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**CONDITIONS FOR EFFECTIVE DECENTRALIZED
GOVERNANCE: THE CASE OF SURATTHANI PROVINCIAL
ADMINISTRATIVE ORGANIZATION**



**DOCTOR OF PHILOSOPHY
UNIVERSITI UTARA MALAYSIA
2016**

**CONDITIONS FOR EFFECTIVE DECENTRALIZED GOVERNANCE:
THE CASE OF SURATTHANI PROVINCIAL ADMINISTRATIVE
ORGANIZATION**



**A Thesis submitted to the Ghazali Shafie Graduate School of Government
in fulfillment of the requirements for the Doctor of Philosophy
Universiti Utara Malaysia**

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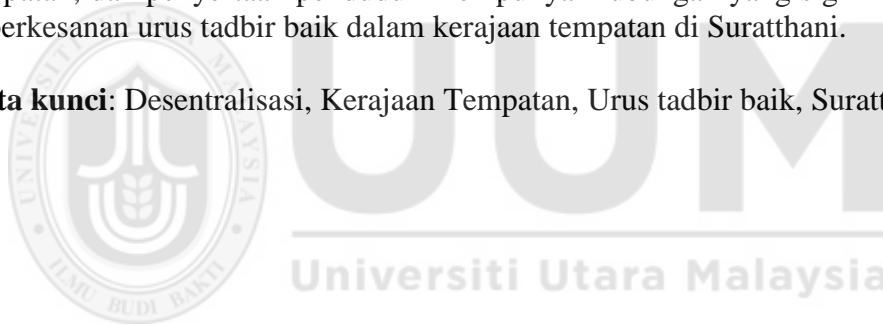
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Abstrak

Tiga isu utama yang dihadapi oleh Wilayah Suratthani ialah pertama, konflik di antara kerajaan pusat dan kerajaan tempatan; kedua, pengaruh ahli politik tempatan dalam pentadbiran kerajaan tempatan, dan ketiga, tahap penyertaan awam yang rendah. Sehubungan dengan itu, kajian ini dilakukan bagi mengkaji sejauh mana ketiga-tiga faktor di atas mempengaruhi urus tadbir baik kerajaan tempatan di Suratthani. Kajian ini menggabungkan kaedah kuantitatif melalui pengedaran borang soal selidik dan kaedah kualitatif dengan mengadakan temu bual. Responden kajian terdiri daripada pegawai kerajaan pusat, pentadbir kerajaan tempatan, ahli-ahli politik, pemimpin masyarakat dan ketua-ketua isi rumah di Suratthani PAO. Ujian-t dan ANOVA digunakan untuk menguji perbezaan antara kumpulan. Analisis korelasi Pearson digunakan untuk menguji perhubungan di antara pemboleh ubah bebas dan pemboleh ubah bersandar. Regresi linear dan analisis regresi hierarki digunakan untuk menguji hipotesis. Hasil dapatan kajian menunjukkan bahawa hubungan di antara kerajaan pusat dan kerajaan tempatan, pengaruh ahli politik tempatan, dan penyertaan penduduk mempunyai hubungan yang signifikan terhadap keberkesanan urus tadbir baik dalam kerajaan tempatan di Suratthani.

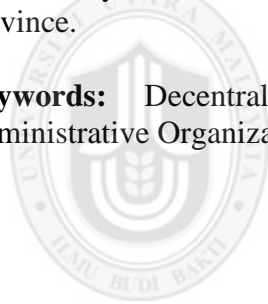
Kata kunci: Desentralisasi, Kerajaan Tempatan, Urus tadbir baik, Suratthani



Abstract

There are three critical issues facing Suratthani province: first, conflict between central and local government; second, influence of local politicians on the affairs of local government; and third, lack of citizen empowerment. This study, therefore, aims to examine the extent to which those three issues influence the decentralized governance in Suratthani PAO. This research integrates both quantitative method through questionnaire survey data and qualitative method through interviews. The respondents for this study consist of officials and staff of central government, the PAO administrators, PAO members, community leaders and household heads. The independent t-test and ANOVA were used to test the differences between groups. Pearson correlation analysis was used to test the relationship between the independent and the dependent variables. Linear regression and hierarchical regression analysis were used as the appropriate statistical tools to test the hypotheses. The results show that the relationship between central government and local government, influence of local politicians, and citizen participation significantly affect the effectiveness of the decentralized governance in Suratthani province.

Keywords: Decentralization, Local Government, Governance, Provincial Administrative Organization, Suratthani



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Glossary of Terms

BMT	Bangkok Metropolitan Administration
DLA	Department of Local Administration
LAO	Local Administrative Organization
MOI	Ministry of Interior
NCD	National Decentralization Committee
PCA	Pattaya City Administration
PAO	Provincial Administrative Organization
SAO	Sub-district Administrative Organization
TAO	Tambon Administrative Organizations



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CHAPTER ONE

INTRODUCTION

1.1 Background

Decentralized governance is an alternative replacement to centralistic government style in developing countries. It has been widely adopted to be one of the main features of governance reform. It is referred to as the systematic and rational dispersal of power, authority and responsibility from the top to the lower levels or from the national to the local governments. While, the central government keeps the powers, authority and responsibility by finance the local governments have to be borne by local authorities. If decentralization is inappropriately designed or introduced without local people participation and credit, it might consequently bring about macroeconomic instability, declining service levels, heightened conflicts, corruption, and collapse of the safety networking (Olsen, 2007).

Moreover, decentralization as a strategy towards democratizing the political system especially the local governments has been an enduring issue in the landscape of public administration practice. The key challenges to decentralization are, to name a few, the balance between responsibilities and resources, accountability and capacity, and incentives provisions for the implementation of decentralization in order to match decentralization arrangements. Nevertheless, decentralization allows the local governments to decide on issue that concerns them directly.

After a long time of democratic movement, decentralization, as a global phenomenon, becomes an increasingly important trend in Southeast Asia.

Specifically, the decentralization movement in Thailand for the past decade is an interesting development in the transformation of local governance in the region into a much more effective public action responding to the needs and aspirations of local constituencies. Thailand has undergone changes of its political system from the absolute to constitutional monarchy since 1932. To this date, 17 constitutions have been enacted while the latest one is the constitution of the Kingdom of Thailand, B.E. 2550 (2007).

Interestingly, characters and problem of the Thai politics are noticeable. While the Thai political system has become more democratic, but most of Thai people cannot participate in the political activities. For example, the Thai politics do not provide more opportunity for people to participate in the process of the political parties. The democratization in Thailand experiences behavioral problems, for example, vote purchasing, and force misuse for self-advantages, debasement and absence of political morals. As a result, the general public and individuals are much more grounded today and more intrigued by political issues.

In Thailand, the Decentralization Act of 1999 (Decentralization Plan and Process Formulation Act, B.E. 2542), is at the threshold of being fully implemented. The above-mentioned changes and problems could lead to a political reform movement in 1990s. At that moment the new Constitution was formulated and became the Constitution of Thailand 1997. This was called the People's Constitution. It is considered as the most important transformation of the democratization in Thailand. Moreover, the Thai politics is expected for more democratic; with providing the

person's participation, rather than confining to the parliament's authority. It means that people can inspect politicians' corruptible behaviors, resulting in promotion of a greater transparency. Those qualified candidates who enter into the politics must show their abilities based on merit and performance.

However, the current government administration system is still a lack of efficient and responsive to the needs of people. This, definitely, affects the ability for efficient provision of services and comparatively advantaged competition with the private sectors. As a result of the developments among private and the public sectors, the administrations of government has been reformed and promoted for people access with reference to equality and efficiency in public services at all administrative offices.

The Thai Government incorporates three levels of administration, which are the central, the regional and the local administrations. The local authorities are totaled 7,951 units. It classified into five forms, which are the “three general forms” and the “two specific forms”. All the “three general forms” locating in provinces of the country. They are Provincial Administrative Organization (PAO; 76 units), Municipality (2,082 units), and Sub-district Administrative Organization (SAO; 5,693 units). In other words, the local administrations are further classified into two tiers; there are the local administrative organization at the provincial levels (PAOs) and the communal levels (municipalities and SAOs). Besides, the two special forms are the Bangkok Metropolitan Administration (BMA) and the City of Pattaya (Suwanmala, 2004).

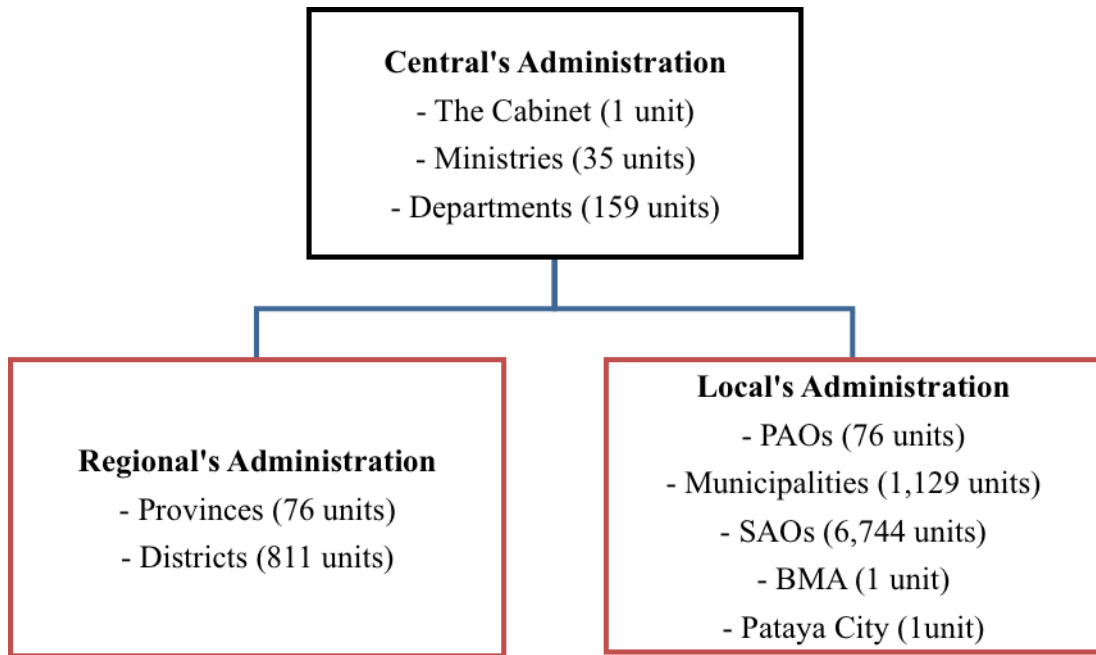


Figure 1.1: The Royal Thai Government's Administration Incorporates Three Levels

Source: Compiled by the author based on data from Suwanmala, Charat. (2004), *Civic Participation in Sub-National Governments in Thailand*. Faculty of Political Science, Chulalongkorn University Bangkok, Thailand.

The recent Constitution of the Kingdom of Thailand B.E. 2550 (2007) attempts to decentralize authority to local administrative organization in self-government and legislation as well. Nevertheless, the mission of the Provincial Administration Organization (PAO) is under the provisions of laws and regulations. First, the Provincial Administration Organization Act B.E. 2540 (1997), Section 45 of the Act, and Amendment Act B.E. 2546 is responsible for the area within the PAO.

Second, the provision of Section 17 of the statutes plans the process of decentralization to local administration organizations Act B.E. 2542 (1999). The

PAO has both authority and duty to provide public services for the local peoples' benefit; third, the provisions of the commission for the decentralization to local government dated 13 August 2003, gives authority as well as duties of the public service system to the PAO based on the following aspects: there are infrastructure, the promotion of the quality of life, the community organization and social order restored; fourth, promotion the plan of investment and commerce and tourism; Fifth, the management of resources and sub-placenta, nature and environment, and Sixth, cultural traditions and local knowledge wisdoms (Office to the Permanent Secretary, 2002).

The provisions of public service by decentralization committees of the Provincial Administrative Organization have imposed the limit for the provision of public service (the 1999 Act on Planning and Steps for Decentralization to Local Government Organization). The huge projects management that is beyond the ability of local government organizations to handle. In these cases the central government which is represented by the various ministries concerned handles it. However, the local government organizations have to participate in these projects according to the limit of the laws and the delegated functions provided by the central governments' representatives. Besides these huge projects, the local government organizations can manage projects that concern their local interests according to their plans. Moreover, the local government organization of one province can manage, more than one projects, if these are overlapping projects together with other provincial administrative organization.

In the local council, the representatives of the Provincial Administrative Organization (PAO) are elected from the local citizens. This reflects the participation of local people in managing, directing, and planning the development plans of their province. Moreover, they can even monitor and check the representative in order to maximize the profits for local people. In fact, there were various works on Thai local government but with different focuses, but there was no direct study on conditions of decentralized governance. For example, the works of Nakaharind Mektrirattana (2003), Somkit Lertpaithun (2007), Bukoree Yeema (2007) and Kovit Puangngam (2005) had focused on Comparative Local Government of foreign countries but there was no discussion in deep the implications and applications derived from those foreign local governments for Thailand especially the conditions for decentralization in the country.

Whereas there are many works that touched on budget management, planning strategies and etcetera, which are parts or parcels of various tasks of local decentralization for example the work of Charas Suwanmala on “Civic Participation Budgeting in Thailand 2004” (Suwanmala, 2004). The works of a prolific author like Anek Laothamatas were also important in exploration of solutions for local government decentralization, his latest work entitled “Praethin, Pleanthan” (Laothamatas, 2009) presented the idea of popular participation “self-rule” in local government administration, since the locals knew better what to do and how to for their own benefits. However, it showed only a mode of decentralization not the conditions of effective decentralized governance.

1.2 Problem Statement

This study seeks to understand the condition for effective decentralized governance with particular focus on the case of the Provincial Administrative Organization (PAO) of Suratthani province. General speaking, Suratthani province is the largest area of the southern provinces of Thailand and the sixth largest province in the country. It is also the political and economic center of the upper southern provinces of Thailand (Suratthani Provincial Governor's Office, 2013).

However, the key issue of the problems of Suratthani province is the issue of quality of life, the security and safety of life and property (Suratthani Provincial Governor's Office, 2013). In addition, a low level of economic development in the province compare with other provinces of Thailand. In regard to household income, They are still many poor households, according to the basic necessities of 1.4 percent (1,657 households). It also faced with problems of the provincial administration, for example, 1) the several aspects of the development of infrastructure, especially the transportation and logistics. 2) The lack of agriculture productivity management, in particular, the rubber plantation where yields are low and productivity is depressed prices. 3) The lack of well natural resources management and environmental management, such as and water pollution, waste and residues in the various communities, including the water scarcity in consumption in some areas (Provincial Executive Integrated Committee, Office of Suratthani Province, 2014).



Figure 1.2: Map of Southern Thailand highlighting Suratthani Province

Source: <https://www.google.co.th/maps/@8.1846472,98.0885774,7z>

When the centralized government has been believed by its opponents as a government failure, decentralized governance as a process of political reform is widely recognized to bring promising benefits for the local people. A lot of claimed benefits of decentralized governance can be found as a way to the exercise of authority in order to ensure responsibilities and resources and broad-based participation to local communities. Scholars also argued that decentralization could help accelerate economic development at the local level. It could increase the financial resources, political accountability and enhance public participation in decentralized governance. It also could provide the flexibility to respond effectively to local needs and demands. Additionally, by taking the decision making process

closer to the local people, it is viewed as a way of improve the efficiency of a government (Cheema and Rondinelli, 2007; Olsen, 2007).

Therefore, much attention and discussions are being given to investigate the conditions for effective decentralized governance. In this study, the researcher will focus on the effective decentralized governance which separate to three distinguishable conditions. The first condition is to look at the relationship between central government and local government. The second condition is attitude of local politician, and the last condition is the people participation. There are as the followings:

First, the central government makes the rules under which local governments operate. Consequently, the power of local interests in the central government has a key bearing on how intergovernmental relationships are enforced and changed. Considering the relationship between the central government and the local government in Thailand, it can be said that, most conflicts are power struggles between the governor of the PAO and the authority of the central administrative organization (Minister of the Interior) that controls regulation of the PAO.

Those authorities were referred to elected members of the PAO council, calling for the PAO Council meeting, and accepting of the resignation of the Chairman of PAO council by the Governor, commanding the members of the PAO council who are deficient and prohibited qualification and who have self-interest in a concession made by the PAO, and proposing of the PAO's regulations and the include of the

budgeting regulation. According to the 1997 Provincial Administrative Organization, the authority of provincial governors was drawn in the article of the central government makes the rules under which local government operate by governor controls regulation of the PAO. Also, it was presented the authority of Minister of the Interior toward the PAO in article 6, 11, 47, 77, 79, and 80. Besides that, it also defines the role of the central government (Minister of Interior) within PAO in article of the central government can use its power through the command of the Minister of the Interior to Director General of Department of local Government. So, the high authorities of central government can supervise all governors of all the PAO (Reonchaidee, 2002).

At the national level, democratic governance has serious problem of how to represent local interests. Besides, the strong centralized government will suffocate the democratization that decentralized governance is intended to achieve. However, giving too much power to a local authority makes it difficult to protect the national interests. According to Thailand, the problem of discretion and mandatory powers, the central government and the provincial governments can interfere or delay in considering general regulations, budget regulations, conclusions, development plans, complaints, applications and consultations of the PAO.

These are mentioned in particular in the Acts of Provincial Administration Organization (PAO) B.E. 2540 (1997), in the articles 54(2) 54(3) and article 55, where it says that in case where there are conflicts on general regulations or non-regulation between the chief and the member of the PAO it has to pass the matter to

the governor to decide. And in the conflicts between the council of PAO and the governor about the regulations in two thirds of the councilors have to reaffirm them in order to get them to be enforced. They have many problems influence to the PAO (Reonchaidee, 2002).

In case of Interior Minister (in the articles 47 and 77), there is mentioned the ministerial regulation with the problem of using the discretion and mandatory power are the Budget Bill B.E. 2541 (1998) and the Development Plan B.E. 2541 (1998). However, the members of all the provincial administration organizations do not agree that the governors have rights to delay the regulations, particularly the annual budgets. But almost all of the provincial administration organizations agree that the development plans of the provincial administration organizations are to be coincided with those of the provinces and the Interior Ministry (Reonchaidee, 2002).

Referring to the central and local conflict, the central government often uses its power to intervene the local. Moreover, the law has authorized two lines of commands, First, the central government uses power through the Minister of Interior (the Provincial Administration Organization Act B. E. 2540, section 54) by commanding the Director General of Department of Local Administration to take responsibility for budget administration and policies were considered important. In this case, the rewards and punishment are the say of the Chief Executive of the PAO. For the second command line, the central government can use its power through the command of the Minister of the Interior to Director General of Department of local Government. So, the high authorities of central government can supervise all

governors of all the PAO. After that, the governors will pass the order to local government (PAO). Due to this fact, the governors serve Minister of Interior; finally, conflicts always arise between the central (provincial governor) and the local government (chief executive of the PAO).

The redundant and overlapping roles of the central government (provincial governor) and Local government (chief executive of the PAO) are the problem of the PAO. The power structure of the central government and local government lacks clarity with reference to the roles of PAO. Provincial governors have the final say in revoking and suspending their subordinates. This leads further to conflicts between the interest groups and the directors of the governor. To suspend the Chief Executive of the PAO is not justified by the law (King Prajadhipok Institute, 2009).

Whereas, the Chief Executive of the PAO is directly elected by the people, resulting in a void or the tension between central government (Governor) and local government (Chief Executive of the PAO), for example the Minister of Interior can order dissolution of Suratthani PAO by the suggestion of the provincial governor (Journal of Suratthani PAO; April, 2011). Therefore, the 2007 Constitution section 281, 282, 283, and the Provincial Administration Organization Act B.E. 2540 (1997), section 54, 55, etc. to local government have authority and central government is regulated only but in fact, the central government tried to interfere with local government through Governor, who represents the central government. This is a serious conflict between central and local government nowadays.

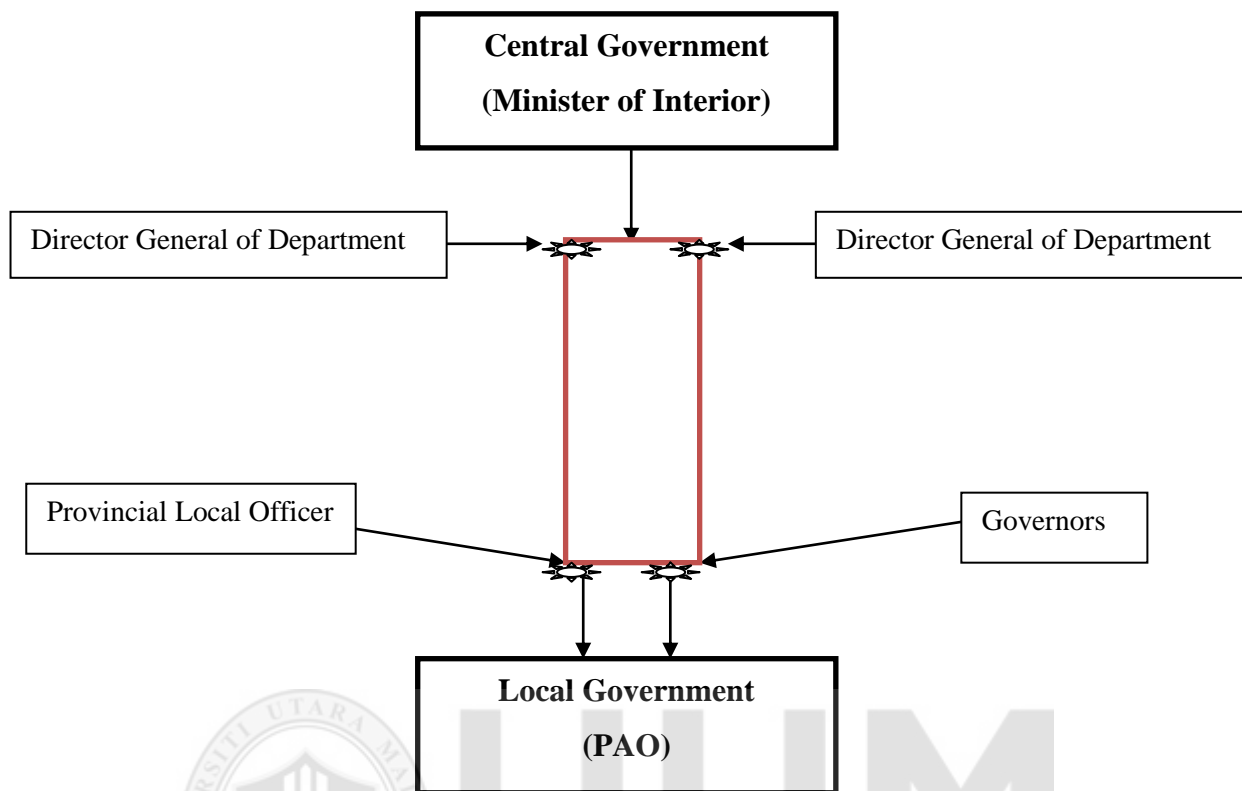


Figure 1.3: Regions Model of the Conflict between Central and Local Government in Thailand

Source: Compiled by the author based on data from the Provincial Administrative Organization Act 2540 (1997), Thailand.

Besides that, Buree and Tuntisunthoen (2010), study on “Budget Autonomy of Local Administrative Organizations”, found that there are provisions of the law, regulations and directives of the Ministry of Interior (MOI) that are applied to the LAO which conflict with the Thai constitution and principles of autonomy in the administration of budget by the LAO. Many of these provisions create problems of lack of clarity in implementation. However, the central government try interfere to money (budget) allocated to local budgets. They have money about 25% as much as 2011 central government approved money to local government 26.14% and 27.27%

in 2012 (King Prajadhipok Institute, 2008; Bureau of the Budget; 2011, 2012). It's not sufficient for the administration of the local government. Besides that, Suratthani PAO Council recently passed a budget provision 720,000,000 bath, on August 15, 2012 (Journal of Suratthani PAO; September, 2012).

Second, in the regard to attitude of local politician, the trends of the national political parties in Thailand continue to support local politics because presently Thai politics draw that the local politics is the base of self-power and they also need to extend their power for the benefits of political parties at the national level (Kohklang, 2009; Thongdee, 2010; Ngohsagul, 1997). The person elected in election has close political ties or political support from local and national politicians. This factor is to build political connections with politicians at the national and local levels. In addition, it is supported by the popularity of the party. This phenomenon was reflected toward the members of the Provincial Administration Organization (PAO) which has been associated with national politics to local politics (Vatthanaporn, 2008).

As a result, the politicians have pushed the national budget for local benefit that exceeds the capacity of local governments. Both sides will have reciprocal benefits on each other, which is a major factor in the political support to the national level (Ngohsagul, 1997). It can be said that a political reason is the most important of administrators to arrange budget. Since, they need to response, maintain, and expand the base of the voters. At least there are at least three reasons why it is in these trends; the first reason is the patronization system or patron-client relation is critical in the process of budgeting for the establishment of a network management system

to foster the local politicians benefit the patronage of a certain base of the voters (Tariyo, 1998). While, Kananurak (2007), has studied on “Local Politician in Suratthani,” she found that local politician in Suratthani have background in local politics by affiliating with Democrat Party, which is very old party and providing a clear policies for the benefits of Suratthani people. The big numbers of friends and cliques have made a comparative advantages and positions in solving problems for people in the area; the second reason is the intervention of the national politics into the local politics and administration. A clear example is the dissolution of the PAO Suratthani in April 2012 cannot pass the draft of budgeting regulation by the councils of Suratthani PAO because of the intervention of national politics. As Mr. Montree Phetkhum, former Chief Executive of the Suratthani PAO, said that, “it is intervened by the one of national party” (Journal of Suratthani PAO, April 2012).

Moreover, national politicians can create a network and dominate local elections and even approach the allocation of budget of the local government for the benefits of their political cliques. So, they will benefit from the process of decentralization and the transfer of human resources and the distribution of funds to local authorities directly (Wongpreedee, 2007). In this regards, national politicians can manipulate their power to influence and to push the projects for their local base, and finally, to spread their influence (Laothamatas, 2000). Consequently, the intervention of the party leader is hidden behind the local administration. That is why many projects are not transparent and are opposed by the public.

Third one is the people participation. Local administration in Thailand is stemmed from the concept of decentralization that allows the local people to participate in the local administrative organizations' processes according to the constitutions including related law and regulations (Chardchawarn, 2004). According to the present constitution of 2007, Directive Principles of State Policies in relation to Public Participation, Section 87 and section 163-165, the state shall pursue directive principles of state policies in consideration of public participation, as follows:

1. To promote public participation in the determination of policies and plans for economic and social development at both national and local levels;
2. To promote and lend support to public participation in political decision-making, the economic planning and social development, and the provision of public services;
3. To promote and lend support to public participation in the scrutiny of the exercise of the State powers at all levels in the form of varying professional organizations or occupational groups or in other forms,
4. to promote political strength of the public, put forth the law establishing a civic fund for political development for assisting the operation of public activities of localities and lend support to the operation of civic groups, forming all forms of networks in order for those groups to be able to express opinions and propose demands of localities in their areas;

5. To promote and provide to the public education on political development and the democratic regime of government with the King as the Head of the State and promote honest and fair voting by the public at any election and other.

Nowadays, although the constitution gives power to the people, in fact, people do not really participate in according to the power given. This is because they have several problems, such as the support of the Government is extremely rare and the politicians do not give priority to political participation of people. As the same time, the government does not give priority to the political participation of the people, because they are afraid of being checked by its people. Nonetheless, as a result, Thai people are politics boredom (Citizens' political participation, n.d.). The liberty and rights and political participation of Thai people are not inclusively protected because it has several problems such as people cannot access to information and have no appropriate and knowledge. At a result, government justified in using the power of administration (Uvanno, 2009).

Looking into studies on the culture of education in Thailand, many studies have shown that the culture of Thailand is not a form of teaching that support, instilled in interests of public in political participation. Most people still have the idea that politics belong to some certain group of people. This idea brings about the lack of enthusiasm among the Thai grassroots to share ideas or to participate in politics (Niyomvech 2011).

At the same time, Local Initiatives Institution of faculty of political science, Chulalongkorn university and UNDP (2013) have concluded that the lack of political participation of people can be occurred by various causes as the followings, people have a negative attitude towards national and local politics, boring, lack of political awareness and understanding of the roles and responsibilities of local government including the elected political representatives.

Most people are preoccupied by everyday life's activities and have no time and interests to participate in political activities with Local Government Organization. Citizens do not understand the role of local government organization and do not expect support from local government organization. As a result misunderstanding and conflicts arise between citizen and local government organization. Citizens do not trust the local government organization because local government organization is not transparent and exploitative. All of the above-said causes have created the vacuum of political participation of the citizens.

Based on the above problem statement, the investigator is able to conclude into three topics; firstly, the relationship between central and local government in Thailand; secondly, the attitude of local politician, and; lastly, people participation. Moreover, all topics as discussed earlier are related to conditions for decentralize governance approaches. Therefore, this is an appropriate solution and situation to study the topic of the condition for effective decentralize governance a case study Suratthani provincial administrative organization (Suratthani PAO) in Thailand.

1.3 Research Questions

In particular, this study seeks to answer the following questions:

1. Why and how does the relationship between central and local governments influence effective decentralized governance in Suratthani PAO?
2. How does attitude of local politician influence effective decentralized governance in Suratthani PAO?
3. How does people participation influence effective decentralized governance in Suratthani PAO?

1.4 Research Objectives

In this study were determined objectives follows;

1. To explore the level of relationship between central and local government in influence effective decentralized governance in Suratthani PAO.
2. To examine the influence of attitude of local politician effective decentralized governance in Suratthani PAO.
3. To examine the level of influence of people participation effective decentralized governance in Suratthani PAO.

1.5 Significance of the Study

The significance of this study consists of theoretical and practical or policy contribution. Firstly, theoretical contribution, due to the fact that there is a lack of empirical evidence conducted on the effective decentralized governance in Thailand.

Moreover there is no single comprehensive study on the relationship between central and local governments, attitude of local politician and peoples' participation. This study tries to fill this gap in extending the body of knowledge in the area of decentralization in Thailand with a particular case study of Suratthani province. This is because most of previous research findings which are practical and useful would be shared among those in power and especially the decision makers in order to maximize the profit for the people and to minimize loss in deciding public policies. Upon completing this study, more be known on conditions for decentralized governance with reference to the relationship between central and local governments, attitude of local politician, and peoples' participation.

Secondly, practical or policy contribution, this study helps to develop strategies for effective implementation of decentralization local governance in Thailand. In order to provide the benefit of effective decentralized governance, practical contributions can help to improve the relationship between central government and local government. It helps to expand the attitude of local politician and peoples' participation in local administration for example; the local people could have taking part in carry out the local government programs. Besides, it also benefits to expand the crisis management of local government problems toward increasing more transparency in organization by adopted good governance principles. Practical and policy contribution later help policy makers decentralized governance strategy to successful and professional implement local development program for local government in Thailand.

1.6 Scope and Limitation of the Study

This study focus on three factors, these include firstly the relationship between central government and local government, secondly attitude of local politician (party leader or politician), and thirdly the people participation. This study also focuses only on Suratthani Province with a particular attention to Suratthani PAO.

1.7 Conceptual Definitions

According to the investigating conditions for effective decentralize governance a case study Suratthani Provincial Administrative Organization (Suratthani PAO) like conflict between local government and central government, territorial party leader and lack of citizen participation in Thailand. Have concluded that the condition for effective decentralize governance can be occurred by various causes as the followings:

Decentralization is defined as the transfer of “authority and responsibility regarding for public service and administrative functions from the central government to subordinate or quasi-independent government organizations or the private sector” (Litvack & Seddon, 1999). For other, decentralization refers to “the systematic and rational dispersal of power, authority and responsibility from the top to the lower levels of governments” (Laothamatas, 2000.) However, this study employs the definition given by Litvack and Seddon as mentioned above.

Relationship between central and local government is defined as the interference of central government into the authority of local government. For other, the central

government has always interfered and controlled bureaucrats who work in the local administrative organization (Laothamatas 2000). Most of conflicts are the power struggling between the governor of the PAO and the authority of the central administrative organization (Minister of the interior) that controls regulation of the PAO.

Attitude of Local Politician means the attitude of the local politicians in Suratthani province who are the representatives of a specific electorate.

People participation means the various characteristics of democratic participation like freedom of expression, right to vote, right to present their will, and others. At the same time, faculty of political science, Chulalongkorn university and UNDP have concluded that the lack of political participation of people can be occurred by various causes as the followings, people have a negative attitude towards national and local politics, boring, lack of political awareness and understanding of the roles and responsibilities of local government including the elected political representatives (Local Initiatives Institution, 2013).

Effective decentralized governance means the positive results of administration of Provincial Administration Organization (PAO) in dealing with particular issues of decentralization. These include consensus in decision making, increased efficiency, people participation in voting, policy formulation, following up, checking and assessment of successful projects both in quantity and quality (Local Initiatives Institution, 2013; Laothamatas, 2000).

1.8 Operational Definition

The following operational definitions are the main concerns in this study.

Relationship between Central and Local government is defined as the central government (including the cabinet, minister of interior, director General of departments and governors as shown in power structure of PAO diagram 2) who use authoritative power and pressure to intervene local politicians concerning local government policies and implementations, these include money, man, material, and management (Laothamatas,2000).

Attitude of Local Politician means politicians, election canvassers, bureaucrats who use their power and influence in the local government by pushing or holding back various projects concerned to whether self-interests or public interest (Kohklang, 2009; Thongdee, 2010; Ngohsagul, 1997).

People participation is defined as the peoples who have an attitude towards politics at the national and local levels, such as political awareness and understanding of the roles and responsibilities of oneself, of local government including the elected political representatives. This includes involvement in political activities like voting, public hearing, and et cetera. These are due to their education and poverty (Local Initiatives Institution, 2013).

Effective governance means the positive results of administration of PAO in Suratthani in dealing with particular issues of decentralization. These focus on

consensus in decision making, increased efficiency, citizen participation such as participation in voting, including sreak responsiveness and greater accountability of local administration of PAO in Suratthani.



1.9 Operationalization of Concept

Table 1.1: *Operationalization of Concept*

Variables	Dimensions
Relationship between central and local government(IV1) Reonchaidee, Laothamtas	1. Local autonomy 2. Fiscal autonomy 3. Appointment of personnel
Attitude of local politician (IV2) Kohklang, Kriathai,Changrien, Katama, Wongtanawasu	1. Acquiring power 2. Patronization system 3. Intervention of national party leader
People participation (IV3) Arnstein, Yeema,Ngohsagul,Lapchit, Preyapun, Thanomsuk	1. Participation initiatives 2. Citizens' motivated to participate 3. Local authority involvement
Effective decentralized governance (DV) Sofo, Colapinto, Sofo, Ammirato, Salvatore, Hartnett, Barankay , Lockwood, Matson , McFarlane	1.Consensus decision making 2.Increased efficiency 3. Increased transparency 4. More responsiveness

1.10 Conceptual Framework

As mention above, the researcher is able to draw the conceptual framework of this study as shown in figure:

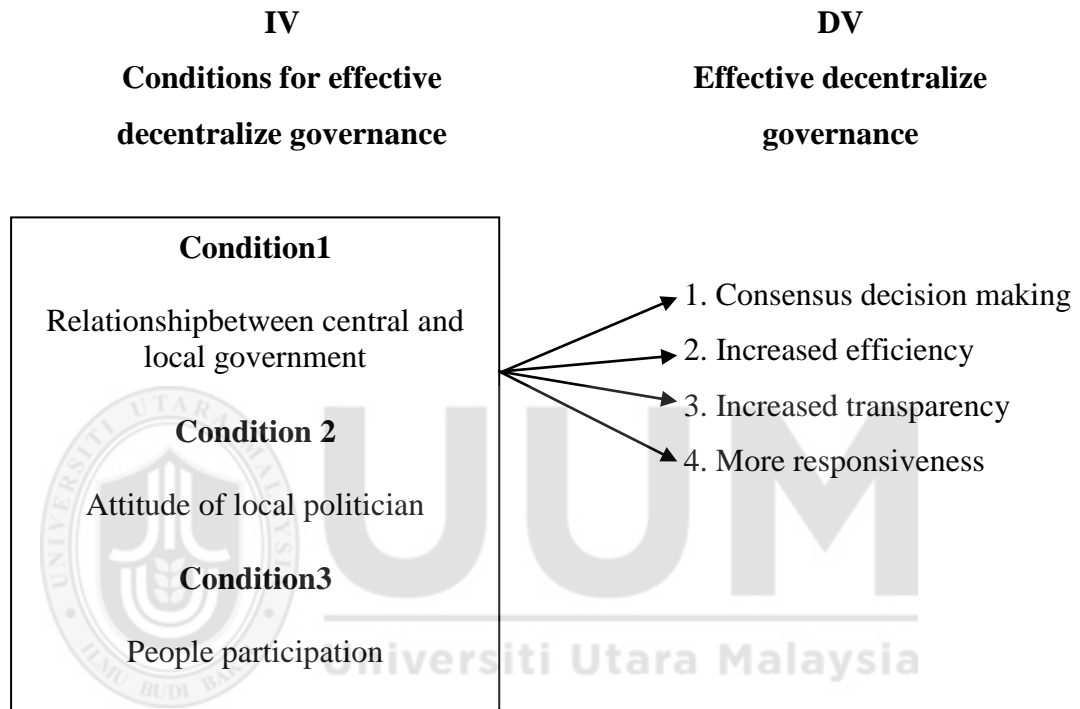


Figure 1.4: The Conceptual Framework

The validated instruments tested the conceptual framework of causality between conditions for effective decentralize governance and the perception of effective decentralize governance in Province Administrative Organization (PAO). In this study conditions for effective decentralize governance is considered the major independent variable (IVs) whereas the dependent variable (DV) is effective decentralize governance.

1.11 Hypotheses

Base on the above conceptual framework, there is positive relationships between conditions of effective decentralize governance and effective decentralize governance. These relationships are translated to tentative statements. These statements are formulated into hypotheses. Thus:

(1) There exist positive relationships between conditions of effective decentralize governance namely: the relationship between central and local government, attitude of local politician, people participation and effective decentralize governance namely: the consensus decision making.

1. H1 the conditions for effective decentralize governance influence the consensus decision making.

(2) There exist positive relationships between conditions of effective decentralize governance namely: the relationship between central and local government, attitude of local politician, people participation and effective decentralize governance namely: increased efficiency.

2. H2 the conditions for effective decentralize governance influence the increased efficiency.

(3) There exist positive relationships between conditions of effective decentralize governance namely: the relationship between central and local government, attitude

of local politician, people participation and effective decentralize governance namely: increased transparency.

3. H3 the conditions for effective decentralize governance influence the increased transparency.

(3) There exist positive relationships between conditions of effective decentralize governance namely: the relationship between central and local government, attitude of local politician, people participation and effective decentralize governance namely: more responsiveness.

4. H4 the conditions for effective decentralize governance influence more responsiveness.

1.12 Limitations of Study

This study has its limitation in terms of its case that focuses only the conditions of effective decentralized governance of Provincial Administration Organization of Suratthani (Suratthani PAO). The Suratthani province is the largest area of the southern Thailand. It is also main political and economic center of the upper southern provinces of Thailand. But the key issue of the problems of provincial administration still exists, for example; the development of infrastructure, the lack of agriculture productivity management, and the lack of well natural resources management and environmental management. Consequently the effective decentralized administration is important to resolve the problems of provincial

administration. The decentralization is a matter of resolving the local problems and the country development. It is also the foundation of democratization at national level as well.

1.13 Organization of Study

This thesis is organized as follows. This first chapter provides a general approach to the subject of this thesis. Then, the second chapter presents the background of Thai local government. The third chapter provides literature review. It presents a conceptual framework of decentralization and decentralized governance and relevant theories. This framework then helps to analyze the conditions for effective decentralized governance in the case study. Subsequently, the fourth chapter elaborates the research methodology of this thesis. The fifth chapter is used to elaborate a data analysis. The last chapter, the sixth chapter, serves as conclusion of the discussion on this study.

1.14 Chapter Summary

In summary, this chapter provided an introduction of study. It starts with the background, statement of the study. Then it provides the research questions, research objectives, significant of the study, scope and limitation of the study, conceptual definition, operational definition, operationalization of concept, and conceptual framework. This chapter also provides the hypothesis, limitation of the study and organization of the study.

CHAPTER TWO

BACKGROUND OF THAI LOCAL GOVERNMENT

2.1 Introduction

This chapter is divided in to four parts. First, the development of Thai local government and administration. Second, the current Thai local government. Thirdly, the central government and local administration. Fourth, the overview of Suratthani Provincial Administration Organization (Suratthani PAO). And last, the chapter summary.

2.2 Development of Thai Local Government and Administration

The development of Thai local government can be traced back into the early 20th century. From 1915 to 1932, Thailand experienced the administrative reform by set the regional administration namely “monthonthesapiban”, which comprise of “mueng” or “cities”. However, several attempts to strengthen the decentralization after the 1932 democratic revolution were failure. It is because of political instability delayed the decentralization process in many reasons. Some scholar pointed that the country’s economic and political development from the 1980s, led to demands for self-governance among the Thai people. Then, a decentralization movement in the next decade was considered as one of the most significant of democratization in the history of Thai politics. Mainly the performing of the Sub-district Council and Sub-district Administration Organization Act 1994, the Constitution of the Kingdom of Thailand 1997, and the Decentralization Plan and Process Act 1999. As a result, this

importance decentralization oriented laws founding more than 6,000 units of local administrative organizations through the country (Charoenmueang, 2007; Chardchawarn, 2010, Nagai, Mektrairat, & Funatsu, 2008).

2.3 The Current Thai Local Government

At the present, the Thai administrative organizations can be grouped into three forms central government, regional government, and local government. The Thai local governments are imposed in national statutory bodies of government, it is classified into two forms, the regular pattern, and special pattern, each of this local entity is independent and has equal legal status (Weist, 2002):

- 1) The regular pattern is divided in to 2 types: first, municipalities which are divided into city municipalities, town municipalities and sub-district municipalities. Second, the administrative organizations, which are divided into provincial administrative organizations and sub-district administrative organizations.

- 2) The special pattern, which are Bangkok Metropolitan Administration (BMA) and Pattaya City Administration (PCA).

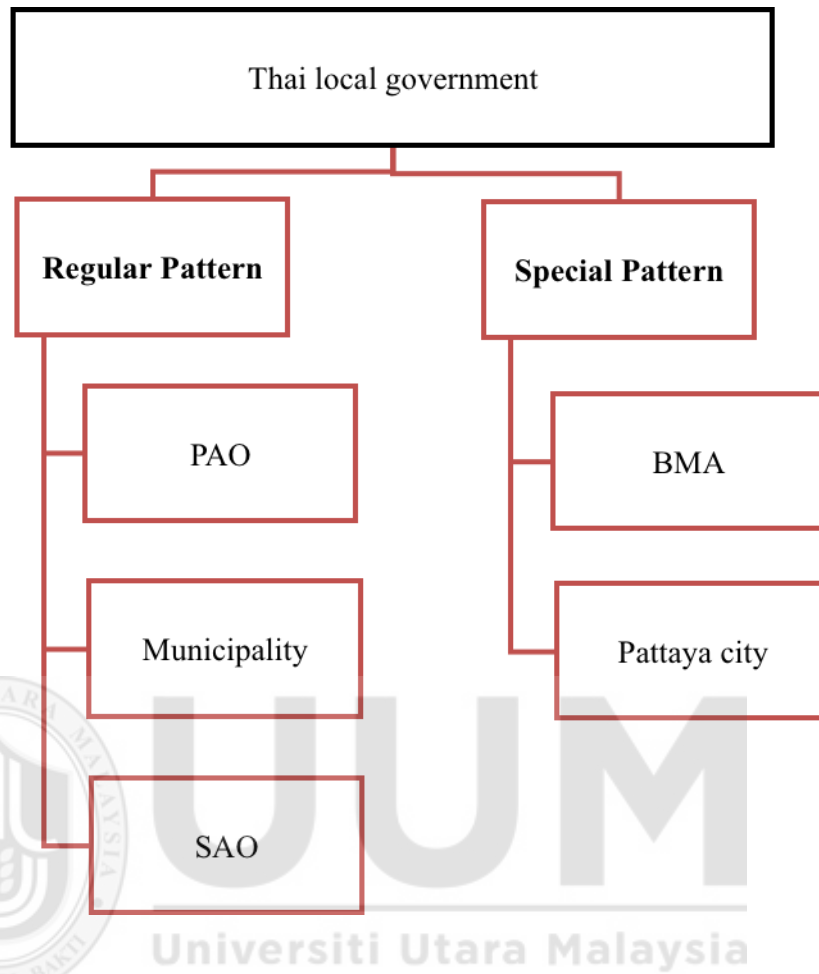


Figure 2.1: Structure of Thai Local Government

Source: Compiled by the author based on data from the Provincial Administrative Organization Act B.E. 2540 (1997), Thailand.

2.3.1 The Regular Pattern

As mention above, the regular pattern is divided in to 2 types: the municipalities and the administrative organizations.

2.3.1.1 Municipalities

The municipalities (Thetsaban) are divided into city municipalities (Thetsaban nakhon), town municipalities (Thetsaban mueang) and subdistrict municipalities (Thetsaban tambon). It is accepted that municipalities are the most well – established form of local government which occupy generally the urbanized areas of 149 cities, as well as 983 former sanitary districts. Municipalities are classified into three categories: city (Nakorn), town (Muang), and subdistrict (Tambon) depending on their size and community characteristics. In fact, the category is defines to match their responsibilities. Municipal councils and executive committees are elected and authorized to undertake most of functions. The mayor is appointed by the provincial governor base on the winning party in the election. Despite significant growing pressures, new municipalities are rarely created nor expanded. This impedes the achievable decentralization objectives. It diminishes the efficiency and quality of services delivered, and hinders local management and planning.

2.3.1.2 Administrative Organizations

The administrative organizations are divided into provincial administrative organizations and subdistrict administrative organizations.

2.3.1.2.1 Provincial Administration Organization (PAO)

The Provincial Administrative Organization (PAO) or “Ong kan borihan suan changwat” is established and managed pursuant to the Provincial Administration Regulation Act of 1955. As such, it has acquired a status of juristic entity. By virtue

of the Revolutionary Council's Announcement No. 218, Provincial Administration Organization shall be a form of Local Public Administration Organization. Hence, it is a state administrative body and a juristic entity. By virtue of the said act, the PAO is authorized and empowered to maintain public order, uphold morality, foster religious education, promote culture, provide public utilities, establish and maintain hospitals, offer preventive medical care and medical treatments.

The Provincial Administration Organization Bill of 1997 has been approved by the Parliament. Its promulgation was published in the Government Gazette no 114 Part 62 on 31st October 1997 and the Act became effective on 1st November 1997. The act covers the working procedures and management regulations of the PAO, which a replacement of the PAO pursuant to the Provincial Administration Regulation Act of 1955. The intention of this act is expressed in its provision: The Provincial Administration Organization, which is established pursuant to the Provincial Administration Regulation Act of 1955, it is a local administration organization responsible for the entire area of the province, including those outside sanitation district and municipality. When the Subdistrict Council and Subdistrict Administration Organization Act of 1994 were promulgated, the Provincial Administration Organization structure, roles, powers and duties shall be revised accordingly.

In the early 1999, the PAO's legislation was approved to enhance its role in planning, investment, and service provision in each province, including the coordination functions as delegates to lower- level government. The legislation has

specified that PAOs shall receive a larger portion of existing revenues shared by SAOs and other local authorities, which amounts to 5 percent of the VAT funds assigned to local governments. This is due to the mandate of the National Decentralization Committee (NCD) and the revision of PAOs' functions in August 2003 as Suwanmala (2004) has suggested that PAOs may, at least, carry out the functions as follow;

- 1) Provision of substantial scale public services that is impossible among other local administrative units within the province. "The benefit recipients of the services should be located in a provincial – wide area, or at least more than one local territory. PAO may not carry out worst that can be done by lower tier entities."
- 2) Integrated provincial development plan "with respect to the principle of economic efficiency and balancing needs of localities within the province."
- 3) Construction and maintenance of substantial scale infrastructure with concerns in responsibilities, at the area and among provinces.
- 4) Provision of education, healthcare, and social welfare at the area. However, this responsibility should not overlap with the other local administrative organization in the province.
- 5) Promotion of culture, tourism, investment and trading in the provincial level.

- 6) Management and preservation of natural resources and environment in the area of responsibility and
- 7) Provision for technical supports to other local administrative organizations at provincial level.

According to recent account, there are 76 PAOs; the number of PAOs corresponds to the number of provinces. The PAO is divided into 2 segments; first, the Provincial Administration Organization Council (legislature): It is made up of local representatives from the Provincial Administration Organization areas, which are elected by the people corresponding to the law on the election of local council members and administrators. The number of the members of the Provincial Administration Organization Council shall be based on the number of population in each province as shown in the civil registration of the year prior to the year of election.

Second, Chairman of the Provincial Administration Organization (Executive): The Chairman shall be directly elected by the people according to the law on the election of the local council members and administrators. The office term of the Chairman shall be 4 years at a time. The chairman may appoint up to 5 non-members of the Provincial Administration Organization as Vice Chairmen, Secretary and advisors.

2.3.1.2.2 Subdistrict Administrative Organizations (SAOs)

When looking deeply into Sub-district Administrative Organizations (SAOs) or “Ong kan borihan suan tambon”, they were established in 1994 to serve areas outside municipalities. They were designed to provide basic services and facilities, predominantly in rural village areas. At present there are over 6,000 SAOs and they are governed by a council assembly (elected) and a council executive (appointed). Most SAOs (1,000 - 1,500 SAOs) are so small and fragmented so that they are efficient, viable or accountable units of local government in order to meet the responsibilities for infrastructure, environment, human resource development and health care: in raising revenues, and in effectively.

Special Administrative Organizations have also been proposed based on the successful model of the Bangkok Metropolitan Administration (BMT), which was established in 1972. The BMT operates as a unitary government extending across the geographical equivalent to a province. At present, the Governor of BMT is the only directly elected local government official in Thailand. While, the Pattaya City holds the same status as the Municipality.

The local government must have a good relationship with civil society “in order to collect information necessary to the policy-making process, to judge the efficacy of previous interventions, and to plan for the future” (Bardhan, 1996). Local officers are taking place the good relations with local people because it can check public satisfaction with their performance for development and future elections. The dynamics of civil society, as an organization, is along these lines for the procedure of

local authority. It is explained how civil society relations to the local government. Faquet (2005) has mentioned that local institutions “more complex interaction with civic organizations in varying degrees of feedback and social participation.”

2.3.2 The Special Pattern

The special pattern, which are the Bangkok Metropolitan Administration (BMA) and the Pattaya City Administration (PCA). The governments of Bangkok and Pattaya are divided into two branches: executive and legislative.

2.3.2.1 Bangkok Metropolitan Administration (BMA)

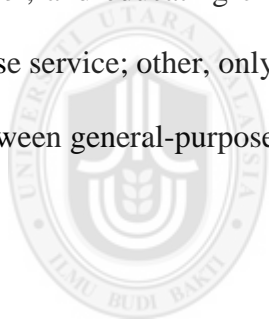
The executive branch is led by the Governor of Bangkok and the legislative branch is led by the Council of Bangkok. The territory of Bangkok is divided into districts. There are now 50 districts. The government of each district is also divided into two branches: the executive branch led by a district director and the legislative branch led by a district council. Each district is then divided into sub-districts (khwaeng). Each sub-district is led by a sub-district head.

The Governor of Bangkok and the Councilors of Bangkok are directly elected by the citizens of Bangkok. The district directors and the sub-district heads are appointed by the Governor of Bangkok from amongst the Bangkok metropolitan officers, whilst the district councilors are directly elected by the local citizens.

2.3.2.2 Pattaya City Administration (PCA)

The Pattaya City Administration (PCA), the executive branch is led by the Mayor of Pattaya (Nayok Mueang Phatthaya) and the legislative branch is led by the Council of Pattaya (Sapha Mueang Phatthaya). The Mayor of Pattaya and the Councilors of Pattaya are directly elected by the citizens of Pattaya.

Local government is established to provide services to the public given that the local self-government is autonomously operating tasks such as fighting crime, extinguishing fires, paving streets, collecting trash, maintaining parks, providing water, and educating children and etcetera. Some local governments provide all of these service; other, only some. A useful way of thinking about them is to distinguish between general-purpose and single-purpose local governments (C. Kearney, 1999).



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Table 2.1: Thai Local Government Organizations

Organizations	Unit
Provincial Administrative Organization (PAO)	76
Municipality	2,410
- City	30
- Town	172
- Subdistrict	2,208
Subdistrict Administrative Organization (SAO)	5,365
Bangkok Metropolitan Administration (BMA)	1
The City of Pattaya (CP)	1
Total	7,853

Source: Department of Local Administration. Retrieved from <http://www.dla.go.th/en/s2.jsp>

2.4 The Central Government and Local and Administration

As mention above, the administrative reform with special focus on decentralization has brought about the recent modifications in local administration, with local residents now able to directly elect both local councils and Mayors. This has paved the way for “a strong local executive” type of local government.

The Determining Plans and Process of Decentralization Act 1999 (B.E. 2542) came into force, there have been many positive developments in the local government

structure. As an effect of decentralization principles as explicitly expressed in the Act, the subsequent legal provisions have provided not only a framework to enhance and ensure local autonomy, but as well the basis for devolved functions. These devolved functions are to be carried out autonomously by local bodies; and, thereby, enhancing channels and opportunities for popular participation and local interests.

At present, national decentralization policies aim to accomplish the pursuit:

1. Functions and duties between the central and local regimes are clearly defined and a framework for transferring those from the central to local are provided. These decentralized functions are divided into compulsory functions, optional functions and assigned functions by law.
2. During the initial operation of transferring responsibilities to the local stage, much effort has been made to segregate, organize and clarify these responsibilities to minimize redundancy across functions and the rescue of public inspection and repairs. Granting to the law and the decentralization operational plan, duties and functions that need high level capacity are the obligation of the PAO administration. Smaller responsibilities that need less capacity and resources are looked after by the municipality (United Nations Development Program, 2009).

Department of Local Administration (DLA) established in 2002 and has become one of the newest departments in the Ministry of Interior. Its primary duty is to hold up the work of the local government organizations through a series of advices on the

growth of local development plan, personnel administration, finance and disposal in order increase the capability and efficiency of the local government organizations in public service provision.

The responsibility and structure of the Department of Local Administration have been specialized in the Ministerial Regulation on the Organization of the Department of Local Administration, Ministry of Interior, B.E. 2551 (2008).

1. Support to the Financial and Budgeting System; DLA has developed financial and budgeting system for local government organizations to enhance their efficiency using the following mechanisms:

- 1) Electronic Local Administrative Accounting System (e-LASS); by training and supervising government officials and local personnel across the country as well as improving the system's efficiency.

- 2) Allocate tax revenue to local governments through e-Banking; for instance, value added tax, liquor tax, excise tax, and other taxes authorized by the Determining Plans and Process of Decentralization to the Local Government Organization Act B.E. 2542.

- 3) Develop Taxation Mapping and Property Registration Program to improve revenue collection efficiency.

2. Promote Education; DLA has worked to improve the education system and to ensure that all children have access to education without discrimination: for example, setting standards for child and youth development, improving basic education in the five southern provinces, and authorizing child care teacher at the Child Development Center as a civil servant.
3. Enhance transparency, integrity, and fairness in public administration; Executives and government officials must carry out their duties ethically, displaying integrity, transparency, and accountability. DLA has set a good governance standard to improve the transparency and accountability of the LGOs. DLA also adopts this standard to assess the performance of the LGOs annually.
4. Support Decentralization; DLA has the duty to promote, support, and supervise the LGOs in providing public services. DLA must ensure that public services undertaken by the LGOs meet the standards set forth by the government. In other words, the standards must be as good, if not better, than those previously undertaken by the central authorities.
5. Promote Human Resource Development; the quality of human resource is an important indicator to determine the success of an organization. Thus, DLA and the LGOs must train their personnel to obtain relevant knowledge

and skills and gain expertise in particular areas, such as local administration, education, social welfare, local finance, etc.

6. Promote Public Participation; Public participation is the key component in local administration based on the concepts of democracy and self-determination. Citizen can collectively participate in local affairs through decision making, acting, monitoring, and taking responsibilities.



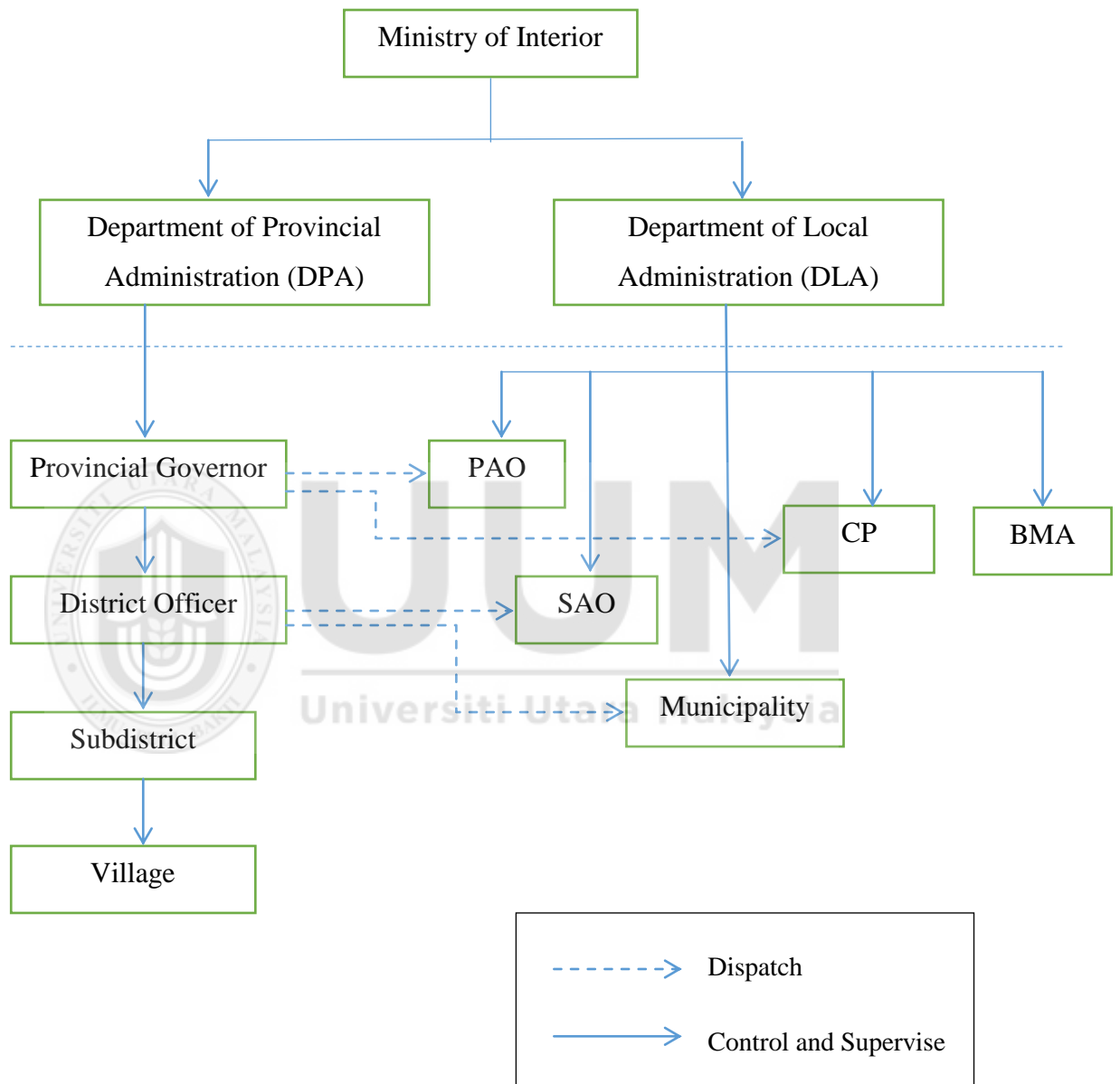


Figure 2.2: Diagram of Control of Governments by Interior Ministry

Source: Nagai, F., Mektrairat, N., & Funatsu, T. (2008). *Local Government in Thailand: Analysis of the Local Administrative Organization Survey Joint Research Program Series*. Chiba: Institute of Developing Economies, Japan External Trade Organization.

2.5 The Overview of Suratthani Provincial Administration Organization (Suratthani PAO)

Suratthani occupies an area of approximately 13,726.05 square kilometers (8,057,168 Rais). It is the sixth largest province in the country and the largest of the southern provinces of Thailand. The province located along the western shore of the Gulf of Thailand and about 645 kilometers from Bangkok. The Suratthani province also occupies the largest country on the coast of the Gulf of Thailand with the distance of around 156 kilometers together with various islands i.e. Samui Island with the area of 227.25 square kilometers, Pha-Ngan Island with the area of 194.2 square kilometers as well as Angtong National Marine park and its territories of 42 small islands (Suratthani Provincial Governor's Office, 2013).

The location of Suratthani

1. To the north: Chumphon province and the Gulf of Thailand
2. To the south: Nakorn Srithammarat and Krabi provinces
3. To the west: Phang-Nga and Ranong provinces
4. To the east: the Gulf of Thailand and Nakorn Srithammarat province

The province comprises 19 districts, 131 subdistricts, 1,061 villages 272,001 households and 816,016 people. There are several local administrations in Suratthani

province; there are 3 forms of the administrative units, i.e. 1 PAO, 25 Municipalities and 112 SAOs.

Table 2.2: *Local Administrations in Suratthani Province*

Organizations	Unit
Provincial Administrative Organization (PAO)	1
Municipality	25
- City	1
- Town	2
- Subdistrict	22
Subdistrict Administrative Organization (SAO)	112
Total	138

Source: Suratthani Provincial Office for Local Administration

With particular focus on the PAO administration, the Suratthani PAO is divided into 2 segments;

1. Provincial Administration Organization Council (Legislature): It is made up of local representatives from the PAO areas, which are elected by the people corresponding to the law on the election of local council members and administrators. The number of the Members of the Provincial Administration Organization Council shall be based on the number of

population in each province as shown in the civil registration of the year prior to the year of election.

2. Chairman of the Provincial Administration Organization (Executive): The Chairman shall be directly elected by the people according to the law on the election of the local council members and administrators. The office term of the Chairman shall be 4 years at a time. The chairman may appoint up to 5 non-members of the Provincial Administration Organization as Vice Chairmen, Secretary and advisors.



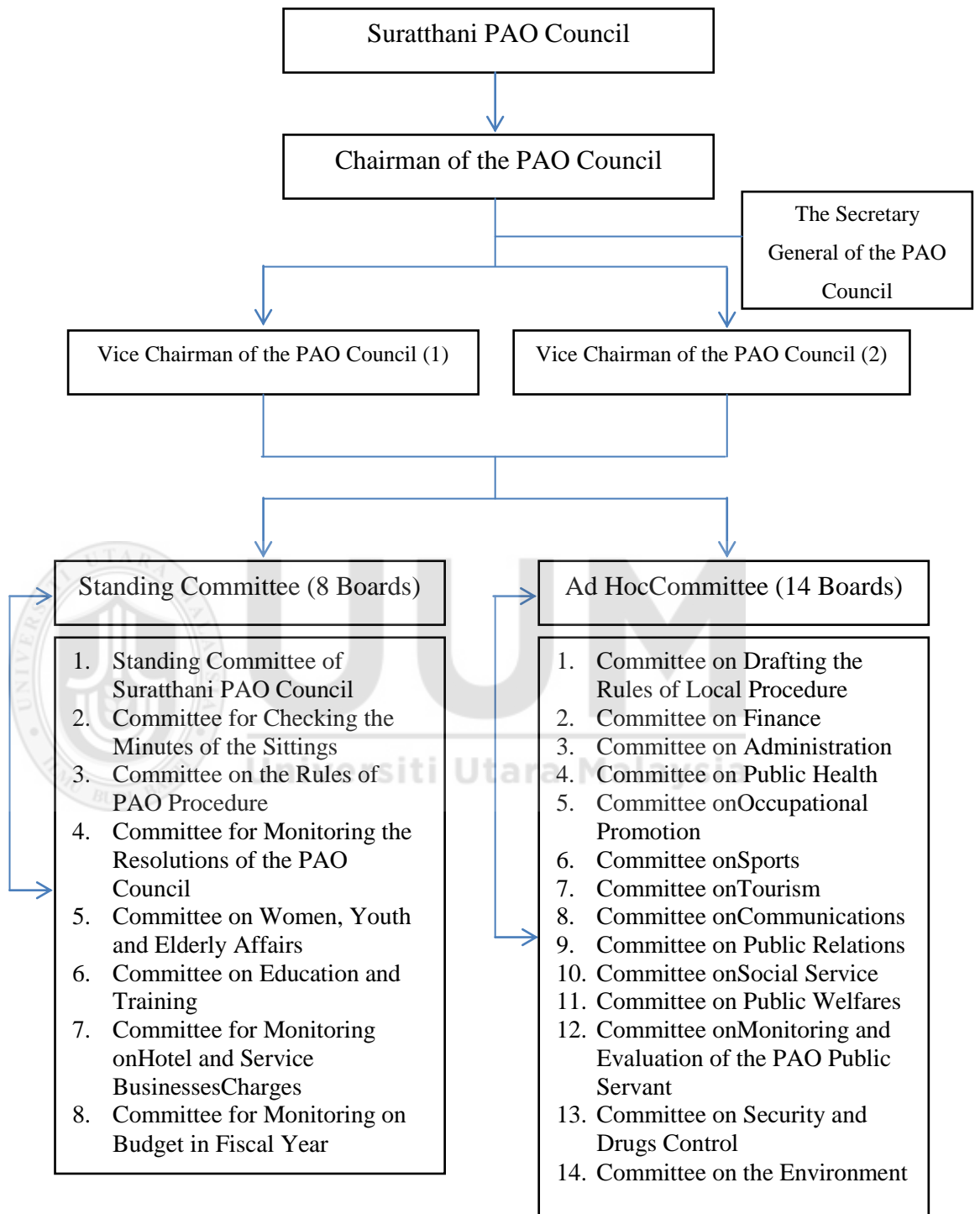


Figure 2.3: Administrative Structure of Suratthani PAO Council

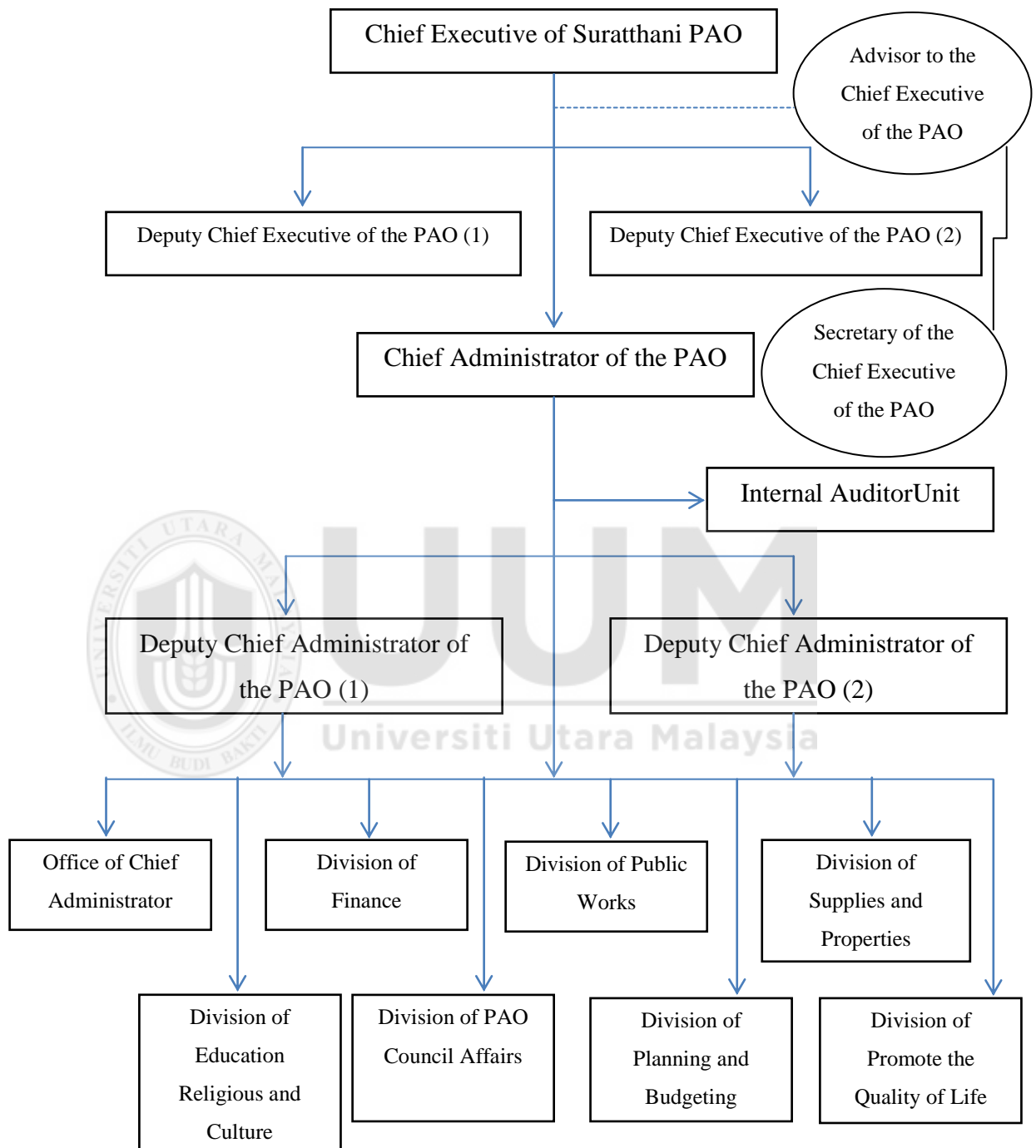


Figure 2.4: Administrative structure of Suratthani PAO

2.6 Chapter Summary

In summary, this chapter provides the background of Thai local government. It particular focus on the development of Thai local government and administration. Then the chapter examines the current Thai local government. Moreover, the chapter also explains the relationship between the central government and local administration. Lastly, it provides the overview of Suratthani Provincial Administration Organization (Suratthani PAO).



CHAPTER THREE

LITERATURE REVIEW

3.1 Introduction

This chapter reviews the recent studies on Thailand's decentralization that have been practiced since its inception of Thai democratic polity. The next sections review the theoretical framework of decentralization and the literature review on major decentralization issues; as mentioned earlier. These include local governments in as statutory bodies of the national government. Provincial Administrative Organizations (PAOs), action on behalf of the national government, and support local administration by various functions.

To review the literature on effective decentralized governance the researcher focus on the recent studies, particularly doctoral theses, research reports, and articles on the decentralization experience in Thailand. The researcher investigates the condition for its success or failure. In investigating the condition for effective decentralized government in Suratthani PAO in Thailand, this study uses the literature review as follows.

3.2 Decentralization

There are two definitions of decentralization. In the classical sense, decentralization may refers to the transfer of authority, responsibility and resources from central government to local governments, has a decisive role in central government and local government relations. Decentralization, in the modern sense, can be expressed

as transferring administrative authority such as planning, decision making and the collection of public revenues from the central government to provincial institutions, local governments, federal units, semi-autonomous public institutions, professional organizations and voluntary organizations outside of the administration (Ozmen, 2014).

The decentralization is generally an authority, responsibility and function transformations from the central government to the local government. There are five significant features of decentralization that can be followed when it is effectively enforced. These cover the following (Kauzya 2005). First, legal reforms to give authorities to local governments and local communities. As a result, the central government can transfer the decision making to local authorities and by that means the local people can enjoy their opportunity to participate in local administration. Second, supporting the capacity of local government in terms of finance, staff office, governance structures, management organizations, data and information, facilities, networks etc. Third, local government accountability to citizens and central government, transparency, and responsiveness. Fourth, Increasing the role of civil society to participate in public administration, on the whole at the local and national government. Last, improving the quality of life of the local people, i.e. enhancing people's access to public goods and serves.

Nguyen Khac Hung (2009) has succinctly pointed out that there are two major forms of decentralization:

1. Functional decentralization, i.e. the central government delivers some of its functions, especially the ones for public services, to a public institution which does not carry out a state management function;
2. Territorial decentralization in which the local government uses some power over territorial communities.

Alongside with the above mentioned, Daniel Treisman (2007) argues that a state must meet two conditions: first, it must establish at least two levels of government, and second, each level must have at least one area of action in which it is autonomous. The second requirement is that it must be legally and formally guaranteed preferable in a constitution. In some states, the constitution gives subnational governments an explicit role in the central government's decision-making. This is due to the constitutional plans permit local constituencies to influence central government policy the local governments or their representatives have formal rights to participate in central policy making.

Furthermore, decentralization includes fiscal decentralization. General speaking, mean that lower tier governments have greater autonomy in defining their own tax bases, setting their own tax rates, and determining their own public spending.

While Tulia G. Falleti (2005) has proposed that decentralization should be defined as a process of state reform that composed a set of public policies transferring responsibilities, resources, or authority from higher to lower levels of government in

the context of a specific type of state. Compared to previous definitions, however; this one poses four important restrictions.

1. Decentralization is regarded as a process of public policy reforms and not as a description of the state of being of the political or fiscal systems at a point in time.
2. Lower levels of government are the recipients of the transferred responsibilities, resources, or authority.
3. Because decentralization is a process of state reform, a transition to a different type of state necessarily implies the commencement of a new decentralization sequence. The contents of decentralization policies and their interaction with the broader political and economic systems are highly determined by the type of state they seek to reform.
4. In studying the downward reallocation of authority, much is gained from a clear taxonomy of decentralization based on the type of authority devolved.

In particular, decentralization can be divided into three types. In their most recent work, Olsen (2007) and Falleti (2005), there are basically three types of decentralization to be distinguished as follow:

1. Administrative decentralization implicates the transfer of decision-making authority, resources and responsibilities for public services from the central

government to lower levels of government. It comprises the set of policies that transfer the administration and delivery of social services such as education, health, social welfare, or housing to local governments.

2. Fiscal decentralization refers to the set of policies designed to increase the revenues or fiscal autonomy of local governments. It involves a level of resource reallocation to local government. Fiscal decentralization policies can assume different institutional forms such as an increase of transfers from the central government, the creation of new local taxes, or the delegation of tax authority, which was previously national, to the local authority.
3. Political decentralization is the transfer of political power and decision-making authority to local levels. It is the set of constitutional amendments and electoral reforms designed to open new spaces for the representation of local polities. Political decentralization policies are designed to devolve political authority or electoral capacities to local politicians. Where such transfer is made to a local authority that is autonomous and fully independent from the devolving authority, devolution takes place.

As mentioned above, there are three major types of decentralization are as follow:

Table 3.1: *Types of Decentralization*

<p>1. Administrative decentralization</p>	<ul style="list-style-type: none"> - At least one policy is implemented not by the central government directly but by locally based agents appointed by and subordinate to the central government. - At least one subnational tier of government has exclusive authority to make decisions on at least one policy issue. - Government officials at one or more local tiers are selected by local residents, independent of higher level governments.
<p>2. Political decentralization</p> <p>1) Decision-making decentralization</p> <p>2) Appointment decentralization</p> <p>3) Federal state</p> <p>4) Constitutional decentralization</p>	<ul style="list-style-type: none"> a. Decision-making decentralization. b. Decision-making decentralization + appointment decentralization (at the same tier). - Local governments or their representatives have a formal right to participate (in some non-trivial way) in central policymaking.
<p>3. Fiscal decentralization</p>	<ul style="list-style-type: none"> a. Decision-making decentralization on tax or expenditure issues. b. Local governments account for a large share of total government revenues or spending.

Source: adapted from Daniel Treisman. (2007)

3.3 Decentralized Governance

The idea of decentralization may need some extension against its original meaning from the term of centralization. Since the 1990s, the “new public management” movement shaped the reform oriented public services in developing countries. Cheema and Rondinelli (2007) pointed “New public management focused on making government mission driven rather than rule bound, results oriented, enterprising, anticipatory, and customer driven. Government agencies should meet the needs of citizens rather than those of the bureaucracy.” From this broader perspective on government new concepts of decentralization emerged as well.

Sirisamphan (2009) pointed that the transformation of the world in the early 21st century as a result of globalization, resulting in people are knowledgeable and interesting to participate in governance. The bureaucracy required an adaptation underwent to accommodate the change in many areas until the new concept of governance. There are two schools of thought that have influenced the administration include;

1. New Public Management is concept that result of neoclassical economics and modern management techniques and
2. Modern Democracy is the result of direct democracy, community consultation and popular democracy.

Two schools of thought from contemporary influences such governance, as follow:

Table 3.2: *Contemporary Concept of Governance*

Issue	New Public Management	Modern Democracy
1. Objectives	Marketization	Managerialization
2. Values	<ul style="list-style-type: none"> - Competition - Efficiency - Value 	<ul style="list-style-type: none"> - Achievement - Effectiveness - Quality - Accountability
3. Body of Knowledge	<ul style="list-style-type: none"> Neo-classical economics, i.e. - Public Choice Theory - New Institutional Economics - Principal Agency Theory - Transaction-Cost Economics 	<ul style="list-style-type: none"> New Public Management, i.e. - Result Based Management (RBM) - Strategic Management - Total Quality Management (TQM)
4. Strategies	<ul style="list-style-type: none"> - Decentralization - Participatory planning and budgeting - People's audit - Public hearing - Public consultation - Referendum - Information disclosure 	<ul style="list-style-type: none"> 1. Legal (Public Law) 2. Political Science - Communitarianism - Deliberative Democracy - Direct Democracy

Source: Sirisamphan, Thosapon. (2009). *Karn Boriharn Kijakarn Banmueng Thidi (Good Governance)*. Bangkok: Sor Asia Press (in Thai).

Governance can be subtle and may not be easily observable. In a broad sense, governance is about “the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs. It is more than the organs of the government” (UNESCO, n.d.). Noticeably, The UNESCO defines governance as “structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation. Governance also represents the norms, values and rules of the game through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive.”

Therefore, governance is much more than the governmental process. Generally, it shapes the way a service (or set of services) is planned, managed and regulated within a set of political social and economic systems. According to the UNDP Oslo Governance Centre (2009) points, “Governance is about the processes by which public policy decisions are made and implemented. It is the result of interactions, relationships and networks between the different sectors (government, public sector, private sector and civil society) and involves decisions, negotiation, and different power relations between stakeholders to determine who gets what, when and how.”

As the concept of governance expanded, Cheema and Rondinelli (2007) argue that “Decentralization now encompasses not only the transfer of power, authority, and responsibility within government but also the sharing of authority and resources for shaping public policy within society.” While the concept of governance became more inclusive, decentralization took on new meanings and new forms. That is

decentralization would be most effective working through governance process e.g. accountability, transparency, inclusiveness, responsiveness, rule of law, stability, equity, empowerment, and broad-based participation among government agencies at different levels and with groups outside of government.

With respect to the concepts of local governance and decentralization are related but different concepts. The approval by the UNDP Oslo Governance Centre (2009) explains that “The concept of ‘democratic local governance’ has become an integral part of local development approaches, and has provided a basic rationale for donors’ support to decentralization reforms and local governments’ capacity building.” Additionally, it also argues that “The very concept of ‘good governance’ at local levels denotes quality, effectiveness and efficiency of local administration and public service delivery; the quality of local public policy and decision-making procedures, their inclusiveness, their transparency, and their accountability; and the manner in which power and authority are exercised at the local level.”

Accordingly, the local governance and decentralization evolve in a constantly shifting political and social context, the UNDP Oslo Governance Centre (2009) pointed to the different aspects of local governance and decentralization as “Decentralization is primarily a national political, legislative, institutional and fiscal process. While local governance can be affected by decentralization processes - for example, if local governments are expected to provide services formerly offered through national organizations – it may or may not be accompanied by decentralization, representative or participatory democratic processes, transparency,

accountability or other defining characteristics of ‘good’ local governance” (UNDP Oslo Governance Centre, 2009).

In matters of governance decentralization, it is not commonly regarded as a process of transferring powers, functions, responsibilities, and resources from central to local government and other entities on local level. Moreover, decentralized governance also provides the legal, administrative and fiscal frameworks for the empowerment of people at local levels. According to Kauzya (2006), suggests that “UNDP defines decentralized governance as a systematic and harmonious interrelationship resulting from the balancing of power and responsibilities between central governments and other levels of government and non-government actors, and the capacity of local bodies to carry out their decentralized responsibilities using participatory mechanisms.”

In the broader context of decentralized governance, it has been believed by its supporters as a way of increasing the capacity of local governments to extend public services to local needs and demands. In developing countries, the concept of decentralized governance often is using as an instrument for democratization and poverty reduction. “As part of the overall governance system of any society, decentralized governance offers opportunities for enhanced service delivery. Nevertheless, while decentralization and decentralized governance is necessary, it is not a sufficient condition to enhance delivery of services. Similarly, enhanced delivery of services may contribute to, but does not guarantee successful decentralization” Kauzya (2006).

According to the UNDP Oslo Governance Centre (2009), suggests the integrate notions of governance and democracy, representative democracy and participative democracy. The UNDP Oslo Governance Centre defines the guidelines that govern the mandate of local authorities and the powers and responsibilities of local authorities, based on the principle of subsidiarity.

Above all, it is indicated as follow:

1. “The process of decentralization requires concerted efforts in capacity-building and institutional reform.” Therefore, it should be associated with the strengthening of local authorities.
2. “Participation through inclusiveness and empowerment of citizens” shall be an underlying principle in decision-making, implementation and follow-up at the local level.
3. “Local authorities should recognize the different constituencies within civil society.” It also should endeavor to ensure that all are involved in the progressive development of their communities and neighborhoods.
4. “The principle of non-discrimination” should relate to all associates and to the collaboration between central government and local governments. Including, it should apply to local authorities and civil society as well.

5. “Representation of citizens in the management of local authority affairs” should be reinforced by participation at all stages of the policy process, wherever practicable.
6. “Local authorities should strive to adopt new forms of participation” such as neighborhood councils, community councils, e-democracy, participatory budgeting, civil initiatives and referendums in as far as they are applicable in their specific context.
7. “Records and information” should be upheld. In principle made in public existing not only to increase the efficiency of local authorities but also to make it possible for citizens to enjoy their full rights and to ensure their participation in local decision-making.
8. “An increase in the functions allocated to local authorities” should be accompanied by measures to accumulation their capability to employment those functions.

The scholars identify essentials for local governance reform should act as a major anchor and reference for any assessment tool that purports to assess governance at the local level. The following sections explore the opportunities to meet this challenge.

3.4 Elements of the Effective Decentralization Governance

There are several components in place of many viewpoints in the effective decentralized governance. This part highlights the key elements of effective decentralized governance. It requires mediation of the consensus in decision making, efficiency, transparency and responsiveness.

3.4.1 Consensus Decision Making

First of all, the effective decentralized governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.

Though, the meaning of decision making defines in term of “choosing” and choosing leads to constructing reality that is in continual reconstruction. In addition, “any of choices or decisions is based on habitual behavior most important decisions are made after a lot of consideration of various factors and risks related to the choice” (Sofa, Colapinto, Sofa, and Ammirato, Salvatore, 2013). However, in term of decision making theory, which could provide a useful framework for consensus decision making about the governance, the consensus decision making define as an alternative process.

Consensus decision making is an alternative to commonly practiced used by groups seeking to generate general levels of participation and agreement. Moreover,

Hartnett explain that consensus decision making is an alternative to “top-down” decision making. It commonly practiced in hierarchical groups. When the top-down decision making occurs, leaders of a group make decisions in a way does not include the participation of all stakeholders. Clearly, “the leaders may (or may not) gather input, but they do not open the deliberation process to the whole group. Proposals are not collaboratively developed, and full agreement is not a primary objective. Critics of top-down decision making believe the process fosters incidence of either complacency or rebellion among disempowered group members. Additionally, the resulting decisions may overlook important concerns of those directly affected. Poor group relationship dynamics and decision implementation problems may result” (Hartnett, n.d.).

Alongside, the consensus decision making described by A Consensus Handbook (n.d.) as “a creative and dynamic way of reaching agreement between all members of a group. Instead of simply voting for an item and having the majority of the group getting their way, a group using consensus is committed to finding solutions that everyone actively supports, or at least can live with.”

3.4.2 Efficiency

The efficiency in the context of the effective decentralized governance covers the three aspects. Barankay and Lockwood (2006, December) suggest that the there are three mechanisms by which decentralization may lead to increased efficiency. First, decentralization may give people (voters) increased electoral control over local officials. For instance, decentralization is shown to reduce the incentives for

incumbents to divert rents from tax revenue. Since under decentralization, the relationship between such rent diversion and the probability of re-election is stronger. Second, decentralization allows yardstick competition among the local governments. For instance, people can use the performance of neighboring governments to make inferences on the aptitude of the local politicians in the area. Third, decentralization may lead to a decrease in lobbying among interest groups in local areas, which both distorts policy choice and increases waste of public funds.

3.4.3 Transparency

Transparency is “the degree of clarity and openness with which decisions are made” (United Nations, 2008). Alongside, the United Nations ESCAP (n.d.) defines transparency as “decisions taken and their enforcement are done in a manner that follows rules and regulations.” Moreover, transparency is about information as for the ability of those who are freely and directly to have full access to information of local government organizations. The United Nations ESCAP (n.d.) also point that transparency means that “information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.”

Therefore, the effective decentralized governance should relate to the greatest extent practicable, be transparent in its practices, processes, policies and relationships with all stakeholders, while ensuring protection of confidential information. Additionally, standardization of processes, simplified access to information that is easy to

understand, and availability of information, all make doing business with local government much more appealing to the supplier local community and strengthen the public participation.

3.4.4 Responsiveness

Responsiveness is a key requirement of the effective decentralized governance. Responses must respect to organizational goals. The central government and local government must be accountable to the public and to their institutional stakeholders. Clearly, who is accountable to who varies depending on decisions taken are internal or external to all level governmental organizations.

Additionally, the concept of responsiveness is relevant to disturbances with either positive or negative effects. According to Matson and McFarlane (1999) “Responses are often based on local information and a limited understanding of the implications on overall production goals.” They also point that “Responses made by different production units and functions must instead be co-ordinated, with their effects on the whole system in mind. It is intended that responsiveness assessment helps in developing new such production decision-making strategies” (Matson & McFarlane, 1999).

3.5 Conditions for Effective Decentralized Governance

It is important to understand that the decentralizing governance will not be effective unless support is also provided to strengthen local governance, involving the central government, local politician and the local people sectors. With respect to the

condition for effective decentralized governance. This study separates it into three distinguishable conditions.

The first condition is the relationship between central government and local government. The second condition is attitude of local politician, and the last condition is the people participation. There are as the followings:

3.5.1 Relationship between Central and Local Government

In order to examine the basis of relationship between central and local government, it is helpful to begin by stepping back a pace and discussing the basis of any government, central or local. To discuss the basis of government it is, in turn, helpful to take a further step back and examine how far the relationship between central government and local government come about.

Local governance is part of a complex web of governance at many levels. It cannot be treated as if it exists in a separate compartment, insulated from national governance and national politics. Nor is it connected to central government purely by localism versus centralism. The strains within national politics provide a strong motivation for supporting local autonomy. Conversely, the use of democratic forms in local governance and the achievement of at least some degree of local autonomy contribute not just to the health of local democracy but to the dispersion of power and the institutionalization of democracy-in-depth on which the health of national democracy depends. The democratic culture is indivisible (Miller, Dickson & Stoker, 2000).

Since local democracy is both local and democratic, its space is vulnerable to encroachment by central government (which is democratic but not local) on the one hand and by local appointed boards or businesses (which are local but not democratic) on the other. So the concept of local democracy has to defend itself on two very different fronts (Miller, Dickson & Stoker, 2000).

Local democracy is not itself a single concept but a combination of these two: democracy and autonomy. Governance can be local without being democratic or democratic without being local. Local democracy implies a form of governance that is at once both local and democratic. But more than that, it implies a form of governance in which the democratic element is itself local. Local boards appointed by a democratically elected central government do not fall within any reasonable definition of local democracy, even though they can claim to be both local in one sense and democratically accountable in another. And the democratic element in local governance cannot itself be local without some degree of local autonomy. Unless the local electorate is free to make some choices that express local preferences different from those of central government then the democratic element in local governance is a sham – no more than the right of local people to choose their own administrators without influencing policy (Miller, Dickson & Stoker, 2000).

Communication and engagement between central and local government are inherently challenging, especially given the differences in priorities, ways of doing business and pressures. Communications need to be clear, timely and take account of these cultural differences. Moreover, consultation needs to be done in a way that

shows that central government ‘means it’, with enough time for the results to be meaningful, and for local government views to be reflected in the projects which go forward.

A former Thai academic-turned-politician, Laothamatas (2000), suggests that “local governments were centralized” meaning that the central government has always interfered and controlled bureaucrats who work in the local administrative organization. Thailand’s 8th plan and new Constitution pay a great emphasis on decentralization. However, from the World Bank’s perspective, decentralization is either good or bad. If it is designed well, it can benefit much more to the decision-making processes, enhancement of efficiency and responsiveness of service delivery, improvement of economic growth, and provision of a potential tool for fighting poverty. Nevertheless, decentralization design is complicated process, since it covers political, fiscal, and administrative policies and institutions.

The country’s current existing administrative structure, authority is concentrated in the capital, and then delegated respectively to the region and to local offices. In general, development policy and planning in Thailand is a combination of top-down and bottom-up approaches, while the public administration system of the country is highly centralized. Thai government has gradually tried to strengthen the capacity of local government. During the span of the 5th and the 6th National Plans, local government played a greater role in setting development priorities. Nevertheless, the proposed development plans still have to be agreed upon and the budgets approved by the central government. Therefore, enhancing and strengthening the role of local

government and local development efficiency is somehow limited (<http://www.unescap.org/drpad/vc/conference/bg>, 2011).

3.5.2 Attitude of Local Politician

Local politician is a one who is elaborated in influencing public policy and decision making. This includes persons who hold decision-making positions in government, and people who seek those positions.

A strong theme from local authorities was that many staff in government departments do not understand local government priorities, structures and business well. At the same time, many recognized that they too needed to understand the pressures on civil servants, for people in central and local government to work better together. For example, civil servants have a duty to carry out the business of the minister. In contrast, local authority officers have a statutory duty to provide open and frank advice to the whole council, across all political parties. A message from central government in the style of 'command and control' can overlook the multifaceted nature of local politics and the democratic imperative to give due weight to local political priorities (Department for Communities and Local Government, 2012).

Political leadership includes much more than knowledge and functional control over the legislative procedure; in particular political leaders need to exercise the continuous and long-term pursuit of political concepts on the one hand and the integration and conviction of political institutions and citizens on the other. In

general, political leaders are empowered through elections to conduct the process of political opinion-building and decision-making. To what extent they are able to use these capacities depends on the political circumstances.

The governing system matters, especially a presidential or parliamentary system, as does the character of the government, whether it is sustained by one party or by a coalition of parties, or the form of the state, whether it is a unitarian or a federal state etc. Also, the strength of interest groups such as trade unions or employers' associations and the role of the military are factors that influence the form and capacities of political leadership. Regardless of these circumstances, political leaders should demonstrate certain capacities. Some of capacities of political leaders are as follows (Hofmeister & Grabow, 2011):

1. Ethical and moral principles, as well as clear political targets that lead their actions. Honesty and credibility are two main characteristics for leadership as is responsibility to the citizens.
2. Political expertise to be able to assess and evaluate political issues important for the political process and its political and social consequences.
3. Management capacity in order to lead a big organization and a clear understanding of prevailing circumstances so as to be able to adapt properly to face new challenges.

4. Empathy, and in the best case charisma, in order to convince and gather the support of the people for political decisions that are in the process of implementation or have already been made.
5. Personal factors also play a role, such as knowledge of human nature, practical reasoning, personal contacts, communicational skills and a strategic approach, ability to take quick action and being patient etc.

Though decentralization is able to achieve, benefits and efficiency depend in large part on the nature of local participation. Local leaders can only reflect local needs and desires if leaders are accountable to their people and channels for such input exist (Litvack and Seddon, 1999: 9). Hundreds of studies have failed to establish the effects of decentralization on a number of important policy goals. Faquet (2003) examines the remarkable case of Bolivia to explore decentralization's effects on government responsiveness and poverty-orientation. He first summarizes econometric results on the effects of decentralization nationally, and then turns to qualitative research – the focus of the paper – that digs deep into local government processes to understand how decentralization did this. In Bolivia, decentralization made government more responsive by re-directing public investment to areas of greatest need. Investment shifted from economic production and infrastructure to social services and human capital formation, and resources were rebalanced in favor of poorer districts.

He explains these results as the aggregate of discrete local institutional and political dynamics including develop a conceptual model which construes local government as the nexus of two political markets and one organizational dynamic, where votes, money, influence and information are freely exchanged. Even though he has found those failures, he has suggested that “to be effective local government, these three relationships must counterbalance each other and none dominate the other. Such a stable tension leads to a self-limiting dynamic where pressures from various interest groups are contained within the bounds of political competition. Without breaking this tension government can be hobbled, leaving it undemocratic, insensitive to economic conditions, or uninformed and unaccountable” (Faquet, 2003).

Local governments manage a number of capital assets. Whether in their own administration or in the form of local joint stock companies, the municipalities are responsible for huge capital investments in various kinds of infrastructure, buildings and machinery. As part of a general quest for greater efficiency and productivity in the public sector municipalities and county councils have begun to search for strategies to improve on their capital management (Lane, 2000). While a study shows that UK local government is an economically important sector. Thus, acquiring of responsibilities in the areas such as education, social services, and environmental well-being, local government is also a major player in the delivery of public services (Ball, 2008).

There are works pointing out that the role of political parties and leaders cause ineffective decentralization such as the work of Patricia Lee Sykes (1985) on “Party

Leaders: private goals and public good” pointed that the Social Democratic Party provides a useful case study to explore the source and nature of intra-party elite conflict and to suggest how the character of this activity can affect the electoral environment. To understand fully the performance of the SDP, this study considers the nature of its internal disputes. Moreover, to investigate the nature of intra-party conflict, this research identifies and examines causal factors.

The study is based substantially on field research that took place in Great Britain during the 1981 – 82 academic years, the general election campaign in the spring of 1983, and the summer of 1984. Interviews were conducted with party leaders, officials, activists, journalists, and consultants. Social Democratic leaders and members were observed in a variety of situations: at conferences, during local, national, and by-election campaigns, and at party headquarters. Secondary sources news reports, survey data, election analyses, historical and social science literature – supplement the findings of the field research.

The dissertation explains why and how parties tend to function as fragmented groups rather than as cohesive teams. Ideological cleavage can create a formal split between left and right, or in the case of an ideologically cohesive party, image can take the place of ideology and provide the pretext for conflict. Structural variables the two-party system, Parliament, and the party constitution – also determine the nature of internal conflict, affecting major and minor parties in distinct ways. Furthermore, the media foster competition by providing incentives for leaders publicize and even initiate intra-party battles. Finally, the public plays a role in two respects: the conflict

usually follows a party's decline in popularity; and the conflicting views of the public may shape the substance of elite disputes. The nature of internal conflict, determined by these factors, has important consequences for the external behavior of parties and the study of electoral competition.

Whereas study of Laura Josephine Young (2006) on “Dominant by demand: An historical investigation of the role for the party leader in Canada's federal political parties” has shown Canada's federal party leaders who enjoy a place of pre-eminence in the country's current day politics. No other politicians are better recognized, their words are more listened to or their influence more substantial than those who claim this job description for their own. But why do party leader enjoy such pre-eminence? And why, despite differences in persons, parties, and periods, is this pre-eminence so constant, characterized always by a dominance in elections, policy, and Parliament.

The following is a consequential investigation of the dominant role for the party leader from its origins to the present, with emphasis both on the continuity of the role and on the fate of parties that have tried to defy the norm. The results reveal a role motivated by Canada's institutions of responsible parliamentary government; a response by Canada's political parties to what these institutions require in order that parties achieve their greatest political success with a low awareness of decentralization problem.

3.5.3 People Participation

The moves from central government towards local governance offer new spaces in which the concept of participation may also be expanded to one of citizenship one which involves linking participation in the political, community and social spheres. It can be said that the concept of citizenship has long been a disputed and value-laden one in democratic theory. To some, citizenship has implied a set of individual rights, while to others it is seen as a broader set of social and civic responsibilities. Perhaps the best place to see and understand these new interactions is at the local level, where the concerns of the grassroots or locality intersect most directly with those of governance and the state.

At local level, citizen participation is about power and its exercise by different social actors in the spaces created for the interaction between citizens and local authorities. Moreover, citizen participation involves direct ways in which citizens' influence and exercise control in governance, not only through the more traditional forms of indirect representation. As Cunill (1997 as cited in Gaventa & Valderrama, 1999) noted that "Citizen Participation refer to political participation but distances from it at least in two ways: it abstracts both participation mediated by political parties, as well as the one exercised by citizens when they elect political authorities. It expresses instead - although with multiple meanings - the direct intervention of social agents in public activities".

Gaventa and Valderrama (1999) pointed to the significant window of opportunity for strengthening grassroots participation brought by current initiatives for reforms in

governance in the context of decentralization. It also showed that different and multiple set of strategies were being used to strengthen participation;

1. Participatory planning
2. Citizen education and awareness building
3. Training and sensitizing local officials
4. Advocacy, alliances and collaboration
5. Participatory budgeting
6. Promoting accountability of elected officials to citizens

It is found that decentralization is ineffective. As Niyomvech (2011) pointed that the roots of ineffective decentralization stem from several reasons like the lack of citizen participations. Political participation of Thai citizens was probably limited due to several internal factors following: first, the cost of participation of citizens in politics; second, people are threatened of their right by authorities; third, lack of equality in people participation in politics, and influenced by political elites or leader.

While, Uvanno (2009) found that participation of citizens in monitoring government cannot occur in practice. It is come from the lack of support for liberty and rights and the laws defined in the Constitution. At the same time, law-makers do not focus on

the draft law on political participation. Moreover, although constitutional guarantees of liberty and right to the citizen but they lack of political participation. It had caused problems and conflicts between government agencies with the people and between citizens themselves.

It can be concluded that the lack of political participation of people can be occurred by various causes as the follows (Local Initiatives Institution, n.d.):

1. People have a negative attitude towards politics at the national and local levels, boring, lack of political awareness and lack of understanding of the roles and responsibilities of local government including the elected political representatives;
2. Most people are preoccupied by everyday life's activities and have no time and interests to participate in political activities with local government organization.
3. Citizens do not understand the role of local government organization and do not expect support from local government organization. As a result misunderstanding and conflicts arise between citizen and local government organization.
4. Citizens do not trust the local government organization because local government organization is not transparent and exploitative.

5. Local government organization is unfair to some communities.
6. Citizens cannot monitor the budget spending of the local government organization.
7. There are conflicts between members of the Council of the local government organization.
8. There are conflicts between government officials and members of the local government organization.
9. Citizens have less awareness in political participation and do not know the roles and functions of local government organization and
10. The works of local government organization are not disclosed to the public and they do not create networking with communities and other government agencies.

These, then, are just some of the concepts which are beginning to be used for understanding local administration in the potentially new spaces found in decentralized local governance programs. Clearly their potential for success will vary across context and will depend a great deal on broader enabling factors. And much more research is needed to learn about the impact these conditions can have in helping to overcome the barriers to effective decentralized governance which were discussed above.

3.6 Empirical Evidence

Ngohsagul (1997) in “Local Political Influence in a Democratic System: A Case Study in Chachoengsao Province”. Mentioned that the supported factor consist of the dignity, especially in bureaucracy side, the patronization system, and also the budget for locality development, even though the local government has a budget to manage. However, the politicians have been pushed the national budget for local benefit that exceeds the capacity of local governments. Neither side will have reciprocal benefits on each other, which a major factor in the political support to the national level.

Tariyo (1998) in “The politics in budget process of Changperg Sub-district Municipality during 2003 – 2007” found that a political reason is the most important of administrators to arrange budget. Since, they need to response, maintain, and expand the base of the voters. Besides that the patronization system is critical in the process of budgeting for the establishment of a network management system. It is just to foster the local politicians benefit the patronage of a certain base of the voters, it also becomes the problems reversely to the administrative PAO. It is a matter of autonomous problem where freedom is important and provided in the constitution.

Reonchaidee (2002) in “Problem of the Discretion and Provincial Government Service Affecting Local Governments (Provincial Administrative Organization) in the Lower Southern Thailand.” pointed out three are problems in using discretion and mandatory powers of the central government and the provincial governments in considering general regulations, budget regulations, conclusions, development plans, complaints, applications and consultations of the PAO. In particular there are two

points of the Articles 54(2) 54(3) and 55 of the PAO, B.E. 2540 (1997), that are in conflict about general regulations or non-regulation between the chief and the member of the PAO so much so that they are passed to the governor to decide. These conflicts between the council of PAO and the governor are about the regulations of which two thirds of the councilors have to reaffirm to get them to be enforced. They are many problems in influencing to the PAO.

The above mentioned case related to the role of Interior Minister. It is mentioned in the Articles 47 and 77 of ministerial regulation where the problem of using the discretion and mandatory power are in the Budget Bill B.E. 2541 (1998) and the Development Plan B.E. 2541 (1998). However, the members of all the provincial administration organizations do not agree that the governors have rights to delay the regulations, particularly the annual budgets. But almost all of the provincial administration organizations agree that the development plans of the provincial administration organizations are to be co-ordinate with those of the provinces and the Interior Ministry.

Lapchit (2007) in “Factors Affecting People’s Decision to Participation in Tambol Administration Organizations in Warinchumrab District, Ubonratchathani Province.” reveal that factors of individual, community and organization (SAO) factors have significant impacts on people’s decisions to participate in activities supporting the sub-district administrative organization. A higher level of participation when there is access to more information. The participation is lowered by to information. The

participation in policy decision making and in the inspection of the SAO administration is low.

An important work to be considered here is of Vathanaporn (2008), from Chiangmai University, who studied “The Political competition of eight PAOs in the Northern Province.” Its result found that, the monopoly position of members of the Lam Pang Provincial Administration Organization Council is quite high. The person elected becomes a person with ties or political support from local and national politicians. This phenomenon was reflected toward the members of the Provincial Administration Council who will be elected again. It results in building political connections with politicians at the national and local levels. In addition, it is supported by the popularity of the party. This study pointed that the Party of the eight Northern provinces (the Phue Thai Party) has been strongly associated with national politics and local politics.

Preyapun (2009) in “Participation of Citizens in Democratic Development: A case study of the elected mayor of Chiang Mai City.” highlighted problems and obstacles to political participation by people in the Chiang Mai Municipality. This includes the occupation of the area, the nature of the social capital, promoting elections, the buying and selling election of candidate elected, and people’s disgust with the politics. Policy used in the campaign for mayor of Chiang Mai City. Capability reflected poorly on the personality of candidate elected for mayor.

Moreover, a directly responsive study to the participation of Muslim people in the PAOs of the southern provinces is of Niloh Wae-u-seng, et al (2010) whose title was “The Participation of Muslim Organizations in Promoting the Good Governance of Sub-district Administrative Organization in Southern Border Province.” The study found that the participation of Muslim organizations in sub-district administrative organization was relatively low. With respect to good governance it was high as perceived by samples from sub-district administrative organization but relatively low as perceived by Muslim organizations. Perceptions, political and administrative participation of Muslim organizations had association with good governance. Furthermore, Muslim organizations had vital roles in coordinating and directing community. Encouraging Muslim organizations to participate in sub-district administrative organization thus would be a significant means to promoting good governance in sub-district administrative organization.

Buree and Thuntisunthorn (2010) in “Budget Autonomy of Local Administrative Organizations” analyzed laws, regulations, and directives that are in conflict with the national constitution or with principles of autonomy in budget management by the local administrative organization (LAO). The study also considered legal opinion and law suits related to LAO budget administration.

The study found that there are provisions of the law, regulations and directives of the Ministry of Interior (MOI) that are applied to the LAO which conflict with the Thai constitution and principles of autonomy in the administration of the budget by the LAO. Many of these provisions create problems for lack of clarity in

implementation. This requires consultation or guidelines for implementation by the LAO with the Department for Local Administration of the MOI and many other related agencies. Thus, the LAO lacks the autonomy to manage the LAO budget in accordance with principles of local autonomy and as per the intention of the national constitution. There are at least 15 laws, regulations and/or directives which conflict with LAO exercising autonomy in managing the LAO budget. These include the law related to the Sub-district Council and LAO (1994) and amendments, eight MOI regulations, four MOI directives, and two documents issued by the Department for Local Administration (Buree & Thuntisunthorn, 2010).

In addition, Thanomsuk (2011) in “Political Information Perception and Political Participation” found that the political participation by undergraduate students were at a low level. Besides this, the levels of perception of political news and information were not relative to political participation. However, students, gender, study year, parent’s income, parent’s occupation and political socialization were significantly relative to political participation at the statistical significance level .05.

Table 3.2: *Empirical Finding*

Researchers	Findings
1. Ngohsagul (1997)	1. The national politicians have influenced local politics
2. Tariyo (1998)	2. The patronization system influenced local politics
3. Reonchaidee (2002)	3. There are problems of the discretion and provincial government service affecting the effectiveness of PAO's administration.
4. Lapchit (2007)	4. Factors of individual, community and organization have significant impacts on people's decisions to participate in activities supporting the local administration of the LAO.
5. Vatthanaporn (2008)	5. The members of the PAO have political connections with the politicians at the national and local levels.
6. Preyapun (2009)	6. Factors that affect problems and obstacles to political participation to people in local area are varied.
7. Niloh Wae-u-seng, et al (2010)	7. The participation of Muslim organizations in sub-district administrative organization was relatively low.
8. Buree and Thuntisunthorn (2010)	8. Thai constitution and principles of autonomy in the administration of budget by the LAO.
9. Thanomsuk (2011)	9. The political participation by undergraduate students was at the low level.

3.7 Chapter Summary

In summary, this chapter investigates the background of Thai local government. The study started on the theoretical framework of decentralization. Then the chapter provides the three types of decentralization i.e. the administrative decentralization, fiscal decentralization, and political decentralization. Moreover, the chapter also explains the basis of relationship between central government and local government, attitude of local politician, and people participation. Lastly, it discusses on previous studies.



CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 Introduction

As pointed out earlier, the purpose of this thesis is to examine and analyze conditions for decentralized governance with particular focus on the case of the Provincial Administrative Organization of Suratthani (Suratthani PAO). The researcher focuses on its influence to Provincial Administrative Organization (PAO) where there are three distinguishable problems. The first problem looks at the relationship between central government and local government. The second problem looks at attitude of local politician and the last problem looks at the people participation.

4.2 Research Design

This research is of mixed methods, thus it employs both qualitative and quantitative techniques in collecting and analyzing the data. Richards and Morse (2013) are of the view that qualitative methods are the best way for designing some research objectives. However, they also point that “in such situation, a qualitative component may precede a quantitative project and provide different types of findings for richer results, or input into the questions to be asked in a subsequent survey”. Therefore, in quantitative study, the simple survey will be employed, and the descriptive statistics will be generated according to its reliability and validity techniques. These are the following:

4.2.1 Quantitative Research

The first methodological orientation of this study is based on quantitative research. This method of data collections and analyses will be the major contribution to this research. Data collection will consist of survey research to study the condition for effective decentralized governance in the case of the Provincial Administrative Organization (PAO) of Suratthani.

A questionnaire is use as research instruments administer the variables of the relationship between central and local governments; attitudes of local politicians and the people participation which influence effective decentralized governance in Suratthani PAO. Together with the last one of research's objectives, the investigator needs to propose a process model of conditions for effective decentralized governance in local government.

According to Nesbary (2000) defines survey research as “the process of collecting representative sample data from a larger population and using the sample to infer attributes of the population”. The survey is commonly applied to a research methodology designed to collect data from a sample of the population views, and characteristically uses a questionnaire as the survey instrument (Robson, 1993).

Thus, the survey is the most crucial stage of this study because a questionnaire survey instrument will be assessing the perceptions of a selected population regarding the effectiveness of decentralized governance in local government areas. For these reasons, a quantitative method – survey –employed in this study. So, in quantitative study, the simple survey will be employed, and the descriptive statistics

will be generated according to its reliability and validity techniques. In order to organize this stage, the investigator will address population and sample, instrumentation, data collection, and data analysis.

4.2.1.1 Population and Sample

For quantitative approach, the study was premised on proportionate stratified sampling technique. Since the population (N) of the study is 772,760 (Suratthani, 2013), the sample is calculated using Yamane's formula (Yamane, 1973) to arrive at a calculated sample which is 400. Since, the response rate from pilot study was around 40%, therefore, in order to ensure the sample returned of 400 respondents, the researcher decided to send out 1,000 questionnaires. Which got a response rate of around 40%.

Since the study was using the proportionate stratified sampling technique, Suratthani province of Thailand was divided into nineteen (19) districts areas. Afterward the researcher conducts the simple random sampling (Getkeaw, 2012). The plan procedure for selecting sampling units is presented in Table 4.1:

Table 4.1: *Distribution of the Respondents of the Survey*

Name of district	Population	Distribution	Sample
1. Mueang	176,073	228	91
2. Kanchanadit	72,953	94	38
3. Don Sak	25,394	33	13
4. Ko Samui	39,051	51	20
5. Ko Pha-ngan	11,310	15	6
6. Chaiya	36,014	47	19
7. Tha Chana	38,153	49	20
8. Khiri Rat Nikhom	30,715	40	16
9. Ban Ta Khun	10,918	14	6
10. Phanom	25,350	33	13
11. Tha Chang	24,263	31	13
12. Ban Na San	51,090	66	26
13. Ban Na Doem	16,952	22	9
14. Khian Sa	31,864	41	16
15. Wiang Sa	43,306	56	22
16. Phrasaeng	44,397	57	23
17. Phunphin	67,026	87	35
18. Chai Buri	17,606	23	9
19. Vibhavadi	10,121	13	5
Total	772,760	1000	400

Source: Suratthani. (2013). From <http://media.suratthani.go.th/document/surat56.pdf>,
 Suratthani, P. (2012), Plan strategy for development in Pao Suratthani 2012-2015.

4.2.1.2 Instrumentation

This study necessitates the use of questionnaire which consists of four components as follows:

1. This study has developed the survey items as a result of an analysis of previous studies, discussions with practitioners in the field, and a review of the literature. The questions was compiled and discussed with the researcher's supervisors.
2. Closed-ended questions are selected.
3. The questionnaire is a five-point Likert scale. The questionnaire is designed using five point scales.
4. Validity and reliability.
 - a. To test content validity, the questionnaire be revised by the experts to ensure that the respondents would fully understand them and could accurately provide the information required. After receiving the questionnaire back, the questionnaire is corrected and retyped.
 - b. To test reliability, the questionnaire is administered to respondents who are more or less similar to the samples in this study. The main instrument used in this study was a questionnaire constructed by the researcher, validated by three experts from Thai Universities, there

are Assoc. Prof. Dr. Naral Sriviha (Tapee University), Dr. Pratumtip Thongjareorn and Dr. Pholakrit Seang-awut (Suratthani Rajabhat University). The pre-test in pretested the people, community leaders in Trang province to ensure that the respondents would fully understand them and could accurately provide the information required test reliability, the questionnaire was administered to thirty respondents who are similar to the samples in this study. Cronbach's alpha coefficient of 0.881 indicates a very high reliability of the questionnaire.

4.2.1.3 Pilot Study

A pilot study refers to a small scale preliminary study conducted or mini versions of a full-scale study (some scholars called "feasibility" studies) including the specific pre-testing of a specific study implement as well. The magnificent objective of pilot study is to ensure feasibility, adverse events, cost, time, and statistical variability or effective size including reliability of the measuring items in the questionnaire. Moreover, pilot study is reliability or trustworthiness in research. It is regarded as the first quantitative approach for data collection. According to Bennekom (2002) the most important concentration of pilot study conducting is to identify questions that are not clear, which may affect the eminence of questionnaire in a better validity.

Sekaran (2003) supports that the pilot study is conducted in the social sciences for the following reasons:

- 1) Appropriate measuring implement is to be used in the main studies
- 2) Cost and time reduction before the major research
- 3) Eradicate the shortage in the measurements
- 4) Check floor and ceiling effect i.e. easiest and tedious nature of the questions
- 5) Reliability and validity measurements
- 6) The suitability of the environment is tested.
- 7) The appropriate method of data analysis is selected to conduct.

The questionnaires of this study are arranged for respondents in pilot study in order to resulting its reliability and validity. The questionnaire is designed in to section A, and B. Section A composes of a basic research matters, which constitute variables of the study; the relationship between the local and central government (RCL), attitude of local politician (ALP), people participation (PEP), consensus decision making (CDM), increased efficiency (IE), increased transparency (IT) and more responsiveness (MR).

Section B contains demographic information of the respondents. The scale of strongly disagree to strongly agree is used following the five point Likert scale procedures. The amount numbers of 30 questionnaires are distributed to target respondents for reliability test. The demographic information of respondents of is shown in table.

Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.777 to 0.963 showing the significance level of acceptance and reliability, meaning that the measurement items are suitable for used in main research.

This study conducts a pilot survey in order to test and check the consistency and length of the instrument. The content and clarity of questionnaires are tested during the survey exercise. The pilot study is conducted in order to identify a weakness of instruments and format to be adopted. Additionally, its adjustment or correction of study before the main work must be ensured regarding the validity and reliability.



Table 4.2: *The values of Cronbach's alpha for Condition for effective decentralize*

Dimension	No. of Items	Cronbach's alpha
Relationship between local and central government (RCL)	10	0.781
Attitude of Local Politician (ALP)	5	0.777
People Participation (PEP)	8	0.936
Consensus Decision Making (CDM)	5	0.858
Increased Efficiency (IE)	5	0.781
Increased Transparency (IT)	5	0.946
More Responsiveness (MR)	8	0.963
Overall	46	.881

The following table (4.2) is presenting the 10 item code. These of RCL1-RCL10, ALP1-5, PEP1-8, CDM1-5, IE1-5, IT1-5, MR1-8 are measured and indicated the measuring instrument are reliable following Sankaran (2003) and Nunnally (1979) suggestion of Cronbach's alpha 0.781 which is above 0.60. The following table (4.3) is presenting the Mean Standard Deviation of items.

Reliability test for relationship between local and central government (RCL) in the pilot study.

Table 4.3: *Reliability Test for Attitude of Local Politician (RCL)*

Dimension	No. of Items	Cronbach's alpha
Relationship between local and central government	10	0.781
RCL1	1	0.744
RCL2	1	0.764
RCL3	1	0.764
RCL4	1	0.769
RCL5	1	0.767
RCL6	1	0.761
RCL7	1	0.783
RCL8	1	0.749
RCL9	1	0.767
RCL10	1	0.754

The following table (4.3) presents the 10 item code RCL1, RCL2, RCL3, RCL4, RCL5, RCL6, RCL7, RCL8, RCL9, RCL10 which are measure and indicated the measuring instrument suggestion of Cronbach's Alpha 0.781. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.744 to 0.783.

Table 4.4: *Reliability Test for Attitude of Local Politician (ALP)*

Item Statistics	No. of Items	Cronbach's alpha
Attitude of Local Politician	5	0.777
ALP1	1	0.816
ALP2	1	0.726
ALP3	1	0.703
ALP4	1	0.664
ALP5	1	0.755

The following table (4.4) presents the 5 item code ALP1, ALP2, ALP3, ALP4, ALP5 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.777. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.664 to 0.816

Table 4.5: *Reliability Test for People Participation (PEP)*

Dimension	No. of Items	Cronbach's Alpha
People Participation	8	0.936
PEP1	1	0.924
PEP2	1	0.927
PEP3	1	0.924
PEP4	1	0.927
PEP5	1	0.927
PEP6	1	0.927
PEP7	1	0.926
PEP8	1	0.935

The following table (4.5) presents the 8 item code PEP1, PEP2, PEP3, PEP4, PEP5, PEP6, PEP7, PEP8 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.936. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.924 to 0.935.

Table 4.6: *Reliability Test for Consensus Decision Making (CDM)*

Dimension	No. of Items	Cronbach's Alpha
Consensus Decision	5	0.858
Making		
CDM1	1	0.796
CDM2	1	0.818
CDM3	1	0.832
CDM4	1	0.877
CDM5	1	0.814

The following table (4.6) presents the 5 item code CDM1, CDM3, CDM4, CDM5 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.858. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.796 to 0.877.

Table 4.7: *Reliability Test for Increased Efficiency (IE)*

Dimension	No. of Items	Cronbach's Alpha
Increased Efficiency	5	0.908
IE1	1	0.905
IE2	1	0.899
IE3	1	0.859
IE4	1	0.885
IE5	1	0.887

The following table (4.7) presents the 5 item code IE1, IE2, IE3, IE4, IE5 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.908. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.885 to 0.905.

Table 4.8: *Reliability Test for Increased Transparency (IT)*

Dimension	No. of Items	Cronbach's Alpha
Increased Transparency	5	0.946
IT1	1	0.924
IT2	1	0.937
IT3	1	0.934
IT4	1	0.938
IT5	1	0.933

The following table (4.8) presents the 5 item code IT1, IT2, IT3, IT4, IT5 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.946. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.924 to 0.938.

Table 4.9: *Reliability Test for More Responsiveness (MR)*

Dimension	No. of Items	Cronbach's Alpha
More Responsiveness	8	0.963
MR1	1	0.960
MR2	1	0.959
MR3	1	0.957
MR4	1	0.958
MR5	1	0.954
MR6	1	0.958
MR7	1	0.962
MR8	1	0.960

The following table (4.9) presents the 8 item code MR1, MR2, MR3, MR4, MR5, MR6, MR7, MR8 which are measure and indicated the measuring instrument suggestion of Cronbach's alpha 0.963. Consequently, all the items are subjected to a reliability test that indicated the Cronbach's alpha ranging from 0.954 to 0.962.

4.2.1.4 Data Collection

This study commenced from June 2014 to August 2014. After adapting the questionnaire and being translated from English into Thai by the researcher and it

was approved by study supervisors; furthermore, the Thai version was translated back into English. The research data is collected by the means of a questionnaire distribution through Suratthani PAO channels. The researcher personally contacts the research participants to explain the research objectives and to request their participation. After permission is granted, the questionnaire is distributed to the respondents by the researcher. The completed questionnaire returned directly to the researcher in order to analyses the data.

4.2.1.5 Data Analysis

The data analysis consisted of the examination of the surveys for correctness and completeness, coding and keying data into a statistical program, the Statistical Package for Social Science (SPSS) for Windows. Then, the performance of an analysis of descriptive responses according to frequency distributions and descriptive statistics are shown. Those incomplete surveys are discarded from the analysis, and frequency tables and descriptive statistics are constructed to display results with respect to each of the research questions.

4.2.2 Qualitative Research

The second methodological orientation of this study is based on qualitative research; the data collection is generated from a variety of sources. There are document, interview and the content analysis are used to interpret the data.

4.2.2.1 Documentary Study

In order to collect substantive and relevant data, documentary researches focus on documentary consultation and document analysis. The data from government documents and parliamentary reports come from both primary and secondary sources. Meanwhile, the data collection of primary sources are taken from memoirs, autography, government reports, pamphlets and bulletins, while the secondary sources of data collection are in the form of theses, articles, books and other things. National libraries and libraries of various universities in Thailand and Malaysia are important to this research.

The method of document analysis is equally important in analyzing the contents of the responses and contributions of selected individuals. Thus, this study uses both general types of content analysis, conceptual analysis and relational analysis. In conceptual analysis, we look into the continuation and frequency of concepts or words. In relational analysis, the study goes one step further by an investigation of the relationships among concepts in the contexts.

4.2.2.2 Expert Interview

The details of the interviews are also written down and recorded depending on the convenience of both interviewers and interviewees. The interviewees in this research are mainly officials and staff of central government, local politicians. Probably the most comprehensive representatives of interviewees in this research are local government servants in Suratthani PAO.

The following selected interviewees are considered good informants since they have firsthand knowledge of the condition for effective decentralized governance on the case of the PAO of Suratthani. The wide range of opinions by the interviewees are described and identified. Their variety of experiences and opinions may be difficult to manage. However, only the important points and some specific questions are asked to all the interviewees. The main task to be shouldered by the researcher is especially in summarizing the details of observation, interviews and the interpretation of the data collected (see table 4.16).



Table 4.16: *Expert Interviews*

Group of Interviewees	Position	Number
1. Officials and staff of central government	1. Director of Department of Local Administration	1
	2. Provincial Governor	3
	3. Government officer	1
	4. Chief and executive of PAO.	
2. Local politicians	1. Deputy Chief and executive of PAO	3
	2. Member of PAO	5
	3. Executive and member of LAOs	4
Total		18

4.3 Chapter Summary

In summary, this chapter provides the research methodology. This research is of mixed methods, thus it employs both quantitative and qualitative techniques in collecting and analyzing the data. The first methodological orientation of this study is based on quantitative research. There are document, interview and the content analysis are used to interpret the data. The second methodological orientation of this study is based on qualitative research; the data collection is generated from a variety of sources. The research data collects by the means of a questionnaire distribution

through Suratthani PAO channels. The researcher personally contacts the research participants to explain the research objectives and to request their participation. The data analysis consists of the examination of the surveys for correctness and completeness, coding and keying data into a statistically program, the Statistical Package for Social Science (SPSS) for Windows.



CHAPTER FIVE

FINDING

5.1 Introduction

This study examines the conditions for decentralized governance, with particular focus on the case of the Provincial Administrative Organization of Suratthani (Suratthani PAO). The data was analyzed using SPSS. This chapter presents the research finding based on the data collected from the respondents. The findings are also present with the interview data.

5.2 Response Rate

A total of 1000 questionnaires were randomly distributed to the potential respondents and a total of 400 questionnaires were returned, a response rate of 40%. According to Sekaran and Bougie (2010), the response rate of 30% is acceptable. Thus, the effective response rate of this study is suitable. The response rate is shown in Table 5.1.

Table 5.1: *Responses Data and Rate*

Details	Citizens
Number of questionnaires distributed	1,000
Number of questionnaires received	400
Completed questionnaires	400
Response rate (%)	40

Table 5.2: *The Frequency and Percentage of Gender*

Item	Frequency	Percentage
Male	186	46.50
Female	214	53.50
Total	400	100

The frequency and percentage of gender for the respondents is presented in table 5.2 and shows that the majority of respondents in the sample are male which amount to 186 (46.50%), while the remaining 214 (53.50%) were females.

Table 5.3: *The Frequency and Percentage of Age*

Item	Frequency	Percentage
51 year and above	72	18.00
41 – 50 years	112	28.00
31 – 40 years	150	28.50
25 – 30 years	66	16.25
18 – 24 years	39	9.25
Total	400	100

Regarding the age group of participants 28.50% were in the age group 31 – 40 year with response rate of 150. Followed by those categories within the age group of 41 – 50 year, with response rate 112, which accounted for 28.00% of the study sample. The next are the age group of 51 year and above, with response rate 72 which accounted for 18.00% of the study sample. In the age group of less than 25 – 30 years, there were 66 respondents, representing 16.25% of the sample. The smallest ranged is between 18 – 24 years, with 39 respondents, which accounted for 9.25% of study sample.

Table 5.4: *The Frequency and Percentage of Religion*

Item	Frequency	Percentage
Buddhist	388	97.00
Islam	10	2.50
Christian	2	0.50
Total	400	100

Religions of sample study are Buddhist qualification are the highest with total number of 388 which accounted for 97%. Followed by those with adhere to Islam with 10 respondents 2.50% of the study sample. Finally, Christian haven only 2 respondents, which accounted for 0.50% of the study sample.

Table 5.5: *The Frequency and Percentage of Place of Birth*

Item	Frequency	Percentage
Suratthani province	347	86.75
Nakhon Sri Thammarat province	23	5.75
Satul province	17	4.25
Songkhla province	7	1.75
Pattani province	6	1.50
Total	400	100

According to this research the respondents' place of birth in Suratthani province are highest with a total number of 347 which accounted for 86.75% of the sample. Followed by those from Nakhon Sri Thammarat province qualification 23 this is 5.75% of study sample, Satul province qualification 17 this is 4.25% of the study sample. Songkhla province qualification 7 respondents 1.75% of the study sample. Finally, Pattani province is haven only 6 respondents, which accounted for 1.50% of the study sample.

Table 5.6: *The Frequency and Percentage of Education*

Item	Frequency	Percentage
Elementary	61	15.25
Secondary	95	23.75
Vocational	50	12.50
Under graduate	176	44.00
Graduate	18	4.50
Total	400	100

This research it indicates that the respondents who possess under graduate qualification are the highest with total number of 176 which accounted for 44% of the sample. Followed by those with secondary qualification 95 which is 23.75% of study sample, the Elementary qualification 61 is 15.25% of the study sample. The vocational qualification 50 respondents or 12.50% of the study sample. Finally,

graduate is haven to only 18 respondents, who account for 4.50% of the study sample.

Table 5.7: *The Frequency and Percentage of Occupation*

Item	Frequency	Percentage
Public Servant	126	31.50
Student	5	1.25
Employee	87	21.75
Agriculture	101	25.25
Private Business	81	20.25
Total	400	100

This research it has indicates that the respondent occupations as public servants are the highest with a total number of 126 which accounted for 31.50% of the sample. Followed by those with an agriculture qualification 101 this is 25.25% of study sample, the employee qualification 87 this is 21.75% of the study sample. The private business qualification 81 respondents 20.25% of the study sample. Finally, student is haven to only 5 respondents, who accounted for 1.25% of the study sample.

Table 5.8: *The Frequency and Percentage on Political Socialization*

Item	Frequency	Percentage
Liberal	177	44.25
Neutral	200	50.00
Conservative	23	5.75
Total	400	100

An analysis of the political socialization of the participants shows 50% are neutral with a response rate of 200. Among liberals the response rate was 177 which accounted for 44.25% of the study sample. The smallest range is conservative with a response rate of 23, which accounted for 5.75% of the study sample.

5.3 Goodness of Measures

5.3.1 Reliability Analysis

Table 5.9: *The Cronbach's Alpha Values*

Dimension	No. of Items	Cronbach's alpha
1. Relationship local and central government (item 9 – 18)	10	.781
2. Attitude of local politician (item 19 – 23)	5	.777
3. People participation (item 24 – 31)	8	.936
4. Consensus decision making (item 32 – 36)	5	.858
5. Increased efficiency (item 37 – 41)	5	.908
6. Increased transparency (item 42 – 46)	5	.946
7. More responsiveness (item 47 – 54)	8	.963
Cronbach's alpha	46	.881

The reliability of a measure indicates that the instruments in the study measure the conception and assess the goodness of a measure. The reliability analysis is conducted to test for consistency and stability of items and overall construct. Cronbach's alpha is the reliability coefficient that indicates how well the items in a set are positively correlated to one another (Sekaran & Bougie, 2010). The Cronbach's alpha values for each variable are presented in table 5.9.

The Cronbach's alpha was conducted to analyze the reliability for testing the internal consistency of ten (10) dimensions of relationship local and central government

(Item 9-18). The results show that the Cronbach's alpha values for all dimensions are between 0.781 and 0.963 and overall construct is 0.881.

The Cronbach's alpha was used to analyze the reliability of the attitude of local politician (item 19 – 23) scales and the internal consistency of the five (5) dimensions of the perception of the attitude of local politician. The results show that the Cronbach's alpha values for overall construct is 0.777. The Cronbach's alpha was used to analyze the reliability of the people participation (item 24 – 31) scales and the internal consistency of the eight (8) dimensions of the perception of the people participation. The results show that the Cronbach's alpha values for overall construct is 0.936.

The Cronbach's alpha was used to analyze the reliability of the consensus decision making (item 32 – 36) scales and the internal consistency of the five (5) dimensions of the consensus decision making. The results show that the Cronbach's alpha values for overall construct is 0.858. The Cronbach's alpha was used to analyze the reliability of the increased efficiency (item 37 – 41) scales and the internal consistency of the five (5) dimensions of the increased efficiency. The results show that the Cronbach's alpha values for overall construct is 0.908.

The Cronbach's alpha was used to analyze the reliability of the increased transparency (item 42 – 46) scales and the internal consistency of the five (5) dimensions of the increased transparency.

The results show that the Cronbach's alpha values for overall construct is .946. The Cronbach's alpha was used to analyze the reliability of the more responsiveness (item 47 – 54) scales and the internal consistency of the eight (8) dimensions of the perception of the more responsiveness. The results show that the Cronbach's alpha values for overall construct is 0.963.

According to Hair et al. (2006), the strength of relations for Cronbach's alpha between 0.70 and 0.80 is good, 0.80 and 0.90 is very good, and over 0.90 is excellent. Thus, the values of Cronbach's alpha show those measurements in this study are above the acceptable level of alpha.

5.4 Descriptive Analysis

Descriptive statistics were used to describe the frequency and distribution of all variables. Descriptive statistical analysis was used to measure respondents' perception of relationship local and central government, attitude of local politician, people participation, consensus decision making, increased efficiency, increased transparency, more responsiveness. The frequency analysis is also computed to check errors and report some variables descriptively.

5.4.1 Descriptive Statistics of Variables

This part presents descriptive statistics of variable of this study including means, standard deviation, and variance. Table 5.10 to 5.17 describes seven (7) variables

descriptively. All measurements have been tapped on a five-point Likert scale, ranging from one (strongly disagree) to five (strong agree).

In table 5.10 to 5.17 the results show that the mean values of the seven (7) variables are high.

Table 5.10: *Descriptive Statistics of Variables*

Item	M	SD	Level
1. Relationship between central and local government	3.79	.40	High
2. Attitude of local politician	3.85	.58	High
3. People participation	3.96	.51	High
4. Consensus decision making	3.79	.40	High
5. Increased efficiency	3.95	.50	High
6. Increased transparency	4.02	.50	High
7. More responsiveness	3.99	.51	High
Average	3.79	.40	High

Norm: Numerical Rating

Descriptive Rating

4.21 – 5.00

Very High (VH)

3.41 – 4.20

High (H)

2.61 – 3.40

Moderate (Mo)

1.81 – 2.60

Low (L)

1.00 – 1.80

Very Low (VL)

The result indicates the level of strength among the seven (7) variables of effective decentralized governance of Suratthani PAO. It shows that the overall is at high level (Mean = 3.79, S.D. = 0.40). Considered in each found that the relationship between central and local governments (Mean = 3.79, S.D. = 0.40), attitude of local politician (Mean = 3.85, S.D. = 0.58), people participation (Mean = 3.96, S.D. = 0.51), consensus decision making (Mean = 3.79, S.D. = 0.40), increased efficiency (Mean = 3.95, S.D. = 0.50), increased transparency (Mean = 4.02, S.D. = 0.50), and more responsiveness (Mean = 3.99, S.D. = 0.51).

The result reveals that those respondents are reviews of variables in the high level in all aspects. There is possible that it may lead to the effective decentralized governance of the local administration of the Suratthani PAO. Therefore, the descriptive ratings of the result should be more explains in detail in table 5.11 to 5.17.

5.5 The Relationship between Central and Local Government

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of ten (10) dimensions of the relationship between central and local government.

Table 5.11: *The Level of Relationship between Central and Local Government*
(n=400)

Item	M	SD	Level
1. Local governments have sufficient knowledge and skills to complete works	4.05	.65	High
2. Local governments know exactly what duties and responsibilities are	4.06	.63	High
3. Local governments can make their own decision concerning the daily work	3.61	.91	High
4. Local administrators are always able to make accurate decisions at work	3.70	.95	High
5. Central government always listen to the opinions of local governments	3.87	.93	High
6. Central government does all the best to fulfill the national goals	3.75	.87	High
7. Local governments receive the adequacy of budget that central government allocated	3.83	.85	High
8. Local government has strict control on budgeting	3.55	.92	High
9. Conflicts between local and central governments will always be resolved by power and influence of central government officers	3.76	.78	High
10. Central government always closely monitors the local government tasks.	3.70	.80	High
Average	3.79	.40	High

Norm: Numerical Rating

4.21 – 5.00

3.41 – 4.20

Descriptive Rating

Very High (VH)

High (H)

2.61 – 3.40	Moderate	(Mo)
1.81 – 2.60	Low	(L)
1.00 – 1.80	Very Low	(VL)

On the relationship between central and local governments, table 5.11 indicates that the respondent opinions on the relationship between local and central overall is high (Mean = 3.79, S.D. = 0.40). Then local governments know exactly what duties and responsibilities are the highest average (Mean = 4.06, S.D. = 0.63). Subordinate are local governments having sufficient knowledge and skills to complete works (Mean = 4.05, S.D. = 0.65). Then central government always listening to the opinions of local governments (Mean = 3.87, S.D. = 0.93). Local governments receive the adequacy of budget that central government allocated (Mean = 3.83, S.D. = 0.85). Also conflicts between local and central governments will always be resolved by power and influence of central government officers (Mean = 3.76, S.D. = 0.78). Moreover, central government does all the best to fulfill the national goals (Mean = 3.75, S.D. = 0.87). Then local administrators are always able to make accurate decisions at work (Mean = 3.70, S.D. = 0.95). Also central government always closely monitors the local government tasks (Mean = 3.70, S.D. = 0.80). And local governments can make their own decision concerning the daily week (Mean = 3.61, S.D. = 0.91) respectively. Then local government has strict control on budgeting is the lowest average (Mean = 3.55, S.D. = 0.92).

With the result above, the result reveals that there are strengths in terms of the relationship between central and local governments. It becomes clear that the

Suratthani PAO has autonomy, in some degree, from the central government at Bangkok. The result also shows that the central government has limited control over the Suratthani PAO. Importantly, the strength of local autonomy may lead to the effective decentralized governance of Suratthani PAO.

5.6 The Attitude of Local Politicians

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of five (5) dimensions of the attitude of the local politicians.

Table 5.12: *The Attitude of the Local Politicians (n=400)*

Item	M	SD	Level
1. Visions and ideas that are relevant to the local administration organization goals	3.59	.84	High
2. Empowering the people	3.82	.75	High
3. Closely monitor local administration organization's task	3.97	.72	High
4. Help to resolve the conflicts	4.01	.79	High
5. Listening to people's ideas and make use of them?	3.86	.79	High
Average	3.85	.58	High

Norm: Numerical Rating	Descriptive Rating
4.21 – 5.00	Very High (VH)
3.41 – 4.20	High (H)
2.61 – 3.40	Moderate (Mo)
1.81 – 2.60	Low (L)
1.00 – 1.80	Very Low (VL)

Table 5.12 found that respondent opinions about the attitude of local politicians is overall is high (Mean = 3.85, S.D. = 0.58). The majority of respondents emphasized that the help to resolve the conflicts is high average (Mean = 4.01, S.D. = 0.79). Lesser is have always closely monitored in local administration organization's task (Mean = 3.97, S.D. = 0.72), and listening to people's ideas and make use of them (Mean = 3.86, S.D. = 0.79), also empowering the people (Mean = 3.82, S.D. = 0.75) respectively. While, the question on visions and ideas that are relevant to the local administration organization goals is the lowest average (Mean = 3.59, S.D. = 0.84).

So, the result reveals that there is strength in terms of the attitude of local politicians. It clear that the local politicians in Suratthani PAO who are influencing public policy and decision making at the local administration are most accepted in their duties and responsibilities. There is possible that the strength of attitude of local politicians may lead to the effective decentralized governance of Suratthani PAO.

5.7 The Level of People Participation in Local Government Administration

This part presents descriptive statistics of variable of this study including means, standard deviation, and variance of eight (8) dimensions of the people participation in local government administration.

Table 5.13: *The Level of People Participation in Local Government Administration (n=400)*

Item	M	SD	Level
1. People should take part in carrying out local government programs.	3.84	.93	High
2. People should know local government programs in order to take part in local government administration.	3.94	.77	High
3. People should occasionally participate in local government policy decision.	3.96	.72	High
4. Before local policy is adopted people should have	3.85	.86	High
5. People should closely monitor all their own comments upon local government programs.	4.13	.72	High
6. People should have autonomy about decisions in local government policies and procedures.	3.93	.63	High
7. People should be consulted about budget development for their local government.	3.97	.65	High

8. Local government administration should listen to people.	4.07	.63	High
Average	3.96	.51	High

Norm: Numerical Rating	Descriptive Rating
4.21 – 5.00	Very High (VH)
3.41 – 4.20	High (H)
2.61 – 3.40	Moderate (Mo)
1.81 – 2.60	Low (L)
1.00 – 1.80	Very Low (VL)

Table 5.13 contains the result of level of participation of the respondents in administration of local government. The table shows that opinions about the level of the participation of the people indicates a description rating of high with overall (Mean = 3.96, S.D. = 0.51). People should closely monitor all their own comments upon it. The local government programs was the high average (Mean = 4.13, S.D. = 0.72). Second, the local government administration should listen to the people. (Mean = 4.07, S.D. = 0.63)and people should be consulted about budget development for their local government (Mean = 3.97, S.D. = 0.65), also people should occasionally participate in local government policy decision (Mean = 3.96, S.D. = 0.72). Then people should know local government programs in order to take part in local government administration (Mean = 3.94, S.D. = 0.77) and people should have autonomy about decisions in local government policies and procedures (Mean =

3.93, S.D. = 0.63) respectively. The people should have taken part in carrying out local government programs was the lowest average (Mean = 3.84, S.D. = 0.93).

The result reveals that there is strength in terms of the people participation in local government. The strength at the level of the people participation at local administration of Suratthani PAO will provide confidence in the local administration both in process of formulating policies, which met local government needs and programs to be achieved by the policies. Besides, there is possible that the strength of people participation in local government administration may lead to the effective decentralized governance of Suratthani PAO.

5.8 The Level of Effective Administration in Consensus Decision Making

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of five (5) dimensions of the effective administration in consensus decision making.

Table 5.14: *The Level of Effective Administration in Consensus Decision Making (n=400)*

Item	M	SD	Level
1. Develops long-range plans for the systematic improvement of human potential in decision-making.	4.26	.70	Very High
2. Develops and implements strategies to increase employee participation in decision- making purpose.	4.30	.72	Very High

3. Have always empowered your subordinates.	4.15	.71	High
4. Listen to subordinates ideas and make use of them.	4.09	.71	High
5. Use ideas for budgeting.	4.02	.71	High
Average	3.79	.40	High

Norm: Numerical Rating	Descriptive Rating
4.21 – 5.00	Very High (VH)
3.41 – 4.20	High (H)
2.61 – 3.40	Moderate (Mo)
1.81 – 2.60	Low (L)
1.00 – 1.80	V Low (VL)

Table 5.14 respondent are reviews of effective administration in terms of consensus decision making in high level (Mean = 3.79, S.D. = 0.40). Considered in each found that the article develops and implements strategies to increase employee participation in decision making purpose with the high average (Mean = 4.30, S.D. = 0.72). Followed by develops long-range plans for the systematic improvement of human potential in decision-making (Mean = 4.26, S.D. = 0.70), and listen to subordinates ideas and make use of them (Mean = 4.09, S.D. = 0.71). Then have always empowered your subordinates (Mean = 4.15, S.D. = 0.71), respectively. It has been used for budgeting had the lowest average (Mean = 4.02, S.D. = 0.71).

The results reveal that there is strength in terms of the consensus decision making in local government. With the result above, the local administration of Suratthani PAO

is drive by the consensus decision making among public sectors such as public servant in the central, regional, and local government organizations, including local politicians and people in Suratthani province. Then, there is possible that, the local administration that relate with consensus decision making may lead to the effective decentralized governance of Suratthani PAO.

5.9 The Level of Efficiency of Administration in Increased efficiency.

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of five (5) dimensions of the efficiency of local administration in increased efficiency.

Table 5.15: *The Level of Efficiency of Local Administration in Increased Efficiency (n=400)*

Item	M	SD	Level
1. Have vision and ideas that are relevant to the local administration organization goals.	3.85	.78	High
2. Supervisor team members complying with rules and meeting requirement.	3.87	.77	High
3. Disseminated information regarding changes in policies and procedures.	3.91	.77	High
4. Sufficient knowledge and skills to complete work.	4.05	.66	High
5. Know exactly about duties and	4.95	.62	Very High

responsibilities.

Average	3.95	.50	High
Norm: Numerical Rating			Descriptive Rating
4.21 – 5.00			Very High (VH)
3.41 – 4.20			High (H)
2.61 – 3.40			Moderate (Mo)
1.81 – 2.60			Low (L)
1.00 – 1.80			Very Low (VL)

Table 5.15 presents indicates that the level of efficiency of local administration increased efficiency overall is high (Mean = 3.79, S.D. = 0.40). That is the majority of respondents emphasize that they know exactly what duties and responsibilities are highest (Mean = 4.95, S.D. = 0.62) followed by sufficient knowledge and skills to complete the work (Mean = 4.05, S.D. = 0.66). Then disseminated information regarding changes in policies and procedures (Mean = 3.91, S.D. = 0.77) and supervisor team members complying with rules and meeting requirement (Mean = 3.87, S.D. = 0.77) respectively. While the vision and ideas directed toward organization goals are lowest (Mean = 3.85, S.D. = 0.78).

So, the result reveals that there is strength in terms of increased efficiency in local government. With the result above, the local administration of Suratthani PAO is increased efficiency in local government, particularly in terms of duties and responsibilities including sufficient knowledge and skills and so on. There is possible

that the local administration which relate with increased efficiency may lead to the effective decentralized governance of Suratthani PAO.

5.10 The Level of Increased Transparency

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of five (5) dimensions of the increased transparency.

Table 5.16: *The Level of Increased Transparency (n=400)*

Item	M	SD	Level
1. There are regular opportunities for citizen to set information related to their participation needs.	4.05	.63	High
2. Development program encourages improvement and growth in technical skill and abilities for the citizens.	4.11	.65	High
3. Develops and implements strategies to increase public participation.	4.10	.73	High
4. Have participated in solving the problem of community.	3.85	.72	High
5. Have shared information with other communities in order to achieve the local government's objectives.	3.99	.85	High
Average	4.02	.50	High

Rating	Descriptive Rating
4.21 – 5.00	Very High (VH)
3.41 – 4.20	High (H)
2.61 – 3.40	Moderate (Mo)
1.81 – 2.60	Low (L)
1.00 – 1.80	Very Low (VL)

Table 5.16 presents indicates that the level of increased transparency overall is high (Mean =4.02, S.D. = 0.50). The development program encourages improvement and growth in technical skill and abilities for the citizens (Mean = 4.11, S.D. = 0.65) is highest followed by develops and implements strategies to increase public participation (Mean = 4.10, S.D. = 0.73) and there are regular opportunities for citizen to set information related to their participation needs (Mean = 4.05, S.D. = 0.63). Then cooperating in solving community problem (Mean = 3.85, S.D. = 0.72), and have shared information with other communities in order to achieve the local government's objectives (Mean = 3.99, S.D. = 0.85) respectively. While the participated in solving the problem of community is lowest (Mean = 3.85, S.D. = 0.72).

The result reveals that there is strength in terms of increased transparency in local government. With the result above, the local administration of Suratthani PAO is increased transparency in local government, for example in terms of development program encourages improvement and growth in technical skill and abilities including develops and implements strategies and so on. There is possible that the

local administration which relate with increased transparency may lead to the effective decentralized governance of Suratthani PAO.

5.11 The Level of More Responsiveness in Local Administration

This part presents descriptive statistics of all variables of this study including means, standard deviation, and variance of eight (8) dimensions of the more responsiveness in local administration.

Table 5.17: *The Level of More Responsiveness in Local Administration (n=400)*

Item	M	SD	Level
1. An equitable service provided for all citizens.	3.98	.81	High
2. A timely service.	3.97	.80	High
3. A continuous service that is always available to the citizens who need it.	3.98	.71	High
4. A proper solution service that helps alleviate the problems of all citizens involved.	3.98	.74	High
5. A service which is continuously improved both in quality and performance.	4.09	.78	High
6. Work is of quality, consistency, and completeness.	4.01	.67	High
7. Finish assigned job on time.	3.91	.64	High
8. Job performance is speedy and fast.	4.03	.69	High

Average	3.99	.51	High
Norm: Numerical Rating			Descriptive Rating
4.21 – 5.00			Very High (VH)
3.41 – 4.20			High (H)
2.61 – 3.40			Moderate (Mo)
1.81 – 2.60			Low (L)
1.00 – 1.80			Very Low (VL)

Table 5.17 presents indicates that the level of more responsiveness in local administration (Mean = 3.99, S.D. = 0.51). That is the majority of respondents emphasize that a service which is continuously improving both in quality and performance is highest (Mean = 4.09, S.D. = 0.78). Followed by the job performance is speedy and fast (Mean = 4.03, S.D. = 0.69), and work is of quality, consistency, and completeness (Mean = 4.01, S.D. = 0.67). Then an equitable service provided for all citizens (Mean = 3.98, S.D. = 0.81), also a continuous service that is always available to the citizens who need it (Mean = 3.98, S.D. = 0.71), and a proper solution service that helps alleviate the problems of all citizens involved (Mean = 3.98, S.D. = 0.74), respectively. While the finish assigned job on time is lowest (Mean = 3.91, S.D. = 0.64).

The result reveals that there is strength in terms of more responsiveness in local government. With the result above, the local administration of Suratthani PAO is increased transparency in local government, for example in terms of public service for improving quality and performance including job performance and quality,

consistency, and completeness of work and so on. Additionally, it is intended that the local administration which relate with more responsiveness may lead to the effective decentralized governance of Suratthani PAO.

5.12 The Conditions for Effective Decentralized Governance

5.12.1 Bivariate Analysis

The correlations can show the bivariate relationship among all the dimensions. The correlation matrix is show in the table 5.18. It relates to the objectives of the study by explore the relationship between central and local government (RCL), the attitude of local politician (ALP). And people participation (PEP).

The results show all seven (7) dimensions of conditions are significantly correlated with effective decentralized governance. Cohen (1988) provided guidelines for determining whether a value of r represents a small, medium, or large effect in psychological research. He indicated that $r = 0.10$ can be considered a small correlation, $r = 0.30$ can be considered a medium correlation and $r = 0.50$ can be considered a large correlation.

Table 5.18: *Pearson Correlations Coefficient between Conditions Dimensions and Effective Decentralized Governance*

Item	Correlations						
	Relationship	Attitude	People	Consensus	Increased efficiency	Increased transparency	More responsiveness
Relationship	1						
Attitude	.476**	1					
People	.427**	.559**	1				
Consensus	.259**	.423**	.509**	1			
Increased efficiency	.300**	.406**	.640**	.469**	1		
Increased transparency	.369**	.429**	.577**	.506**	.485**	1	
More responsiveness	.354**	.500**	.590**	.462**	.430**	.638**	1
Effective decentralized	.406**	.557**	.733**	.768**	.754**	.833**	.805**

** Correlation is significant at the 0.01 level (2-tailed)

Table 5.18 shows overall conditions of an effective decentralized governance dimension are significantly correlated with consensus. The strength of the positive relationship is 0.500, conditions effective decentralized governance dimensions is significantly correlated with increased efficiency. The strength of the positive relationship is 0.560, conditions effective decentralized governance dimensions is significantly correlated with increased citizen. The strength of the positive relationship is 0.567, conditions effective decentralized governance dimensions is significantly correlated with more responsiveness. The strength of the positive relationship is 0.602, conditions effective decentralized governance dimensions is significantly correlated with effective decentralized. The strength of the positive relationship is 0.706.

5.12.2 Regression Analysis

Regression analysis was employed to examine the relationship between conditions and effective decentralized governance in Suratthani PAO. According to Sekaran (2006), the correlation coefficient (R) indicated only the strength of the relationship but does not show how much of the variance of variables. Hair (et al., 2010) also argued that the correlation indicates a relationship exists between two variables, as well as the overall strength of the relationship.

5.12.2.1 Relationship between Conditions for Effective Decentralize Governance with Consensus Decision Making

This part examines the relationship between conditions for effective decentralized governance with influence by the relationship between central and local government (RCL), attitude of local politician (ALP) and people participation (PEP).

Table 5.19: *Summary of Regression Result for Conditions for Effective Decentralize Governance to Consensus Decision Making*

Independent Variables	B-weight	Beta	t-value	Sig. t
(Constant)	2.008		9.241	.000
Relationship between central and local government	-.010	-.008	-.168	.867
Attitude of local politician	.173	.203	3.771*	.000
People participation	.386	.399	7.609*	.000

$R^2 = .287$

Adjusted $R^2 = .282$

$F = 53.177^*$

Number of cases = 400

* $P < .05$, two-tailed

From the table 5.19 that the three predictor variables are negatively relationship correlated to consensus decision making (CDM) (dependent variable). A computed R-square value of 0.287 suggests that the conditions for effective decentralized governance related variables are 28.7% of the variance in the consensus decision making (CDM) with F-value of 53.177. Conditions for effective decentralized

governance are statistically significant (0.05) predictors of consensus decision making. Two variables of attitude of local politician (ALP) and people participation (PEP) are found to be statistically significant at level *P <0.05 predictors of consensus decision making (CDM).

So, the result reveals that there is strength in terms of people participation (PEP) and attitude of local politician (ALP). With these issues, there will be strength in people participation (B = 0.386, t-value = 7.609*) and attitude of local politician (B = 0.173, t-value = 3.771*) with respect to consensus decision making at the PAO in Suratthani such as the relationship between the central and local government (B = -0.010, t-value = -0.168) is found to be an insignificant predictor of consensus decision making (CDM). So, there are rules regulated in the constitution in the practice of central government it is not a delicate authority to local government. The general regression equation is stated above:

$$\text{CDM} = 2.008 - 0.010\text{RCL} + 0.173\text{ALP}^* + 0.386\text{PEP}^*$$

(9.241) (-0.168) (3.771) (7.609)

* = Significant at level *P <0.05

From the computer output above, it shows that, sign of relationship between variables in these models are concord with the relationship between conditions for effective decentralized governance and consensus decision making. These output shows the relationship between the central and local government 0.010RCL (-0.168), attitude of local politician 0.173ALP* (7.609) and people participation 0.386PEP* (7.609) with consensus decision making (CDM) are positive.

It is shows that, if the relationship between the central and local government (RCL) increases 1 unit, the consensus decision making (CDM) also will decrease in the amount 0.010 (RCL). It is shows that, if attitude of local politician (ALP) increases 1 unit, the consensus decision making (CDM) also will increase in the amount 0.173 (ALP). It is shows that, if people participation (PEP) increases 1 unit, the consensus decision making (CDM) also will increase in the amount 0.386 (PEP).

5.12.2.2 Relationship between Conditions for Effective Decentralize Governance to Increased Efficiency

This part examines the relationship between conditions for effective decentralized governance with influence by the relationship between central and local government (RCL), attitude of local politician (ALP) and people participation (PEP).

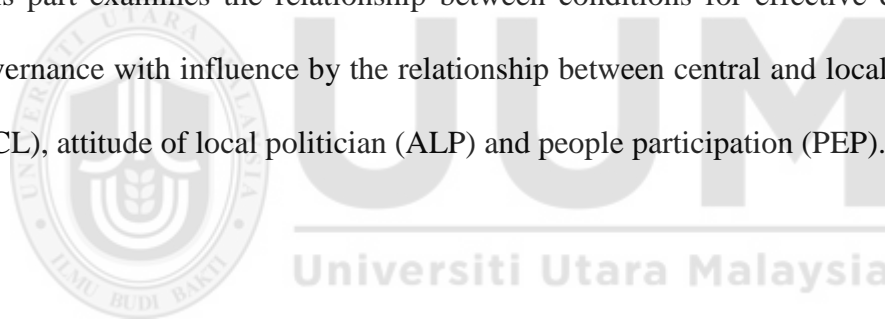


Table 5.20: *Summary of Regression Result for Conditions for Effective Decentralize Governance to Increased Efficiency*

Independent Variables	B-weight	Beta	t-value	Sig. t
(Constant)	1.338		6.671	.000
Relationship between central and local government	.017	.013	.297	.766
Attitude of local politician	.057	.066	1.349	.178
People participation	.588	.597*	12.538	.000

$R^2 = .413$
Adjusted $R^2 = .408$
 $F = 92.773$
Number of cases = 400
* $P < .05$, two-tailed

From the table 5.20, the three predictor variables are positively correlated to increased efficiency (INE) (dependent variable). A computed R-square value of 0.413 suggests that the conditions for effective decentralize governance related variables are 41.3% of the variance in the increased efficiency with F-value of 92.773. Conditions for effective decentralize governance are statistically significant (0.05) predictors of increased efficiency. So, they are regulation rules in constitution in practice. Central government is not delicate authority to local government. Only one variables of people participation is found to be statistically significant at level * $P < 0.05$ predictors of increased efficiency (INE).

So, the result reveals that there is strength in terms of people participation (PEP). With these issues, there will be strength in people participation (PEP) (B = 0.588, t-value = 12.538*) with respect to increased efficiency (INE) at the PAO in Suratthani, such as the relationship between central and local government (B = 0.017, t-value = 0.297) and the attitude of local politician (B = 0.057, t-value = 1.349) are found to be an insignificant predictor of increased efficiency. So, there are rule regulations in the constitution in practice. The central government is not delicate authority to local government. The general regression equation is stated above:

$$\text{INE} = 1.338 + 0.017\text{RCL} + 0.057\text{ALP} + 0.588\text{PEP}^*$$

(6.671) (.297) (1.349) (12.538)

* = Significant at level at level *P < 0.05

From the computer output above, it shows that, sign of relationship between variables in these models are concord with the relationship between conditions for effective decentralized governance and increased efficiency. These output shown, the relationship between the central and local government 0.017RCL (0.297), attitude of local politician 0.057ALP (1.349) and people participation 0.588PEP* (12.538) with increased efficiency are positive.

It is shown that, if the relationship between the central and local government (RCL) increases 1 unit, the increased efficiency also will increase in the amount 0.017(RCL). It is shown that, if attitude of local politician (ALP) increases 1 unit, the increased efficiency also will increase in the amount 0.057 (ALP). It is shown that, if

people participation (PEP) increases 1 unit, the increased efficiency also will increase in the amount 0.588 (PEP).

5.12.2.3 Relationship between Conditions for Effective Decentralize Governance to Increased Transparency

This part examines the relationship between conditions for effective decentralized governance with influence by the relationship between central and local government (RCL), attitude of local politician (ALP) and people participation (PEP).

Table 5.21: *Summary of Regression Result for Conditions for Effective Decentralize Governance to Increased Transparency*

Independent Variables	B-weight	Beta	t-value	Sig. t
(Constant)	1.269		6.030	.000
Relationship between central and local government	.147	.117*	2.490	.013
Attitude of local politician	.100	.115*	2.243	.025
People participation	.458	.463*	9.308	.000

R² = .359
Adjusted R² = .355
F = 74.064
Number of cases = 400
*P < .05, two-tailed

From the table 5.21, the three predictor variables are positively correlated to increased transparency (INT) (dependent variable). A computed R-square value of 0.359 suggests that the conditions for effective decentralize governance related variables are 35.9% of the variance in the increased transparency (INT) with F-value of 74.064. Conditions for effective decentralize governance are statistically significant (0.05) predictors of increased transparency (INT). So, all variables of relationship between central and local government, attitude of local politician and people participation are found to be statistically significant at level *P <0.05 predictors of increased transparency.

So, the result reveals that there is strength in terms of relationship between central and local government, the attitudes of local politician and of people participation. With these issues, there will be strength in the relationship between central and local government (B = .147, t-value = 2.490), attitude of local politician (B = 0.100, t-value = 2.243) and people participation (B = 0.458, t-value = 9.308) with respect to increased transparency at the PAO in Suratthani. The general regression equation is stated above:

$$\text{INT} = 1.269 + 0.147\text{RCL} + 0.100\text{ALP} + 0.458\text{PEP}$$

(6.030) (2.490) (2.243) (9.308)

* = Significant at level *P <0.05

From the computer output above, it shows that, sign of relationship between variables in these models are concord with the relationship between conditions for effective decentralized governance and increased transparency (INT). These output

shown, the relationship between the central and local government 0.147RCL (2.490), attitude of local politician 0.100ALP (2.243) and people participation 0.458PEP (9.308) with increased transparency (INT) are positive.

It is shown that, if the relationship between the central and local government (RCL) increases 1 unit, the increased transparency (INT) also will increase in the amount 0.017(RCL). It is shows that, if attitude of local politician (ALP) increases 1 unit, the increased transparency (INT) also will increase in the amount 0.100(ALP). It's shown that, if people participation (PEP) increases 1 unit, the increased transparency (INT) also will increase in the amount 0.458PEP.

5.12.2.4 Relationship between Conditions for Effective Decentralize Governance to More Responsiveness

This part examines the relationship between conditions for effective decentralized governance with influence by the relationship between central and local government (RCL), attitude of local politician (ALP) and people participation (PEP).

Table 5.22: Summary of Regression Result for Conditions for Effective Decentralize Governance to More Responsiveness

Independent Variables	B-weight	Beta	t-value	Sig. t
(Constant)	1.177		5.620	.000
Relationship between central and local government	.076	.059	1.300	.194
Attitude of local politician	.201	.227*	4.558	.000
People participation	.443	.438*	9.051	.000

* Correlation is significant at the 0.05 level

R² = .393
Adjusted R² = .389
F = 85.518
Number of cases = 400
*P < .05, two-tailed

From the table 5.22, the three predictor variables are positively correlated to more responsiveness (dependent variable). A computed R-square value of 0.393 suggests that the conditions for effective decentralize governance related variables are 41.3% of the variance in the more responsiveness with F-value of 85.518. Conditions for effective decentralize governance are statistically significant at level *P <0.05 predictors of more responsiveness. Two variables of attitude of local politician and people participation are found to be statistically significant (0.05) predictors of more responsiveness.

So, the result reveals that there is strength in terms of attitude of local politicians and people participation. With these issues, there will be strength in attitude of local politician (B = 0.201, t-value = 4.558) and people participation (B = 0.443, t-value = 9.051*) with respect to more responsiveness at the PAO in Suratthani. Other variables such as the relationship between central and local government is found to be an insignificant predictor of more responsiveness. So, there are rule regulations in the constitution in practice. The central government is not delicate authority to local government. The general regression equation is stated above:

$$\text{MOR} = 1.177 + 0.076\text{RCL} + 0.201\text{ALC} + 0.443\text{PEP}$$

(5.620)
(1.300)
(4.558)
(9.051)

* = Significant at level *P < 0.05

From the computer output above, it shows that, sign of relationship between variables in these models are concord with the relationship between conditions for effective decentralized governance and more responsiveness. These output shown, the relationship between the central and local government 0.076RCL (1.300), attitude of local politician 0.201ALC (4.558) and people participation 0.443PEP (9.051) with more responsiveness are positive.

It is shown that, if the relationship between the central and local government (RCL) increases 1 unit, the more responsiveness also will increase in the amount 0.076RCL. It's shown that, if attitude of local politician (ALP) increases 1 unit, the more responsiveness also will increase in the amount 0.201ALC. It is shows that, if people

participation (PEP) increases 1 unit, the more responsiveness also will increase in the amount 0.443PEP.

5.13 Summary of Hypotheses Testing

Table 5.23: *Summary of Hypotheses Testing*

Hypothesis	Relationship	Beta value	t-value	Sig.t	Decision
H1	Relationship between central and local government – Consensus decision making	.008	.168	.867	Rejected
	Attitude of local politician – Consensus decision making	.203	3.771*	.000	Supported
	People participation – Consensus decision making	.399	7.609*	.000	Supported
H2	Relationship between central and local government – Increased efficiency	.013	.297	.766	Rejected
	Attitude of local politician – Increased efficiency	.066	1.349	.178	Rejected
	People participation – Increased efficiency	.597	12.538*	.000	Supported
H3	Relationship between central and local government – Increased transparency	.117	2.490*	.013	Supported
	Attitude of local politician – Increased transparency	.115	2.243*	.025	Supported
	People participation – Increased transparency	.463	9.308*	.000	Supported
H4	Relationship between central and local government – More responsiveness	.059	1.300	.194	Rejected
	Attitude of local politician – More responsiveness	.227	4.558*	.000	Supported
	People participation – More responsiveness	.438	9.051*	.000	Supported

Note: * significant at 0.05

5.14 Chapter Summary

In summary, this chapter provides the conditions for decentralized governance, with particular focus on the case of the Provincial Administrative Organization of Suratthani (Suratthani PAO). The data were analyzed using SPSS. Then this chapter presents the research finding based on the data collected from the respondents. The findings are also present with the interview data. Lastly, it examines the regression analysis was employed to examine the hypothesis of this study.



CHAPTER SIX

DISCUSSION CONCLUSION AND RECOMMENDATION

6.1 Introduction

In this chapter, the main findings with regard to the research objectives are discussions based on the findings of the studies presented in this thesis. Furthermore, this chapter concludes with recommendations for the policy makers and further research into more effective decentralized governance of local administration are presented.

6.2 Discussion of Finding

The purpose of this study was to examine the conditions for decentralized governance, with particular focus on the case of the Provincial Administrative Organization of Suratthani (Suratthani PAO). The research questions for this study were: (1) Why and how does the relationship between central and local governments influence effective decentralized governance in Suratthani PAO? (2) How do attitude of local politician influence effective decentralized governance in Suratthani PAO? (3) How does people participation influence effective decentralized governance in Suratthani PAO?

There are three objectives; (1) to explore the level of relationship between central government and local government influence of effective decentralized governance in Suratthani PAO; (2) to analyze the influence of attitude of local politician in the

effective decentralized governance in Suratthani PAO; (3) to examine the level of influence of people participation in effective decentralized governance in Suratthani PAO.

The study went further to test the formulated hypotheses to determine which of the independent variable has a significant relationship with the dependent variable using regression analysis. Summary of hypotheses testing on the relationship between conditions and effective decentralized governance in Suratthani PAO are presented below.

H1: Hypotheses testing on the consensus decision making

- 1) The relationship between central government and local government influence the consensus decision making is found to be insignificant because the central government has limited control over the local administrative organizations. Expressively, the Suratthani PAO has authorized to operate functions and decision making within the provincial administration by the Provincial Administrative Organization Act B.E. 2540 and rules regulated in relevant laws.
- 2) Attitude of local politicians influences the consensus decision making is found to be significant because the local politicians are influencing public policy and decision making at the local administration.

- 3) People participation influences the consensus decision making is found to be significant because people participation was part of the administration of the local administrative organization which aimed to promote consensus decision making in local governance.

H2: Hypotheses testing on the increased efficiency

- 1) The relationship between central government and local organization influence the increased efficiency is found to be insignificant because the local administration to make local can manage its resources with more efficiency depend on knowledge and skills of local authorities than command and control of central authorities.
- 2) Attitude of local politicians influences the increased efficiency is found to be insignificant because the increased efficiency of local administration not relevant to attitude of local politicians for example, visions and ideas of local politicians.
- 3) People participation influences the increased efficiency is found to be significant because the people actively participation is the major key of efficiency in administration of local government.

H3: Hypotheses testing on the increased transparency

- 1) The relationship between central government and local organization influence the increased transparency is found to be significant because, even

though, the central government has limited control over the local government but the central government still maintain its control over the transparency of local government.

- 2) Attitude of local politicians influences the increased transparency is found to be significant because the local politicians are influencing the increased transparency at the local administration.
- 3) People participation influences the increased transparency is found to be significant because the people participation is influencing the increased transparency at the local administration.

H4: Hypotheses testing on more responsiveness

- 1) The relationship between central government and local organization influence more responsiveness is found to be insignificant because the central government has limited control over the local administrative organizations. Besides the Suratthani PAO has authorized to equitable service provided for local residents. So the mission of local government shall cover the activities of local citizen in both development and public services are located to the level of more responsibilities in local administration.
- 2) Attitude of local politicians influences more responsiveness is found to be significant because the local politicians are influencing more responsiveness at the local administration.

- 3) People participation influences more responsiveness is found to be significant because the people participation is part of the administration of the local administrative organization which aimed to promote more responsiveness in local governance.

6.2.1 The Level of Relationship between Central and Local Government Influences Effective Decentralized Governance in Suratthani PAO

The findings in this study indicate that the relationship between central and local governments is high. It also shows that the local government authorities know exactly what are the duties and responsibilities. Beside the local government authorities have sufficient knowledge and skills to complete works and the central government always listen to the opinions of local governments.

Clearly, the local administrative organization authority has clearly stated in the Provincial Administrative Organization Act B.E. 2540, chapter 4, and section 45. The provincial administrative organizations have authorized to operate functions within the provincial administration as followed: 1) An enacted law must be consistent with other laws. 2) Propose a development plan for the provincial administrative organization and coordinate the development plan in according to the statement of cabinet. 3) Support district council and local administrative organization for the local development. 4) Coordinate and cooperate in the performance of district councils and other local government. 5) Allocate funds to district council and other local authorities. 6) Has the authority of the province under the Provincial Administration Act B.E. 2540 only within the district council. 7) Protect and

maintain the natural resources and environment, maintain local artistic, tradition, culture, local wisdom and local culture. 8) Organize all activities for any entity of local administrative organization and other organizations within territory of provincial administration and other Local Administrative Organization entities. Such activities should be appropriated to jointly perform with provincial administration organization prescribed by the ministerial regulations. 9) Organize other activities stated by this act or other acts stated as the authority of the provincial administrative organization. The authority of central government or local administrative organization may assign to provincial administrative organization to perform as prescribed in the ministerial regulations.

The Suratthani Provincial Administrative Organization (Suratthani PAO) under the management by Mr. Tanongsak Thaveetong, the chief executive of the PAO that set up the strategy for the development for organizing of community, society and maintain order. The objective was to develop, promote and support the good management among community and drug issues, the development of leadership capacity and people to enforce the sustainability among them.

The report of the monitoring and evaluation by development plan of Suratthani PAO, fiscal year 2014 (Suratthani Provincial Administrative Organization, Planning and Budget Division, 2014) point that the implementation of plan under the operation by Suratthani PAO which was the major issue among local residents that Suratthani PAO should concern in duties and responsibilities as volunteered to serve the public. The management should have the ability to lead the organization in the development

of public service towards the ASEAN Economic Community (AEC) while providing the personnel development to support AEC and enhance the performance of public services and promote public relations. The district administrator has recognized the importance of the local administration to be successful under proposed policies. Therefore some plan has been provided to serve the changing of circumstances (follow up report).

Local management can control the budget closely. Typically, the budget can be allocated from many channels. The revenues of the local governments included: 1) tax 2) fees, fines, and licenses 3) income from assets 4) revenue from utilities and commercial 5) subsidies 6) miscellaneous revenue (Regulation of Ministry of the Interior has provision of budget of the Local Administrative Organization B.E. 2541, article 17).

In addition, there are two types of expenditure. First, permanent expenditure which comprise of; 1) salary and wages, 2) temporary wage, 3) remuneration and materials, 4) utility bills, 5) subsidies, 6) other expenses. Second, there are expenditure of investment included asset, land and buildings (Ministry of Interior (Regulation of Ministry of the Interior has provision of budget of the Local Administrative Organization B.E. 2541, Article 14).

For budget control, stated on Article 33 – 38 of the aforementioned regulations. As below;

Article 33 states that “The boards of district management and budget officers are to share responsibility: 1) Control of receipt and payment. 2) Account control report. And other documents about receipt, payments and debt. 3) Check document related to cash receiving, and payment and financial commitment.

Article 34 states that “Local governments can make payments or financial commitments under the provision of annual budget or the additional budget which laws, regulations, orders or permission letter from Interior Ministry and have sufficient income for such payments.”

Article 35 states that “All income received by local governments whether by law, regulation or payment under the act or agreement or receive from using property or interests from government asset or organization shall be counted as the revenue of local administrative organization under related rules or regulations unless there are laws, regulations, orders or letter from Interior that determined otherwise.”

Article 36 states that “All income received by local governments spending on particular expense therefore the financial commitment or payment should be the same amount as received and shall not be counted as revenue of local administrative organization. It there was some money left and the dedicator did not state otherwise it can be counted as revenue.”

The spending of ad hoc subsidies, loan, and deficiency payments from money or subsidies from government, ministries, departments or any other agencies stated an ad hoc event unconditionally: local governments can implement as specified without

set up budget enacted by this regulation, payment type and method or financial commitment in according to the policy of department of administration. Compensation for damages of property or renovation of the property or returning asset, local administrative organization shall consider the implementation under related regulations without setting up new budget by this regulation.

Revenue from hospital, school or other institution that provide public service or public utility to local administrative organization can spend such revenue in accordance with the regulation, letter of order as prescription only. Article 37 states that “At the end of the fiscal year, if the remaining expenditures with the extended period of reimbursement, the expenditure can be withdrawn under the former budget within the period of reimbursement.” Additionally, article 38 state that “The financial commitment the bound with budget which over one year budget, the budget will be made only upon the approval of the local council with the income stated in budget therefore the budget can be drawn...”

The budget control by local governments as shown in section 39 – 40 of the regulation of Ministry of Interior, under the budgeting of the local administrative organization, B.E. 2541 stated that “Local administrative organization sent a copy of the annual budget and the additional expenditures which have been approved to the governor, for Subdistrict Administrative Organization (SAO) to submit such budget control to head or assistant district officer who is chief of district to acknowledge within a period and shall not exceed more than fifteen days since the final date of the announcement to the public at the office of local administrative organization. Article

40 states that “At the end of the fiscal year, the local administrative organization announced the end of the fiscal year, the budget and off-budget funds can be revealed at the office of LAO to the public within thirty days prescribed by the department of interior and submit copy of income and expenditure.”

There may be several reasons why the findings in this study contrast with findings in earlier studies, for example Reonchaidee (2002) which pointed that as for the using problem of discretion and mandatory powers of the central government and the provincial governments in considering general regulations, budget regulations, conclusions, development plans, complaints, applications and consultations of the PAO. Alongside, another work of Buree and Thuntisunthorn (2010) indicates that there are provisions of the law, regulations and directives of the Ministry of Interior (MOI) that are applied to the LAO which conflict with the Thai constitution and principles of local autonomy in the administration of the LAO.

Despite this the study shows that the relationship between central government and local government is relying on the constitution, laws, and regulations. It also finds from the quantitative result that have no significant influence of central government and local government. In the line with interview, the interviewees are strongly suggesting that the central government give some power to local government so that they are empowered to conduct activities within their own boundaries without any intervention. Some of the interviewees pointed out that the administration autonomy of local authorities co-exists in balance with interval control and oversight from the central government.

On the interview, the interviewees strongly suggest that decentralization is delegation of responsibilities for better provision of public services and development initiative, including governance and management as well.

“Decentralization has several perspectives; political perspective is returning power to local communities for some degree of self-government. Government perspective is governance system where national government delegates some power local authority so that they are empowered is conduct activities within their own boundaries without any intervention Administration perspective delegate of some purview to agencies or organization for the provision of public service, provided that proper autonomy is granted” (Interview with Chief officer of Suratthani Local Administration).

“The goals of decentralization are the well-being and security of local people and decentralization is a means, not a goal. A concrete measurement of requiring an assessment of decentralization and what extent yields the better outcome is necessary. Administration autonomy of local authorities must co-exist in balance with interval control and oversight from outside” (Interview with Deputy President of Suratthani PAO).

As Sub-prime of Makhamtia TAO suggested:

“Local management can manage by local capacity because the local management perceives the issues among the locals well. Then the central

government can supply budget and facilitate” (Interview with Sub-prime of Makhamtia TAO).

Some interviewees pointed that revenue autonomy is a pre-requisite of fiscal autonomy and administrative autonomy, for example:

“Revenue autonomy allows the local authorities to have the power to impose local taxes and have the power and the capacity to administer the local taxes. In addition, revenue autonomy implies that the local authorities must generate revenue to at least cover the main part of the local expenditure” (Interview with President of Suratthani PAO).

6.2.2 The Influence of Attitude of Local Politician in Effective Decentralized Governance in Suratthani PAO

The findings in this study indicate that respondent opinions about the attitudes of local politicians get the overall of the respondents indicates is high. These findings indicate that local administration may have conflicts in term of interest and resources resulted from the allocation of budgets and government policies. It is clear that the structure of the management within provincial administrative organization stated that chief executive of PAO selected from election. Management must determine the development projects spread into different areas of the district with regard to fairness. Meanwhile, we should provide the director /audit work of the management department by the PAO council who has been selected as the representatives from different areas in the proportion specified in the law. The PAO council has authority to approve the provisions on the annual budget and investigates the administration's

management to prepare many projects to meet the public needs of people in different areas fairly. The structure of PAO and defined duties and responsibilities of local politicians that public accept local politicians can reduce conflicts within local area (Interview with Deputy President of Suratthani PAO).

In the present day, Thai society is complex in many areas such as resource allocation, public participation, information accessibility, justice administration, the management will help to reduce conflicts. The issue of residence was more developed when the election is highly competitive with high stack. The greater conflict divided people in society. The conflict protection and solution is necessary to develop the negotiation process and discussion to make citizens learn and understand more about the new dimension of dialogue and mediation.

Politicians helped people within the community through their assistant or coordinator. For example, in the funeral, the assistant brought wreath to honor the dead body and politicians joined the ceremony later. For Muslim funeral, the local politicians joined the ceremony within 24 hours. With the help and sincerity of local politicians made community to trust on all issues included PAO administration, leverage role of the politician, political participation with creativity and clear vision and target. There must be admitted that local politicians from Suratthani province, Krabi province and other area used the patronage system and it existed in local politics.

In term of vision and goals under the objective of PAO with lowest means therefore the development of quality and lifestyle of local people is an important goal for local governments. Suratthani PAO has set a vision of organization as a local development organization is livable city aimed to raise the quality of life in three areas: strategy to promote the quality of life, strategic development of educational quality and strategy development of community organizing / social and maintain order.

The findings in this study showed that the respondent perceived the effective decentralized governance required the administrative ability. Administrators must know exactly what duties and responsibilities at a high level as well. Respondent perceived that it was very important to LAO because law has assigned that in case the chief of provincial administrative organization and deputy chief executive of the PAO could not operate their functions therefore chief administrator of the PAO shall be responsible for the management of the PAO in accordance of the chief executive of PAO assigned. In the case of the chief administrator of the PAO, the deputy chief administrator of the PAO and PAO officials will be officials under the Penal Code (Articles 39, 41 and 44 of the Provincial Administration Act. B.E. 2540). Results from the law fully assigned authorities to management committee, reply in knowing exactly what duties and responsibilities.

Currently, most executives have more knowledge because government by the Department of Local Administration (information from the Ministry of Interior about petty wisdom) has focused on the capacity development of local administrators by providing scholarships, training and management courses. The administrator has

more knowledge in management skills than before. The study by Nuttapon Katama and Supawattanakorn Wongtanawas: Public Role and the Development of Public Administration found that LAO was obliged to provide public services as well as the implementation of the authority to meet the public demand. Whenever the administrator of LAO act against law, regulation, authority or actions that affect the common good therefore they would be censured, given suggestions or recommendations from local residents. Therefore the role of local residents gave suggestions, recommendations and monitored the work of the administrator of LAO and was innovative in contributing to the development of local government administration.

People believed that when local leaders have been educated at a higher level, they will have more responsibilities and more voluntary work. The education will help to develop the local administration, as well. The administrator of LAO who has patient, courageous to make decision and have fairness shall gain respect from member. In Thai society or rural, people shall respect the senior who has fairness, tolerance, and courage to make decisions. He will be accepted as a good leader.

In terms of vision and ideas directed towards organization, the central government by the Department of Local Administration (the Department of Local Administration promotion), a government agency under the Ministry of Interior, had the mission and responsibility to promote accountability and encourage local governments to be strengthened. It has the potential to serve the public by developing and support LAO)

in term of personnel management, local development plan, financing, management to comply with laws and regulations.

In fact, the Department of Local Administration played an important role in the management of local government to meet the requirement of the central government more than to serve the needs of local residents. The executive of the local government said: “The local administration is not smooth because the Department of Local Administration defined three years plan while the administration has received the position for a four-year period. It is not consistent with the management and the administration cannot be continued. Sometimes the administrators got the position in the middle period of implementation of the three years development plan. Therefore, the management did not complete or did not serve the policy requirement.

Coupled with the rigorous assessment of the Department of Local Administration that enforced all local government evaluated the operation of executives every year. Finally, the lack of independence from a strictly controlled of central government and the strategic plan that was not consistent with the term of local executives from public election. These important issues caused problems with of local administration up until the present. In addition, administrators and local politicians still cannot propose their vision and initiative in solving local problems in the long term that is consistent with the local administration organization goals.

The contribution from the administration of local politicians was not clear to the public. It can be seen from most of the projects which were similar infrastructure

projects on every year, such as building roads, dredging rivers, changing of electrical wiring, plumbing, etc. The public has trouble seen new projects that can serve their demands such as in education, health, sports economy and quality of life among them. Most budgets have been used in unconstructive projects or making a difference to the community as it should be. The goal of the local administration was to make local can manage natural resources by themselves with most effective. Some politicians seek benefits for themselves and their cronies by gaining benefit from the budget in many projects as well as a monopoly power which distributed to their friends or relatives to gain benefit and interests in the long term.

The findings in this study indicate that the respondent focused on the continued service both in terms of quality and compliance (a service which is continuously improved both in quality and performance). This is highly significant to administration effect to more accountability than ever. Quality is at the heart of public services. The public expects that they would have been served better in every aspect. After the Constitution of B.E. 2540, there has been more decentralization of government, including a greater role in the allocation of resources and responsibilities to local government. The local government has a big role to play in public service since B.E. 2542. In the transfer of public services of all six dimensions, there were 2451 missions distributed from central to local which support the LAOs got closer to public. That led to the solutions that met local requirements. There were 6 dimensions of public services included basic infrastructure service, quality of life promotion, Organizing the community / society and maintain order, investment Planning, commerce and tourism, the management and conservation of

natural resources and the environment, the promotion of cultural, religious, tradition and local wisdom of LAOs without any discrimination. Everyone can have access to public services equally (Panin Kriathai and Chatya Changrien). The evaluation of public service performance: case study of Uttaradit and Phitsanulok, Uttaradit Rajabhat University, 2554).

The findings are in line with the study of Tariyo (1998) which found that a political reason is the most important of administrators to arrange a budget. The mission of local government shall cover the activities of daily life of local residents, various missions in both development and public service were challenges to the level of increasing responsibilities in local administration. Local Administrative Organizations or the LAOs needed to achieve all operational missions, but some missions may not be able to facilitate the service user. The Suratthani PAO has improved continuously in term of the work system to have flexibility as well as creating a more friendly service.

By designing a more simple work process to enhance services for the public there is more confidence in the quality and performance. Respondent believed fast service was important to the organization administration. However, it was often hard to finish assigned job on time. For organizations that have various kinds of missions that may be hampered by budget problems and limited work force. For these reasons the respondents were not likely to focus on finish assigned jobs on time.

On the interview, some believe that the local politicians can solve the disputes within the community.

“Local politicians can solve the disputes within the community with great effort due to having good connection with people in all areas. When people have issue, they can help them although they were not in the area. Since people asked for help such as ordination, wedding, new home festival then the Local politicians will help them to manage the events” (Interview with Deputy President of Suratthani PAO).

Ethical and moral principles are two main characteristics of local political leadership.

Local politicians in Suratthani insisted:

“Leadership has been defined and conceptualized in many ways. Different definitions and conceptions of leadership have presented interns of a focus group processed, personality and its effects, an instrument of goal achievement, an effect of interaction, a differential vole, and the initiation structures. The component common to nearly all of the clarifications is that leadership is an influence process that assists groups of individuals forward to goal attainment. That means that ethics and moral are an important characteristics of leadership” (Interview with President of Suratthani PAO).

“Leadership is an important factor enhancing group performance. Most people define leadership as the capacity of someone to direct and energize the willingness of the people in social units to take action to achieve goals. So

that one who is going to be a leader must have both ethics and moral”

(Interview with Chairman of the Assembly of Suratthani PAO).

However, the goal of improving the good quality of life has three strategies. It is not easy for the administration of local government. Despite the administration of central government there are critics from many sectors that experienced failure in enhancing the quality of life in terms of poverty, educational development and the social order to maintain peace in the country. “It is not surprising that many people lack confidence in the vision of local politicians” (Interview with Somsak Sitthi-seri).

6.2.3 The Level of Influence of People Participation in Effective Decentralized Governance in Suratthani PAO

The findings in this study indicate that respondent opinions about of the participation of the people indicate a description rating of high with overall. Indeed, many scholars provide the definition of citizen participation in several levels. Arnstein (1969) distinguishes the three levels of participation (decree) as follows: 1) decree of non-participation included manipulation and therapy 2) Decree of tokenism included informing, consultation, and placation. 3) Decree of citizen power, included delegated power and citizen control. In this study were found the level of participation of the respondents in administration of local government.

The public should closely monitor all projects which reflected the public demand for participating in the administration of local government at the level of citizen control at the highest level of participation. Although local government in Thailand has been

established for over 100 years it is only widely known for about 20 years. Political reforms with on emphasis on decentralization to local areas and that promote the political participation of citizens as the major key of the constitution of 1997 (B.E. 2540) is relatively new.

At the same time, it was a beginning for improvement, structural changes and the authority of the Provincial Administrative Organization. The government has announced Provincial Administrative Organization Act B.E. 2540, on October 31, 2540 to replace the Act that has been used for over 40 years. “The most significant change in this period was the assignment of Chief Executive of the PAO selected from public election which means the extension of political participation” (Interview with Bukoree Yeemah).

The promotion of Local Government Authority and the role in terms of infrastructure development, the leverage of life quality and other aspects of Local Government with financial decentralization as well as financial support from Central Government. The main reason they local actively participated in the administration of the Local Government, was to closely monitor all local decision. In government programs, the public awakens to the political role by demanding more political rights, basic rights to gain information from the government, call to the government to clarify the facts on important issues, monitor all implementation of local projects, claim to have the recognition and share in the decision-making process on issues or projects that affect their well-being and community.

In modern society, the people are interested in and notice the project implementation and the decision of their representatives who work at local administration especially policies and decisions affecting the well-being of the people. The information society allows individuals to gain more information much faster than before. The public perceived issues and experiences of damages resulted from the wrong decisions or policy errors both intentional and unintentional mistakes. The experience is good lesson for public to be aware of and pay attention to local management. They are monitoring the implementation of the projects of local participation in decision-making. The public is interested in protecting themselves and their society. They hope that the government and local politics and government would co-manage their community efficiency. They shall provide Public Services with good standards and meet the public demand.

The findings of this study indicate that the level of people participation in local government administration was high in all aspects (descriptive ratings are high). However, the lowest with similar means was people should have taking part in carry out local government programs and people should have their own comments up on policy before is adapted with an average means 3.84 and 3.85, respectively. This makes it more possible that the respondent shall improve confidence in the management of local administration both in the process of formulating policies, which meet local government needs and programs to be achieved by the policies.

A hot issue nowadays is local authorities needing the public in co planning of several projects. The law stipulates that the voter can participate in the project planning of

the local government (the Act on the names proposed local ordinances B.E. 2542). Law also required the disclosure of information about the local project management and services to the public (Information Act B.E. 2542). Unfortunately, most of the public do not know their own rights and that made them lose the opportunity to be participants in politics (political participation). The political participation is the major part of democracy, especially in Western democracies. It does not mean that all citizens shall participate in politics because some of them satisfied to be political observers rather than participants.

The organization which investigated the use of state power (the public) should play important role in helping individual with fairness People who suffered from the state powers must be provide with the equality and human rights. The authority shall allow the public to participate in the solution. They can check by watching and monitoring the activities of local governments. The public can check, observe and send feedback to their PAO. They can send their idea on behalf of the group/ club or local community through the community press such as broadcast tower or local press. They can investigate through the word of mouth in their community or through their representatives.

The finding in this study indicates that respondent are reviews of effective administration in term of consensus decision making high level. This finding indicates that the strategic plan is crucial to the effective administration of local government. Local government has an important role and wide authority. The local government also has the duty to provide basic public services, quality of life

development, economic and social development. The local government also allows public participation, also the local administration and monitors the performance of the local government or called the local administrative organization. The Department of Local Administration stated that from the past role and authority to make decisions on local administration depended on the central government but it has been distributed to the local authority. The decision should not be limited to local administrators and local politicians, but should expand their participation in decision making to the various sectors including local residents who could gain direct benefits from such decision.

Respondents should admit that the strategic plan for increasing participation in decision making is very important for increasing the level of effective administration in term of consensus decision making. The long term planning for development of personal potential is also a topic that is very important for local administrative organization. The central government has given local governments made the Three-year Development Plan, which was an economic and social development plan of LAO. Plan should be in line with national development strategies with details of development project prepared for each fiscal year that needed continuation and advance planning covering a three year period. The development plan needed to be reviewed yearly. After considering the three-year development plan of Suratthani PAO, it was found to be a good for local development and improving the quality of life.

There was a strategic plan for eight areas: 1) Development of infrastructure. 2) Development of quality of life. 3) Educational development. 4) Development community and society organizing and to maintain order. 5) Tourism, environment and natural resources development. 6) Religious, cultural, traditional and local knowledge promotion. 7) Management development properties. 8) Development of public services into AEC (Three-year development plan: B.E. 2555 – 2557, Division of Planning and Budgeter, www.suratpao.go.th).

They used the information technology help to make budgeting easier, more streamlined and to increase its effectiveness. It has the lowest mean because people believe that the current local administration which administrates it and personnel also cannot increase the potential to improve the organization. Concepts about local development planning have since the enactment the Constitution of the Kingdom of Thailand B.E. 2540, the role of authority, and the responsibility of local government has changed from the previous Constitution. The local administrative organization (LAO) defined framework of autonomous any self-government by public will and independence in set up policy for governance, personnel administration, money and financing and their own authority. Moreover, the act defined the plan and process of decentralization to local governments B.E. 2542 and stipulated the organization responsible for the preparation of decentralization plan to LAO.

The board of decentralization to local government defined the role of local governments in providing essential public services to the local authorities as well as increased local revenues. The Local Administration Acts B.E. 2542 prescribed the

form of local administration, which was more independent than before. There are some related act such as the act on the local ordinances propose B.E. 2542, act on voting to dismiss the council of district administration B.E. 2542, Act on Criminal Action of politician B.E. 2542 and etc. The prescribed laws and legal mechanisms made decentralization in a transparent manner possible and can be monitored from public and various organizations as required by law. Therefore the LAO after the current constitution, gained extensive authority such as providing the basic public service, improving the quality of life and economic and social development within a local area. The organization encourages local community to participate in the management and monitoring of the performance of local governments (Guide to Local Development Plan, Strategic Development Plan and Action Plan for Monitoring and Evaluation, Department of Local Administration).

The findings in this study indicate that increasing people participation may relate to more efficient local administration. The results of this study shows that the respondents agreed to participate in a higher level than conventional processes which emphasizes collaboration in the activities of their communities. They were likely to pay more attention to its role in the management of local government. They recognized that local government can enhance the involvement of the public through the development program that stimulates and promotes the skills and abilities of its citizens. Respondent realized their participation in the administration at higher level required the drive from local government, particularly strategy to increase the level of participation clearly.

The requirement is consistent with the local development of Suratthani PAO which focuses on public participation in organization management. Public participation was part of the strategic development plan of the organization or good governance which aimed to “Promote democracy, equality, freedom, and build networks of participation in local development.”

In addition, the key indicators of the evaluation and monitoring of strategic development plans in other areas of Suratthani PAO focuses on public participation included some development projects provided opportunities for public participation in the implementation of projects/ activities, scheduled for public to comment on the project / activity, requiring report on the implementation of projects/ activities, and provide an opportunity for public review of the project/ activity (Report of Monitoring and Evaluation Plan: Suratthani PAO; Three-year Development Plan of Suratthani PAO).

The results of this study are in contrast with the study of Thanomsuk (2011) which indicate that political participation of local people, in particular undergraduate students were at the low level. However, it placed in the line with the studies of Ngohsagul (1997) and Lapchit (2007) which indicate that factors of individual, community and local administration have significant impacts on people’s decisions to participate in activities supporting the LAOs. Alongside, the study by Preyapun’s study (2009) found that factors that affect a problems and obstacles to political participation to people in local areas are varied, for example the occupation of the

area, nature of the social capital, promoting elections, the buying and selling of the candidate elected, and that people are disgusted with politics.

On the interview, it is clear that if one opens too much opportunity for public participation in politics, it may not work well. An interviewee claims that:

“People participation may be decided into a form that is indirect participation, meaning public participation in election of local representatives and indirect participation, meaning people directly exercise their power in local government. Local government must belong to local people rather than bureaucracy” (Interview with Deputy President of Suratthani PAO).

In the context of political participation the public shall have the right to participate in the politics of both forms. The methods and scope of which also depends on the level of political development, political awareness, political maturity and political wisdom of the state, as well. An interviewee claims that:

“Quickly create awareness and build capacities so that they can become citizens, not just people. Recognize that local authorities must govern among themselves and propose self-government without reliance on the state’s support” (Interview with Chief Officer of Local Administration).

The public hearing before doing the project shall need consultation on the local development plans before hearings from the public. Now the public pays more attention in their own right because of the awareness of the public that they need to be engaged in political activities such as voting (The Local Leader Elections Act,

B.E. 2542). This happens from the public demands in particular, changes of lawsuit occurred from the wave of political participation of the people for more than ten years. From the interview of Sansit Piriyarangsan, members of the National Reform (Sor Por Chor.), he states that, “The public is host to reform the public sector that really needs the public to participate” (Dailynews, May 8, 2014). The interviewee claims that “Local people are the most important people participation in the local government and local governance will guarantee the effectiveness of local government including better local people’s livelihood” (Interview with President of Suratthani PAO). And a member of Suratthani PAO council explained;

“People’s participation is often perceived to be a people’s audit only. It is simply a question of how to balance people’s participation in supporting, brainstorming, and coordinating and in monitoring, auditing and inspecting the answer should be promoting people is involve in local administration”

(Interview with Vimol Ruekbumrung, member of Suratthani PAO council).

It is clear that the public needs the opportunity and freedom to express their comments under mechanisms and measures, which allow them to participate in the project’s follow up process. They also need the opportunity to send feedback on various public policies, participate in the decision-making process and participate in any action that affects the lives and well-being of society. “The ultimate goal of decentralization is to ensure local autonomy, effectiveness, and activate people’s participation. The good combination of local autonomy, effectiveness, and active people’s participation will transform the local government into a local people’s

organization being able to solve the problem that the local people always encounter”
(Interview with Somsak Sitthi-seri).

6.3 Recommendation

Based on the findings of this study to examines the conditions for effective decentralized governance regarding the Provincial Administrative Organization of Suratthani (Suratthani PAO), it is recommended that practitioners and policymakers make consistent efforts to ensure that the conditions for effective decentralized governance will increase even more by considering to improve the administration of local government in the following aspect.

6.3.1 The Relationship between Central Government and Local Government in Effective Decentralized Governance

(1) The researcher assumes the mission of local government is an issue that is important in local development. That is to say the effective of local governance is a reflection of the level of decentralization. The local autonomy and institutions of the mission will serve as a key variable in determining the effectiveness of LAO to be appropriate as well.

(2) To enhance the joint venture in public services between central government and local government is more important. The LAO’s organizational structure should be improved in line with the mission and duties of local government as a whole. Through improved legal measures and improving standards of public service and

expanding the role of local public services in line with the role of central government in the national level.

6.3.2 The Attitude of Local Politician in the Effective Decentralized Governance

(1) It is necessary to arrangement and organizes missions served by local governments to be clear. This is to reduce the duplication of public services through the law and its decentralization plans.

(2) The researchers have determined that in order to resolve the structural problems of the local administration, we need to restructure local government both inside and outside, for example, by improving the structure of local government through legal measures. To develop the ability to serve the public, in particular the restructuring and reforms of local government much be consistent with its size and mission. Our focus is on enhancing its capacity to fulfill its mission and contribute to the needs of local residents.

6.3.3 The Level of Influence of People Participation in Effective Decentralized Governance

(1) The affairs of local governments to focus on the principles of democracy and the participation of citizens. Establish guidelines to all forms of local government appointing a commissioner of the most extraordinary.

(2) It would be important to establishing the readiness of local people to participate and monitor the activities of the LAO.

6.3.4 Recommendations for Future Studies

The following recommendations should be considered for future study on the conditions for effective decentralized administration. This study found that the relationship between central and local government is relying on the Constitution, laws, and regulations. It also shows that the central government always listens to the opinions of local governments. Therefore, future studies should be conducted on the relationship between local and central government over their personal aspects. It could be hypothesized that those who work for central government and local government may be less interested in transparency. Alongside, the conflict of interest among the national political leaders and local political leaders this is another focus for further studies.

6.4 Chapter Summary

In summary, this chapter examines the discussion based on the findings of the previous chapters. With particular focus on the research objectives that presented in this study. Then the chapter provides the recommendations for the policy makers and further research into more effective decentralized governance of local administration are presented.

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Appendix A

Questionnaire



Dear Sir/Madam

Survey Questionnaire

“Conditions for effective decentralized governance: The Case of Suratthani Provincial Administrative Organization.”

Explanation

This questionnaire uses for inquiries the people in Suratthani Provincial Administrative Organization. This questionnaire also is a part of the study title “Conditions for effective decentralized governance: The Case of Suratthani Provincial Administrative Organization.” The key objective of this study is for study the appropriate method in managing Conditions for effective decentralized governance at the provincial administrative organization in Thailand.

The results of this study will be used for education and for improving effective decentralized governance systems of local administrative organization overall in the country. The researcher will be analyzed and presented to the related organizations in the next chance.

This questionnaire is divided into three parts as follow.

Part 1: Questions about the general information, general information about yourself

Part 2: Questions about Relationship between local and central government, attitude of local politicians, and people participation.

Part 3: Questions about the effective decentralized governance on the consensus decision making, increased efficiency, increased transparency, and more responsiveness.

This study will be done well with cooperation from you. The data from your answers will be kept confidential and only presented in a manner overall. These will not any affect to your work.

Thank you very much for your collaboration in this time.

Mr. Koravit Kohklang

PhD. Student

College of Law, Government and International Studies, Universiti Utara Malaysia

koravidh@gmail.com

Part I: General Information about Yourself

1. Gender: Male Female
2. Age: 18-24 25-30 31-40 41-50 >50
3. Ethnicity: _____
4. Religion: _____
5. Place of Birth (city and state): _____
6. Highest Degree received: _____
7. Father's principal occupation (s)
when you were growing up: _____
8. Do you consider yourself?
 Liberal Moderate Conservative

Part II: Relationship between local and central government, the following are a number of statements about what you believe best reflects your perceptions. Please mark (×)

1 = Strongly Agree; 2 = Agree; 3 = Uncertain; 4 = Disagree; 5 = Strongly Disagree;

The response that you believe the best reflects your idea.

9. Do you think that local governments have sufficient knowledge and skills to complete works. 1 2 3 4 5
10. Do you think that local governments know exactly what duties and responsibilities are. 1 2 3 4 5
11. Do you think that local governments can make their own decision concerning the daily week. 1 2 3 4 5
12. Do you believe that local administrators are always able to make accurate decisions at work. 1 2 3 4 5
13. Do you think that central government always listen to the opinions of local governments. 1 2 3 4 5
14. Do you believe that central government does all the best to fulfill the national goals. 1 2 3 4 5
15. Do you think that local governments receive the adequacy of budget that central government allocated. 1 2 3 4 5
16. Do you think that local government has strict control on budgeting. 1 2 3 4 5

17. Do you believe that conflicts between local and central governments will always be resolved by power and influence of central government officers. 1 2 3 4 5

18. Central government always closely monitors the local government tasks. 1 2 3 4 5

Attitude of local politicians. The following are a number of statements about attitude of local politicians. Please mark (×)

1 = Strongly Agree; 2 = Agree; 3 = Uncertain; 4 = Disagree; 5 = Strongly Disagree;

The response that you believe best reflects you idea.

19. Have vision and ideas that are relevant to the local administration organization goals. 1 2 3 4 5

20. Have always empowered the people 1 2 3 4 5

21. Have always closely monitored the LAO's tasks. 1 2 3 4 5

22. Help to resolve the conflicts. 1 2 3 4 5

23. Listen to people's ideas and make use of them. 1 2 3 4 5

People participation. The following are number of statements about people participation, Please mark (×) the response that best reflects what you believe in participation of the people in local government administration.

1 = Strongly Agree; 2 = Agree; 3 = Uncertain; 4 = Disagree; 5 = Strongly Disagree;

24. People should take part in carrying out local government program. 1 2 3 4 5

25. People should know local government programs in order to take part in local government administration. 1 2 3 4 5

26. People should occasionally participate in local government policy discussion. 1 2 3 4 5

27. Before local policy is adopted people should have 1 2 3 4 5

28. People should closely monitor all their own comments upon it. local government programs. 1 2 3 4 5
29. People should have autonomy to voice regarding change in local government policies and procedures. 1 2 3 4 5
30. People should be consulted about budget development for their local government. 1 2 3 4 5
31. Local government administration should listen to people. 1 2 3 4 5

Part III: Effective decentralized governance. The following are a number of statements about effective decentralized governance. Please mark (×) the response that best you believe reflects your ideas.

1 = Strongly Agree; 2 = Agree; 3 = Uncertain; 4 = Disagree; 5 = Strongly Disagree;

Consensus decision making

32. Develops long-range plans for the systematic improvement of human potential in decision making. 1 2 3 4 5
33. Develops and implements strategies to increase employee participation in decision-making purpose. 1 2 3 4 5
34. Have always empowered your subordinates. 1 2 3 4 5
35. Listen to subordinates ideas and make use of them. 1 2 3 4 5
36. Information technology makes the communication between local governments and budget easier, faster, and more in decision-making. 1 2 3 4 5

Increased efficiency

37. Have vision and ideas that are relevant to the local government's goals. 1 2 3 4 5
38. Supervisor team members complying with rules and meeting Requirement. 1 2 3 4 5
39. Disseminated information regarding changes in policies and procedures. 1 2 3 4 5

- | | | | | | |
|--|---|---|---|---|---|
| 40. Sufficient knowledge and skills to complete work. | 1 | 2 | 3 | 4 | 5 |
| 41. Know exactly what duties and responsibilities are. | 1 | 2 | 3 | 4 | 5 |

Increased transparency

- | | | | | | |
|--|---|---|---|---|---|
| 42. There are regular opportunities for citizen to set information related to their participation needs. | 1 | 2 | 3 | 4 | 5 |
| 43. Development program encourages improvement and growth in technical skill and abilities for the citizens. | 1 | 2 | 3 | 4 | 5 |
| 44. Develops and implements strategies to increase public participation. | 1 | 2 | 3 | 4 | 5 |
| 45. Have participated in solving the problem of community. | 1 | 2 | 3 | 4 | 5 |
| 46. Have shared information with other community in order to achieve the local government's objectives. | 1 | 2 | 3 | 4 | 5 |

More responsiveness

- | | | | | | |
|---|---|---|---|---|---|
| 47. An equitable service provided for all citizens. | 1 | 2 | 3 | 4 | 5 |
| 48. A timely service. | 1 | 2 | 3 | 4 | 5 |
| 49. A continuous service that is always available to the citizens who need it. | 1 | 2 | 3 | 4 | 5 |
| 50. A proper solution service that helps alleviate the problems of all citizens involved. | 1 | 2 | 3 | 4 | 5 |
| 51. A service which is continuously improved both in quality and performance. | 1 | 2 | 3 | 4 | 5 |
| 52. Work is of quality, consistency, and completeness. | 1 | 2 | 3 | 4 | 5 |
| 53. Finish assigned job on time. | 1 | 2 | 3 | 4 | 5 |
| 54. Job performance is speedy and fast. | 1 | 2 | 3 | 4 | 5 |

Appendix B

Hypotheses Test

H1: Effective Decentralization Influences Y1 (Consensus)

Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.536 ^a	.287	.282	.41712	.287	53.177	3	396	.000	1.753

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y1

ANOVA^b

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	27.757	3	9.252	53.177	.000^a
	Residual	68.899	396	.174		
	Total	96.656	399			

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y1

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Correlations			Collinearity Statistics	
		B	Std. Error	Beta			Zero-order	Partial	Part	Tolerance	VIF
1	(Constant)	2.008	.217		9.241	.000					
	x1	-.010	.061	-.008	-.168	.867	.259	-.008	-.007	.736	1.359
	x2	.173	.046	.203	3.771	.000	.423	.186	.160	.618	1.617
	x3	.386	.051	.399	7.609	.000	.509	.357	.323	.654	1.529

H2: Effective Decentralization Influences Y2

Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.642 ^a	.413	.408	.38517	.413	92.773	3	396	.000	1.960

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y2

ANOVA^b

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	41.291	3	13.764	92.773	.000^a
	Residual	58.749	396	.148		
	Total	100.040	399			

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y2

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Correlations			Collinearity Statistics		
		B	Std. Error	Beta			Zero-order	Partial	Part	Tolerance	VIF	
1	(Constant)	1.338	.201		6.671	.000						
	x1	.017	.056	.013	.297	.766	.300	.015	.011	.736	1.359	
	x2	.057	.042	.066	1.349	.178	.406	.068	.052	.618	1.617	
	x3	.588	.047	.597	12.538	.000	.640	.533	.483	.654	1.529	

a. Dependent Variable: y2

H3: Effective Decentralization Influences Y3

Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.600 ^a	.359	.355	.40393	.359	74.064	3	396	.000	1.801

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y3

ANOVA^b

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	36.253	3	12.084	74.064	.000^a
	Residual	64.611	396	.163		
	Total	100.864	399			

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y3

Coefficients^a

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Correlations			Collinearity Statistics	
		B	Std. Error	Beta			Zero-order	Partial	Part	Tolerance	VIF
1	(Constant)	1.269	.210		6.030	.000					
	x1	.147	.059	.117	2.490	.013	.369	.124	.100	.736	1.359
	x2	.100	.044	.115	2.243	.025	.429	.112	.090	.618	1.617
	x3	.458	.049	.463	9.308	.000	.577	.424	.374	.654	1.529

a. Dependent Variable: y3

H4: Effective Decentralization Influences Y4

Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics					Durbin-Watson
					R Square Change	F Change	df1	df2	Sig. F Change	
1	.627 ^a	.393	.389	.40197	.393	85.518	3	396	.000	1.918

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y4

ANOVA^b

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	41.455	3	13.818	85.518	.000^a
	Residual	63.987	396	.162		
	Total	105.442	399			

a. Predictors: (Constant), x3, x1, x2

b. Dependent Variable: y4

Coefficients^a

Model		Unstandardized Coefficients		Standardize	t	Sig.	Correlations			Collinearity Statistics		
		B	Std. Error	d			Zero-order	Partial	Part	Tolerance	VIF	
				Coefficients								Beta
1	(Constant)	1.177	.209		5.620	.000						
	x1	.076	.059	.059	1.300	.194	.354	.065	.051	.736	1.359	
	x2	.201	.044	.227	4.558	.000	.500	.223	.178	.618	1.617	
	x3	.443	.049	.438	9.051	.000	.590	.414	.354	.654	1.529	

a. Dependent Variable: y4

Appendix C

Regression Test

Regression Model for Effective Decentralize Governance

1. *Relationship between conditions for effective decentralize governance to consensus decision making*

Independent Variables	B-weight	Beta	t-value
Relationship between central and local government	-.010	-.008	-.168
Attitude of local politician	.173	.203*	3.771
People participation	.386	.399*	7.609

* Correlation is significant at the 0.05 level

$R^2 = .287$

Adjusted $R^2 = .282$

$F = 53.177$

2. Relationship between conditions for effective decentralize governance to increased efficiency

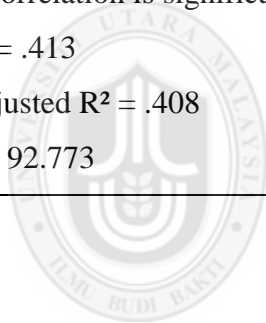
Independent Variables	B-weight	Beta	t-value
Relationship between central and local government	.017	.013	.297
Attitude of local politician	.057	.066	1.349
People participation	.588	.597*	12.538

* Correlation is significant at the 0.05 level

$R^2 = .413$

Adjusted $R^2 = .408$

$F = 92.773$



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3. *Relationship between conditions for effective decentralize governance to increased transparency*

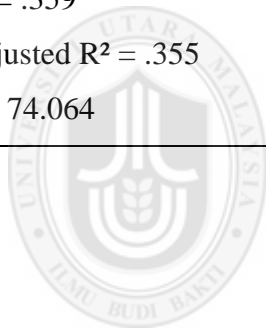
Independent Variables	B-weight	Beta	t-value
Relationship between central and local government	.147	.117*	2.490
Attitude of local politician	.100	.115*	2.243
People participation	.458	.463*	9.308

* Correlation is significant at the 0.05 level

$R^2 = .359$

Adjusted $R^2 = .355$

$F = 74.064$



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4) *Relationship between conditions for effective decentralize governance to more responsiveness*

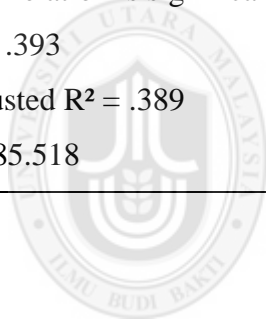
Independent Variables	B-weight	Beta	t-value
Relationship between central and local government	.076	.059	1.300
Attitude of local politician	.201	.227*	4.558
People participation	.443	.438*	9.051

* Correlation is significant at the 0.05 level

$R^2 = .393$

Adjusted $R^2 = .389$

$F = 85.518$



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Appendix D

Pilot Study

1. Cronbach's Alpha for Condition for Effective Decentralize

<i>Dimension</i>	<i>No. of Items</i>	<i>Cronbach's alpha</i>
<i>1 (items 9-18)</i>	<i>10</i>	<i>.781</i>
<i>2 (items 19-23)</i>	<i>5</i>	<i>.777</i>
<i>3 (items 24-31)</i>	<i>8</i>	<i>.936</i>
<i>4 (items 32-36)</i>	<i>5</i>	<i>.858</i>
<i>5 (items 37-41)</i>	<i>5</i>	<i>.908</i>
<i>6 (items 42-46)</i>	<i>5</i>	<i>.946</i>
<i>7 (items 47-54)</i>	<i>8</i>	<i>.963</i>
<i>Cronbach's alpha</i>	<i>46</i>	<i>.881</i>

2. *Reliability Test for Relationship between Central and Local Government (RCL)*

Reliability Statistics

Cronbach's Alpha	N of Items
.781	10

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
9. Do you think that local governments have sufficient knowledge and skills to complete works.	23.53	19.913	.580	.744
10. Do you think that local governments know exactly what duties and responsibilities are.	23.40	21.559	.437	.764
11. Do you think that local governments can make their own decision concerning the daily week.	23.20	21.821	.436	.764
12. Do you believe that local administrators are always able to make accurate decisions at work.	23.13	21.982	.396	.769
13. Do you think that central government always listen to the opinions of local governments.	23.23	21.978	.411	.767
14. Do you believe that central government does all the best to fulfill the national goals.	23.13	21.913	.466	.761

15. Do you think that local governments receive the adequacy of budget that central government allocated.	22.93	22.616	.289	.783
16. Do you think that local government has strict control on budgeting.	23.23	20.737	.549	.749
17. Do you believe that conflicts between local and central governments will always be resolved by power and influence of central government officers.	23.20	21.338	.420	.767
18. Central government always closely monitors the local government tasks.	23.50	21.914	.539	.754



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3. Reliability Test for Attitude of Local Politician (ALP)

Reliability Statistics

Cronbach's Alpha	N of Items
.777	5

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
19. Have vision and ideas that are relevant to the local administration organization goals.	9.37	11.344	.304	.816
20. Have always empowered the people	9.40	10.455	.596	.726
21. Have always closely monitored the LAO's tasks.	9.20	9.338	.646	.703
22. Help to resolve the conflicts.	9.40	9.214	.774	.664
23. Listen to people's ideas and make use of them.	9.17	9.385	.512	.755

4. Reliability Test for People Participation (PEP)

Reliability Statistics

Cronbach's Alpha	N of Items
.936	8

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
24. People should take part in carrying out local government program.	13.10	33.266	.817	.924
25. People should know local government programs in order to take part in local government administration.	13.17	34.764	.773	.927
26. People should occasionally participate in local government policy discussion.	13.23	34.116	.811	.924
27. Before local policy is adopted people should have	13.10	34.714	.774	.927
28. People should closely monitor all their own comments upon it. local government programs.	13.30	35.252	.783	.927
29. People should have autonomy to voice regarding change in local government policies and procedures.	13.20	34.234	.780	.927

30. People should be consulted about budget development for their local government.	13.23	36.392	.817	.926
31. Local government administration should listen to people.	13.13	34.326	.686	.935



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5. Reliability Test for Consensus Decision Making (CDM)

Reliability Statistics

Cronbach's Alpha	N of Items
.858	5

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
32. Develops long-range plans for the systematic improvement of human potential in decision making.	7.90	6.990	.789	.796
33. Develops and implements strategies to increase employee participation in decision-making purpose.	7.87	8.051	.735	.818
34. Have always empowered your subordinates.	7.67	7.609	.660	.832
35. Listen to subordinates ideas and make use of them.	7.60	7.972	.502	.877
36. Information technology makes the communication between local governments and budget easier, faster, and more in decision-making.	7.63	7.620	.732	.814

6. Reliability Test for Increased Efficiency (IE)

Reliability Statistics

Cronbach's Alpha	N of Items
.908	5

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
37. Have vision and ideas that are relevant is the local government's goals.	7.70	11.114	.684	.905
38. Supervisor team members complying with rules and meeting Requirement.	7.77	11.357	.725	.899
39. Disseminated information regarding changes in policies and procedures.	7.83	9.247	.894	.859
40. Sufficient knowledge and skills to complete work.	7.93	9.926	.784	.885
41. Know exactly what duties and responsibilities are.	7.97	9.689	.780	.887

7. Reliability Test for Increased Transparency (IT)

Reliability Statistics

Cronbach's Alpha	N of Items
.946	5

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
42. There are regular opportunities for citizen to set information related to their participation needs.	6.73	11.237	.902	.924
43. Development program encourages improvement and growth in technical skill and abilities for the citizens.	6.47	10.464	.847	.937
44. Develops and implements strategies to increase Public participation.	6.70	12.217	.872	.934
45. Have participated in solving the problem of community.	6.80	11.338	.826	.938
46. Have shared information with other community in order to achieve the local government's objectives.	6.77	11.220	.853	.933

8. Reliability Test for More Responsiveness (MR)

Reliability Statistics

Cronbach's Alpha	N of Items
.963	8

Item-Total Statistics

	Scale Mean if Item Deleted	Scale Variance if Item Deleted	Corrected Item-Total Correlation	Cronbach's Alpha if Item Deleted
47. An equitable service provided for all citizens.	12.93	39.237	.841	.960
48. A timely service.	12.67	37.333	.859	.959
49. A continuous service that is always available to the citizens who need it	12.73	39.168	.893	.957
50. A proper solution service that helps alleviate the problems of all citizens involved.	12.67	36.782	.877	.958
51. A service which is continuously improved both in quality and performance.	12.77	37.013	.928	.954
52. Work is of quality, consistency and completeness.	12.60	38.248	.870	.958
53. Finish assigned job on time.	12.53	39.016	.793	.962
54. Job performance is speedy and fast.	12.60	37.972	.826	.960