การวิเคราะห์ปัจจัยที่มีอิทธิพลต่อความสามารถในการบริหารของผู้บริหารสถานศึกษาขั้นพื้นฐาน

An Analysis of the Factors that Influence the Management Capability of Basic Educational Institution Administrators

ปณิตา สกุลแก้ว [1]

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บทคัดย่อ

การวิจัยครั้งนี้มีวัตถุประสงค์ 1) เพื่อศึกษาสภาพความสามารถในการบริหารของผู้บริหารสถานศึกษา ศึกษาขั้นพื้นฐานช่วงชั้นที่ 3 – 4 2) เพื่อค้นหาปัจจัยที่มีอิทธิพลต่อความสามารถในการบริหารของผู้บริหารสถานศึกษา และ 3) เพื่อนำเสนอรูปแบบส่งเสริมความสามารถในการบริหารของผู้บริหารสถานศึกษาขั้นพื้นฐาน ประชากรที่ใช้ในการวิจัย คือ ผู้บริหารสถานศึกษาขั้นพื้นฐานช่วงชั้นที่ 3-4 จาก 12 เขตการศึกษาและเขตการศึกษากรุงเทพฯ ปีการศึกษา 2550 กำหนดกลุ่มตัวอย่างจากสูตรคำนวณของ Taro Yamane ที่ระดับความเชื่อมั่น 95% ได้กลุ่มตัวอย่าง 347 คน ใช้วิธีการเลือกตัวอย่างแบบแบ่งชั้น ผู้วิจัยนำแบบสอบถามที่รวบรวมดำเนินการวิเคราะห์ผลการศึกษาโดยใช้สถิติพรรณนา ได้แก่ ค่าร้อยละ ค่าเฉลี่ย และค่าเบี่ยงเบนมาตรฐาน การวิเคราะห์การถดถอย พหุคูณ และการวิเคราะห์ตัวประกอบ

ผลการวิจัยพบว่า

1. สภาพความสามารถในการบริหารของผู้บริหารสถานศึกษาขั้นพื้นฐานช่วงชั้นที่ 3 และ 4 สังกัดสำนักงานคณะกรรมการการศึกษาขั้นพื้นฐาน กระทรวงศึกษาธิการ ด้านการวางแผน การจัดการ การนำ และการควบคุมโดยรวมอยู่ในระดับสูง เมื่อวิเคราะห์

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รายละเอียดรายด้าน พบว่า สภาพความสามารถในการบริหารของผู้บริหารสถานศึกษา
ขั้นพื้นฐานอยู่ในระดับสูงมากด้านการวางแผนโดยเฉพาะ "ผู้มีส่วนได้ส่วนเสียมี
ส่วนร่วมในการกำหนดวัตถุประสงค์และมีส่วนร่วมในการวางแผน" รองลงมา ซึ่งอยู่ใน
ระดับสูง ได้แก่ ด้านการจัดการโดยเฉพาะ "ความสามารถในการจัดกลุ่มงานที่เหมือน
กันเข้าไว้ด้วยกัน" ความสามารถในการบริหารของผู้บริหาร สถานศึกษาขั้นพื้นฐาน
ด้านการนำและการควบคุมอยู่ในระดับสูงน้อยกว่าสองด้านแรกโดยเฉพาะ "การทบทวน
การปรับวิธีการควบคุมให้ได้มาตรฐานที่กำหนดตลอดจนการปรับเปลี่ยนเงื่อนไขต่าง ๆ
ให้เหมาะสมกับแนวทางการปฏิบัติและตรงตามมาตรฐาน

    2. จากการศึกษาความสัมพันธ์ระหว่างปัจจัยด้านความแตกต่างของบุคคลกับ
ปัจจัยสิ่งแวดล้อมที่มีอิทธิพลต่อความสามารถในการบริหารของผู้บริหารสถานศึกษาขั้น
พื้นฐาน ช่วงชั้นที่ 3 และ 4 พบว่า ปัจจัยด้านความแตกต่างของบุคคล ได้แก่ ทักษะและ
ภาวะผู้นำ กับ ปัจจัยสิ่งแวดล้อม ได้แก่ ทรัพยากรการบริหารและคณะกรรมการ สถานศึกษา
มีอิทธิพลต่อความสามารถในการบริหารของผู้บริหารสถานศึกษาขั้นพื้นฐานตามลำดับดังนี้
ทรัพยากรการบริหาร ทักษะ คณะกรรมการสถานศึกษา และภาวะผู้นำ

    3. จากข้อมูลข้างต้นซึ่งสอดคล้องกับผลการสัมภาษณ์สามารถนำมาเสนอเป็น
รูปแบบเสนอแนะ เพื่อเพิ่มขีดความสามารถการบริหารของผู้บริหารสถานศึกษาขั้นพื้นฐาน
ช่วงชั้นที่ 3 และ 4 โดยการสร้างความพร้อมและศักยภาพของ 4 ปัจจัย คือ ทรัพยากร
การบริหาร ทักษะการบริหาร ศักยภาพของคณะกรรมการสถานศึกษา และภาวะผู้นำของ
ผู้บริหารสถานศึกษา

คำสำคัญ: โรงเรียนที่จัดการศึกษาช่วงชั้นที่ 3 – 4 สังกัดสำนักงานคณะกรรมการ
          การศึกษาขั้นพื้นฐาน สมรรถนะ/ความสามารถในการบริหาร,
          ผู้บริหารสถานศึกษาขั้นพื้นฐาน ปัจจัยด้านความแตกต่างของบุคคล
          ปัจจัยสิ่งแวดล้อม

Abstract

This study represents an analysis of the factors that influence the management capability of Thai public educational institution administrators at the third and fourth levels under the jurisdiction of the Office of the Basic Education Commission, Ministry of Education, Thailand. Its purpose was threefold: 1) to explore the level of management capability practiced by Thai public educational institution administrators.

2) to ascertain the major factors and the extent to which they effected the management capability of Thai public educational institution administrator. 3) to propose a model for enhancing the management capability of Thai public educational institution administrators based on the effects of significant factors.

The research methodology employed quantitative and qualitative methods. The sample included 347 administrators of Thai public educational institutions in 175 Educational Service Areas (ESAs) in the school year 2007, of which 172 were in the 76 Thai provinces and the remaining 3 in Bangkok, the capital city. All educational institutions were under the jurisdiction of the Basic Education Commission (OBEC). The selection followed Yamane's formula at a 95 percent level of confidence and was based on a stratified random sampling technique.

1) The management capability of Thai public educational institution administrators was generally high. Among the various management functions, planning was rated at the highest level, particularly on "the involvement from related individuals in setting objectives and planning" and "group positions into manageable and process-related units." Organizing and leading were rated high, particularly on "assign work to be performed, accountability and extent of authority" and "provide motivation environment." Controlling was

rated least high, particularly on "praise and censure fairly and align to leading principles," "revise and adjust control methods in light of control results and changing conditions," and "correct deviation through statistical methods."

2) The analysis of the correlations between individual differences and environmental factors affecting the management capability of educational institution administrators demonstrated a significant relationship between individual difference factors: skills and leadership, and environmental factors: organizational resources and the school board. The order of correlations was organizational resources, skills, school board, and leadership.

3) A recommended model for increasing the effectiveness of the management capability of Thai public educational institution administrators was provided.

Key words: Educational Institution levels 3 – 4 under the Office of the Basic Education Commission, Management capability, educational institution administrator, individual differences, environmental factors

Introduction

Education, as an overarching teaching and learning process for personal and social development, assumes the function of imparting knowledge, providing practice, conducting training, transmitting culture, enhancing academic progress, and building bodies of knowledge through creating learning environments in educational institutions (Harrje, 2006). To attain these educational goals, particularly in basic educational institutions, educational institution administrators play a leading role in managing and providing good environments and quality educational processes for learners. In light of the National Education Act (NEA)[2], the educational management roles and

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[2] Thai National Education Act (NEA) 2002

responsibilities of basic educational institution administrators entail matters of academic affairs, budgeting, staff development, and schools business administration.

The educational institution administrator, who acts as chief executive officer of the educational institution, is in charge of the day-to-day educational institution operation in the areas of learning curriculum, finance, business management, and organization among others (Hallinger, 1995; Hallinger and Heck, 1996). The educational institution administrator is also seen as an instructional leader—one who leads, inspires, empowers, and encourages the educational institution/school staff and students to learn (Heck, Larsen and Marcoulides, 1990; Cheng, 1994). He or she explores new avenues in taking an establishment on a journey of excellence towards achieving educational institution goals and objectives. Therefore, as the key agent at the educational institution level, the educational institution administrator must be equipped with sufficient knowledge and skills *both prior to* performing his/her professional roles *and while* directing the on-going processes of educational institution management in an effort to manage the educational institution successfully and effectively.

Educational institution administrators must have the vision, the experience, and the ability applicable to their duties and responsibilities, as well as the creativity and spirituality to lead from the front while at the same time aligning these attributes to the challenges and opportunities that arise from time to time. These are the basic ingredients for effective educational institution management which, in essence, is the making of the so-called effective educational institution administrator.

Effective educational institution administrators are described as persons that have management capabilities to manage the educational institution with success (Hallinger and Murphy, 1986; Heck, Marcoulides and Lang, 1991; Ogawa and Bossert, 1995). Based on this generally-stated characteristic, a weakness is yet seen in the educational institution management of the educational institution administrators in many educational institutions/schools, especially in the area of academic affairs, which is the most important of the four main tasks of educational institution management (Department

of General Education, 2000). In the international community, the notion of academic leadership weaknesses in basic educational institutions was also implied by a report on the competitiveness and ability of human development, which indicated Thailand's low competitiveness in comparison with many ASEAN countries (International Institute for Management Development, 2000). Based on reports of this nature, one tended to conclude that the performance of the basic educational institutions at the third and fourth levels (secondary school level or Mathayom 1-6) left much room to be desired in terms of efficiency and effectiveness. It was suspected that the problem of the ineffectiveness and inefficiency of the educational institution performance at these levels might have stemmed from the inadequate management capability of educational institution administrators (Hallinger, Taraseina and Miller, 1994). One further suspected that the success or failure of school management hinged upon the management capability of educational institution administrators in performing their roles and responsibilities and the degree to which the educational targets and goals were achieved (Leithwood, 1994; Chapman, 2004).

Management Capability

Management capability can be defined as the applied skills, knowledge, and attitude of individuals in relation to their jobs with a view to achieving organizational goals through management strategies. Current practice indicates that the main focus of the administrator's management capability is on how effectively management is applied and competencies are practiced to innovate and achieve the highest levels of performance through teamwork (Chapman, 2004, and NZIM, 2004).

Management capability is about the organization and individuals within it. Management capability pertains to how the organization and individuals apply their competencies in dealing with problems in a diversity of situations (Cairns, 1996a). This results in effective application of individuals' management leadership, skills, knowledge,

experience, competencies, and particular characteristics or management capability practice to deal with threats and opportunities with the most effective use of resources and the best approach to develop and motivate employees to innovate and achieve their highest levels of performance that reflect organizational performance and organizational growth (Cairns, 1996b). In other words, management capability has a positive effect on the performance of both the individual and organization, and the results of performance lead to organization goals (Matheson, 2004). It is believed that engaging in development activities would increase the capability to grow.

Figure 1 depicts a model of the management capability process and its impact on key elements of organizational performance. It is adapted from a framework created by the Institute for Employment Studies (IES, 2006), as shown below.
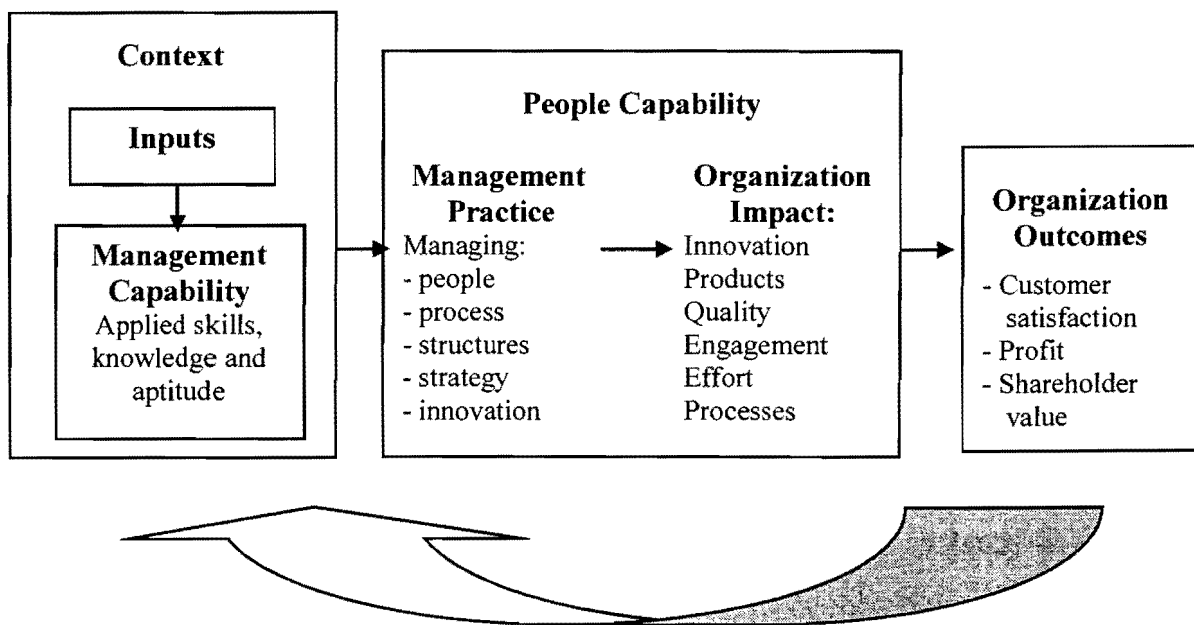

Figure 1: Management Capability Process
Source: IES, 2006

In this model, the context that has an influence on management capability entails all elements in the responsibility domain of the educational institution administrator (Institute for Employment Studies, 2006). Examples are role, culture, and resources. In addition to the context within which the administrator operates, the inputs of the administrator are another factor that affects his/her management capability. These inputs involve such factors as education attainment, ongoing formal and informal learning, work experience, and motive. It is generally recognized that the way in which people perform their work does not only indicate the level of their skills but also reflects their attitude and motivation. Organizational context and inputs in tandem exert influence on the administrator's management capability.

Management practice, which is the expression of management capability, involves managing people, structures, processes, strategies, and innovations. More specifically, management practice involves the four management functions—planning, organizing, leading, and controlling (POLC). These functions are employed in alignment with the management responsibilities of the educational institution administrators. Educational institution administrators further rely on the wider workforce capability to improve the performance of the overall organization. Thus, the engagement of teachers and their work capabilities mediates the effect of management practice, which may be expressed in terms of the performance of the overall organization, such as product/ service quality, productivity, and efficiency. The effects of organizational performance are usually directed at ultimate organizational outcomes, such as customer satisfaction, profits, and shareholder values.

The measurement of management practice involves the assessment of the effectiveness and efficiency of the planning, organizing, leading, and controlling process (POLC) in attaining the organizational objectives. This requires a mixed qualitative and quantitative approach to measuring the management capability of educational institution administrators that entails a number of carefully selected elements.

Six elements have been identified as constituting capable manager attributes for management success, each one acting as an ongoing target area for the development at every management level (New Zealand Institute of Management, 2004). They are as follows:

1) **Broad management skills.** This refers to understanding of management theory and practice together with having worked in different management roles and situations to gain practical experience.

2) **Specialty expertise.** This refers to specific knowledge or experience that clearly defines the value of the person to his or her organization.

3) **Understanding the organization's operational process.** This refers to understanding the processes that make up the organization's operation in order to better accomplish organizational goals.

4) **Awareness of external factors.** This refers to understanding customers, competitors, world trends, the community, etc. in order to be able to assess opportunities and the needs for change.

5) **Knowledge of general discipline.** This refers to understanding disciplines beyond the manager's own in order to communicate and work effectively with others.

6) **Personal management skills.** This refers to the skills that enable personal effectiveness and influence.

Importance of Management Capability

There are a number of key factors that are important to educational institution administrators as well as those that aim to develop their organizational management capability. There is a notion that changes in the workplace often lead to a perceived need for enhanced generic skills, flatter management structures, and decentralized decision making (Robbins, 1993). For these to occur, personal traits are to be more relevant and have a more direct bearing upon management capability than just conventional administrative practices. Resultant changes such as these tend to widen knowledge

gaps and necessitate educational leadership to focus more sharply on teamwork and redirect expectations in dealing with functions beyond the initial qualities brought about by specialty, age, and the demographics of human resources. In addition, leaders have to pave the way to effect change in the expectations of future leaders, who will have to be more innovative in coping with the demand for knowledge management of the organization. These aspects of changes in leadership have exerted a strong influence on the organizational performance and organization growth of current educational institutions (New Zealand Institute of Management, 2004).

Affected changes today tend to include increased competitiveness, technological adaptation, knowledge and skills shifts, and new approaches to human resources deployment of the organization. These in turn have a considerable impact on the management capability of educational institution administrators (Tongchai Santiwong, 2002). In order to attain and sustain organizational effectiveness to an acceptable degree, enhancing the levels of managerial capability is a high priority.

According to O'Regan and Ghobadian (2004), the management capabilities of individual managers enable organizations to cope with the future by focusing on customers' needs and requirements while at the same time resolving the crises and problems that arise in their operational environment. A comparison of the management capabilities of two types of firms shows that high-performing firms emphasize management capabilities to a far greater extent than low-performing firms do. This finding implies that generic capability is one of the main drivers of organizational performance.

Managerial effectiveness is conducive to the achievement of the educational institution administrators' goals (Robbins, 1993). Managerial effectiveness directly benefits from the administrators' ability to define policies and goals, delineate and explain jobs, delegate work and responsibility, and support their subordinates in seeking organizational success and personal satisfaction.

Factors that Exert an Influence on Management Capability

Many of the studies on management capability have identified affecting factors in terms of individual differences, motive, and environment. Individual differences are typically associated with the characteristics, knowledge, and skills of administrators. On the other hand, the motive and the environment entail such elements as organizational climate, organizational resources, and school board-related variables. These factors were ascertained to affect managerial efficiency as well as influence the management capability of the leaders as individuals (Katz and Kahn, 1996; Moto Widlo, Borman and Schmit, 1997; Tongchai Santiwong, 2002; Townsend and Cairns, 2003; NZIM, 2004; IES, 2006 and Sanchaez, 2006).

In 2002, the Institute for Employment Studies (IES) developed a model of effective management capability of leaders that led to higher organizational performance. The study identified four key variables associated with management capability which finally led to effective management practice and high organizational performance: 1) education background, 2) formal and informal training, 3) experience, and 4) personal factors and job satisfaction. Later in 2006, the IES adjusted this model and added three elements: context, inputs, and management practice.

A conceptual model based on the IES papers was derived and adopted as a conceptual framework for the current study, as shown in figure 2 below.
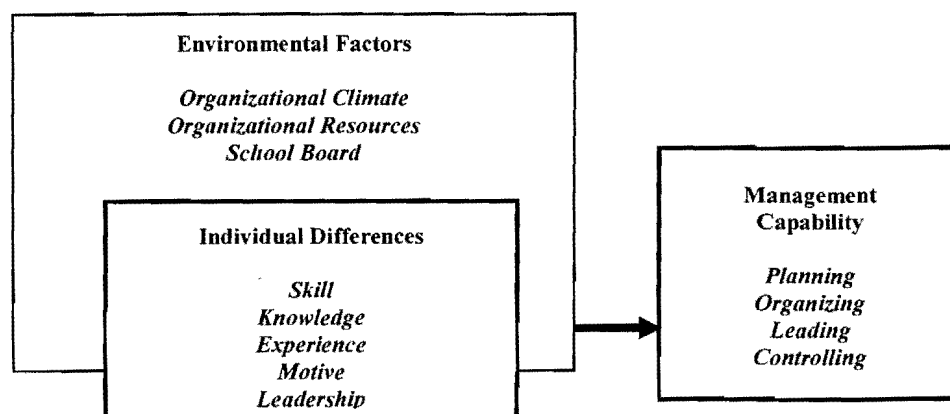
Figure 2 :   Derived Conceptual Framework for the Study

Population and Sampling

The main objectives of this research were to examine the factors that exert an influence on the management capability of basic educational institution administrators in Thailand. The unit of analysis at the organizational level was the educational institution administrator who was the key performer in applying management capability towards the achievement of the educational institution goals; this individual was focus of the study. The target population of this study comprised 2,579 educational institution administrators of third- and fourth-level public educational institutions under the jurisdiction of the Office of the Basic Education Commission (OBEC), Ministry of Education. The educational institutions were under the supervision of Local Educational Service Areas (ESAs), which have been established under the jurisdiction of the Basic Education Commission in response to decentralization of authority for educational administration, as stipulated in the National Education Act (NEA). The current number of ESAs in Thailand is 175, with 172 in 76 provinces and 3 in Bangkok.

Sample educational institutions for this study were selected by applying the Taro Yamane formula at a 95 percent level of confidence, with a 5 percent error of estimate (Yamane, 1967). Based on a stratified random sampling technique, a sample of 347 third- and fourth-level educational institutions were derived, hence arriving at 347 basic educational institution administrators.

Methodology

The multiple regression statistical method was applied for the prediction of dependent variables by independent variables. The multiple regressions ascertained the relationships between individual differences and environmental factors that affected the management capability of the third and fourth level educational institution administrators. In the follow-up step, factor analysis was applied to identify the most viable group of factors that worked in tandem for inclusion in the prediction model. As

a result, a model for the contributing and interplaying factors associated with the management capability of the third- and fourth-level educational institution administrators was derived.

Findings

Most respondents (81.6 percent) were male; a good percentage (45.0) were aged between 51 - 55 years, and a sizeable percentage (35.2) had 6-10 years of experience in an administrative post. A good majority (84.4 percent) held a master's degree in education, and a sizeable percentage (37.4 percent) had received more than three courses of training in administration.

The level of the management capability of the third- and fourth-level educational institution administrators was generally high (an average score of 4.25). The order of the average ratings was planning, organizing, leading, and controlling. **Table 1** sees below.

Table 1: Means and Standard Deviations of Management Capability of Third and Fourth Level Educational Institution Administrators (N = 282)

Management Capability	Mean	Standard Deviation	Level
1. Planning	4.32	0.47	High
2. Organizing	4.30	0.49	High
3. Leading	4.20	0.44	High
4. Controlling	4.19	0.49	High
Aggregate	**4.25**	**0.49**	**High**

The results of the multiple regression analysis showed the significant influence of four factors on the management capability of educational institution administrators. These four factors included skills, school board, leadership, and organizational resources. The remaining two factors—knowledge, experience, achievement, and organizational climate—were not significant. See **Table 2** below.

Table 2: Results of the Multiple Regression Analysis

Independent Variable	B	Beta	t	p
Skills	,253	.218	3.326	.001*
School board	.169	.211	3.999	.000*
Leadership	.184	.185	3.496	.001*
Organizational resources	.210	.237	4.062	.000*
Knowledge	.008	.003	0.076	.940
Experience	.008	.007	0.070	.944
Achievement	.050	.041	0.862	.389
Organization climate	.059	.058	1.189	.235

* Statistically significant at .01 level.

As can be seen in Table 2, the organizational resources factor plays a major role among the four significant variables in predicting the management capability of the educational institution administrator (Beta = .237). Information obtained from in-depth interviews revealed that the organizational resources factor indicated an influence on the management of teachers and budget that in turn indirectly affected the remaining factors that were not statistically significant. This notion might be used to explain that a capable educational institution administrator strong in the organizational resources factor was accomplished in enhancing teacher effectiveness through employment of qualified teachers in adequate number, together with educational materials which came

from a sufficient budget. By means of the budgeting process, the administrator capable in organizational resources management was able to seek adequate budget funds through public support and promotion of community involvement, as well as development of open educational institution/school climate. Through all these endeavors, student achievement could ultimately be attained. No doubt, educational institution administrators had to show their good intension and time-tested commitment to the educational institution operation and to student achievement in order to convince the community and to elicit their willingness to support requests from the educational institution.

The skills factor was indicated as the second highest influential factor in the group (Beta = .218). The interview data revealed that management skills were very important for educational institution administrators in order for them to be able to apply their management capability to effective educational institution performance. Skills are abilities to perform tasks to predetermined standards of competence, which germinate from training and development and as such are basic for applying to task effectiveness. In addition, needed skills change from time to time; therefore, continuous training and development are always needed, particularly in regard to problem solving and visioning.

The school board factor rates as the third highest influence on the management capability of the educational institution administrators (Beta = .211). Its positive influence on management capability stems from the school board's clear vision of educational institution development and its support in public relations, for example. The educational institutions are often faced with insufficient budgets in terms of hiring teachers and purchasing educational materials for learning activities. These needs cannot be postponed to the next educational institution/school year and insufficient budgets would slow down educational institution development. With a strong school board that comprises representatives from the community, the best source for supporting educational institution development is readily accessible. However, school boards vary from those that are fully active to inactive ones; hence the success of the delivery and administration

of educational services cannot be guaranteed for all cases. In order to minimize this problem, empowerment of the community and the school board might be sought through education and training, whereby knowledge and knowledge management could be provided to the community and school board members. Further detailed inspection shows that other elements—awareness of the limitations on the board's own interests, a horizontal relationship between the educational institution and the school board, the board's cooperation with local administration bodies based on mutual understanding, and readiness to collaborate on educational development—also influence the management capability of the education institution administrator.

Finally, the leadership factor also exhibits a high influence on the management capability of educational institution administrators (Beta= .185). From the interview data, leadership is important for an educational institution's success and ties in with the need for coordination and control. Educational institutions exist to achieve objectives that are either impossible or extremely difficult to achieve by individuals acting alone. In addition, women often use a different leadership style from men's, which can be positive in today's changing environment, in which flexibility, teamwork, trust, and information sharing are replacing rigid structures, competitive individualism, and control and secrecy. In this connection, leadership has become important for the educational institution administrator's management capability and the educational institution's performance.

From the above findings, a proposed model for enhancing the effective management capability of educational institution administrators was derived. This is depicted in figure 3.
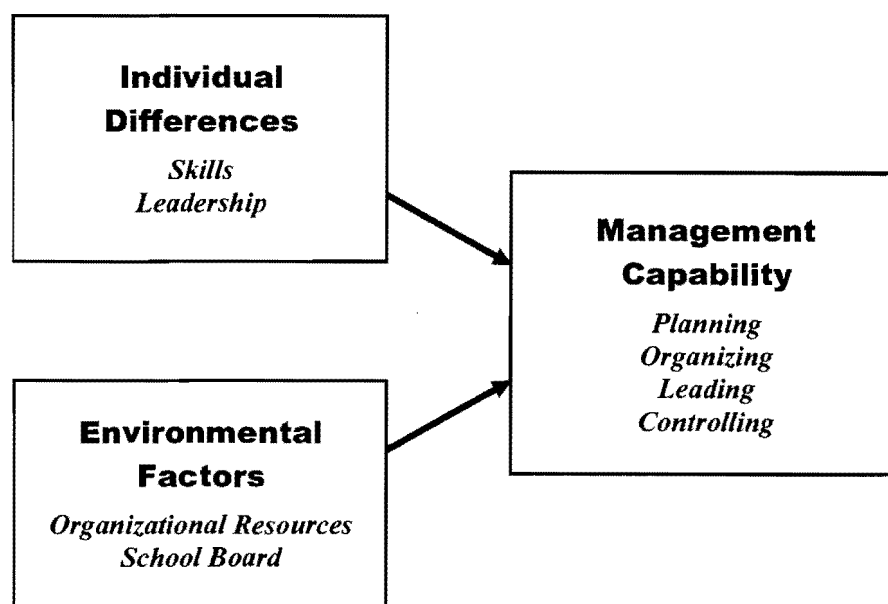
Figure 3: A Recommended Model for Enhancing the Effective Management Capability
of Educational Institution Administrators

The findings from the study indicate that both individual difference factors
(*skills* and *leadership*) and environmental factors (*organizational resources* and *school
board*) have a significant influence on the management capability and educational
institution/school performance of educational institution administrators through
management practice and managerial effectiveness.

Conclusion and Recommendations

The organizational resources factor has the most influence on the management
capability of the educational institution administrator. A possible explanation is that
teaching and learning can benefit directly from the strength of this factor. For instance,
problems and barriers are analyzed for resource allocation, every educational institution
activity is adequately supported, and additional funds are raised to augment educational
institution operation. Greater availability of organizational resources thus reflects the

efficient management capability of the educational institution administrator in these educational institutions.

The effective management capability of the educational institution administrator is not dependent on organizational resources alone, but on other elements of individual differences and environmental resources as well; namely, skills, the school board, and leadership. These potential factors are strategic and action-oriented in nature—such as follow up before making decisions, leading types of educational institution administrators, and clear vision of educational institution development—and have a direct impact on the main responsibilities of the educational institution administrators. That is, educational institution governance supports and effects good teaching and learning.

The skills factor is the second highest influence on the management capability of the educational institution administrator. As roles and responsibilities of the educational institution administrator are complicated in the context of education reform, expectations are likely to be higher and varied, thus bringing some barriers to educational institution administrators. What has been learned and what can be rectified in order to bring about appropriate responses necessary to alleviate the problems? This would give a focus to the preparation of training of the educational institution administrators in the skills domain, which is directly related to the recognition and proper solution of problems in the educational institution context.

The third influential factor is related to the school board, which holds the responsibility to act in good faith as the public trustees of the educational institution. Cooperation and support from the school board would reduce the limitations of organizational resources and promote the skills and leadership of the educational institution administrators. Providing training and professional development for both the school board members and the educational institution administrators is important if an effective school board is to materialize. In order for the school board to recognize its accountability to the community for providing quality educational programs for children

and using its human and financial resources well, it is necessary to support the school board with various abilities as well as to acknowledge the school board's roles and responsibilities. The boards would believe that it is their responsibility to vigorously support and adequately fund all services, programs, and operations within reasonable fiscal constraints.

Another positive influential factor in management capability is leadership. Leadership holds tremendous potential in helping the educational institution to bolster student academic performance. In other words, leadership shapes the environment in which students succeed, and teachers accomplish by ensuring an operational environment that values and takes advantage of what they know. Promoting leadership from the Office of the Basic Education Commission (OBEC) can strengthen the ability of educational institution administrators as instructional leaders by focusing on what can be done to bolster their skills and knowledge. Additionally, keeping them adaptable and continuously supportive in order to incorporate new thinking about what constitutes effective leadership is also important.

Recommendations

1. Professional Development

In order to decrease the limitations of educational institution administrators and to strengthen their management capability, professional development should be arranged in alignment with such influential factors as skills and leadership. The kind of professional development must be neither too academic and abstract nor too technically narrow in terms of managerial tasks, as in most previous programs that have emphasized discipline, finance, legal issues, and management but neglected some small tips and tactics. From the findings, it can be seen that educational institution administrators are good in planning, organizing, leading, and controlling. However, some hindrances were overlooked by educational institution administrators in their managerial practices which could limit the level of their management capability. Examples of these hindrances are:

"arrange a development system" and "state actions and resource needs" *in planning*; "group positions into manageable and properly related units" *in organizing*; "assign performance standards" and "revise and adjust methods of leadership in the light of outcomes and awareness of and response to changing conditions" *in leading*; and "revise and adjust the plans in light of control results and changing conditions" *in controlling*. Many educational institution administrators paid less attention to these potential obstacles than the other components of the four factor areas.

Furthermore, in terms of skills development, development programs for education institution administrators must not ignore the skills involved in problem solving, particularly in "analyzing the educational institution barriers toward work process" and "applying technology in the work processes," and must not ignore stimulating their creative thinking and vision.

While the kind of professional development for leadership must be arranged and focused more on the role and application of leadership, particularly instructional leadership, better ways of leadership should be explored to raise students' performance and active learning related to the practical problems educational institution administrators face in their day-to-day duties. Educational institution administrators should receive appropriate and continuous professional development and be committed to their functions and responsibilities. Additionally, the educational institution administrators must be accountable for educational institution goal attainment.

The skills and leadership of educational institution administrators are important for educational institution goal attainment. They lie in the need for the ability to do the task effectively. However, rapid changes can make skills, competencies, and knowledge of the educational institution administrator outdated. Through training and development, as well as formal courses, the educational institution administrator can improve his or her ability to perform the educational institution tasks. Insufficient training in needed areas and an absence of continuing training and development would have a negative effect on the management capability of the educational institution administrator. Therefore, in order to assist and stimulate the ongoing educational institution

administrators' professional development, the Office of the Basic Education Commission (OBEC) should determine the policies that are beneficial to the educational institution administrator and promote the conditions for the types and amount of training and development programs for each school year. In this regard, the educational institution administrator would become a self-aware and self-developed person, as well as receive special benefits and promotion in terms of the skills, knowledge, and competencies that lead him or her to educational institution managerial success.

2. Policy on Organizational Resources

The success of teaching and learning, which would lead to student achievement, should be the main focus of school management for educational institution administrators and they should apply all of their capability to it. The success of teaching and learning is likely to be strongly influenced by the resources made available to support the process and direct ways in which these resources are managed. Therefore, professional development for educational institution administrators and policy on organizational resources must be provided. The following needs to be done:

1) Training for better resource management for educational institution administrators must be provided so that they can improve resource allocation for the educational institution. Professional development programs in organizational resources management should be incorporated into the management capability of educational institution administrators, especially in raising funds for educational institution activities from outside sources other than regular budgets. This could be part of educational institution improvement plans or strategic management plans, with emphasis on particular approaches in running better resource management. From the findings, it was apparent that many educational institution administrators are generally well planned, have good understanding of educational institution needs, and adopt good practices in managing organizational resources with exceptions in some minor details. Some aspects of the management capability of the educational institution administrators that could be improved include evaluation of organizational resources, raising additional budget out

of government allocation, and monitoring and documenting the use of resources. This sounds as though the educational institution administrator needs to pay more attention to how to raise additional money and after that he or she must use it effectively and always keep records in order to be able to trace the usage of this additional budget. Training sessions must include this information as well. Moreover, the training program could also involve brainstorming, sharing, and exchanging ideas among educational institution administrators. This also would help them to initiate creative ideas and help new educational institution administrators. Basically, the training program should also include this part in its modules for training, together with suitable materials and handbooks for echo-training. However, related agents, such as the Educational Services Area (ESA), could also assist through area-wide supervision, local system linkages, and local evaluation.

2) Better management capability of the educational institution administrator means better budget allocation management and better support for organizational resources. This study indicates that organizational resources are one of the significantly influential factors in the management capability of educational institution administrators. Thus, supporting the educational institution administrator at the policy level could be another way to support and increase his or her management capability rather than just providing professional development in organizational resources alone.

At present, the expenditure on education allocated by the Thai government is adequate compared to other countries with similar incomes and budget allocation policies. However, about 20% of the government educational budget was allocated to secondary education (the third- and fourth-level public educational institutions under the jurisdiction of the Office of the Basic Education Commission (OBEC), Ministry of Education), which was lower than other countries similar in national income level (34% - 47%) (The Office of the Education Council, 2005). Besides, there are some problems which have not been solved in terms of efficiency and equity in education, which means that the educational institutions at the same level should be allocated equal per-head costs, except capital costs, which should vary according to the educational institution's

particular location, size, or type, and the unique physiological characteristics of the students or classes, such as inclusive classes and educational institutions for the disadvantaged to which equity allocation should be added on to the predetermined basic allocation (The Office of the Education Council, 2005). These important factors must be considered as the main criteria in arranging the budget allocation for each group of educational institution conditions. The Office of the Basic Education Commission (OBEC) must determine and arrange resources available in terms of materials and human resources so that the educational institution administrator can enhance the quality of teaching and learning. These resources have an enabling function in that they underpin and are intrinsically interrelated to the teaching and learning processes, which in turn affect the range and types of inputs used and how effectively they are employed. The terms of determining budget allocation are always aligned to time constraints, and the criteria and judgments on the amounts of budget allocation are subjected to the individual committee members' deductions out of the total budget allocation for the entire Educational Service Area (ESA). During budget scrutiny by individual committee members, meeting with individual educational institution administrators are avoided and attention is paid to the educational institution/school context, unless specific needs and extra responsibilities of the educational institution call for proper adjustments in final allocation. Furthermore, other educational institution conditions must be considered in budget allocation, for example, small and poor/ disadvantaged educational institutions/schools, those with many extra projects or those in some specific areas, etc. This means that budget allocation to the ESAs at the Office of the Basic Education Commission (OBEC) level follows system guidelines on organizational resources based on the different terms and conditions of the educational institution. While policy emphases should be adhered to and educational institutions are held accountable for their spending, the guidelines require that the ESAs ensure transparency for every educational institution in jurisdiction in budget allocation management. At the local ESA level, some terms and conditions may vary from one school to another. In such circumstances, the ESA should assist educational institutions

as well as provide unique key performance indicators for educational institutions/schools of different orientations in order to enhance their budget management.

3. School Board

In this study, school boards, as an environmental factor, have the second highest influence on the management capability of educational institution administrators. As school boards provide a critical link between educational institutions, parents, and the community, with one foot in the community and the other in educational institutions, school board members are positioned to listen to the concerns of all of the people who have a stake in education. This means that school boards must work collaboratively with educational institution administrators and the community in order to be able to reach higher levels of student achievement, as well as higher levels of performance from the educational institution administrators themselves, from administrative personnel, teachers, support staff, and students. Therefore, it is important for all elected school board members to understand clearly their roles, duties, and responsibilities.

Resources, funding, and training should be provided to facilitate fine-tuning of school board approaches so that school boards can properly comprehend their roles and responsibilities in terms of educational institution/school effectiveness, and which can also support the management capability of the educational institution administrator. However, the findings indicate that school boards are doing well in most of their functions. There are, however, two areas that require more emphasis in terms of the training the boards receive: "school board's vision in educational institution development" and "cooperation and public relations." These two factors are considered less significant functions for the school board but they are still important. This means that school boards may not be clear about the scope of their roles and responsibilities, how to become involved with the educational institution, or how to persuade related stakeholders through their public relations. Therefore, emphasizing and creating an involvement environment in order to stimulate the school board in its roles and

responsibilities toward student and educational institution achievement must be a part of the school policy module and of the development plan for the school board as well.

Besides providing professional training for the school board, the educational institution administrator should first possess the ability to understand and make sense of the school board. This would rely on personal views and professional background, as well as experience and policy subscription. On the basis of positive personal views and adequacy of professional background, the crux of the matter is the educational institution administrator's thorough understanding of the function and structure of the school board and the educational institution for which he/she is responsible and the ways in which he/she could support/promote it.

Furthermore, supporting and encouraging other related agents, such as the Educational Service Area (ESA), to provide advice and to spell out policy guidelines regarding the roles and responsibilities of the school board, as well as providing/arranging a schedule for training programs for the school board, would also be very useful. Other support from the Office of the Basic Education Commission (OBEC) would help the Educational Service Area (ESA) to train the members of local school boards, especially in providing broad-based knowledge and techniques related to performing proper roles and carrying out responsibilities effectively.

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