Chapter 2

Review of Literature

In constructing the indicators and quality criteria for administration in Basic Education Entity School, the researcher studies the concepts, theories, and related literature in order to use as guideline for making the conceptual framework. The details are given as the followings.

Decentralization of Administration and Educational Management

Definition of decentralization of administration and educational management

Pinsuda Siritarungsri (1998: 35) states that the decentralization of educational administration is a transfer of authority and responsibilities in making decision for the educational administration from the center to the periphery, i.e., lower level (top–down system) or the practitioners who are the local administration organization, local community, organizations, and educational institutions. Sermsak Wisalaporn et al. (1998: 17) defines the educational decentralization as transfer of power, authority, and responsibilities from the central authority to the vicinity area or from top to the lower level, or from the national to the local. It is the transfer of authority to make decision for all things or for only certain things.

Wanchai Danaitamonut and Krai Kettun (2000: 6) define decentralization as a direct allotment of authority and responsibilities for making decision on technical matter, budget, personnel administration, and general administration from the central government to the committees in the Office of Educational Service Area and the schools under the latter.

San Worainthara and Tippawan Khumkhong (2003: 2) define decentralization as what happens when the administration unit in the center allows the low level or the practitioners to have full authority and responsibility to make decision in administration and educational management. However the latter are still under the supervision from the former.

Principle and reasons for decentralization of administration and educational management.

United Nations Educational, Scientific and Cultural Organization (UNESCO 1985: 9-11) provides reasons for decentralization of educational administration as what follows.

1. The educational management in several countries still lacks effectiveness and efficiency because the decision-making authority remains at the central government body whose decision making is made with the same standard for the whole country. Therefore educational policy typically lacks flexibility and consistency with the socio-economic and cultural conditions of different localities.

2. With regard to the differences on the socio-economic and cultural conditions, the educational decentralization will respond not only to such differences in educational needs but also gather local personnel, resources, and local materials

into use in the educational management. Besides, educational decentralization also means educational investment.

3. Educational decentralization is the means to promote democracy because the educational decentralization is giving opportunity for people in localities to take part or participate in their own community-based educational development. Especially plans are set for educational management and evaluation for educational quality in local areas. This method is consistent with the concept of "educational management of people, conducted by people, and for people".

4. Despite the differences of socio-economic and cultural in a country, the educational decentralization can reduce the gaps among localities and regions in that country to produce equity.

5. The increase in population size and the geographical distribution of population require various types of educational management. At the same time, the educational management must be consistent and responsive to the needs and necessities of each locality. Each locality has its own complexities. The educational decentralization not only promotes responsiveness and appropriateness to each locality but also locals' participation through empowerment and sustainable development.

6. Local people's direct participation in educational management not only creates benefits and values but also improvement in educational quality. Therefore allowing people's authority to fully make decision is something that governments should strongly promote.

7. The educational decentralization enhances the capacity building to the locals. Capacity building means creating people's awareness on their own capacity and ability to direct their own lives, destination in life, and the future of their own community. Decentralization leads to sustainable development.

8. Decentralization promotes people's participation in decision-making process. Participation leads to the democratic ideals and to the structure that is closer and more transparent to the people. People can participate and grab more opportunity to check the education than under the centralized educational system steered by the central government body.

9. Principle of Participation or Involvement offers opportunity for the relevant people or stakeholders to take part in the educational administration and decision making. Teachers, parents, representatives of the community, alumni, and student representatives would be able to participate in educational management. These stakeholders would feel ownership and thus be more responsible for the educational management relevant to them.

10. Principle of Return Power to People. In the past the educational management was done in several ways. Some places allowed temples or local administration organizations to arrange the educational management. Later, the educational management is consolidated as single educational management under the Ministry of Education to maintain unity and educational standards. However the civilization advances and the population size also grows to set limits to the centralized educational management. This clash between population complexity and government services creates gaps and delays the government responses to the learners' and communities' needs. Therefore the decentralization of education to the localities and people to settle for their own educational management is required.

11. Principle of Self Managing. In general, educational system identifies that school is the implementation unit under the central government's policy. The school has no real authority. The school cannot deny the duty to achieve the set targets and the common policy. There are several ways to work to achieve the targets and policy. The central government is responsible for making common policy and targets, and it passes the policy to the school to create a self-administration system. The school has limited authority and responsibility to implement the policy, which can be done in different ways. The success depends on the school's readiness and conditions. The educational result tends to show higher efficient quality than that of the purely imposed centralized policy as identified by the central government body directly or indirectly.

12. Principle of Check and Balance. The central government is responsible for identifying educational policy and controlling its standard through independent organizations to control quality of educational administration and management.

National Education Act of B.E 2542 (1999) and Second Amendments (2nd Edition) of B.E 2545 (2002) (Section 39) allows the Ministry to directly decentralize its authority on administration and management on technical, budget, personnel administration and general administration to the Committees, the Office of Educational Service Area, and the schools under the Office of Educational Service Area. The criteria and the method of such decentralization will be based on Ministerial Law (Ministry of Education 2003, p. 20).

State Administration Act of B.E 2546 (2003) under Ministry of Education (Section 44) identifies that permanent secretary, Secretary-General of Office of Educational Council, Secretary-General of Office of Basic Educational Commission, Secretary-General of Office of Higher Education Commission, and Secretary-General of Office of the Vocational Education Commission directly decentralize the administrative authority and educational management on technical, budget, personnel administration, and general administration to the Educational Area Supervision Committee and other educational institutions.

These laws identified that the authority of Permanent Secretary, Secretary-General of Office of Educational Council, Secretary-General of Office of Basic Educational Commission, Secretary-General of Office of Higher Education Commission, and Secretary-General of Office of the Vocational Education Commission must be assigned to either Directors of the Office of Educational Service Area or Directors of the schools.

The policy consideration is based on the autonomy and agile administration in educational management in the Office of Educational Service Area and the school. This consideration must be done under the principle of educational administration as the followings.

1. The authority to consider the budget and the implementation to raise budget belongs to Directors of the school or Directors of the Office of Educational Service Area. This principle empowers the educational institutions or the Office of Educational Service Area the authority to sign any contract within the approved budget size.

2. Consideration of promotion. The promotion methods and the disciplinary procedures for the teachers and educational personnel must be consistent with the identified guidelines regarding the Government Teachers and Educational

Personnel Act, and the decentralization and the delegation of authority are based on the Paragraph one in the identified Ministerial Law.

The Ministerial Law of B.E 2550 (2007) identified criteria and decentralization methods and educational management Principle

The decentralization of administration and educational management on technical, budget, personnel administration, and general administration is transferred to the Committees in the Office of Educational Service Area, Office of Educational Service Area, Committee of the school, and the educational institutions under the Ministry of Education. These bodies acquire the authority from the central government through the following principles.

1. Holding and maintaining the principle of unity on the standards and policy on education.

2. Having autonomy and agility in administration and educational management including the capacity and responsibility as the authorized receivers of the decentralization.

3. Focusing on the participation of the communities and the relevant stakeholders in the area.

4. Intending to create positive outcome by emphasizing the school to have strength and more agility in the implementation of decentralization in four administration aspects as much as possible.

5. Increasing quality and efficiency of the school.

6. Assigning responsibility to the people who are responsible to implement the policy as the persons who make decision.

Principle of Decentralization of Administration and Educational Management
1. Principle of Decentralization according to Government Administration Act

Government Administration Act follows the principle of decentralization as the followings.

1. The principle of combining authority of governance as the consolidation of authority in government administration at the central government bodies such as Ministries, Departments, or others in the line of hierarchy of government by using the authority of government administration from the center. The consolidation of governing authority creates security, unity, and efficient budget but the system cannot implement all affairs well and cover every aspect equally. Therefore the system suffers delays in lines of command, neglect to the needs in local areas, and disrespect to democratic system that allows people's participation in governance.

2. Principle of dividing governing authority as the principle used at the central government body becomes unfair to the localities when relegating authority to the locals to develop their areas includes the division of locally earned incomes to other localities.

3. The principle of decentralization of governance as the central body delegates some parts of authority to the educational institutions in the schools need not rely on a centralized control. Some supervision and follow-up activities by the central government body are still necessary. The educational bodies or institutions in

the school have autonomy in the administration under the principle of autonomy with the following five important things to consider.

    3.1 Personnel administration in the schools.

    3.2 Management of income generation.

    3.3 Secure status as legal entity.

    3.4 Being under supervision from the central government.

    3.5 Have ministerial law for supervision jurisdiction.

2. The Principle of Decentralization of Administration and Educational management According to National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002)

The main contents regarding the decentralization according to National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) are given as the followings.

Section 9 stipulates that the construction of the structure or the system and the process for educational management are utilized through these principles below.

    1. Respect to unity in policy and variety in implementation.

    2. Decentralized authorities to Office of Educational Service Area, the School, and Local Administrative Organizations.

    3. Identified educational standards and settled quality assurance system of education at all levels and all types of education.

    4. Promotion of standards of teacher occupation, professorship, and educational personnel as well as development of teachers, professors, and educational personnel continuously.

    5. Gathering of resources from various sources for educational management, participation from individuals, families, communities, occupational organizations, religious institutions, other organizations, and social institutions.

Section 37 stipulates that the administration and basic educational management must be based on policies of Office of Educational Service Area. The policy must consider the number of schools, number of population, cultural variations, and other appropriateness, except on the basic educational management according to the law on vocational studies.

Section 39 allows the Ministry to directly decentralize authority of administration and educational management on technical, budget, personnel administration, and general administration to the Committee Team and Office of Educational Service Area, and the school under Office of Educational Service Area. The principle and method of decentralization must be based on the identified Ministerial Law.

Section 54 allows the authority of the central government body to be decentralized to organize personnel administration among the government teachers. The delegation of authority allows teachers and educational personnel both in the educational unit in the state school level and at the level of Office of Educational Service Area to be the governing body in lieu of central government body for personnel administration of government teachers through the principle of decentralization of personnel administration to the Office of Educational Service Area and the school. This governance must follow the identified laws.

Section 58 delegates the authority to gather resources and investment on budget, finance and assets from the state to local governance organizations, individuals, families, communities, private sectors, occupational organizations, religion institutions, organizations and other social institutions to oversee and use these assets for educational management as the followings.

1. Allowance for the state and the local governing organizations to muster resources for education. This resource may come from tax collection for education but the procedure must respect the identified law.

2. Allowance for individuals, families, communities, community organizations, private organizations, occupational organizations, religious institutions, institutions, organizations, and other social institutions to gather resources for education. These resources can be resources provided through people's participation in educational management, donated assets, other resources for the school, and proper participation in the expenses on education. Furthermore the state under local governance education encourages, promotes, and renders moral support in raising such resources by direct supports and or indirect such as tax reductions. This set of supports must follow the identified law.

Section 59 allows the state schools which are legal entity to have authority in governing, taking care, maintaining, procuring, and managing benefits out of the school assets both as the state property according to the law about the state property and as school assets. This permission includes procurement of incomes from services of the school or educational fees that are not breaching the policy objective and the main mission of the school.

The school property gained from donation or buying or exchanging of the assets of the school is not considered to be state property but considered to be fully the school's ownership. Therefore incomes, benefits of state school as a legal entity including benefits from the use of state property, fines collected from the wrongdoing or taking leave for education and the fines paid after wrongdoing in the context of asset buying or hiring to do the implementation are not considered as income that must be sent to the Ministry of Treasury according to the laws on state treasury and school budget.

The state school's income and benefits that are not derived directly from the state property, the fines from the wrongdoing of leave taking from the education, and the fines from wrongdoing in contract in buying assets or hiring to implementation by using budget are authorized as the school's property despite existence of officer representative from the central government appointed and sent to work in the governance areas. The principle of dividing the governing authority is one part of the principles of government centralization, which is not the principle of decentralization but is the very first step that leads to decentralization. But a set of weakness appears as the system causes delays and inequality to the locals because the central government divulges little authority to the regional offices. The implementation must pass two levels of hierarchy which are central level and regional level. This longer chain of command produces more steps into the process. In addition some localities may have abundant natural resources and high income potentials to be the expenditures on educational management of the school. This arrangement, however, must respect the regulations of the Ministry of Treasury.

Section 60 stipulates the state to allot the state budget for education because the budget is highly important for sustainable educational development of the country. The budget that is allotted for education covers the followings.

1. Allot the general support budget to be the expenditure for the individuals who are appropriate to learners in compulsory basic education and basic education provided by the state and the private sectors equally.

2. Allot scholarships in form of educational loans for the learners who come from the low income families as appropriate and necessary.

3. Allot the budget and other educational resources appropriately and consistently for educational management for special need learners in each group according to Section 10 paragraphs 2, 3 and 4. The equality in educational opportunity must be considered to follow the principles and methods identified in the Ministerial Laws.

4. Allot the budget to be the expenditure for the implementation and the investment for the state schools according to the policy, the development plan of the national education (Education Development Plan), and the mission of the school by giving autonomy in administration on budget and educational resources. The quality and equality in educational opportunities must also be considered.

5. Allot the budget in form of general supporting budget to the school in higher education levels of the state that are legal entities and the schools under the supervision of the state or other public organizations.

6. Allot the funds called low interest loan for private schools so these institutions can rely on themselves.

7. Establish funds for the development of state and private educational institutions.

Section 61 allows the state to allot the supporting budget for educational body that is managed by individuals, families, communities, organizations, private organizations, occupational organizations, religious institutions, and other social institutions whenever deemed appropriate and necessary.

Section 62 allows the checking, monitoring, following up, and evaluating system over efficiency and effectiveness of budget spending for educational management to keep it consistent with the principle of education. The guidelines are set for the educational management and the quality of educational standards. The internal units and the state organization are responsible for this set of external checks. The principles and methods for checking, monitoring, and evaluating must follow the identified procedures in the Ministerial Laws.

The Office of Basic Education Commission (2007: 21-25) mentions about the principle of decentralization of administration and educational management that decentralization must consider the following principles.

1. The readiness and appropriateness to implement duties of the committees in the Office of Educational Service Area and the school that are responsible for the implementation based on their capabilities. Efficiency, readiness, and appropriateness in performing such duty are measured in general context and in the qualification of the Office of Educational Service Area and the school with models, structures, and divisions of work to facilitate educational administration and management. Having educational resources and appropriate personnel is necessary for the organization that is supposedly skillful on supervision, support, promotion, cooperation, and potential

to administer the works independently to provide educational services. The committee of the Office of Educational Service Area, Committee of Basic Education School, administrators, government teachers, and educational personnel are having knowledge and capabilities accepted by the communities and society.

2. The consistency with the laws, rules, regulations, announcements, or consensus of the Ministerial Team that is related to decentralization.

Such consistency can be reached through the persons who delegate authority who are the Secretary General of Committee of Basic Education. The most common decentralized authorities are on technical, budget, personnel administration, and general administration and officers who delegate authority are the Committees of the Educational Service Area, of the Office of Education Service Area, and personnel of the schools. The persons who hold authority and responsibility are usually considered the same as the officers who delegate authority or representatives of parent organization; however, the former cannot implement whatever beyond the authority and responsibility of the officers who delegate authority or beyond the laws. Besides, the educational administration and management must follow the laws, rules, regulations, announcements, or consensus of Ministerial Team regarding decentralization through other methods.

3. Unity and standards in policy on Education

The Office of Educational Service Area and the school must arrange internal quality assurance in the school to lead to development of quality and educational standards and to prepare its readiness for external quality assessment. The principle for basic education management must follow the standards of national education, standards of basic education, standards of pre-school education, and policy of the government, and education policies of Ministry of Education that need to be monitored and kept transparent for public scrutiny and acceptance.

4. The autonomy and efficacy in administration and educational management.

The autonomy and policy efficacy under the policy frame identified by local agencies through autonomous decision making in administration on technical, budget, personnel administration, and general administration are parts of the school. These functions should be managed directly within the school. The Office of Educational Service Area has special agility to supervise the implementation in terms of policy to efficiently promote support and cooperation in the development the educational equality in the Office of Educational Service Area and in the school.

5. The focus on participation of communities and stakeholders in the area

The Office of Educational Service Area and the school should cooperate to reinforce the implementation by creating cooperation network with units, organizations, and people both in government and private sectors. The schools should gather in networks of the school to prepare guidelines to increase effectiveness and reinforce the authority of the Office of Educational Service Area and the school to administer and manage the education in various and creative ways. In addition, the network should emphasize that people, units, or organizations take part in decision making process that occurs in the school.

6. The aim to create the best outcome for the school by emphasizing direct decentralization to the schools to gain strength and agility. The success of the school happens when the educational management turns the learners to become perfect human beings physically, mentally, intellectually, with knowledge, morality and

ethics, and culture in living their live with others happily. The principle and concept of administration by using School-Based Management or SBM is one of the important strategies to produce effective administration and educational management.

      7. Increased quality and efficiency to the school

      The Office of Educational Service Area and the school must build a mechanism to administer administration that will bring success through an initiative by the Office of Education Service Area to readjust itself to the new administration called New Public Management or NPM. This administration method aims to achievement that is based on efficiency, effectiveness, and indicators to tell concretely the success of the works. It starts with making a development plan of educational quality, identifying the indicators to measure success, setting the administration with the result-based management, and arranging the system to evaluate the task and evaluation of the learners. The educational quality assurance is set to aim for quality development and educational standards that lead to the development of quality and educational standards.

      8. To encourage people who are responsible to the implementation can make decision directly on their own.

      Such responsibility to implement the plan is to identify the topics of interest by the committee at the Office of Educational Service Area, the Office of Educational Service Area, and the school. As the ones who get direct authority, the holders of authority can use their own judgment or authority as the authority giver or their representative. However this authority must consider the benefit that will occur to the people, and the authority holders must ready to be responsible for the results of work that come out of such power use.

3. The Decentralization according to Ministry of Educational Laws

      The decentralization according to Ministerial Laws is composed of the followings.

      1. The decentralization according to the mission of the Minister of Education. The ministerial laws identify the decentralization such as the works on technical and general administration.

      2. Decentralization is not directly the mission or responsibility of the Ministry of Education. For example, the work on budget and finance is supposed to be the authority of Ministry of Treasury and the Office of the Prime Minister. The decentralization in this sense is therefore the decentralization through delegated authority. The persons who delegate authority consist of Permanent Secretary of the Ministry of Education and Secretary General of the Office of Basic Education Commission who surrender their authority to lower offices or organizations to implement the budget and finance according to the latter's own responsibility in each case.

      The decentralization that the practitioners apply must hold the principle that "the practitioners must be trusted to work on the assignment fully to use their own judgment and to emphasis on work result". The persons who hold the decentralized authority or practitioners have the same authority as the persons who delegate authority or their representatives and must consider people's convenience and the proper speed in educational management implementation.

3. The decentralization by using other laws is also identified as decentralization such as Government Teachers and Educational Personnel Act that gives authority to Teachers and Educational Personnel Sub-Committee in the Office of Educational Service Area and the school to manage personnel administration on their own.

The discussion on decentralization of educational administration and management shows that decentralization applies to technical, budget, personnel, and general administrations. The school must have readiness and appropriateness to allow autonomy and agility in administration and educational management under the framework of policy identified by the school that emphasizes on the participation of community and stakeholders in the Office of Educational Service Area to increase the efficiency of decentralization of administration and educational management. In some issues the school must respect laws, rules, and regulations of Ministry of Education, National Education Act, and Government Teachers and Educational Personnel Act.

Guidelines for Administration of the School to receive general decentralization

Section 39 allows the Ministry of Education to decentralize administration and educational management on technical, budget, personnel administration, and general administration to the committee team and the Office of Education Service Area, and the school directly under the Office of Educational Service Area.

The principle and the methods of such decentralization that follow the identification in the Ministerial laws and National Education al Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) is the new step of educational policy in Thailand that identifies the decentralization of educational administration from the center government to the Office of Educational Service Area and the schools. This decentralization allows decentralization of administration in four aspects which are technical, budget, personnel administration, and general administration.

To bring success and efficiency to such decentralization of administration it is required to implement or arrange the organization to receive such decentralization and the administration management in all critical aspects.

Therefore there should be some relevant individuals, individual teams, and organizations to study, analyze, and present their concepts and principles in administration in management which is still under discussion because the Ministry of Education has not released any Ministerial Law according to Section 39.

Office of Educational Reform (January 2003) summarized that to enable organizations to implement the work to achieve the objective efficiently the organizations must identify the structure and divide sections of works. This includes identifying authority among organizations appropriately to stop overlapping between the main organization and sub- organizations and among sub-organizations themselves. There must be arrangement of the personnel administration system with efficiency, good allotment system, and proper incentive to motivate good staff to work. Thus the organizations can implement the work to achieve their respective objectives.

Principle of Setting Educational Management Structure and Process

National Education Act of B.E 2542 (1999) and Second Amendment of B.E ₂₅₄₅ (2002) identify the following principles of building educational management structure and process.

1. Unity in policy but various ways of implementation.

2. Decentralization of administration to Office of Educational Service Area, the school, and local government organizations.

3. Identified educational standards and quality assurance system at all levels and types of education.

4. Promotion of teacher occupational standards, professors, and educational personnel and continuous development.

5. Gathering of resources from every possible source to use for educational management.

6. Participation from individuals, families, communities and community organizations, local governance organizations, private sectors, private organizations, occupational organizations, institutions, local establishment and other social institutions in the educational administration.

7. Economization, worthiness and creation of highest benefit.

8. Appropriateness with available resources in the investment.

9. Transparency in administration and auditing mechanisms.

The Schools that Receive the Decentralization

Government schools under the Office of Educational Service Area to receive the decentralized authority on education management can be divided into two types as the followings.

1. School Type 1 is the school that has more than 500 students, has received the result of evaluation of educational quality and certified in all standards by the Office of National Educational Standard and Quality Assessment (ONESQA) in "good" level without standard in "need improvement" level, and has shown readiness for administration and educational management for decentralization from the government.

2. School Type 2 is the school that is not in Type 1 and is the school that requires special support.

The consequences of decentralization and educational management

The consequences of decentralization and educational management is the decentralization on decision making on administration and educational management to the school directly with the basic belief that any educational reform cannot be successful if there is no management at school and in classroom. The school is the most important operational unit and the closest to the students. If the school has autonomy in educational management for their own students, the educational management will be done with quality and efficiency better that that of the school under a direct administration from the central government. The school has authority in making decision for development of educational management for the students to have higher quality (Office of the Permanent Secretary, Ministry of Education 2006: 17 – 19).

The Model of Decentralization of Authority in Education

Kemmerer (1994: 1412) presented four models of decentralization which are de-concentration, delegation, devolution, and privatization.

1. De-concentration is allotment or transfer of authority, responsibility, and decision making authority from the center of power to the lower level organizations in hierarchical line with the central government to create convenience for the implementation of educational work. For example, the transfer of authority from the central government body to the regional, provincial or other levels in the area which get the division of authority will set the latter to be responsible for the results of decision making on the matter then they get proper division of authority.

2. Delegation takes place when the administrator with the highest authority in the central government organizations allot or transfer the authority in making decision to the administrators at the lower levels of organization to make decision faster without passing the hierarchical line. This is the delegation of authority to the government organization or the organizations under the state control. For example, the deans delegates authority to deputy or vice-deans, directors of the school delegate authority to vice-directors of the school, president delegate authority to the directors of the school; the person who delegates the authority still be the one who holds responsibility for the results of the decision that they already authorized to someone else.

3. Devolution is transfer of authority in making decision from the center or in the policy level to the lower level completely. There are clear laws, rules and regulations about the transfer or devolution of authority. The lower levels of administration therefore have authority in identifying the policy and controlling the implementation to keep it consistent with the policy. For example, the devolution or transfer of authority to the municipality to arrange education sets the officers who transfer authority cut themselves off from responsibility and authority that are already transferred. Therefore they have no or very little authority to control the implementation in case that the authority has already been fully transferred.

4. Privatization is the transfer of authority to the public who are individuals who then implement the authority instead of the government. It is the delegation of authority and responsibility of the government to the public to implement in certain places or the government's support to the private sector to invest in certain implementation such as selling state establishment to private sectors, including support to the private sector to participate in educational management.

Necessary Conditions that Lead to Success of Decentralization of Authority on Education

In decentralization of authority in education the following conditions should prevail (Sermsak Wisalaporn et al. 1998: 26 – 27).

1. Decentralization should allow the officers who have authority in making decision stay near to the mission that they have to perform as much as possible.

2. Decentralization will bring best result if the officers who have authority to decide acknowledge and understand their missions.

3. The decentralization will become effective if the real authority and responsibility are delegated to all levels in the organization, and the decentralization

will not be effective if the persons who get authority must report back to the center of authority in all missions they implement.

4. The central body that decentralizes the administration to all levels should be confident that the persons who hold the authority have abilities in making decision on the assigned missions.

5. The decentralizing officers should be aware that decisions of the persons who are near the duty that has to perform tend to be more accurate than those taken by the officers at the central government body.

6. Decentralization should have clear objectives, policies, and means but in bringing those policies into implementation in localities various implementation methods are more appropriate.

7. Decentralization will be successful if those at the higher level of administration are aware that the authority given along the hierarchical lines is given fully and irrevocable.

In sum, the decentralization of administration and educational management is division of authority in making decision in technical affairs, administration of budget, administration on personnel, and general administration to the committee team at the Office of Educational Service Area, the school sunder the Office of Educational Service Area, and the Office of Basic Education Commission directly based on the frame identified by laws.

Basic Education Entity School
Principles and Concepts

National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) stipulate decentralization of the authority on administration and educational management on technical, budget, personal administration, and general administration of the school to the school. The school is thus having autonomy and agility to administer educational services conveniently, quickly, and efficiently through the principle of administration called School-Based Management. Authorizing the Basic Education School to become a legal entity is the important tool to allow autonomy to these schools to administer the educational management on their own quickly, conveniently, and more efficiently. Therefore State Administration Act of Ministry of Education of B.E 2546 (2003) identified the Basic Education School under the Office of Educational Service Area as the schools with a status as a legal entity.

Qualifications and Types of Legal Entity

"Legal Entity" is group of individuals, organizations, or assets that are allotted to receive funds for certain implementation. This is another type of individual, which is not a common individual, but has right and responsibility according to the laws similar to the normal individual. "Legal entity" is the individual that the laws assume to have rights, responsibility, and thus capacity do any business that gives birth to legal relationships with other individuals under the objectives, authority, and responsibility of that legal entity.

In general, legal entity can be divided into two types: legal entity in private law and legal entity in public law. If considered from the law that establishes the legal entity, the main consideration for the classification is that the activity that the legal

entity implements, relationship of that legal entities with other individual, and the authority of that legal entity that the laws allow to use over other individuals.

1. Legal entity in Private Law

Legal entity in private law means an entity that is established by using authority of private law such as the Civil and Commercial Code, Public Limited Companies Act in B.E 2535 (1992). At the same time a legal entity in private law must arise from the consent to do activities under the areas of common objectives of common normal individuals or the other legal entities that have been established. Therefore the implementation of activity of any legal entity in the most parts of private law tends to be done to the benefit of private sectors. The authority is not over other people but the parties will have relationship one another in equal terms. Examples are many from the implementation of public company limited, other kinds of company, and clubs or people's associations.

2. Legal Entity in Public Law

Legal entity in public law means an entity that is established by using the authority of public laws. For example, the state administration law or other administration laws that is based on authority from Act promulgated for certain tasks. Beside the implementation of activity of legal entity in public law, the entity must also have activity which is called "public service" by using the public or state authority to implement according to the identified laws such as the administration of Ministries, Departments, Divisions, regions or public organizations.

Basic Education School with Status as Legal entity

Section 35 in State Administration Act, Ministry of Education of B.E 2546 (2003) identifies that the Basic Education Schools under the Specific Office of Educational Service Area are the schools with the status as legal entity. The laws certify only certain Basic Education Schools under the Office of Educational Service Area to have a legal entity status. Therefore other Basic Education Schools that are not under the Office of Educational Service Area acquire no legal entity status such as the schools under Bureau of Special Education Administration, Office of Basic Education Commission, schools under Office of the Vocational Education Commission, schools under Office of Non-formal Education, Office of the Permanent Secretary of Ministry of Education, and other schools under other government sectors such as Border Patrol Police School, schools under local governance organizations, community colleges and demonstration schools in universities.

Objectives and Authorities of Schools

Section 35 in State Administration Act, Ministry of Education of B.E 2546 (2003) identifies that the schools under the Office of Educational Service Area have a status as legal entity. Such promulgation turns the schools to be legal entity according to public law. The authority is given by State Administration Act of B.E 2546 (2003) and other laws which identify specific authority and responsibility of these schools. In addition, there are similar rights and responsibilities as a normal individual who is legalized to do legal contracts, including rights over assets and over activities allowed by the laws permission from higher level officers to be representatives as before.

Section 39 of State Administration Act, Ministry of Education of B.E 2546 (2003) identifies that the schools have authority and responsibility. The directors of the schools are the governmental bodies and thus having authority and responsibilities as the followings.

1. Administer the business or governance of the school according to the laws, rules, and regulations of the government and of the school or government including policies and objectives of the school or other government sectors.

2. Cooperate and brainstorm the human resources for the education including discussion on control, supervision of personnel, finance and supplies, places, and other assets of the schools or government according to the laws, rules, and regulations of the government.

3. Make legal contracts as the representation of the school or the government sector in general business including contracts in governmental work of the school or government sectors. The budget in the contract is covered in the budget provided by the school or government sector assigned by the work order.

4. Produce annual reports on the business of the school or the government sector to be presented to the committee team at the Office of Educational Service Area.

5. Approve certificates and degrees of the school within the regulations identified by the committee team in the Office of Educational Service Area.

6. Perform other tasks assigned by the Minister in Ministry of Education, Permanent Secretary of Ministry of Education, Secretary General of Educational Council, Secretary General of Basic Education Commission, Secretary General of Office of the Higher Education Commission, Secretary General of Office of the Vocational Education Commission, and director of the Office of Educational Service Area, including other tasks that are assigned by the Ministry.

The identification of such authority and responsibility is mainly specified on authority and responsibility of the director of the school. The objectives, authority, and responsibility of the school itself are not clearly identified. Therefore the kinds of authority and responsibility the school must be extrapolated from the laws, rules, regulations, or instructions from government officers from higher ranks. When considered as a whole picture the Basic Education School must have objectives, authority and responsibility to hold the basic education according to the laws on national education and State Administration Act of Ministry of Education.

Section 39 in National Education Act of B.E 2545 (2002) and Section 44 in State Administration Act of Ministry of Education of B.E 2546 (2003) identified that the Ministry of Education decentralizes administration and educational management on technical affairs, budget, personnel administration, and general administration to the committee team the Office of Educational Service Area, Office of Educational Service Area, and the school directly in the area. Thus it is clear that authority and responsibility of most of the schools will follow the decentralization of the Office of Basic Educational Commission and the Bureau of Office of Permanent Secretary, Ministry of Education to further implement the decentralization the authority.

Benefits of Basic Education Entity School

Being legal entity accords the schools at least six benefits as the followings.

1. The school can manage the school assets with full authority to supervise, take care, maintain, keep, utilize, and manage for benefit as state property and other assets including making income or profit out of school service and collecting school tuition fees that are allowed by the policy, objectives, and the missions of the school. The assets that the school procures from donation, purchase, or exchange using the income of the school are considered as properties of the school, but not as state property.

2. The school can sign legal contract which is not possible if the school is not a legal entity; legal contracts will tie the individual persons who sign the contracts but not attached to the organization.

3. The school as a legal entity has positive influence in terms of social psychology. This legal status increases the school's social importance to the society.

4. The school has enhanced preparation to build readiness for decentralization. Being a legal entity is the sign for the school's maturity that differentiate it from small child under supervision to stay idle waiting for care.

5. The school gets some forms of assistance to facilitate better administration.

6. The school is a place to practice and support the principle of administration of School-Based Management to make it more concrete.

In sum the Basic Education Entity School is the school that arranges educational management in basic education level under the Office of Educational Service Area and the Office of Basic Education Commission. The laws have assigned the school to have the status as a legal entity that has authority and responsibility to organize and arrange education management according to the identified objectives and laws by using the model of administration and the education management based on the principle of administration called School-Based Management and the governance principle of "Good Governance".

Background   Basic Concept and Administration Principle of School-Based Management

Background

The School-Based Management is the new concept of school administration that was initiated in the United States during the 1980s and then spread to other countries. This concept is related to the educational reform and educational decentralization. It comes from dissatisfaction of relevant people related to the administration system of the state educational management. After a set of studies and movements to create clear and continuous policy, the School-Based Management covers the whole states in the US and spreads to other countries. And recently this management system has arrived in Thailand through National Educational Act of B.E 2542 (1999) (Section 40) since August of B.E 2545 (2002) onward.

Basic Concept

The concept of school-based management gains influence from the movement for change initiated by the industrial business world that has been successful through the principles, methods, and strategies to improve business organizations' efficiency and effectiveness. The outcome of its implementation has quality and creates profit

and satisfaction to customers and relevant people. Such success induces people and relevant people to think that in developing the educational quality they must adjust the processes and methods that are used and needed to readjust the conventional concepts and methods that emphasize teaching and learning into the administration through decentralization to the school. The school as the practical unit should allow relevant people to truly participate in the administration and arrangement of education.

The School-Based Management or SBM is the administration and educational management that aims to allow the school to administer the educational management with better quality. There is decentralization in decision making in developing policies, visions, missions, and targets. Mission and objective of the school on technical, budget, personnel administration, and general administration by emphasizing on educational services, impact on the learners under the participation, and the activism of the stakeholders.

The school-based management is the administration method that decentralizes authority to the school which is the first unit that should be trusted ad given full authority in making decision to implement, stimulate and develop sustainability (Malan, Ogawa and Krang, 1990) Saiwanit Chaimusik 2001: 2).

The school-based management is a method to force the school to take responsibility to what happens to their own students by emphasizing the school to arrange the learning programs that the students need and the school personnel's ability to develop various curricula, and knowledge about the students and their needs (Candoli 1995, Saowanit Chaimusik 2001: 2).

The school-based management is the administration process with three components which are decentralization of the organization, administration, and supervision of the school system to strengthen those who are closest to students, the delegation of roles and responsibilities to the person related to the school system, and the changes in the instructional process in classroom (Hallinger, Meerplry and Hausman 1992, Saowanit Chaimusik 2001: 2). The school-based management is the administration process that requires participation from the relevant people in educational management in identifying policy, making plan, and taking decision in the mission and in the business of the school (Campbell–Evan 1993, Saowanit Chaimusik 2001: 3).

The study on the concepts of many academics and organizations shows that the school-based management is the strategy to improve education by changing the authority and responsibility in making decision from the center to each of the school by allowing the School Council or School Board which consists of parents, teachers, members of communities, knowledgeable people, alumni, and school director to have authority to arrange educational management in the school and have responsibility in making decision related to technical, budget, personnel and general administrations to respond to the need of students, parents, and communities.

Principle
The principle of School-Based Management generally covers the followings.

1. **Decentralization** which is full decentralization of educational management from the Ministry and the central government to the school. The school is the most important unit for the changes and development of student education.

2. **Participation or Collaboration or Involvement** is open opportunity for relevant people and stakeholders to participate in administration, decision making process, and arrangement of the educational management along with teachers, parents, representatives of community, alumni representative, and student representatives. Allowing people to participate in educational management creates the feeling of ownership and responsibility in educational management.

3. Return Power to People. In the past the educational management was done in many ways. People in some places used temples or local organizations to implement basis education. Later there was a consolidation of educational system to be under the Ministry of Education for unity and uniformity in educational standards. But when population size increased quickly the educational management by the central government revealed its limitations, delays, and irresponsiveness to the needs of learners and communities. Therefore the authority and power in education should be returned to the locals and the people to arrange their own children's education.

4. **Self–Managing.** In general, in education system the school is identified as the lowest practical teaching unit following the policy of the central government. The school has no real authentic authority. For the school-based management, all agree to work to achieve the common targets and policies; but the working methods to achieve the targets can be settled in several ways. The center is responsible only for identifying the policy and targets, and then the school has their own administrative system through several different methods depending on their own readiness and condition. The outcome or result should be higher in efficiency from the past compared to the result of the conventional methods through the centralized control either indirectly or directly.

5. **Check and Balance.** The center remains responsible to identify the policy and control the standards. The center has independent organization to be responsible to check the quality of the service and educational management to ensure the quality and standard of the design and to ensure its compliance to the national policy.

Using such principle, the administrators believe that the School-Based Management is the administration that can create efficiency and effectiveness more than those from the conventional model of educational management in the past.

The Model of School-Based Management

The present studies reveal the four important management models under the school-based management or SBM as the followings.

1. **Administration-Controlled SBM** in which the school administrator is also the chairperson of the school board and the other committee members come from election or appointment from the group of parents, teachers, and communities. The school board has roles in giving advice but the authority for making decision remains with the administrator of the school.

2. **Professionally-Controlled SBM** that comes from the concept that teachers are the closest persons to the students who know the problem and solve problem to the point. The representatives from the teacher team will have the biggest portion in the school board of the school. The administrators are still the chairpersons of the committee of the school although their role is limited in the school board of the school as the administration of committee team.

3. **Community-Controlled SBM**. The main concept is the educational management should respond to the needs and values of the parents and local communities. The representatives of the parents and school board therefore get the best portion in the school board of the school. The representative of the parents and local communities are chairpersons of school board. The administrator of the school is the school board member and secretary. The roles and responsibility of the administrator of the school will be the administration of school board.

4. **Professional Community-Controlled SBM**. This concept holds that teachers and parents play important roles in educational management for the students because these groups are the closest to the students and they know the best about problems and needs of students. The portion of teachers and parents (communities) in the school board of the school is about the same as others but considered more than the other representative groups. The administrator of the school is the chairperson. The role and responsibility of the school board of the school is the administration of the school board.

National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) hold that the best administration model of school-based management in Thailand should be the Community- Controlled SBM. The Ministry of Education decentralizes the administration and educational management to the school board of the school, Office of Educational Service Area, and the school directly. National Education Act of B.E 2542 (1999) (Section 39) identified that school board at the Basic Education is responsible for supervising, promoting, and supporting the business of the school which is composed of the representatives of parents, representatives of teachers, representatives of community organizations, representatives of local governing organizations, representative of alumni of school, representatives of monk or other religious organizations in the area, and the knowledgeable people. The chairperson of the school board of the school is selected from the committee members consist of knowledgeable persons. The administrator of the school is school board member and secretary (Section 40).

Roles of School that Utilizes School-Based Management

School plays role in administration and educational management as the followings.

1. Role of School focuses on developing teachers and school according to the condition of the projects. The roles of the school are initiating the development to solve problem and preparing methods for the efficiency of the instructional management between teachers and students.

2. Role of Education Department is to as advisor or support only to the school-based management.

3. Role of Administrators is as leaders in developing the targets and seeking for resources to develop the school.

4. Role of Teacher is as the colleagues in making decision for system developer and practitioner. Teachers participate in making plans and decisions on matters to set efficiency into the instruction and to participate in development of the school.

5. Role of Parents is to get a higher quality service which means that the children under parents control will get the desired kind of education. The parents are

taking parts and providing supports. The parents will participate in educational management to provide information, support resources, give assistance, and solve problems in the school.

Benefits of School-Based management

The objective of educational management according to National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) is that the educational management must be arranged in a way to develop Thai people to be perfect in physical, mental and intellectual terms with knowledge, morality, ethics, and culture in living their life and live with others happily (Section 6). The Act also holds the principle of life-long educational management for people, thus allowing society to participate continuously in educational management and the development of the contents in their learning process. From such objective and principle the educational management according to the guideline of the educational reform will be based on the School-Based Management.

School-Based Management

The School-Based Management holds that the best decision should come from the decision making of individual teams who are the stakeholders staying the closest to the students. National Education Act of B.E 2542 (1999) and Second Amendment of B.E 2545 (2002) (Section 39) have allowed the Ministry to decentralize the authority of administration and educational management directly to the school and identified the school board of the Office of Educational Service Area as responsible for supervising promoting and supporting the activities of school (Section 40). The School-Based Management or SBM is decentralization of authority in a participatory move to return power of educational management to the people and to open the opportunity to the schools and communities to self-administer through a check and balance system to reach an educational management consistent with the needs of learners and communities. This educational management follows the governance model in democratic system.

From the above-mentioned principles, the administration by using the guideline of school-based management is very useful for the administration and the educational management to do or to gain from the followings.

1. To develop the school to be the main organization in developing the education with quality and sharing learning resources with public.

2. To set a responsive school-based educational management to the need of the locals and communities because the expected products of educational management, who are the students who finish the school, will return to their communities and society.

3. To encourage parents, society, and communities to participate in educational management and to allow the students to have quality according to the educational standards as expected by parents and communities.

4. Children and juveniles have rights and opportunities to access education with quality and equity because stakeholder control the school's supervising and monitoring.

5. It is the decentralization of administration and educational management which respects the democracy principles.

6. It creates proud and faithful parents, communities, and society to the administration and educational management because they participate directly in the processes.

The Success of School-Based Management

The indicators to measure the success of the use of School-Based Management appear in the administration processes and conditions of the school in the two followings aspects.

1. Self-Managing. The school personnel have full autonomy in administration to think systematically and to solve problems by themselves systematically. However to manage successfully the school must do the followings.

 1.1 Identify standards and indicators to measure quality of itself.

 1.2 Survey their own condition to know the strong and weak points that need to be set back into the standard.

 1.3 Identify the target of implementation and targets of success.

 1.4 Identify the implementation methods systematically by using the quality circle of Deming (or PDCA).

 1.5 Identify the criteria for working of personnel in school that they work toward the same direction. For example, personnel are making the standards of implementation in school in three levels which are the school level, department level, and personal.

 1.6 Identify the evaluation methods of the implementation/performance of itself.

2. Good Governance. The school that has good administration tends to have moral principle, transparency and responses to the benefit of organization, communities, and the country. The school thus must implement the followings.

 2.1 Review the system of administration structure of the school.

 2.2 Put the right personnel to right jobs.

 2.3 Identify rules or regulations for administration process.

 2.4 Emphasize the implementation that allows participation from all sectors to reach acceptance of the school administration system.

 2.5 Set the plan for continuous and systematic personnel development.

Definition of School-Based Management

Some Thai academics define the School-Based Management as the followings.

Sermsak Wisalaporn (1998) defined the School-Based Management as the educational management that uses the school as center or the School-Centered Administration. The stakeholders in education are administrators, teachers, parents, communities, and students. They play roles in advising (Advice), assisting (Assist), assessing (Asses), and approving (Approve) school practices through Participatory Administration. The school administrator is just the person who participates in making decisions and settles for consensus into the meeting to follow up in educational management as School Managers to make decisions into success and satisfied stakeholders.

Uthai Boonprasert (2000: 4-5) stated that school-based management is the strategy to improve education. This strategy removes authority in making decision from the center to each of the school and thus liberates the school which is composed

of parents, teachers, community members, knowledgeable people, alumni, and administrator of school (some schools have student representative to be committee members). The system allows these people to have authority in educational management in the school and to share responsibility in making decision on technical, budget, personnel, and general administration so the management responds to the needs of the students, parents, and community.

Saowanit Chaimusik (2001: 2-3) stated that the School-Based Management is using the school as the base in managing the education management, using school as the base to administer education, or using school as the base of administration.

Rung Kaewdang stated that School-Based Management is decentralization of administration and educational management from the center to the school so the school has authority, responsibility and autonomy in administration on technical, budget, personnel, and general administration. The school board of the school is composed of representatives of the parents, teachers, the communities, and the director of the school to allow participatory education management and responsive to the need of learners, parents, and communities.

Nipa Pongwirat (2004) defined School-Based Management as the administration of self-managing school through the participation of thinking, making decision, holding responsibilities, making implementation plan, and following up from the relevant people and the communities to create efficiency among the learners through the development together that is transparent and morally proper.

The Office of National Educational Commission (2001: 2) defined the School-Based Management as the administration and educational management through which the operational unit or the school stands as the base or the main organization for educational management. The decentralization of educational management form the center to the school allows the school authority, responsibility, and agility in administration and management on technical, budget, personnel and general administration under the school board consisting of representatives of parents, students, teachers, community organizations, alumni, parents, and school directors. They hold education in way that responds the best to the needs of students, parents, and community.

In addition, foreign academics have defined the School-Based Management as the followings.

David (1989) stated that School-Based Management is a guideline for educational reform through decentralization of educational authority more to the school. The management assumes that the school that has authority would be able to inject efficiency, better flexibility, and higher productivity into in the school.

Edley, Jr. (1992) stated that School-Based Management is allowing communities to participate more in arranging and managing the education. The person who has power to make decision at the school level is not only the director but also the representatives from the teacher committee and parents. The committee has authority and responsibility on the curriculum, the instructional management, time table and itinerary, control of disciplinary decision, personnel, budget, etc.

Cheng (1996) stated that School-Based Management allowed relevant people consisting of school director, representatives of teachers, parents, communities, etc to come together and join the school board. They have chance to arrange education in a

way that responds to the needs of the students, parents, and communities. This participation may result in the schools that have higher efficiency.

Brown (1990: 9-17) stated that School-Based Management must see the differences inherent within the administration of the school in terms of Structure, Flexibility, Accountability, Productivity, and Change.

Candoli (1991: 34) stated that the balance of power in the system of (Site – based management) or self-responsibility means the success that occurs from the balance between the (Accountability) and (Autonomy) in all parts of the educational system.

Neal (1991: 13 -14) stated that school-based management is seeking the common agreement constructing the structure and the decentralization of school administration in the area with the common understanding on the role, responsibility of the school board to maximize the highest benefit of the resources. There is the participation among the relevant people in the school system in the financial matters, authority for decision making, and the financial management that is fair in the school of the communities. It relies on differences of the learners in the area. Therefore there should be plan making creatively. The holistic development depends on the school board of the school, teachers, parents, learners, and relevant people through the supervision or monitoring from the director or the controller. For example, making development plan that aim to the educational achievement can be checked and evaluated from the result that aim to success more than aiming to the evaluation method. It can be seen another way that school based management is similar to Focus School because it is designed to use for making change at the learners. It is contrasted to Zone School which is designed to administer the projects and services.

Assessment of School Based Management (1996) identified that the service use the school as base is decentralization of the control from the center to the community and the school by allowing school board of the school which is composed of school director, teachers, parents, members of community, and in some school representative of students. They have authority to control things that happen in school. The stakeholders in the school level can participate in the administration. It creates ownership to the school and it makes the result of implementation in school well accepted.

In sum, School-Based Management or SBM is self-managing of the school and have the participation in thinking/brainstorming and making decision, planning, responsible for implementation, follow up by the relevant people and the communities in order to build efficiency among the learners through the development together, can be checked and have morality. It is the model that the community plays a major role.

Background of the Principle of Good Governance

The economic crises that happen at the present affect all sectors in society. It is known generally that one set of the important causes of the plague is the weakness and lack of efficiency of the mechanism on administration at national and organizational levels in both government and private sectors including corruption and wrongdoings in occupational ethics which can be classified as the followings.

1. Lack of mechanism and good criteria that is proper for the administration of society. When the societal mechanism is flawed it cannot grasp the danger affecting the economic and finance systems in timely. When the danger materializes the flawed

mechanism cannot adjust quickly enough and the parts or mechanisms in government cannot cope with the danger.

2. The weakness of backwardness of government group when the academics or Technocrat cannot play important role in studying and presenting policy and thus finding solutions for the flaws that are necessary for the country's administration.

3. The decision-making system and the administration in government and private sectors lack transparency or equity. This deficiency affects the system and causes inefficiency. At the same time inefficiency opens opportunities for corruption and other wrongdoings due to poor occupational ethics.

4. People cannot access accurate information, knowledge, and understanding on the situation of the society through publically available news. They have no chance in participating in decision making and in problem solving.

5. The problem on corruption and wrongdoings in government and private sectors burst widely and further types of vices arise together in process.

If such plagues are not remedied or prevented soon there is chance of revival of economic crises in Thailand. The crises may not take longer time to reappear than it should. Therefore the sustainable problem solving is to get rid of the causes of such problem and to create good governance to administer cities and society through true policies in government, private, and people sectors.

Definition of Good Governance

Some thinkers and academics have defined Good Governance as the followings.

Dr. Prawasee Wasi defined Good Governance as a condition when the state follows correctness or righteousness on three matters which are the followings.

1. Transparency in politics and accountability in government system that is responsible and transparent for society.

2. Transparent business sector that can be held responsible for society.

3. Strong society and free civil society that can check government and business sectors on basis of righteousness.

Good governance is enhancing the level of relationship process and cooperation among parts in society which are the followings.

1. Government sector, social sector and private sector.

2. Institutions in the country.

3. Societal levels in the country, i.e. community, civil society, regions and national level. If they have fulfilled the proper qualification then they can exert pressures for the government to create truly good governance.

Dr. Somjai Phagaphaswiwat gave opinion that generally good governance means administration or governance that has sense of justice.

Dr. Teerayut Bunmee defined good governance as a condition when an interactive relation among government sector, society sector, private sector and general people is taking place. This condition takes place when the state administration runs efficiently with justice and transparency as well as moral consideration.

The Importance of Good Governance

Good governance is the criteria to govern the cities through democracy, justice, good criteria, and development to maintain the city and its society including setting proper organization system and mechanism in the governance. Good governance covers government organizations, state, state administration in regional and local levels, including the Independent Organization, private organization, clubs, groups, associations which are legal entities, private sector and civil society members equally. Therefore good governance is the guideline for making well-managed cities that the society in the country in both government and private sectors can live together in righteousness peacefully.

Principle of Good Governance

Good governance is the principle of good administration because good governance reorients or adjusts the thinking and the state administration methods in Thailand. This should be identified as the country's intention that all sectors in the country participate in thinking, doing, managing, solving, and developing solutions to set the country into security and peace, sustainable development, and advance. The King already reminded that, "We will rule the country with justice for the benefit and happiness of the Thai citizens". The Good Governance is based on righteousness, justice, security, or dhamma-cracy that embraces people or whole society in provinces, districts, sub-district, villages, and communities to participate in administration. The administration at all levels must adjust to the culture in organization in new state sector otherwise government and state system become too hard, inefficient, unjust, and rigidly ruled and regulated. There is also a gap in communication. The state only responds improperly to the needs of majority of people, thus creating conflicts, rude struggle for power, and then failures in the government system. The concept about government changes into Governance. All sectors must participate. The government sector must reform the rules, the structure of responsibilities, and the working process of the mechanisms for administration to be able to administer resources in the society transparently, honestly, justly, effectively efficiently, and capably to offer state service with quality to the people. The state apparatus must change attitudes, values and the working methods of government officials to work in a people-centered system with people and private sectors smoothly in friendly manner. The private sector must reform and identify rules in organization of the private business centers, i.e. companies, public companies (limited), to work transparently, honestly, justly, and responsibly to customers, shareholders, and society. This reform includes a monitoring system to check the service to have the standards equal to international level and to work together with government sector and people sector smoothly in friendly manner and reciprocal trust. The people sector must be aware starting from individuals to civil society members on the rights, duties, and responsibility to themselves and public both in social economic and politics. Awareness can become force of the country with quality where people and government have knowledge and understanding about the principle of constructing the administration of city through good society or good governance and maintain this quality.

Components of Good Governance

Good Governance has six components as the followings.

1. Rule of Law is a law-based ruling and regulating which is up to date and just. Rule of Law is accepted by most societies, and their members are willing to follow it through equally with justice. In summary the establishment of the governance under law is not just furnished following authority or brute power of individuals.

2. Principle of Morality is holding and believing in the righteousness and goodness to create good values for practitioners in the organization or the members of society to practice such values like honesty, devotion, patience, diligence, disciplines, etc.

3. Transparency is making Thai society to be open society through flow of information that is direct and verifiable. In addition, there should be improvement in the system and the mechanism in working mechanism for transparency and openness to the information, and thus people can access information conveniently. This improvement includes auditing or monitoring of system to efficiently check and evaluate its working. Evaluation will create trust among all parties and help the work of the government and private sectors to get rid of corruption.

4. Participation is making a Thai society a place where people participate to propose their ideas in decision-making for society. Participation opens opportunity for people to offer opinions, public investigation, public hearing, showing consensus, and protesting against trade protection/monopoly, or getting rid of bullying in public sector. This opportunity will create harmony and cooperation between government and private sectors.

5. Responsibility. The administrator and government team, politicians, and permanent government officers must implement their own responsibilities in providing service for service receivers. These public officials must facilitate and hold responsibility for flaws in their duties and therefore ready to improve immediately.

6. Maximization of resources. The administrator must be aware of limited resources. Therefore the administration needs to respect the maximization principle. It is necessary to set honest intention to the service receivers for the people in general.

In summary, Good Governance is the administration system that aims for righteousness and justice, transparency, efficiency, worthiness, and responsibility for the society that all sectors must participate.

Indicators and Development of Indicators

Indicators mean variables or components that have values to reveal the quality or quantity of the implementation system in certain part in certain time. It is the information that can tell the situation in certain qualification when the variables or the facts can be correlated to each other. This correlation will create values that can reflect the holistic situation under study.

The five qualifications of indicators according to Johnstone (1981) are given below.

1. Indicators can give information about things or conditions under study. Indicators that are used in social science may provide accuracy about the information but it is not necessary that they will be correct and accurate.

2. Indicators are different from variables. Indicators may be produced from combination of many variables together that are correlated to one another together to show the whole picture of things or conditions under study. But variables give information on things or conditions under study in narrowly one aspect because it has unique qualification, e.g. ratio of teachers against student.

3. Indicators must identify quantity. Indicators must show the conditions in figures for quantification. In integrating the meanings or values of indicators, they must be compared with pre-identified criteria. Therefore the building of indicators must use identification the definitions and criteria of indicators clearly.

4. Indicators will have temporary values. Indicators have values at certain or short period of time. When time changes the values of indicators can also change.

5. Indicator is the basic unit for development of theories.

Types of Indicators

The constructed indicators at present can be classified into eight kinds as the followings.

1. Classification of indicator types based on system theory

Indicators based on system theory are divided further into four types, which are Input Indicators, Process Indicators, Output Indicators, and Outcome and Impact Indicators that occur in the system.

2. Classification of indicator types based on definition of indicators.

In constructing and developing indicators there must be definition of indicators. Academics classify indicators into two types based on the different definitions which are Subjective Indicators that is used in case the academic have insufficient knowledge about the subject or used in case the situation permits only loose definition of indicators for certain topics. The definition through subjective indicator is something that academics must take precaution. The second type indicator is the Objective Indicators. This type has a clear definition and need not much precaution to use. This type of indicators is used in evaluation, follow up, or comparison of systems between countries.

3. Classification of types based on construction methods and development of indicators. Indicators that are classified based on the methods of construction and development of indicators are classified into three types which are Representative Indicators, Disaggregative Indicators, and Composite Indicators. The Representative Indicators are constructed from one single variable to be representative of other variables that can tell qualification or quantity of the condition of the studied object. Disaggregative Indicator is the multiple or many indicators in a set of indicators. Each indicator is dependent to the other and indicative of qualification or quantity of the condition of the study on certain aspect. To indicate the holistic condition it requires all sub-indicators together under the whole set and all indicators. Composite Indicator is indicator that comes from combining many sub-indicators together by giving importance based on the fact. This type of indicator gives more valuable, reliable, and valid information than the previous types of indicators. Therefore it is very useful for making plan, monitoring and evaluating of implementation, and is therefore widely used at present.

4. Classification of indicator typology based on sub-indicators that are constructed for constructing holistic indicators.

Sub-indicators that are constructed into a set of total indicators have different qualification that is divided into many types according to criteria for division. Therefore making typology of indicators can be done many ways based on the type of sub-indicators which classify the type into three methods. The first method is typology of indicators based on the level of measurement, which is composed of Nominal Indicators, Ordinal Indicators, Interval Indicators, and Ratio Indicators. The total indicators constructed from sub-indicators will have the level of measurement based on variables. The indicators that are widely used are interval indicators, ratio indicators, and ordinal indicators. Second classification of types of indicators is based on type of variable.

The classification is made into two types which are Stock Indicators and Flows Indicators. The stock indicators tell dynamic condition in the production system at certain time. The third method is classification type based on statistical qualification of indicators. This method classifies into two types which are Distribute Indicators and Non-distribute Indicators. The distributive indicators are made from indicators that have statistical values to tell the qualification of distribution of the data, namely Coefficient of Variation and Gini's Coefficient. The non-distribute indicators are made from the quantitative indicators or the statistical values that have central scores such as Means and Median.

5. Classification of Type based on Qualification Values of Indicators

Indicators are classified based on the qualification of indicator values that is constructed into two types, which are Absolute Indicators whose indicators value can represent the real quantity and have its own meaning and Relative or Ratio Indicators whose indicators are quantities that still need interpretation for their meanings through comparison with other values. The absolute indicators are used for making comparison only in certain systems that are equal in size or in potential; but if the systems have different sizes and potentials the relative or ratio indicators will be used instead.

6. Classification of types based on comparison standards for interpreting the meaning.

In constructing the indicators there must be definitions, criteria, and interpretation of meanings. The indicators that are classified based on the standard for comparison are usually used to interpret the meanings of the values they represent. This type of indicators can be classified into three types. The first type is the Non-referenced Indicator which is indicator that can be interpreted for meanings when compared to the whole group of indicators. The second is the Criterion-referenced Indicators which are indicators whose interpretation for meaning is through comparison to the identified criteria. The third type is Self-referenced Indicators that can be interpreted for meaning after comparison only to the original conditions at certain times or at different periods of time. The indicators can tell the changes or level of development.

7. Classification of type of indicators based on the use of indicators

In the administration and development of implementation in production system especially in planning, monitoring, and evaluating the implementation results, the academics use the indicators to describe the condition of the system and make use

of them for predicting the future situation. Therefore the classification of indicator is based on its use and can be classified into two which are Expressive Indicators and Predictive Indicators.

       8. Classification of indicators based on contents or subjects.

       Indicators are important in administration as well as in scientific fields. When classified, indicators are based on subjects or the learning contents and can be divided into several types such as Education Indicators, Social Indicators, Quality of life Indicators, Development Indicators, Poverty Indicators, and Non-formal education Indicators. There is rule for classification of indicators based on the contents. This classification is depended on the interests and objectives in developing the indicators.

The Process of Indicator Development
Step 1: Statement of Purposes

       The first step to develop indicators is stating purposes to develop indicators. The researcher must identify in advance what is the use for developed indicators, on what topics, and how. The objectives in developing indicators are to develop and test the quality of developed indicators that each indicator can be used usefully on three aspects which are to describe the condition of the system, to show the trend of changes of the system, and to make comparison of the system to the criteria including making comparison among systems. The use of the three kinds indicators have main objective for administration development and research on five aspects, which are (1) on identification of policy and objective, (2) on supervision and evaluation of system, (3) on making chronological order and classifying the types of system including research to study relationship between one system and another one, (4) on responsibility with mission and quality assurance in operation unit, and (5) on identifying the target that can be checked (benchmarked) based on the concept of principle of new evaluation.

       The developed indicators used for different benefits have different qualifications. For example, indicators for evaluation of development plan should be the self-reference indicators that provide information that is unique to the target of development plan. The developed indicators for classification of the system in many countries should be the non-reference indicators for their universal neutrality that can be used and compared to one another. Therefore research plans to develop indicators for the researcher to identify objectives to develop indicators clearly to use necessary purposes and benefits for the implementation. The identification of objectives for developing indicators clearly will result in getting high quality and useful indicators.

Step 2: Definition of Indicators

       After identification of objectives for developing indicators, the important thing in developing indicators is to identify the definition of the developed indicators. The definition of identified indicator will lead to the methods used for the next step of the process for developing indicators. In the step of making definition of indicators is not only to identify definition but also identifying the individual indicator, i.e. what sub-variables it is composed of and how combination of sub-variables looks like (Burstein, Oakes and Guiton, 1992). These authors divided definitions of indicators

into two parts, i.e. identification of conceptual framework or Conceptualization and Conceptual Model.

The conceptualization part of definition is giving definition of qualification of the things that need to indicate in form of model or Conceptual Model of the things that need to indicate. How many dimensions the sub-component has, what concepts each dimension consists of, and what concept each dimension is composed of? The next part will be the constructing and scaling. This definition identifies definition of sub-variables based on the conceptual model and identifies the method to combine sub-variables into indicators.

From the definition of such indicators, the researcher gets the Structural Relationship Model of indicators which is structure that explains what sub-components indicators are composed of, and what are the relations of the sub-variables with the developed indicators. And how important are these sub-variables to the indicators. Therefore identification of definition of indicators is composed of three steps of identification (Burstein, Oakes and Guiton, 1992; Johnstone, 1981). First, the researcher identifies components or sub-variables (Components Variables) of indicators. The researcher relies on knowledge theory and experience in studying component variables that are Related and Relevant to indicators and makes decision to select Component Variables that how many component variables needed and what type used in developing indicators. Second, the researcher identifies Combination Method and component variables. The researcher studies and makes decision to select the total combining method for component variables to get a developed set of indicators. Generally it can be done in three ways: first combining component variables with addition, second combination with multiplication, and third giving weight by combining component variables into variables. The researcher must give weight or importance of each of component variables in order to construct the developed indicators. The researcher may identify component variables to have weight equally or differently. The identification of details of three types of giving definition for indicators can be done in three ways. Each method has appropriateness to different situations as the followings (Burstein, Oakes and Guiton 1992, Johnstone 1981).

1. Development of Indicators through Pragmatic Definition.

Pragmatic definition is used in case that there is gathering of information about component variables that are related to indicators. The case has a database and the construction of variables from component variables. The researcher will only use the judgment to select the variables from existing database, develop the indicators through the method of combining component variables, and identify the weight or importance of component variables. This type of identification of definition of indicators is based on making decision and experience of the researcher. Definitions can be biased since no reference to theory or checking of relationship between variables is available. The pragmatic definition is the weakest compared to other definition; it is not the popular one. In case there is necessity to use it, the researcher should improve the weakness by checking the relationship among variables or using theoretical framework added with judgment to select variables and then identify the definition.

2. The development of Indicators through Theoretical Definition.

Theoretical definition takes place when a researcher uses a theory to support the decision of the researcher instead of judgment. The definition of indicators through theoretical definition can be done in two ways. First, theories and literature are used as the base to support the identification of component variables, and only then the methods to combine the component variables and to identify the weight of component variables are identified. Some researchers utilize models or formulas in constructing the indicators based on previous thinkers' ideas. Second, one is using theory and research documents as base for support in selecting component variables and methods to combine the component variables. But in the step to identify the weight of each component variable the researcher usually uses expert opinions. This method is used in case nobody has identified the formula or model of indicators.

3. The definition of indicators through Empirical Definition.

Empirical definition is similar to theoretical definition because it is a definition used by a researcher to identify the indicators to be composed and then to identify the model for combining the variables to make the indicators by using theory or research work as the base. But the identification of weight of each of variables to combined together to make indicator need no rely on the theory or concepts but on empirical data analysis. This definition is appropriate and widely used until present.

From the above three methods of identification of indicators, the empirical definition is the most widely used method (Johnstone, 1981). The interesting thing about identification of empirical definition is giving weight on component variables. In reality it is not giving definition from the study of secondary data and theory but it is the research implementation through the use of empirical data. When compared with the method of indentifying the empirical definition, it needs research work to give definition. The so-called Linear Structural Relationship Model or LISREL Model has integrated some methods. In identifying the empirical definition the researcher has two important tasks. First the researcher identifies the relationship structural model. What component variables it consists of in the indicator and how. This method uses theory as the base and become the LISREL Model, a Measurement Model that shows relationship between the component variables which belong to "Observed Variables" and Latent Variables (Nonglak Wiratchai 2002, Joreskog and Sorbom 1989). The second part of task is to identify the weight or importance of the component variables from the empirical data through research. This is the analysis step of the LISREL Model. The researcher must gather data such as component variables from the developed model. Then the researcher analyzes the value and weight of component variables that will be used for constructing the indicators. This method of analysis is widely used and is called Factor Analysis. This factor analysis can be done in two ways, which are first the Exploratory Factor Analysis. This analysis will be used when the researcher has a theory as a loose base for the model. The second way is the Confirmatory Factor Analysis. The researcher has a theory as the strong base of the model and can test the validity of the model by considering on the correlation between the theoretical model and the data. When the model shows validity then the formula will show the relationship and the weight of importance of the component variable in a construction of the latent variables.

Step 3: Data Collection

The steps of data collection for developing the indicator are (1) the implementation to measure the component variables which it tantamount to constructing the tools for measurement, (2) the trial for use and improvement of the tool, including the check up of the quality of the tool, (3) the identification of population group and the sample size, and (4) visit to the field for trial use, data collection and check the quality of data which is the component variable which will later combined to be indicator.

Step 4: Construction of indicators.

In this step the research creates the Scaling or production of the indicator by bringing the component variables from the data collected to analyze and then to be indicators. This is done by the method of indentifying weight of component variables and then combining the variables based on the definitions of indicators.

Step 5: Quality Check of indicators.

The data analysis to check the quality of developed indicator will cover the quality check of component variables and the developed indicators through tests on the Reliability, Validity, Feasibility, Utility, Appropriateness, and Credibility.

The indicator that has quality will be used as information for administration and the system management. Good indicator should have four qualities (UNESCO 1993, Johnstone 1981, Office of National Education Commission 1987). First, indicators should be up to date, kept up with current situation, and appropriate to time and place. The information from the indicator must be able to tell the status and the trend of changes or impending problem in the future, and the administrators still have time to catch up with problem-solving in timely manner. Second, the indicators should respond to the necessity or purpose of their usage. The constructed indicator is used for identifying policy. It should not have the same qualification as that of the indicators that are made for describing the condition of a system, but there might be some similar component variables. Third, the indicators should have the qualification for measurement which is has reliability, validity, objectivity, and practicality. These qualifications are very important. And the last one is that the indicator must have the Measurement Rules which is neutral, general, and useful to provide the quantitative data that can be compared to others. Comparisons can be made between provinces, regions in any countries, or among some countries.

Step 6: Contextualization and Presentation.

This step is an important step of developing the indicator because it is about Communication between the researcher who is the developer of the indicator and the users of the indicator after its construction and the quality check of the indicators. The researcher must analyze the data to get value of the appropriate indicator to the Context. The analysis can be done in the levels of area, province, district, organization, type of office personnel, or at macro level. Then the researcher reports the value of indicator to the consumers or administrators, planners, researcher, including general academics to know and use of the indicators widely.

Qualification of good indicators is as the followings (Sirichai Kanjanwasee, 2001).

1. Validity. Good indicators must indicate the qualification that needs to be measured validly. The main qualifications are as below.

1.1 Relevance. Good indicator must measure the relevant issue and show relationship or correlated directly to the qualification to measure like GPA (Grade Point Average) that is commonly used to measure university students' learning achievement in general.

1.2 Representativeness. Good indicator can be representative of the quality it measures or covers the main component of the qualification to measure completely like the body temperature that indicates the best about fever on a patient.

2. Reliability. Good indicator should tell the qualification of thing to measure reliably or indicate consistently when the measurement is repeated few times. Reliable indicators should have these following qualifications.

2.1 Objectivity. The indicator must be able to measure the object objectively. The decision about the value of indicator must be depended on the existing condition or the qualification of such thing more than depending on the subjective feeling.

2.2 Minimum Error. The indicator must be able to measure with minimum error. The values must come from the reliable data source.

3. Neutrality. The indicator must be able to indicate in neutral manner or without bias to any side such as no leading emphasis only toward successful qualification or failures.

4. Sensitivity. Good indicator must be able to be sensitive to the qualification that aim to measure and can tell the fluctuation or differences between the analysis units clearly. The indicator must have the measurement and the measurement unit that is very accurate.

5. Practicality. The indicator must be practical to use. This qualification is explained as the followings.

5.1 Availability. Good indicators must be readily available for measurement or convenient for collecting the data. They can gather data through checking, counting, measuring and observing.

5.2 Interpretability. Good indicators should give measurement value with the highest and lowest values that are easy to understand and can create the criteria for quality judgment.

In addition, Suchart Prasith-rathsint (1996) explained about the qualification of good indicators as the followings.

1. Neutrality means no bias in measurement such as the indicator that shows the labor productivity level through measurement through ratio between income amount and wage. When the indicator is used in the organization, the type of production and type of service are no longer neutral. The implementation of the service requires personnel while the operation for the type of productivity measured uses machine more than human labor.

2. Objectivity means the decision about the values of indicator come not from the calculation of the researcher but from the existing or concrete conditions.

3. Sensitivity means the ability of indicators to measure the difference between the analysis units correctly.

4. Meaningfulness and Interpretability mean the measurement value should have the highest and lowest points that are meaningful and easy to understand. For example, the values stand between 0 and 10 or between 0 and 100. If the value of indicator for measurement stands at 60, it can be interpreted a bit higher than the average score (50). But if the measurement value and the indicator have no highest or lowest scores, the scores of 50 and 120 have no meaning.

5. Content Validity. In a study or a development of indicators, there is need to study clearly what the content must be included in that topic. The good indicator must have validity on the contents of the objects to measure.

6. Development Validity. The development of indicator is to bring many variables to combine together either by addition or multiplication. The validity in the development relies on the ability to prove that theories are consistent with empirical facts.

Types of Indicator

Indicator can be classified into eight types as the followings (Nonglak Wiratchai, 2008).

1. Classification based on system theory.

The indicator classified based on the system theory can be divided into three types which are Input Indicators, Process Indicators, and Output Indicators.

2. Classification based on the definition of the indicators.

Construction and development of indicators require definitions of indicators; giving different definitions among academics can be divided into two types which are called Subjective Indicators.

Construction and development of indicator

The method of constructing and developing of indexes or educational indicators is divide into three methods which are the followings (Juajan Jongtityu and Sawaeng Pinmanee 1986 cited by Chokchai Sirinopmanee 1997: 18; Office of National Educational Commission 1990 cited by Sakchuay Petchuay 1998; Watana Langlue 1995: 101-107; Somkiat Tanak 1996: 15; Aimorn Jangsiri Pornpakorn 1999: 12-13; and Johnstone 1981).

1. Constructing the indexes or indicator though the concept of construction and its use.

This type of construction of index or indicator can be divided into two types. First is constructing the indexes or Representative Indicator by selecting the existing variable. The second method is constructing the index or total indicator by bringing a variable to combine with others with the basic principle that these variables have relationship to each other although there is no weighting of value to the index or each of the indicators. The combination of these variables is often identified to use in certain task. There might be biases depending on the person who selects or classifies the variable groups.

2. Constructing indexes or indicators by using theory.

Constructing index or indicator in this type is common among experts. The method is to combine some of variables together through mathematical procedures. Such variables are selected by priority from those with relationship to one another. Then the researcher assigns weight to each of the variables based on the concept or

existing theory and then synthesizes them to be the indicators. This method has some good point because it saves time, reduces expenses, and simplifies data collection. But it has some disadvantages that it explores the opinion of only one group of people.

    3. Constructing indexes or indicators by using empirical data.

        This method is similar to the previous method. But there are differences. The selection to identify the weight may be based on its priority. But this method constructs indexes or indicators relying on the empirical data for identifying the weight. After an analysis of a set of data then the researcher tests the relationship among variables with the data analysis through some statistical methods such as Factor Analysis, Cluster Analysis, Regression, and the Guttman Scale. Then the result of analysis is used to set grouping of variables. This method has an advantage that the data is reliable although it takes longer time and more expenses.

    The construction of indicator has no certain criteria on how or what method to use because there are so many things to consider such as limited time, tight budget, benefits of application, and proper types of variable that will be used for identifying the indexes or indicators. Sometimes the method can be mixed; this depends on the appropriateness to specific situation.

    Quality Check of the indicator (Sakchai Petchuay, 1997: 20 - 21)

    One of the important things in developing the indicator is to check the quality of the indicator that will be used. This step consists of two main principles as the followings.

    1. Checking the quality of the indicator through the conceptualization of theory. This step is very important because since the development of indicators cannot start from weak theories or conceptualization. No matter how good the methods or how good the statistical methods are, the result from the development will gradually show a lack of quality.

    2. Checking with statistical methods. This step is less important compared to the first step because this step brings the derived data to support the quality of the indicators.

    After the quality check of indicator as above, the researcher can implement to check the quality of indicator in the following steps.

    Step 1: Checking the quality of variables and selection of variables. This step requires a clear conceptualization of theory which can cover the variable measurement and representativeness of variables, correctness operation definition, and consistency to the target of using the indicators, the qualification, types and levels of measurement, and construction of model and the presentation of relationship among variables. These things will enhance the quality of information.

    Step 2: Studying and considering the collection method or synthesis of variable in different methods, conditions, and feasibilities that the variables contain qualities that are consistent to the target for application.

    Step 3: Identifying of weight of variables that should be done by the proper method that is appropriate to the nature of variable and target of application.

    In sum, the construction and development of indexes or educational indicators have different methods and objectives, depending on the application of indexes or indicators. In selecting what method to use the researcher must consider many things, namely the qualification of variable that is used as index or indicators, the feasibility

on time and budget, the accessibility to data source, and the difficulties in analysis of the data. The objective for application of indexes or educational indicators is either for the monitoring of educational result, indicating the quality of implementation of educational personnel, indicating the quality of implementation of the school, etc.

Criteria

In the evaluation of curriculum, instruction, project, or performance of department, faculty, or university the important and necessary thing is "criteria" because it can represent the value of factors evaluated. Criteria are needed for making judgment. Evaluation of the criteria that are used for evaluation must be consistent with the things that are evaluated, valid, and freed from biased (Cohen, Swerdlik, and Smith 1992). To set the criteria means to have qualification as required in the development of criteria.

Definitions of Criteria

The word criterion has been defined in many ways. The summary for the definitions is the followings.

The Royal Institute Dictionary (1996) defined criteria as the principle for identification or principle for making judgment for measurement and checking behaviors.

Dictionary of Education the Royal Institute of Thailand 2008: 99) defined criteria as principle or identification standard to evaluate the values of things whether they have the required qualification or not.

Boosri Prommapun (2008: 40) stated that criteria mean things to use as principle for making judgment.

Somwang Pittyanuwat (1981), Chatnapa Promma (1985:16), Suwatjana Leksomboon (1990: 8) Chetha Tiemphet (1981: 71) defined criteria in term of evaluation of the project that criteria are the tools to tell the appropriate condition of things to evaluate or things that are used for making judgment of quality of the results in form of the identification of behavior in acceptable ways.

Suwimon Wongwanit (2001: 75) stated that criteria mean the levels that are used for making judgment or measuring the success of the implementation based on identified criteria.

Siridej Sucheewa (2005: 177) stated that criteria mean the quantity or the lowest quantity that is acceptable in each indicator.

Anek Silpanilamalaya (1987: 6) stated that criteria mean the identification that is used for the quality measurement. It is in form of identification of estimated values of thing if they have value or not, or have more or less value.

Kulchalee Charoenkul (1993: 7) defined the criteria as the level of quality of behavior in implementation and the level of quality of work result.

Sirichai Kanjanawasee (1994: 68) stated that criteria meant the level that is considered to be successful for the implementation (about the result or outcome).

Pasawee Jarittum (1995: 12) defined the word criteria as the identification that is used as the norm for making judgment on quality, behavior, or certain qualification that needs to be measured.

Good (1959) defined the term criteria as the identification for selecting to make decision based on the comparison in terms of quantity and quality.

Cizek (1993) stated that criteria is identification that has boundary to tell the level of behavior in measuring the result of a study based on certain identified objectives.

Trumble et al. 2000: 492) stated that criteria is principle or standard that is used for selecting or making decision on certain things.

Qualification of Criteria

Measuring and evaluating things require criteria because a set of criteria is identification of norms for making judgment on quality; especially the criteria is just like the guideline that is used to evaluate or to indicate the quality.

Qualification of Criteria for Good Evaluation

1. Challenging.
2. Flexible to the changing situation.
3. Get acceptance from relevant sectors.

Types of Construction of Criteria for Scoring

The identification of scoring criteria is done through two types of identification as the followings.

1. Identification of Holistic Rubrics is identification of broad criteria which are not divided on scoring based on each component variables.

2. Identification of Analytic Rubrics is the identification of criteria through division of scores based on each sub-component and the drawing of conclusion to set total scores. From the definitions of criteria mentioned, criteria means the things for comparison for result or identification that is used for making judgment, or the level of quality, or the success of the implementation of indicators.

Related Review of Literature on Development of Indicators

Nonglak Wiratchai (2002) studied the development of indicators for quality evaluation for administration and the management in the Office of Educational Service Area. The objective is to develop and check the appropriateness of indicators for evaluating the quality of administration and educational management in the Office of Educational Service Area. The research implementation is done in the following steps. First is the identification of the research objectives and questions. Second is the study over secondary data related to research to study the method that is commonly used for the development of indicators, over background of the Office of Educational Service Area, and on introduction of basic concept of evaluation. Third is the identification of the frame from developing indicators for evaluating the quality of administration and educational management in the Office of Educational Service Area. Fourth is the study on secondary data from the four sources to construct a set of indicators for evaluating quality of administration and educational management in the Office of Educational Service Area. Fifth is the drawing of conclusions on constructing indicators for evaluating the quality of administration and educational management and the reporting through the school board for checking and certifying the developed indicators in the research report. For the data collection and analysis of data the researcher did the followings: (1) making inquiries/seeking documents, (2) studying the preliminary study of secondary data for analysis, discussing the quality

of documents, and selecting 100 copies of secondary data that have high reliability, (3) reading over selection to record the contents on the characteristics of qualification of the Office of Educational Service Area then summarizing the contents to improve the indicator frame for evaluation, (4) making category of contents based on the indicator frame, (5) analyzing and synthesizing the contents from the documents by interpreting the meanings among the contents from different documents to check consistency, contrasts and reasons to set indicators, (6) setting indicators for evaluation based on identified indicator frame, (7) checking the appropriateness of indicators and seeking agreed/certified indicators by three experts from the Office of Educational Reform. The findings show that they get the set of indicators, which are on the achievement of students and on contents and implementation result. There are seven indicators. On the teaching implementation there are 8 indicators, and on the implementation of school administrator there are 9 indicators. On the implementation of administrator and the school board in the Office of Educational Service Area there are 8 sub-issues and 45 indicators.

Nittaya Sumretphol (2004) developed indicators for education management for life-long learning. She has objective for developing indicators that promote life-long learning in the area of higher education. There were three research steps. Part 1 identifies component and indicators for educational management for life-long learning through the study of literature and interviews with experts to identify components and indicators). Part 2 develops indicators for the educational management for life-long learning through the theoretical definition method to allow the experts to identify the weight. The researcher selected indicators that are consistent to the evaluation of experts. Part 3 checks the quality of the constructed indicators based on the theory on the feasibility for application with the empirical data from the professor in Rajamangala University of Technology through the Confirmatory Factors Analysis to check the consistency of the structure model. The findings showed that the indicators for educational management to promote life-long learning are composed of 15 components and 100 indicators which are on Input Factor (4 components, 27 indicators), on Process (5 components, 34 indicators), on Outcome or Productivity (4 components, 23 indicators), on Giving Opportunities for Life-long Learning (2 components, 20 indicators).

Thaweesil Koolnapadol (2004) studied the development of indicators for good administration in Rajabhat University. The objective is to develop indicators for good administration in Rajabhat University through the test of correlation of a structure model. The indicators for good administration in Rajabhat University are set with empirical data and tests for reliability of indicators for good administrators. The implementation is done in four steps. Step 1 is the study over components related to the good administration through the analysis of secondary data and discussion with expert team. Step 2 is the test for correlation of the structure model on the indicators for good administration and the empirical data using analysis of Linear Structural Relationship Model (LISREL). Step 3 is the check over the reliability with the Criterion- related Validity of indicator of good administration through setting of indicators to construct evaluation form and presenting to professors, administrators and council committee of Rajbhat University for opinion. Step 4 is the making of manual for application of indicators for good administration in Rajabhat University through fixation of indicators to settle in the manual. The findings show that the good

administration has five components which are autonomy, academic autonomy, participation, accountability, and transparency in administration. All five components have 95 indicators. The component that weights the most is the component on accountability for the administration.

Suthirat Konkan (2004) developed indicators for quality of the State Institutions of Higher Education. The objectives of research are to develop indicators of quality of State Institutions of Higher Education, to check the reliability of the model, to bring the indicators for identifying criteria, to construct tools for monitoring, and to follow up with evaluation on the implementation of the state institutions of higher education through the technique of Delphi, the Confirmatory Factors Analysis, and other analysis. The methods for research implementation are as the followings.

First the researcher studies the concepts for developing indicators from related literature and summarizes them to develop indicators for quality of the State Institutions of Higher Education. Second the researcher studies the data on making monitoring system and evaluation of implementation in the State Institutions of Higher Education to bring the data as the whole picture of the target for success of the institution on six aspects. Third, the researcher creates an interview forms for experts following the framework of developed indicators to the check of reliability from the experts. Fourth, the researcher gathers opinions from 21 experts in interviews to bring derived data to construct questionnaire in data collection further. Fifth, the researcher collects data on the opinion of 18 experts through Delphi technique in order to select indicators and then to apply them by using Median and Quartile Range and other criteria for selection. Sixth, the researcher brings the indicators that passed the criteria to construct the questionnaire for collecting data from administrators of State Institutions of Higher Education and brings the results to analyses with Confirmatory Factors Analysis to seek for Reliability with the LISREL Model. Seventh, the researcher asks opinion of the Quality Assurance Section from Monitoring and Evaluation of Implementation of the State Institutions of Higher Education toward the components and indicators by using the monitor and evaluation form from the implementation of the State Institutions of Higher Education. The findings show that indicators of quality for the State Institutions of Higher Education are 7 components with 16 indicators. The reliability test on the model shows that it has a high reliability. The result of bringing indicators to develop the monitoring and evaluation form for the implementation of State Institutions of Higher Education shows that more than 50 percent of respondents agree that institutions should play roles and participate in the development of system on monitoring and evaluation of implementation.

Surapong Uasiripornrit (2004) developed total indicators for being a "learning organization" of the basic education school in the Southern Thailand. The objective is to develop total indicators for being learning organization of basic school there and to test correlation of the structural model of the learning organization in the basic schools with empirical data. There are three research steps. Step 1 creates and develops a theoretical model of being learning organization in basic education schools. The secondary data are synthesized to get 5 main components, 13 sub-components, 62 indicators. Step 2 creates and develops tools for the research, which are the questionnaires with five-rating scale tested for content validity, Discriminating powers and reliability of items. Step 3 brings the questionnaires to use with sample

group who are administrators, deputy of administrators, teachers in basic schools in Southern Thailand. Analysis of data is done with Confirmatory Factors Analysis by using LISREL Program. The findings show that the variables that are main components have influence to being learning organization in the basic education schools in Southern Thailand. There are five main components which are organization, leadership, learning, knowledge management, and technology and there are 13 sub-components and 62 indicators for being learning organization. The results of checking the Construct Validity of the model show correlations through empirical data with statistical significance.
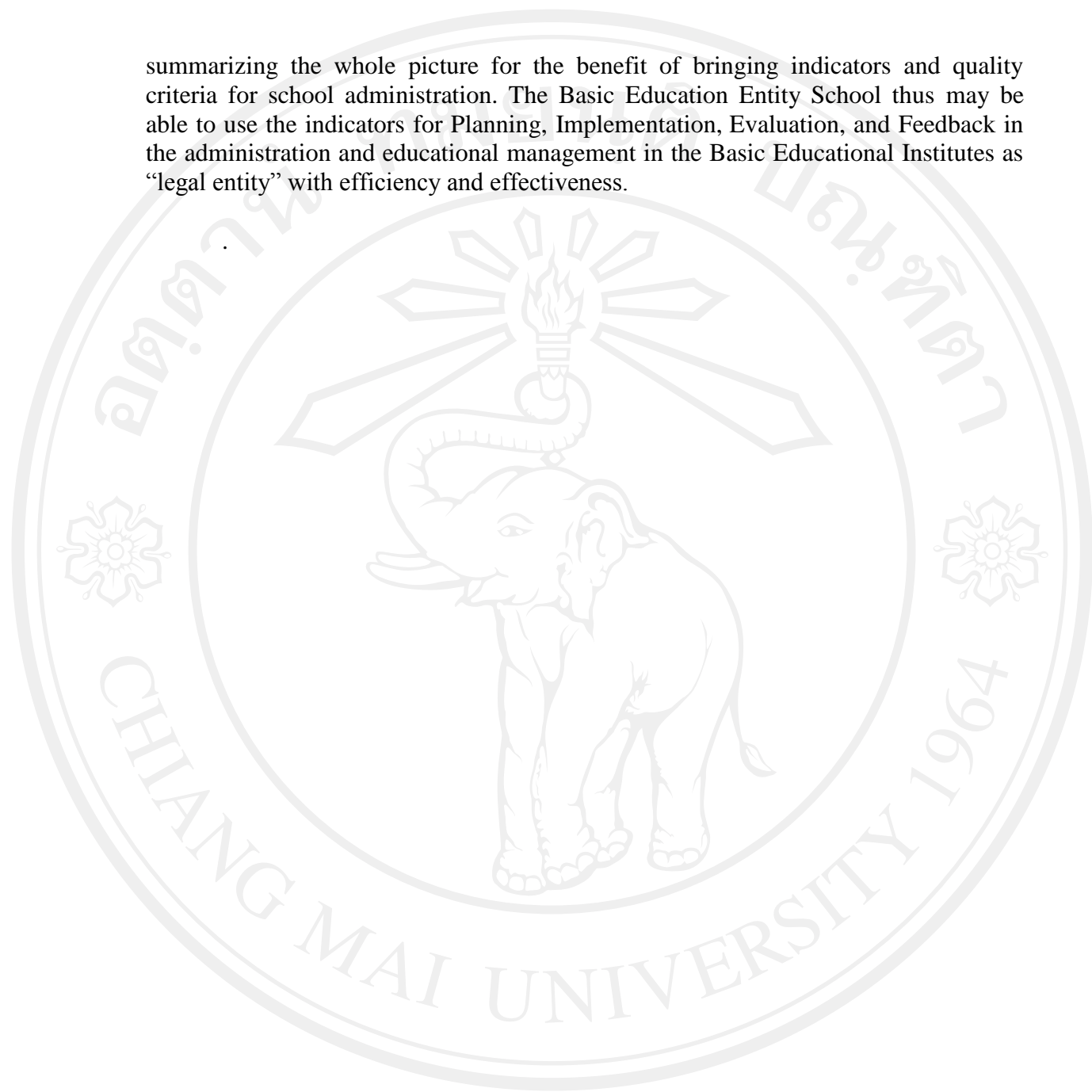
Poj Charoensantia (2007) developed indexes for the quality of working life of government teachers in the Northeast of Thailand. The finding showed that the quality of working life of government teachers n the Northeast is composed of 15 components and 63 indicators, i.e. first component (principle to find compensation) with seven indicators, second component (compensation in form of money directly and indirectly) with three indicators, and third component (compensation not in from of money but satisfaction) with fourth indicator. Fourth, seventh, eighth and ninth components (related to administration and administrators) has six, five, two, and three indicators respectively. Eleventh and twelfth components (related to development process and the training for government teacher) have six and four indicators respectively. The evaluation (13th, 14th components) has three and five indicators. The 15th component on climate and good condition in work has three indicators

Pairat Mareechot (2008) develops indicators for educational management based on the statement of Princess Sirindhorn with the purpose to develop indicators for educational management based on the method of Princess Sirindhorn through the use of synthesis methods. The lecture and the project research finding show that the indicator for educational management based on the statement of Princess Sirindhorn has 5 components, 14 subcomponents, and 76 indicators. The critical component of curriculum is flexibility to adjust to the geographic conditions society of the local, which has seven indicators. The component of the learning activity arrangement, which is arranging the integrated learning activities, is consistency with the local condition through respect to some indicators.

There are six indicators for proper development of learner's skills. Four indicators point for using media and learning sources. Four indicators mention promotion of life-long learning promotion. The main component of teacher qualification or quality of teachers is knowledge. There are six indicators to identify knowledgeable teachers and 12 indicators to identify teachers who are models of morality and ethics. The components of the learner's qualification are strength and healthy sanitation (three indicators) and skillful for living (six indicators). The components of administration are participation (six indicators), self-reliance (six indicators) and monitoring and evaluation (four indicators).

For development of indicators and criteria for quality measurement in the administration of the Basic Education Entity School, the researcher develops indicators through integrated methods of the concepts of construction of indicators through Theoretical Definition, Empirical Definition through the use of opinion of experts or knowledgeable persons, the exploratory factors analysis, and statistical methods on Exploratory Factor Analysis. The construction of criteria for scoring is based on the Analytic Rubrics methods by assigning a score on each of indicators and

summarizing the whole picture for the benefit of bringing indicators and quality criteria for school administration. The Basic Education Entity School thus may be able to use the indicators for Planning, Implementation, Evaluation, and Feedback in the administration and educational management in the Basic Educational Institutes as "legal entity" with efficiency and effectiveness.

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