</b>
(Physical, emotional, social, and intellectual).	<p>core curriculum for basic education (2008), including Thai language, mathematics, science, social studies, religion &amp; culture, physical &amp; health education, arts, technology, and foreign language (English).</p> <p>Assessment on education performance in grade 11 students on 5 competencies according to the core curriculum for basic education (2008) including communications, thinking process, problem solving, life skills, and application of technology.</p>

For external assessment, 3 rounds of assessments have already been completed but each round had different objectives as outlined below.

First round (2001-2005): ONESQA did not assess to qualify or disqualify schools, but it was conducted to confirm the real status of the schools and to create an understanding so they can carry out their functions in accordance to the principle of education quality assurance.

Second round (2006-2010): The assessment was done as per the objectives of ONESQA which was stated in the Office for National Education Standards and Quality Assessment Act. The results of the assessment from the first round was also used to improve the quality of education in combination of this round of assessment on education outcome in order to accredit the schools.

**Table 2.9** External Quality Assessment for Basic Education (Primary and Secondary Education Level), First and Second Round

Standard for external quality assessment	First round (2001-2005)	Second round (2006-2010)
Students	S01 The students have good moral and desirable social values (4)	S01 The students have good moral and desirable social values (4)
	S10 The students have healthy hygiene, good physical and mental health (5)	S02 The students have healthy hygiene, good physical and mental health (5)
	S12 The students have creativity and characters related to arts, music, and sports (3)	S03 The students have creativity and characters related to arts, music, and sports (3)
	S04 The students have analytical and synthetically abilities, as well as ၁၁ judgment, creativity, thoughtful, and vision (4)	S04 The students have analytical and synthetically abilities, as well as ၁၁ judgment, creativity, thoughtful, and vision (4)
	S05 The students have the knowledge and skills according to the curriculum (8)	S05 The students have the knowledge and skills according to the curriculum (8)
	S06 The students have the skills for self-learning, and continuously seek to learn and develop themselves (3)	S06 The students have the skills for self-learning, and continuously seek to learn and develop themselves (3)
	S09 The students have the skills to work, enthusiastic to work, and able to work with others while value an honest job (3).	S09 The students have the skills to work, enthusiastic to work, and able to work with others while value an honest job (3).

**Table 2.9** (Continued)

<b>Standard for external quality assessment</b>	<b>First round (2001-2005)</b>	<b>Second round (2006-2010)</b>
Teachers	<p>S22 The teachers have the ability to effectively prepare and teach their class with student-centered approach (10).</p> <p>S24 The teachers have the maturity and knowledge relevant to their job and there are sufficient number of teachers in the school (6)</p>	<p>S08 The teachers have the ability to effectively prepare and teach their class with student-centered approach (10).</p> <p>S09 The teachers have the maturity and knowledge relevant to their job and there are sufficient number of teachers in the school (6)</p>
School administrator	<p>S20 The administrators have the leadership and ability in management (6).</p> <p>S13 The school has systematic organization management, and structure which are comprehensive and achieve the education objectives (4).</p> <p>S18 The school provides activities and teaching with student-centered approach (8)</p> <p>S25 The school has the curriculum appropriate for the students and community.</p> <p>Study aides which facilitate learning are available (2).</p>	<p>S10 The administrators have the leadership and ability in management (4).</p> <p>S11 The school has systematic organization management, and structure which are comprehensive and achieve the education objectives (4).</p> <p>S12 The school provides activities and teaching with student-centered approach (3)</p> <p>S13 The school has the curriculum appropriate for the students and community.</p> <p>Study aides which facilitate learning are available (2).</p>

**Table 2.9** (Continued)

<b>Standard for external quality assessment</b>	<b>First round (2001-2005)</b>	<b>Second round (2006-2010)</b>
	S14 The school promotes relations and collaboration with the community to develop education provision (2).	S14 The school promotes relations and collaboration with the community to develop education provision (2).

**Note:** S = Standard, ( ) = number of indicators

Third round (2011-2015): The assessment was performed to raised the quality standard of education by basing the assessment on the productivity, outcome, and impact more than the processes and take into consideration the difference in each school. As a result, the indicators were divided into 3 groups, which were basic indicators, indicators on identity, and on promotional measure. These groups were consistent with the National Education Act of B.E. 2542 and its amendment (2<sup>nd</sup> edition) of B.E. 2005, and the Ministerial Regulation on system, criteria and methods for educational quality assessment of B.E. 2553.

**Table 2.10** External Quality Assessment for Basic Education (Primary and Secondary Education, third round

<b>Indicator groups</b>	<b>Description</b>	<b>Indicators</b>
Basic Indicators	This group of indicators assess according to the tasks of the school by developing the indicators and criteria to assess the basic requirement which all the schools must	1. The students have good physical and mental health. 2. The students have good moral and desirable social values. 3. The students seek to learn continuously.



**Table 2.10** (Continued)

<b>Indicator groups</b>	<b>Description</b>	<b>Indicators</b>
	have or able to carry out. These must lead to good outcome and impact and connect with the internal quality assessment.	4. The students have good thinking process and develop into actions 5. Education outcome of the students. 6. Effectiveness of teaching with student-centered approach. 7. Efficient management and development of school. 8. Improvement of internal quality assessment in the school and its supervising agency.
<i>Indicators on identity</i>	This group of indicators assess the productivity in accordance to the philosophy, aims/vision, duty, and objectives of the establishment of the school. This may also include the success in the focused area or according to the strength which reflect the identity of each school as agreed by the supervising agency and educational committee	9. Outcome of development to achieve philosophy, aims/vision, duty, and objectives of the establishment of the school 10. Outcome of development according to the focus and strength as reflected through the identity of the school.
Indicators on promotional measures	This group of indicators assess the operation of the schools based on the direction	11. Performance of special project to promote the role of the school. 12. The outcome of the promotion

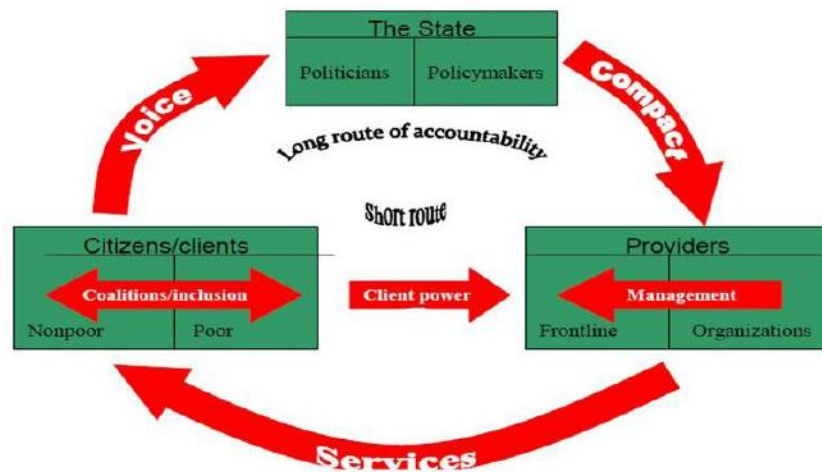
**Table 2.10** (Continued)

<b>Indicator groups</b>	<b>Description</b>	<b>Indicators</b>
	<p>of development in order to advise, prevent, and solve social issues according to government policies which can be changed with time and the evolution of these issues. In addition, the school aims to be social influencer on issues such as nationalism, supporter of religion, reverence of the Monarchy, promotion and maintain royal projects, application of sufficiency economy, and fostering of peaceful and reconciliation society.</p> <p>Promotion of collaboration under the ASEAN Framework and promotion on issues related to the environment, energy, economy, health, public mind and ความประหยัด, as well as solving of social problems including social conflicts, disasters, and illicit drugs.</p>	<p>and development of the school in order to raise or maintain the standard according to the direction of education reform.</p>

## 2.9 Concepts on the Accountability Framework

The accountability framework was developed by the World Bank in 2004 and described in The 2004 World Development Report (WDR). This framework has been used to explain policy reform in developing countries, including the analysis on education decentralization in Latin America countries such as Argentina, Brazil, Chile, Mexico, Bolivia, Colombia, El Salvador and Nicaragua. In this analysis, this tool was applied to assess service delivery arrangement whether it was a success or failure. In Meade and Gershberg (2008), this was used to develop conceptual framework on institutional arrangements and formulate policy on decentralized systems in Brazil Columbia and Chile.

The accountability framework focused on 4 groups of key actors. These were the citizens or clients, politicians or policymakers, organizational providers and frontline service providers, as shown in Figure 2.7.



**Figure 2.7** Accountability Framework

**Source:** World Bank, 2003.

From the above figure, it considered the relationship between the key actors and their accountability functions. These key actors would be involved in the provision of service, analysis and diagnosis of problems within the system, and

prediction on which of the many items on the service reform agenda was ‘ripe’ for the current time, place, and circumstance’ (World Bank, 2003, p. 46). The characteristics of key actors are as followed:

1) Citizens or clients referred to as the receivers of services, such as community, students and parents. This group of key actors had the information about the quality of service provision and may wish to influence certain issues with their action in order to accomplish their objectives. For example, parent group encountered a problem with teacher absenteeism in their community and chose to take action themselves and brainstorm on how to solve the problem.

2) Politicians or policy-makers referred to those with decision-making power on education at local or national government. For example, from the problem on teacher absenteeism, the decision makers developed a policy to provide better salary and incentive to teachers to prevent absenteeism.

3) Organizational providers referred to those with responsibilities to implement the policy (i.e. managing service implementation) from the Ministerial level to individual school. This may involve the development of structure to accommodate new policy and objectives, and to monitor and enforce so it can lead to implementation. For example, the implementation of teacher incentive policy required the implementation of teacher attendance monitoring system and attendance-base incentive distribution system.

4) Frontline service providers referred to teachers and administrators at national and local level. The administrators were responsible for the management of teachers and other administrative affairs. For example, by providing appropriate salary and materials for teaching, it will incentivize the teachers.

However, Meade and Gershberg (2008) mentioned about the relationship between key actors that, “If there are problems in the accountability relationships between any ones of these entities, the system can break down and quality, efficiency and equity can suffer”

The relationship between key actors according to the accountability framework can be classified into 3 types as followed:

1) Voice: This is a relationship between citizens/clients and politician/policy-makers which referred to the ‘voicing’ of opinion and may include voting,

advocacy, protest, and other type of political expression. In addition, 'voice' is part of the the long route to accountability where citizens can influence politicians, who in turn, can influence organizational providers. The World Development Report 2004 (World Bank, 2003) explained that, "Empowering poor citizens by increasing their influence in policy-making and aligning their interest with those of the non-poor can hold politicians more accountable for universal service delivery" (Meade, & Gershberg, 2008, p. 301). So, if the citizens expressed very strongly about the problem on service delivery (e.g. inequality of access), then it would help to solve this problem. Interestingly, The World Development Report 2004 proposed 2 ways to make the people's voice stronger and policymakers more responsive to citizen: (a) Provide information to citizens and clients about corruption and clientelism through coalitions and partnership with other groups (such as NGO) and communicating to others via the media, internet, and other communication technologies.(Meade, & Gershberg, 2008, p. 302); and (b) Build and strengthen the 'voice' through support on political decentralization because this would lead to closer relationship between policymakers and citizens. So people needs can be heard much easier leading to better responsiveness.

2) Compact: This is a relationship between policymakers or politicians and providers, and this is also part of the long route to accountability which showed how policies are translated into relationships with service providers and outcomes. However, in practice, policymakers must show clarity on policymaking, monitoring, and enforcement to providers. If policymakers receive comments from the citizens related to service provision, then it would promote effectiveness. For example, if needs on service delivery become clear, policy can be created to respond to those needs and it would lead to the development of effective relationship between policymakers and organization providers. Subsequently, resource would be sufficiently allocated to providers, clearer objectives would lead to better performance monitoring and the application of those information (Meade, & Gershberg, 2008, p. 303).

3) Client Power: This is a relationship between clients and providers which is also known as the short route to accountability. This shows that the clients have the influence over the service providers as the clients can complain if they perceive service to be unequal or not responsive to community needs. Meade and

Gershberg (2008) proposed a mechanism called ‘create or improve evaluation systems of service provision and information sharing system. This mechanism would allow the clients to improve the accountability of service providers by providing good information on service provision. As a result, they would be able to assess the situation and express their opinion appropriately. However, the challenge is that the client must be able to interpret the information correctly and consider whether they have power to act. Furthermore, the assessment on education provision can be quite difficult and require specific expertise to carry out.

So, in education, the issue on quality of service provision in local government must be considered based on effective management where the quality of service at local level may or may not have suitable components, including financial, human resource, planning, and other capabilities in order to maximize the benefit to the people.

## **2.10 Literature on Related Research**

From the review of literature, the following can be summarized:

1) Problems and barriers in provision of education by local government: It was found that local government lacked the staff with the right education background and experience (Sarayoot Khadpoon, 2010, Wisoot Bunjerdkij, 2008, Siridej Sucheewa, 2007, Office of the Secretary to Educational Council, 2007b, Ratchapol Ratanakasermchai, 2006, Kanlayanee Thanasuwan, 2006, Songkiat Chaoopas, 2006, Kitinun Nosu, 2002), lacked the academic support for education provision (Suwaree Ruacha, 2008, Office of the Secretary to Educational Council, 2007b), lacked the budgetary support including low budget allocation to support allocations, insufficient budget for the devolution of schools, and lacked the budget for maintenance and repair (Office of the Secretary to Educational Council, 2007, Ratchapol Ratanakasermchai, 2006, Kanlayanee Thanasuwan, 2006, Songkiat Chaoopas, 2006, Kitinun Nosu, 2002), insufficient equipment necessary for education provision, such as not enough document to study, not sufficient study aids, and inadequate building (Siridej Sucheewa, 2007, Office of the Secretary to Educational Council, 2007b, Ratchapol Ratanakasermchai, 2006, Yuttichai Robbru, 2003, Kitinun

Nosu, 2002), the local government staff lack clear knowledge and understanding about the devolution of education and lacked the expertise in education provision (Wisoot Bunjerdkij, 2008, Office of the Secretary to Educational Council, 2007b, Kitinun Nosu, 2003), no clear direction on the management structure for local education provision including too many responsibilities for a single staff and the lack of administrative staff (Wisoot Bunjerdkij, 2008, Ratchapol Ratanakasermchai, 2006, Kanlayanee Thanasuwan, 2006, Kitinun Nosu, 2002), local government and schools lacked the collaboration to develop direction on how to provide support to local students and relationship development with the community not done systematically (Kanlayanee Thanasuwan, 2006, Kitinun Nosu, 2002), policy on education provision was not clear and not responding to local needs, and lack of strategic planning on education (Wisoot Bunjerdkij, 2008, Office of the Secretary to Educational Council, 2007b, Songkiat Chao-opas, 2006), and Insufficient internal information system (Siridej Sucheewa, 2007). Furthermore, it was found that the conflicts from the devolution of education occurred as a result of lack of readiness by the local government, concerns about quality of service provision, perception of teachers about dimmer career prospect and job security after their transfer to local government. (Rattanaporn Nantaruen, 2008, Wisoot Bunjerdkij, 2008), as well as the issue about pride and dignity in terms of human resource management as they perceived that political interference would be high (Rattanaporn Nantaruen, 2008). These issues were addressed either partly or wholly through the amendment of the Decentralization Plans and Procedure to Local Government Act of B.E. 2542, clarity in the role and responsibility of local government and Ministry of Education, and local government with high readiness can provide education without waiting for the devolution of schools from Office of Basic Education Commission (OBEC) (Rattanaporn Nantaruen, 2008).

2) Model for education provision and participation of local government: It was found that in the initial period of decentralization, the majority of TAOs provide informal education rather than formal education. The formal education provided were mostly pre-school level, while the most popular informal education was workshop on environmental subjects. Most of education activities by the local government include the prevention and solving solution for students and made

announcement to promote children enrolment into schools (Prapaphan Chaiwong, 2001). As for participation, there is a number of ways on how local government can be involved, including through school committee, providing advice, budget allocation, providing support on equipment, and participate in school activities. The actual role and activities conducted by the local government in education provision included the provision of nursery center transferred from Office of the National Primary Education and those from Community Development Department and Department of Religious Affairs. There were also activities related to the District informal education center. The level of involvement of TAOs in education varied from type to type and level to level of education. Mostly, TAOs would be involved in the general administration and financial management (Padungporn Thammada, 2002). As for the administrative committee of the local government participated by receiving news and information, jointly analyze the problems, and jointly develop action plan. The most active activity was human resource planning, budget allocation, monitoring and assessment of school (Suriya Matlhee, 2008). In addition, the opinion of teaching staff can provide good input on the devolution of education, including the transfer of staff and the related issues on welfare and benefit which must not be less than what it used to be. Also these transfers should be on voluntary basis (Prajuabchok Soisom, 2007, Tawee Phothikudsai, 2006, Suphod Chadnan, 2005). On the devolution of education provision, such as the transfer of special schools established as a demonstration or model, these would be done on a case by case basis and the local government must provide autonomy to these schools in their management without any political interference (Tawee Phothikudsai, 2006, Prajuabchok Soisom, 2007). On the devolution of budget, for example, when the local government received a lot of financial support, the schools may receive more budget than before. The Ministry of Education was responsible for the development of education policy, education budget allocation, and quality of education when the schools were transferred (Tawee Phothikudsai, 2006, Prajuabchok Soisom, 2007).

3) Influential factors on education provision by local government: it was found that important factors which can influence the provision and participation of education in local government include the clarity of policy as stated in the decentralization laws, or those announced by the government through public



announcement or other types of media. This would lead to better understanding about the objectives and direction for the implement and the general public (Phattarakij Pisanchananan, 2007). Factors related to financial readiness of local government were also important, so if the budgetary readiness was high from the ability to collect tax and lump sum allowance can lead to better outcome in education provision (Siridej Sucheewa, 2007, Phattarakij Pisanchananan, 2007, Prapaphan Chaiwong, 2001). Factors related to the administrators, and staff of the school can influence provision if the schools were opened to participation by the TAO. Better outcome can be expected if the administrators and schools had good relationship, if the administrator were determined about the devolution, and if the administrators had the leadership (Siridej Sucheewa, 2007, Phattarakij Pisanchananan, 2007, Prapaphan Chaiwong, 2001). Factors on the local government administrators and staff can also influence the service provision, such as the experience in education provision in the local council, the administrator, and other staff, the vision of the administrators, leadership on education, and strong education management skills leading to continuous leadership and flexibility (Office of the Secretary to Educational Council, 2007b, Siridej Sucheewa, 2007, Phattarakij Pisanchananan, 2007, Prapaphan Chaiwong, 2001). The factors on staff readiness for education provision such as providing a dedicated staff for education who understand about education, and the staff is qualified and knowledgeable in this area of service provision, continuous learning for people in this field as well as career prospect can be quite influential (Office of the Secretary to Educational Council, 2007b, Siridej Sucheewa, 2007, Phattarakij Pisanchananan, 2007, Prapaphan Chaiwong, 2001). The factors on devolution process including the preparation and planning for devolution, the budgetary support for school before and after the transfer, the clarity of education structure and framework can also lead to better outcome (Phattarakij Pisanchananan, 2007). The factor on the environment around the local government, such as the promotion of people participation, monitoring by local government, the priority of education in the views of politicians, the economy, and collaborative environment within the community can facilitate the service provision. Office of the Secretary to Educational Council, (2007b), Siridej Sucheewa, (2007)

4) Management of schools under local government: it was found that the format for basic school management with participation consist of management structure which involve other stakeholders and internal administrative structure which may consist of 6 functions which are the management of academic affairs, human resources, planning and budgeting, student affairs, general administration, and information system and technology. As for the quality handbook, it was the main document to make policy and develop implementation which can act as a navigator providing the information on the start and finish of the process and also act as a map. The administrators must exhibit transformational leadership and involved PDCA, human resources development (Yongyut Yaboonthong, 2009). In addition, the condition of schools after the transfer was different before the transfer. So the strategy in education provision set by Office of Basic Education Commission was the “School and Community Based Management: SCBM Strategy” (Sukanya Chamchoy, 2009). The condition in human resources management within the school, it was found that there were medium term human resource plan (2-3 years) and the headmaster was responsible in developing this. The recruitment process takes into consideration the qualification and experience suitable for each position. Performance evaluation criteria was developed for new employees, and training and development was provided to staff for continuous improvement. For the salary and incentives, meetings were organized to inform the staff about what would happen to benefit and welfare after the transfer. The fostering of good relationship amongst the staff and community which would allow the schools to learn about their needs (Surasak Jongjit, 2009).

5) Problems related to the management of devolved schools: It was found that during the transition period, there were shortages of teachers because it took time to replace teachers and local government did not have regulations on recruiting test for teachers (Sarayoot Khadpoon, 2010). The transferred staff did not have the confidence in the management by local government, the benefit, and independence after devolution (Wisoot Bunjerdkij, 2008), and the administrators and teachers changed their work style creating confusion (Sarayoot Khadpoon, 2010). The local government and schools lacked the collaboration to direct and help local students (Kanlayanee Thanasuwan, 2006, Kitinun Nosu, 2002).

6) Factors on the management of schools: It was found that systematic management structure (Apichate Chimpaleesawan, 2009, Panitan Ruenchai, 2005), clear education development plan (Yongyut Yaboonthong, 2009), effective management with participation (Apichate Chimpaleesawan, 2009, Yongyut Yaboonthong, 2009, Nisarath Triroj-Anan, 2002, Panitan Ruenchai, 2005), administrators with leadership, experience and vision (Yongyut Yaboonthong, 2009, Panitan Ruenchai, 2005), teachers and staff can work as a team (Apichate Chimpaleesawan, 2009, Yongyut Yaboonthong, 2009, Nisarath Triroj-Anan, 2002, Panitan Ruenchai, 2005), the feeling of school ownership (Yongyut Yaboonthong, 2009), learning culture between schools, community and local government (Yongyut Yaboonthong, 2009; Panitan Ruenchai, 2005), class preparation and activities with student-centered approach. (Apichate Chimpaleesawan, 2009), school environment (Nisarath Triroj-Anan, 2002) and economic context can influence the provision of education (Apichate Chimpaleesawan, 2009)

7) Modes and factors on the participation of people in public service provision of local government: it was found that that the mode of participation can be divided into 5 routes. These are acknowledging news and information, presenting data, attend meetings, participate in implementation, and participate in performance assessment (Ekkalak U-parirat, 2009). As for the factors which can influence participation, this includes the perception on participation in general, the perception on local government, the necessity to depend on local government, convenience, and capacity of people (Ekkalak U-parirat, 2009).

## **2.11 Conceptual Framework of This Study**

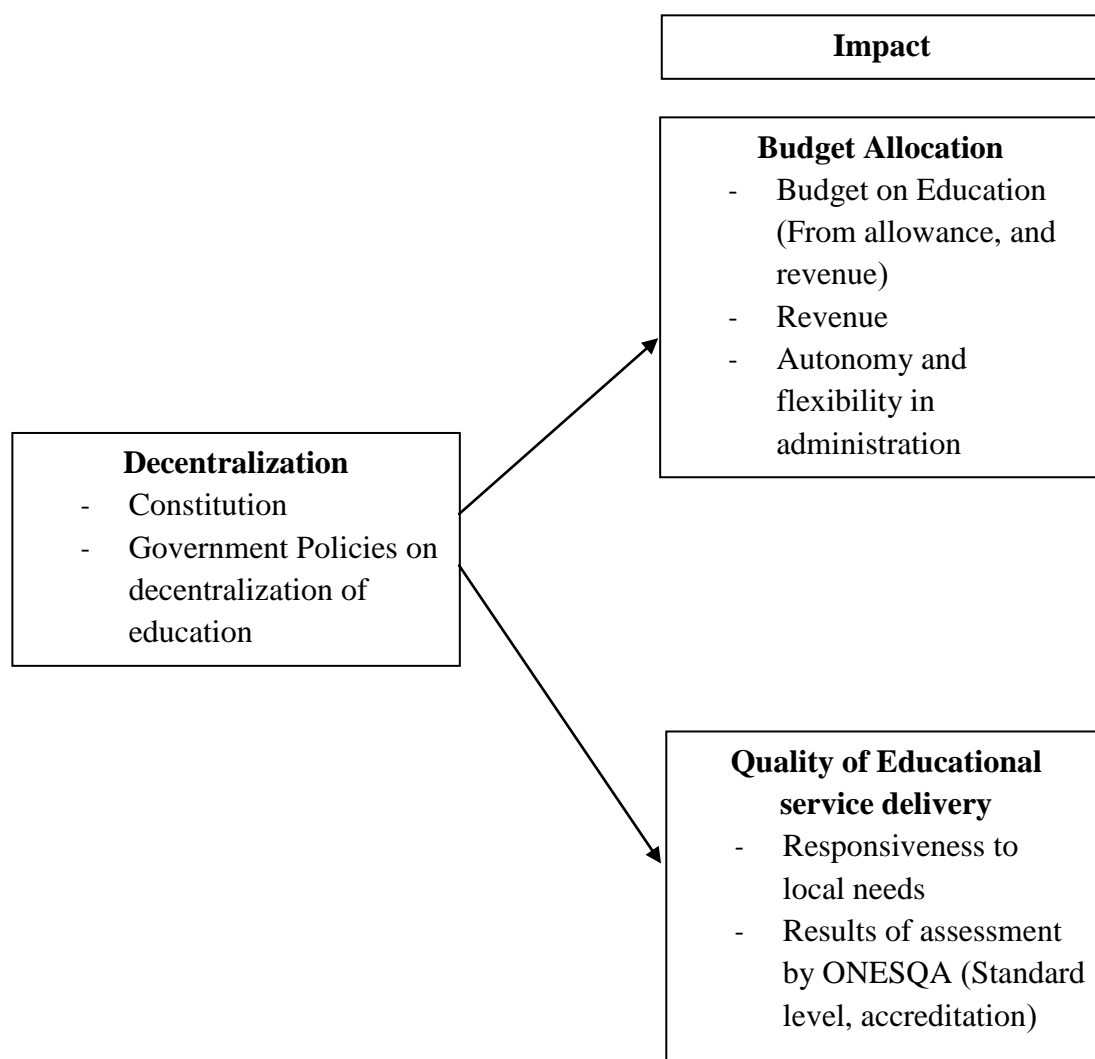
From the concepts, theories, and related literature, a conceptual framework for this study has been developed based on the concept of decentralization and the Framework of Accountability Relationships by World Bank (2003) which described the relationship between the responsibilities between the states, citizens, and service providers. The concept of public interest and the concept of management efficiency will also be taken into consideration when analyzing the data together with the relevant literature so it can provide direction for education and analyze the impact of

decentralization on education budget allocation and quality of service delivery as followed:

1) The framework used for the analysis of education decentralization policy to local government was developed by considering the local duties on education. From review of legal document, the following were relevant: Thai Constitution of B.E. 2540 and 2550, the Decentralization Plans and Procedure to Local Government Act of B.E. 2542, The National Education Act of B.E. 2542 and its amendment, Policy Direction on Provision of Education in Local Government (2002-2016), and the Municipality Act of B.E. 2496 and its amendment. After that, the impact from the decentralization of education from each issue would be investigated

2) The framework used for analyzing the impact from decentralization on the quality of education service provision would be based on the Accountability Framework which reflect on the quality of local education provision by looking whether it was responsive to the community or not. If the local government had accountability, then it meant that they were able to meet the needs of the locals leading to better quality in the service delivery. In addition, indicators on education quality were used to explain service provision at municipality level, including the result of ONESQA assessment, number of students, number of students who complete the study, employment, further education, etc.

3) The framework used for analyzing the impact of decentralization on budget allocation would consider the revenue of municipalities both as general allowance and when budget was allocated from the municipality, as well as planning on educational expenditure which require further investigation on how it was allocated? From which source? The actual spending versus the allocated budget? The independence and flexibility?



**Figure 2.8** Conceptual Framework

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

This qualitative research involved various data collection methods in order to obtain complete, correct and reliable data that can answer the research questions and meet the research objectives.

#### **3.1 Research Methods**

1) Documentary study-Academic papers from Thailand and foreign countries were studied. Other data relevant to municipal governments' educational services from primary and secondary sources were also examined. They included educational expenditures and revenue of municipal governments; municipal governments' physical data, e.g. their size, population, population density, and population age structure; and the meanings, dimensions, and indicators of the quality of educational services of municipal governments (see Appendix D). These data were collected and processed to identify educational services of municipal governments before and after educational decentralization and the indicators of the quality of educational services that they provided.

2) Field study-In-depth interviews were conducted with key informants – local officials, who were mayors, directors of the Office of Education, and directors of the Division of Education; service providers, who were the administrators of schools under the municipal governments; and citizens, who were members of school committees, students' parents, community leaders and other stakeholders (see Appendix A).

As for secondary data, they were taken from the Ordinances on Expenses in order to obtain data consistent with the definitions of this research.

Before data from the Ordinances on Expenses were selected, the population for this research-municipal governments-was defined. This research involved 190

municipal governments: 28 city municipal governments and 162 town municipal governments (as per July 10, 2012, by the Division of Organizational Structure Development and Research, Bureau of System and Organizational Structure Development, Department of Local Administration). These municipal governments were chosen based upon certain criteria-interconnected data, richness of data, and access to data (Holliday, 2002). Sub-district municipal governments were not studied because most of them provided educational services at the child development center level only; their data was too scarce for this research.

The Ordinances on Expenses of municipal governments that were available were dated back to only a few fiscal years; those from older fiscal years were not kept. This part of data from town municipal governments was insufficient, but the data from city municipal governments were adequate for analysis.

### **3.2 Key Informants for In-depth Interview**

Qualitative research was conducted to explore in-depth findings to assist in quantitative data analysis. The purposive sampling technique was utilized to collect qualitative data from three groups of people, which are as follows:

1) Local officials-Local informants were those officials involved in implementing the educational decentralization policy in localities, formulating agendas, making decisions, and solving problems related to the policy implementation. They included mayors, directors of the Office of Education, and directors of the Division of Education from five local governments that received an educational excellence award. They included the F Town Municipal Government, the E Town Municipal Government, the C Town Municipal Government, the H Town Municipal Government, and the G Town Municipal Government. Also, those officials from local governments that did not receive an educational excellence award were interviewed-the A City Municipal Government, the B City Municipal Government, and the D Town Municipal Government.

2) Service providers-Directors of schools affiliated with the local governments stated in (1) above.

3) Citizens-Members of the municipal school committees, students' parents, community leaders, and relevant agencies in local governments stated in (1) above.

There were 53 key informants: 14 local administrators, 24 school executives, 15 representatives from the community, and 8 surveys on municipal public services. (see Appendix B)

**Table 3.1** Number of Key Informants

Type	Number
Local administrators	14
Executive of the school	24
Representatives from community	15
<b>Total</b>	<b>53</b>

### 3.3 Data Collection

To obtain data consistent with the objectives of this research, the following methods were adopted:

1) Documentary study-This involved examining the constitution, acts, royal decrees and laws related to the educational decentralization policies of different government administrations, as well as standards, indicators and criteria for external quality assessment for basic education of the first round (2001-2005), the second round (2006-2010), and the third round (2011-2015).

2) Study of secondary data-This was concerned with downloading the Ordinances on Expenses (Fiscal Year 2007-2013) from the Internet, field visits, and contacting authorities from the local governments.

3) Qualitative research-To acquire in-depth data, in-depth interviews or focus-groups were conducted with the key informants. As stated above, they were local officials, who were mayors, directors of the Office of Education, and directors of the Division of Education; service providers, who were directors of schools affiliated with local governments; and citizens, who were members of the municipal school committee, students' parents, and relevant agencies in the local governments.



### **3.4 Research Instruments**

The instruments utilized in this research consisted of secondary-data recording forms, document-recording forms, and observation sheets (see Appendix C).

### **3.5 Quality of Research Tools and Data**

The quality of data from documents, in-depth interviews and focus-groups was examined by means of data triangulation, which is designed to examine data from different sources. Furthermore, interconnection of the data was checked for the consistency of the data, and questions for the interviews were developed during the field visits.

### **3.6 Data Analysis**

The statistics were used for data analysis:

- 1) Documentary data-Content analysis was conducted to obtain details for the study, including the definitions, dimensions, components, and indicators of the quality of educational services; problems and obstacles; and factors affecting educational services of local governments, in order to determine the means of data collection.
- 2) Quantitative data-Descriptive statistics, including frequencies, percentages, and means, were adopted to describe the characteristics of the data.
- 3) Data from in-depth interviews and focus-groups-typological analysis, constant comparison, and content analysis were conducted about the data. Additionally, the data were organized and interpreted, and the conclusion of the study was developed in order to support the quantitative data.

### **3.7 Research Areas**

In-depth data were collected using in-depth interviews, observations, and by taking photographs. Field visits aimed to reveal in-depth facts and realities about

municipal educational services, in terms of educational budgets and the quality of educational services as a result of the educational decentralization policies. The data collected were additional data to the quantitative data.

Apart from the above-mentioned key informants, useful data came from people who were not the key informants, such as city clerks and deputy directors of the Academic Division in educational institutions. A summary of the educational services provided by the eight municipalities surveyed is include in Table 3.1 below

**Table 3.2** Educational Services Provided by the Studied Municipal Governments

Municipality	Educational levels				
	Early Childhood	Primary	Secondary	Vocational certificate	High vocational certificate
A	✓	✓	✓	✓	✓
B	✓	✓	✓	-	-
C	✓	✓	-	-	-
D	✓	✓	✓	-	-
E	✓	✓	-	-	-
F	✓	✓	✓	-	-
G	✓	✓	-	-	-
H	✓	✓	-	-	-

As shown in the Table 3.2 above, all of the eight municipal governments provided early childhood and primary education. Some of them also provided junior and senior secondary education, and one of them also provided vocational and high vocational education. The interviews suggested that they did not provide vocational and high vocational education because it was a huge investment as it required costly materials and skill-practice tools. However, they might provide it if local people requested it and if they had adequate budgets.

## **CHAPTER 4**

### **IMPACTS OF EDUCATIONAL DECENTRALIZATION ON MUNICIPAL GOVERNMENTS' EDUCATIONAL BUDGET ALLOCATION**

#### **4.1 Revenues of Town and City Municipal Governments**

Local development requires budget monies, and municipal governments' revenues for managing local development are a result of the Constitution of the Kingdom of Thailand, B.E. 2540 (1997), which prescribes that local governments shall have the freedom to define their policies, governance, administration, personnel administration and finance and shall have authorities (Article 284). Municipal authorities' revenues vary based upon their financial potential. For example, coastal areas or vibrant economic areas tend to generate more revenues, such as the B City Municipal Government, which is located in southern Thailand. Quiet areas that are not tourist attractions or economic areas are more likely to have lower revenues, such as the E Town Municipal Government, which is located in eastern Thailand (see Table 4.3).

Municipal governments' revenues can be divided into five types: tax revenues, non-tax revenues, capital revenues, allocated-tax revenues, and grants-in-aid (grants from the Department of Local Administration (DOL)). Town municipal governments' revenues from the fiscal years 2007-2013 were mostly derived from tax revenues and grants-in-aid (see Table 4.1). Allocated taxes are revenues that the central government collects and allocates to local governments, such as VAT, special business taxes, liquor taxes, and excise taxes. As for grants-in-aid, they are grants that the central government provides to local governments according to their authority and transfer tasks, such as general grants. Thus, it can be said that municipal governments' revenues significantly depend on monies from the central government.

The city municipal governments' revenues from the fiscal years 2007-2013 were mostly allocated-tax and tax revenues (see Table 4.2). Tax revenues come from taxes that municipal governments are authorized to collect, or taxes that the central government collects and partially or fully transfers to municipal governments. The taxes include property taxes, local development taxes, signboard taxes, etc. Tax revenues of the city municipal governments were higher than those of the town municipal governments (see Tables 4.1 and 4.2). For example, the figures in the fiscal year 2013 for city municipal governments stood at 224,246,198 baht, which was 4.7 times greater than those of town municipal governments, which equaled 47,744,538.46 baht.

According to the Decentralization Plans and Procedure Act (No. 2), B.E. 2549 (2006) regarding the allocation of taxes, grants, and other revenues to local governments, it is stipulated that from the fiscal year 2007, the proportion of local governments' revenues to the central government's net revenues shall stand at least 25 percent. The revenues calculated include 1) revenues that local governments collect, 2) revenues that the central government collects and allocates to local governments, and 3) revenues and grants from the central government compared with the central government's net revenues in the previous fiscal year. The criteria for general grant allocation must comply with the Notification of the Decentralization to the Local Government Organization Committee. That is, fifty percent of the general grants that the local government allocates to individual municipal governments varies according to the population of the municipalities and the other 50 percent is allocated to all municipal governments equally.

The average revenues of the town and city municipal governments (see Tables 4.1-4.2) fluctuated because the estimated revenues were based on the expected amount of taxes to be collected by the central government's tax collecting authorities in a year (the Fiscal Policy Office and Bureau of the Budget). There are still some kinds of revenues collected and fully provided to local governments, such as juristic act and right registration fees, land registration fees, and car taxes. Accordingly, local governments' revenues mainly come from taxes sharing the same base with the central government. If the central government can collect a lot of taxes, more taxes will be allocated to local governments. If taxes collected by the central government are reduced, taxes allocated to local governments will be less.

In the fiscal year 2007, the city and town municipal governments received higher than average revenues. The figures for the town municipal governments increased from 91,024,075.00 baht (fiscal year 2007) to 193,565,730.82 baht (fiscal year 2008). The figures for the city municipal governments increased from 685,258,936.16 baht (fiscal year 2007) to 1,016,163,369.08 baht (fiscal year 2008). This rise in revenue was a result of the Decentralization Plans and Procedure Act (No. 2), B.E. 2549 (2006), which prescribes that the proportion of local governments' revenues to the central government' total revenues be at least 25 percent from the fiscal year 2007 onwards. In addition, according to the Ministry of Interior's Regulation concerning Budgeting of Local Administrative Organizations, B.E. 2541 (1998), estimated revenues in the fiscal year 2008 had to be consistent with the actual revenues of the previous fiscal year-fiscal year 2007. Therefore, the municipal governments' revenues rose in the fiscal year 2007 and also 2008.

A decrease in grants that the town municipal governments received during the fiscal year 2009 was a result of reduced grants-in-aid allocated by the central government in the fiscal year 2010-from 25.25 percent in the fiscal year 2009 to 25.02 percent in the fiscal year 2010 and the fiscal year 2011 (The National Municipal League of Thailand). For the fiscal years 2011-2013, the grants-in-aid increased owing to the central government' increase of local civil servants' allowances in response to higher cost of living, greater population in each municipality, and increased transferred tasks.

**Table 4.1** Total Average Overall Budgets of Town Municipal Governments in the Fiscal Years 2007-2013, Classified by Types of Revenues

(Unit: baht)

Revenues	2007 (n=6)	2008 (n=9)	2009 (n=16)	2010 (n=20)	2011 (n=24)	2012 (n=18)	2013 (n=26)
Tax revenues	20,789,895.00	31,624,525.63	30,655,536.92	35,282,841.67	34,760,331.50	31,953,729.61	47,744,538.46
Non-tax revenues	4,653,583.00	8,081,883.00	9,747,363.00	12,894,202.00	12,864,202.00	12,969,410.20	15,205,468.65
Capital revenues	50,000.00	15,822,578.21	52,271.43	167,050.20	32,751.11	62,733.33	50,735.29
Allocated taxes	35,855,950.00	64,280,122.53	61,550,906.53	68,865,015.18	75,751,414.22	74,995,723.81	78,400,855.26
Grants-in-aid	29,674,647.00	73,756,621.45	73,429,523.49	50,559,203.67	45,764,098.05	47,014,600.56	83,446,925.00
Total	91,024,075.00	193,565,730.82	175,435,601.37	167,768,312.72	169,172,796.88	166,996,197.51	224,848,522.66

**Note:** Budgetary Ordinance, Fiscal Years 2007-2013, in terms of Municipal Governments' Estimated Revenues.

**Table 4.2** Total Average Overall Budgets\_of City Municipal Governments in the Fiscal Years 2007-2013, Classified by Types of Revenues

							(Unit: baht)
Revenues	2007 (n=9)	2008 (n=10)	2009 (n=12)	2010 (n=15)	2011 (n=15)	2012 (n=18)	2013 (n=15)
Tax revenues	491,786,813.85	408,654,434.31	254,820,069.66	209,100,873.74	204,283,886.00	202,285,121.67	224,246,198.00
Non-tax revenues	39,944,999.34	61,037,654.38	43,094,313.69	39,960,254.50	46,999,432.16	40,633,866.11	94,083,372.67
Capital revenues	188,500.00	711,571.43	404,500.00	118,444.44	102,363.64	71,500.00	97,769.23
Allocated taxes	450,000.00	164,145,182.01	240,450,524.35	270,242,034.25	297,037,934.65	298,004,272.73	834,028,000.00
Grants-in-aid	152,888,622.97	381,614,526.95	278,675,150.36	161,963,800.76	152,964,406.16	127,385,458.89	226,426,030.00
Total	685,258,936.16	1,016,163,369.08	817,444,558.06	681,385,407.69	701,388,022.61	668,380,219.40	1,378,881,369.90

**Note:** Budgetary Ordinance, Fiscal Years 2007-2013, in terms of Municipal Governments' Estimated Revenues.

The average total revenues of the town municipal governments and city municipal governments were significantly different-the city municipal governments' revenues were several times higher than those of the town municipal governments'. This implies that the size of municipal governments impacted the amount of revenues (see Table 4.1). The municipal government establishment law stipulates that municipal governments that can be set up as city municipal governments must have a population of at least 50,000, and municipal governments that can be set up as town municipal governments must have at least 10,000 people. Town municipal governments are middle-scale governments whose size is smaller than city municipal governments.



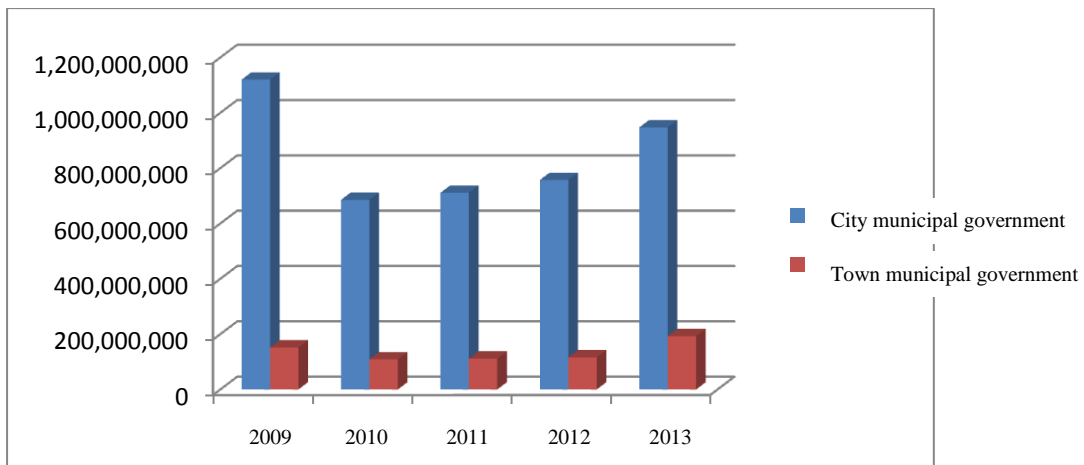
**Table 4.3** Estimated Revenues of Surveyed City Municipal Governments and Town Municipal Governments, Fiscal Years 2009-2013

Municipal government	Estimated revenues					Total
	2009	2010	2011	2012	2013	
A	Not approved by the governor	371,088,750	371,088,750	375,000,000	565,000,000	1,682,177,500
B	1,120,000,000	1,000,000,000	1,051,000,000	1,139,800,000	1,330,000,000	5,640,800,000
E	123,000,000	69,280,000	66,000,000	78,000,000	*	336,280,000
G	111,847,000	81,747,000	81,569,000	88,880,000	128,919,350	492,962,350
D	260,607,500	167,866,500	189,655,000	198,000,000	334,921,000	1,151,050,000
H	112,000,000	117,298,700	109,939,800	100,000,000	115,500,000	554,738,500
Total	1,727,454,500	1,807,280,950	1,869,252,550	1,979,680,000	2,474,340,350	9,858,008,350

**Note:** \*No data

As large-scale municipal governments, city municipal governments have significantly greater revenues than town municipal governments (see Figure 1). Also, the revenue figures among city municipal governments are different. For example, Figure 4.3 shows that the B City Municipal Government had more revenues than the A City Municipal Government. Covering 21 sq. km., the B City Municipal Government was the business, trade and service center in southern Thailand. It had a population of 158,218, whose major occupations were related to commerce and industry. This was why the revenues the municipal government collected were very high. The A City Municipal Government had a population of only 83,168 and covered 29.04 sq. km. Most of its citizen's occupations were related to business, commerce and services. Although the A City Municipal Government was larger than the B City Municipal Government, the latter was the economic center and had a greater population density. As mentioned, this resulted in the B City Municipal Government having more revenues than the A City Municipal Government (see Appendix D).

Moreover, the revenues for different town municipal governments varied based upon their population, area size, and economic status. For instance, the E Town Municipal Government, in central Thailand, covered 32.50 sq. km. and had a population of 29,463, whose major occupations were related to agriculture and trade. The D Town Municipal Government had an area of 24.14 sq. km. and a population of 39,125, whose major occupations were related to business, trade and services. It is noted that the density of the urban and economic conditions of the D Town Municipal Government was greater than that of the E Town Municipal Government. This fact resulted in the D Town Municipal Government having greater revenues than the E Town Municipal Government (see Table 4.3).



**Figure 4.1** Estimated Average Revenues of Surveyed City Municipal Governments and Town Municipal Governments

As shown Figure 4.1 above, revenues of municipal governments from the fiscal years 2009-2013 fluctuated similarly to their average revenue budgets. Most revenues in the fiscal year 2010 decreased from the fiscal year 2009 owing to political problems, which caused discontinuity of revenues that the central government collected and shared, as well as grants. Therefore, the revenues of town and city municipal governments were lower than the estimates during the fiscal year 2009. From the fiscal year 2011, their revenues increased because of better economic conditions. Nonetheless, the revenues of city municipal governments were significantly higher than those of town municipal governments (see Figure 4.1) as a result of their greater revenue collection capacity, amount of allocated budget monies, area size, and population.

## 4.2 Educational Expenditures of Town and City Municipal Governments

Educational budgets for municipal authorities are derived from grants and their own revenues. The grants are distributed by the DOL on the basis of the number of students. The revenues come from local taxes they collect and taxes allocated by the central government. The degree of the importance of education for the municipal authorities can be judged based on their educational expenditure budgets, which are drawn from grants and revenues.

The expenditure budgets of municipal governments are categorized according to 1) budget types-the central budget, personnel budget, operational budget, investment budget, supporting budget, and budget for other expenditures; and 2) plans-the general administration plan, internal security plan, education plan, public health plan, social welfare plan, housing and community plan, agricultural plan, community strengthening plan, religious, cultural and recreational plan, industrial and civil-engineering plan, commercial plan, and central budget plan. Commonly, budgeting is based on the revenues in the previous fiscal year. Mostly, the expenditure budgets are similar to revenues (see Table 4.4 and Table 4.5).

#### **4.2.1 Educational Expenditure Budgets of Town Municipal Governments**

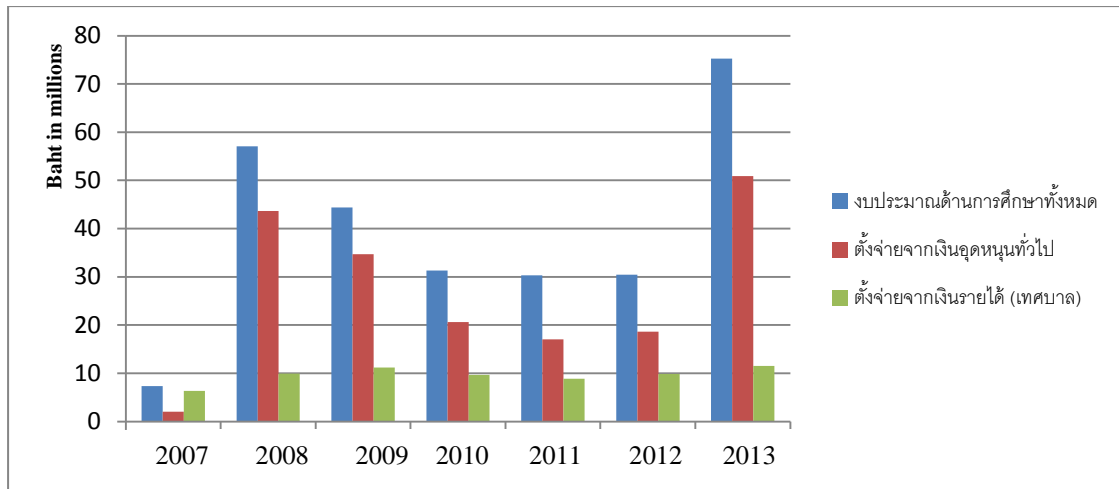
As mentioned previously, the educational expenditures budgets are prepared based on 1) budget types and 2) plans. For town municipal governments, they are mostly drawn from the operational budget or the educational plan. The expenditures will be drawn from town municipal governments' revenues and grants-in-aid that the central government allocates to town municipal governments as general grants, in compliance with the Decentralization Plans and Procedure Act (No. 2), B.E. 2549 (2006). Table 4.4 shows that in the fiscal year 2008, town municipal governments' general grants were significantly higher than those in the fiscal year 2007-from 2,031,500 baht for the fiscal year 2007 to 43,643,752.86 baht for the fiscal year 2008. The Decentralization Plans and Procedure Act stipulates that from the fiscal year 2007, the central government shall allocate at least 25 percent of its revenues to local governments and start transferring more educational tasks to local governments. Therefore, in the fiscal year 2008, town municipal governments could draw more money from general grants than 2007.

Table 4.4 shows that the money that town municipal governments drew from general grants during the fiscal year 2009 amounted to 20,604,894 baht, which decreased to 17,063,703 baht in the fiscal year 2010. This decrease occurred because the central government provided less grants to local governments. Also, political problems from 2010-2011 resulted in the discontinuity of budget administration of the central government. It was found that the money that the F Town Municipal Government, D Town Municipal Government, H Town Municipal Government, and F

Town Municipal Government drew from general grants in the fiscal year 2010 decreased from that in the fiscal year 2009 (see Table 4.5), which are in line with the above-mentioned information.

As shown in Table 4.4, overall, the monies that town municipal governments drew from general grants for the fiscal year 2009 decreased from 20,604,894 baht to 17,063,703 baht for the fiscal year 2010. This decrease was a result of reduced grants they received from the central government. Also, political problems between 2010 and 2011 led to discontinuity in budget administration of the central government. Fieldwork showed that monies that the F Town Municipal Government, D Town Municipal Government, H Town Municipal Government and F Town Municipal Government drew from general grants during the fiscal year 2010 decreased from those during the fiscal year 2009 (see Table 4.5). This data is consistent with the data mentioned previously.

During the fiscal years 2012-2013, town municipal governments drew more monies from general grants, from 18,618,072.64 baht for the fiscal year 2012 to 50,895,858.20 baht for the fiscal year 2013. This increase was a result of the policy towards increasing local civil servants' allowances in response to a higher cost of living (see Table 4.4), which resulted in increased revenues of town municipal governments. Likewise, the D Town Municipal Government, H Town Municipal Government, F Town Municipal Government, and C Town Municipal Government drew more monies from grants for educational purposes.



**Figure 4.2** Total Educational Budgets, Educational Budgets Drawn from General Grants, and Educational Budgets Drawn from Revenues of Town Municipal Governments, Fiscal Years 2007-2013

**Note:** ■ Total Educational Budgets  
 ■ Educational Budget Drawn from General Grants  
 ■ Educational Budget Drawn from Revenues (of Municipal Governments)

Nevertheless, more educational budget monies of town municipal governments between the fiscal years 2007 and 2013 were drawn from general grants than from their own revenues (see Figure 4.2). General grants allocated by the central government were mostly for supplementary food (milk) and school lunches for students from the early childhood level to the primary level (until Grade 6). This sum of money was a small proportion, which varied based upon the number of students each year. The DOL defined criteria for allocating general grants for education, such as the supplementary food (milk) program, the school lunch program, personnel development, education management for underprivileged young children, building the capacity for local educational management, etc. (DOL's Letter, Very Urgent, at Mo Tho 0893.3/Wo 1522, dated June 11, 2012). Municipal governments drew monies from the general grants for educational purposes each year based on the DOL's criteria.

Accordingly, municipal governments with a lot of students gain a lot of grants for supplementary food (milk) and school lunches. The field study showed that the

amount of educational budget set by the D Town Municipal Government was higher than that set by many municipal governments, such as the H, F, C, G, and E Town Municipal Governments. Because there were seven schools affiliated with the D Town Municipal Government (two small-scale schools and five medium-scale schools), the number of students was high and then the town municipality was allocated a larger general grant (see Table 4.5).

**Table 4.4** Overall Educational Budgets of Town Municipal Governments in the Fiscal Years 2007-2013

Fiscal year	Estimated revenues	Estimated expenditures	Estimated general grants	Educational budget			
				Total educational budgets	Drawn from general grants	Drawn from revenues (municipal governments)	*Percentage
2007	91,024,075.00	74,989,397.17	29,674,647.00	7,338,535.00	2,031,500.00	5,307,335.00	9.79
2008	193,565,730.82	147,540,674.87	73,756,621.45	57,087,315.29	43,643,752.86	13,443,562.00	38.69
2009	175,435,601.37	167,971,676.70	73,429,523.49	44,374,538.73	34,661,116.00	9,713,422.73	26.42
2010	167,768,312.72	139,345,706.63	50,559,203.67	31,300,110.85	20,604,894.00	10,695,216.85	22.48
2011	169,172,796.88	129,350,182.07	45,764,098.05	30,323,819.05	17,063,706.00	13,260,113.05	21.20
2012	166,996,197.51	143,026,324.66	47,014,600.56	30,459,286.25	18,618,072.64	11,841,213.58	21.30
2013	224,848,522.66	223,943,353.43	83,446,925.00	75,281,589.64	50,895,858.20	24,385,731.44	33.61

**Note:** \*Percentage of Educational Budgets and Estimated Expenditures.



**Table 4.5** Educational Budgets of the Surveyed Municipal Governments, Fiscal Years 2009-2013

Municipal government	Educational budgets											
	Drawn from revenues						Drawn from general grants					
	2009	2010	2011	2012	2013	Total	2009	2010	2011	2012	2013	Total
A	*	22,480,800	22,229,700	26,680,700	23,532,150	94,923,350	**	11,729,600	56,781,200	58,672,400	121,162,150	248,345,350
B	168,608,000	**	**	138,345,800	276,706,490	583,660,290	148,772,900	**	**	44,157,000	39,902,000	232,831,900
C	8,209,100	7,516,140	6,647,200	6,924,500	16,059,456	45,356,396	13,441,380	15,456,480	15,202,110	10,864,300	23,685,780	78,650,050
D	25,737,500	8,787,750	9,489,300	11,132,300	12,787,340	67,934,190	81,502,070	36,558,160	35,247,500	39,499,400	151,691,340	344,498,470
E	18,045,094	8,998,805	3,958,968	5,141,700	**	36,144,567	4,467,628	5,543,220	13,017,100	6,076,600	**	29,104,548
F	5,578,000	5,540,370	6,303,900	6,764,450	13,600,400	37,787,120	42,099,800	31,697,660	25,344,650	28,397,040	58,775,970	186,315,120
G	3,667,000	4,116,100	3,609,000	16,399,800	5,178,000	32,969,900	37,803,900	11,079,000	9,938,000	**	47,105,350	105,926,250
H	6,938,727	7,338,020	6,939,010	6,515,140	22,183,666	49,914,563	23,502,943	15,966,150	13,637,210	13,213,440	17,607,129	83,926,872
Total	236,783,421	64,777,985	59,177,078	217,904,390	370,047,502	948,690,376	351,590,621	128,030,270	169,167,770	200,880,180	459,929,719	1,309,598,560

**Note:** \*The Ordinance was not approved by the governor.

\*\* No information

#### **4.2.2 Educational Budget of City Municipal Governments**

The educational budget for city municipal governments was mostly drawn from the operational budget and the educational plan-revenues and general grants, which the central government allocates in compliance with the Decentralization Plans and Procedure Act (No. 2), B.E. 2549 (2006). During the fiscal year 2008, city municipal governments received general grants that were significantly greater than those from the fiscal year 2007 (see Table 4.6). The figures were 10,347,483.33 baht in the fiscal year 2007, which then increased to 136,363,675.44 baht in the fiscal year 2008. This Act prescribes that the proportion of local governments' revenues to the central governments' total revenues shall be at least 25 percent from the fiscal year 2007 onwards. Also, during this time, more educational tasks started to be transferred to local governments. Many educational institutions were transferred to city municipal governments under their affiliation. Therefore, city municipal governments could draw more monies from general grants in the fiscal year 2008 than in the fiscal year 2007.

Between the fiscal years 2007 and 2013, overall, more educational budgets of city municipal governments were drawn from general grants than from their own revenues (see Figure 4.3). This was a result of the DOL's criteria for general grant allocation for educational purposes. For example, the rate of the grant for supplementary food (milk) program for students at the early childhood, kindergarten and primary levels, was seven baht per student. For the school lunch program for students at the early childhood, kindergarten and primary levels, the per-capita rate stood at 13 baht (DOL's Letter, Very Urgent, at Mo Tho 0893.3/Wo 1522, dated June 11, 2012). Municipal authorities spent the general grants for educational purposes. As city municipal municipalities had medium- to extra large-scale schools affiliated with them, they had a large number of students to take care of. Accordingly, educational budget monies they drew from the grants were high. For example, there were five schools affiliated with the B City Municipal Government: one medium-scale school, two large-scale schools, and two extra large-scale schools. The city municipal government had to prepare their budget based on the huge number of students (see Table 4.5).

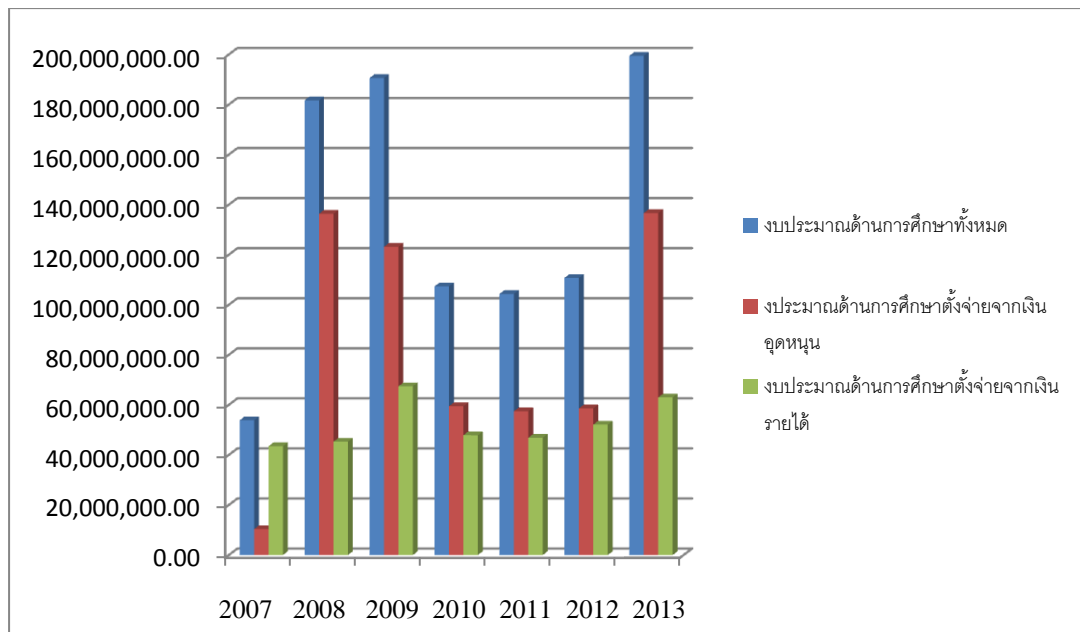
During the fiscal years 2010-2012, the proportions of educational expenditure budgets drawn from the general grants and from revenues were very similar (see Table 4.6). This was because city municipal governments started to have a clearer understanding about educational tasks after educational decentralization, in terms of supervision of educational institutions that were transferred into their affiliation and educational institutions that they founded. The city municipal governments were allocated budget monies by the central government for educational management based upon the DOL's criteria, as mentioned previously. As city municipal governments gained higher revenues (see Table 4.6), they had an opportunity to provide additional financial grants in addition to the grants they were provided with. For example, they could provide supplementary food (milk) and school lunches for all students at all levels, or even provide rubber-floor race tracks at all schools affiliated with them. Accordingly, city municipal governments' financial capacity led to equal educational management. For instance, the B City Municipal Government's educational budget was 276,706,490 baht in the fiscal year 2013, which accounted for 20.80 percent of its expenditures in the fiscal year 2013 (see Tables 4.5 and 4.7). This shows that the B City Municipal Government attached great importance to education.

In the fiscal year 2013, the overall educational budget drawn from revenues increased from the fiscal year 2012. The figures were 52,108,227.84 baht in the fiscal year 2012, which then rose to 62,990,654.22 baht in the fiscal year 2013. This resulted from increased revenues of city municipal governments during this period (see Table 4.5), from 668,380,219.40 baht for the fiscal year 2012, and up to 1,378,881,369.90 baht for the fiscal year 2013. For this reason, more budget monies were allocated for educational purposes. Also, there were more schools transferred to the municipal governments, so they had more educational tasks to manage, especially increasing expenditure budgets in addition to administering grants allocated by the central government, in order to achieve more efficient educational management.

**Table 4.6** Overall Educational Budgets of City Municipal Governments in the Fiscal Years 2007-2013

Fiscal Year	Estimated revenues	Estimated expenditures	Estimated general grants	Educational budget			
				Drawn from general grants	Drawn from revenues (municipal governments)	Total educational budget	Percentage* (a/b)
2007	685,258,936.16	649,642,343.21	152,888,622.97	10,347,483.33	43,490,347.11	53,837,830.44	8.29
2008	1,016,163,369.08	831,997,695.09	381,614,526.95	136,363,675.44	45,309,078.56	181,672,754.00	21.84
2009	817,444,558.06	741,189,560.25	278,675,150.36	123,161,401.83	67,437,055.25	190,598,457.08	25.72
2010	681,385,407.69	526,811,850.74	161,963,800.76	59,468,502.53	47,864,191.73	107,332,694.27	20.37
2011	701,388,022.61	534,115,039.26	152,964,406.16	57,453,792.00	46,877,942.00	104,331,734.00	17.64
2012	668,380,219.40	591,603,716.11	127,385,458.89	58,596,595.00	52,108,227.84	110,704,822.84	18.71
2013	1,378,881,369.90	817,428,770.79	226,426,030.00	136,655,695.13	62,990,654.22	199,464,349.35	24.40

**Note:** \* Percentage of Educational Budgets and Estimated Expenditures.



**Figure 4.3** Total Educational Budgets, Educational Budgets Drawn from General Grants, and Educational Budgets Drawn from Revenues of City Municipal Governments, Fiscal Years 2007-2013

**Note:** ■ Total Educational Budget

■ Educational Budget Drawn from General Grants

■ Educational Budget Drawn from Revenues (of Municipal Governments)

### 4.3 Autonomy and Flexibility in Educational Management

The principle of educational decentralization under the National Education Act B.E. 2542 (1999) (San Vara-in, & Tippawan Kamkhong. 2002, pp. 5-8) is that local governments shall have the freedom to define their policies, governance, administration, personnel administration and finances and they shall have authorities. Article 41 of the National Education Act prescribes that local governments shall have the right to provide education at certain or all educational levels in accordance with the readiness, suitability and requirements of the local areas. Decentralization provides the opportunities for all people, communities, and local governments to participate in educational management based on the “all for education” principle. It equips local governments with the freedom to utilize resources based on the cost-

effectiveness and accountability principles and allows the public to have a better access to education.

The impacts on decentralization on educational budget allocation regarding the autonomy and flexibility of educational management were studied by means of in-depth interviews with three groups of key informants – local administrators, educational institution administrators, and community representatives from the eight municipal authorities. The interviews indicated that the local areas had autonomy in educational management, and the flexibility of their educational management relied on the municipal governments' revenues. Additionally, local schools' flexibility in internal educational management was contributed to by their close relationship with municipal governments and the amount of educational budgets stipulated in the Budgetary Ordinance. Members of the school committees, schools, and communities have to present their ideas and develop proposals for programs/activities to submit to municipal governments. Some findings from the interviews are as follows:

- 1) Municipal governments with higher revenues had more flexibility in educational management -Municipal governments with higher revenues had a better opportunity to provide equipment and materials for students and teachers at school, such as computers and buildings. Also, they could provide informal learning centers for the public, such as a learning park. On the contrary, for those municipal governments with less revenue, education was not the top priority. For them, top priorities were infrastructure, roads, fundamental public utilities, water, lighting, fresh markets, etc. Equipped with autonomy, some municipal governments believed that infrastructure and public utilities were the most necessary things for the daily lives of their people in general, so their major spending was on these things. In addition, politicians would like to do something concrete to help them with votes in the next elections since their administration term lasted only four years. Development of infrastructure is tangible work, so they opted to use the limited revenues for this rather than education.

For example, in the case of the B City Municipal Government, a large municipal authority, its revenues amounted to many billion baht (see Table 4.3). The municipality provided a lot of budget monies for education. In the fiscal year 2013, its educational budget drawn from its revenues was 276,706,490 baht (see Table 4.5). It

was found that the revenues of some municipal governments were lower than those of the B City Municipal Government Education. During certain years, its educational budget was up to 100 million baht, and it received a lot of grants. In the fiscal year 2013, its educational budget drawn from grants was at 39,902,000 baht, so it developed a learning park program. This municipality tried to include everything within this park, covering approximately 1,000 rai. The park consisted of the Provincial Police Station, a star observation tower, an ice dome, King Rama the Fifth Monument Square, and a Boy Scout camp. The Boy Scout camp included both water and land routes, and it offered hiking, mountain climbing, and cycling activities. In addition, on the top of the site were a Buddha statue, a statue of Kuan Im Bodhisattva (Reincarnated Princess), and a Brahma statue. Inside the park, there was a botanical area for the education of the public and a pavilion in the middle of the pond, with paddle boats. Also, the city municipal government organized events, such as the Southern Lantern Festival.

Apart from revenues, in general, schools received grants allocated by the DOL on a per-capita basis; for example, for lunch and supplementary food (milk) for some students. However, municipal governments allocated additional monies to cover 100% of the students. Moreover, some municipal governments provided additional educational services, such as welfare for students, e.g. a nursing center, school bank, and cooperative shop. Despite limited grants from the central government, municipal governments allocated additional monies to educational services. For instance, the B City Municipal Government provided additional money to the grant allocated by the DOL for school lunch fees, so that all students in all levels received free lunch. Furthermore, the municipality provided additional facilities, e.g. first-aid nursing center within the school, equipped with professional nurses and nursing assistants. For instance, the Municipal School 1 provided six staff members in the nursing center, which was a big number, while some rural areas have inadequate nursing staff. In addition, municipal governments provided a school bank with the cooperation from the Government Saving Bank. This aimed to instill the love for saving money in the students and allow them to have some savings after they leave school. They also provided a cooperative shop for students.

Municipal governments with poor revenues were not able to provide full support for their affiliated schools. Sometimes, municipal governments had many good ideas about school development, but they could not implement them due to inadequate budget monies. Many local administrators believed that decentralization resulted in more workload, but no compensation. This, in turn, resulted in a lack of flexibility in their educational management. However, although municipal governments could not provide adequate financial support for schools under them, they provided schools with staff and program support. Therefore, the schools needed to manage their limited budget monies the most effectively, and local communities had to raise donations. For example, local communities in the E Town Municipal Government conducted Tot Pha Pa Samakkhi (donation raising) for the construction of the E Wittaya School, and the E Temple provided iPads for students at schools for educational purposes.

2) Municipal schools had autonomy in their management-The interviews with the educational institution administrators showed that municipal governments formulated a broad policy for their affiliated schools, and these schools had freedom of the policy implementation. Additionally, municipal governments supported their affiliated schools in terms of manpower, money, and equipment in compliance with relevant regulations. Nonetheless, municipal governments maintained their decision-making power in some matters, such as transferring school directors under the rotation system among their affiliated municipal schools. The administration between municipal governments and schools in many areas involved personal relationships, which resulted in a highly flexible management of schools and a quick response to requests; for example, when there were requests for facilities, conference halls, and government office buildings. It was found that the requests were approved even before the official request letter was submitted.

The D Town Municipal Government had seven schools under its affiliation. Because these schools were originally municipal schools, they had a good and familiar relationship with the municipal government. The director of one of the schools said that municipal schools had good chances because of a short line-of-command, which resulted in fast approval of requests. For example, if a school issued a request for the use of a venue from the Educational Service Area Office, the



approval and order would be slow because of bureaucratic procedures. If a school chose to contact the municipal government, the school could call the mayor or deputy mayor directly and inform the mayor or deputy mayor about what they needed. The school director said after the National Sport Competition, he wanted to clean the multi-purpose building, so he contacted the deputy mayor directly to request water, and water trucks came to the school promptly.

Under the A City Municipal Government, there was a school that was originally affiliated with the Ministry of Education (MOE) and was later transferred to the local government. The director of this school said the administrative structure of schools under the municipal government was shorter. He said the administration of MOE-affiliated schools passed through the Educational Service Area Office and then the MOE, which resulted in a long administrative system with a lot of bureaucracy. Conversely, the administration of schools affiliated with municipal governments ended at the mayor, so the administration system was shorter, which resulted in more convenient and faster work.

In the case of the B City Municipal Government, the director of a school affiliated with this city municipal government said that his school had high flexibility in its work, which was not interfered with by the municipal government. The municipal government provided the school support for all of its proposed programs provided that the school continually submitted reports of the programs to the municipal government. The reports had to outline what the school would do, its work plans, and goals of the programs, e.g. extending educational services to serve local communities' needs. The municipal government delivered policies to the school for implementation, and it provided funding support for buildings, equipment, manpower, and some other items that the school needed and gave the school freedom in its educational management.

3) Schools' educational budget had to be stated in the budgetary ordinance-To request budget monies for any programs/activities, schools had to ensure that the activities were included in the school plan. Schools under the municipal government had to include programs/activities in their work plan, including a 1-year plan or 3-year plan. Also, details of a general grant allocated by the central government, such as for supplementary food (milk) and school lunches for students

from the kindergarten level to grade 6, and the municipal government's additional funding for this grant to cover students at all levels had to be present in the plan. Developing a school plan involved school committee members and school staff. Before the school plan was developed, people from different networks, e.g. students' parents, alumni, and the community, were involved in sharing ideas and recommendations, in order to achieve a plan consistent with local needs. As mentioned previously, schools were allowed to request budget monies for the programs/activities that were included in the plan only. When they completed implementing any programs/activities, they had to conduct an evaluation. They could not request budget for the programs/activities that were not stated in the plan. The system resulted in transparency and accountability.

In the case of a school under the E Town Municipal Government, before it developed a school plan, it organized a brainstorming session to draw opinions from many sectors. People could play a role of members of the school committee and participants in the community forum of the municipal government. The municipal government supervised the brainstorming session of local citizens to receive opinions about educational management for their children. The director and teachers of the school listened to the opinions and included useful opinions in the school plan. When the municipal government and school organized any programs/activities, they could publicize them in the community forum.

An administrator of a school under the B City Municipal Government said that it was the teachers in the school who developed the school plan and proposals for programs due to the fact that language used in the plan is academic language, which local people were not able to write better than teachers. Details in the plan were derived from enquiries about the needs of local communities, students' parents and alumni, as well as the school committee members' recommendations. Teachers drafted the plan and presented it to the school committee members. When the school committee members approved the plan, it was submitted to the Educational Office of the municipal government.

To develop a school plan, schools in many areas did the same thing, which was brainstorming among school committee members-consisting of representatives from various sectors. They helped develop the school plan and

program proposals to submit to the municipal government. The plan must be in accordance with the municipal government's plans. The Educational Office undertook the coordination work and presented the plan to relevant administrators. The administrators then put the school plan in the 3-year development plan or 5-year development plan of the municipal government. When the Municipal Council approved the development plan, they would issue an ordinance.

## **CHAPTER 5**

### **IMPACTS OF DECENTRALIZATION ON THE QUALITY OF MUNICIPAL GOVERNMENTS' EDUCATIONAL SERVICE**

#### **5.1 Results of Assessment of Educational Service Quality of Municipal Governments**

In the National Education Act, B.E. 2542 (1999), educational standards and quality assurance are mentioned in Section 6: The Education Standard and Quality Assurance, under Article 47: there shall be an educational quality assurance system to develop education standards and quality at all levels. Enjoying the status of an independent public agency, the Office for National Education Standards and Quality Assessment (ONESQA) was established under Article 49 of the National Education Act, B.E. 2542 (1999). Its functions are to develop criteria and methods for external quality assessment and conduct an assessment of educational service in order to inspect the quality of educational institutions at all levels. The assessment takes place once every five years. So far, it has been conducted three times – the first assessment (2001-2005), the second assessment (2006-2010), and the third assessment (2011-2015) (Data as per October 2013).

The results of the first assessment (2001-2005) have not yet been finalized by the ONESQA. The objective of the first assessment was to confirm the actual conditions of educational institutions and create an understanding with educational institutions to result in compliance with educational quality assurance principles. The results of the first external quality assessment showed that most municipal schools were evaluated as being at a good level or a fair level (as shown in Table 5.1). By region, it was found that:

In the central region, municipal schools were evaluated as being at a good level (58.00 percent) and a fair level (41.00 percent). In the western region, most municipal schools were evaluated as being at a good level (60.87 percent) and a fair level (39.13 percent). In the eastern region, most municipal schools were evaluated as being at a fair level (62.00 percent) and a good level (36.00 percent). In the northeastern region, most municipal schools were evaluated as being at a good level (57.73 percent) and a fair level (40.21 percent). In the southern region, municipal schools were evaluated as being at a fair level (57.14 percent) and a good level (42.86 percent). In the northern region, most municipal schools were evaluated as being at a good level (62.24 percent) and a fair level (35.71 percent).

**Table 5.1** Overall Results of the First External Quality Assessment of Municipal Schools (2001-2005)

Region	Size	Number	Assessment results (percent)		
			Good	Fair	Poor
Central	S	25	11(44.00)	14(56.00)	0
	M	46	28(60.87)	17(36.96)	1(2.17)
	L	28	18(64.29)	10(35.71)	0
	XL	1	1(100.00)	0	0
	Total	100	58(58.00)	41(41.00)	1(1.00)
Western	S	12	7(58.33)	5(41.67)	0
	M	21	14(66.67)	7(33.33)	0
	L	13	7(53.85)	6(46.15)	0
	Total	46	28(60.87)	18(39.13)	0
Eastern	S	8	2(25.00)	6(75.00)	0
	M	23	10(43.48)	12(52.17)	1(4.35)
	L	17	6(35.29)	11(64.71)	0
	XL	2	0	2(100.00)	0
	Total	50	18(36.00)	31(62.00)	1(2.00)

**Table 5.1** (Continued)

Region	Size	Number	Assessment results (percent)		
			Good	Fair	Poor
Northeastern	S	13	7(53.85)	6(46.15)	0
	M	56	32(57.14)	22(39.29)	2(3.57)
	L	25	16(64.00)	9(36.00)	0
	XL	3	1(33.33)	2(66.67)	0
	Total	97	56(57.73)	39(40.21)	2(2.06)
Southern	S	15	6(40.00)	9(60.00)	0
	M	51	18(35.29)	33(64.71)	0
	L	34	19(55.88)	15(44.12)	0
	XL	5	2(40.00)	3(60.00)	0
	Total	105	45(42.86)	60(57.14)	0
Northern	S	20	7(35.00)	13(65.00)	0
	M	60	42(70.00)	17(28.33)	1(1.67)
	L	14	9(64.29)	5(35.71)	0
	XL	4	3(75.00)	0	1(25.00)
	Total	98	61(62.24)	35(35.71)	2(2.04)

Subsequently, the second assessment (2006-2010) followed the objective of the establishment of the ONESQA, which is stipulated in the Royal Decree. The results of the first external quality assessment were applied to develop educational quality and evaluate achievements for educational standard certification. It was demonstrated that municipality-affiliated educational institutions that provided early childhood education were evaluated as being at a good level, and most of them were certified as meeting a minimum quality standard (as shown in Table 5.2). By regions, the results are as follows:

In the central region, most municipal schools were evaluated as being at a good level (63.64 percent) and a very good level (34.34 percent), and most of them were certified as meeting a minimum quality standard (92.93 percent). In the western region, most municipal schools were evaluated as being at a good level (65.96

percent) and a very good level (31.91 percent), and most of them were certified as meeting a minimum quality standard (95.74 percent). In the eastern region, most municipal schools were evaluated as being at a good level (65.85 percent) and a very good level (34.15 percent), and most of them were certified as meeting a minimum quality standard (92.68 percent). In the northeastern region, most municipal schools were evaluated as being at a good level (53.68 percent) and a very good level (43.16 percent), and most of them were certified as meeting a minimum quality standard (94.74 percent). In the southern region, most municipal schools were evaluated as being at a good level (69.37 percent) and a very good level (27.03 percent), and most of them were certified as meeting a minimum quality standard (91.89 percent). In the northern region, municipal schools were evaluated as being at a good level (54.17 percent) and a very good level (39.58 percent), and most of them were certified as meeting a minimum quality standard (90.63 percent).

**Table 5.2** Overall Results of the Second External Quality Assessment of Municipal Schools (2006-2010) at the Early Childhood Level

Region	Size	Number	Assessment results			Certification	
			(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Central	S	27	8 (29.63)	18 (66.67)	1 (3.70)	24 (88.89)	3 (11.11)
	M	43	11 (25.58)	31 (72.09)	1 (2.33)	41 (95.35)	2 (4.65)
	L	27	14 (51.85)	13 (48.15)	0	25 (92.59)	2 (7.41)
	XL	2	1 (50.00)	1 (50.00)	0	2 (10.00)	0
	Total	99	34 (34.34)	63 (63.64)	2 (2.02)	92 (92.93)	7 (7.07)

**Table 5.2** (Continued)

Region	Size	Number	Assessment results			Certification	
			(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Western	S	12	4	7	1	10	2
			(33.33)	(58.33)	(8.33)	(83.33)	(16.67)
	M	23	6	17	0	23	0
			(26.09)	(73.91)		(100.00)	
	L	12	5	7	0	12	
			(41.67)	(58.33)		(100.00)	
	Total	47	15	31	1	45	2
			(31.91)	(65.96)	(2.13)	(95.74)	(4.26)
Eastern	S	8	2	6	0	8	0
			(25.00)	(75.00)		(100.00)	
	M	19	7	12	0	18	1
			(36.84)	(63.16)		(94.74)	(5.26)
	L	12	5	7	0	10	2
			(41.67)	(58.33)		(83.33)	(16.67)
	XL	2		2		2	0
			0	(100.00)	0	(100.00)	
	Total	41	14	27	0	38	3
			(34.15)	(65.85)		(92.68)	(7.32)
Northeastern	S	14	3	10	1	12	2
			(21.43)	(71.43)	(7.14)	(85.71)	(14.29)
	M	56	26	28	2	53	3
			(46.43)	(50.00)	(3.57)	(94.64)	(5.36)
	L	22	10	12	0	22	0
			(45.45)	(54.55)		(100.00)	



**Table 5.2** (Continued)

Region	Size	Number	Assessment results			Certification	
			(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Southern	XL	3	2 (66.67)	1 (33.33)	0	3 (100.00)	0
	Total	95	41 (43.16)	51 (53.68)	3 (3.16)	90 (94.74)	5 (5.26)
	S	18	2 (11.11)	15 (83.33)	1 (5.56)	17 (94.44)	1 (5.56)
	M	54	13 (24.07)	39 (72.22)	2 (3.70)	50 (92.59)	4 (7.41)
	L	35	13 (37.14)	21 (60.00)	1 (2.86)	31 (88.57)	4 (11.43)
	XL	4	2 (50.00)	2 (50.00)	0	4 (100.00)	0
	Total	111	30 (27.03)	77 (69.37)	4 (3.60)	102 (91.89)	9 (8.11)
	S	25	3 (12.00)	19 (76.00)	3 (12.00)	21 (84.00)	4 (16.00)
	M	54	24 (44.44)	28 (51.85)	2 (3.70)	51 (94.44)	3 (5.56)
	L	13	9 (69.23)	4 (30.77)	0	12 (92.31)	1 (7.69)
Northern	XL	4	2 (50.00)	1 (25.00)	1 (25.00)	3 (75.00)	1 (25.00)
	Total	96	38 (39.58)	52 (54.17)	6 (6.25)	87 (90.63)	9 (9.38)

In the second external quality assessment, locally-affiliated educational institutions (2006-2010) at the primary-secondary level were evaluated as being at a good level , and most of them were certified as meeting a minimum quality standard (as shown in Table 5.3). The results by regions are as follows:

In the central region, most municipal schools were evaluated as being at a good level (71.70), and most of them were certified as meeting a minimum quality standard (90.57 percent). In the western region, most municipal schools were evaluated as being at a good level (80.85 percent), and most of them were certified as meeting a minimum quality standard (91.49 percent). In the eastern region, most municipal schools were evaluated as being at a good level (80.95 percent), and most of them were certified as meeting a minimum quality standard (80.95 percent). In the northeastern region, most municipal schools were evaluated as being at a good level (63.63 percent) and a very good level (27.45 percent), and most of them were certified as meeting a minimum quality standard (92.16 percent). In the southern region, most municipal schools were evaluated as being at a good level (75.22 percent), and most of them were certified as meeting a minimum quality standard (88.50 percent). In the northern region, municipal schools were evaluated as being at a good level (65.66 percent) and a very good level (29.29 percent), and most of them were certified as meeting a minimum quality standard (91.92 percent).

**Table 5.3** Overall Results of the Second External Quality Assessment for Local Schools (2006- 2010) at the Primary-Secondary Education Level

Region			Assessment results			Certification	
	Size	Number	(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Central	S	28	5 (17.86)	22 (78.57)	1 (3.57)	24 (85.71)	4 (14.29)
	M	48	8 (16.67)	39 (81.25)	1 (2.08)	44 (91.67)	4 (8.33)
	L	28	14 (50.00)	13 (46.43)	1 (3.57)	26 (92.86)	2 (7.14)

**Table 5.3** (Continued)

Region	Size	Number	Assessment results			Certification	
			(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Western	XL	2	0	2 (100.00)	0	2 (100.00)	0
	Total	106	27 (25.47)	76 (71.70)	3 (2.83)	96 (90.57)	10 (9.43)
	S	12	1 (8.33)	10 (83.33)	1 (8.33)	9 (75.00)	3 (25.00)
	M	23	4 (17.39)	19 (82.61)	0	22 (95.65)	1 (4.35)
	L	12	3 (25.00)	9 (75.00)	0	12 (100.00)	0
	Total	47	8 (17.02)	38 (80.85)	1 (2.13)	43 (91.49)	4 (8.51)
Eastern	S	8	2 (25.00)	6 (75.00)	0	8 (100.00)	0
	M	20	3 (15.00)	16 (80.00)	1 (5.00)	15 (75.00)	5 (25.00)
	L	12	2 (16.67)	10 (83.33)	0	10 (83.33)	2 (16.67)
	XL	2	0	2 (100.00)	0	1 (50.00)	1 (50.00)
Northeastern	Total	42	7 (16.67)	34 (80.95)	1 (2.38)	34 (80.95)	8 (19.05)
	S	14	0	12 (85.71)	2 (14.29)	11 (78.57)	3 (21.43)
	M	60	17 (28.33)	42 (70.00)	1 (1.67)	56 (93.33)	4 (6.67)
	L	25	8 (32.00)	16 (64.00)	1 (4.00)	24 (96.00)	1 (4.00)

**Table 5.3** (Continued)

Region	Size	Number	Assessment results			Certification	
			(percent)			(percent)	
			Very good	Good	Fair	Certified	Non-certified
Southern	XL	3	3 (10.00)	0	0	3 (100.00)	0
	Total	102	28 (27.45)	70 (68.63)	4 (3.92)	94 (92.16)	8 (7.84)
	S	17	0	15 (88.24)	2 (11.76)	14 (82.35)	3 (17.65)
	M	54	10 (18.52)	42 (77.78)	2 (3.70)	46 (85.19)	8 (14.81)
	L	37	9 (24.32)	26 (70.27)	2 (5.41)	35 (94.59)	2 (5.41)
	XL	5	3 (60.00)	2 (40.00)	0	5 (100.00)	0
Northern	Total	113	22 (19.47)	85 (75.22)	6 (5.31)	100 (88.50)	13 (11.50)
	S	23	2 (8.70)	19 (82.61)	2 (8.70)	18 (78.26)	5 (21.74)
	M	58	19 (32.76)	37 (63.79)	2 (3.45)	56 (96.55)	2 (3.45)
	L	14	6 (42.86)	8 (57.14)	0	14 (100.00)	0
	XL	4	2 (50.00)	1 (25.00)	1 (25.00)	3 (75.00)	1 (25.00)
	Total	99	29 (29.29)	65 (65.66)	5 (5.05)	91 (91.92)	8 (8.08)

The third assessment (2011-2015) aimed to upgrade educational quality standards by taking into account products, outcomes, and impacts (rather than processes), in addition to differences among educational institutions. Therefore,

indicators in this assessment are clearly different from those in the last assessment. The indicators for this assessment are divided into three groups: basic indicators, identity indicators, and promotion measures indicators. These indicators were developed in compliance with the National Education Act of, B.E 2542 (1999), Amended Version (Vol. 2), B.E. 2545 (2002), and Item 38 of the Ministerial Regulations on Systems, Principles, and Methods of Educational Quality Assurance (2010).

The third assessment revealed that most municipal schools at the early childhood level met all minimum quality standards (99.14 percent) and were certified as meeting a minimum quality standard by the ONESQA (97.70 percent). As for educational institutions at the primary-secondary level, most of them met all minimum quality standards (86.32 percent) and were certified as meeting a minimum quality standard by the ONESQA (70.26 percent), as shown in Table 5.4.

**Table 5.4** Overall Third External Quality Assessments of Municipal Schools (2011-2015)

Type	Level	Number	Assessment results		Certification	
			(percent)		(percent)	
			Standard	Non-standard	Certified	Non-certified
City municipality	Early childhood level	104	103 (99.03)	1 (0.96)	103 (99.03)	1 (0.96)
	Primary-Secondary level	111	97 (87.39)	14 (12.61)	81 (72.97)	30 (27.03)
Town municipality	Early childhood level	220	218 (99.09)	2 (0.90)	218 (99.09)	2 (0.90)
	Primary-secondary level	243	207 (85.19)	36 (14.81)	168 (69.14)	75 (30.86)

**Table 5.4** (Continued)

Type	Level	Number	Assessment results		Certification	
			(percent)		(percent)	
			Standard	Non-standard	Certified	Non-certified
Commune municipality	Early childhood level	24	24 (100.00)	0	24 (100.00)	0
	Primary-secondary level	26	24 (92.31)	2 (7.69)	18 (69.23)	8 (33.77)
Overall	Early childhood level	348	345 (99.14)	3 (0.86)	345 (97.70)	3 (0.86)
	Primary-Secondary level	380	328 (86.32)	52 (13.68)	267 (70.26)	113 (29.74)

The results of the three rounds of the external quality assessment for educational institutions affiliated with local governments revealed that their educational service has moved toward a good direction and better quality. Field visits at the eight municipal authorities demonstrated that the results of external quality assessment of municipality-affiliated educational institutions were in line with the overall scores.

A question discussed in Chapter 4 is whether city municipal governments earning a lot of revenues and allocating large budget monies for education will have educational institutions that have better quality than town municipal governments. The results of the external quality assessment between twenty city municipal schools and town municipal schools were compared, as presented from Table 5.5 to 5.9.

In the first assessment, overall, both city and town municipal schools were evaluated as being at a good and a fair level. In addition, some were and others were not certified as meeting a minimum quality standard by the ONESQA (as shown in

Table 5.5). Over half of the town municipal schools were evaluated as being at a good level (58.33 percent) and were certified as meeting a minimum quality standard (58.33 percent). Less than half of city municipal schools were evaluated as being at a good level (42.86 percent) and were certified as meeting a minimum quality standard (42.86 percent). The assessment results for both groups are not significantly different.

**Table 5.5** Results of the First External Quality Assessment of Educational Institutions (2001-2005) by Educational Areas

Affiliation	Size	Number	Assessment results		Certification (percent)	
			(percent)		Standard	Non-standard
Town municipality	S	3	2 (66.67)	1 (33.33)	2 (66.67)	1 (33.33)
	M	7	5 (71.43)	2 (28.57)	5 (71.43)	2 (28.57)
	L	2	0 (100.00)	2 (100.00)	0	2 (100.00)
	Total	12	7 (58.33)	5 (41.67)	7 (58.33)	5 (41.67)
City municipality	M	1	0 (100.00)	1 (100.00)	0	1 (100.00)
	L	4	3 (75.00)	1 (25.00)	3 (75.00)	1 (25.00)
	XL	2	0 (100.00)	2 (100.00)	0	2 (100.00)
	Total	7	3 (42.86)	4 (57.14)	3 (42.86)	4 (57.14)

In this round of assessment, municipal schools at the early childhood level and at the primary-secondary level were evaluated as being at a very good level and a good level. Also, all of them were certified as meeting a minimum quality standard by the ONESQA (100.00 percent), as shown in Table 5.6. City and town municipal

schools received the same results-they were evaluated as being at a very good level (50.00 percent) and a good level (50.00 percent). This assessment did not show a difference between both groups.

**Table 5.6** Results of the Second External Quality Assessment for Educational Institutions (2006-2010) at the Early Childhood Level by Educational Areas

Affiliation	Size	Number	Assessment results (percent)		Certification (percent)	
			Very good	Good	Certified	Non-certified
Town municipality	S	3	0	3 (100.00)	3 (100.00)	0
	M	7	4 (57.14)	3 (42.86)	7 (100.00)	0
	L	2	2 (100.00)	0	2 (100.00)	0
	Total	12	6 (50.00)	6 (50.00)	12 (100.00)	0
City municipality	M	2	0	2 (100.00)	2 (100.00)	0
	L	4	3 (75.00)	1 (25.00)	4 (100.00)	0
	XL	2	1 (50.00)	1 (50.00)	2 (100.00)	0
	Total	8	4 (50.00)	4 (50.00)	8 (100.00)	0

Overall, in the second assessment, both city and town municipal schools at the primary-secondary level were evaluated as being at a very good level and a good level. Most of them were certified as meeting a minimum quality standard, as shown in Table 5.7. Most town municipal schools were evaluated as being at a good level (83.33 percent) and were certified as meeting a minimum quality standard (91.67



percent). Half of the city municipal schools were evaluated as being at a very good level (50.00 percent) and the other half, a good level (50.00 percent). In addition, all of the schools were certified as meeting a minimum quality standard by the ONESQA (100.00 percent). The assessment results showed a difference between both groups. That is, city municipal schools had better assessment results than town municipal schools.

**Table 5.7** Results of the Second External Quality Assessment for Educational Institutions (2006-2010) at the Primary-Secondary Level by Educational Areas

Affiliation	Size	Number	Assessment results (percent)		Certification (percent)	
			Very good	Good	Certified	Non-certified
Town municipality	S	3	0	3 (100.00)	2 (66.67)	1 (33.33)
	M	7	1 (14.29)	6 (85.71)	7 (100.00)	0
	L	2	1 (50.00)	1 (50.00)	2 (100.00)	0
	Total	12	2 (16.67)	10 (83.33)	11 (91.67)	1 (8.33)
City municipality	M	2	0	2 (100.00)	2 (100.00)	0
	L	4	3 (75.00)	1 (25.00)	4 (100.00)	0
	XL	2	1 (50.00)	1 (50.00)	2 (100.00)	0
	Total	8	4 (50.00)	4 (50.00)	8 (100.00)	0

Overall, in the third assessment, both groups of educational institutions at the early childhood level were evaluated as being at a very good level and good, and all were certified as meeting a minimum quality standard (100.00 percent), as shown in Table 5.8. Over half of town municipal schools were evaluated as being at a good

level (63.64 percent). City municipal schools were evaluated as being at a very good level (50.00 percent) and a good level (50.00 percent). The assessment results between city and town municipal schools in this assessment were not different.

**Table 5.8** Results of the Third External Quality Assessment for Educational Institutions (2011-2015) at the Early-Childhood Level, by Educational Areas

Affiliation	Size	Number	Assessment results (percent)		Certification (percent)	
			Very good	Good	Certified	Non-certified
Town municipality	S	3	1 (33.33)	2 (66.67)	3 (100.00)	0
	M	6	1 (16.67)	5 (83.33)	6 (100.00)	0
	L	2	2 (100.00)	0	2 (100.00)	0
	Total	11	4 (36.36)	7 (63.64)	11 (100.00)	0
City municipality	M	1	1 (100.00)	0	1 (100.00)	0
	L	3	2 (66.67)	1 (33.33)	3 (100.00)	0
	XL	2	0	2 (100.00)	2 (100.00)	0
	Total	6	3 (50.00)	3 (50.00)	6 (100.00)	0

Overall, in the third assessment, both groups of educational institutions at the primary-secondary level were evaluated as being at a good level. Some were and others were not certified as meeting a minimum quality standard by the ONESQA, as shown in Table 5.9. Most town municipal schools were at a good level (81.82 percent) and

were certified as meeting a minimum quality standard (72.73 percent). All city municipal schools were evaluated as being at a good level (100.00 percent), and over half of them were certified as meeting a minimum quality standard (57.14 percent). The assessment results between city and town municipal schools were not different.

**Table 5.9** Results of the Third External Quality Assessment for Educational Institutions (2011-2015) at the Primary-Secondary Level, by Educational Areas

Affiliation	Size	Number	Assessment results (percent)			Certification (percent)	
			Very good	Good	Fair	Certified	Non-certified
Town municipality	S	3	0	3 (100.00)	0	2 (66.67)	1 (33.33)
	M	6	1 (16.67)	4 (66.67)	1 (16.67)	5 (83.33)	1 (16.67)
	L	2	0	2 (100.00)	0	1 (50.00)	1 (50.00)
	Total	11	1 (9.09)	9 (81.82)	1 (9.09)	8 (72.73)	3 (27.27)
City municipality	M	1	0	1 (100.00)	0	0	1 (100.00)
	L	4	0	4 (100.00)	0	2 (50.00)	2 (50.00)
	XL	2	0	2 (100.00)	0	2 (100.00)	0
	Total	7	0	7 (100.00)	0	4 (57.14)	3 (42.86)

The overall results of the three external quality assessments for municipal schools between town municipal schools and city municipal schools were not different. Most of the municipal schools were evaluated as being at a good level or above. Nonetheless, in the second assessment, city municipal schools at the primary-

secondary level had better assessment results than town municipal schools. Most of them were certified as meeting a minimum quality standard by the ONESQA. In the first assessment, for both groups, some of the educational institutions were and others were not certified as meeting a minimum quality standard by the ONESQA.

## **5.2 Response to Local Needs**

Educational decentralization is a policy that aims to allow localities to manage their education based on their preparedness and capacity. The idea is that localities are aware of the contexts of their areas, problems and needs, so they can manage their educational systems accordingly. Simultaneously, local governments need to encourage local people's participation in education service, decision-making, and activities with local governments, in addition to monitoring local governments' operations. The National Education Act, B.E. 2542 (1999) provides the opportunities for the general public and representatives of local communities and organizations to participate in community educational service in the form of a committee, which is called the Educational Institution Committee (Committee).

The Committee is a group of people who work with educational institutions to strengthen the institutions so that they are enable to manage education on their own within a legal framework. Accordingly, the diversity of Committee members contributes to educational quality development, which requires expertise and experience in various fields. Individuals who have been selected to join the Committee are vital to educational service. The makeup of the Committee members is described below.

Parent representatives-They reflect problems about, and needs for, educational quality and preferable characteristics of students in expected and actual terms; and cooperate with teachers, educational personnel, parents and communities in teaching and learning activities.

Teacher representatives-They have expertise in the teaching profession and are important for presentation of information about learning processes, problems and needs for support, as well as reports on educational service.

Community organization representatives-They reflect problems about, and need for, development of learners who are community members. Furthermore, they cooperate with educational institutions on local wisdom and sources of learning.

Representatives of local governments-They reflect problems and needs of the entire service areas of educational institutions and are vital to educational institutions, particularly with regards to the request for budget monies, educational service resources, and linkage of educational development plans with local development plans.

Representatives of alumni-They reflect love, faith and pride in their old educational institutions. They help sustain the value of the institutions in the existing students so that they are successful in their education.

Representatives of monks or religious organizations in other areas-They present and fulfill moral and ethical responsibilities based on religious principles, which play an important role in learning to ensure that students are good social members.

Experts-They have expertise and experience in various fields, which helps educational institutions to manage education with high quality and efficiency. They strengthen educational institutions and result in sustainable development.

Educational institutions administrators-As Committee members and secretary, a symbol of educational institutions, they are important as they are a reflection of management. They provide advice, create motivation, stimulate work, review reports, reflect thoughts, provide opportunities for respective representatives to play their role fully, arrange meetings, prepare meeting minutes, provide support of equipment, meeting rooms, and materials, equipment, etc., as well as consider resolutions, comments and recommendations from the meeting for implementation.

Thus, the Committee is a group of people that administer educational institutions in a participatory fashion. Equipped with a good understanding of education, the experts from different fields are committed to the development of local educational institutions to reach high quality standards in line with social needs. This will result in strong communities and national advancement.

Data on in-depth interviews about responding to local needs with key informants-the Committee, consisting of representatives of community organizations,

representatives of monks, experts, representatives of local governments, and educational institution administrators, are described as follows:

### **5.2.1 Communities' Needs for Educational Service of Municipal Schools**

What parents and communities expect from educational service include: 1) teaching students how to read and write, as well as morality, based on the idea that students must be good people even with poor performance at school; 2) teaching students about skills and activities, such as singing, music, art, sports, dance and drums, as well as encouraging them, with support, to go outside to do these activities for earning some money and community service, 3) expanding educational opportunities by offering higher-level education for their students.

For example, in the case of the B City municipal government, a Committee member said that the National Education Act, B.E 2542 (1999) focuses on all parties' involvement, so educational service should be in line with communities' expectations. What parents want the most is non-discriminatory education and fair treatment of their children.

Additionally, secondary education offered by schools comes from communities' needs and is consistent with basic education. Also, it comes from the fact that students would like to pursue their education in the same school, or that parents or grandparents who are alumni of a school want their children to study in that school, as a result of their confidence in the personnel in the school. Some schools offer senior-secondary or higher vocational education as local communities need it.

A member of the Committee of a school affiliated with the D Town municipal government discussed what people in the community want – children's literacy, strict teaching, serious monitoring of teaching, extra classes after school, and discussions among representatives of different groups at the Committee meetings about students and school problems (such as students with literacy difficulties) so that they help to find solutions to the problems.

Furthermore, local people want their children to be good people. They believe that even though they might perform poorly at school, their children should behave well and integrate into society happily. A school focuses on good manners – students in this school have been taught to do the “wai” to visitors and to teachers who they

meet at school. This can adjust their manners to a great extent. Some students do the “wai” when they see teachers in the market. Some students who were quiet start to greet teachers and do the “wai” to their teachers. The school is expected to continue its campaign with help from all community members and teachers.

A member of the Committee of a school affiliated with the A City municipal government discussed the inclusion of the needs of parents and community members in the SBMLD (School Base Management for Local Development) Program. This Program aims to provide vocational skills for students who will not pursue their education when they finish their junior or senior high school. They are expected to apply the skills to earn a living; for example, hairdressing, baking, or making handicrafts. The training courses are included in the school’s extra curriculum, from which students can earn knowledge and credits. This school also offers a vocational education program. Students are also trained in computer skills. It is believed that students finishing studies from this school will be more capable than those from other vocational colleges. Additionally, students have the opportunity to join a volleyball program, the coach of which is an alumnus of the school. If any students excel in a sport, they can become a professional athlete. These activities generate jobs according to community needs. Being satisfied with this school, some parents have sent their children to the school.

Overall, local people’s needs are: 1) a place for their children to study and 2) a job for their children when they leave school.

1) A place for their children to study-For local people, schools have a role in managing education to serve this need, and they want schools to extend to a higher education program to serve their children. Therefore, schools and municipalities have to consider the potential of schools.

2) A job of their children when they leave school-It has been witnessed that some municipal schools have added vocational skill programs, e.g. mechanics, beautician, electrician, traditional Thai massage, hydroponic vegetable growing, and art-cultural performance, such as dance, music, singing, and playing long drums. The programs are offered to their students based on their potential. Furthermore, the Department of Local Administration (DLA) has supported the

SBMLD Program to enhance students' vocational skills. Schools can set up relevant projects and request funding support.

Some key informants added that it is necessary to identify who people are in localities when we say local needs. This is because municipality areas consist of a registered and non-registered population, especially migrant workers and their families. Some students in municipal schools are not living in a municipality area, and some students outside a municipality area registered their names that are tied to a house in a municipality area to receive a right to study in a municipal school. Children who live in a municipality area chose to study in a provincial school or famous private school. Therefore, as municipal schools are expected to produce students that meet local needs, a word of caution is a lack of clarity about "local needs." If actual residents are a non-registered population, their needs are not local needs.

For example, a local administrator of the B City municipal government discussed deception about educational budgets-per-capita budget monies for educational service. It has been found that most students in municipal schools are living outside the municipality area, but they have registered their names that are tied to a house in a municipality area. Thus, he thought this is deception of reality. Despite the per-capita budget monies and the fact that the students are studying in a municipal school, they will go back to their hometown after they finish their studies from the school. Also, as their parents are not local people, they do not have a true understanding about the community where they are living. They may not be able to answer what type of education that the community needs in response to local needs.

An administrator in a school affiliated with the D Town municipal government said that the term "local needs" is not clear. For example, in the Burapha Community, there was a local course that taught how to make fermented fish to allow students have a job after they finish Grade 9 if they did not pursue higher education. The results were not satisfactory because most students were living outside the municipal area, and local children did not study in a municipal school.



### **5.2.1 Local Community Members' Complaints About Educational Service of Municipal Schools**

Most parents do not have complaints with municipal schools because the schools have involved them and other community members in educational service through many processes, which may be in the form of the Committee. The Committee members must participate in formulating educational policies, approval of budget monies for school projects, and writing school plans. Coming from many sectors, the Committee members transfer and clarify all matters to their communities all the time. Also, they can bring comments and recommendations of community members and parents to a Committee meeting for further consideration. This is a process of creating a good understanding within the communities. Therefore, there are few or no complaints from parents with the schools. However, they have some questions and concerns. That is, they worry that schools have students do too many activities. They think teachers hardly teach but instead let students do activities, so students study very little in class. This is an issue that all locally-affiliated schools face because they rely on localities. When localities organize any traditional events, including the Bun Boek Fa Fair, Rocket Festival, Candle Festival, Loi Krathong, Songkran or New Years, they need to help municipality offices to organize them. Teachers may have to train students for art-cultural performances for processions, parades or contests. This result in parents thinking schools have too many activities.

Other complaints have not been voiced. Many school administrators added that educational decentralization has highlighted the Committee's role. Linking the school to communities, the Committee brings issues experienced by communities into the Committee meetings so that the problems are solved properly. Accordingly, parents and people in communities hardly have any complaints about the schools.

### **5.2.3 Positive Changes of Municipal Schools and Their Acceptance from Outside**

Formerly, local people believed that municipal schools were places for poor performer students, students with limited school choices, and children from a poor family. Therefore, most parents sent their children to a school affiliated with the Office of the Basic Education Commission (OBEC), Ministry of Education (MOE).

Today, this perspective has changed because the positive development of municipal schools has been witnessed. For example, the changes include modern teaching materials, learning equipment, and other facilities; more active teachers; more awards by students; good performance of students; a higher number students that have been accepted into recognized junior and senior schools and universities. People have more trust in the schools, so they now choose them for their children.

One example is a school affiliated with the B City municipal government which provides education from kindergarten to Grade 12. It has 2,584 students and 153 teachers. Founded in 1929, it was transferred to the city municipal governments in 1963. Students in the school come from fairly poor and imperfect families. Only 40 percent of the students stay with their parents or grandparents or other relatives. The B City municipal government has received a lot of revenue and the Mayor from the past to present has provided support for education for municipality-affiliated schools. This school has been allocated budget monies to implement its plans as expected by teachers and students.

The B City municipal government has provided a lot of educational support for this school, such as free uniforms during the school year, free learning equipment, and a modern nursing room. Therefore, this school is very successful and is the pride of local communities because all Grade 12 students can enter a recognized government university every year, such as in the Faculty of Medicine and Faculty of Pharmacy. This is why it has gained a lot of acceptance by local communities.

Formerly, local schools affiliated with the G Town municipal government were temple schools affiliated with the Religious Affairs Department, MOE. Later, three of them were transferred to the town municipal government. Parents requested that they extend their services to the secondary level, for children who fail to enter the G Phitthayakan School, which is a highly recognized school and located near local communities. Otherwise, their children have to go to a faraway school. The G Town municipal government believed that the municipal schools have potential to provide junior secondary education, but not senior secondary education as a result of inadequate personnel and facilities. Today, the schools (the Municipal School G1, the Municipal School G2, and the Municipal School G3), provide educational services from kindergarten to Grade 6. The Municipal School G2 started to offer Grade 7-9

education less than 10 years ago. Starting with a single class, today the school provides four classes for each grade. A local administrator said that local educational service is not sufficient to support all children.

When he started working in the area, The Municipal School G1 had only one building, an old wooden building, as did the Municipal School G2. The Municipal School G3 had two old buildings and the Municipal School G4 had no building. Today, the Municipal School G1 has four 3-floor buildings with a space below, which was built with financial support from the municipality. The Municipal School G2 has a 4-floor cement building, and the Municipal School G3 has two cement buildings. The Municipal School 3 has four buildings and a workshop building. As stated, the municipal government has developed these schools in terms of facilities and student preparation. Its policy in recent years has focused on teaching efficiency as the AEC is opening. Therefore, the municipal government would like the schools to provide foreign teachers; however, there is no financial support for this matter from the central agency. Therefore, the municipal government has to budget its own monies for this matter.

The E Town municipal government founded the E wittaya School in 2006. Before establishing the school, the town municipal government was open for schools to affiliate to it. The only school that filed a request for the affiliation was the Child Development Center 6, which was transferred to town municipal government in 2006. Initially, after studying local communities, administrators of this municipality discovered that although the E sub-district is located near the town areas, children in this sub-district lacked opportunities for education, which is the localities' responsibility. Subsequently, officers from town municipal government invited local schools to discuss their needs, and they conducted a field study. The field study revealed that local schools had low quality standards and lacked equipment and milk as a dietary supplement. At first, only kindergarten-Grade 4 students were provided with milk, and this was extended to Grade 5 and Grade 6 students. As for lunch, it was first provided for students of some levels, but this has now been extended to students at all levels. Recently, the municipal government has focused on teaching materials and language teachers. The municipal government asked OBEC-affiliated schools to develop school plans to include in the Budget Ordinance, whereby the

municipality provides everything for students, including transportation, uniforms, bags, and books and food, except for 100-baht insurance and clothes for temple visits, which parents have to buy.

An administrator of this school added that in the past, municipal schools were ignored because they were regarded as rural government schools. Today, municipal governments show their potential for educational service because they have facilities preparedness. For example, in the administrator's school, there are computer rooms, 40 tablets, and transportation services for students. More students have requested registering their names that are tied to a house in a municipality, which has resulted in a decreased number of students in nearby OBEC-affiliated schools.

In the case of the A City municipal government, an administrator of a school that was transferred from the OBEC to the city municipal government in 2007 discussed the differences he has witnessed since he moved to the municipal government in 2009; for example, close relationships with local administrators. For schools under the MOE, all matters must be processed from the Primary Educational Service Area Office to the MOE. This results in a long management line and long coordination period. As for locally-affiliated schools, the management line ends with the Mayor, which leads to more convenient and faster work, whereby schools can have a direct contact with municipality senior officers. Teachers in an OBEC-affiliated school do not have to deal with cultural or traditional events, but teachers at locally-affiliated schools have to. In locally-affiliated schools, teachers play an important role in events, including the Candle Procession Festival, boat racing, and other activities held by the municipality.

Another change is the renovation of the cafeteria and meeting room using municipal budget. At first, the school was a juristic entity, whereby the administrators had full power, but when it becomes locally-affiliated, it directly depends on the Mayor. Municipal government has the Educational Division, which has direct responsibilities. Overall, it is similar to a juristic entity. The school has freedom in administration for personnel, money, and equipment, which can be taken care of by the administrators. However, power exercised by the school director is limited. That is, the school director is authorized to approve a budget of only 100,000 baht each time. There is no limit for budgets for the director of schools under the OBEC. With

support from the municipality, the administrator's school can provide senior high school education.

Based on the above-mentioned study results, changes to municipal schools mostly come from municipal governments' power exercising through educational decentralization in order to manage education that suits the local context; local leaders' long vision for education; and financial and resources support. This has resulted in the development of locally-affiliated schools.

#### **5.2.4 Recommendations from Community Members About Educational Services of Municipal Schools**

Educational services provided by locally-affiliated schools must involve cooperation between all parties, including municipal governments, communities, families, schools, temples and other agencies; prioritization of education; and support of schools' educational service in line with local needs.

##### **1) Recommendations for Budget Allocation**

(1) Municipal governments should allocate budget to all schools equally-Apart from the DLA, monies budgeted to municipal schools come from municipalities' revenues. Since educational decentralization started, some OBEC-affiliated schools have requested being transferred to municipalities. Administrators of some of the transferred schools feel that the municipality does not pay enough attention to them, compared to the original municipal schools.

(2) Municipal governments, schools, and communities should focus on participation and transparency-Communities and other sectors have provided financial support for local education in the form of donations, scholarships, and robe offering ceremonies. This cooperation reflects the strength of the civil society; however, activities should be inspected to create a culture of transparency.

##### **2) Recommendations for Educational Services**

(1) The identity of respective schools should be established, such as their academic focus, foreign language focus, vocational focus, sports focus, and music focus. This is because students of most municipal schools do not have good academic performance. For example, some schools create their uniqueness through the DLA's SBMLD Program, which focuses on vocational training. Apart from

knowledge, activities in the Program provides students with opportunities to earn some money, such traditional Thai massage, hydroponic vegetable growing, haircutting, as well as school banks. When students leave school, they always have savings. Many parents choose these schools for their children for this reason.

### 3) Recommendations for Education Services

(1) Municipal governments should prioritize teachers who graduated in the field they teach, especially for mathematics, science, and English. These subjects are quite specific subjects, which must be taught by people in the field. Many school administrators agree that the manpower provided by the municipalities is often accompanied with municipality people-people with a connection with local politicians. Many schools solve this problem by sending these connected people to training.

(2) Schools should add some subjects that reflect occupational identities, such as rice farming in the northern region and rubber farming and fishing in the southern region. Currently, many schools add content about their local contexts in different subject groups, but they have not developed an extra course for the content. Therefore, students may get some knowledge without any real practice.

(3) The Committee, parents and communities should be educated continuously to enhance their capacity for participation in local educational service. When they receive information and knowledge required for local educational service, they can evaluate the quality of educational service and provide advice that is useful for those involved in local educational service.

(4) Lifelong education and non-formal education should be developed for those who have no opportunity to pursue their education in the formal system-Local administrative organizations have the obligation to manage both informal, non-formal and informal education for local people. The educational quality depends on their ability and potential to manage education. Most localities manage 12-year formal education which is compulsory, and most students finishing the education enter the labor market to earn some money for themselves and their families, or do jobs that their families do, such as rice, fruit and crop farming. Therefore, localities should render other forms of education to generate a lifelong learning atmosphere, both in non-formal and informal education.

(5) Local educational service should not be confined to general education. Instead, it should be extended to vocational education to accommodate the future labor market. For example, being rich in marine resources, famous beaches, and pleasant islands, the southern region has welcomed a lot of foreigners, which has generated a lot of revenues for local people. Accordingly, local governments can focus on vocational education to develop human resources to support the tourism and hospitality industry, such as foreign languages, making food and beverages, and traditional Thai massage. In the eastern region, there are a lot of industrial estates. Therefore, local governments in this region can encourage locally-affiliated schools to manage vocational education to feed human resources into the labor market, such as industrial technicians, electricians, electronics technicians, and computer technicians. They have to provide financial and equipment support to schools because vocational education does not involve only learning in the classroom. It involves real hands-on practice, which requires expensive equipment.

Thus, local educational service relies on the cooperation between community members, schools, and municipal governments, which will help to identify the strengths and prominent points in their areas to develop practical educational policies that meet local needs. Local administrators have to encourage personnel to implement the policies and listen to ideas from all sectors, including communities, schools or agencies related to educational service. Also, they have to encourage all sectors to take part in monitoring and inspecting work to contribute to the development of the quality of local education so that it truly meets local needs.

## **CHAPTER 6**

### **CONCLUSION, DISCUSSION AND RECOMENDATION**

This study, on the impact of decentralization on education expenditure and quality of education service delivery in Thai local government, had the objectives of investigate the impacts of decentralization policy on municipal governments' educational expenditure and investigate the impacts of decentralization policy on the quality of municipal governments' educational service delivery. Data collection was from 3 sources including official document review, secondary data collection and survey. Official documents found during the review were; budget municipal regulation passed between 2007 and 2013, The 1997 Constitution for the Kingdom of Thailand, the 2007 Constitution for the Kingdom of Thailand, The National Education Act of 1999 and The Decentralization Plans and Procedure Act of 1999. Secondary data was collected from the 3 rounds of External Quality Assessment at Basic Education Level conducted since 2001. The survey collected primary data from in-depth interviews with key informants such as mayors, local directors of education, headmasters, and members of school committees. 53 key informants were interviewed in total from the A City Municipality, the B City Municipality, the C Town Municipality, the D Town Municipality, the E Town Municipality, the F Town Municipality, the G Town Municipality and the H Town Municipality. The research tools used in this study were questionnaires and observational forms, while content analysis was used to analyze the data.

#### **6.1 Summary of Results**

##### **6.1.1 Revenue of Town and City Municipal Governments**

Between the fiscal year of 2007-2013, most of the revenue for town municipalities came from local allocation tax and support grants. As for city municipalities, the major source of revenue came from local allocation tax and excise



tax. When comparing the 2 types of municipality, city municipalities had higher revenue from excise tax.

When considering the average revenues of both town and city municipality, they were found to be fluctuating as the majority of the revenue came from the taxes which shared the same bases as the central government. So if the central government was able to collect more taxes, these will be re-allocated back to the local government as allocated tax, and vice versa.

In addition, overview of the average revenues of both types of municipalities showed that city municipalities had much higher revenue due to better collection capacity, larger amount of allocated funds, larger area, larger population and better economic capability.

### **6.1.2 Educational Expenditure of Town and City Municipal Governments**

The education budgets of town municipalities were mostly set as part of the operational budget or as educational expenditure which can be categorized into those set from municipal revenue, and those from government subsidy allocated to local government as general allowance in accordance to the Decentralization Plans and Procedure Act of 2006 (issue 2). The law also enforced that from the 2007 fiscal year, the central government must allocate at least 25% of its budget to local government which coincided with start of the decentralization of education to local government. Therefore, municipalities were able to increase the general allowance compared to the previous year.

When considering the overall budget in 2012-2013, it was found that town municipalities set higher general allowance in their budgets because of the central policy to increase cost of living allowance for civil servants in local government which also led to an increase in municipal revenue.

Furthermore, the overview of total local educational budget for town municipalities between 2007-2012 was found to have come from general allowance more than their revenue because the general allowance allocated was mostly for milk and lunch for primary school students (up to grade 6). As a result, this allowance will depend on the number of students enrolled each year.

As for the educational budgets for city municipalities, they were mostly allocated in their operational budget or as educational expenditure. These can be set from the municipal revenue or from general allowance. From the overview of the educational budget set in 2008, city municipalities clearly received an increase in general allowance compared to 2007 because The Decentralization Plans and Procedure Act enforced that the central government must allocated 25% of its budget to local government. Also, the decentralization of education to local government was also beginning to be implemented at this time. So the municipalities were able to set an increase budget from general allowance in 2008 when compared with 2007.

The overall picture of the local educational budget in city municipalities from 2007-2013 showed that the majority of this budget was set from general allowance more than from their revenue. From 2010-2012, the proportion of educational expenditure set from general allowance were similar to those set from revenue because the direction of education became clearer to the municipalities including the management of existing schools and those which were transferred to them and the newly built ones.

In addition, city municipalities had more income from providing more educational service, including more allowance from milk and lunch for the increasing number of students at the municipal schools. Also more funds were available to improve sport facilities such as the improvement of athletic grounds under the municipalities to become “rubber-based” running tracks. Because of this, the municipalities had more financial capabilities to promote equality and equity in education.

### **6.1.3 Autonomy and Flexibility in Educational Service**

From the survey on the impact of decentralization on the budget allocation for education at the municipality level, in-depth interviews were conducted on the issue of management independence and flexibility on 3 stakeholder groups. These were the local administrators, the head of educational institutes and the community. From this survey in 8 municipalities, it was found that each local government had independence, while the schools had the flexibility to manage their own affairs as they were quite closely linked to the municipality. Furthermore, municipal educational budget and

school budget was set in the local budget law which the schools, school committees, and the communities were involved in providing input, proposing projects for the municipality consideration. As a result, the process and operations were transparent and accountable. The details can be summarized as followed:

1) Municipal governments with high revenue had flexibility in educational service because they would be able to provide support in terms of equipment and education aids, including computers and better facilities, to the students and teachers. In addition, other informal education facility can provide knowledge to the community, such as a knowledge park. On the other hand, municipalities with low income might place education as a 'lower priority' as they had the independence to manage and there were more needs on infrastructure such as roads, water pipes, electricity and markets. As politicians, they needed to show to the community that they were able to deliver improvement locally and these could provide the achievement that they required within their 4-year term.

Besides the municipal revenue as a source of their educational budget, they would also receive allowance for milk and lunch for the students. Normally, they would receive this as capitation but this might not cover every student and so the municipality would need to provide additional fund to fulfil what was missing. Also, some municipalities provided additional supplementary service such as Health Center, 'School Bank' and cooperatives. It could be said that the municipality would usually provide any additional support if the resources from the central government was insufficient.

Nonetheless, the low income municipality might not be able to fully provide the additional support to the schools under their control due to the lack of funds. A number of local administrators felt that the decentralization gave them more work but not sufficient financial support which led to inflexibilities in their management.

2) Municipal schools had independence and autonomy in their management. The municipalities provided a broad policy for the school in order to allow them to independently implement according to their ideas and needs. The municipal would provide support in terms of human resources, budget, and equipment in accordance to the regulations in most cases. However, the municipalities may

reserve some decision-making power in some instances, for example, the appointment of headmasters. In addition, some schools and municipalities used their personal relationship in their management which had some benefits as it allowed school management to be flexible, and fast, such as the approval for using government facilities.

3) Schools' educational budget must be included in the budget regulation of the municipality. The planning of the schools would involve both school management and school committee, as well as other stakeholder groups (parents, alumni, and the community) who would provide feedback to the plan so that it is responsive to the needs of the community. A school project or activity that underwent this process would be included in the plan and the necessary financial support would be allocated from the municipality, and evaluation would be conducted after the completion of the project. On the other hand, if the project or activity was not included in the plan, budget cannot be provided. So this would lead to transparency and accountability.

#### **6.1.4 Results of Assessment of Educational Service Quality of Municipal Governments**

Good trends in the quality of schools under the municipality were observed in the external quality assessment, and the same improvement can also be seen from the survey of 8 municipalities. The results of the external quality assessment for the municipal schools could be summarized as seen below:

The first round of assessment (2001-2005) found that most municipal schools were graded as 'Good' and 'Average'.

The second round of assessment (2006-2010) found that most of the municipal kindergarten schools were graded as 'Good' and passed the accreditation. For primary and secondary schools, most were also graded 'Good' and passed the accreditation.

The third round of assessment (2011-2015) found that almost all municipal kindergarten schools passed the standard (99.14%) and received accreditation (97.70%) from ONESQA. The majority of municipal primary and secondary schools also passed the standard (86.32%) and received the accreditation (70.26%).

Furthermore, from the assessment results, no notable differences between the schools under town and municipalities were observed. Most of the schools were graded as 'Good'. There was one exception where more primary and secondary schools in city municipalities were found to receive better grading in the second round of assessment. Most municipal schools received the accreditation from ONESQA.

### **6.1.5 Response to Local Needs**

The in-depth interview about the responsiveness to local needs was conducted by interviewing key informants from the school committees which consisted of community representatives, monks, experts, representatives from local government and school administrators. This can be summarized into 4 points as follows:

#### **1) Communities' Needs for Educational Service of Municipal Schools**

The parents and communities needed schools to: 1) provide knowledge to the students so they can read and write, as well as shaping their morality because even if the students were not bright, they should have good morality; 2) teach the students skills in sports & performing arts (e.g. singing, playing music, artistic skills, sport skill, traditional music & arts), and encourage and promote the students to perform in various events in order to obtain extra income and provide service to the community; 3) increase the opportunity to further studies by providing higher level of education to students who were about to graduate.

#### **2) Local Community Members' Complaints about Educational Service of Municipal Schools**

Most parents did not feel the need to complain as they were involved in multiple process of education management including their participation in policymaking, budgeting, and project proposal development as part of the school committee. Because the committee consisted of various stakeholders, there was a constant flow of information to and from the communities and parents as their feedback and suggestions were taken into consideration within the committee. This ensured that they all understood and participated in the process and so there were very little complaints from them on education. However, there might be some specific concerns or queries from the parents, including too many school activities for the students, and not enough teaching from the teachers, which was quite common in

municipal schools. This was because municipality may require support from the schools when there was a festive event, such as Songkran, Loy Kratong and New Year festivities. Common support requested from the municipalities was music and dancing performance from the schools. This, sometimes, was perceived by the parents as unnecessary activities.

### 3) Positive Changes of Municipal Schools and Their Acceptance from Outside

In the past, there was a perception from the community that municipal school was for students who were not bright or for those who were poor and/or cannot find another place to study. As a result, parents tended to send their children to schools under The Office of the Basic Education Commission (OBEC). However, this perception began to change because they have seen an improving trend in the quality of education, including study aids, study equipment and better teachers, which resulted in better competitiveness and achievement from the students. The students' grades were good and they were successful in the entrance examination into other reputable schools and also at university level. So more parents accepted the standard of municipal schools and did not hesitate to send their children to these schools.

From the results, the changes in the municipal school mostly came from the appropriate action management from the municipality which they were given the responsibility and power of after the decentralization policy. Also the local administrators had the vision in education and provided necessary support both in terms of budget and other resources in order to drive the improvement in the municipal schools under their control.

### 4) Recommendations from Community Members about Educational Services of Municipal Schools

The provision of educational services by municipal schools required multi-stakeholders cooperation including the municipality, schools, community, religion institution and other local agencies who must see the importance of education and provide support so the schools can respond to the needs of the community. Recommendations from this study are as followed:

(1) Recommendations on budget allocation: 1) The municipality should equally allocate budget to each school; and 2) Municipality, school and

community should place the emphasis on having a participatory and transparent process in decision making.

(2) Recommendations on service provision: 1) Differentiation of each school identity may be required to emphasize the different strength of each school; 2) Municipality should emphasize on the importance of teachers to teach according to their major, especially for mathematics, science, and English; 3) Schools should introduce elective subjects into the curriculum to reflect the local expertise in order to promote specialization in that area of expertise; 4) Continuous development and training should be provided for members of the school committee, parents and community to improve their capabilities; 5) Continuous education should be promoted and informal education should provide for those who do not have the opportunity to further their studies and 6) Local educational service should be expanded to vocational study, and education in the service sector, in order to respond to the needs of the labor market in the future.

## **6.2 Discussion**

6.2.1 From the study on the local budget allocation on education, it was found that the majority of revenue for the town municipalities came from local allocation tax and general allowance. As for the city municipalities, most of their revenue came from local allocation tax and excise tax. However, the expenditures from both types of municipality were from operational and human resources budget. These findings were similar to the study by Porntip Kanchananon (2010) which found that the factors which influenced budget allocation on education for town and city municipalities were the tax collected by central government on behalf of the local government, general allowance and dummy variable on time (or year of study). However, the allocation tax was collected by the central government on behalf of the municipalities, and the general allowance also came from the central government which consisted of allowance for municipalities with good governance, allowance for function or services which were devolved to the local government. It can be seen that most of the educational budget derived from the central government, and that the local government still had to heavily rely on these allowances, as criticized by Direk

Pattamasiriwat and Kobkul Rayanakorn (2009). The researchers also stated that this financial structure was weak and restrictive as the current tax law was still based on centralized concept and almost all of tax collected belonged to the central government. Only some portions belonged to the municipalities and the results showed that the proportion of overall educational budget for city municipalities were quite low (7.86-23.32%) when compared to total budget

In addition, local educational expenditures were from operational and human resources budget. Operational budget is commonly used for day-to-day management, such as meeting allowance, accommodation rentals, overtime pay, supply expenses, material expenses and utility expenses. While human resources budget is commonly used for paying wages for civil servants and employees. It can be seen that these kinds of budgets were not dedicated for education directly and it was observed during the survey that municipal budget was mostly used in functions other than education, such as paying wages and for low income municipalities, were problems to support the schools under their control. This finding was similar to studies conducted by Office of the Secretary to Educational Council (2007b) and Siridej Sucheewa (2007) which both found that better economic factors would result in sufficient budget allocation to education as they were able to collect more revenue.

6.2.2 From the study on the impact of decentralization in the case of building new schools, it was found that local administrators needed to use their leadership and decision making skills to invest in education, have a good education team and to get all the local stakeholders involved in educational service. This was similar to Sukanya Chamchoy (2009) and Panitan Ruenchai (2005) which found that experienced local administrators or school administrators who had strong leadership and vision were an influential factor on educational service. This would lead to good team building amongst the teachers and staff who would receive good training, as well as having a supportive environment (Apichate Chimpaleesawan, 2009, Sukanya Chamchoy, 2009, Nisarath Triroj-Anan, 2002, Panitan Ruenchai, 2005). However, in the case that the school originally belonged to the municipality since before decentralization, some factors were found to be insignificant, including roles and responsibilities, human resources, and other resources, because this was something that they had done before but there were some changes in the budget available and the quality of education



afterwards according to the vision of the local administrators. So the local leader and revenue were important factors which created the difference in resource allocation in education and quality of service. The studies conducted by The Office of the Secretary to Educational Council (2007b), Siridej Sucheewa (2007), Phattarakij Pisanchananan (2007), and Prapaphan Chaiwong (2001) had similar findings which found that local administrators and staff played an important role in local educational service and the promotion of participation in this process, as they would be the ones who provided leadership and visions, while also placing education as one of their priorities.

In addition, the results from this study also revealed that some municipalities had vision for their education. For example, Khao Sam Yod Municipality's vision on education was, "4 years from now on, the quality of life will be good in all aspect. Basic education will be excellent." In Mahasarakam town municipality, the vision was, "the town will be nice to live in, as well as for education, organizational development, quality of life, economy and society in a sustainable fashion." However, a number of municipalities did not have such vision and no direction in policymaking for education which resulted in the lack of clarity at operational levels. This was similar to the findings of Phattarakij Pisanchananan (2007) which found that the clarity of policies had an effect on local educational service and its participation, such as the transfer of information on policies to staff so they truly understand the direction and the objectives. Studies by Wisoot Bunjerdki (2008), Office of the Secretary to Educational Council (2007b) and Songkiat Chao-opas (2006) also found that the problems in local educational service were from the lack of clarity in educational policies and the policies which did not conform or respond to local needs. Furthermore, education strategic plans were not seriously implemented, and the lack of strategies to increase preparedness in providing education was cited as problems in educational service at the local level.

6.2.3 In the case of school being transferred to the municipality, the study revealed that the difference occurred as a result of income disparity in the different local governments. The municipality with lower income would usually place education as lower priority and work on other things first. Another important factor is that whether the local administrators were able to locate an alternative source of funds

and how much they could raise themselves. As the education had been decentralized, the local government was allowed to put others as higher priority than education. The findings were similar to the study by The Office of the Secretary to Educational Council (2007b), Ratchapol Ratanakasermchai (2006), Kanlayanee Thanasuwan (2006), Songkiat Chao-opas (2006) and Kitinun Nosu (2002) which showed that the budget factor was a barrier to local educational service which may include the lack of budget allocation for education. Apichate Chimpaleesawan (2009) also revealed that the economic environment was also influential in educational service. While from Siridej Sucheewa (2007), Phattarakij Pisanchananan (2007) and Prapaphan Chaiwong (2001), it was found that budgetary preparedness of local government, such as high revenue from local tax and being a recipient of 'lump sum' subsidy, was important in local educational service.

6.2.4 From the study, it was found that many local governments were able to provide education to their local communities by building new schools and managing schools that were transferred to them, including those who used to be under OBEC. At the beginning, many schools were hesitant about being transferred to be under local government, but once they completed the transfer, most schools found that they were able to vastly develop themselves as the local governments were able to provide good support in terms of budget, study aids, equipment, and training. In addition, The Department of Local Administrative Organization supported the needs of staff to progress up the civil servant ranks by providing training on how to develop and submit academic work for promotion at senior level with the help of university lecturers who gave technical support. Because of this, the staff had a much clearer career path. However, the studies by Rattanaporn Nantaruen (2008) and Wisoot Bunjerdkij (2008) found that there were some concerns from the teachers and staff about their career prospects and job security after the devolution of their schools which was conflicting with the results of this study.

Furthermore, it was also found that some local administrators interfered with the recruitment process of teachers in some subjects, such as mathematics, science and English, which the administrators tended to select those who were closed to them (e.g. relatives, friends) but did not graduate with major in those subjects. Similar results from Rattanaporn Nantaruen (2008) were found and the researcher expressed

concerns about this interference from the local government after the devolution of schools.

6.2.5 It was found that the schools that were transferred to local government needed to adapt to the communities because the schools now belong to the local government, who also belonged to the communities. So the schools had to participate in the activities organized by the communities and local government, such as traditional festivals and merit making events. The headmasters would be the linkage between the school and communities. Surasak Jongjit (2009) also had similar findings which revealed that devolved schools had some activities to build relationship between their staff and the community to promote good understanding and cooperation between the 2 parties.

In addition, the results also showed that there were clear changes in devolved schools after the transfer, such as better decoration and environment within the schools. Some facilities were added to the schools including computer rooms, meeting rooms, and all-purpose buildings. However, the studies by Kanlayanee Thanasuwan (2006) and Kitinun Nosu (2002) found that the problem with devolved schools was the lack of cooperation between local government and schools in order to set directions in education and to provide assistance and support to local students.

6.2.6 The study found that after decentralization, there were more cooperation amongst the different stakeholders including the community, school, local government and other relevant parties. For examples, there was more academic collaboration within the local area, better cooperation within the school committee and some collaboration between neighboring local governments in terms of resource support. Also, communities contribute more as members of the school committee by helping build facilities for the school, donating supplies and land for the school. This finding was similar to the results from Ekkalak U-parirat (2009) which found that there were 5 types of community participation which were: recipients of information, feeder of information, meeting participants, implementation participants, and monitoring and evaluation participants. However, Kanlayanee Thanasuwan (2006), and Kitinun Nosu (2002) found that local government and schools lacked the collaboration and so education directions were not set on the assistance and support provided for the local students. Nonetheless, in order to promote and support more

people's participation, local government should consider the factors which influenced how people participate as well. For examples, the time convenience for the community, the people within the catchment area of local government and their capability, the needs of the community and the cohesiveness within the community (Ekkalak U-parirat, 2009).

6.2.7 The results showed that some local governments used several networks, such as the elderly group, village health volunteer group and aerobic dance group, to exchange views about the problems in educational service and find common solutions to the problem. For example, Khao Sam Yod Municipality had some available funds but not enough to build new school facilities and so the community proposed a solution to raise funds via a merit making method called 'Tord Par Pa' as they thought that merit making was a 'way of living' of the community. Everyone in the community contributed something and Wat Phra Bath Nampu donated some IT equipment to the school to provide education to the students as well. In addition, when the school needed to expand their area, 'Tord Par Pa' was used again to raise funds to buy land. Some people who had land near the school then decided to donate that plot of land to the school for its use. So when the school needed something that the local governments were not able to provide, the problems would be discussed amongst the different groups and methods such as 'Tord Par Pa' were usually employed. This idea was similar to a civil society ideology which stated that when people see a crisis or a complicated societal issue, a civic consciousness can be collectively formed to organize a civic group which may consist of government, private, and/or civil sectors collaborated as a partnership in order to solve a common problem or achieve a common goal with love, harmony, and generosity under a civic network (Bongkot Suthat Na Ayudhya, 2007, p. 220). Furthermore, Cox (1995) stated that true civil society referred to citizens with rights and responsibilities to change by connecting the society with the way of politics which promote democratic political participation of the citizens in the decision making and implementation of policies which affect the people. Additionally, social credits can play a part in strengthening civil society as it is a process for the people to jointly build the network, social norm, trust and promote collaboration and coordination for mutual benefit. The joint activities done within the civil society where its members were equal in collective

learning process which occurs based on trust relationship can create the structure or social fabric.

6.2.8 The study showed that decentralization also made the role of school committees clearer as they had an important responsibility in highlighting the problems and proposing the solutions, as well as approving the use of budget by the school. This committee consisted of various stakeholders such as representatives from the community, religion institutions, parents, alumni, local government, teachers and the school. Due to the diversity of its members, they were able to jointly solve the problems and reflect on the local education needs. Furthermore, when local government emphasized on participation from many stakeholders, they were able to provide education which responded well to the needs of the community. Such examples could be seen in Hatyai and Khao Sam Yod Municipalities. So the knowledge, capabilities, expertise and experience of the school committee was important so they can provide advice on the provision of high quality education. This was similar to Tawee Phothikudsai (2006), and Prajuabchok Soisom (2007) which found that there were benefits when the school committee was free from interference from the local government.

In addition, apart from the participation in educational service, the community could contribute by providing knowledge to the students and participate in school activities, as well as provide donation and scholarship to the students and school. The schools within the same area can also collaborate academically. This finding was similar to the study conducted by The Office of the Secretary to Educational Council (2007b), and Siridej Sucheewa (2007) which found that academic assistance from people with local expertise and other schools, and collaboration within the community can influence the local educational service.

However, the decentralization of education to local governments allowed them to manage education according to their capacity. This meant that the direction and development of local education policies would be up to the local politicians who had been elected and would be in power for only a few years. So there would be a high probability of political interference, and the decentralization of education meant that the power was transferred from a single central government to several local governments where a group of local politicians would be in control.

## **6.3 Recommendations**

### **6.3.1 Policy Recommendations**

1) Local government should develop educational policies which are clear, reflect the local needs and are consistent with the level of socioeconomic development in the area. Factors on local demography, geography, economy and society should also be taken into consideration in the policymaking process.

2) The direction for local educational service should include a variety of courses and not be limited to compulsory education. Other courses, especially in vocational education, should also be provided as option to the students and to provide skilled labor to local businesses, such as factories and hotels.

3) Local government and school administrators play as important role in the mechanism to promote quality in educational service. So they should have the vision in educational development and provide support in terms of budget and other resources to the schools. The school administrators should link and align the local education policies and the support required for the staff who implement the policies.

4) The central government should also promote the ‘fiscal’ decentralization to local government in order to increase the capacity and independence to allow these organizations to be self-reliant. Law amendment would be needed to allow local government to collect more taxes and fees from their area.

5) Local government should have good governance in the management of public services in order to respond to the needs of the population, and become more transparent.

### **6.3.2 Operational Recommendations**

1) The decentralization of education created 3-parts of powers which are the power of local administrators, the power of school administrators and the power of school committee. So the power of the people should also be promoted to strengthen the process of decentralization in education, as well as the process for monitoring and evaluation at local level.

2) The role in local educational service by the school committee and the community was quite important. As a result, more should be promoted and supported to allow all groups of the community to be able to access information,

especially those which are useful in the evaluation of education activities. The information needs to be accurate and suitably presented.

3) The central and local government should be open to the opinion of all groups of people regarding educational service provision, including resource allocation, objectives of education policies and the needs of the people.

4) The revenue of local government is an important factor in educational service and so alternative resource generation should be explored, particularly for those who had lower income. Alternative revenue may be sought from an increase in local allocation tax, or focusing on collections on certain types of taxes or fees. In addition, alternative ways to manage education should also be considered, such as setting up a foundation to allow more flexibility in its budget. For example, additional staff who can provide valuable contribution can be recruited via the foundation.

5) Local government should support the provision of vocational courses in the school in order to accommodate the needs of the local labor market, such as courses in tourism, electricity, auto mechanics, manufacturing mechanic and computer. A 'sandwich course' may be offered for some students who can graduate with both grade 12 and vocational diplomas at the same time.

### **6.3.3 Research Recommendations**

1) Quantitative research should be conducted to confirm the findings of this study on the differences which occurred before and after decentralization. The focus should be on the 3 groups of schools which are the schools which belong to the municipality before decentralization, the schools which were transferred to the municipality after decentralization and the newly built school after decentralization.

2) More data should be collected from the agencies which link various local governments within the same area, such as Provincial Administrative Organization, in order to reflect on the unity of educational policies and the variation of practice.

3) More qualitative studies should be conducted on the strength of the community, and the strengthening of people's voice regarding local educational service, particularly in the areas where new schools were built. One example of such municipality is the Khao Sam Yod Municipality which has built Khao Sam Yod Pittaya School.

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## **APPENDICES**

**APPENDIX A**  
**LETTER OF DATA GATHERING**

ที่ ศธ. ๐๕๒๖.๐๒(๓)/ ๑๑๗๒



คณะรัฐประศาสนศาสตร์  
สถาบันบัณฑิตพัฒนบริหารศาสตร์  
คลองจั่น บางกะปิ กรุงเทพฯ  
๑๐๒๔๐

๑๗ ธันวาคม ๒๕๕๕

เรื่อง ขอบความอนุเคราะห์ข้อมูลในการทำวิทยานิพนธ์

เรียน นายกเทศมนตรี

ด้วย นางสาวอุษณากร ทาวะรัมย์ รหัสประจำตัว ๕๑๒๐๑๕๒๐๐๑ นักศึกษาหลักสูตร  
รัฐประศาสนศาสตรดุษฎีบัณฑิต สาขาการจัดการภาครัฐและภาคเอกชน คณะรัฐประศาสนศาสตร์ สถาบัน  
บัณฑิตพัฒนบริหารศาสตร์ กำลังศึกษาวิจัยในหัวข้อ “ผลกระทบของการกระจายอำนาจต่อการจัดสรร  
งบประมาณด้านการศึกษาและคุณภาพของการให้บริการด้านการศึกษาขององค์กรปกครองส่วนท้องถิ่น  
(Impact of Decentralization on Education Expenditure and Quality of Education Service  
Delivery in Thai Local Government)” โดยมี ผศ.ดร.จันทราหนู มหากาญจนะ เป็นอาจารย์ที่ปรึกษา ซึ่ง  
นักศึกษาจำเป็นต้องค้นคว้าข้อมูลเพื่อประกอบการเขียนวิทยานิพนธ์

คณะรัฐประศาสนศาสตร์ ได้พิจารณาเห็นว่าหน่วยงานของท่านเป็นหน่วยงานที่น่าสนใจและมี  
ขอบข่ายการดำเนินงานที่เกี่ยวข้องกับหัวข้อที่ศึกษา จึงเรียนมาเพื่อขออนุญาตให้ นางสาวอุษณากร ทาวะรัมย์  
ค้นคว้าขอข้อมูลและสัมภาษณ์นายกเทศมนตรี หากข้อมูลและรายละเอียดใดที่พอจะเปิดเผยให้นักศึกษาทราบ  
ได้ ขอความกรุณาอำนวยความสะดวกให้ด้วย ทั้งนี้ท่านสามารถประสานงานกับ นางสาวอุษณากร ทาวะรัมย์  
ได้ที่โทรศัพท์หมายเลข ๐๘๖-๕๔๔-๗๔๑๕ หรือ E-mail: katzene๑๘@hotmail.com

คณะรัฐประศาสนศาสตร์ หวังว่าคงได้รับความอนุเคราะห์จากท่านด้วยดี จึงขอขอบคุณมา ณ  
ที่นี้

ขอแสดงความนับถือ

รองศาสตราจารย์

(บุญอนันต์ พินัยทรัพย์)

รักษาราชการแทนรองคณบดีฝ่ายวิชาการ

ปฏิบัติราชการแทนคณบดีคณะรัฐประศาสนศาสตร์

สำนักงานเลขานุการคณะ (กลุ่มงานการศึกษา)

โทรศัพท์ ๐-๒๒๒๒-๓๔๑๘

โทรสาร ๐-๒๒๒๗-๓๒๔๓

ที่ ศธ. ๐๕๒๖.๐๒(๓)/๑๑๘๖



คณะรัฐประศาสนศาสตร์  
สถาบันบัณฑิตพัฒนบริหารศาสตร์  
คลองจั่น บางกะปิ กรุงเทพฯ  
๑๐๒๔๐

๑๖ ธันวาคม ๒๕๕๕

เรื่อง ขอความอนุเคราะห์ข้อมูลในการทำวิทยานิพนธ์

เรียน ผู้อำนวยการสำนักการศึกษา

ด้วย นางสาวอุษณากร ทาวะรัมย์ รหัสประจำตัว ๕๑๒๐๑๔๒๐๐๑ นักศึกษาหลักสูตร  
รัฐประศาสนศาสตรดุษฎีบัณฑิต สาขาการจัดการภาครัฐและภาคเอกชน คณะรัฐประศาสนศาสตร์ สถาบัน  
บัณฑิตพัฒนบริหารศาสตร์ กำลังศึกษาวิจัยในหัวข้อ “ผลกระทบของการกระจายอำนาจต่อการจัดสรร  
งบประมาณด้านการศึกษาและคุณภาพของการให้บริการด้านการศึกษาขององค์กรปกครองส่วนท้องถิ่น  
(Impact of Decentralization on Education Expenditure and Quality of Education Service  
Delivery in Thai Local Government)” โดยมี ผศ.ดร.จันทราบุษ มหากาญจนะ เป็นอาจารย์ที่ปรึกษา ซึ่ง  
นักศึกษาจำเป็นต้องค้นคว้าข้อมูลเพื่อประกอบการเขียนวิทยานิพนธ์

คณะรัฐประศาสนศาสตร์ ได้พิจารณาเห็นว่าหน่วยงานของท่านเป็นหน่วยงานที่น่าสนใจและมี  
ขอบข่ายการดำเนินงานที่เกี่ยวข้องกับหัวข้อที่ศึกษา จึงเรียนมาเพื่อขออนุญาตให้ นางสาวอุษณากร ทาวะรัมย์  
ค้นคว้าขอข้อมูลและสัมภาษณ์ผู้อำนวยการสำนักการศึกษา หากข้อมูลและรายละเอียดใดที่พอจะเปิดเผยให้  
นักศึกษาทราบได้ ขอความกรุณาอำนวยความสะดวกให้ด้วย ทั้งนี้ท่านสามารถประสานงานกับ นางสาว  
อุษณากร ทาวะรัมย์ ได้ที่โทรศัพท์หมายเลข ๐๘๖-๕๔๔-๗๔๑๕ หรือ E-mail: katzene๑๘@hotmail.com

คณะรัฐประศาสนศาสตร์ หวังว่าคงได้รับความอนุเคราะห์จากท่านด้วยดี จึงขอขอบคุณมา ณ  
ที่นี้

ขอแสดงความนับถือ

รองศาสตราจารย์

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รักษาราชการแทนรองคณบดีฝ่ายวิชาการ

ปฏิบัติราชการแทนคณบดีคณะรัฐประศาสนศาสตร์

สำนักงานเลขานุการคณะ (กลุ่มงานการศึกษา)

โทรศัพท์ ๐-๒๓๗๗-๓๔๑๘

โทรสาร ๐-๒๓๗๗-๓๒๔๓

ที่ ศธ. ๐๕๒๖.๐๒(๓)/๑๑๑๖๖



คณะรัฐประศาสนศาสตร์  
สถาบันบัณฑิตพัฒนบริหารศาสตร์  
คลองจั่น บางกะปิ กรุงเทพฯ  
๑๐๒๔๐

๑๖ ธันวาคม ๒๕๕๕

เรื่อง ขออนุญาตเผยแพร่ข้อมูลในการทำวิทยานิพนธ์

เรียน ผู้อำนวยการโรงเรียน

ด้วย นางสาวอุษณากร ทาวะรัมย์ รหัสประจำตัว ๕๑๒๐๑๔๒๐๐๑ นักศึกษาหลักสูตร  
รัฐประศาสนศาสตรดุษฎีบัณฑิต สาขาการจัดการภาครัฐและภาคเอกชน คณะรัฐประศาสนศาสตร์ สถาบัน  
บัณฑิตพัฒนบริหารศาสตร์ กำลังศึกษาวิจัยในหัวข้อ “ผลกระทบของการกระจายอำนาจต่อการจัดสร  
งงบประมาณด้านการศึกษาและคุณภาพของการให้บริการด้านการศึกษาขององค์กรปกครองส่วนท้องถิ่น  
(Impact of Decentralization on Education Expenditure and Quality of Education Service  
Delivery in Thai Local Government)” โดยมี ผศ.ดร.จันทรา นุช มหากาญจนะ เป็นอาจารย์ที่ปรึกษา ซึ่ง  
นักศึกษาจำเป็นต้องค้นคว้าข้อมูลเพื่อประกอบการเขียนวิทยานิพนธ์

คณะรัฐประศาสนศาสตร์ ได้พิจารณาเห็นว่าหน่วยงานของท่านเป็นหน่วยงานที่น่าสนใจและมี  
ขอบข่ายการดำเนินงานที่เกี่ยวข้องกับหัวข้อที่ศึกษา จึงเรียนมาเพื่อขออนุญาตให้ นางสาวอุษณากร ทาวะรัมย์  
ค้นคว้าขอข้อมูล สัมภาษณ์ผู้อำนวยการโรงเรียนและกรรมการสถานศึกษาของโรงเรียน หากข้อมูลและ  
รายละเอียดใดที่พอจะเปิดเผยให้นักศึกษาทราบได้ ขอความกรุณาอำนวยความสะดวกให้ด้วย ทั้งนี้ท่าน  
สามารถประสานงานกับ นางสาวอุษณากร ทาวะรัมย์ ได้ที่โทรศัพท์หมายเลข ๐๘๖-๕๔๔-๗๔๑๕ หรือ E-  
mail: katzene๑๘@hotmail.com

คณะรัฐประศาสนศาสตร์ หวังว่าคงได้รับความอนุเคราะห์จากท่านด้วยดี จึงขอขอบคุณมา ณ  
ที่นี้

ขอแสดงความนับถือ

รองศาสตราจารย์

(บุญอนันต์ พินัยทรัพย์)

รักษาราชการแทนรองคณบดีฝ่ายวิชาการ

ปฏิบัติราชการแทนคณบดีคณะรัฐประศาสนศาสตร์

สำนักงานเลขานุการคณะ (กลุ่มงานการศึกษา)

โทรศัพท์ ๐-๒๒๗๗-๓๙๔๘

โทรสาร ๐-๒๒๗๗-๓๒๔๓

ที่ ศธ. 0526.02(3)/ ๐๑๐๖๔



คณะรัฐประศาสนศาสตร์  
สถาบันบัณฑิตพัฒนบริหารศาสตร์  
คลองจั่น บางกะปิ กรุงเทพฯ 10240

๑๔ พฤศจิกายน 2555

เรื่อง ขอความอนุเคราะห์ข้อมูลในการทำวิทยานิพนธ์

เรียน ผู้อำนวยการสำนักงานรับรองมาตรฐานและประเมินคุณภาพการศึกษา (องค์การมหาชน)

ด้วย นางสาวอุษณกร ทาวะรัมย์ รหัสประจำตัว 5120142001 นักศึกษาหลักสูตร  
รัฐประศาสนศาสตรดุษฎีบัณฑิต สาขาการจัดการภาครัฐและภาคเอกชน คณะรัฐประศาสนศาสตร์ สถาบัน  
บัณฑิตพัฒนบริหารศาสตร์ กำลังศึกษาวิจัยในหัวข้อ “ผลกระทบของการกระจายอำนาจต่อการจัดสรร  
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Delivery in Thai Local Government)” โดยมี ผศ.ดร.จันทรา นุช มหากาญจนะ เป็นอาจารย์ที่ปรึกษา ซึ่ง  
นักศึกษาจำเป็นต้องค้นคว้าข้อมูลเพื่อประกอบการเขียนวิทยานิพนธ์

คณะรัฐประศาสนศาสตร์ ได้พิจารณาเห็นว่าหน่วยงานของท่านเป็นหน่วยงานที่น่าสนใจและมี  
ขอบข่ายการดำเนินงานที่เกี่ยวข้องกับหัวข้อที่ศึกษา จึงเรียนมาเพื่อขออนุญาตให้ นางสาวอุษณกร ทาวะรัมย์  
ค้นคว้าขอข้อมูล ผลการประเมินภายนอกรอบหนึ่งและรอบสองของสถานศึกษาสังกัดองค์กรปกครองส่วนท้องถิ่น  
(อปท) หากข้อมูลและรายละเอียดใดที่พอจะเปิดเผยให้นักศึกษาทราบได้ ขอความกรุณาอำนวยความสะดวก  
ให้ด้วย ทั้งนี้ท่านสามารถประสานงานกับ นางสาวอุษณกร ทาวะรัมย์ ได้ที่โทรศัพท์หมายเลข 086-544-7415  
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คณะรัฐประศาสนศาสตร์ หวังว่าคงได้รับความอนุเคราะห์จากท่านด้วยดี จึงขอขอบคุณมา ณ  
ที่นี้

ขอแสดงความนับถือ

รองศาสตราจารย์

(บุญอนันต์ พินัยทรัพย์)

รักษาการแทนรองคณบดีฝ่ายวิชาการ

ปฏิบัติราชการแทนคณบดีคณะรัฐประศาสนศาสตร์

สำนักงานเลขานุการคณะ (กลุ่มงานการศึกษา)

โทรศัพท์ 0-2727-3918

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ที่ ศธ. 0526.02(3)/ ๐๑๐๖๔

คณะรัฐประศาสนศาสตร์  
สถาบันบัณฑิตพัฒนบริหารศาสตร์  
คลองจั่น บางกะปิ กรุงเทพฯ 10240

๑๔ พฤศจิกายน 2555

เรื่อง ขอความอนุเคราะห์ข้อมูลในการทำวิทยานิพนธ์

เรียน ผู้อำนวยการสำนักประสานและพัฒนาการจัดการศึกษาท้องถิ่น  
กรมส่งเสริมการปกครองส่วนท้องถิ่น

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รัฐประศาสนศาสตรดุษฎีบัณฑิต สาขาการจัดการภาครัฐและภาคเอกชน คณะรัฐประศาสนศาสตร์ สถาบัน  
บัณฑิตพัฒนบริหารศาสตร์ กำลังศึกษาวิจัยในหัวข้อ “ผลกระทบของการกระจายอำนาจต่อการจัดสรร  
งบประมาณด้านการศึกษาและคุณภาพของการให้บริการด้านการศึกษาระดับองค์กรปกครองส่วนท้องถิ่น  
(Impact of Decentralization on Education Expenditure and Quality of Education Service  
Delivery in Thai Local Government)” โดยมี ผศ.ดร.จันทราหนูช มหากาญจนะ เป็นอาจารย์ที่ปรึกษา ซึ่ง  
นักศึกษาจำเป็นต้องค้นคว้าข้อมูลเพื่อประกอบการเขียนวิทยานิพนธ์

คณะรัฐประศาสนศาสตร์ ได้พิจารณาเห็นว่าหน่วยงานของท่านเป็นหน่วยงานที่น่าสนใจและมี  
ขอบข่ายการดำเนินงานที่เกี่ยวข้องกับหัวข้อที่ศึกษา จึงเรียนมาเพื่อขออนุญาตให้ นางสาวอุษณากร ทาวะรัมย์  
ค้นคว้าขอข้อมูลเกี่ยวกับเงินอุดหนุนที่จัดสรรให้กับสถานศึกษาสังกัดองค์กรปกครองส่วนท้องถิ่น (อปท) หาก  
ข้อมูลและรายละเอียดใดที่พอจะเปิดเผยให้นักศึกษาทราบได้ ขอความกรุณาอำนวยความสะดวกให้ด้วย ทั้งนี้  
ท่านสามารถประสานงานกับ นางสาวอุษณากร ทาวะรัมย์ ได้ที่โทรศัพท์หมายเลข 086-544-7415 หรือ E-mail:  
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คณะรัฐประศาสนศาสตร์ หวังว่าคงได้รับความอนุเคราะห์จากท่านด้วยดี จึงขอขอบคุณมา ณ  
ที่นี้

ขอแสดงความนับถือ

รองศาสตราจารย์

(บุญอนันต์ พินัยทรัพย์)

รักษาราชการแทนรองคณบดีฝ่ายวิชาการ

ปฏิบัติราชการแทนคณบดีคณะรัฐประศาสนศาสตร์

สำนักงานเลขาธิการคณะ (กลุ่มงานการศึกษา)

โทรศัพท์ 0-2727-3918

โทรสาร 0-2377-3243



**APPENDIX B**  
**LIST OF INTERVIEWEES**

### List of Interviewees

	<b>Name</b>	<b>Title</b>	<b>Interview Date</b>
1.	G001	Mayor, the G Town Municipality, the east in Thailand	25 Mar 2013
2.	G002	Director of Education, the G Town Municipality	25 Mar 2013
3.	G003	Headmaster, the Municipal School G3	26 Mar 2013
4.	G004	Headmaster, the Municipal School G2	26 Mar 2013
5.	C001	Mayor, the C Town Municipality, the northeast in Thailand	14 Feb 2013
6.	C002	Deputy Director of Education, the C Town Municipality	14 Feb 2013
7.	C003	Headmaster, the Municipal School C1	15 Feb 2013
8.	C004	Headmaster, the Municipal School C2	14 Feb 2013
9.	C005	Member of Education Committee, the Municipal School C1	15 Feb 2013
10.	C006	Member of Education Committee, the Municipal School C2 Deputy Chairman of Village Health Volunteers	15 Feb 2013
11.	F001	Mayor, the F Town Municipality, the central in Thailand	29 Jan 2013
12.	F002	Director of Education, the F Town Municipality	29 Jan 2013
13.	F003	Headmaster, the F Town Municipal School	18 Feb 2013
14.	H001	Mayor, the H Town Municipality, the south in Thailand	21 Mar 2013
15.	H002	Director of Education, the H Town Municipality	21 Mar 2013
16.	H003	Deputy Headmaster, the Municipal School H1	21 Mar 2013
17.	H004	Headmaster, the Municipal School H3	22 Mar 2013
18.	H005	Headmaster, the Municipal School H4	21 Mar 2013
19.	H006	Member of Education Committee, the Municipal School H1 Abbot, Wat Taranaram	22 Mar 2013
20.	H007	Head of Education Committee, the Municipal School H3	22 Mar 2013
21.	H008	Member of Education Committee, the Municipal School H4, Former Chairman of Tai Krua Community	22 Mar 2013
22.	E001	Mayor, the E Town Municipality, the central in Thailand	28 Jan 2013
23.	E002	Headmistress, the E Wittaya School	28 Jan 2013
24.	E003	Member of Education Committee the E	28 Mar 2013

	Name	Title	Interview Date
		Wittaya School Chairwoman of Women's Fund Chairman of Physical Activities Village Health Volunteer	
25.	D001	Deputy Mayor, the D Town Municipality, the northeast in Thailand	4 Mar 2013
26.	D002	Education Administrator, Department of Education, the D Town Municipality	4 Mar 2013
27.	D003	Headmaster, the Municipal School D1	4 Mar 2013
28.	D004	Headmaster, the Municipal School D4	5 Mar 2013
29.	D005	Headmaster, the Municipal School D5	5 Mar 2013
30.	D006	Headmaster, the Municipal School D2	6 Mar 2013
31.	D007	Headmaster, the Municipal School D3	4 Mar 2013
32.	D008	Head of Education Committee, the Municipal School D4	5 Mar 2013
33.	D009	Head of Education Committee, the Municipal School D5	6 Mar 2013
34.	D010	Member of Education Committee, the Municipal School D3 Village health Volunteer Former Chairwomen of Uthaitip Community	4 Mar 2013
35.	B001	Deputy Director of Education, the B City Municipality, the south in Thailand	18 Mar 2013
36.	B002	Headmaster, the Municipal School B1	19 Mar 2013
37.	B003	Headmaster, the Municipal School B2	18 Mar 2013
38.	B004	Headmaster, the Municipal School B3	19 Mar 2013
39.	B005	Headmaster, the Municipal School B4	19 Mar 2013
40.	B006	Headmaster, the Municipal School B5	20 Mar 2013
41.	B007	Member of Education Committee, the Municipal School B1 Community Leader	19 Mar 2013
42.	B008	Member of Education Committee, the Municipal School B2	18 Mar 2013
43.	B009	Head of Education Committee, the Municipal School B4	20 Mar 2013
44.	B010	Member of Education Committee, the Municipal School B5 Community Leader	20 Mar 2013
45.	A001	Deputy Mayor, the A City Municipality	24 Dec 2012
46.	A002	Educational Supervisor, the A City Municipality	24 Dec 2012
47.	A003	Headmaster, the Municipal School A1	24 Dec 2012
48.	A004	Headmaster, the Municipal School A2	24 Dec 2012
49.	A005	Headmaster, the Municipal School A3	25 Dec 2012
50.	A006	Headmaster, the Municipal Kindergarten	25 Dec 2012

	<b>Name</b>	<b>Title</b>	<b>Interview Date</b>
		School A4	
51.	A007	Headmaster, the Municipal School A5	26 Dec 2012
52.	A008	Deputy Head of Education Committee, the Municipal School A3	2 Jan 2013
53	A009	Member of Education Committee, the Municipal School A5	26 Dec 2012

**APPENDIX C**  
**QUESTIONNAIRES**

## Questionnaire for Local Government Administrators (Mayors and Education Directors)

### *Responder's General Information*

Name.....Position.....

Age..... Sex..... Time at current position.....

Date of

Interview.....

### *Questions*

1. When did you start working at your current position? Was it before or after the decentralization of education to local government?
2. In your opinion, Please explain the difference (if any) after the decentralization for the municipality on the following aspects:
  - a. Role and Responsibilities;
  - b. Human Resources;
  - c. Other Resources (non-budget);
  - d. Budget;
  - e. Agreements and Conditions;
  - f. Quality of Education and Service Delivery.
3. (This question is ONLY for the Mayor) In your opinion, have your roles, responsibilities and workload changed after the decentralization, and How?
4. Did decentralization influence the budget allocation for education? If so please explain considering the following issues:
  - a. Diversification in the source of funding;
  - b. The sources of fund after decentralization and how much each of them contributed;
  - c. Budget allocation method at municipality level after decentralization (e.g. capitation or non-capitation based, budget items and were these distributed equally between schools)

5. In your opinion, has decentralization influenced the quality of education and service delivery? Please explain.
6. (This question is ONLY for the Mayor) As Mayor, what is your contribution towards the educational institutions under your authority? (e.g. policymaking, monitoring & evaluation)
7. When comparing before and after decentralization, do you think that there were any differences in terms of responsiveness in providing education for your local people? Please explain.
8. After decentralization, was there any change in the level of complaints received related to education? Please explain.
9. Please explain the problems you encountered both before and after decentralization (e.g. Administration, people management, budget, independence)

## Questionnaire for Education Directors and Headmasters at under municipality control

### *Responder's General Information*

Name.....Position.....

Age..... Sex..... Time at current  
position.....

Name of

Institution.....Province.....

Tel.....

Fax.....

Date of

Interview.....

### *Questions*

1. When did you start working at your current position? Was it before or after the decentralization of education to local government?
2. In your opinion, Please explain the difference (if any) after the decentralization within the school on the following aspects:
  - a. Role and Responsibilities;
  - b. Human Resources;
  - c. The students
  - d. Other Resources (non-budget);
  - e. Budget;
  - f. Agreements and Conditions;
  - g. Quality of Education and Service Delivery.
3. Did decentralization influence the budget allocation for education? If so please explain considering the following issues:
  - a. Diversification in the source of funding?
  - b. The sources of fund after decentralization and how much each of them contributed?
  - c. The difference in budget before and after decentralization?



- d. Did you know in advance about your allocated budget?
  - e. Was the budget allocated sufficient for your needs? If not, what was your strategy to deal with this problem?
  - f. In your opinion, was it better before or after decentralization? Please explain.
- 4. Do you think there has been any change related to the student after decentralization (Quality of education)?
  - 5. It is often said that after decentralization, “students can be educated according to local needs.” From your experience, how did you measure the success in achieving this goal? Or how did others measure this?
  - 6. What indicator(s) did you used to measure the responsiveness of education provision to the needs of the community?
  - 7. In your opinion, has decentralization influenced the quality of education and service delivery? Please explain.
  - 8. When comparing before and after decentralization, do you think that there were any differences in terms of responsiveness in providing education for your local people? Please explain.
  - 9. After decentralization, was there any change in the level of complaints received related to education? Please explain.
  - 10. Please explain the problems you encountered both before and after decentralization (e.g. Administration, people management, budget, independence)

## Questionnaire for Members of School/Educational Committee

### *Responder's General Information*

Name.....Position.....  
 Age..... Sex..... Time at current  
 position.....  
 Name of  
 Institution.....Province.....  
 Tel.....  
 Fax.....  
 Date of  
 Interview.....

### *Questions*

1. When did you start working at your current position? Was it before or after the decentralization of education to local government?
2. In your opinion, Please explain the difference (if any) after the decentralization within the school on the following aspects:
  - a. School;
  - b. Teaching staff;
  - c. Students;
  - d. Resources;
  - e. Budget;
  - f. Participation;
  - g. Quality of education and service delivery.
3. It is often said that after decentralization, "students can be educated according to local needs." From your experience, do you believe this to be true? Why?
4. In your opinion, has decentralization influenced the quality of education and service delivery? Please explain.
5. When comparing before and after decentralization, do you think that there were any differences in terms of responsiveness in providing education for your local people? Please explain.
6. After decentralization, were you able to contribute more towards education? If so, what were the causes? Which factor facilitated or hindered the level of participation?
7. After decentralization, was there any change in the level of complaints received related to education? Please explain.
8. Please explain the problems you encountered both before and after decentralization (e.g. Administration, people management, budget, independence)

**APPENDIX D**  
**GENERAL DATA OF MUNICIPAL GOVERNMENTS**

## General Data on Eight Municipalities

Source: Office of Development System, Models and Structure, Department of Local Administration (July 10, 2014)

### City municipal governments

Municipality	Region	Areas (km <sup>2</sup> )	Number Population	Population Density	Size
A	Northeast	29.04	105,081	3,618	Large
B	South	21.00	157,467	7,498	Large

### Town municipal governments

Municipality	Region	Areas (km <sup>2</sup> )	Number Population	Population Density	Size
C	Northeast	15.25	40,487	2,655	Medium
D	Northeast	24.14	46,523	1,927	Medium
E	Central	19.76	14,776	748	Medium
F	Central	7.10	19,031	2,680	Medium
G	Central	2.76	12,555	4,549	Medium
H	South	14.10	22,250	1,578	Large

## **BIOGRAPHY**

### **NAME**

Ausanakorn Tavarom

### **ACADEMIC BACKGROUND**

Bachelor's Degree with a major in Education from Chulalongkorn University, Bangkok, Thailand in 1998 and a Master's Degree in Education at Chulalongkorn University, Bangkok, Thailand in 2000

### **PRESENT POSITION**

Lecturer, Graduate School of Public Administration at Burapha University, Chonburi Province, Thailand

### **EXPERIENCES**

Researcher, Division of Research at University of The Thai Chamber of Commerce, Bangkok, Thailand in 2002-2005

Lecture, Office of Educational Standard Promoting at Sripatum University, Bangkok, Thailand in 2001-2002

Research Assistant, Research Center for Developing Education and Human Resource at Chulalongkorn University, Bangkok, Thailand in 1999