

PUBLIC OPINION TOWARDS THE POLICY OF UPGRADING TAMBON
ADMINISTRATIVE ORGANIZATION TO MUNICIPALITIES IN THAILAND
ความคิดเห็นของประชาชนต่อนโยบายยกฐานะองค์การบริหารส่วนตำบลขึ้นเป็น^{เทศบาลในประเทศไทย}

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Received: August 08, 2019

Revised: September 25, 2019

Accepted: September 30, 2019

ABSTRACT

This study has the following three objectives; 1) To study Public Opinion towards the Policy of Upgrading Tambon Administrative Organizations to Municipalities in Thailand, 2) To study the essential factors affecting Public Opinion towards the Policy of Upgrading Tambon Administrative Organizations to Municipalities in Thailand, and 3) To propose the guideline for implementation of the Policy of Upgrading Tambon Administrative Organizations to Municipalities in Thailand. The researcher focuses on mixed methods research in qualitative and quantitative research. The data collection was through in-depth interviews focusing on 25 key informants, focus group discussion by eight experts and questionnaire from a sample of 377 persons. The data analysis for in-depth interviews research were content analysis and analytic induction. And data analysis for quantitative research were frequency, percentage, mean, and Standard Deviation, t-test, One-way ANAVA, and Pearson's Correlation Coefficient.

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The results of this research were as follows:

The first objective: public opinion towards the policy of upgrading Tambon Administrative Organizations to Municipalities in Thailand. From result of in-depth interview analysis, the researcher discovered that (1) Municipal type, it is very good type like Japan, France, etc. (2) Learning, it is very good for local people which municipality could establish learning organization and learning activities that make local people acquire wisdom, knowledge or skill by systematic study or modification of behavior through practice, training, or experience. (3) Efficiency, municipality could make local people receive public service better than Tambon Administrative Organization such as family registration work etc. (4) Economy, municipality has more income than Tambon Administrative Organization because municipality has tax base broader than those TAO has, so municipality could make economy better than Tambon Administrative Organization and make local people have well-being in their lives. And from survey research (questionnaires) analysis found that factors of (1) municipal type (2) learning (3) efficiency and (4) economy were highly suitable (Average 3.87-3.91, 3.87-3.93, 3.87-3.89, and 3.81-3.86 respectively)

The second objective: essential factors affecting public opinion towards the policy of upgrading Tambon Administrative Organizations to municipalities. From result of in-depth interview analysis found that firstly, the structure of Tambon Administrative Organization has two branches (1) executive branch and (2) legislative branch according to theory of democracy or “balance of power” secondly, leadership of Tambon Administrative Organization’s mayor, most Tambon Administrative Organization’s mayors are good in leadership thirdly, system of Tambon Administrative Organization’s income come from three ways (1) revenues collecting by itself; (2) revenues from other government agencies and (3) revenues in the form of subsidy, and fourthly, Tambon Administrative Organization’s environment, essential environments have two environment consisting of natural disaster such as wind-storm, flood, draught and social environment that some

people, particularly young generation, have immigrated to work in big cities. And from result of survey research (questionnaire) analysis found that factors of (1) structure of Tambon Administrative Organization (2) leadership of Tambon Administrative Organization's mayor (3) system of Tambon Administrative Organization's income and (4) Tambon Administrative Organization's environment were highly suitable (Average 3.54-4.16, 3.47-3.81, 3.46-4.04, and 3.11-3.56 respectively).

And for the third objective, the research proposes that a guideline for implementation of the policy of upgrading Tambon Administrative Organizations to Municipalities in Thailand consisting of two cases: (1) a case of upgrading Tambon Administrative Organization to municipality according to conditions of the law enforcement, and (2) a case of merging Tambon Administrative Organization with another municipality or another Tambon Administrative Organization which propose to expand the time for 4 years (2020-2023).

Keywords: Public Opinion, Upgrading Policy, Tambon Administrative Organization, Municipality.

บทคัดย่อ

การศึกษาเรื่องนี้มีวัตถุประสงค์ 3 ประการคือ (1) เพื่อศึกษาความคิดเห็นของประชาชนต่อนโยบายยกฐานะองค์กรบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย (2) เพื่อศึกษาปัจจัยสำคัญที่มีผลกับความคิดเห็นของประชาชนต่อนโยบายยกฐานะองค์กรบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย (3) เพื่อเสนอแนวทางการปฏิบัติตามนโยบายยกฐานะองค์กรบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย ผู้วิจัยมุ่งศึกษาวิจัยแบบผสานวิธีระห่ำการวิจัยเชิงคุณภาพและเชิงปริมาณ การวิจัยเชิงคุณภาพเน้นการสัมภาษณ์เชิงลึก (In-depth interviews) โดยสัมภาษณ์ผู้ให้ข้อมูลสำคัญ 25 คน และโดยการสนทนากลุ่ม (Focus Group Discussion) กับผู้เชี่ยวชาญจำนวน 18 คน การวิเคราะห์ข้อมูลการสัมภาษณ์เชิงลึกใช้การวิเคราะห์เนื้อหาเชิงพรรณนา

สำหรับการวิจัยเชิงปริมาณเป็นการวิจัยเชิงสำรวจโดยแยกแบบสอบถามแก่กลุ่มตัวอย่างหลากหลายอาชีพจำนวน 377 คน ซึ่งคำนวณจากจำนวนประชากรในพื้นที่องค์กรบริหารส่วน

ตำบลนาคำไช จังหวัดหนองบัวลำภูจำนวน 6,313 คนโดยใช้สูตรคำนวณของ ทาโร ยามานะ (Taro Yamane) สำหรับการวิเคราะห์ข้อมูลใช้การวัดค่าความถี่, ค่าร้อยละ, ค่าเฉลี่ยกลาง, ค่าเบี่ยงเบนมาตรฐาน, วันเวร์อโนวา, และค่าสัมประสิทธิ์สัมพันธ์เพิร์สัน อาร์

ผลการวิจัย

วัตถุประสงค์ที่ 1: ความคิดเห็นของประชาชนต่อนโยบายยกฐานะองค์กรบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย จากผลการวิเคราะห์การสัมภาษณ์เชิงลึก ผู้วิจัยพบว่าปัจจัยที่วัดสำคัญ 4 ประการได้แก่ (1) รูปแบบเทศบาล (Municipal type) เป็นรูปแบบสากลซึ่งเทศบาล เป็นการปกครองท้องถิ่นระดับล่างสุดที่ใช้กันในประเทศที่เจริญแล้ว เช่น ประเทศญี่ปุ่น, ฝรั่งเศส, อเมริกา, อังกฤษ, บรัสเซลล์, สวีเดน เป็นต้น (2) การเรียนรู้ (Learning) เทศบาลสามารถจัดสร้าง องค์กรการเรียนรู้ และกิจกรรมการเรียนรู้ได้ดีกว่า เพราะมีรายได้และอำนาจหน้าที่มากกว่า องค์กรบริหารส่วนตำบล (3) ประสิทธิภาพ (Efficiency) เทศบาลสามารถจัดบริการสาธารณูปโภค ประสิทธิภาพดีกว่าองค์กรบริหารส่วนตำบล และ (4) เศรษฐกิจ (Economy) เทศบาลมีการ ส่งเสริมเศรษฐกิจดีกว่าองค์กรบริหารส่วนตำบล เพราะมีรายได้มากกว่าเนื่องด้วยมีฐานภาษีกว้าง กว่าและได้รับการจัดสรรง่ายมากกว่าองค์กรบริหารส่วนตำบล และจากการวิเคราะห์ข้อมูลเชิง ปริมาณพบว่าปัจจัยสำคัญทั้ง 4 ด้านดังกล่าวอยู่ในเกณฑ์สูงโดยมีค่าเฉลี่ย $3.87-3.91$, $3.87-3.93$, $3.87-3.89$ และ $3.81-3.86$ ตามลำดับ

วัตถุประสงค์ที่ 2: ปัจจัยสำคัญที่มีผลกับความคิดเห็นของประชาชนต่อนโยบายยกฐานะ องค์กรบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย ผลการวิเคราะห์การสัมภาษณ์เชิงลึก พบว่าปัจจัยสำคัญทั้ง 4 ประการได้แก่ (1) โครงสร้างขององค์กรบริหารส่วนตำบล เป็นโครงสร้างที่ดี มีสองฝ่ายคือฝ่ายบริหาร และฝ่ายนิติบัญญัติ ซึ่งเป็นไปตามหลักการดุลยอำนาจทฤษฎี ประชาธิปไตย (2) ภาวะผู้นำขององค์กรบริหารส่วนตำบล นายกองค์กรบริหารส่วนตำบลส่วนใหญ่มีรายได้ดีขององค์กรบริหารส่วนตำบล ส่วนใหญ่มีรายได้น้อยจากรายได้ที่จัดเก็บ เอง นอกจากนี้เป็นรายได้ที่หน่วยงานของรัฐบาลจัดเก็บและแบ่งให้ และมีรายได้จากเงินอุดหนุนของ รัฐบาล และ (4) สภาพแวดล้อมขององค์กรบริหารส่วนตำบล ปรากฏว่ามีสภาพแวดล้อม ที่มีผลกระทบในเชิงลบต่อองค์กรบริหารส่วนตำบล ได้แก่ ภัยธรรมชาติ เช่น น้ำท่วม, ฝนแล้ง เป็น ต้น และสภาพแวดล้อมทางสังคม เป็นการอพยพของราษฎรวัยหนุ่มสาวและวัยกลางคน อพยพ ไปทำงานในกรุงเทพและจังหวัดใหญ่ จากผลการวิเคราะห์เชิงปริมาณพบว่าปัจจัยสำคัญทั้ง 4 ด้าน ดังกล่าวมีค่าเฉลี่ยระดับ $3.54-4.16$, $3.47-3.81$, $3.46-4.04$ และ $3.11-3.56$ ตามลำดับ

และวัตถุประสงค์ที่ 3: ผู้วิจัยได้เสนอแนวทางการปฏิบัติตามนโยบายยกฐานะองค์การบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทยออกเป็นสองกรณี ได้แก่ กรณีที่ 1 สามารถยกฐานะองค์การบริหารส่วนตำบลขึ้นเป็นเทศบาลได้ทันทีเมื่อภูมายังคงคับใช้เนื่องจากมีคุณสมบัติเข้าเกณฑ์ถูกต้องทุกข้อ และกรณีที่ 2 เท็นสมควรเลื่อนการยกฐานะองค์การบริหารส่วนตำบลขึ้นเป็นเทศบาลออกไปเป็นเวลา 4 ปี (2020-2023) สำหรับองค์การบริหารส่วนตำบลที่ยังไม่มีคุณสมบัติครบตามเกณฑ์ของภูมายังไม่ครบกำหนด 4 ปีแล้วจึงบังคับให้เป็นไปตามเกณฑ์ของภูมายัง และถึงเวลาหนึ่นแล้วประเทศไทยจะไม่มีองค์การบริหารส่วนตำบลทั่วประเทศ คงมีแต่เทศบาลเป็นองค์กรปกครองท้องถิ่นในระดับล่างสุดต่อไป

คำสำคัญ : ความคิดเห็นของประชาชน, นโยบายยกฐานะองค์การบริหารส่วนตำบลขึ้นเป็นเทศบาลในประเทศไทย, รูปแบบเทศบาล

1. Introduction

The policy of upgrading Tambon Administration Organization (TAO) is the policy of the present government which the policy had started by The Local Government Reform Committee appointed by The National Reform Council in November 11, A.D. 2014. The LGR committee collected and analyzed the problems of Local Government Organization the essential problems that The National Local Government Reform Council collected and analyzed have three essential problems as follows: (1) There are a excessive number of Local Government Organization – 7,853 units, particularly Tambon Administration Organization (TAO) have a number of 5,335 TAOs, (2) Most Local Government Organization manage public service for local people in a small number of projects and small sizes of projects inefficient and ineffective because of limitation in budget system, in personnel system and in potential in making the results of public service. (3) Local Government Organization (LGO) manages public service in small scale projects because of LGO's authority overlaps other such as provincial administration and central administration units. According to above problems of LGO, it is necessary to encourage to upgrade or to merge Local Government

Organization (LGO) for having less Local Government Organization but more efficient and to have improvement in Structure, Authority, Personnel system, Local fiscal system for raising up capability in burden of working in every ways such as public service management, looking after local economic social and environment. And then, the LGR Committee made the proposal of approaches to reform Local Government Organization sending to The National Reform Steering Council for consideration in details and for draft the new law of Local Government Organizations. Particularly, upgrading Tambon Administration Organizations (TAO) to be Municipality in across the country. And this reform was sent to The National Legislative Assembly which it is in the process of Law-making “the Law of Local Government Organization B.E....” before policy implementation. Probably, it may be finished for enacting before having general election in the end of this year (A.D. 2019). Now, it can be said that “the Draft of the law of Local Government Organization B.E....” is in the stage of Policy Adoption which it is in the consideration of the National Legislation Council for enacting the law. Before policy implementation now TAOs have to prepare readiness for upgrading to be municipalities.

Thus, the researcher would like to study public opinion towards the policy of upgrading Tambon Administrative Organizations (TAOs) to municipalities according to three research objectives. Eventually, the researcher hopes that this dissertation will give many benefits on both dimensions of local administration and of academy.

2. Research Objectives

2.1 To study public opinion towards the Policy of Upgrading Tambon Administrative Organizations (TAO) to Municipalities in Thailand.

2.2 To study the essential factors affecting public opinions towards the Policy of Upgrading Tambon Administrative Organizations (TAO) to Municipalities in Thailand.

2.3 To propose the guideline for implementation of the Policy of Upgrading Tambon Administrative Organizations (TAO) to Municipalities in Thailand.

3. Research Methodology

3.1 Type of Research: This research used mixed and quantitative research. Qualitative research consists of in-depth interviews and focus group discussion. Quantitative research used survey research which made only one form of questionnaires for measuring public opinion in a large population.

3.2 Population and Sampling: For qualitative research used in-depth interviews by interviewing 18 key informants and used focus group discussion by 8 experts.

3.3 Research Instruments

1) Qualitative research, instrument for in-depth interviews was a form of “Structure interview” which used for 18 key informants.

2) Quantitative research, instrument for survey research was the form of Questionnaire which used for 377 samples.

3.4 Data Collection: For qualitative research, researcher collected forms of structure interview from 18 key informants of in-depth interviews and collected documents from 8 experts for focus group discussion. And for quantitative research collected questionnaires from 359 samples (95.22% of 377)

3.5 Data Analysis

1) In-depth interviews used content analysis and analytic induction.

2) Survey research used analysis by frequency, percentage, mean, standard deviation (S.D.), t-test, One-way ANOVA, Pearson Correlation Coefficient (r), P-Value.

4. Research Conclusion

4.1 Public opinion towards the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand. First; Municipal type, Municipality is a good type like other civilized countries such as Japan, England, and France etc. Thailand will have only one municipal type in lower level of local administration organization in provincial region across the country. It will be the universal type. For example, Japan which has two tiers of local government (1) Prefecture (like province of Thailand) as higher tier and (2) Municipality as lower tier. Thus Thailand should have two types like Japan. Second; Learning, Local people still have lower education which most people finished primary school. They cannot study continuously in secondary and university because they are poor. If TAO upgrades to be municipality, it means municipality will have own primary and secondary school as well as library, external school center, occupational promotion center and others that make local people gain and study to have more knowledge to seek more occupation for their well-beings. For learning of local people, municipality has more potential than TAO has, because municipality has more power, more income, more decentralization of power from central government in establishing learning of local people to acquire knowledge, skill, wisdom by systematic study or modification of behavior through practice, training or experience. Third; Efficiency, The essential reason in the policy of upgrading TAO to Municipality is efficiency in public services for local people getting both good quality and higher-benefit usage. There are more save in resource usage such as man (officials and workers), money (budget), materials and management as well as also save in time. For example, it can save time in public services which is called “one-stop service” such as services in people’s identification card registration, household registration, family registration, transfer registration etc. which TAO doesn’t have authority in those works. Municipality could make more use budget efficiently. Fourth; Economy, Municipality has tax base broader than tax base of TAO. So, municipality surely has more income than TAO. Economy in municipal

being will be better than those of TAO being because of having more income, more budgets, more investments in public services, in infrastructures which it could make local people have more money and more satisfaction.

4.2 Essential factors affecting public opinion towards the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand. First; Structure of TAO, The structure of TAO is suitable in accordance with theory of democracy and theory of decentralization as well as the law of Tambon Administration Organization B.E. 2537. The structure of TAO consists of (1) Executive branch - Mayor from election and officials from appointment and (2) Legislative branch or TAO council which has 2 members of each village and all members choose the president of TAO council. Second; Leadership of TAO's mayor, Leadership of most TAO's mayors have expertise and are capable, visionary and well accepted by their officials, TAO members and local people. But less TAO's mayors lacks of leadership in decision-making and administer by Mayor is lacking of leadership in decision-making and administer by use a lot of time or slowly work. Local people don't receive full interests. In spite of having enough budgets, they don't courage to do the good projects for public services. Third; System of TAO's income, System of TAO's income has three types as follows: firstly, taxes that TAO has collected by itself such as household and land taxes, local maintain taxes, sign board taxes, etc.; Secondly, taxes that government agencies collected and then allocated to TAO such as business taxes, liquor taxes, excise taxes, vehicle taxes, etc.; thirdly, TAO receives revenues which the central government provides in the form of a grant-in-aid or subsidy. But now income base of TAO is very narrow, it should be broader. If TAO is upgraded to municipality they can make higher income by itself and the central government will add more for using in public services to more benefits of local people for their well-beings. Fourth; TAO's environment, Economy environment is not good. Particularly, in summer season, there are more unemployment in TAO's area which makes young and middle age migrate to work in Bangkok and industrial provinces around

Bangkok. Natural environment, it still has natural disaster in every year such as windy-storm, flood, and draught. Exception for some TAO areas which are mostly in good conditions in economy environment because there are promotions in various occupation groups for having people's more income and more well-being. There still is drug-addition of people. In present days, TAO's social environment is society of elder that most elderly people have their duties in looking-after their grandson or granddaughter because their son or daughter go to work in Bangkok or big industrial cities such as Sumutprakarn, Rayong, Ayutthaya, Pathumthani etc.

4.3 To propose the guideline for implementation of the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand. From public opinion, there are two cases as follows:

1) A case of upgrading Tambon Administrative Organizations to municipalities. Because Tambon Administrative Organizations have full criteria when the law is suddenly enforced as follows: (1) having income more than 20 million bahts (2) having population more than 7,000 people and (3) having the will or the want of people.

2) A case of proposing postponing Tambon Administrative Organizations to municipalities for 4 years (2020-2023). Because Tambon Administrative Organizations have not full criteria according to the law as follows: (1) having income less than 20 million baht. (2) having population less than 7,000 people, and (3) people don't want to upgrade now. Within 4 years, some TAOs will upgrade them to municipalities because of reaching full criteria according to the law and some TAOs will have to merge with other municipalities or other Tambon Administrative Organizations because of lack of full criteria according to the law.

After 4 years (2020-2023), all of Tambon Administrative Organizations should have to be municipalities. It means that there are no longer Tambon Administrative Organizations, it will have municipalities as lower level of local administrative organization across Thailand.

5. Discussion

Discussion of the result of this research as follows:

The policy of upgrading Tambon Administrative Organizations to municipalities in Thailand. It is the public policy of present government that has procedure by follow steps: first, Local Government Reform Committee considered problems receiving from public officials and drafted laws involving local administrative organizations until sent them to the National legislative Assembly for law-making. Now they are in the process of consideration of National legislative Assembly. Probably, it may be enacted in the end of this year (2019). This study clearly saw public opinion divided into two concepts that first concept encouraged the upgrading Tambon Administrative Organizations to municipalities in Thailand when the law was enacted. Probably, it may be in the end of this year (2019). And another concept proposed postponing upgrading TAOs to municipalities in Thailand for four years (from 2020 to 2023).

5.1 Public opinion's encouraging the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand.

This study indicated that most of public opinion agreed with the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand. There are many reasons to encourage that local people will surely receive advantages from this policy in four essential factors as follows: First; municipal type, municipality is a good type like other civilized countries such as Japan, England, and France etc. Thailand will have only one municipal type in lower level of local administration organization in provincial region across the country. It will be the universal type. For example, Japan which has two tiers of local government (1) Prefecture (like province of Thailand) as higher tier and (2) Municipality as lower tier. Thus Thailand should have two types in provincial area consisting of Provincial Administrative Organization as higher tier and municipality as lower tier such as Japan, France, England, Mexico, Brazil and Sweden. Secondly; learning, if TAO upgrades to be municipality, it means municipality will have own primary and

secondary school as well as library, external school center, occupational promotion center and others that make local people gain learning and study to have more knowledge to seek more occupation for their well-beings. Third; efficiency, The efficiency of most Tambon Administrative Organizations are in the medium level because of having less income and less authority than municipalities. So, the essential reason in the policy of upgrading TAO to Municipality is efficiency in public services for local people getting both good quality and higher-benefit usage. There are more save in resource usage such as man (officials and workers), money (budget), materials and management as well as also save in time. For example, it can save time in public services which is called “one-stop service” such as services in people’s identification card registration, household registration, family registration, transfer registration etc. Municipalities can have more results or products than those of Tambon Administrative Organization (TAO) because municipality have more authorities than those of Tambon Administrative Organizations. This public opinion accorded with research of Suchart Prasitrattasin et al. (1998) that: 1) the overall efficiency of TAO, judging from the organization’s ability in managing different projects specified in the TAO Act as direct responsibility and possible tasks was mostly in the medium to very good levels. TAO members, administrative staff and Tambon officials perform their duties at a medium to high levels according to their different provinces. 2) Tambon Administration Organization, judging from the ability to manage the projects suitable to the people’s needs, can answer for the needs at a satisfactorily level. Fourthly; economy, municipality has tax base broader than tax base of TAO. So, municipality surely has more income than TAO. Economy in municipal being will be better than those of TAO being because of having more income, more budgets, more investments in public services, in infrastructures which it could make local people have more money and more satisfaction. More public welfare and infrastructure will make more agriculture and industrial promotion progress. From that progress,

it will create people's more income and people will have well-being and good quality of life.

Besides, there still have other essential factors affecting public opinion towards the policy of upgrading Tambon Administrative Organizations to municipalities in Thailand as follows: First; structure of TAO, the structure of TAO is a good structure that consists of (1) executive branch which TAO's mayor from direct election and TAO's officials from appointment and (2) legislative branch or TAO's council which has two members from one village and all members choose the president of TAO's council. This public opinion accorded with Sukhumrath Saributra (2001) that: 1) most laws and regulations and the administration structure point to the fact that law and administration structure were complete, appropriate and correct according to universal system of local administration. There are two distinctive structures: the administration and the council which decentralize the power to invite people's participation which satisfies the people quite well. Secondly; leadership of TAO's Mayor, leadership of some TAO's mayors have expertise and are capable, visionary and well accepted by their officials, TAO members and local people. But some TAO's mayors lacks of leadership in decision-making and administer by Mayor is lacking of leadership in decision-making and administer by use a lot of time or slowly work. Local people don't receive full interests. In spite of having enough budget, they don't courage to do the good projects for public services. This findings accord with the research from Sumat Theraniti (1997) that most executives have high levels of leadership. Most TAO Mayor and Chiefs of units have good education in at least bachelor degree. Thirdly; system of TAO's income, system of TAO's income has three types as follows: (1) taxes that TAO has collected by itself (2) taxes that government agencies collected and then allocated to TAO (3) TAO receives revenues which the central government provides in the form of a grant-in-aid or subsidy. But now income base of TAO is very narrow, it could not response the needs of local people at satisfactory level. This public opinion accorded with a research of Chettha Mosirat

(1996) that the TAO can only serve certain needs of the local people. The first cause was the lack of administrative resources, especially the knowledge and understanding of local administration principles, the management of budgeting by Tambon Administration Organization members and staff. And there were different needs in budgeting in each village of the Tambon. Fourthly; TAO's Environment, economy environment is not good. Particularly, in summer season, there are more unemployment in TAO's area which make young and middle age migrate to work in Bangkok and industrial provinces around Bangkok. Political sector in TAO's area, it is no problem because it is situation of political vacancy. Natural environment, it still has natural disaster in every year such as windy-storm, flood, and draught. Exception for some TAO areas which are mostly in good conditions in economy environment because there are promotions in various occupation groups for having people's more income and more well-being.

5.2 Public opinion proposed postponing upgrading Tambon Administrative Organizations to municipalities in Thailand for four years (2020-2023)

Public opinion from in-depth interviews and focus-group discussion proposed postponing upgrading TAOs to municipalities in Thailand with reasons because, particularly, a number of TAOs which lack of full criteria. For example, such as (1) having population less than 7,000 people, (2) having income less than 20 million bahts, and (3) people don't want to upgrade etc. However, details of full criteria may be changed in consideration of the National legislative Assembly. Now, it is not sure, those examples were selected from the first draft law of Local Administrative Organization. Public opinion in this study proposed postponing TAOs to municipalities in Thailand for four years (2020-2023). Public opinion predicted in essential issues; first, government should improve or correct the law of Taxation of local administrative organization for expanding tax base increasingly it may make some TAOs have income in accordance with conditions of full criteria of upgrading TAOs to municipalities without merging with another. And second, for a number of population, it may increase to a number of populations in accordance with

condition of full criteria in upgrading TAOs to municipalities in Thailand. Besides, when fully for four years in 2023, it there still have TAOs that does not have conditions in full criteria according to the law. Thus, they should be merged with another municipality or another TAO for being municipalities. Ultimately, Thailand will have municipalities as lower level of local administrative organizations in provincial areas across the country. There are no longer Tambon Administrative Organizations in Thailand forever.

6. Recommendation

6.1 Recommendation in Policy Approach

1) It is a necessary to listen public opinions in TAO's areas because majority of people agree with the policy of upgrading TAO to municipality but disagree with the policy of merging with another municipality. It is necessary to use a long time about 1-2 years for establishing understand of people in advantage and disadvantage.

2) In case of conflicts or resistance from local politicians which afraid of losing their interests. It is necessary to have measures for establishing good understanding, a good motivation for local people and enforcing strictly the law to outlaw-persons which have bad behaviors to persuade and misinform to people by having to follow to information in areas which may have conflicts and local government organizations have to accelerate to solve problem before happening bad situation.

3) The central government budget allocate to local government organizations should reach at least 35 percent in accordance with the law in order to provide sufficient funds to local administrations to precede with the plan. Moreover, the law should enable local government organizations to participate in large scope of tax collection in order to fund projects under the TAO development plan.

6.2 Recommendation for next research

1) It should have the study of research in topic of “The Policy Implementation of Upgrading Tambon Administration Organization (TAO) to Municipality in Thailand” to know how success or failure of the policy of upgrading Tambon Administration Organization (TAO) to municipality in Thailand which it should be done after that policy implemented for one year.

2) It should have to study of research in topic of “Evaluation of local people’s well-being in new municipality after that policy implemented for one year for bringing the results of research to consider in planning of improvement in local people’s well-being.

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