

Chapter 1

Introduction

Background and the Importance of Research problem

The National Education Act of B.E 2542 (1999) and Second Amendment of National Education Act of B.E 2545(2002) (Section 6) state that “Education management must be arranged in the way that develop Thai people to be perfect human beings in physical, mental, and intellectual terms, with knowledge, morally-based ethics, and culture in leading their life and staying together happily with others.” The education management is thus arranged based on the intention of this National Education Act of B.E 2542 (1999) and Second Amendment of National Education Act of B.E. 2545 (2002). There is necessity to reform the education to improve the education management in order to develop education quality to achieve the desired objectives or intentions including enhancing the levels of quality standard of education by identifying the reformation on the following matters.

First, reformation of the education system must be done in harmony with all parts of the whole system, which are the formal education, the non-formal education, and the informal education systems. Second, reformation of the learning must be done through focuses on curricula, learners, curricula contents, the known instructional methods, learning resources, and learning processes in the community. Third, reformation of the management system and the education management must cover all in the central government sector, local government sector, and private sector through decentralization. Fourth, reformation of teachers, professors, and other educational personnel must be achieved by considering them as high-skill occupational practitioners through emphases on educational standards, ethics of the occupation, and continual self-development. Fifth, reformation of the resource system and the investment for education must be done through mustering resources from several sources to be used in educational management allotted to reach the learners equally in friendly manners. The system must have the resource management system that is agile, efficient, and easy to monitor.

The Ministry of Education therefore implements a reformation on national education to achieve the intention of the National Education Act of B.E.2542 (1999) and Second Amendment of National Education Act of B.E. 2545 (2002) whose first objective is to use the School-Based Decision Making that aims to allow schools to make decisions by themselves based on perceived benefit to the learners. The second objective is to incite participation that identifies and allows relevant people from many sectors related to education or stakeholders to join education management. These participants take part in committees to express their opinions or supervision of the schools. The third objective is to begin decentralization or to distribute authorities on education administration, i.e., technical knowledge, budget, personnel management, and general administration, onto the Committees from the Office of Educational Service Areas and the schools. The fourth objective is to achieve accountability by identifying the responsibilities and missions of the persons who are

responsible under a clear check and recheck system to guarantee the quality of education management.

Using the important principles of such educational reformation, the Ministry of Education has identified a strategy to reform education into five parts which are “decentralization” of authorities to the schools and the implementation units to have agility to administer and manage their responsibilities, “strategic plan” as a tool to implement the reformation in all levels, “opportunities” for all stakeholders to take parts in education administration, “education quality” system to develop quality and education standards at all levels, and “emphatic student-centered system” to allow the learners to be able to learn and help themselves to their full potential (Education Reform Center, 1999 cited in Wasan Sattayakun, 2011).

Section 39 of the National Education Act of B.E 2542 (1999) and Second Amendment of National Education Act of B.E. 2545 (2002) stipulates that the Ministry of Education directly decentralizes the authority of administration and education administration on technical knowledge, budget, personnel management, and general administration to Committees and Office of Educational Service Areas and the schools under the Office of Educational Service Area. At the same time the criteria and the methods of such decentralization follow the Ministerial Regulations which is in accordance with Section 44 in the Act of Management Regulation of Ministry of Education of B.E 2546 (2003) and Amendment (second version) of B.E 2553 (2010). In this Section 44, the Ministry of Education announced the managerial regulation that identified the criteria and decentralization methods in administration and education administration to enable clear and concrete implementation. Sections 34 (2) and 35 of the Act of Management Regulation (in the Ministry of Education B.E 2546 (2003) and Amendment (Second Version) of B.E 2553 (2010)) have identified the management regulation of the Office of Education Service Areas that allowed the schools to manage the basic education in the schools acting as a legal entity.

Identification of the basic schools under Office of Educational Service Areas to be a “legal entity” is considered as an important educational reform in Thailand. The main objective is to allow the schools to have full autonomy to administer the education administration conveniently, quickly, and effectively to respond to the needs of learners, schools, communities, localities, and the whole country. Besides, the autonomy enables the schools to solicit incomes, benefits, and resources to in developing education based on the administration principles called School-Based Management (or SBM) and Good Governance. This development responds to the concept of new administration that focuses on the results of implementation to achieve the educational objectives including the improvement of the results of implementation. This new administration requires the participation from all sectors to create the effective and efficient work, to demand responsibilities to the persons providing services, to enhance the performance level of the organization, and to respond better to the needs of service users. This system requires the construction of “indicators” for the result of concrete implementation that will be used to measure the implementation result, to compare the results with the identified targets, and to keep the results consistent to the objectives of the education management stated in the National Education Act B.E.2542 (1999) and Second Amendment of National Education Act of B.E. 2545 (2002). These Acts have identified that one of the main principles is to identify the education standards and educational quality assurance

system at all levels. Identification of “standards and educational quality assurance” is one of the importance missions that the schools and relevant organizations must fulfill. The fulfillment must follow the Ministerial Regulation of B.E 2553 (2010) which is about system, criteria, and the method for educational quality assurance. For the administration at present, “indicators” play an important role in educational field especially on the evaluation of educational achievement and educational quality assurance. These “indicators” can provide information of phenomenon or the whole picture of study condition by presentation through scores in quantitative manners although this measurement is still available both in quantitative and qualitative manners. The values or scores can be interpreted statistically to reveal the meanings clearly based on the identified criteria.

The reason to identify the basic schools as a “legal entity” as the important mechanism to drive the educational reform into success is a response to the National Education Act of B.E 2542 (1999) and Second Amendment of National Education Act of B.E 2545 (2002) that demand enhancement of the national education to reach the standards and arrangement of education with quality. Studies using secondary data and syntheses of the concepts, principles, and methods for educational administration in the basic schools as legal entity have revealed that higher organizations usually arrange the guidelines for implementation for the educational administration in the Basic Education Entity Schools. The findings show that higher organizations arrange the implementation guidelines for the educational administration for the Basic Education Entity Schools under the Office of Educational Service Areas by identifying laws, regulations, rules, announcement, orders, and the consensus from the relevant ministry teams related to the broad policy implementation. This intervention means lack of clarity onto school-level implementation or practice.

Besides, the long chains of command lack indicators and the quality criteria to measure the success the administration in each of Basic Education Entity Schools. At the same time to add the confusion, the Office of Basic Education Commission has identified the standards and indicators in basic education to assure the quality inside the schools. On the educational administration in Standard Number 8, for example, the indicator Number 8.4 identifies that “the administrators promote and develop potential of personnel to be ready for the decentralization”. The school administrators therefore must implement the development of the teachers and educational personnel to have sufficient knowledge, better understanding, higher ability, and better participation in the implementation of developing educational quality in terms of technical, budgetary, personnel administrative, and general administrative dimensions.

Therefore this research is interested in studying the issue related to “the development of indicators and the administration quality criteria” for general administration in Basic Education Entity Schools. This research can also test some tools to measure the level of success among the basic school administration to see their readiness for the decentralization. The schools’ role as a Basic Education Entity School will get benefits during the implementation of educational administration as a “legal entity”. In addition the research can reveal the quality levels of education and school administration of Basic Education Entity Schools both in school and macro levels. These interests might catapult the educational reform to achieve the targets and

to respond fully to the intention of Educational Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002), and these might be beneficial for the development of educational quality of the whole country.

Research Questions

For this research the researcher has identified the research questions to answer as the followings.

1. In the administration of the Basic Education Entity Schools through the administration principles of School-Based Management (SBM) and the municipal management (Good Governance), what types of indicators and quality assurance the schools apply in terms of technical, budgetary, personnel, and general administrations?
2. What are the levels of efficiency of these applied indicators and developed quality criteria?

Objectives of the Research

1. To develop indicators and administration quality criteria for the Basic Education Entity School.
2. To measure the efficiency of the indicators and the administration quality criteria in the Basic Education Entity School.

Areas of the Study

In this research the researcher has identified the following areas of research.

1. The area of population is Office of Educational Service Areas and Basic Schools under Office of Educational Service Areas, Office of Basic Education Commission in upper Northern Region except the schools under (1)Bureau of Special Education Administration, (2)Office of Basic Education Commission, (3)Educational Institutions under the Office of the Vocational Education Commission, (4)Educational Institutions under the Office of Non-Formal Education Administration, (5)Office of the Permanent Secretary, Ministry of Education, and (6) Educational Institutions under other government sectors, community colleges, the demonstration schools in the universities.

This research contacts two groups of key informants who are as the followings.

- 1.1 The key informants from the Office of Educational Service Areas are the director of the Office of Educational Service Area, the deputy directors of the assigned Office of Educational Service Area who are in charge of administration in technical, budgetary, personnel administration, and general administration aspects, or the heads of Education Supervisory Unit, Budgetary Unit, Personnel Unit, and Administration Unit.

- 1.2 The key informants from the Basic Schools are composed of the school administrators and the chairpersons of the Basic School Committees.

2. The area of contents is the indicators and the quality criteria of administration in the Basic Education Entity Schools. These indicators and quality criteria have been developed under the principles of law and regulation related to allowing the schools under the Office of Educational Service Area to become a legal entity to use the principles of School-Based Management (SBM) and “Good

Governance” for their general administration in technical, budgetary, personnel administration, and general administration aspects.

Definitions

Quality of administration in Basic Education Entity School means various qualifications that are found in the administration in Basic Education Entity Schools on the administration in the technical, budgetary, personnel administration, and general administration aspects based on the administration principles of School-Based Management and Good Governance.

Indicators for administration in Basic Education Entity School means variables or information that show the quantity of the qualifications that are used to show the quality of the administration in the Basic Education Entity School based on the administration principles of SBM and Good Governance.

Efficiency of indicators for administration in Basic Education Entity Schools means the accuracy of the variables or the information in written statements that can measure the quality of implementation or the results of implementation in the administration in Basic Education Entity School based on the administration principles of School-Based Management and Good Governance.

The quality criteria for administration in Basic Education Entity School means the criteria that are used to make comparison between the results of the implementation in Basic Education Entity School and the targets set using the principles of School-Based Management and Good Governance.

The efficiency of quality criteria for administration in the Basic Education Entity School means the accuracy of the quality levels that are used to design to measure the levels of success of the implementation based on the indicators for the administration in Basic Education Entity School.

The Basic Education Entity School means the schools under Office of Educational Service Area that are identified by law as a legal entity according to the public law principles. These schools have authority to arrange the education according to the identified objectives stated in the Laws of Ministry of Education of B.E 2550 (2007) regarding the criteria and the method of decentralization of administration and educational management. The implementation guidelines for the educational management of the Basic Education Entity Schools are settled under the Office of Educational Service Area and Office of Basic Education Commission through the principles of School-Based Management and “Good Governance”.

Technical administration means preparation of the implementation plan for technical affairs, development or implementation of local curricula, development of school curriculum, implementation of instructional management in school, development of learning processes (measurement, evaluation and transfer of learning achievement), research for development of the quality of education in schools, development and promotion of learning resources (educational supervision, advisory, development of internal quality assurance system and educational standard), promotion of learning community on technical knowledge, cooperation in development of technical knowledge with educational institutions and other organizations, promotion and enhancement of technical knowledge to people (families, organizations and units as well as educational institutions and other institutions to arrange education), settlement of rules and regulation (guidelines to

implement the technical affairs of the schools), selection of books or textbooks for the schools, and development and use technology for education.

Budget administration means planning for budget, setting annual implementation plan for annual budget, approving expenditures or use of budget, transferring and changing of budget, reporting the results of withdrawal or spending of the budget, auditing and following up with reports on use of budget, supervising following the auditing, gathering resources and investment for education (works about education loans and resource administration for education), withdrawing money from treasury, bookkeeping and spending of budget, sending money back to treasury, bookkeeping on budget on cash usages, preparing financial reports on money use, making and retrieving types of accounts (registration and report on supplies, types of accessory or characteristics of supplies or construction materials), developing systems for data and information for movement of supplies, looking for supplies, supervising maintenance, supervising of supplies, and providing benefits from assets.

Personnel administration means setting plans for human resource utilization, unloading or allocating human resource (including government teachers and educational personnel, recruitments, promotions of personnel, transfer of positions of teachers and personnel, promotion of salary levels, all types of leaves), preparing evaluation of implementation, discussing implementation of disciplinary action and punishment for teachers and personnel, setting time on working (also breaks and pensions of government works), reporting the results of implementation on disciplinary and punishment including appeals and complaints (also on leaving government jobs), arranging system and standardizing portfolios for teachers and personnel, setting reception of honorary ranks (including rank-based promotion of teachers and personnel, promotion of good teachers), preparing promotion of occupational standards and occupational ethics (also promotion of disciplines, morality and ethics for teachers and personnel), settling system promotion or support for teaching license approval and extension, and preparing development of teachers and educational personnel.

General administration means developing system and network for information technology (including cooperation and development of network), making educational administrative plan, planning research work for development of policy and plan, setting administrative system and organization development, developing standards on implementation for the technology for education (including implementation of administration, maintenance of the building and environment), making consensus with the learners, recruiting proper students, expressing opinions about establishment (or combination or cancellation of schools), setting cooperation of the education administration in the formal (as well as non-formal and informal systems), brainstorming the resources of education (including study tours, promotion of student activities, publication of educational activities), promoting cooperation with educational management of communities (or organizations, units, and other social institutions that arrange education), organizing cooperation of works among government sectors in regions and local sectors, reporting implementation results, making internal auditing system in the organization, and setting guidelines to arrange activities to readjust the behaviors of students.

Expected Benefit from the Research

1. The result of this research will provide indicators and quality criteria for administration in Basic Education Entity School. The research will launch a research process that can be used for making plans to develop the quality of educational administration on the areas of work under “Basic Education Entity School”.

2. Basic Education Entity School can bring the developed indicators and quality criteria for administration in Basic Education Entity School to be used a guideline to set implementation of administration plan and educational management with higher efficiency.

3. The Basic Education Entity School, Office of Educational Service Area, Office of Basic Education Commission or other relevant organizations related to the evaluation of quality for educational management can use the developed indicators and quality criteria for the administration in Basic Education Entity School to use for supervision, follow up, and evaluation in the implementation of administration for education in the Basic Education School as “legal entity”.

4. Office of Educational Service Area can use the developed indicators and quality criteria for administration in Basic Education Entity School as guidelines for developing and promoting the administration and educational management in this kind of school.

Research Conceptual Framework

The researcher studied, analyzed, and synthesized the National Education Act of B.E 2542 (1999) and Second Amendment of National Education Act of B.E 2545 (2002), the Royal Decree on the Rule and Regulation and the Administration Methods of Good Governance of B.E 2546 (2003), and the Ministerial Regulations of B.E 2550 (2007) to identify criteria and methods for decentralization of administration and educational management. The Ministerial Regulation of BE 2553 (2010) discusses the system criteria, the methods for educational quality assurance, principles and concepts of Basic Schools’ being a legal entity, as well as principles of administration that use School-Based Management and Good Governance. There are also related literature reviews to identify indicators and quality criteria for administration in basic schools as a legal entity that needs to accomplish administration and educational management through four components. These are technical affairs, budgetary aspects, personnel administration, and general administration (independent variables in this research) and the administration quality on educational management in Basic Education Entity School (dependent variable in this research). The developed indicators and the quality criteria for administration in Basic Education Entity School are tools to measure and evaluate the implementation results of the Basic Education Entity School. The details of the framework above are shown in Figure 1

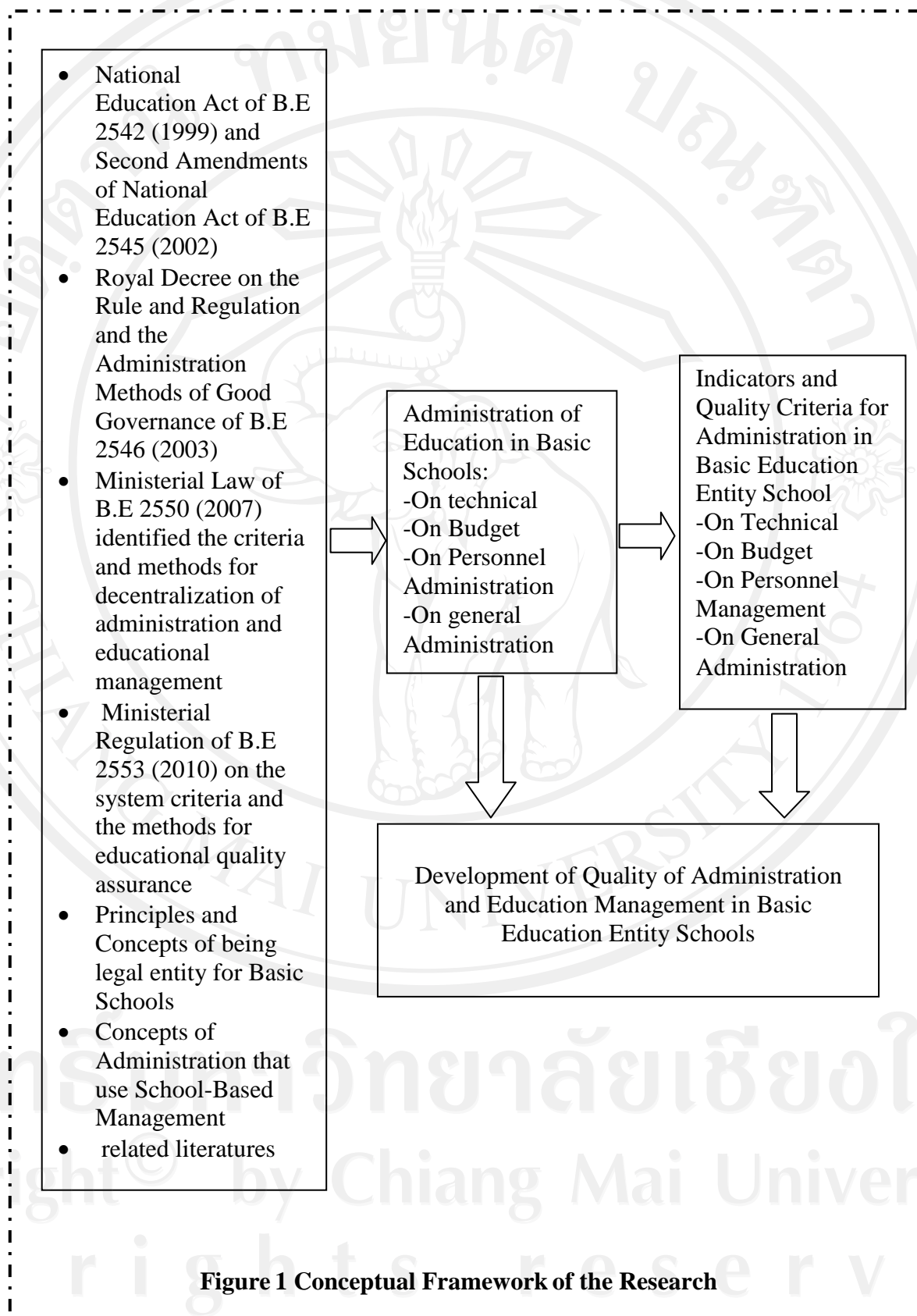


Figure 1 Conceptual Framework of the Research