

**MAJOR FACTORS AFFECTING EDUCATIONAL POLICY
IMPLEMENTATION EFFECTIVENESS FOR THE THREE
SOUTHERNMOST PROVINCES OF THAILAND AS
PERCEIVED BY SCHOOL DIRECTORS**

Major Chaval Chompucot

**A Dissertation Submitted in Partial
Fulfillment of the Requirements for the Degree of
Doctor of Philosophy (Development Administration)
School of Public Administration
National Institute of Development Administration
2011**

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ABSTRACT

Title of Dissertation	Major Factors Affecting Educational Policy Implementation Effectiveness for the Three Southernmost Provinces of Thailand as Perceived by School Directors
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Degree	Doctor of Philosophy (Development Administration)
Year	2011

This research study utilized policy implementation theories and models to test the factors affecting educational policy implementation effectiveness in the three southernmost provinces of Thailand; namely Pattani, Yala, and Narathiwat. The objectives of this study were to evaluate the level of educational policy implementation effectiveness, to study the major factors affecting this effectiveness, and among those factors to ascertain the most important as perceived by school directors. The unit of analysis of this study was the perceptions of school directors of both public and private schools. A mailed survey, along with in-depth interviews and secondary data sources, were used for the analysis of a conceptual framework which consisted of seven independent variables: policy objectives, implementing agency's capability, resources, incentives, student's family economic condition, the cultural factor of parental support, and concern for safety, and a dependent variable, educational policy implementation effectiveness. The research results revealed that the schools in these provinces have fulfilled their educational policy goals in terms of the improvement of student performance. In addition, the school directors perceived that all seven factors, especially concern for safety, affected educational policy implementation effectiveness.

This research provides a theoretical contribution to the field of policy implementation in such a way that application of any policy implementation models should strongly consider the local conditions that might affect that implementation.

This research study also found that the concern for safety factor, which has not been mentioned in any previous policy implementation models, had an immense impact on policy implementation in the studied areas.

In conclusion, based on the schools' executives' perceptions, educational policy implementation in the areas investigated was effective in improving students' academic performance, and all seven factors, particularly the concern for safety factor, were significant in implementing educational policy in those areas. Recommendations for improvement include improvement of safety measures for academic personnel, which would require close cooperation between academic personnel and security forces, increasing resources for schools, strengthening the schools' capability, encouraging parental support of children's schooling, and having clear and relevant educational policies and suitable incentives for all academic personnel.

ACKNOWLEDGEMENTS

I would like to take this opportunity to acknowledge and thank those to whom I owe a debt of gratitude for their assistance in completing my dissertation. It would not have been possible without the support, encouragement, guidance, and love from my family, an exceptional dissertation committee, and governmental organizations and friends. To be more specific, I would like to thank Professor Dr. Voradej Chandarasorn for being my dissertation chairman and for providing invaluable assistance on the dissertation by shaping the contents from the beginning to the end. Professor Dr. Voradej gave recommendations and corrections on the literature review, especially on the theoretical background. In addition, he also helped improve my writing research methodology part, for example, on the data collection details; the proper interpretation of the results; the contributions of the study and the recommendation section. It would not have been as it was presented without his assistance. Second, I would like to convey my gratitude and appreciation to Professor Dr. Pichit Pitakthepsombat for being my dissertation supervisor and for providing special advice on the research methodology from the beginning. He provided tremendous help in shaping the conceptual framework and with the research methodology, particularly in designing the questionnaire questions. The interpretation of the statistic results would have been difficult without his helping hand. Lastly, I would like to thank Assistant Professor Dr. Pairote Patranarakul for being my dissertation co-supervisor and for providing support for my work. He provided many corrections and recommendations for my dissertation. His advice, for example regarding the study background, helped to make my dissertation complete.

I appreciate receiving the data, opinions, and suggestions from all of the participants during the data collection process in Pattani, Yala, and Narathiwat provinces. In addition, I thank the National Institute of Educational Testing Service (NIETS), and the Association of University Presidents of Thailand (AUPT), for providing secondary data to support my research. Their information was invaluable for the completion of my dissertation. My special gratitude goes to my parents Ma Maneepan and Pa Samran, and to my wife, Chayaluck Garun Chompucot, for their consistent support. I also thank my friends, Mr. Athipol Kruapong, Ms. On-Uma Rattanasirpanya, Ms. Panitee Karnsomdeee, and Ms. Pawana, who always provided me with support for my dissertation. Among my friends, special appreciation goes to Mr. Athipol Kruapong, who gave me both mental and physical support since the beginning of the dissertation work.

Major Chaval Chompucot
September 2011

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CHAPTER 1

INTRODUCTION

1.1 Significance of the Problem

Good education can lead to a good quality of life for the people. It builds for them a strong foundation for their career and success in life. There is evidence that the school performance of students in the three southernmost provinces of Thailand; namely Pattani, Yala, and Narathiwat, is low compared with that of students in other parts of the country (Office of the Education Council, 2007: 30). This low academic performance definitely has impacts on their lives. In terms of economy, good academic records can lead to good employment. These three southernmost provinces also have been reported to have low provincial products compared with other provinces of the country, or even with other southern provinces (National Economic and Social Development Board, 2008: 50). Furthermore, a low quality of education can also lead to a high jobless rate, and jobless people are likely to be misled to be involved in violent acts. Interestingly, many of the teenagers arrested for violent acts in the areas were mostly jobless.

Hopefully solving educational problems will eventually lead to solutions to other problems as a whole. Educational policy implementation for the three provinces is the focus of this study from perceptions of the school directors. In order successfully to implement such policy, street level bureaucrats are important as implementers. In the educational field, educational staff, particularly committed teachers, for example, is among successfully major factors that lead to educational policy implementation success. They are closest to students and are the powerful change agents in making a difference (Bryant and White, 1982: 181).

The scope of this study covers all educational areas in Pattani, Yala, and Narathiwat provinces, in both public and private schools. In these three southernmost

provinces, Islamic private schools now have become popular among Thai Muslims and are a major attraction for secondary education enrolment among the majority of Muslim students. However, it has been reported that Muslim students tend to separate themselves from their Buddhist peers when it comes to the secondary level of education (Office of the Education Council, 2007: 57). This problem has now become a national focus because educational problems are considered to be the root cause of other problems in society.

There is a growing demand for improving the educational standards of schools in the three southernmost provinces in order for them to remain competitive with the rest of the country and to keep up with the rapid changes in the Thai society. This demand has made both public and private schools, especially Islamic private schools, a center of attention in terms of quality standards set by the Ministry of Education. For example, regarding school performance, the quality of teachers is also the focus since teachers are vital as implementers of educational policy success (Rosenholtz, 1989: 35). Research on school effectiveness has also emphasized the importance of teachers regarding the educational success of students. However, the quality of teachers and teaching quality have been challenged by violence in the southernmost provinces. Since the robbery of the Army's weapons in 2004, violent acts in the three southernmost provinces have targeted both civilians and government officials, including security forces and teachers. Among those killed in the violent attacks, 137 were local teachers, and 36 were students (Isranews, 2011: 1). There is no doubt now that violent attacks have made educational policy implementation in these three provinces a complicated issue.

This research is significant because it studies the perceptions of school directors regarding educational policy implementation effectiveness and the major factors that affect it for the areas of these three provinces. It is hoped that the results of the study will be useful in improving the educational performance of students in the areas through various channels, including policy reformulation and improvement of related governmental strategy.

1.2 Objectives of the Study

Three research objectives for analysis based on the perceptions of the school directors are as follows:

1.2.1 To evaluate the level of educational policy implementation effectiveness for the three southernmost provinces

1.2.2 To study the major factors affecting educational policy implementation effectiveness in these provinces

1.2.3 To ascertain the most important factors that affect educational policy implementation effectiveness in these provinces

CHAPTER 2

LITURATURE REVIEW

2.1 Overview of the Three Southernmost Provinces of Thailand

The three southernmost provinces, comprising what is considered a plural society, are a land that combines religious and cultural differences (Kuanchart Grahan, 2000: 30). The land consists of many cultures that are all independent. In addition, people in these three provinces are considered to have a double ethnic identity, meaning that they possess both Thai and Malay heritage, and gain privileges over other Thais when doing businesses in Malaysia (Chaweewan Prajubmore, 1996: 60-61). Currently, the proportion of the Muslim population in the three southernmost provinces is 80% of the total population, with approximately 19.9 percent Buddhist (Office Of The Special Educational Development Area for Southernmost Provinces of Thailand, 2008: 8). In table 2.1 the geographic information reveals that all three provinces, Pattani, Yala, and Narathiwat, have a total population of about 1.8 million people.

Table 2.1 General Information about the Three Southernmost Provinces of Thailand

Province	Administrative Areas (Districts)	Area (square kilometers)	Population
Pattani	12	1940.36	634,376
Yala	8	4521.08	464,121
Narathiwat	13	4502.43	700,525
Total	33	10963.87	1,799,022

Source: Department of Provincial Administration, 2005.

As for historical identity, these three provinces were once a part of the Pattani State. There experienced three stages of development, as follows (Supaphan Tangtrongpaioj, 2008: 1). 1) Pattani in the era of Langkasuka Kingdom in the civilization of Hindu Buddhism or Hindu-Java (535 B.C.-1500) 2) Pattani as part of the Langkasuka Kingdom in the Muslim civilization (1500-1808) and 3) Pattani under the Kingdom of Siam (1808).

The Kingdom of Siam attempted to gradually transform local Muslim Thais to live harmoniously with Thai society, but not so successfully because of their strong distinct history. Though the lack of formal chronicles, their recollection of stories, and historical sites becomes apparent in their memories, appearing in the form of legends, and folklore. It was passed down through generations with pride (Supaphan Tangtrongpaioj, 2008: 1).

In addition, the people in the areas are sensitive to outside forces. Therefore, any national policies to be implemented that directly affect their way of life must be carefully considered. In practical terms, people in the south have been treated unfairly by governmental officials, and the language barrier prevents them from getting fair treatment. The example of the Takbai incident, which left 85 dead, stresses the unfairness in the judicial process for the people in these three southernmost provinces (Jutarat Oerumnoi, 2005: 7). This has resulted in a lack of confidence in the government, and requests for fairness have grown stronger day by day. This feeling of injustice has been part of the causes of violent movements.

The situation in the south has been mixed between the peaceful and the violent. This is due to the influence of many factors, including violent groups in the region. However, after the closing of the Administrative Center for Southern Border Provinces and the 43rd Joint-Military-Police-Civilian Unit, there appears to have been an escalation of violence in the South. Thailand's insurgency grew even bigger from the raid of the 4th Development Battalion of the army in Narathiwat province in 2004 (The Nation, 2011: 10). These incidents, causing unrest, have made the government alert and have made it reconsider the situation. Several policies have been set forth, including the National Reconciliation Task Force and the State of Emergency Decree; however, these have failed to stop the violence. Drive-by shooting, small bombings, or even car bombs have occurred almost regularly. Hundreds of innocent people have

died, and women, children, or even monks are no exception. Since the raid of the 4th Development Battalion in Narathiwat province on the 4th January 2004, until May 2011, 4,326 people have been killed. Among this number, 1803 were Thai Buddhists, and 2,404 were Thai Muslims. Seven thousand six hundred thirty-three people were injured from these violent movements. Among those killed in the violent attacks, 137 were local teachers and 36 were students (Isranews, 2011: 1).

Figures 2.1 and 2.2 demonstrate the irregularity of daily activities in the three southernmost provinces, where tight security measures are still necessary in sensitive areas, such as public schools and Buddhist temples.



Figure 2.1 Soldiers Providing Security for a Public School in Pattani Province



Figure 2.2 A Soldier Providing Security for a Buddhist Temple in Pattani Province

Figure 2.3 shows the areas of the three southernmost provinces of Thailand: Pattani, Yala, and Narathiwat provinces, which border Malaysia in the south.



Figure 2.3 Map of the Three Southernmost Provinces of Thailand

2.1.1 Economy of the Three Southernmost Provinces of Thailand

The economy of the three southernmost provinces depends largely on agriculture. The majority of people in the areas are considered poor compared to people in other parts of the country. Poverty is an influencing factor in people's life in many areas. For example, it forces children out of schools or to not further their education at a higher level. The tables below demonstrate the disparity of the economic levels of different parts of the country.

Table 2.2 Per Capita Product by Region 2007

Region	Per Capita 2007 (Baht)
Northeastern	40,144
Northern	63,088
Southern	93,821
Eastern	324,609
Western	96,714
Central	203,245
Bangkok and vicinity	314,387
Whole Kingdom	128,606

Source: National Economic and Social Development Board, 2008: 49.

Table 2.3 Per Capita Product by Province in the Southern Region 2007

Province	Per Capita Product (baht)
Phuket	214,099
Suratthani	123,958
Ranong	90,734
Phangnga	113,949
Krabi	115,500
Chumphon	91,809
Nakhonsithammart	73,451
Songkhla	114,981
Satun	95,857
Yala	82,745
Trang	93,373
Narathiwat	61,487
Phatthalung	60,089
Pattani	56,927

Source: National Economic and Social Development Board, 2008: 50.

From tables 2.2 and tables 2.3, it can be seen that the 2007 average per capita product of the southern Thailand provinces was 93,821 baht, which is high compared to the values of the north and northeastern parts of the country. However, the per capita products of the southernmost provinces are still lower than the average value of the south and are among the lowest compared to other southern provinces (NESDB, 2008: 50). In terms of social development, particularly education, employment, and family life, these three provinces are slipping behind the rest of the southern provinces and the overall provinces. With the ongoing violence, the local economy still suffers and the delivery of good government services is still at doubt. Many schools have closed either temporarily or permanently. A recent UNICEF study highlighted the trends of major concern in these three provinces as follows: (UNDP, 2007: 12). 1) Currently, the decline in poverty has been slowed. Poverty in Narathiwat is 18 percent and in Pattani 23 percent, far more than the national average. 2) Many families have lost their major earners, partly due to violence. 3) The infant mortality rate in the three southernmost provinces has nearly doubled—from 5.95 to 11 per 1,000 live births during 1996-2002. 4) The maternal mortality rate is about three times the national average, a fact that may be correlated with insecure water supply and poor sanitation. 5) HIV/AIDS has been threatening, probably through drug use. 6) The numbers of completing secondary schools are low in comparison to the national average, and this suggests poorer prospects for employment. 7) Migration away from the violent areas is adding to the problem of social dislocation and fragmentation of the family.

2.1.2 Educational Issues in the Three Southernmost Provinces

Islam is the essential component of education for Muslims. It is compulsory for them to carefully study the religious teachings and practice the teachings daily. Education is an important tool for carrying out religious goals and preserving the people's faith and identity. Since the past, Pondoks have been the most important informal educational institutes in providing religious education for the people in the region. The teachers of the Pondoks are very well respected by the people in the areas. They transfer religious teachings to both students and to the community. They play vital roles in maintaining and sustaining Muslim communities, the Islam religion, Muslim culture, the Malay language, and Muslim ways of life in the region. Despite

its importance to the Muslim community, the government thinks that some of the Pondoks are a threat to national security from links to separatist movements.

Since the past the government has tried to take over and control the activities, curricula, and management of the Pondoks. For example, in 1961, the government issued guidelines to improve the Pondoks and asked them to register formally with the government. In addition, the Pondoks were asked to include the Thai language as a subject among other vocational subjects. In 1965, all Pondoks were to become “Private schools for Islamic Studies,” where the central curriculum also had to be taught. Then in 1982, the Private School Act was issued and all previous Pondoks were brought under state control and support, including budgetary, human resources, and equipment support (National Reconciliation Committee, 2006: 50). Through these policies, some Muslims in the areas might have felt that their sense of pride in their religion was being oppressed. Suggestions for educational development in the areas included developing school curricula suitable to local knowledge and culture. The National Reconciliation Committee (2006) or NRC report covered recommendations for improvement of education as well. This included maintaining diversity of educational choices for the local people. It was also considered to be important to incorporate suitable aspects of mainstream education standards into Islamic schools. Furthermore, it was thought that the needs of the local people would be better met if schools had bilingual systems: the choice of studying both Thai and Malay languages; and it was felt that local educational institutes should be enhanced and recognized, such as the Tadika and Pondoks. Further, students in the region should have the opportunity to openly study local history and engage in constructive debates about the interpretation of history (Draft Report of the Sub-committee on Development for Human Security; (NRC, 2006: 52-55).

According to Rung Gaewdang’s (2005: 10) recommendations, there should be one central curriculum that disregards knowledge that is not suitable for Islam followers but which includes knowledge important for securing jobs for the local people. And there should be another curriculum geared especially for local knowledge and wisdom, including Islamic teachings, Pattani history, comparative religious studies, culture, and the Malay language.

Regarding educational problems in the three southernmost provinces, their roots go back over 100 years. From the King Rama V period until 1960, the education management encountered many problems, as follows (Pok Kaokan, 1988: 388-389).

First were management problems. Education in Thailand has been transformed to become more systematic but centralized. It forgot to take local culture into consideration, resulting in failure in many cultural areas, particularly in the Thai Muslim regions. Second was the shortage of necessities. Fundamentals such as quality teachers, funding, and school buildings were seriously in need. Third were the beliefs of Thai Muslims that were linked to their way of living-many people did not perceive the importance of education.

However, the educational policy during this period was to make certain that Thai Muslims could communicate in Thai. At the beginning, most Thai language courses were in public schools located in Buddhist temples. This situation made Thai Muslims feel uncomfortable and they avoided sending their children to these schools. The Thai government then declared the mandatory primary school Act in 1921. This law made it necessary for all Thai students to attend primary school. However, the law could only be successfully applied to Thai Buddhists. Thai Muslims still sent their children to Islamic schools such as Pondok, Tadika, and locally-held Islamic classes (Noppadon Rojanaudomsart, 1980: 27). For example, educational management in Pattani (1906-1931) encountered various problems such as teacher shortages, inadequate funding, language barriers, culture-related problems.

During 1961-2001 (National Economic and Social Development Plans 1-8), difficulties were still found in educational management in the southern border provinces of Thailand. Educational management was not a success, and differences in language and culture set up barriers against the central government in managing education in the areas (Nat-Anong Puwong, 2005: 122).

Since the past two decades, Thai Muslims in the three southernmost provinces have been more interested in educating their children in academic courses. They realized that a strong academic background is a good foundation for a good future. However, academic performance overall has been unsatisfactory, as shown in tables 2.4-2.7. The performance of students at primary school level 6 and secondary school level 3 in the three southernmost provinces in Thai language, mathematics, sciences,

and English was lower than that of the rest of the southern provinces and other provinces as well.

Table 2.4 Educational Results in Percentage Points at Primary School Level 6
Nationwide 2003

Region	Thai Language	Mathematics	Sciences	English
Three Southernmost Provinces	38.77	36.92	37.91	40.81
The Rest of Southern Provinces	46.07	41.65	43.05	41.10
Other Regions, Excluding Bangkok	45.27	41.95	42.44	40.98

Source: Office of the Education Council, 2007: 100.

Table 2.5 Educational Results of Students at Secondary School Level 3 Nationwide
in Percentage Points 2003

Region	Thai Language	Mathematics	Sciences	English
Three Southernmost provinces	47.51	32.98	35.47	37.81
The Rest of Southern Provinces	54.78	35.26	38.30	37.86
Other Regions, Excluding Bangkok	53.42	34.35	37.64	36.70

Source: Office of the Education Council, 2007: 101.

Table 2.6 Educational Results of Students at Primary School Level 6 Nationwide in Percentage Points 2009

Area	Thai Language	Mathematics	Sciences	English
National	38.58	35.88	38.67	31.75
Bangkok	41.6	41.33	43.75	39.18
Central	38.42	35.54	38.59	30.69
Eastern	39.02	36.75	40.06	32.68
Northern	39.05	34.77	38.68	29.98
Northeast	38.16	35.67	37.8	31.73
West	37.95	34.33	37.97	29.17
South	37.63	34.23	37.19	30.1
Pattani Area 1	34.46	27.68	29.72	27.97
Pattani Area 2	33.04	23.71	27.72	24.15
Pattani Area 3	34.81	27.14	28.91	29.6
Yala Area 1	34.4	27.34	30.59	29.5
Yala Area 2	35.01	30.41	31.9	35.63
Yala Area 3	36.39	30.54	34.52	30.8
Narathiwat Area 1	36.12	32.66	34.87	34.21
Narathiwat Area 2	32.97	24.61	28.28	25.2
Narathiwat Area 3	37.23	34.14	35.3	35.31

Source: National Institute of Educational Testing Service, 2011.

Table 2.7 Educational Results of Students at Secondary School Level 3 Nationwide in Percentage Points 2009

Area	Thai Language	Mathematics	Sciences	English
National	35.35	26.05	29.16	22.54
Bangkok	40.36	30.43	32.61	29.76
Central	35.76	25.61	28.8	21.76
Eastern	36.81	26.27	30.01	23.13
Northern	35.98	25.75	29.64	22.13
Northeast	33.51	25.58	28.62	21.8
West	35.79	25.27	28.95	20.88
South	34.29	25.1	27.89	20.92
Pattani Area 1	28.66	22.76	23.86	19.66
Pattani Area 2	26.73	22.04	22.53	16.9
Pattani Area 3	30.32	25.21	23.71	21.14
Yala Area 1	29.72	23.57	24.95	22.63
Yala Area 2	29.12	26.45	25.55	25.58
Yala Area 3	33.57	25.27	30.84	24.32
Narathiwat Area 1	28.34	23.03	24.86	19.72
Narathiwat Area 2	27.69	21.8	22.92	17.08
Narathiwat Area 3	27.24	25.7	25.02	20.22

Source: National Institute of Educational Testing Service, 2011.

In addition to the problem of the quality of education in the three southernmost provinces, there has been a shift of student enrollment in public schools. The information in tables 2.8-2.10 indicates that the academic personnel in private schools are less than that in public schools. However, many students in public primary schools move to private schools, especially to private Islamic schools, after their primary education, making the student ratio in those private schools very high. Students make this move in order to respond to their need for both religious and academic courses. This trend has resulted in a clear separation between Thai Buddhist students and Thai Muslim students.

Table 2.8 Statistics on Academic Personnel in the Three Southernmost Provinces

Province	Public Academic Personnel	Private Academic Personnel	Religious School Personnel
Pattani	6,702	3,484	2,699
Yala	5,076	1,953	2,801
Narathiwat	7,710	2,676	2,800
Total	19,488	8,113	8,300

Source: Office of the Special Educational Development Area for Southernmost Provinces of Thailand, 2008: 14.

Table 2.9 Student Statistics on Public and Private Islamic Schools under Government Subsidy in 2004

School Levels	Public Schools	Private Islamic Schools
Kindergarten School	51,998	262
Primary School	185,096	976
Secondary School (Level 1-3)	23,257	57,947
Secondary School (Level 4-6)	10,420	30,020
Total	270,771	89,205

Source: Office of the Education Council, 2007: 133.

Table 2.10 Student Ratio in Private Islamic Schools in Southern Border Provinces of Thailand

Year (B.E)	Private Islamic Schools with Academic Courses	Pure Private Islamic Schools
1974	26.32	73.68
1980	37.86	62.14
1990	32.76	67.24
2004	75.37	24.63

Source: Office of the Education Council, 2007: 137.

2.2 Definition of Policy Implementation

Theoretically, policy implementation has been defined by many remarkable scholars. According to Pressman and Wildavsky (1973: 23) in their study on minority job creation policy, policy implementation is the process of interactions between the setting of goals and the actions geared to achieving them. Proper implementation requires government officials to translate broad agreements into specific decisions. Furthermore, the degree of goals accomplished through a specific decision could be a measurement of the success of policy implementation (Pressman and Wildavsky, 1979: 26). Similarly, Mazmanian and Sabatier (1983: 20-21) provided a definition of policy implementation as follows: “the carrying out of the basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions.” Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, “structures” the implementation process. The process normally runs through a number of stages, beginning with the passage of the basic statute, followed by the policy outputs (decisions) of the implementing agencies, the compliance of the target groups with those decisions, the actual impacts of those outputs, the perceived

impacts of agencies decisions, and finally important revisions in the basic statute. The starting point is the authoritative decision-it implies that centrally-located actors are seen as relevant to producing desired effects. More precisely, O'Toole and his colleagues stated that policy implementation refers to the connection between the expression of governmental intention and its results (O'Toole et al., 1995: 43). Another interesting definition of policy implementation is from Van Meter and Van Horn (1975: 447), who state that "policy implementation encompasses those actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions." This definition includes the effort to transform decisions into operational terms, and also the effort to achieve large and small changes mandated by policy decisions. Specifically, policy implementation is a relationship of concern among stake holders.

Voradej Chandarasorn (2005: 129) provided a definition of policy implementation by emphasizing the implementing organization. The organization must exercise all of its resources and mechanisms to achieve policy objectives. However, Bardach (1980: 30) views policy implementation as part of the business of the political process. He gives the opinion that policy implementation is likely to be related to politics which is a struggle among interest groups. Another scholar, Kerr (1981: 352), also provides an interesting definition of policy implementation as the study of an organization's capability in utilizing resources to reach policy objectives. However, in implementation research there have been difficulties concerning how to measure the concept of successful implementation. From the point of view of Lester and Goggin (1998: 7), policy implementation is a process, "a series of sub-national decisions and actions directed towards putting a prior authoritative federal decision into effect." The essential characteristics of the implementation process, then, are the timely and satisfactory performance of certain necessary tasks related to carrying out the intention of the law. Overall, policy implementation is defined as the carrying out of activities by implementers to achieve the set policy's objectives and goals.

2.2.1 Policy Implementation Effectiveness

The meaning of policy implementation effectiveness in general is the success of projects through public services, management administration, cooperation among

governmental agencies, and competitiveness capability (Bhatnagar, 2002: 168). Effectiveness, in referring to public policy, means the extent to which a policy achieves its targets. However, the goals in public policy are not always laid out clearly to determine the extent to which the goals have been reached. Assessing the effectiveness of policy implementation can be recognized as a part of policy evaluation. Patton (1987: 20-21) classified policy evaluation into two types: the summative and the formative. Summative evaluation is the implication of effective evaluation. Summative evaluation is exercised to decide whether a program is effective and whether it should be continued, while formative evaluation is exercised for program improvement. Voradej Chandarasorn (1985 quoted in Lalida Chuayruk, 2006: 42-43) has suggested standard criteria and indicators for project evaluation. Four major indicators for evaluating the effectiveness are: 1) The level of goal attainment which indicates how the project fulfilled its goals. 2) The level of public participation which indicates how the public was involved in the success of the program. 3) The level of public satisfaction which is the measurement of public satisfaction over the services. 4) The level of risks of the project when it was implemented.

There are many methods used in evaluating the effectiveness of policy implementation. However, adequate and acceptable measures for policy effectiveness are still difficult to find. Other than Voradej Chandarasorn, (1985) Nakamura and Smallwood (1980: 30-31), have stated that public policies can be evaluated in terms of either short-term quantifiable output or long-term evaluation and very long-term impacts. They have also stated that five criteria for effective evaluation are policy goal attainment, efficiency, constituency satisfaction, clientele responsiveness, and system maintenance.

Since this study requested school directors to provide their perceptions on the educational policy implementation effectiveness of their schools and the major factors that affect it, it is worth mentioning the concept of effectiveness in the organization. Though it is a broad concept, Etzioni (1964: 8) has provided a definition of organization effectiveness as the degree to which an organization realizes its goals. However, there are further questions, such as whose goals-short-term goals or long-term goals; the organization's official goals or actual goals? Robbins (1990: 77) has

defined organization effectiveness as “the degree to which an organization attains its short- and long-term goals, the selection of which reflects strategic constituencies, the self-interest of the evaluator, and the life stage of the organization.”

Table 2.11 Approaches to Organizational Effectiveness

Approach	Definition	When Useful
Goal Attainment	An Organization is effective to the extent that it accomplishes its stated goals.	The approach is preferred when goals are clear, time-bound, and measurable.
Systems	It requires needed resources.	A clear connection exists between inputs and outputs.
Strategic Constituencies	All strategic constituencies are at least minimally satisfied.	Constituencies have a powerful influence on the organization, and the organization must respond to demands.
Competing values	The emphasis of the organization in the four areas matches constituent preferences.	The organization is unclear about its own emphases, or changes in criteria over time are of interest.

Source: Robbins, 1990: 77.

Among the four approaches, the goal-attainment approach was considered to be the most suitable for this research study. In addition, an organization, by definition, is created to achieve one or more specified goals. As a result, goal attainment is probably the most widely-used criterion of effectiveness.

The goal attainment approach states that an organization’s effectiveness must be appraised in terms of the accomplishment of ends rather than means. The goal

attainment approach assumes that organizations are deliberate, rational, goal-seeking entities. In order to successfully use this approach, the organization must have the following five criteria (Robbins, 1990: 78). 1) An organization must have ultimate goals. 2) These goals must be identified and defined well enough to be understood. 3) These goals must be few enough to be manageable. 4) There must be general consensus or agreement on these goals. 5) Progress toward these goals must be measurable.

According to the meaning of policy implementation, policy implementation effectiveness, and organization effectiveness, a summative evaluation was conducted in this study using the criteria of goal attainment (Nakamura and Smallwood, 1980: 31; Robbins, 1990: 77) to evaluate the effectiveness of educational policy implementation in the three southernmost provinces of Thailand from the perceptions of the school directors in those areas. In particular, the researcher defines policy implementation effectiveness as applied to this study as the improvement of a student's academic performance from the perceptions of the school directors as relevant to the specified policy goals.

2.3 Theories and Models That Explain Implementation Effectiveness

2.3.1 Related Theories

The policy implementation model development has revealed two important models that lead to implementation success: top-down and bottom-up models (Linder and Peters, 1987).

2.3.1.1 Top-down Theory

Hill (2005: 178) states that the top-down theory assumes that policy implementation begins with central government decisions with clear policy objectives. In addition, it is also influenced by system theory, which supports the idea that public policy is the input and policy implementation is the output. The administrative machinery which serves the government will decide which administration will carry out the policy. The designated administration will carry out the policy to fulfill the policy objectives, which are assumed to be clear at all levels of the chain of command. In reality, policy objectives are often unclear or even self-

contradictory. The focus on lower officials of this theory is neglected or minimal. Overall, the top-down theory is the ideal one, seeking perfect implementation. Key academics of this theory include Pressman and Wildavsky (1973: 30-45), Van Meter and Van Horn (1975: 445-488), Bardach (1977: 36-43), and Sabatier and Mazmanian (1979, 1980, and 1983).

The top-down approach begins with a decision of the central government and asks the following questions:

1) To what extent are the actions of implementing officials and target groups consistent with policy decisions?

2) To what extent are the objectives attained over time, i.e. to what extent are the impacts consistent with the objectives?

3) What are the principal factors affecting policy outputs and impacts, both those relevant to the official policy as well as other politically significant ones?

4) How is the policy reformulated over time on the basis of experience?

The classic model based on the top-down theory is a rational model. This is considered the ideal model since it assumes that the effectiveness of the policy implementation depends largely on good planning and control, clear policy objectives and mission, a fair reward and punishment system, good work standards, and a good evaluation system. However, the rational model is criticized for being too idealistic-it does not take into account the roles of policy implementers; it assumes that clear objectives from top officials will lead to successful implementation.

The top-down theory is used to explain the implementation of this study because part of successful implementation should come from the clear policy objectives of the government. Clear policy objectives will guide implementers to accomplish policy goals. In this study of school directors' perceptions of educational policy implementation effectiveness, clear and relevant educational policy will make local implementers that are educational officials in the areas, particularly in schools, able to complete the specified policy's goals.

2.3.1.2 The Bottom-up Theory

This theory has been established to argue against the top-down one. Many research studies suggest that policy outcome is not necessarily related to policy

objectives. Therefore, outcomes and objectives may not have causal relations. The bottom-up academics point out that the study of policy implementation should begin at the bottom, at the actual implementer level. These academics deny that public policy starts from the top since the bottom level staff knows a lot more about problems than the top level ones (Winter, 2006: 153). The bottom-up theory begins with those directly involved in policy implementation. Those public and private players involved in the implementation process will examine the goals, strategies, and programs they have created. The theory suggests that local implementers are those that bring the policy to successful implementation, and implementation depends on the bargaining among local implementers. The implementation works its way upward to find the goals, strategies, and contracts of those involved in executing the programs (Howlett and Ramesh, 1998: 468-469). Key academics of this theory include Lipsky, Elmore, and Hjern.

Since the top-down theory has been criticized for being too idealistic, many studies have been proposed to offer alternatives for better policy implementation. A study of Wetherley and Libsky (1977: 173-175) on the role of street-level bureaucrats shows that too much control of implementers is not suitable for effective implementation. They propose the bottom-up model, the bureaucratic model, instead. The model takes into account the roles of dedicated and committed people directly involved at local levels. These people have real understanding of the situation and policy from the top. As a result, the bottom-up model should offer good policy implementation.

Comparison of the top-down theory and the bottom-up theory in five aspects (research strategy, goals of analysis, model of policy process, character of implementation process, and underlying model of democracy) is presented in table 2.12 and details of the aspects are detailed as follows.

1) Research Strategy

The top-down theory begins its research from the top administration to implementers, while the bottom-up theory begins its research from local staff or workers to find a network of implementers and problem-solving strategy.

2) Goal of Analysis

The goal of the top-down theory is to generate a general theory used to predict future policy success and to serve as a recommendation for policy makers. For the bottom-up theory, the goal is to describe the relationship of local staff or implementers and policy success itself. These local staff members and their network then create a network structure, directly influencing implementation success.

3) Model of Policy Process

The top-down theory uses the stagiest model, which separates policy stages clearly from implementation. However, the bottom-up theory believes in the fusionist mode-meaning that the policy formulation appears in every step during policy implementation.

4) Character of Implementation Process

The top-down theory states that policy implementation is the carrying out of policy decision making without the interference of politics. Policy makers set out clear objectives of the policy to be implemented. The bottom-up theory states the opposite-that clear objectives cannot be made from the top and officials from the top cannot supervise the implementation. The bottom-up theory states further that there is politics in the implementation; local implementers play great roles accordingly.

5) Underlying Model of Democracy

The top-down theory is based on the elitist model. Representatives of the people or elitists are those that make the policy. The implementation must be in line with the policy objectives. However, the bottom-up theory is based on the participatory model, stressing the participation of the people. According to this model, people can be part of the policy formulation since they are the real beneficiaries of the policy. The bottom-up theory argues against the top-down theory, saying that it denies people's participation in the policy process.

Table 2.12 Comparison of the Top-down and the Bottom-up Theory

Aspects	Top-down Theory	Bottom-up Theory
Research Strategy	Top-down from Policy Making to Policy Administration	Bottom-up from Local Staff to Administration Network
Goals of Analysis	Predictive/Policy Recommendation	Descriptive/Explanation
Model of Policy Process	Stagiest	Fusionist
Character of Implementation Process	Hierarchical Guidance	Decentralized Problem Solving
Underlying Model of Democracy	Elitist	Participatory

Source: Pulzl and Treib, 2007: 94.

As for the critique of the bottom-up and top-down theories, Lane (1993: 30) states that the models lack perspective and challenge. The reason is that the top-down models overemphasize responsibility by sticking to the outlined structure of control, while the bottom-up models overemphasize trust in the implementers' discretion in handling uncertainty. Lane, instead, proposes the coalition model, which addresses both responsibility and trust (Lane, 1993: 34-35).

In this study, the bottom-up theory is also used in explaining the study of school directors' perceptions of educational policy implementation effectiveness for the three southernmost provinces of Thailand. The bottom-up theory is important in the study because in this study, local implementers (educational personnel, teachers, etc.) are the ones that best understand the environment and bring the implementation to success.

2.3.1.3 Policy Change and Learning: New Theory for Policy Implementation

There have been arguments against the success of the stages model (Anderson, 1975: 20-22). Sabatier and Jenkins-Smith (1993: 18) have proposed a model that is thought to be a preferred policy model. They criticized the previous model for not providing a clear basis for empirical hypothesis testing. Their critique includes:

1) The stages model is not really a causal model. It lacks identifiable forces to drive the policy process from one stage to another and to generate activity within any given stage.

2) Because it lacks causal mechanisms, the stages model does not provide a clear basis for empirical hypothesis testing. Absent such a basis, the means for empirically-based confirmation, alteration, or elaboration of the model are lacking.

3) The stages heuristic suffers from descriptive inaccuracy in its positing of a sequence of stages starting with the agenda setting and passing through policy formulation, implementation, and evaluation. Although proponents often acknowledge deviations from the sequential stages in practice, a great deal of recent empirical study suggests that deviations may be quite frequent (Jones, 1970: 5). Evaluations of existing programs often affect agenda setting, and policy making occurs as bureaucrats attempt to implement vague legislation (Sabatier, 1986: 31).

4) The stages metaphor suffers from a built-in legalistic, top-down focus. It draws attention to a specific cycle of problem identification, major policy decision, and implementation that focuses attention on the intentions of legislators and the fate of a particular policy initiative. Such a top-down view has a tendency to neglect other important players, such as street-level bureaucrats.

5) The stages metaphor fails to provide a good vehicle for integrating the roles of policy analysis and policy-oriented learning throughout the public policy process. The metaphor tends to confine analysis to the evaluation stage.

Sabatier and Jenkins-Smith (1993: 13-18) then propose a significant new model for policy learning and change, one they term the "advocacy coalition framework" or ACF. The ACF examines policy formulation and implementation from the perspective of small, like-minded groups (advocacy coalitions). These coalitions manifest deep core belief systems (basic values) and secondary policy preference systems. Sabatier and Jenkins-Smith describe how the former are long-lasting and relatively impervious to change (policy learning); the latter are more amenable to compromise and change on the basis of policy research. The ACF is based on main supporting principles, which are: 1) Understanding of policy implementation results takes time, at least a decade, from policy formulation to policy

implementation, policy evaluation, and lastly to policy reformulation. 2) Policy subsystems which involve all stakeholders are important for studying policy change and learning. 3) Policy subsystems involve all level of stakeholders. Policy change involves not only the policy process but also real implementers that play great roles in applying local conditions to meeting policy goals or objectives. 4) A belief system which explains what theories are to be used to explain a policy's goal attainment is vital to understanding policy change.

According to the ACF, policy change over time is a function of three sets of processes. The first concerns the interaction of competing advocacy coalitions within a policy subsystem. An advocacy coalition consists of actors from a variety of public and private institutions at all levels of government that share a set of basis beliefs (policy goals plus causal and other perceptions) and that seek to manipulate the rules, budgets, and personnel of governmental institutions in order to achieve these goals over time. The second set of processes concerns changes external to the subsystem in socioeconomic conditions, system-wide governing coalitions, and output from other subsystems that provide opportunities and obstacles to the competing coalitions. The third set involves the effects of stable system parameters—such as social structure and constitutional rules—on the constraints and resources of the various subsystem actors.

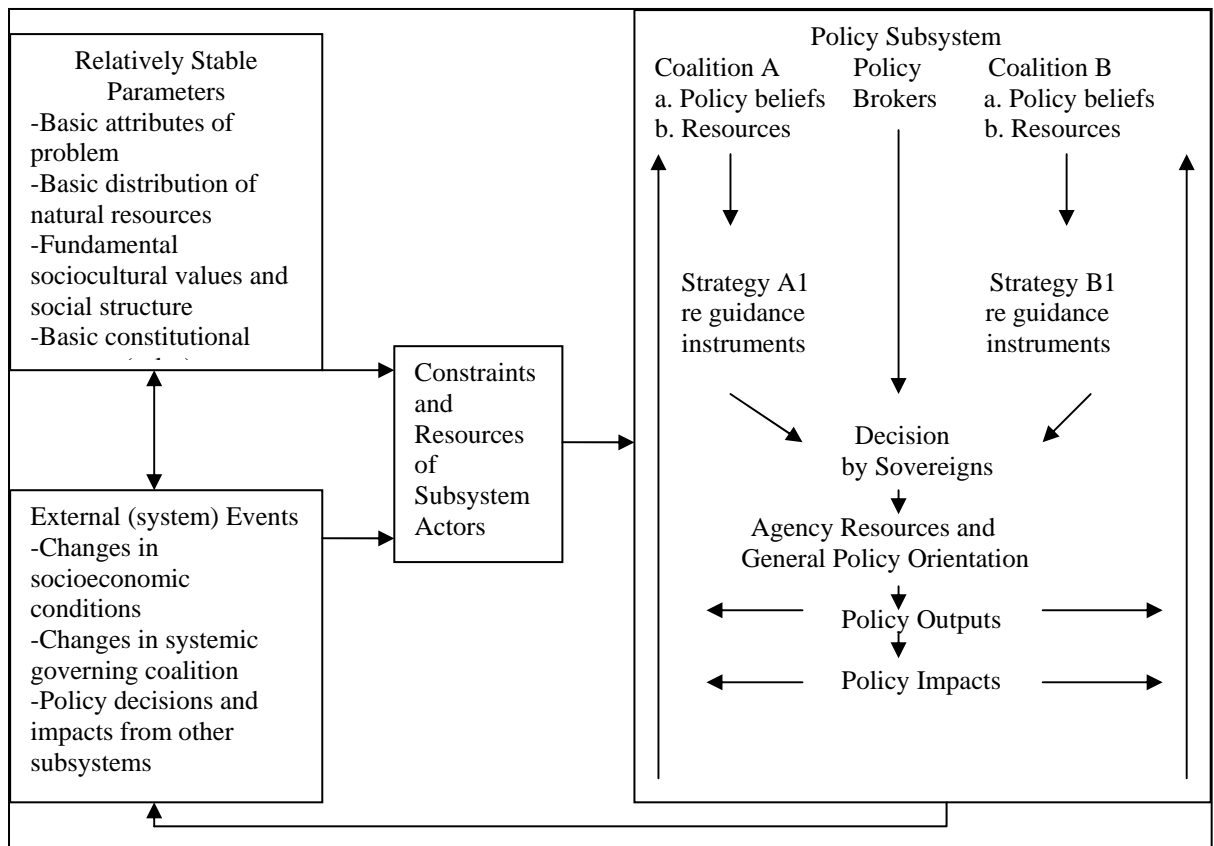


Figure 2.4 The Advocacy Coalition Framework of Policy Change

From the policy change and learning theory above, it can be seen that the policy subsystem plays a great role in policy change. In addition, in terms of policy implementation, street-level bureaucrats, as part of the subsystem, play important roles in implementing the policy since they are directly involved in local conditions to meet stated policy goals or objectives.

In this study of school directors' perceptions of educational policy implementation effectiveness in the three southernmost provinces of Thailand, local policy implementers, educational staff, teachers, etc., as part of the subsystem according to the advocacy coalition framework, play important roles in successful implementation. They are familiar with local conditions in the southernmost provinces, where the majority of the population are Thai Muslims.

2.3.2 Major Models of Policy Implementation

The following selected policy implementation models provide the fundamentals of the framework for this research, including Sabatier and Mazmanian's model (1980: 538-550), the intergovernmental policy implementation model of Van Meter and Van Horn (1975: 450-455), Voradej Chandarasorn's models (1983: 1-28), and the decentralization program implementation process model by Cheema and Rondinelli (1983: 30-34).

2.3.2.1 Sabatier and Mazmanian's Model

This is a top-down model. The model is comprehensive in explaining the variables involved in policy implementation. Sabatier and Mazmanian's model divides variables into three independent variables and one group of dependent variables (Mazmanian and Sabatier, 1989: 20-39).

1) Independent Variables

(1) Tractability of the problems. The ability to manage policy-related problems. The four variables in this type are technical difficulties, diversity of proscribed behavior, target group as a percentage of the population, and extent of behavioral change required.

(2) Ability of statute to structure implementation. The seven variables in this type are precision and clear ranking of legal objectives, validity of the causal theory, initial allocation of financial resources, hierarchical integration within and among implementation institutions, decision rules of implementing agencies, officials' commitment to statutory objectives, and formal access by outsiders.

(3) Non-statutory variable affecting implementation: socioeconomic conditions and technology, public support, attitudes and resources of constituency groups, support from sovereigns, commitment and leadership skill of implementing officials.

2) Dependent Variables

The five dependent variables are policy outputs of implementing agencies, target group compliance with policy outputs, actual impacts of policy outputs, perceived impacts of policy outputs, and major revision in statute or policy.

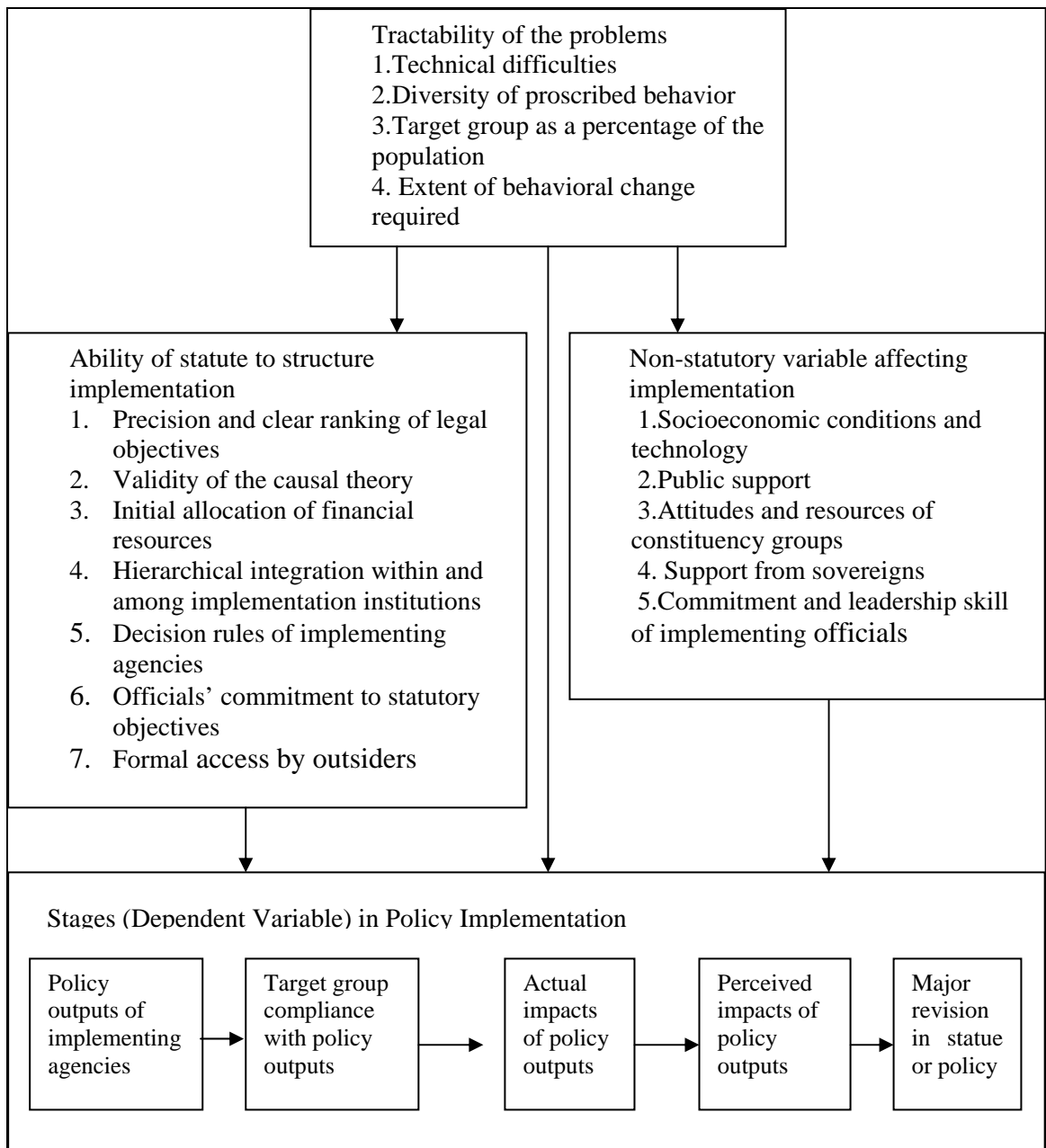


Figure 2.5 Sabatier and Mazmanian's Model, 1980: 545.

2.3.2.2 Van Meter and Van Horn's Model

In developing their theory, Van Meter and Van Horn used three different aspects: organization theory, studies of impact of public policy, and study of inter-governmental relations (Van Meter and Van Horn, 1975: 463).

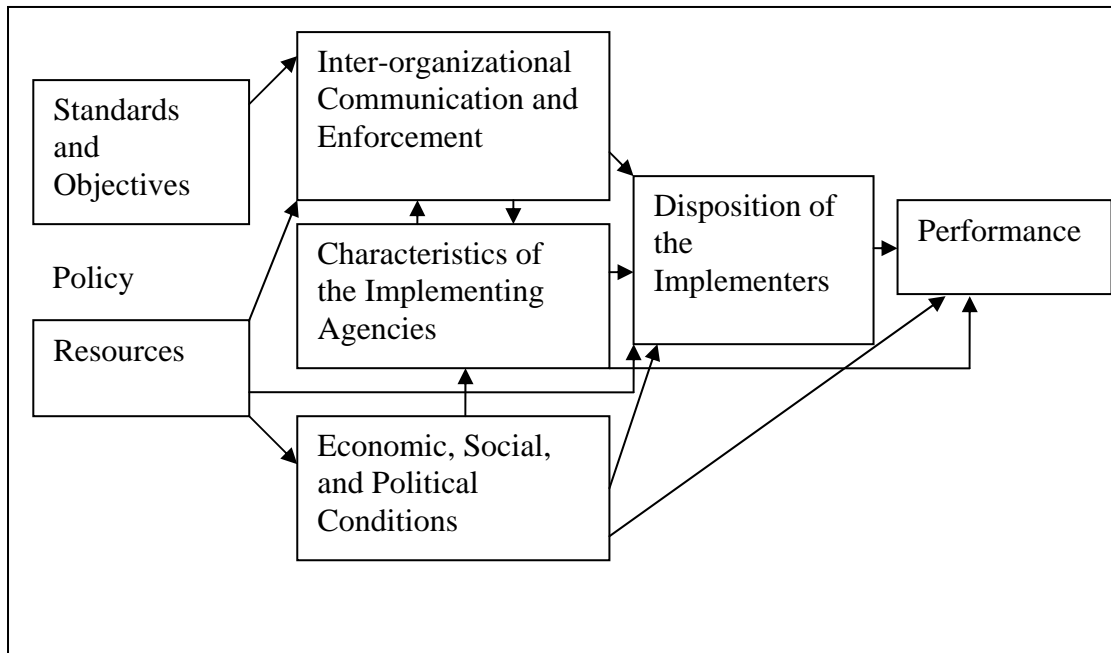


Figure 2.6 Intergovernmental Policy Implementation Model of Van Meter and Van Horn

Van Meter and Van Horn (1975: 464) suggested a model in which six variables are linked dynamically to the production of an outcome. This is also called performance. They clearly see implementation as a process that begins from the initial policy decision. The model is clearly a top-down approach. The six variables are policy standards and objectives, resource and incentives, the quality of inter-organizational relationships, the characteristics of the implementing agencies, the economic, social, and political environment, and the disposition or response of the implementers. Details of each variable are as follows:

1) Policy Standards and Objectives

In policy formation the starting points, standards, and objectives are fixed in plans, programs, and other policy documents. Such documents are formed after many analyses, meetings, and negotiation. A lot of organizations, groups, and persons are involved in this formation. It is important that these standards and objectives be clear and well defined. Policy makers should ensure that there is complete understanding of, and agreement upon, the objectives to be achieved, and that these conditions persist throughout the implementation process (Hill and Hupe, 2001: 50). A critical feature of the policy is the degree of conflict or consensus over

its goals and objectives. In moving toward agreed objectives it is possible to specify in complete detail and perfect sequence the tasks to be performed by each participant. The policy should be well supported by the organizations. The extent to which there is goal consensus among participants in the implementation process is an important factor. This will make it more likely that the goal will be achieved. The implementation will be most successful and effective if the goal consensus is high.

2) Resources and Incentives Made Available

Resources are important in policy formation. There are many kinds of resources: foreign aid, instruments, etc. Policy makers should ensure that adequate time and sufficient resources are made available to the program (Hill and Hupe, 2002: 50). Resources may also include funds or other incentives in the program that may encourage or facilitate effective implementation.

3) Inter-Organizational Communication and Enforcement Activities

Good communication and co-ordination among organizations are important. It is vital that the participants be concerned with the clarity of standards and objectives, the accuracy of their communication with implementers, and the consistency with which they are communicated by various sources of information. Communication within and between the organization is a complex and difficult process (Van Meter and Van Horn, 1975: 465). It is important how communication is coordinated. If the communication is well coordinated and clear, it will be easier to implement the policy.

4) Characteristics of the Implementing Agencies

There are many characteristics of administrative agencies that affect their policy performance (Van Meter and Van Horn, 1975: 467), and the characteristics of implementing agencies have influence on implementation performance.

5) The Economic, Social and Political Environment

Society factors influence the realization of a policy both positively and negatively, and these factors are not directly under the control of policy makers (Rosenthal, 2001: 100). In addition, for social-cultural conditions, the main indicators of these conditions include the demographic and social trends (Rosenthal, 2001: 41). Policy makers should take into account the demographic and social-

cultural characteristics of a society. In terms of economic condition, the economic circumstances have direct consequences for the government. The economic condition can have both a direct and indirect impact on performance as a whole. Similarly, political conditions can have influence on the decision regarding which policy will get support. Generally, political conditions can facilitate or hinder policy implementation.

6) The Disposition or Response of Implementers

The concept of disposition must be defined first. It consists of three indicators: cognition, direction of response, and intensity of response. Implementers' disposition can explain the diverse effectiveness of different implementations.

2.3.2.3 Voradej Chandarasorn's Models

Voradej Chandarasorn (1983: 1-28) has developed important models from several studies, including the works of well-known academics Van Meter and Van Horn (1975: 445-488), Pressman and Wildavsky (1979), Bardach (1980), and Sabatier and Mazmanian (1980). Selected models as a fundamental part of this study are presented as follows:

1) Rational Model

This is the ideal model since it assumes that the effectiveness of policy implementation depends largely on good planning and control, clear policy objectives and mission assignments, a fair reward and punishment system, good work standards, and a good evaluation system. However, it does not take into account the roles of policy implementers. A key assumption of this model is that clear objectives from top officials will lead to successful implementation. From this model, good planning and control, clear policy objectives, good mission assignments, rewards & punishment, and work standards have a direct influence on policy implementation performance (Voradej Chandarasorn, 1983: 3, 1984: 537).

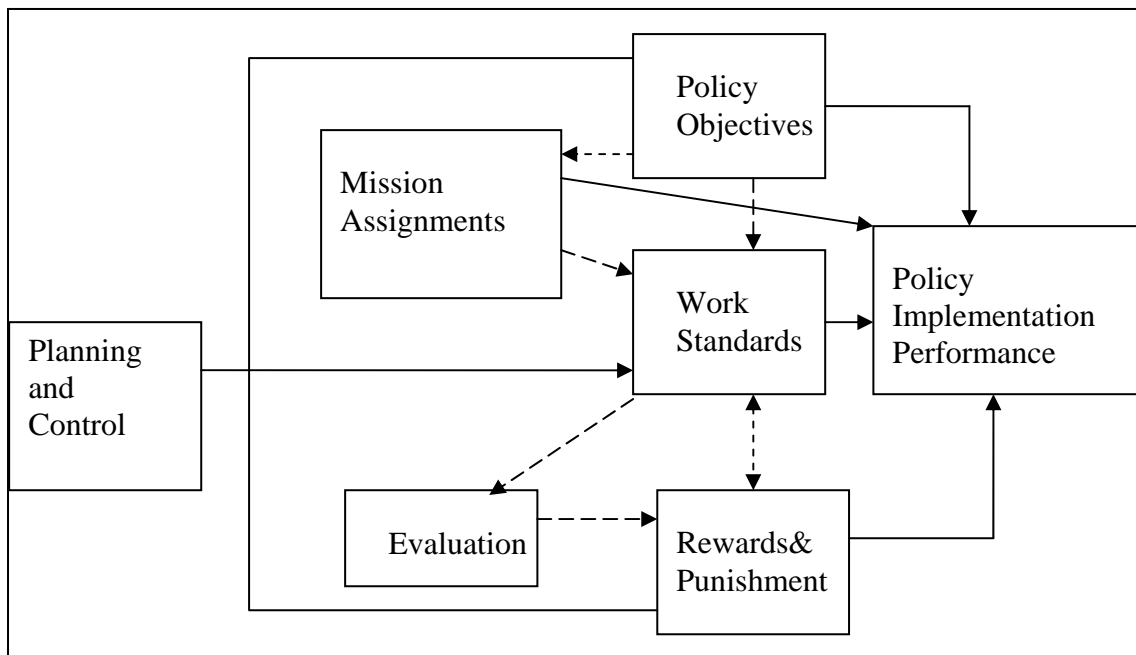


Figure 2.7 The Rational Model

2) Bureaucratic Process Model

The bureaucratic process model was developed based on social reality. The model supports the idea that real power is not in the top officials' hand. Instead, real power is everywhere in the implementing agency. This model realizes the importance of local officials or street-level bureaucrats that have close contact with the people. Any policy from the top that has impacts on the local officials' daily life is unlikely to be successful unless they are willing to adopt or adapt it to be part of their daily activities. Policy implementation success depends on both the service provider's capacity and level of acceptance of the policy implementers. Service providers or top officials must truly understand the service-related problems in making any policy. Furthermore, policy implementers or local officials have to accept the policy as part of their daily work.

The model also indicates that both service providers and street level bureaucrats have impacts on each other. Particularly, this model stresses that the success of policy implementation depends largely on the participation of street level bureaucrats, and the people. People should be part of the policy-making process, which will occur after all stakeholders have been through the learning process to

understand the social reality, both in the work place and in that environment. Generally speaking, this model is based on the bottom-up theory of policy implementation (Voradej Chandarasorn, 1984: 544, 2005: 137-139).

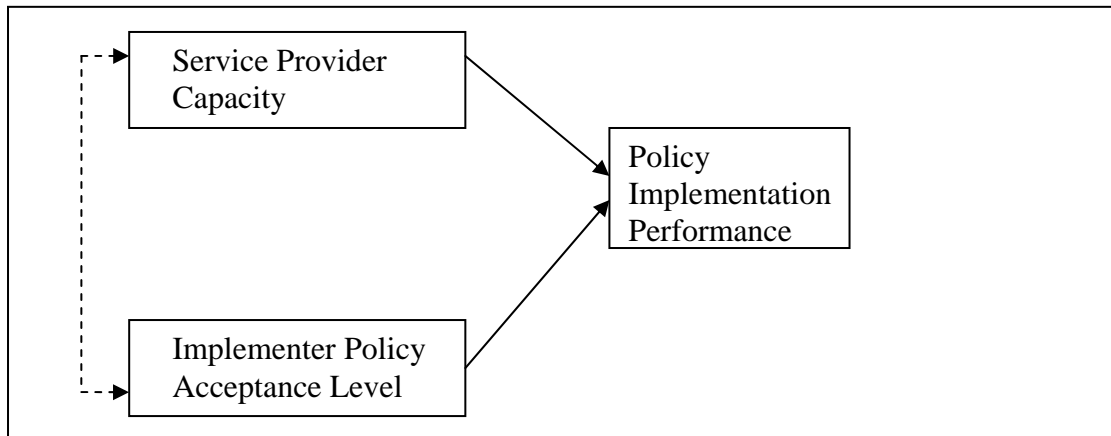


Figure 2.8 The Bureaucratic Process Model

3) The Integrative Model

The integrative model reflects all of Voradej Chandarasorn's five models, the rational model, the management model, the organization development model, the bureaucratic processes model, and the political model. The independent variables, derived from the key independent variables of the five models, are capability of implementers, efficiency in planning and control, leadership and cooperation, and politics and external environmental management. The dependent variable is the success of policy implementation, which is studied in three dimensions, with the first dimension reflecting output, outcome and net outcome, the second dimension reflecting the impacts of the implementation, and the third dimension reflecting overall benefits to the nation.

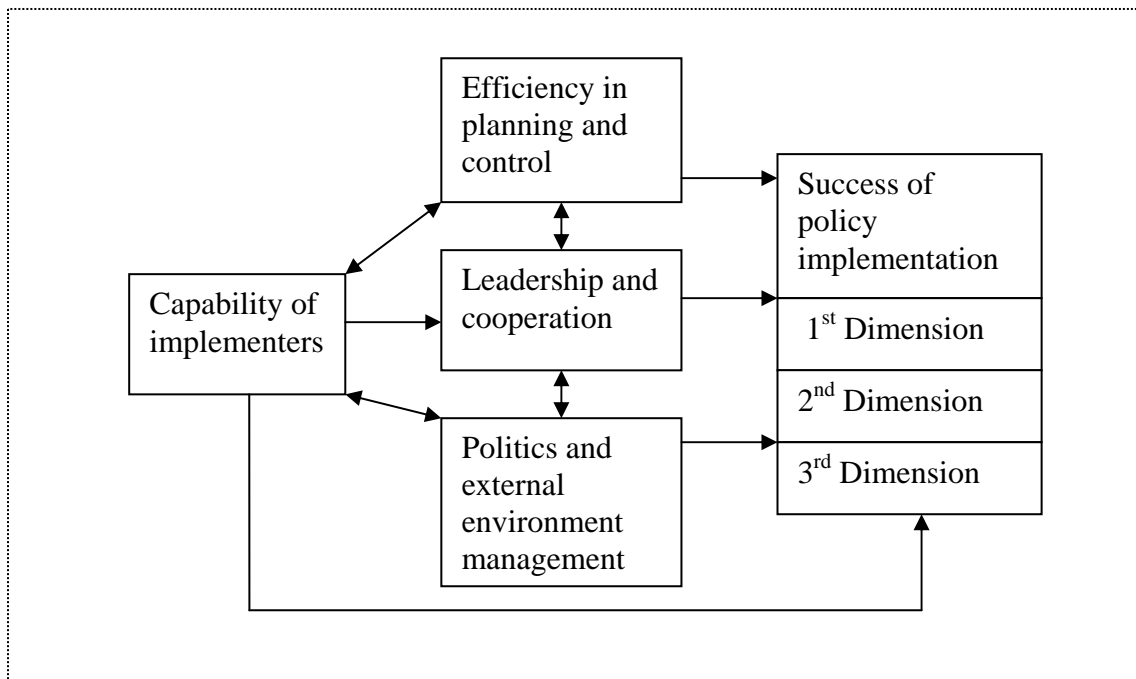


Figure 2.9 The Integrative Model

From the model, it can be seen that the implementers need to have capability that can lead to successful implementation of the policy. The implementing agency should possess a proper and sufficient structure, budget, human resource, equipment, and location of the agency. Voradej Chandarasorn (2005) stresses that part of successful policy implementation comes from a strong, implementing agency which can be seen in a good decision making system, communication system, sufficient human resources, etc. (Voradej Chandarasorn, 2005: 145).

In successfully implementing the policy, leaders of those agencies or organizations need to possess leadership in such a way that can create good teamwork among members of those organizations. Rewards can be used as incentives for good work. In addition to leadership and cooperation, efficiency in planning and control is necessary for successful implementation. Conditions for this efficiency include clarity and feasibility of the policy, and proper work assignment and evaluation. Lastly, it is inevitable that politics and the external environment have impacts on implementation performance. Elements of this factor include level of

support from other related organizations, negotiating power, and socio-economic conditions.

2.3.2.4 Model of the Decentralization Program Implementation Process

Cheema and Rondinelli (1983: 30-34) have developed this model to study the decentralization of power of policy implementation in Asia by emphasizing local capacity for rural development. The main assumption was that the performance and impact of policy implementation in the local area were influenced by four variables; namely, environmental conditions, inter-organizational relationships, organizational resources for program implementation, and characteristics and capacities of implementing agencies.

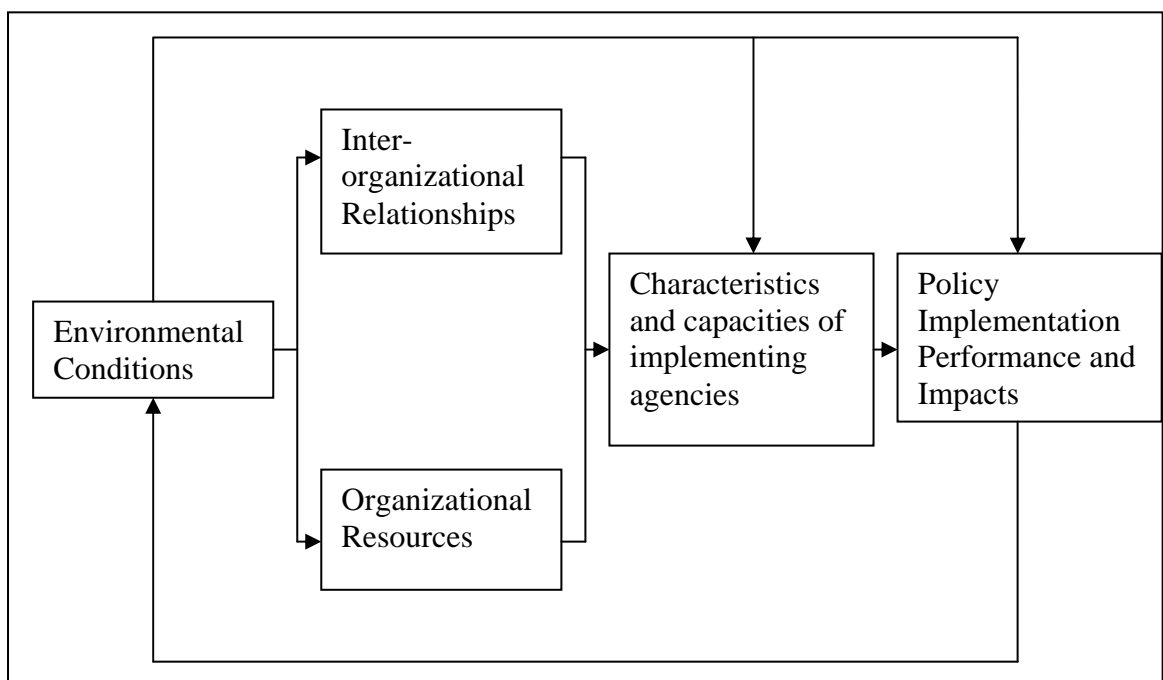


Figure 2.10 Model of the Decentralization Program Implementation Process

From the previous implementation models presented, it can be seen that the key factors in policy implementation consist of theoretical and practical problems. Theoretical problems are related to both conceptual and measurement aspects. Conceptual problems are the unclear independent factors influencing policy implementation, too focused on top-down or bottom-up approaches of study.

Measurement problems are the lack of reliability and validity of the measurement of information in the long run. As for practical problems, Coombs (1980: 890-891) has proposed the key obstacles against successful policy implementation as follows: 1) Unclear communication system 2) Insufficient resources 3) Implementers' attitude toward the policy 4) Doubts towards action methods 5) Conflict of interest 6) Legal authority of policy-making unit

Dunsire (1990: 15-27) has concluded that failure of policy implementation could result from: 1) incorrect strategic choice for policy implementation; 2) right strategic choice for policy implementation but improper implementing agencies; 3) improper tools and mechanisms for policy implementation. Mountjoy and O'Toole (1979: 467-470), on the other hand, proposed principles to prevent policy implementation from failure. First, if there are new resources but unclear guidelines for implementation, there should be clear policy contents and objectives. Second, for sufficient resources, and clear objectives, the actual implementation will be in line with the policy's objectives. Third, for insufficient resources, and unclear policy objectives, there need to be activities to make implementers willing to carry out the policy.

In addition to Mountjoy and O'Toole's (1979) proposal, Sabatier and Mazmanian (1979: 45-48) concluded the conditions for effective policy implementation as follows: 1) honest cause-effect of policy implementation; 2) clear policy objectives; 3) political will regarding policy implementation; 4) agency support; and 5) extraneous conditions irrelevant to policy objectives

2.3.3 Factors Affecting Policy Implementation Success

The study of policy implementation is a continuous process involving pursuing the explanation of the phenomena that occur throughout the process of policy implementation. Numerous models have been developed by researchers to help understand the policy implementation process. The models reveal relationships among various factors which may cause the failure or success of policy implementation. The following is a summary of the important factors that affect the success of policy implementation.

Table 2.13 Summary of Factors Affecting Successful Policy Implementation

Scholars	Factors Affecting Policy Implementation
Van Meter and Van Horn (1975) A Model of Inter-Government Policy Implementation	<ol style="list-style-type: none"> 1) Policy Goals and Standards 2) Resources and Inter-Organizational Communications 3) Enforcement Activities 4) Characteristics of Implementing Agencies 5) Prevailing Economic, Social, and Political Conditions 6) The Disposition of the Implementing Parties
Pressman and Wildavsky (1979)	<ol style="list-style-type: none"> 1) The Existence of Key Actors or Participants 2) The Phenomenon That the Greater the Complexity of Any Joint Action or the More Agencies Involved, the Lower the Chances of Success are for the Implementation Process 3) The Suitability of the Project 4) The Soundness of the Implementation Theory Employed 5) Clear Strategies, Clear Goals, and Clear Guidelines
Yin et al. (1977)	<ol style="list-style-type: none"> 1) Service Improvement 2) Product Efficiency
Attewell and Gerstein (1979)	<ol style="list-style-type: none"> 1) Precise and Clear Goals 2) Effective Measurement and Compatible Mechanism Between Government and Local Agencies 3) Resource Management 4) Co-opting Between Implementing Agencies 5) Reward Structure

Table 2.13 (Continued)

Scholars	Factors Affecting Policy Implementation
Mclaughlin (1977)	<ol style="list-style-type: none"> 1) State Policy <ul style="list-style-type: none"> Project's Goals Management Strategy 2) Project's Characteristics <ul style="list-style-type: none"> Project Format Project Resources Change Scope Implementation Strategy 3) Organizational Characteristics <ul style="list-style-type: none"> Environment and Leadership Implementers' Characteristics and Client's Characteristics Management Capability
Sabatier and Mazmanien (1980)	<ol style="list-style-type: none"> 1) Socio-Economic Conditions and Technology 2) Media Attention 3) Public Support 4) Attitudes and Resources of Constituency Groups 5) Support from Sovereigns 6) The Commitment and Leadership Skill of Implementing Officials
Bardach (1980)	<ol style="list-style-type: none"> 1) Clear Goals 2) Control Systems 3) Administration System 4) Negotiation 5) Project Management

Table 2.13 (Continued)

Scholars	Factors Affecting Policy Implementation
Voradej Chandarasorn (1983)	<p data-bbox="758 510 957 548">Rational Model</p> <ol data-bbox="790 566 1165 873" style="list-style-type: none"> 1) Planning and Control 2) Mission and Assignment 3) Evaluation 4) Policy Objectives 5) Work Standards 6) Rewards and Punishment <p data-bbox="758 896 1013 934">Management Model</p> <ol data-bbox="790 952 1189 1258" style="list-style-type: none"> 1) Organization Capability 2) Structure 3) Personnel 4) Budget 5) Infrastructure 6) Machinery and Equipment <p data-bbox="758 1281 1220 1319">Organizational Development Model</p> <ol data-bbox="790 1337 1268 1594" style="list-style-type: none"> 1) Leadership 2) Motivation 3) Teamwork 4) Participation 5) Human relations and Acceptance <p data-bbox="758 1617 1133 1655">Bureaucratic Process Model</p> <ol data-bbox="790 1673 1332 1756" style="list-style-type: none"> 1) Service Provider Capability 2) Implementer Policy Acceptance Level

Table 2.13 (Continued)

Scholars	Factors Affecting Policy Implementation
Voradej Chandarasorn (1983)	<p data-bbox="758 459 957 497">Political Model</p> <ol data-bbox="805 515 1380 929" style="list-style-type: none"> 1) Personality 2) Knowledge and Ability 3) Power 4) Number of Agencies Involved 5) Negotiating Ability 6) Source of Support (Media, Politician, Agency Heads, Interest Groups, Political Action Groups, Important Persons) <p data-bbox="758 952 949 990">General Model</p> <ol data-bbox="805 1008 1380 1489" style="list-style-type: none"> 1) Mode and Policy Objective 2) Resources 3) Communication Procedures 4) Enforcement Activity 5) Characteristics of Implementing Organization 6) Socio-Economic Conditions 7) Political Conditions 8) Support from Implementers <p data-bbox="758 1512 997 1550">Integrative Model</p> <ol data-bbox="805 1568 1380 1812" style="list-style-type: none"> 1) Capability of Implementers 2) Efficiency in Planning and Control 3) Leadership and Cooperation 4) Politics and External Environment Management

Table 2.13 (Continued)

Scholars	Factors Affecting Policy Implementation
Edwards III (1980)	<ol style="list-style-type: none"> 1) Resources 2) Dispositions of the Implementers 3) Communication 4) Bureaucratic Structure
Cheema and Rondinelli (1983)	<ol style="list-style-type: none"> 1) Environment Conditions 2) Inter-Organization Relationships and Linkages 3) Resources Characteristics of Implementing Agencies
Goggin et Al. (1987)	<ol style="list-style-type: none"> 1) Federal-Level Inducements and Constraints 2) State- and Local-Level Inducements and Constraints 3) Decisional Outcomes 4) Feedback and Policy Design
Akom Chaikaew (1990)	<ol style="list-style-type: none"> 1) Community Factor of Cultural Commitment 2) Policy Factors: Clarity and Relevance to Problems 3) Characteristics of Street-Level Bureaucrats
Kla Tongkow (1991)	<ol style="list-style-type: none"> 1) Goals and Objectives of Policy 2) Program Activities 3) National and Local Support 4) Measures for Monitoring, Evaluation, and Incentives 5) Characteristics of Implementing Agencies

Table 2.13 (Continued)

Scholars	Factors Affecting Policy Implementation
Tongbai Sudchalee (1993)	1) Leadership 2) Disposition 3) Resources 4) Communication 5) Structure 6) Political Support

2.4 Related Studies on Educational Policy Implementation Effectiveness

2.4.1 Research Report on Education Quality Development From Registered Islamic Teaching Schools

Ratchapat Yala (2006) presented problems related to education in the Southern border provinces as follows:

1) Problems related to school management system (1) Lack of organization responsible for registered Islamic school's management system (2) School board lacks management skills (3) Inadequacy in school buildings, and proper environment (4) Government funding only goes to non-Islamic courses in schools (5) Many teachers quit due to violence in the areas

2) Curriculum problems

Different schools that come under the same criteria have different curricula, making it difficult for course transferring. Many students waste their time when registering for similar courses in their new schools. In addition, there is a lack of continuation between courses from lowest to highest level, and a lack of integration between religious and non-religious or secular courses.

3) Teaching-related problems (1) Different schools have different curricula (2) Teachers teach courses that are not of their specialty (3) Inadequacy in teaching aids, laboratory, etc. (4) Teachers lack new knowledge and teaching skills (many skilled teachers leave schools due to frequent violence in the areas)

From this study of Ratchapat Yala Univeristy, it is evident that education quality in Islamic private schools is a concern of the government. Solving educational quality problems in these private schools needs to involve many areas of development. First, resources that go to these schools should be sufficient and efficient. They must be used for the proper purposes. Second, the management of the private schools should be in the same direction across the region, with emphasis on improving the quality of teachers and creating efficient academic and religious courses.

2.4.2 Ministry of Education Proposed Problems Related to Educational Development Plan and Strategy

Ministry of Education (1993: 2-5)

1) Severe lack of educational officials in Southern border provinces
 2) Curriculum being taught is not applicable or relevant to people's way of life.

3) Officials' welfare to support efficiency of work is inadequate.

The Ministry of education (1993: 1-3) further has stated that educational problems in the deep south are due to redundancy, efficiency problems of the educational system, and the lack of educational continuation when students move from one school to another. Educational problems in the areas, in the end, result in the separation of Thai Buddhist students and Thai Muslim students, making it even more difficult to solve social issues, including daily violence.

Summary of Main Problems in Southern Border Provinces' Educational System 1) Thai Muslim students cannot use Thai language skillfully 2) Lack of quality teachers, and skillful school heads 3) Safety issues in the areas 4) Low morale of teachers 5) Standard issues of school buildings 6) Islamic teaching is not standardized across the region 7) Separation of Buddhist students and Muslim students in the areas 8) Insufficient funding for subsidized Islamic schools 9) Management problems in subsidized Islamic schools 10) Students' test results on National Test, and Ordinary National Educational Test or O-NET, are lower than national average except in English 11) Majority of Muslim students enrolled in private Islamic schools rather than public schools 12) Lack of active educational administration department for Islamic schools in the areas

According to the problems presented above on improving the educational quality of students in the three southernmost provinces, they can be classified into groups: resource issue, incentive issue, school's capability issue, and safety issue. Unlike educational problems in the other regions of the country, the safety issue in the three southernmost provinces reduces teachers' morale and schooling quality in the areas. This eventually has effects on students' performance, which is lower than the national average. One of the implications of this study is that the safety issue should be solved as efficiently as possible in order for educational quality to significantly improve.

2.4.3 Policy Implementation in the Southernmost Provinces of Thailand: a Study of Factors Affecting Success

Akom Chaikaew (1990: 1-570). This research examines the factors affecting the success of policy implementation, with specific focus on educational encouragement programs for Thai Muslims in the southernmost provinces; namely, Pattani, Yala, and Songkhla provinces. Both qualitative and quantitative methods were utilized to analyze the proposed conceptual framework, which is based on the review of the literature both from domestic and international sources. The conceptual framework consists of two models, with the first model responding to Thai Muslim youth and the second model responding to local government officials. Both sets of samples were involved in the secular education promotion program and the Islamic studies promotion program in Pattani, Yala, and Songkhla provinces. The first model examines the success of policy implementation using 746 Thai Muslim youths as the sample, with the independent variables being people-related factors, focusing on expressed needs, desires, degree of support from local leaders, and people's attitude toward government officials; and community-related factors, with special focus on cultural commitment. The dependent variable, which is the success of policy implementation, was measured on three dimensions, with the first dimension focusing on the attitudes of Thai Muslim youth that participated in the educational encouragement program, and the second and third dimensions focusing on behavioral variables: Thai language grades and Islamic studies grades.

The second model examines the success of policy implementation using 215 street-level bureaucrats, such as government officials. Independent variables are policy-related variables, in particular clarity of the policy and appropriateness to the problem; organizational variables, i.e. inter-agency coordination and support from superordinate levels; bureaucrat-related variables, such as commitment, professionalism and adaptability; resource variables; namely, financial support and human resource support; and information and communication variables, specifically local data utilization and information sharing among agencies. The dependent variable, which is success of policy implementation, comprises two dimensions: an attitudinal dimension and a behavioral dimension.

The results of the quantitative analysis are that for the first model, both sets of independent variables were significantly associated with the attitudinal dimension of the dependent variable. When the dependent variable was measured behaviorally, it was found that people-related factors were associated with Thai language grades, and community-related factors were associated with Islamic studies grades. For the second model, the bureaucrat-related variables and budgetary resources were positively associated with the attitudinal dimension of the dependent variable. Nonetheless, none of the independent variables was associated with the behavioral dimension of the dependent variable or the time that the officials spent on the programs under study.

The results of the qualitative study indicate that all of the independent variables were related to all dimensions of the dependent variable. Community-related variables, such as cultural commitment, policy-related variables, and bureaucrat-related variables, were vital to implementation success.

In conclusion, this research reveals that the success of policy implementation in the three southernmost provinces depends on three important factors: the community factor of cultural commitment; policy factors regarding clarity of policy contents and relevance to problems; and characteristics of street-level bureaucrats. These bureaucrats should possess commitment, professional competence, and the ability to adapt to local situations in order for the implementation of policy to be successful. Also, these bureaucrats are responsible for the transformation of abstract policy directives into tangible actions in the field.

2.4.3.1 Analysis of This Research

It has been more than two decades since this research was conducted. During that time violence in the areas did not pose a significant impact on public policies applied in the areas. However, the situation in the three southernmost provinces of Thailand has not improved significantly. It has been a mixture of the peaceful and violent. This is due to the influence of many factors, including separatists in the region. However, after the closing down of the Administrative Center for Southern Border Provinces and the 43rd Joint-Military-Police-Civilian Unit, there appeared an escalation of violence in the South. Thailand's insurgency grew even bigger from the raid of the 4th Development Battalion in Narathiwat province (The Nation, 2011: 10). In addition, teachers (particularly public Buddhist teachers) have become targets of attack. It cannot be denied that violence in the areas negatively impacts any policy implementation. It is vital in studying policy implementation in special areas like the three southernmost provinces to mention the effects of violence on policy implementation.

2.4.4 Terrorism and Work Motivation: Teachers in Southern Thailand

Nattavud Pimpa (2008: 115-117). This study discusses the relationship between the factors affecting the performance of teachers in the southernmost provinces of Thailand. The results of the study confirm that the schools in the South of Thailand should aim at improving the levels of teachers' work motivation. School leaders should improve the services provided to teachers on the quality of work, levels of income, and the environment at the school. In addition, school leaders must be proactive in creating a true feeling that motivates the teacher to teach. It is important for teachers in the South of Thailand to be motivated by school factors as these factors will significantly contribute to school effectiveness in the long run.

The findings from this study confirm the importance of teacher's work motivation which can be strengthened through participative leadership. In addition, salary and other forms of financial incentive are among the major factors contributing to teaching motivation. This study suggests how to improve Southern Thai teachers' motivation by altering the pay structure within the teaching profession. Nattavud Pimpa (2005: 120-121) insists that the teacher's salary and teacher's performance appraisal system are urgent issues to work on.

The results of this study confirm that teachers' work motivation is affected by violence in the areas, and low work motivation will eventually lead to low quality of teaching. As a result, schools should play a key role in boosting the teacher's work motivation. Two things that schools can do to solve the problem of teacher's work motivation are to encourage participative leadership and sufficient incentives provided by the school. School directors should allow teachers to be part of important school projects and assign them tasks to implement. In addition, welfare or other incentives that schools can provide will help increase teachers' work motivation.

2.4.5 Language Policy Implementation and Language Vitality in Western Cape Primary Schools in Cape Town, South Africa

Pluddemann et al. (2004: 1-25). This study on a language survey of primary schools in Western Cape was conducted during 1999-2002 among Grade 1 and Grade 7 students. The purpose of the survey was to establish the status of languages used at primary school level in Western Cape to enhance language improvement among teachers, students, education department officials, and governing officials. For the data collection, a standardized questionnaire in three languages was used. The findings show that English is becoming dominant in the Cape Town metropolis, and is about to become important in the traditionally Afrikaans-dominant Platte land. The most significant finding is the beginnings of a language shift to English in the family and at school. The researchers' recommendations include: 1) Include student's view and attitude on formal language usage. 2) Take into account a local language in producing multilingual citizens. 3) Update databases. There is an immediate need for educational databases. 4) Strengthen implementing agencies. schools should be sufficiently supported for language policies..

This study's results indicate that in order to efficiently use a formal language at school there must be incentives for children to do so. Considering the educational situation in the three southernmost provinces, the children in the areas are mostly Thai Muslims. They speak their native language at home and at school. In order for them to efficiently use Thai as a formal language in the classroom, their attitude must be taken into account as well. Schools in the areas should vigorously set goals for improving students' formal language skills. In the end, the quality of teachers is the key to students' success at school.

2.4.6 Priorities in English Language Education Policy and Classroom Implementation

Silver and Steele (2005: 107-128). This report presents the findings from the study of English language instruction in classrooms in five countries and discusses how those findings relate to stated governmental policies on language and education. Data from classroom lessons and teacher rationale statements show that teachers are aware of policy initiatives related to language education and to the potential longer-term needs of students for English. However, teachers focus on immediate classroom priorities that influence daily lessons and emphasize student learning. These findings support a multidirectional interpretation of language policy. It was based not only on structural priorities and classroom priorities, but also on social and personal dimensions of classroom teaching and on teachers' goals and beliefs.

The study's findings imply that the teaching of the Thai language at schools in the three southernmost provinces will need teachers that understand educational policy on the Thai language skills of students in the areas. Classroom activities should be closely related to improving students' language usage, and students should feel comfortable in participating in classroom activities.

2.4.7 The Analysis of Factors Affecting the Success of Public Policy Implementation: the Case Study of the National Literacy Campaign

Kla Tongkow (1991: 1-459). The objectives of this study were to identify and analyze the relationships among the factors affecting the success of public policy implementation. A simple cross-sectional design was employed for the study. The unit of analysis was the people participating in the National Literacy Campaign of Thailand. The samples of this study were selected from three provinces, i.e. Nakhon Ratchasima, Ubon Rachathani and Mukdahan, and consisted of four groups of people: administrators, coordinators, volunteers, and people that graduated from the National Literacy Campaign project during the period of 1982-1986, totaling 457 people.

The study uses both quantitative and qualitative research methods. The dependent variable of this study was the success of public policy implementation. The independent variables were: goals and objectives of policy, program activities and assignments, characteristics of implementing agencies, national and local support,

measure for monitoring, and evaluation and incentives. The statistics used for this research included correlation analysis, multiple regression analysis, canonical correlation analysis, discriminant analysis, and path analysis. The results of the study from the correlation analysis indicated that every independent variable had a significant positive relationship with the success of public policy implementation at above the 0.01 level. The results from the multiple regression analysis revealed that the independent variables which exerted the highest influence on the dependent variable were national and local support, followed by program activities and assignments, characteristics of implementing agencies, measures for monitoring, evaluation and incentives, and goals and objectives of policy. The results from the canonical correlation analysis revealed that the independent variables which were most able to explain the success of policy implementation were: national and local support, characteristics of implementing agencies, measures for monitoring evaluation and incentives, and program activities and assignments. Interestingly, the results of the discriminant analysis indicated that the independent variable that had an effect on the direction of the program was monitoring, evaluation and incentives. Lastly, the path analysis of this study revealed that the independent variable, goals and objectives of policy, had an insufficient direct influence on the dependent variable; instead, it had an indirect influence on the dependent variable through program activities and assignments. In addition, the program activities and assignments themselves had a strong influence on the dependent variable through the characteristics of implementing agencies. In terms of the independent variable, characteristics of implementing agencies, it had a direct influence on the success of policy implementation. Regarding the independent variable, national and local support, it had both a direct and indirect influence on the dependent variable. The last independent variable, measures for monitoring evaluation and incentives, had a direct influence on the success of policy implementation at the 0.05 significant level. This study presents suggestions for successful policy implementation as follows:

- 1) National and local supports. The central government should provide support i.e. budget, materials and guidance to the implementing agencies. At the same time, administrators of the implementing agencies should look for cooperation from related people to make certain that the program is fully supported.

2) The characteristics of implementing agencies. The implementing agencies should be well organized and possess sufficient resources, and a good leadership situation and communication system.

3) The measure for monitoring, evaluation, and incentives. A system for monitoring, evaluation, and incentives will help make certain that the policy implementation is successful. Top administrators should visit their responsible areas in order to learn about the problems and work of subordinates. Incentives are necessary for implementers at all levels.

4) Clearness of program activities and assignments. Program activities and assignments should be clear for implementers.

5) The clearness of target groups. The target groups should be clear, obtained from people in the local areas.

2.5 Variables in the Study

Since different policy implementation models have different comparative advantages, depending on the contexts of the research, the researcher should apply those models, particularly variables deemed suitable for the study. After carefully studying all selected policy implementation models and related studies, it was founded that many implementation models shared some important variables. For this study, six independent variables from the past implementation models were selected to explain educational policy implementation effectiveness. However, from an overview of the southernmost provinces of Thailand, the researcher found that the unrest situation in the areas has claimed many lives of both civilians and governmental officials. This unrest situation has had negative impacts on government work. In addition, past policy implementation models did not specifically mention the impact of safety issues on policy implementation performance. As a result, the researcher included concern for safety as another independent variable in the proposed conceptual framework to explain educational policy implementation effectiveness. All variables are described in detail as follows.

2.5.1 Dependent Variable

The dependent variable for this study is educational policy implementation effectiveness, which measures the improvement of students' performance based on

the school directors' perceptions. From previous studies on policy implementation, it was seen that various academics have proposed evaluation methods. The success or failure of policy implementation is another important dimension of interest because many academics possess different views on how to measure success or failure. Following are key opinions on how to measure implementation.

Bardach states that policy implementation is a continuum process with three methods to measure policy success (Bardach, 1980: 140). 1) Policy implementation success based on goal achievement 2) Policy implementation success based on specified time 3) Policy implementation success based on specified financial resources

Patton (1980: 333-336) proposes three implementation evaluation methods as below: 1) Effort evaluation. This evaluation method will place more focus on input than output. The key question is what have you done to implement the policy? 2) Process evaluation. This evaluation method will answer questions like "Why did that occur?" The expectation from this evaluation method is to explain the success or failure of the project, project outcomes, perceptions of the people, and direction of implementation. 3) Treatment specification method. This evaluation type involves what is being measured, outcomes and project expectations, and theories being applied.

Patton (1987) and Bardach (1980) have agreed on the same point though, goal achievement-based evaluation, with Patton's approach more elaborated. Other academics have classified evaluation methods as below (Nakamura and Smallwood, 1980: 121). 1) Policy goal attainment 2) Efficiency-based evaluation which may involve cost of the operation 3) Constituency satisfaction: focusing on satisfaction level of non-target group 4) Clientele responsiveness: focusing on satisfaction with policy or service 5) System maintenance: which is the combination of the above four criteria

From the above criteria, this study will use the goal attainment approach to evaluate educational policy implementation effectiveness with particular emphasis on improvement of students' performance from their school directors' perceptions. The improvement of students' performance, in this case, means the level of improvement of students in academic performance, which is measured according to the university acceptance rate, the Ordinary National Educational Test or O-NET, and students' Thai usage.

2.5.2 Independent Variables

2.5.2.1 Policy Objectives

Policy objectives should be clearly identified and relevant to the problems so that there is more opportunity for successful implementation (Van Meter and Van Horn, 1975: 447-448; Voradej Chandarasorn, 2005: 130; Ingram and Mann, 1980:19-20). Van Meter and Van Horn (1975: 447) stated that a policy must contain standards related to clarity, consistency, and accuracy. The objectives of educational policy for the three southernmost provinces should be clear in terms of implementation, and should be relevant to actual local contexts of the areas (Akom Chaikaew, 1990: 39). Since the majority of people in the studied areas are Muslims, educational policy objectives need to respond to local needs and take into account the socio-economic conditions of these three southernmost provinces.

Policy is objective-based to serve as a guideline for implementation by the state's implementer (Anderson, 1975: 3). Consideration of the policy objective's clarity and relevance to the problem is critical to the analysis of the degree of implementation success. Policy implementation is a continual process, beginning from the intention level to outcome (Rein, 1983: 128).

1) Clarity of the Policy

The clarity of policy objectives is important, resulting in the success of policy implementation and leading to a realistic and consistent outcome (Rein, 1983: 131; Sabatier and Mazmanian, 1980: 542; Van Meter and Van Horn, 1975: 448; Voradej Chandarasorn, 2005: 130). Sabatier and Mazmanian (1979: 490-491) state that the clarity of policy objectives needs to take the following into account 1) Clear objective priorities 2) Enough resources and staff for goal accomplishment 3) Relevance of work assigned to state's implementer and the capability and willingness of implementer to do that work 4) Clear assignment of work for successful coordination among implementers 5) Clear guideline for implementer's decision making 6) Allowing relevant agencies to evaluate policy implementation

The results of the study of Hambleton revealed that one of the major determinants of effective policy implementation is the clarity and consistency of the policy itself; however, in some cases, policy objectives could be unclear for the following reasons (Hambleton, 1983: 407-408). 1) Redundancy of policy objectives

that makes it difficult for measuring implementation 2) Uncertainty of policy which makes the implementers unwilling to implement the policy 3) Conflict of interests among policy makers. Each policy maker might have his or her own interests and try to insert influence on policy.

Pressman and Wildavsky (1979: 30) conducted a study on the factors influencing policy implementation and found that in order for the policy to be successfully implemented, information must be clearly transmitted to implementers. In addition, the rational model developed by Voradej Chandarasorn (1983: 3) emphasized that for a program to be successful, it must have a clear set of goals at the outset. The importance of clear educational policy can be reflected at the bureaucrat level. A study by Smit (2005: 295-300) revealed that the teacher's understanding of policy as local knowledge impacts implementation. Although the teacher's voice may not be heard at the policy formulation stage, his or her understanding of the policy directly affects teaching performance.

2) Relevance of Policy to the Problems

The relevance of policy to the problems being studied is important and requires a theoretical framework as a basis for analysis by identifying correctly the causes of and possible solutions to the problems (Sabatier and Mazmanian, 1980: 542). The connectivity of social conditions and other conditions is crucial for analysis in order to find the root cause of the problem and finally to find a solution. Lack of a back-up theory can cause an incorrect analytical outcome. Policy that is not based on a correct root cause of the problem can lead to incorrect findings (Ingram and Mann, 1980: 30). As a result, sufficient time for policy making that is relevant to the problem is necessary. The example of the Oakland project in the attempt to find jobs for minorities is a good example of defining policy. It seems that this project did not really take the problems of these minorities into account when defining them. The expected number of jobs for this project was 3,000 but the actual number of jobs sought was just 200, which is far from the specified target. The policy of this project was set up based on the general economic conditions rather than actual socio-economic conditions of the locals, making the projects not fully solve the problem (Pressman and Wildavsky, 1979: 45).

2.5.2.2 Implementing Agency's Capability

The implementing agency's capability is an important factor in terms of bringing effectiveness to policy implementation. Voradej Chandrasorn (2005: 144) stressed the importance of this factor through the Integrative Model. The competence-implementing agency can bring effectiveness to policy implementation (Pairote Patranarakul, 2003: 3; Thawilwadee Bureekul, 1998: 70). According to the master plan of the Thai Ministry of Education (Ministry of Education: 2009: 100), school directors are among the key people driving the quality of the national education system. The power and resources in schools have been transferred from the central government to schools nationwide. One of the major challenges of Thai schools is how to utilize authorities and resources to motivate teachers and to improve their work quality.

1) Agency Collaboration

Collaboration or interdependency among government agencies is also an important factor for implementation success because an agency may not possess all necessary resources. Agency collaboration is a concept derived from an open system, which stresses that an organization must interact with the environment in order to acquire the necessary resources (Kalz and Kahn, 1978: 163). The collaboration among agencies for mutual benefit can be in various forms, such as finance, human resources, exchange plans (Aiken and Jeral, 1968: 919). Collaboration will lead to reciprocal interdependence to fulfill organizational goals or implementation objectives (Pfeffer and Salancik, 1978: 30-31). Pressman and Wildavsky (1973: 133-134) voiced their support on this concept by stressing that collaboration among agencies should be considered a political strategy to achieve common goals. Overall, collaboration among agencies is based on 4 hypotheses (Litwak and Hyton, 1962: 395-420). 1) Level of dependence between agencies 2) Level of awareness of agency's problems 3) Agency standards for operation 4) Number of agencies

2) Leadership Style

Leadership style refers to a leader's behavior. Lewin and colleagues identified different styles of leadership; namely, autocratic, participative, and laissez-faire, which are the result of the philosophy, personality, and experience of the leader (Lewin, Lippitt and White, 1939: 174-177).

(1) Autocratic or Authoritarian Style

All decision-making powers are with the leaders. They do not take suggestions from subordinates. The autocratic management has been successful since it allows quick decision-making and provides motivation for the whole group. Decisions are kept to the leaders until they feel it is necessary to be shared with the group.

(2) Participative or Democratic Style

The democratic leadership style favors the group's decision-making, with the leader giving instructions after consulting with them. This leadership style is effective in winning the co-operation and motivating the group. Using this style of leadership is a sign of strength and will earn respect from the employees. This leadership style is suitable when the leader has part of the information and the employees have other parts. It is of mutual benefit, allowing the employees to be part of the team and the leader to make better decisions.

(3) Laissez-faire or Free Rein Style

A leader of this style does not lead, but allow the group maximum freedom in deciding the policies and methods.

A good leader uses all three leadership styles, depending on the situations. Some examples include: 1) Using an authoritarian style on new employees. The employees are motivated to learn a new skill. In addition, in an emergency when there is little time to make an agreement and where a designated authority has more experience or expertise than the rest of the team, an authoritarian leadership style is most effective. 2) Using a participative leadership style with a team of workers that knows its job. Since the leader does not have all the information, it is effective to let the team involve in the decision-making. 3) Using a laissez-faire or free rein style with workers knowing more about the job than a leader. This leadership style allows workers to take ownership of their job. In brief, in a highly motivated and aligned team, a participative or laissez-faire style may be more effective.

In the educational field, school directors play important roles in successful educational policy implementation. Not only are they responsible for the administrative work in their schools, but more important, students' academic performance. It is evident that school directors have influence on teachers' attitude as

well. A study of Tuytens and Devos (2010: 530-536) on teachers' perceptions revealed that school leadership influences teachers' policy perceptions, which consist of three policy characteristics: practicality, need, and clarifying function. More specifically, the structure a school leader provides in a school and the amount of trust teachers have in the school leader have a significant impact on teachers' perceptions of the practicality of the policy (Tuytens, and Devos, 2010: 522-525).

3) Attitude

The attitude of implementers plays an important role in the success or failure of the policy. Pressman and Wildavsky (1979: 47), Edwards (1980: 34), along with Van Meter and Van Horn (1975: 450-451) have voiced a similar idea that people's personal value, beliefs, self-interest, and disposition directly impact policy implementation results. Therefore, for front-line implementer or street level bureaucrats that do the execution of the daily work, their compliance with the policy is crucial for policy implementation success.

Regarding educational policy implementation, the teacher's attitude plays an important role in the student's success. Various studies have shown that teachers are influential figures in the learning environment. Costenbader, Swartz and Petrix (1992: 12) found that 90% of students' lives are spent in the learning environment or school, and that is also the amount of time the teachers spend with the students. As a result, students' behavior will largely depend on the teachers' attitude toward them. This dissertation theorizes that teachers are the role model for students, and for that reason the teachers' attitude and perception towards students determine the students' behavior. Other studies also support the importance of teachers' attitude toward their career. Hinton (2006: 5-6), in her writing, states that the way in which teachers conduct, record, and report assessments with consistent monitoring influences students' performance. She further reiterates that teachers that have a slack attitude toward assessments do not succeed in their profession. Additionally, another article supporting this study has been found that students with devoted teachers will tend to have courage and determination to face the difficulties of school life (Biggs, Vemberg, Twemlow, Fonagy and Dill, 2008: 533). Therefore, teachers' positive attitude is one of the main factors that influence successful educational policy implementation, and it is important in supporting student's academic success as a positive role model (Shade and Stewart, 2001: 265; Bradshaw and Mundia, 2006: 35).

4) Knowledge and Skills

In the public sector, bureaucrats as individuals are important in implementing policy. Socrates stated that knowledge is virtue, indicating it is vital for bureaucrats to be knowledgeable and skillful to better serve the people (Voradej Chandarasorn, 1996: 11). In addition, there is no doubt that the knowledge and skills of the educational staff are vital to implementation success. Knowledge and skills, especially the latter, take time to build. The three provinces in this study are special areas, where the majority of people are Muslim. As a result, the educational staff in the areas must possess not only technical knowledge and skills but also understanding of the local culture in order to be successful in their profession and in the improvement of education as a whole. It has been reported that the educational staff members in the areas lack either managerial skills or skillful knowledge, or that there is an insufficient number of teachers to achieve the schools' goals (Office of the Education Council, 2007: 101).

2.5.2.3 Resources

Policy resources are considered fundamental inputs for any policy implementation (Voradej Chandarasorn, 2005: 134). They are recognized as essential factors in the effectiveness of policy implementation (Van Meter and Van Horn, 1975: 460-461; Cheema and Rondinelli, 1983: 299). Other key academics like Pressman and Wildavsky (1979: 45) have voiced their opinions that resources are important for a policy to be successfully implemented. In addition, Voradej Chandarasorn (1983: 7) suggested that policy resources should include personnel, budget, infrastructure, and machinery and equipment. As a result, the adequacy of resources is necessary for successful implementation of policy.

1) Financial Resources

In order to implement successfully a policy, implementers need to be supplied with sufficient tools, including financial ones. Key academics also point out the importance of financial resources (Goggin et al., 1990a: 131; Sabatier and Mazmanian, 1983: 25-26). Van Meter and Van Horn (1975: 475) also support this statement by pointing out that in addition to standards and objectives, policy makers will make available necessary resources that will help the administration.

For successful educational policy implementation, supporting resources need to be adequate. Schools may need additional financial support to run activities that are vital to students' achievement, such as visiting historical sites. In a study of successful challenges of policy formulation and policy implementation of primary education in Bangladesh by Rahman (2008: 40-51), it was revealed that resources are vital in policy implementation there. Policy implementation also depends on proper resource utilization. Financial resources are a key factor for successful implementation and they come from the allocated funds of the government. Primary education in Bangladesh was not implemented in time because of the lack of needed financial resources and proper utilization. In many cases financial resources are misused by others, such as politicians (Rahman, 2008: 47). Public expenditure in Bangladesh on education as a share of the GNP was seen in the study to be one of the lowest in the world, and improvement of students' performance requires a substantial amount and better use of public resources (Chowdhury, 2001 quoted in Rahman, 2008: 47).

In the southernmost provinces of Thailand, most students, who are Muslims, tend to attend Islamic private schools, which they believe can provide a better education than public schools and because they feel that these schools have the Islamic courses they need. However, the availability of adequate financial support for those Islamic schools that can lead to quality education seems to be doubtful.

2) Technical Resources

High student performance depends on many capacity dimensions. One of them is technical resources. They are part of the mechanism that boosts student achievement. Technical resources are, for example, a high-quality curriculum, books, and other instructional materials, assessment instruments, laboratory equipment, computers, and adequate work space (Corcoran and Goertz, 1995: 14-17; Gamoran and Marrett, 2000: 35-37; O'Day, Goertz and Floden, 1995: 20-21). A study of Rahman on the challenges of policy formulation and policy implementation in Bangladesh revealed that technical resources such as computers and other related technology helped to make sure of policy effectiveness at the primary level (Rahman, 2008: 47). From another study in the education field, the results indicated that Bangladesh's lack of political will and constraints in resources could not achieve the

specified goals in primary education improvement (Titumir and Hussain, 2004, quoted in Rahman, 2008: 48). Lack of resources and proper use of them created efficiency-related problems in Bangladesh's education. Like other schools, both public and private schools in the southernmost provinces of Thailand need up-to-date technical resources to help in improving teaching quality. Unlike the rest of the country, however, the schools in the areas also constantly suffer from unrest that, in many cases, targets schools and teachers. This even worsens the schools' readiness in terms of providing proper education for students. In these particular areas, technical resources seem to be very important in aiding teachers in teaching.

3) Human Resources

Human resources are vital as part of the organization to successfully implement policy (Comptroller General Gordon Chase, 1979 quoted in Voradej Chandarasorn, 1983: 6). The sufficiency of human resources is another important factor that affects implementation effectiveness (Pressman and Wildavsky, 1979: 30). As local officials, teachers are the closest persons to students in the schools (Bryant and White, 1982:181). The three provinces under study here are special areas of national interest since they are predominantly Muslim-populated areas. Due to the areas' geographical location, which is quite far away from the central power, government officials may not desire to have positions there. In addition, since the robbery of the military base in Narathiwat province in 2004, violence has broken out exponentially, with almost daily violence happening. Skillful government officials, especially teachers, have requested to move out of the areas, leaving only unskilled replacements. As a result, the sufficiency of government officials is important and necessary to bring about educational policy implementation success.

2.5.2.4 Incentives

Remunerative power (i.e. the allocation of material resources such as salaries, commissions, fringe benefits, taxes, and services) is usually the most effective means of inducing in policy implementers the willingness to achieve a satisfactory standard of enforcement and compliance (Pairote Patranarakul, 2003: 4; Thawilwadee Bureekul, 1998: 64). Sufficient incentives provided to policy implementers will likely make them more willing to comply with government policy. If incentives work well in the private sector, they should also work well in the public sector. Incentives can be in both monetary and non-monetary forms.

1) Monetary Incentives

Monetary incentives such as salary increments and rewards are important in helping governmental officials get their work well done. In three southernmost provinces of Thailand, the salaries of teachers in Islamic private schools and those of the teachers in public schools are different, leaving a big income gap among teachers in the areas (Office of the Education Council, 2007: 125-127). It is crucial that teachers of Islamic schools in the studied areas receive fair salaries compared with their counterparts in the public schools.

2) Career Path

Career path development such as promotion and relocation, as well as other benefits, plays a key role in strengthening professional growth and skills, and has an impact on students eventually (Northcraft and Neale, 1994: 64). In public sector, the non-monetary incentives are important because they involve public servants' way of living.

2.5.2.5 Student's Family Economic Condition

The socio-economic condition can have an impact, both directly and indirectly, on policy implementation effectiveness (Van Meter and Van Horn, 1975: 450; Sabatier and Mazmanian, 1980: 544; Cheeman and Rondinelli, 1983: 307; Sabatier and Jenkins-Smith, 1993: 18). The population in these three southernmost provinces consists of three major ethnic groups; namely, Thai, Chinese, and Thai Muslims or Malays. In terms of numbers, the Thai Muslim population is the biggest. However, the economy in the region is mainly in the hands of the Thai-Chinese group. In the public sector, the majority is Buddhist Thai or Thai-Chinese. The Thai Muslim group is largely engaged in small-holdings of rubber trees. Some are engaged in small local trading. However, in the recent past, an increasing number of Thai Muslims have entered the public sector, particularly in teaching and health services. Nevertheless, as a whole, the Thai Muslim group is the poorest among the three groups. As a region, its economic structure is basically agricultural, and is probably the poorest among the fourteen southern provinces (UNDP, 2005: 8).

A supportive economic condition of a student's family plays an important role in educational policy implementation. Families with good financial status are more capable of supporting the student's education. The socio-economic

status of parents in one way or another affects the academic performance of the school children. The above fact is further justified in the statement of Ezewu (1981: 31), who stated that the socio-economic status of a family affects the schooling of the children either positively or negatively. He stated further that the higher the socio-economic status of the family, the more likely it will motivate their children to learn, thereby preparing them for highly regarded vocations. "Children with rich parents have certain needs physical and psychological which when met, contribute positively to their academic performances" (Avwata, Oniyama and Omoraka, 2001: 29; Russel, 1977: 124).

The majority of local people in the three southernmost provinces are considered poor compared with people in other parts of the country (NESDB, 2008: 50). Undoubtedly, poverty is an influencing factor, forcing children out of schools or to not further their education at higher levels. Tables 2.14 and 2.15 below demonstrate the disparity of economic levels of different parts of the country.

Table 2.14 Per Capita Product by Region 2007

Region	Per Capita 2007 (Baht)
Northeastern	40,144
Northern	63,088
<i>Southern</i>	<i>93,821</i>
Eastern	324,609
Western	96,714
Central	203,245
Bangkok and vicinity	314,387
Whole Kingdom	128,606

Source: National Economic and Social Development Board, 2008: 45.

Table 2.15 Per Capita Product by Province in the Southern Region 2007

Province	Per Capita Product (baht)
Phuket	214,099
Suratthani	123,958
Ranong	90,734
Phangnga	113,949
Krabi	115,500
Chumphon	91,809
Nakhonsithammart	73,451
Songkhla	114,981
Satun	95,857
Yala	82,745
Trang	93,373
Narathiwat	61,487
Phatthalung	60,089
Pattani	56,927

Source: National Economic and Social Development Board, 2008: 47.

From tables 2.14 and 2.15, it can be seen that the 2007 average per capita product of southern Thailand provinces is 93,821 baht, which is high compared to the values of the north and northeastern parts of the country. However, the per capita products of the southernmost provinces are still lower than the average value of the south and are among the lowest compared to other southern provinces (NESDB, 2008: 51). In terms of social development, particularly education, employment, and family life, these three provinces are slipping behind the rest of southern provinces and the overall provinces. With the ongoing violence, the local economy is still stagnant, and a delivery of good government services is still not at full capacity. This inevitably impacts the students' families in the areas.

2.5.2.6 A Cultural Factor of Parental Support

As part of the socio-economic condition, the cultural factor can affect policy implementation effectiveness (Van Meter and Van Horn, 1975: 451; Sabatier and Mazmanian, 1980: 542; Cheeman and Rondinelli, 1983: 295; Sabatier and

Jenkins-Smith, 1993: 21). Social culture can play a great role in the field of education. First, the meaning of culture should be clarified at the outset. According to the American Heritage College dictionary, culture is “the totality of socially transmitted behavior patterns, arts, beliefs, institutions, and all other products of human work and thought.” According to Amara, the understanding of culture is multifaceted; a culture is man-made and determined by people (Amara Pongsapich, 1990: 1). As a result, culture is a system in human society created by man. The definition given by Arong Suthasasna is deemed most relevant to the issue being studied. Basically, culture means a way of life in a particular society or group and it is carried on from one generation to the next continuously. Culture is valued by society and has provides people with ideals for living (Arong Suthasasna, 1976: 132-133).

The cultural factors that affect policy implementation, from the related literature review (Van Meter and Van Horn, 1975: 171; Cheema and Rondinelli, 1983: 295), can be classified as: 1) Economic resources 2) Socio-economic condition prior to policy implementation 3) People’s attitude towards policy 4) Leader’s opinion towards policy 5) Interest groups 6) Cultural factor 7) Infrastructure

For this study, the cultural factor will be studied only to see its effects on educational policy implementation effectiveness from the perceptions of school directors. In areas in which people have a strong culture, as in the three southernmost provinces of Thailand, local culture plays important roles in policy implementation (Akom Chaikaew, 1990: 58). A society’s culture can either support or oppose policy implementation. If a society’s culture is committed to supporting its children’s education, students’ performance should increase.

In referring to the cultural factor, particular terms to be mentioned here are parental support of children’s education in that cultural environment. In this study, the cultural environment is dominated by Thai Muslims. Strong parental support, in almost any form, produces measurable gains in student achievement (Dixon, 1992: 16). The concept of parental involvement with the student and the school is a vital one and can produce great rewards for all concerned. A study conducted by Feinstein and Symons (1999: 310-311) found that parental involvement has significant effects on achievement into adolescence. The study also indicated that parental involvement in a child’s schooling was a more powerful force than other

family background indicators, such as social class, family size, and level of parental education. Furthermore, the study indicated that high parental interest is associated with improved student performance. In addition, parent support and involvement with teachers, school curriculum, and administration make the parents feel better about the school (Loucks, 1992: 19). More involvement in the school of parents means the better chance of dealing with difficult students. Once parents become more involved and learn about the school, they can help the students in physical, social, and emotional development (Gelfer, 1991: 164).

On the other hand, children's progress can be hindered by lack of parental support. In a study designed to test whether the educational performance of children was influenced by parents, the research found that children were disadvantaged not by social class but rather by lack of parents' interests (Douglas, 1964: 10-13). From this study, the children with interested parents perform better than the rest of the class. In another study childhood experience and parental support factors were tested and the results showed that educational failure was increased by lack of parental interest in schooling (Hobcraft, 1998: 25-27).

2.5.2.7 Concern for Safety

Hogwood and Gunn (1984: 200-202) have stated that for perfect policy implementation, circumstances external to the capability of the implementing agency, do not impose serious impacts on the implementation. However, the socio-economic conditions are external and general variables that directly and indirectly affect policy implementation and policy objectives in the end (Sabatier and Mazmanian, 1980: 547; Sabatier and Jenkins-Smith, 1993: 21). Nevertheless, in studying policy implementation, it is essential to address socio-economic variables or any relevant variables if they pose important impacts to the success of the policy (Voradej Chandarasorn, 1985: 504). These conditions are critical in the areas being studied, where social and economic conditions are clearly different from other parts of the country. The social conditions being studied are related to Islamic culture, local traditions, and the safety of local people and government officials.

Regarding policy implementation, the concern for safety can be a main factor that impacts the performance of policy implementers if the safety issue is life threatening. According to Maslow's need-hierarchy theory (1943: 370), employees

have five levels of needs: physiological, safety, social, ego, and self-actualizing. Even though the lowest level of needs is satisfied, safety will be a critical aspect for those living in a life-threatening environment such as that in the three southernmost provinces of Thailand. From 2004 to the present, thousands of teachers in the southernmost provinces have lost their morale and intention to stay and to teach in the schools. Complaints regarding safety and morale are made through the Ministry of Education. Basically, most teachers in the South have been applying to move out from the three provinces. In some areas, teachers have demanded that the Ministry of Education send troops to protect their schools from violence. In most areas, educational management is still not fully effective and needs to be improved.

There is no doubt that violence has detrimental effects on the life of teachers and on the quality of education in these southernmost provinces. Since the robbery of the military base in Narathiwat province, many teachers have been victims of violence movements, losing their lives or being injured. The following is part of the reports about teachers' safety issues in the southernmost provinces of Thailand. "Nearly 100 public schools in the southernmost province of Yala and Narathiwat were closed yesterday after three teachers were brutally shot to death in Ra-ngae district." (The Nation, 2007: 11). "A male teacher, who had taught at Baan Bue Rang school for the past 20 years, was at the blackboard teaching his 10-year-old students when two gunmen, dressed in school uniforms shot him dead. Immediately, education authorities closed down 20 village schools in Narithiwat province. Unarmed guards patrol the schools in the Muslim south where 1,300 people have been killed in the past two years. Thirty of those shot dead have been teachers." (Bangkok Post, 2006: 13). Many skilled teachers moved out of schools when they have a chance, leaving intern teachers to replace them. These interns, once becoming skillful, leave the schools eventually due to security issues (Office of the Education Council, 2007: 279). So far, as of May 2011, 4,326 people have been killed. Among this number, 1,803 were Thai Buddhists, and 2,404 were Thai Muslims. Seven thousand six hundred thirty-three people have been injured from the violent movements. Among those killed in the attacks, and 137 were local teachers, 36 were students (Isranews, 2011: 1). The attacks of violent groups that target teachers are of great concern for those working in those sensitive areas.

2.5.3 Relationships between the Variables in the Proposed Conceptual Framework

Relationships between the independent variables to the dependent one with the supporting theories are presented in table 2.16 below.

Table 2.16 Relationships between the Variables Included in the Proposed Conceptual Framework

Independent Variables	Dependent Variable	Supporting Theories	Theoretical/Empirical References
Policy	Implementation	Policy	Pressman and Wildavsky (1979)
Objectives	Effectiveness	Implementation	Van Meter and Van Horn (1975) Sabatier and Mazmanian (1980) Hambleton (1983) Voradej Chandarasorn (2005)
Implementing Agency's Capability	Implementation Effectiveness	Policy Implementation	Van Meter and Van Horn (1975) Edwards (1980) Cheeman and Rondinelli (1983) Voradej Chandarasorn (2005)
Resources	Implementation Effectiveness	Policy Implementation	Van Meter and Van Horn (1975) Pressman and Wildavsky (1979) Edwards (1980) Sabatier and Mazmanian (1980) Cheeman and Rondinelli (1983) Voradej Chandarasorn (1983) Sabatier and Jenkins-Smith (1993) Corcoran and Goertz (1995) Gamoran et al. (2000)
Incentives	Implementation Effectiveness	Policy Implementation	Sabatier and Mazmanian (1979) Voradej Chandarasorn (2005) Thawilvadee (1998) Northcraft and Neale (1994)

Table 2.16 (Continued)

Independent Variables	Dependent Variable	Supporting Theories	Theoretical/Empirical References
Student's Family Economic Condition	Implementation Effectiveness	Policy Implementation	Van Meter and Van Horn (1975) Sabatier and Mazmanian (1980) Cheeman and Rondinelli (1983) Sabatier and Jenkins-Smith (1993)
Cultural Factor of Parental Support	Implementation Effectiveness	Policy Implementation	Van Meter and Van Horn (1975) Sabatier and Mazmanian (1980) Cheeman and Rondinelli (1983) Sabatier and Jenkins-Smith (1993)
Concern for Safety	Implementation Effectiveness	Maslow's need hierarchy theory	Maslow (1943) Ministry of Education (2006)

Based on the top-down theory, clear policy objectives from the government will provide implementers with a clear guideline in completing policy goals. In this study, local educational staff and teachers in the three southernmost provinces are the ones to implement educational policy. Clear and relevant policy objectives would give them clear pictures of what to do. In addition to clear policy objectives, sufficient resources and incentives from the government would help implementers to implement policies successfully. In addition, as real implementers, educational units in the areas such as educational offices and schools are the units that implement the educational policy. From the bottom-up theory perspective, these local implementers are the groups of people that know best about the educational situation and know what actually works well for completing a policy's objectives.

It is certain that the implementation will not be successful without involving socio-economic conditions. According to policy changes and learning theory, socio-economic conditions (student's family's economic condition and the cultural factor in parental support in this study) will have effects on implementation success (Sabatier and Jenkins-Smith, 1993: 13-18). The last independent variable, safety concern, is not

clearly mentioned by western implementation models. However, in the developing countries, certain situational conditions may dominate implementation performance. The educational staff and teachers in the three southernmost provinces of Thailand have been affected by a situation characterized by unrest. It is therefore reasonable in this study to include the concern for safety as another independent variable.

2.6 Conceptual Framework

The conceptual framework is developed based on selected implementation models and related studies by placing particular emphasis on the decentralization of power and taking into account the local conditions of the southernmost provinces of Thailand. Since previous implementation models did not specifically mention the concern for safety issue, which could have negative impacts on implementation performance, this conceptual framework adds this issue as another independent variable in explaining the effectiveness of policy implementation. The seven independent variables in the proposed conceptual framework are policy objectives, implementing agency's capability, resources, incentives, student's family's economic condition, the cultural factor in parental support, and concern for safety, as presented in figure 2.11. The conceptual framework is later analyzed based on data collected from the perceptions of school directors or deputy directors in the three southernmost provinces.

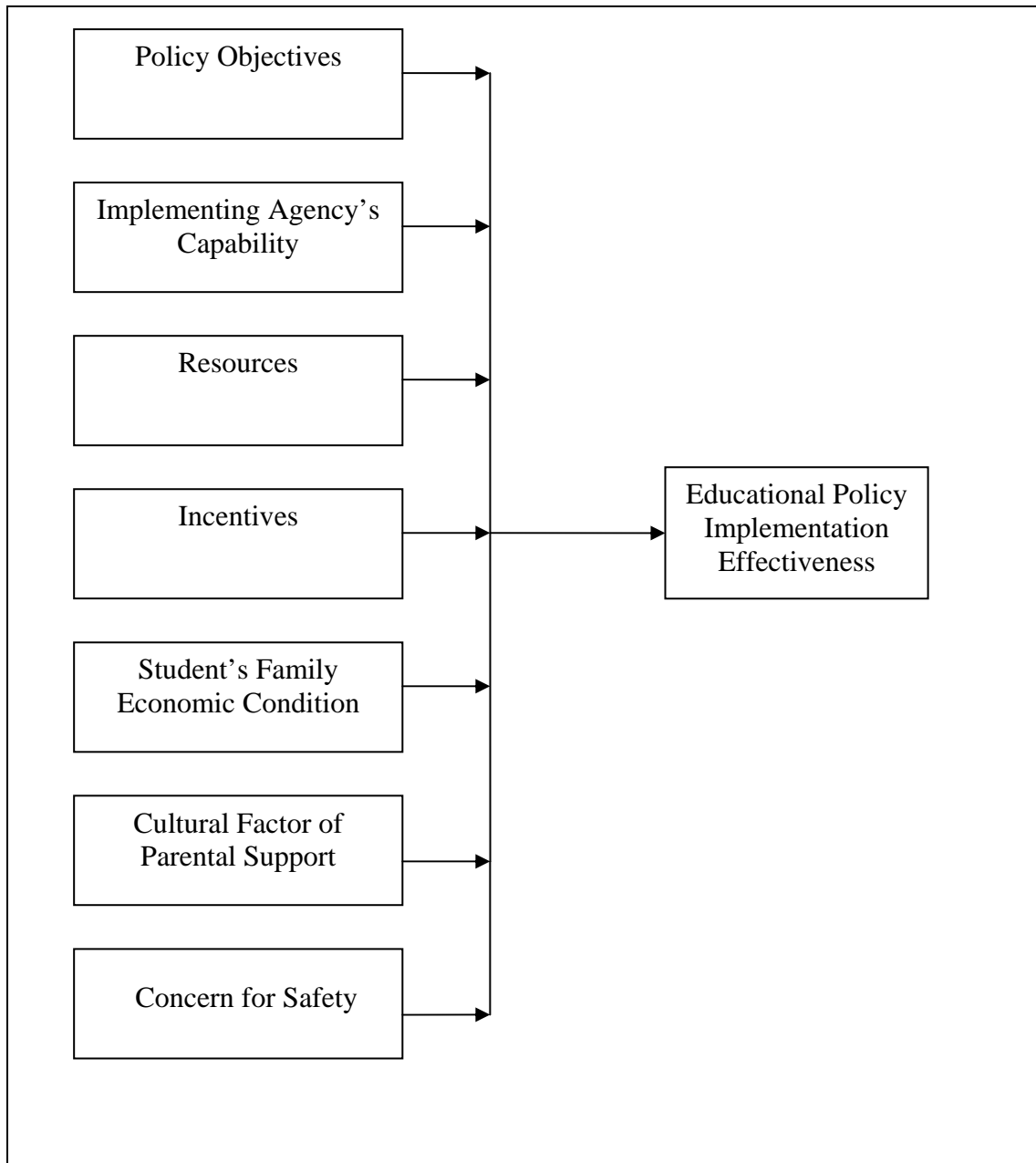


Figure 2.11 Proposed Conceptual Framework

2.6.1 Research Hypotheses

Based on the conceptual framework in figure 2.11, seven hypotheses were developed and tested as follows.

2.6.1.1 First Hypothesis

The clarity and relevance of policy objectives are more likely to positively affect educational policy implementation effectiveness.

Policy objectives should be clear for the opportunity of successful implementation (Van Meter and Van Horn, 1975: 447-448; Ingram and Mann, 1980:19-20). The clarity of the policy objectives is important so that implementers with understanding of the policy can carry out the policy to a realistic outcome (Rein, 1983: 131; Sabatier and Mazmanian, 1980: 542; Voradej Chandarasorn, 2005: 130). In addition, the policy should be relevant and based on the correct root cause of the problem in order to prevent incorrect findings (Ingram and Mann, 1980: 30). Regarding the areas of three southernmost provinces, the objectives of educational policy should be clear in terms of implementation, and should be relevant to the actual local contexts of the area (Akom Chaikaew, 1990: 39). A study by Smit (2005: 295-300) revealed that local implementers or teachers' understanding of policy as local knowledge impacted educational implementation. Although teacher's voices may not be heard at the policy formulation stage, their understanding of the policy directly affects the teaching performance. Based on the top-down theory, clear policy objectives guide policy implementers in accomplishing the goals (Van Meter and Van Horn, 1975: 450; Bardach, 1977: 85; Sabatier and Mazmanian, 1983: 35). The classic policy implementation model based on the top-down theory is the rational model, which is based on the assumption that the effectiveness of policy implementation depends largely on good planning and control, clear policy objectives and mission, a fair reward and punishment system, good work standards, and a good evaluation system (Voradej Chandarasorn, 1983: 3). From the rational model, it can be concluded that policy objectives have a positive and significant relationship with policy implementation performance. In reality, clear and relevant policy objectives benefit implementers, especially school officials, in carrying out policy. As for the 2008 educational policy for the three southernmost provinces, the policy focused on improving educational quality by encouraging the use of the Thai language as a means of teaching at all levels, and by increasing the educational staff's morale through improved welfare for those losing their lives or those that were injured from violent attacks. If these two parts of the policy are clear and relevant to the real condition in the areas, there is a high chance of implementation success. Therefore, in this study, the first hypothesis to be tested was that clear and relevant policy objectives are more likely to positively affect the educational policy implementation effectiveness.

2.6.1.2 Second Hypothesis

The strong capability of the implementing agency is more likely to positively affect educational policy implementation effectiveness.

The implementing agency's capability is an important factor in making policy implementation effective. The stronger the implementing agency's capability, the more chance there is of implementation effectiveness (Pairote Patranarakul, 2003: 3; Thawilwadee Bureekul, 1998: 70). The importance of this factor has been demonstrated through key implementation models, such as the integrative model of Voradej Chandarasorn (2005: 144). The capability of the implementing agency consists of four characteristics: agency collaboration, leadership style, attitude, and knowledge & skills in implementing educational policy. In terms of collaboration, organizations must interact with the environment in order to acquire the necessary resources, which can be in various forms, such as finance and human resources (Kalz and Kahn, 1978: 163; Aiken and Jeral, 1968: 919). In addition, the leadership style of school's executives has an impact on the efficiency of the schools and on policy implementation. Regarding the attitude of the implementers, it plays important roles in the success or failure of the policy. Pressman and Wildavsky (1979: 47), Edwards (1980: 34), along with Van Meter and Van Horn (1975: 450-451) have voiced a similar idea—that people's personal values, beliefs, self-interests, and disposition directly impact policy implementation results. Therefore, for front-line implementers or street level bureaucrats that execute the policy in daily work, their compliance with the policy is crucial for policy implementation success.

Regarding educational policy implementation, teachers' attitudes play an important role in students' success. Various studies indicate that teachers are influential figures in the learning environment. In addition, the educational staff needs to possess the required knowledge and skills to complete tasks.

Based on the bottom-up theory, local implementers are those that bring the policy to successful implementation by working its way upward (Howlett and Ramesh, 1998: 468-469). For educational policy implementation in the three southernmost provinces, local implementers, especially schools in the areas, are the ones that best understand the environment and can make the implementation successful. Key implementation models such as Voradej Chandarasorn's bureaucratic process model & integrative model, and Cheema & Rondinelli's decentralization

program implementation process model emphasized the important roles of policy implementers, stressing that their efficient capability is essential for implementation of policy success. The 2008 educational policy for the three southernmost provinces realized the importance of educational implementers by introducing supporting programs, such as a development program for teachers in teaching Thai. The second hypothesis to be tested was that the strong capability of the implementing agency is more likely to positively affect the educational policy implementation effectiveness in the three southernmost provinces.

2.6.1.3 Third Hypothesis

Adequacy of resources is more likely to positively affect educational policy implementation effectiveness.

Resources are considered fundamental for any policy implementation, and are recognized as essential factors in the effectiveness of policy implementation (Van Meter and Van Horn, 1975: 460-461; Cheema and Rondinelli, 1983: 307; Goggin et al., 1990a: 131). Pressman and Wildavsky (1979: 45) have stated that resources are important for the policy to be successfully implemented. For successful educational policy implementation, supporting resources need to be adequate. Schools may need additional financial support to run activities that are vital to students' achievement, such as visiting historical sites. A study of the challenges of policy formulation and policy implementation of primary education in Bangladesh by Rahman in 2008 revealed that resources are vital in policy implementation in Bangladesh. In particular, the study revealed that technical resources such as computers and other related technology and sufficient human resources helped to make certain of policy effectiveness at the primary level (Rahman, 2008: 47). Regarding schools in the three provinces, the adequacy of government officials is important and necessary to make educational policy implementation a success.

From the policy change and learning theory perspectives, resources are distributed to the policy subsystems, which will use them to implement the policy (Sabatier and Jenkins-Smith (1993: 13-18). Resources are undoubtedly necessary for any policy implementation (Mazmanian and Sabatier, 1989: 20-39; Van Meter and Van Horn, 1975: 463; Sabatier and Jenkins-Smith, 1993: 13-18; Cheema and Rondinelli, 1983: 299; Voradej Chandarasorn, 2005: 134). And it is vital for the educational policy implementation in the three southernmost provinces. The 2008

educational policy for the three southernmost provinces increased support for education in the areas, for example, by increasing financial support for Islamic study, free school milk, and increasing technical support in schools. Therefore, the third hypothesis to be tested was that the adequacy of resources is more likely to positively affect educational policy implementation effectiveness in the three southernmost provinces of Thailand.

2.6.1.4 Fourth Hypothesis

The adequacy of incentives is more likely to positively affect educational policy implementation effectiveness.

Remunerative power (i.e. the allocation of material resources such as salaries, commissions, fringe benefits, taxes, and services) is usually the most effective means for policy implementers to complete the work (Pairote Patranarakul, 2003: 4; Thawilwadee Bureekul, 1998: 64). Sufficient incentives provided to policy implementers will likely make them more willing to comply with the government policy. In the three southernmost provinces of Thailand, there is a big income gap among teachers (Office of the Education Council, 2007: 125-127). It is crucial that fair treatment of teachers be applied to the areas.

Regarding incentives, career path development such as promotion, relocation, as well as other benefits (Northcraft and Neale, 1994: 64) plays a key role in strengthening professional growth. For the schools in the three southernmost provinces, the career path of teachers is significant in building professional skills, which in the end have impacts on students' academic performance. From the policy implementation model perspective, particularly the rational model, which is grounded in the top-down theory, incentives are important for policy implementation performance (Voradej Chandarasorn, 1983: 3). In the educational field, incentives make educational staff members willing to complete the work and stay in their professional career long enough to build the necessary teaching skills. Referring to the current educational policy (2008) for the three southernmost provinces, the incentives for educational staff have improved, such as welfare for those injured or those that have lost their lives from violent attacks. Therefore, the fourth hypothesis to be tested was that the adequacy of incentives is more likely to positively affect educational policy implementation effectiveness in the three southernmost provinces.

2.6.1.5 Fifth Hypothesis

The supportive economic condition of a student's family is more likely to positively affect educational policy implementation effectiveness.

Key academics agree that a supportive economic condition has an impact, both directly and indirectly, on policy implementation effectiveness (Van Meter and Van Horn, 1975: 450; Sabatier and Mazmanian, 1980: 544; Cheeman and Rondinelli, 1983: 307). From the policy change theory perspective, economic condition is part of the changes in the socioeconomic conditions external to the subsystem. It can provide both opportunities and obstacles to implementation performance (Sabatier and Jenkins-Smith, 1993: 13-18). This suggests that a desirable economic condition could result in good implementation performance. The importance of a supportive economic condition has been referred to in key policy implementation models, such as in the non-statutory factor of Mazmanian and Sabatier, in the economic social and political condition factor of Van Meter and Van Horn, and in the environmental condition factor of Cheeman and Rondinelli's model of the decentralization program implementation process.

To reduce student's family financial burdens, the 2008 educational policy for the three southernmost provinces increased both educational loans through Islamic banks and scholarships for the poor families. As a result, the fifth hypothesis to be tested in this research study was that the supportive economic condition of the student's family is more likely to positively affect educational policy implementation effectiveness in the three southernmost provinces.

2.6.1.6 Sixth Hypothesis

A strong culture of parental support is more likely to positively affect educational policy implementation effectiveness.

The cultural factor, as part of the socio-economic condition, affects policy implementation effectiveness (Van Meter and Van Horn, 1975: 451; Sabatier and Mazmanian, 1980: 542; Cheeman and Rondinelli, 1983: 295; Sabatier and Jenkins-Smith, 1993: 21). In the areas in which people have a strong culture, as in the three southernmost provinces of Thailand, local culture plays an important role in policy implementation (Akom Chaikaew, 1990: 58). In referring to the cultural factor, parental involvement in the children's education in that cultural environment is

stressed. Strong parental support of children's education in that cultural environment can produce measurable gains in student achievement (Dixon, 1992: 16). In a study by Hobcraft on childhood experience and parental factors in the cultural environment, the results revealed that educational failure was increased by lack of parental interest in schooling. From the policy change theory perspective, the cultural factor plays an important role in the effect of performance (Sabatier and Jenkins-Smith, 1993: 18). The importance of this factor is also expressed in important implementation models such as those of Mazmanian & Sabatier, Van Meter and Van Horn, and Cheeman and Rondinelli.

2.6.1.7 Seventh Hypothesis

The high concern for safety of teachers is more likely to negatively affect the effectiveness of educational policy implementation.

Even though the socio-economic conditions are external and general variables, they directly and indirectly affect policy implementation (Sabatier and Mazmanian, 1980: 547; Sabatier and Jenkins-Smith, 1993: 21). In this study, the concern for safety of teachers seemed to have an impact on policy implementation. The attacks of violent groups toward schools and academic personnel have caused schools to periodically temporarily shut down. According to Maslow's (1943: 370) need-hierarchy theory, safety is one of the needs of humans, and as long as this need is not sufficiently met, it will inevitably affect other parts of living. Life threats from violent groups in the areas seemed to have impacts on educational staff. To counter those attacks, the government's security forces have been providing teachers with protection during work hours; however, the high concern of teachers for their own safety seems to be an obstacle to their work. And the last hypothesis to be tested was that the high concern for safety of teachers is more likely to negatively affect the effectiveness of educational policy implementation.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Methods Used

This research study employed a mailed survey as the main method of data collection. In addition, the study also used in-depth interviews and access to secondary data sources in order to gain a comprehensive understanding of the problem being studied through the collection and analysis of the obtained data. While the mailed survey data were gained from the population samples, in-depth interview data were gained from interviewing key informants (Patton, 1987: 30).

The end results of the study were the finding of the level of implementation effectiveness, the major factors affecting policy implementation effectiveness, and among those factors, the most important factors impacting implementation effectiveness based on the respondents' or school directors' perceptions.

In addition to the mailed survey and in-depth interview, secondary data, namely, the university admission rate from the Association of University Presidents of Thailand (AUPT: 2011), and statistics on students' test results from the Ordinary National Educational Test or O-NET from the National Institute of Educational Testing Service (NIETS: 2011), were also analyzed to support the research objectives.

3.2 Population and Sampling

3.2.1 Population

The objectives of this study were to evaluate the school directors' perceptions of the level of effectiveness of educational policy implementation, their perceptions of the major factors affecting educational policy implementation effectiveness, and among those factors, the most important factors that affect implementation effectiveness

in the three southernmost provinces of Thailand. The unit of analysis of this study was the perceptions of directors or deputy directors of both public and private schools under the national evaluation process in the primary educational service areas; namely, educational service areas in Pattani, Yala, and Narathiwat provinces in the secondary educational service area, and in the private provincial educational service areas of the three provinces. The numbers of schools in the study area are shown below.

Table 3.1 Number of Public Schools

Province	Number of Public Schools
Yala	224
Pattani	336
Narathiwat	360
Total	920

Source: Office of the Special Educational Development Area for the Southernmost Provinces of Thailand, 2008: 31.

Table 3.2 Number of Private Schools

Province	Total
Yala	59
Pattani	82
Narathiwat	70
Total	211

Source: Office of the Special Educational Development Area for Southernmost Provinces of Thailand, 2008: 33.

The population of this study was the school directors or deputy directors (primary and secondary schools) of both public and private schools under the national

evaluation process in the three southernmost provinces of Thailand. The population number was 1131 school directors or deputy directors of both public and private schools. As per international standards of social science research, with a confidence interval of 95 percent or an alpha value equal 0.05, the number of samples should be at least 265 (Krejcie and Morgan, 1970: 608). For this study, with a target population of 1131, the sample size calculated was 300, which was greater than 265 (Office of the Special Educational Development Area for Southernmost Provinces of Thailand, 2008: 15).

3.2.2 Sampling

Systematic selection was employed in this sampling in order to select samples from the population that were the directors or deputy directors of public and private schools. Once the sample school directors or deputy directors were selected, questionnaires were distributed to them. The types of samples systematically selected are classified in table 3.3.

Table 3.3 List of Selected Schools under Study

Schools	Numbers Selected
Public schools	231
Private schools	69
Total	300

3.3 Data Collection

The data in this research were obtained by means of mailed survey, in-depth interviews, and secondary data sources.

3.3.1 Mailed Survey

Since a mailed survey is the most common method for collecting data, this study employed this technique to gather data from respondents-school directors or school deputy directors of both public and private schools at the primary and

secondary levels in Pattani, Yala, and Narathiwat provinces. The respondents in the study were allowed enough time to answer the questionnaires (Pichit Pitaktepsombat, 2009: 168). The questionnaires required school directors or deputy directors to exercise their opinions through the stated questions, and they were to respond by making a tick mark where required. The questionnaires asked a wide variety of questions that could be answered anonymously if so desired. The questionnaires themselves were carefully considered and their validity and reliability were approved by the research advisor. They all consisted of basically the same questions, and respondents were allowed enough time to consider their answers carefully. In addition, the questionnaires were distributed as widely as possible to the target group (Henerson and Fitz-Gibbon, 1978: 70). From January 10th to the 24th, 2011, the researcher personally went to meet the directors of the educational service areas to request cooperation in distributing the questionnaires to the school directors under their supervision. The educational service areas included: primary educational service area 1 in Muang district, Pattani province; primary educational service area 2 in Muang district, Pattani province; primary educational service area 3 in Saiburi district, Pattani province; primary educational service area 1, in Muang district, Yala province; primary educational service area 2, in Bannangsata district, Yala province; primary educational service area 3, in Betong district, Yala province; primary educational service area 1, in Muang district, Narathiwat province; primary educational service area 2, in Suyai Kolok district, Narathiwat province; primary educational service area 3 in Raya district, Narathiwat province; secondary educational service area 15, Muang district, Narathiwat province; the office of private education, Muang district, Pattani province; the office of private education, Muang district, Yala province; and the office of the private education, Muang district Narathiwat province.

For safety-related reasons, two educational service areas, namely primary educational service area 3, in Betong district, Yala province, and primary educational service area 3 in Raya district, Narathiwat province were not physically accessed. Route 410, which leads to Betong district from Maung Yala province was not considered safe from violent acts driving at night or even during the day time, and violent acts had just broken out in Raya district a few days before the researcher went to these three provinces. Instead, a mailed survey distribution was completed through

the cooperation of the two educational service areas. The researcher sent letters to those areas requesting help in distributing the survey questionnaires, which were sent there by mail distribution to the school directors.

The samples in this study (school directors or deputy directors) were given the survey questionnaires with enclosed, return stamped envelopes with the researcher's address. Once the questionnaires were filled in, they were sent by mail to the researcher's address in Bangkok. Due to the limited time, the researcher requested that survey questionnaires be returned three weeks after they had received them. In reality, it took about two months (10-24 January to the end of March 2011) to collect the returned mailed survey. Table 3.4 contains a list of the directors of the educational service area that distributed the mailed survey.

Table 3.4 List of Educational Service Area's Directors for Coordination in Distributing the Mailed Survey

Name	Position
Mr. Surasuk Insrikrai	Director of the Pattani primary educational service area office 1, Muang district, Pattani province
Mr. Manop Makkongkaew	Director of the Pattani primary educational service area office 2, Muang district, Pattani province
Mr. Pramote Songsing	Director of the Pattani primary educational service area office 3, Saiburi district, Pattani province
Mr. Prasit Nukung	Director of the Yala primary educational service area office 1, Muang district, Yala province
Mr. Tawat Sahum	Director of the Yala primary educational service area office 2, Bannangsata district, Yala province
2 nd Lieutenant Narin SaRo	Director of the Yala primary educational service area office 3, Betong district, Yala province
Mr. Auttasit Rattanaklao	Director of the Narathiwat primary educational service area office 1, Muang district, Narathiwat province

Table 3.4 (Continued)

Name	Position
Mr. Ardul Promsang	Director of the Narathiwat primary educational service area office 2, Suyai Kolok district, Narathiwat province
Mr. Nipat Manee	Director of the Narathiwat primary educational service area office 3, Raya district, Narathiwat province
Mr. Terdsuk Tavornsut	Director of the secondary educational service area office 15, Muang district, Narathiwat province
Mr. Surin Puripanyanon	Director of the office of the private education, Muang district, Pattani province
Mr. Sopon Autcharat	Director of the office of the private education, Muang district, Yala province
Mr. Veerawat Jangsiri	Director of the office of the private education, Muang district, Narathiwat province

The questionnaires contained questions that were divided into three sections.

Section I General Information about the respondent

This section asked respondents general information on gender, age, educational background, position, educational service area, and province. They were not required to present their identification.

Section II Information about the implementation of educational policy

The questions in this section were rated in five levels (“high,” “moderate,” “low,” “not at all,” and “not sure/no answer” to cover the 7 independent variables; namely, policy objectives, implementing agency capability, resources, incentives, student’s economic condition, cultural factor and safety, and a dependent variable, which was the effectiveness of educational policy implementation. A response of “high” meant that the respondent highly agreed with the question; a response of “moderate” meant moderate agreement with the question; a response of “low” meant agreement with the question at a low level; a response of “not at all”

meant that the responder totally disagreed with the question; and a response of “not sure/no answer” meant that the responder was not sure or did not have an answer to the question.

Section III Open-ended questions for respondents’ suggestions or recommendations for improving the effectiveness of policy implementation. In this section, respondents were able to express their opinions freely, which they could not do in the previous two sections.

The return rate of the mailed survey was at 84 percent (253 respondents), which was adequate for analysis (Pichit Pitaktepsombat, 2009: 315). The cooperation from the educational service areas in the three southernmost provinces was considered very well. The respondents, who were school directors or deputy directors, were highly responsible in answering the questionnaire, contributing to the high return rate.

3.3.2 In-depth Interview

In-depth interview, as a qualitative research technique, is a two-way communication that involves intense individual interviews with a small number of key informants to explore their opinions on a particular situation (Yoddumnern-Attiget et al., 1993: 45-46).

The in-depth interview is useful when the researcher wants detailed information about a person’s thoughts and behaviors or wants to explore new issues in depth. Interviews are often used to provide a more complete picture of what happened in the program and why.

The primary advantage of in-depth interviews is that they provide much more detailed information than what is available through other data collection methods, such as self-administered and mailed surveys. In addition, in-depth interviews have a high response rate (Pichit Pitaktepsombat, 2009: 171). They also provide a more relaxed atmosphere in which to collect information-people may feel more comfortable having a conversation with the researcher about their program as opposed to filling out a survey. However, there are a few limitations and pitfalls with the use of interviews, such as being prone to bias, being time-intensive, requiring a skillful researcher, and being not generalizable (due to the small number of samples).

Since the goal of the interview was to deeply explore the respondent's point of view, feelings and perspectives, this research employed standardized open-ended questions with the interviewees in order to make a comparison of results from the same standardized survey questions. Patton (1987: 40) states that standardized open-ended questions allow decision makers to compare results and to perform data analyses.

In this study, in-depth interviews were conducted with key educational officials from January 10 to 24, 2011. The five key informants were: the director of Muangnarathiwat primary school, Narathiwat province; the director of Attarkiah Islamiah Islamic private school, Narathiwat province; the director of the office of private education in Pattani province; the director of Pattani primary educational service area office 2; and the director of Pattani primary educational service area office 3. The interview started with identifying its purposes, which were in line with the study's objectives. Once the purposes of the interview were clarified, an interview guide was designed to help the interviewer during the interview process. It consisted of questions that kept the interviewer on track and helped him to maintain consistency across the interviews with the different respondents. All interviewees were formally notified in advance before the interview. Each interview took place at the interviewee's office and lasted from about forty to sixty minutes. After the interviews were completed, the information from the interview was classified and analyzed to support of the study's objectives.

3.4 Data Analysis

The data from this study were analyzed using computer SPSS program version 17.0. The statistics used included frequency, analysis of variance, Pearson correlation, and multiple regression to determine the characteristics of the respondents, the descriptive statistics of both the independent variables and the dependent variable, and the relationships between independent variables and the dependent one.

3.5 Variables and Operational Definitions and Measurements

3.5.1 Dependent Variable

In this study, based on the respondent's perceptions, the effectiveness of educational policy implementation in the southernmost provinces of Thailand was the dependent variable and was defined as follows.

The effectiveness was assessed through the student's performance, which was measured according to university acceptance rate, the Ordinary National Educational Test or O-NET performance, and the students' usage of the Thai language as indicated in questions 63-66 in the questionnaire. The students' usage of the Thai language was used as one of the operational measurements because many students in the studied areas that are Thai Muslims have problems using the Thai language. The weakness of the usage of Thai would result in weaknesses in other areas of study.

3.5.2 Independent Variables

There are seven independent variables in this study, as shown below. School directors or deputy directors would answer the questionnaires based on these seven independent variables according to their perceptions.

3.5.2.1 Policy Objectives

Policy Objectives: policy is objective-based to serve as a guideline for implementation by the state's implementer (Anderson, 1975: 3). For this study, the clarity of the objectives on the part of the implementers and their relevance to the problems were studied.

1) Clarity of Objectives

The objectives of the educational policies for the three southernmost provinces should be clear in terms of implementation. Operational measurement of the clarity of the objectives was indicated in questions 6-9.

2) Relevance to Problem

Policy applied in the southernmost provinces should be relevant to the actual local contexts. Since the majority of people in the studied areas are Muslim, the educational policy objectives needed to respond to local needs and to take into account the socio-economic conditions of these three provinces. As a result,

the objectives of the policy should be in line with local subjects. The operational measurement of relevance to the problem was shown in questions 10-13. Question 14 was a general question on the policy objective variable.

3.5.2.2 Implementing Agency's Capacity

This refers to the various capabilities of the agency in bringing about success in implementing the policy. The strong capability of the implementing agency has a greater chance of successfully implementing the policy. In addition, the capability of implementing agencies was determined by the extent to which these agencies were willing to do the work (Van Meter and Van Horn, 1975: 455). For this study, agency collaboration, leadership style, teacher's knowledge and skills, and teachers' attitudes were included as part of the implementing agency's capability.

1) Agency Collaboration

Collaboration among schools and with their direct superior (regional and provincial offices) was used to measure part of the implementing agency's capability, as indicated in questions 15-18.

2) Leadership Style

Since the leadership style of the school directors had a direct influence on the performance of the school's educational staff, the school's director's leadership style (authoritarian, democratic, laissez-fair) was assessed here. It was measured as part of the implementing agency's capability in questions 19-22.

3) Attitude

The teachers' attitude plays an important part in successful work completion. Teachers' attitude was measured in terms of willingness to do the work, caring for students, and acceptance of the educational programs, as indicated in questions 23-26.

4) Knowledge and Skills

Knowledge and skills in this study meant the teachers' professional knowledge and teaching skills. They were measured in terms of training received, efficiency of using the Thai language, and capability to get the work done. All were indicated in questions 27-31.

3.5.2.3 Resources

This refers to the financial, technical, and human resources available to implementers in fulfilling policy objectives (Van Meter and Van Horn, 1975: 470-475).

Without adequate resources, it is unlikely that policy will be successfully implemented.

1) Financial Resources

These were the financial resources applied to each school in the studied areas, and were measured in terms of the sufficiency of the funds to support the school's various activities, as indicated in questions 32-35.

2) Technical Resources

The technical resources of a school are crucial for a school's success. This was measured in terms of sufficiency of teaching materials, classrooms, and transportation vehicles for students, as shown in questions 36-39.

3) Human Resources

Human resources are important in any schools. They are even more important in the studied areas, where the strength of the official language is still a problem. It was measured in terms of the sufficiency of academic teachers, including Thai teachers, as indicated in questions 40-43.

3.5.2.4 Incentives

Sufficient incentives are important for policy implementation because implementing agencies need to have some kind of reward to stimulate their work. Remunerative power (i.e. the allocation of material resources such as salaries, commissions, fringe benefits, taxes, and services) is usually the most effective means of inducing in policy implementers the willingness to achieve a satisfactory standard of enforcement and compliance (Thawilvadee Bureeku, 1998: 68). The incentives in this study were comprised of both financial and non-financial ones (salary increments and career path development).

1) Monetary Incentives

The monetary incentives for this study were measured in terms of salary, welfare, and other compensation such as loss of life or disability, as mentioned in questions 44-47.

2) Career Path

Career path was used as part of the incentives variable because of its characteristic importance. Since the studied areas comprised both public and private schools where Thai Muslims are dominant, teachers' (both public and private)

career development is vital for professional skills and educational results as a whole. Career path was measured as part of the variable in questions 48-51.

3.5.2.5 Student's Family Economic Condition

Poor student's family economic condition in the areas could hinder school performance as a whole. The supportive economic condition of the student's family plays a key role in his or her educational success. In this research, student's family economic condition was measured in terms of family income, joblessness, and family size, as indicated in questions 52-55.

3.5.2.6 Cultural Factor of Parental Support

The culture of the society plays a strong role in supporting the education of students in three southernmost provinces of Thailand studied here. The way in which the people in the villages live their lives and the culture of parental support can influence the learning of children. The cultural factor of parental support was measured in this study as indicated in questions 56-58.

3.5.2.7 Concern for Safety

The concern for safety is one of the main factors that impact the performance of policy implementers in three southernmost provinces. According to Maslow's (1943), need-hierarchy theory employees have five levels of needs: physiological, safety, social, ego, and self-actualizing. Even when the lowest level of needs is satisfied, safety is a critical aspect for those living in a life-threatening environment. The safety concern variable was included in the conceptual framework and was measured in terms of the improvement of the teachers' life safety from the school's executive's perceptions in questions 59-62.

Table 3.5 Operationalizations of Variables

Variables	Definitions	Operationalizations	Questions
Dependent Variable			
Educational Policy Implementation Effectiveness	Improvement of Students' Academic Performance	<ol style="list-style-type: none"> 1. Acceptance Rate to Universities 2. Ordinary National Educational Test (O-NET) 3. Students' Thai Language Usage 	63-66
Independent Variables			
	Objective's Clarity	<ol style="list-style-type: none"> 1. School Director's Understanding of Policy Objectives 2. Level of Educational Staff's Understanding of Policy Objectives 3. Level of Support of School's Activities for Policy Objectives 	6-9
Policy Objectives	Relevance to the Problems	<ol style="list-style-type: none"> 1. Level of Relevance of Educational Practice to Policy Objectives. 2. Level of Relevance of Policy Objectives to the Current Problems and Social Conditions. 3. Local Agencies Involvement in Policy Formulation Process 	10-14

Table 3.5 (Continued)

Independent			
Variables	Definitions	Operationalizations	Questions
Implementing Agency's Capacity	Agency Collaboration	1. Sufficient Exchange of Academic and Islamic Teachers. 2. Sufficient Meetings between Government Educational Agencies and Schools Under Supervision 3. Sufficient Meetings Among Schools	15-18
	Leadership Style	1. School Teachers Taking Part in Important School Activities 2. School Teachers' willing to Take Part in Important School Activities 3. Delegation of School Teachers to Significant Jobs	19-22
	Teacher's Attitude	1. Willingness 2. Acceptance of the Projects 3. Teachers' Care for Student's Learning	23-26
	Teacher's Knowledge and Skills	1. Training Teachers in Academic and Religious Courses Received. 2. Efficiency of Thai Language Teachers 3. Implementation Capability	27-31

Table 3.5 (Continued)

Independent Variables	Definitions	Operationalizations	Questions
		1. Sufficient School Lunch Budget	
	Financial Resources	2. Sufficient Funds for Educational Activities	32-35
		3. Payments to Educational Staff	
Resources	Technical Resources	1. Sufficient Teaching Materials	
		2. Sufficient Classrooms	
		3. Sufficient Transportation Vehicles	36-39
		1. Adequate Thai Language Teachers	
	Human Resources	2. Adequate Academic Teachers	40-43
		3. Adequate Teachers in Schools	
Incentives	Monetary Incentives	1. Sufficient Salary, Salary Increments, and Additional Pay Provided for Teachers	
		2. Sufficient Welfare for Educational Staff	44-47
		3. Compensation for Disability or Loss of Life	
		1. Special Promotion Considered	
	Career path development	2. Teacher's Good Evaluation Report Considered	48-51
		3. Number of Relocation Requests	
Student's Family Economic Condition	Economic condition of student's family	1. Family income	
		2. Jobless rate	52-55
		3. Family size	

Table 3.5 (Continued)

Independent			
Variables	Definitions	Operationalizations	Questions
Cultural Factor of Parental Support	Cultural Support of Villagers of Children's Education	1. Level of Community Support for Religious Study of Students 2. Level of Community Support for Academic Study of Students	56-58
Concern for Safety	Concern for Safety of Teachers in School from Violent Attacks	1. Number of Violent Incidents in schools 2. Numbers of Teachers Injured During Violent Attacks 3. Freedom of Teachers in Doing Daily Activities	59-62

3.6 Research Hypotheses

Based on the conceptual framework, which was derived from various policy implementation models, seven hypotheses were developed and analyzed. Each hypothesis stated the possibility of a relationship between the independent and the dependent variables.

1) The clarity and relevance of policy objectives are more likely to positively affect educational policy implementation effectiveness.

2) The strong capability of the implementing agency is more likely to positively affect educational policy implementation effectiveness.

3) Adequacy of resources is more likely to positively affect educational policy implementation effectiveness.

4) The adequacy of incentives is more likely to positively affect educational policy implementation effectiveness.

5) The supportive economic condition of a student's family is more likely to positively affect educational policy implementation effectiveness.

6) A strong culture of parental support is more likely to positively affect educational policy implementation effectiveness.

7) The high concern for safety of teachers is more likely to negatively affect the effectiveness of educational policy implementation.

3.7 Analysis

3.7.1 Analytical Model:

The analytical model for this research was based on the designed conceptual framework, as shown in figure 2.11, comprising 1 dependent variable and 7 independent variables.

3.7.2 Tabular Presentation:

The information used for describing the variables is presented in a tabular format. The statistics used within the tables included percent, mean, standard deviation, and minimum and maximum values.

3.7.3 Statistics Used:

The statistics used for analysis of the model included percent, mean, standard deviation, minimum and maximum values for describing the individual variables, analysis of variance for finding differences in performance based on the different types of demographic information on the respondents, Pearson correlation analysis to test the relationships between the independent variables and the dependent one, and to test the specified hypotheses. In addition, multiple regression analysis was used to find the most important factors that impacted educational policy implementation effectiveness.

CHAPTER 4

RESULTS OF THE STUDY

The data collected from the mailed survey, in-depth interviews, and secondary data sources were analyzed to answer the specified study objectives. The chapter began with a description of the characteristics of the respondents in section 4.1, and analysis of respondents' perceptions of the major factors affecting educational policy implementation effectiveness and educational policy implementation effectiveness itself in section 4.2. In section 4.2, all seven independent variables are described and concluded, then the dependent variable of this study, which is educational policy implementation effectiveness based on the respondents' perceptions, is analyzed. Additional data from secondary sources from the Association of University Presidents of Thailand (2011) and from the National Institute of Educational Testing Service (2011) were used to support study objective 1. In addition, the univariate analysis of variance (ANOVA) was used to find the differences in performance based on demographics of respondents (school type and province). Section 4.3 contains the analysis of factors affecting educational policy implementation effectiveness based on the school directors' perceptions, and the analysis of the specified hypotheses. Section 4.4 is comprised of an analysis that displays the most important factors affecting educational policy implementation effectiveness. Section 4.5 discusses the results of the in-depth interview, and section 4.6, the last section, is a discussion of the results.

4.1 Respondents' Characteristics

This section explains the demographic characteristics of the respondents. The characteristics are detailed in table 4.1 on gender, age, educational level, position, school type, and province.

1) Gender

The respondents' gender characteristics in table 4.1 indicate that males made up 71.5 percent while females made up 28.5 percent of the total respondents. It can be concluded that more males worked in executive positions than females in both public and private schools.

2) Age

The age characteristics of the respondents, who were directors or deputy directors of their schools, varied. Referring to table 4.1, the ages were classified into four groups: less than 40, age 40-49, age 50-59, and 60 and over. It can be inferred that the respondents aged less than 40 accounted for 30.3 percent; those aged 40-49 accounted for 27.8 percent; those aged 50-59 accounted for 40.1 percent; and those aged 60 and over accounted for only 2.4 percent. The average age of respondents was 46.0, with 24 as the youngest and 65 the oldest. The very young and over sixty years of age group referred to directors of private schools. The age information also suggested that the young generation was moving up to take executive positions.

3) Educational Level

The educational statistics of the respondents in table 4.1 indicate that about 40 percent of them received a bachelor degree, and almost 60 percent received a master degree, while a few (1.2 percent) earned a doctoral degree. This suggests that the majority of those in executive positions at the schools earned at least a bachelor degree, with more than half earning a master degree. This also implies that those in the schools' executive positions realized the importance of a higher education.

4) Position

From the mailed surveys handed to each school requiring either the school's director or deputy director to answer the questionnaires, it can be seen in table 4.4 that 3.9 percent of respondents were school directors, while only 26.1 percent were school deputy directors. This implies that the majority of schools were willing to cooperate in the survey.

Table 4.1 Percentage of Respondents' Characteristics

Respondents' Characteristics	Percent (Number)
Gender	
Male	71.5(181)
Female	28.5 (72)
Total	100.0(253)
Age	
Less than 40	30.3 (76)
40-49	27.8 (70)
50-59	40.1(101)
60 and over	2.4 (6)
Total	100.0(253)
Educational Level	
Bachelor degree	39.9(101)
Master degree	57.3(145)
Doctoral degree	1.2 (3)
Others	1.6 (4)
Total	100.0(253)
Position	
School's Director	73.9(187)
Deputy Director	26.1 (66)
Total	100.0(253)
Type of School	
Pattani Primary School Area 1	8.7 (22)
Pattani Primary School Area 2	9.9 (25)
Pattani Primary School Area 3	5.1 (13)
Yala Primary School Area 1	5.1 (13)
Yala Primary School Area 2	7.1 (18)
Yala Primary School Area 3	4.3 (11)
Narathiwat Primary School Area 1	11.1 (28)
Narathiwat Primary School Area 2	11.9 (30)

Table 4.1 (Continued)

Respondents' Characteristics	Percent (Number)
Narathiwat Primary School Area 3	9.9 (25)
Public Secondary Schools	3.2 (8)
Islamic Private Schools in Pattani	7.1 (18)
Islamic Private Schools in Yala	6.3 (16)
Islamic Private Schools in Narathiwat	7.5 (19)
Private Schools in Pattani	0.8 (2)
Private Schools in Yala	1.2 (3)
Private Schools in Narathiwat	0.8 (2)
Total	100.0 (253)
Province	
Pattani	32.0 (81)
Yala	25.7 (65)
Narathiwat	42.3 (107)
Total	100.0 (253)

Note: For age, \bar{X} = 46.0 S.D.=9.2 Min=24 Max=65

5) School Type

Information from table 4.1 indicates that primary schools (Pattani, Yala, and Narathiwat in educational service areas 1-3) made up 73.1 percent of the respondents, private schools 15 (1) or Islamic private schools and private schools teaching secular courses made up 23.7 percent, while public secondary schools made up only 3.2 percent of all respondents.

6) Province

The characteristics of the provinces of respondents in table 4.1 indicate that 32 percent of the respondents were in Pattani, 25.7 percent in Yala, while 42.3 percent were in Narathiwat.

Overall, the demographic characteristics of respondents indicated that the majority of those in executive positions at the schools were male, with the young

generation moving up fast to take executive positions in the schools. In addition, the majority of respondents received at least a bachelor degree, with more than fifty percent receiving a master degree. Last but not least, the majority of schools being surveyed were primary schools. Private schools took up a quarter of the entire respondents. Lastly, among the three provinces under study, Narathiwat province contained most respondents at about 40 percent.

4.2 School Directors' Perceptions of Educational Policy Implementation Effectiveness

In this section, the descriptive statistics of each variable are presented. Responses are classified into five levels; namely, "high," "moderate," "low," "not at all," and "not sure/no answer" to correspond with the agreement level of the responders. In addition, responses of moderate and high are highlighted in the corresponding tables and combined for interpretation of each questionnaire question. This combination was made because both responding levels indicated strong support for the questionnaire question. As a result, in analyzing the combined response, 50 percent or more of the combined responses indicated strong support of the questionnaire question, and of that variable. Details of the descriptive statistics of both the independent variables and the dependent variable from the school director's or deputy director's views are presented in sub-sections 4.2.1 and 4.2.2

4.2.1 Independent Variables

4.2.1.1 Policy Objectives

The policy objectives in this research were classified into two areas: clarity of the policy and relevance of policy to the problems. For clarity of the policy objectives, four questions were asked, with the first three being asked indirectly and the last one asked directly for clarity. The information in table 4.2 reveals that 99.6 percent of respondents confirmed their understanding of policy objectives. Their school activity support was in line with the policy objectives, with 97.3 percent of respondents giving opinions in that direction. In addition, the schools' educational staff, especially teachers, had a good understanding of the educational policy (95.7 percent of respondents). To conclude, 91.3 percent of the respondents indicated that the educational policy for the three southernmost provinces was clear.

Table 4.2 Percentage of Responses Regarding Clarity of Policy Objectives

Policy Objective's Clarity	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
School's director has full understanding of policy objectives.	56.9	42.7	-	-	0.4	100.0 (253)
		99.6				
School's activities support policy objectives.	53.8	43.5	1.6	0.8	0.4	100.0 (253)
		97.3				
School's educational staff has full understanding of educational policy objectives.	34.0	61.7	3.2	-	1.2	100.0 (253)
		95.7				
Government's educational policy is clear.	39.5	51.8	7.5	-	1.2	100.0 (253)
		91.3				

According to the responses in table 4.3, considering the relevance of the policy to the social context, the majority of respondents or 96.0 percent said that their school's educational practice was in line with the policy's objectives. Furthermore, 87.0 percent of respondents said that the educational policy was in line with social context in terms of religion, culture, and way of life. In terms of local staff involvement in educational policy formulation, the majority of respondents confirmed that the involvement of local staff in policy formulation was good (72.7 percent of respondents), indicating good cooperation between local staff and the central government. As a whole, respondents opined that the educational policy was relevant to local conditions (72.3 percent of respondents).

Table 4.3 Percentage of Responses Regarding Relevance of Policy Objectives

Policy Objective's Relevance	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Educational practice is in line with the policy objectives.	45.8	50.2	3.2	-	0.8	100.0 (253)
		96.0				
Policy objectives are relevant to the social conditions and current problems.	18.2	68.8	11.5	-	1.6	100.0 (253)
		87.0				
There were sufficient local staff members involved in the education policy formulation process.	15.0	57.7	21.7	3.2	2.4	100.0 (253)
		72.7				
Education policy is relevant to social conditions and problems of schools in the areas.	15.4	56.9	24.9	0.8	2.0	100.0 (253)
		72.3				

Information in table 4.4 revealed that the combined response of 74.7 percent indicated the clarity and relevance of policy objectives. In addition, statistical data also showed that the mean of the response was 4.21, with minimum and maximum values of 3.11 and 5.00, respectively, and with a standard deviation of 0.38, which was low. From the responses on clarity and relevance in tables 4.2-4.4, it could be concluded that school directors or deputy directors perceived the educational policy for the three southernmost provinces in terms of policy objectives as clear and relevant to local conditions.

Table 4.4 Percentage of Responses Regarding on Policy Objectives

Policy Objective	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
In general, education policy for the southernmost provinces is clear and relevant to local conditions.	14.2	60.5	22.1	2.4	0.8	100.0 (253)
		74.7				

Note: \bar{X} = 4.21 S.D=0.38 Min= 3.11 Max= 5.00

4.2.1.2 Implementing Agency's Capacity

In terms of collaboration, the information in table 4.5 reveals that the returned responses (82.6 percent) indicated that the educational staff of the schools, particularly teachers, had regularly met. In addition, the meetings between governmental officials and school directors under their supervision were sufficient (71.2 percent of respondents). However, the exchange of educational staff members, and academic and religious teachers, was small (31.6 percent). In general, collaboration among educational agencies was appropriate and sufficient (80.6 percent of respondents).

Table 4.5 Percentage of Responses Regarding Collaboration of Implementing Agency's Capacity

Collaboration	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Sufficient meetings among school's staff members	29.6	53.0	15.8	1.6	-	100.0 (253)
		82.6				

Table 4.5 (Continued)

Collaboration	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
There are sufficient meetings between the government educational staff and the schools under supervision.	19.8	51.4	26.9	2.0	-	100.0 (253)
		71.2				
There are sufficient exchanges of academic and Islamic teachers among the schools in supporting one another.	7.9	23.7	30.8	35.2	2.4	100.0 (253)
		31.6				
In general, collaboration among educational agencies in the areas is appropriate and sufficient.	16.6	64.0	19.0	0.4	-	100.0 (253)
		80.6				

In terms of the leadership style of the school directors, the data from table 4.6 indicates that most school directors agreed that their teachers were willingly to take part in important school activities (98.4 percent), and their teachers were delegated important jobs (97.7 percent). In addition, school teachers sufficiently took

part in school activities (96.1 percent). In general, almost 98 percent of the respondents indicated that their leadership style was based on the involvement and participation of the teachers in schools, for example, in improving courses or any educational activities.

Table 4.6 Percentage of Responses Regarding Leadership Style in Implementing Agency's Capacity

Leadership's style	High	Moderate	Low	Not At All	Not Sure/ No Answer	Total
School teachers willingly take part in important school activities.	71.5	26.9	1.6	-	-	100.0 (253)
		98.4				
School teachers are appropriately delegated to significant jobs.	53.0	44.7	2.0	-	0.4	100.0 (253)
		97.7				
School teachers can take part in important school activities sufficiently.	53.8	42.3	4.0	-	-	100.0 (253)
		96.1				
You, as the school's director, emphasize participation of co-workers in the school's work.	77.9	20.9	0.8	-	0.4	100.0 (253)
		98.8				

Concerning the school teachers' attitudes, the data from table 4.7 indicate that the schools' directors or deputy directors viewed their school teachers as possessing a good attitude toward their work (99.6 percent). In addition, according to the schools' executives' views, teachers are willing to help in any educational programs (98.4 percent). It was also felt that the teachers took good care of their

students (98.8 percent). In general, in terms of attitude, the school directors perceived that their teachers possessed a good attitude toward being a part of the school.

Table 4.7 Percentage of Responses Regarding Attitude in Implementing Agency's Capacity

Attitude	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
The teachers in your school have a positive attitude toward the school's programs.	70.0	29.6 99.6	0.4	-	-	100.0 (253)
The teachers in your school are willing to help with any educational programs.	68.0	30.4 98.4	1.2	0.4	-	100.0 (253)
Teachers take good care of their students.	64.4	34.4 98.8	1.2	-	-	100.0 (253)
In general, the teachers in your school possess a good attitude toward being part of the school.	70.0	27.7 97.7	1.6	0.8	-	100.0 (253)

However, in terms of the school teachers' knowledge and skills, it turned out, according to table 4.8, that a majority of respondents confirmed that their teachers always learned new knowledge and improved their skills in teaching (97.3 percent of respondents). In terms of the efficiency of Thai language teachers, 96.5 percent of respondents indicated that their teachers were capable of using their knowledge and skills to implement the assigned tasks. To conclude, according to the viewpoint of the school directors or deputy directors, their teachers were knowledgeable and skillful (96.4 percent of respondents) in implementing their tasks.

Table 4.8 Percentage of Responses Regarding Knowledge and Skills in Implementing Agency's Capacity

Knowledge and Skills	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Teachers in your school always learn new knowledge and skills.	43.5	53.8	2.8	-	-	100.0 (253)
		97.3				
The Thai language teachers are efficient in your school.	38.7	57.7	3.6	-	-	100.0 (253)
		96.4				
Teachers are capable of using their knowledge and skills in implementing tasks.	42.7	53.8	1.6	0.8	1.2	100.0 (253)
		96.5				
Overall, the teachers in your school are knowledgeable and skillful.	41.1	55.3	2.0	-	1.6	100.0 (253)
		96.4				

The information in table 4.9 indicates that, in general, the school directors or deputy directors perceived their schools as capable of providing good education to their students (97.6 percent of respondents). This was relevant to the mean of the response of 4.36 and small standard deviation of 0.31.

In general, from the school directors or deputy directors' point of view, the schools' capability was good considering the four measuring criteria (collaboration, leadership style, attitude, and knowledge and skills). However, particular areas, such as the ability of Thai teachers, needed to be improved because efficient teachers could result in good student performance.

Table 4.9 Percentage of Responses Regarding the Implementing Agency's Capacity

Implementing Agency's Capacity	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
In general, your school is capable of providing good education to students.	39.5	58.1	1.2	-	1.2	100.0 (253)
		97.6				

Note: \bar{X} =4.36 S.D=0.31 Min=3.53 Max=5.00

4.2.1.3 Resources

The information in table 4.10, based on the school directors' or deputy directors' views, indicates that there were reasonable payments for teachers (85 percent of respondents). In terms of fund support for school lunches, it was sufficient (75.1 percent of respondents). Considering the funds needed to support the school activities, overall they were sufficient (74 percent of respondents). Generally, the financial resource support for schools was sufficient (73.5 percent of respondents).

Table 4.10 Percentage of Responses Regarding Financial Resources

Financial Resource	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Payments for teachers are reasonable.	26.1	58.9	13.8	1.2	-	100.0 (253)
		85.0				
The funds to support school lunches are sufficient.	31.6	43.5	16.2	7.9	0.8	100.0 (253)
		75.1				

Table 4.10 (Continued)

Financial Resource	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
The school's educational activities have been sufficiently funded.	20.2	53.8 74.0	24.9	1.2	-	100.0 (253)
Your school has a sufficient budget to support educational activities.	16.2	57.3 73.5	24.5	2.0	-	100.0 (253)

In terms of technical resources (table 4.11), the majority of respondents agreed that the classrooms for their schools were sufficient overall (71.2 percent of respondents) and that teaching materials were adequate as a whole (66.4 percent of respondents). However, in terms of transportation vehicles, the majority of schools agreed that the transportation vehicles for their schools were inadequate (30.9 percent of respondents). When asked about the sufficiency of technical support, the respondents indicated that technical support was sufficient overall (59.3 percent of respondents).

Table 4.11 Percentage of Responses Regarding Technical Resources

Technical Resource	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Your school has sufficient classrooms for all students.	26.5	44.7 71.2	24.9	4.0	-	100.0 (253)

Table 4.11 (Continued)

Technical Resource	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Your school has sufficient teaching materials to support educational programs.	11.5	54.9	32.0	1.6	-	100.0 (253)
		66.4				
Your school has adequate transportation vehicles.	10.3	20.6	24.9	43.9	0.4	100.0 (253)
		30.9				
Overall, your school has sufficient technical resources to support the school's programs.	8.3	51.0	38.3	2.4	-	100.0 (253)
		59.3				

Regarding human resources (table 4.12), based on the school directors' or deputy directors' views, it was viewed that academic teachers were adequate in terms of number (80.6 percent of respondents). However, Thai language teachers were moderately adequate (60.1 percent of respondents). Overall, (84.9 percent of respondents) the schools in the areas agreed that they were adequate in terms of human resources.

Table 4.12 Percentage of Responses Regarding Human Resources

Human Resource	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
The academic teachers are adequate in terms of number in your school.	26.1	54.5	15.4	3.6	0.4	100.0 (253)
		80.6				
The Thai language teachers are adequate in your school.	17.8	42.3	34.0	5.5	0.4	100.0 (253)
		60.1				
Your school has sufficient teachers.	30.4	54.5	13.4	1.6	-	100.0 (253)
		84.9				

The responses in table 4.13 indicate that based on the school directors' or deputy directors' perceptions, the schools in the three southernmost provinces were sufficient in terms of resources providing quality education. This was in line with the statistical mean of the resource variable of 3.85 and standard deviation of 0.46.

In conclusion, the school executives in the areas viewed financial resources as generally adequate in the three southernmost provinces. Technical resources were also seen to be sufficient overall, except for transportation vehicles. Human resources were also adequate, with the exception of efficient Thai teachers, who might be needed more in some schools. As a whole, the school directors in the three southernmost provinces perceived the resources for their schools as sufficient.

Table 4.13 Percentage of Responses Regarding Resources

Resources	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Overall, your school has sufficient resources to provide quality education.	19.0	68.0	11.5	1.2	0.4	100.0 (253)
		87.0				

Note: \bar{X} =3.85 S.D=0.46 Min=2.50 Max=5.00

4.2.1.4 Incentives

In terms of incentives for teachers in the schools, the information from table 4.14 indicates that school directors or deputy directors viewed the financial incentives in terms of salary and other payments for their teachers in the three southernmost provinces as adequate (77.5 percent of respondents), and their welfare received was also seen to be adequate (75.4 percent of respondents). However, in terms of compensation for loss of lives, the majority of respondents agreed that it should be more (57.7 percent of respondents). As a whole, school executives viewed the financial incentives for teachers in the studied areas as adequate (72.3 percent of respondents). However, special focus in terms of financial incentives should be directed more to private school teachers, who still received smaller payments than their public school teacher counterparts.

Table 4.14 Percentage of Responses Regarding Financial Incentives

Financial Incentive	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Teachers have received sufficient salary, and fair salary increments provided by the government.	25.7	51.8	18.6	3.6	0.4	100.0 (253)
		77.5				

Table 4.14 (Continued)

Financial Incentive	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Teachers have received adequate welfare.	20.9	54.5	22.1	1.6	0.8	100.0 (253)
		75.4				
Compensation for loss of life or disability is reasonable.	15.8	41.9	29.2	6.3	6.7	100.0 (253)
		57.7				
Financial incentives are adequate.	16.6	55.7	22.5	3.6	1.6	100.0 (253)
		72.3				

Considering the career path of teachers in the areas (table 4.15), the school directors or deputy directors perceived that their teachers exhibiting good performance have been promoted to higher positions (85.6 percent of respondents), and teachers with exceptional performance have also been reviewed for special promotion (82.6 percent of respondents). In addition, the number of relocation requests was small (69.1 percent of respondents). As a whole, school executives viewed the career path for their teachers as good (supported by 88.6 percent of respondents).

Table 4.15 Percentage of Responses Regarding Career Path

Career Path	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Teachers with good evaluation reports have been considered for promotion in due time.	35.6	50.2	11.1	2.8	0.4	100.0 (253)
		85.8				

Table 4.15 (Continued)

Career Path	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Special promotion has been considered for teacher's exceptional performance.	32.4	50.2	13.8	3.2	0.4	100.0 (253)
		82.6				
The number of relocation requests is small.	21.7	47.4	21.3	7.5	2.0	100.0 (253)
		69.1				
Overall, the teacher's career path is clear.	34.4	54.2	6.7	2.4	2.4	100.0 (253)
		88.6				

Note: \bar{X} =4.01 S.D=0.52 Min=2.13 Max=5.00

The statistical mean of the incentives variable of 4.01 indicated that school directors or deputy directors perceived the incentives for their teachers as sufficient. Generally, the incentives for teachers in the three southernmost provinces were considered good. However, it was felt that the incentives for teachers in private schools should be reconsidered in order to narrow the income gap between public and private teachers and to increase student performance in the end.

4.2.1.5 Student's Family Economic Condition

The information from table 4.16, based on the school directors' or deputy directors' perceptions, indicated that 69.1 percent of respondents believed that their students' family income did not affect their schooling. This was in line with the perceptions on the jobless rate, with 68.8 percent of respondents stating that the students' family joblessness did not affect their schooling. In terms of family size, 63.7 percent of respondents opined that family size did not affect the students' schooling; however, about 30 percent stated that family size affected the students' schooling. In direct response to the question, 69.2 percent of respondents stated that

the current students' economic condition did not significantly affect their schooling. The statistical mean of 3.78 also indicated that school executives perceived the students' economic condition as rather sufficient, not affecting students' schooling.

Table 4.16 Percentage of Responses Regarding Students' Family Economic Condition

Student's Family Economic Condition	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Student family income is sufficient, and is not a burden for the student's schooling.	13.8	55.3 69.1	22.9	5.2	2.8	100.0 (253)
The jobless rate does not affect the student's schooling.	18.2	50.6 68.8	24.1	5.5	1.6	100.0 (253)
The student's family size does not affect their schooling.	11.5	52.2 63.7	30.0	-	5.1	100.0 (253)
Overall, the students' economic condition does not affect their schooling.	11.9	57.3 69.2	24.9	4.3	1.6	100.0 (253)

Note: \bar{X} =3.78 S.D=0.63 Min=2.00 Max=5.00

4.2.1.6 Cultural Factor of Parental Support

The information in table 4.17, based on the school directors' or deputy directors' perceptions, indicated that local culture supported the schooling of their children both in religious and academic study (94.1 and 87 percent of respondents, respectively). In the general response, 90.5 percent of respondents stated that the children's education was supported by the local society. The statistical mean of 4.31

with a standard deviation of 0.58 was interpreted that the school executives perceived the local culture of parental support in the three southernmost provinces as strong for student's educational improvement, both academic and religious. It also implied that parents were actively involved in their children's schooling.

Table 4.17 Percentage of Responses Regarding a Cultural Factor of Parental Support

Cultural Factor of Parental Support	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
The social factor supports the religious study of the children.	51.0	43.1	5.5	0.4	-	100.0 (253)
		94.1				
The social factor supports the academic study of the children.	34.8	52.2	11.5	1.6	-	100.0 (253)
		87.0				
In general, the social factor supports the children's education.	38.3	52.2	7.5	1.6	0.4	100.0 (253)
		90.5				

Note: \bar{X} =4.31 S.D=0.58 Min=2.33 Max=5.00

4.2.1.7 Concern for Safety

The information from table 4.18, based on the school directors' or deputy directors' perceptions, indicates that the majority of teachers (63.6 percent) had freedom in doing their daily activities, while about 35 percent stated that the teachers had low freedom in carrying out daily activities. On the number of violent acts, 58.9 percent of respondents opined that the number of violent incidences had reduced from previous years, while 35.8 percent said that the number of incidents was still high. In terms of the number of educational staff injured or dead due to violence, 52.9 percent of respondents said that they had seen a drop in the number of teachers injured or killed. Overall, (64.8 percent of respondents) the teachers felt that they had freedom and safety in their daily life at a moderate to high level. The descriptive

statistics of the concern for safety variable revealed that the mean response was 3.63, the minimum response was 2.00, and the maximum response was 5.00, with a standard deviation of 0.72, which was rather high. The mean response of 3.63 meant that the school executives viewed life safety for teachers as rather moderate. The high standard deviation implied that the safety issue affected school teachers differently from school executives' point of view. Due to the persistence of violence in the areas, teachers, especially Buddhist teachers, still have to be escorted by government security forces in carrying out their daily activities. In general, school executives viewed that safety for the educational staff in the three southernmost provinces was low compared with other parts of the country-many teachers were still concerned about their own safety. As long as the safety issue has not been completely solved, the schools in the areas will still be affected, along with the effectiveness of educational policy implementation in the areas.

Table 4.18 Percentage of Responses Regarding Concern for Safety

Concern for Safety	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Teachers have freedom in doing daily activities.	15.0	48.6	22.1	12.6	1.6	100.0 (253)
		63.6				
The number of violent incidents has dropped.	13.4	45.5	20.6	14.2	6.3	100.0 (253)
		58.9				
The number of injured educational staff due to violence has dropped.	14.2	38.7	22.5	15.8	8.7	100.0 (253)
		52.9				
Overall, teachers are safe in daily life.	15.8	49.0	23.3	10.3	1.6	100.0 (253)
		64.8				

Note: \bar{X} =3.63 S.D=0.72 Min=2.00 Max=5.00

4.2.2 Dependent Variable (Educational Policy Implementation Effectiveness)

For educational policy implementation effectiveness, three criteria were used for measurement methods; namely, efficiency of students with the Thai language , admission rate to universities, and Ordinary National Educational Test or O-NET, according to the school directors' or deputy directors' perceptions. A response over 50 percent was considered good in terms of level of effectiveness.

The information from table 4.19, based on school directors' or deputy directors' perceptions, indicates that the Thai communication skills of students in schools in the three southernmost provinces were rather good (79.4 percent of respondents). Regarding the university admission rate of students in the schools in the areas, the information from the mailed survey of secondary schools at level 6 indicated that 78.7 percent of respondents considered that their schools' students' admission rate in both public and private universities had improved. In addition, considering the O-NET test results, the school executives in the areas (67.6 percents of respondents) considered that their students' test results had improved, with 9.1 percent of school respondents stating that their students' results on the Ordinary National Educational Tests or O-NET were high. Based on the mailed survey, the school executives in the three southernmost provinces perceived their students' performance as meeting the policy goals in terms of improvement (94.1 percent of respondents). Furthermore, the statistical mean of 3.93 and the standard deviation of 0.48 indicates that school directors or deputy directors viewed student performance as a whole in the three southernmost provinces as meeting policy goals on improvement. However, a high standard deviation with a minimum response of 2.00 and a maximum of 5.00 reflected variation in the response across the studied areas. In conclusion, the school executives perceived their students' performance in Pattani, Yala, and Narathiwat provinces as meeting the policy goals in terms of student performance improvement.

Table 4.19 Percentage of Responses Regarding Implementation Effectiveness

Implementation Effectiveness	High	Moderate	Low	Not At All	Not Sure/No Answer	Total
Students can communicate in Thai efficiently.	13.4	66.0	19.0	1.6	-	100.0 (253)
		79.4				
Students' acceptance rate to universities has increased.	34.4	44.3	9.8	1.6	9.8	100.0 (61)
		78.7				
Student's Ordinary National Educational Test results have improved.	9.1	58.5	24.5	4.0	4.0	100.0 (253)
		67.6				
Overall, your school has successfully accomplished the government's educational policy goals.	18.2	75.9	5.1	0.4	0.4	100.0 (253)
		94.1				

Note: \bar{X} =3.93 S.D=0.48 Min=2.00 Max=5.00

Support for the conclusion on the school directors' perceptions on educational policy implementation effectiveness also came from the secondary data sources in the related governmental organizations: the National Institute of Educational Testing Service, NIETS, the Association of University Presidents of Thailand (2011), and from the in-depth interviews with key informants.

The secondary data from the NIETS (2011) revealed that the students' test results on the Thai language in all educational service areas in Pattani, Yala, and Narathiwat provinces were trailing below the national average. As shown in appendix E, figures 6-8 indicate that the national average of Thai language score was at 38.56,

35.35, and 46.47 out of 100 for the 2009 O-NET at primary school level 6, secondary school level 3, and 6, respectively, trailing below the national averages for all educational areas. Thus it can be concluded that the schools in three southernmost provinces need to improve their performance on Thai language tests. Efficient use of the Thai language would make students more efficient in other subjects.

Considering other O-NET subjects (English, mathematics, and science), the schools in the areas still performed under national averages in general, especially on mathematics and science subjects. In addition, on a regional basis, the schools in the southern region performed at approximately the national average for O-NET testing in Thai and English languages, mathematics, and science subjects for all three levels of testing. Regarding the performance of primary schools at level 6 in Pattani, Yala, and Narathiwat provinces for a 3-year period, it can be seen in appendix E, figures 12-14, that school performance in the Thai language, mathematics, and science improved year on year but still was below the national average. Figures 15-18 also indicate that the schools' performance on the Ordinary National Educational Test or O-NET for secondary school level 6 was improving on a yearly basis. Figures 19-20 reveal that students in Pattani, Yala, and Narathiwat provinces went to public universities more than private ones. To conclude, the admission of students to university in the three southernmost provinces did not show a sign of significant improvement.

To conclude regarding the secondary data, the schools in the three southernmost provinces have generally met the policy goals in terms of student performance improvement, but at a moderate level.

Information from the in-depth interviews of five key informants in the areas, namely public and private school directors, and public and private educational service area directors, on the performance of schools under their responsibility indicated that all five key informants agreed that the performance of students had improved but was still low compared with other regions of the country. Special emphasis should be placed on how to improve students' efficiency in the Thai language because inefficient use of Thai language led to weaknesses in other subjects of study.

From the in-depth interviews, it was seen that the obstacles to educational policy implementation effectiveness included:

1) School directors', especially in private schools, lack of management skills (unlike their public school counterparts, which were fully supported by the government in terms of attending necessary training)

2) Violence in the areas (teachers, particularly Buddhist, have been the target of attacks)

3) Lack of good welfare for teachers teaching in private schools

4) School directors' understanding of Muslim culture, particularly in public schools, where many directors are Buddhist and might not fully understand the needs of their Muslim students.

5) Specific laws should be enforced in the areas for effective education. For example, private school teachers, unlike private school teachers in other areas, have to be responsible for the majority of students after they move up to a secondary level of education.

6) Currently, parents tend to shift their intention to sending their children to private schools at early ages. This would affect public schools directly, especially primary schools, because when children go to private school at an early age they tend not to return to public schools.

In conclusion, according to the school directors' perceptions in the mailed survey, secondary source information, and the in-depth interviews, it can be stated that the educational policy implementation in the three southernmost provinces was generally effective in terms of improvement of student performance.

From the results of school directors' perceptions of the educational policy implementation effectiveness, the univariate analysis of variance (ANOVA) was used to find the differences in implementation performance based on the different demographic information of the respondents (province and school type). The results of the analysis are presented in tables 4.20-4.21. Based on this demographic information (province), the analysis showed that respondents from different provinces (Pattani, Yala, and Narathiwat) perceived the educational policy implementation effectiveness (EPIE) in their areas in the same way. The means of the EPIE's among provinces were close to one another, as presented in table 4.21. Considering the means of the EPIE's for public and private schools across the provinces in table 4.21,

the results indicate that the EPIE mean values were close to one another for the same school type across provinces. In addition, statistical results also showed that school types and provinces were not significantly correlated. Therefore, based on the perceptions of the schools' executives, educational policy implementation effectiveness (EPIE) was not significantly different based on provinces.

However, the ANOVA results for educational policy implementation effectiveness (EPIE) based on school types were significant at the 0.01 level. As shown in table 4.21, the mean values for the EPIE based on school types were 3.88 and 4.07 for public and private school types, respectively. This indicated that school directors from public schools perceived educational policy implementation effectiveness (EPIE) differently from their counterparts in private schools.

Table 4.20 Univariate Analysis of Variance of Demographic Characteristics (Province and School Type) and Educational Policy Implementation Effectiveness (EPIE)

Source	Educational Policy Implementation Effectiveness (EPIE)			
	Sum of Squares	Mean Square	F	Sig
School Type	1.532	1.532	6.847	.009*
Province	.649	.324	1.450	.237
School Type * Province	.055	.028	.123	.884

Note: * ANOVA is significant at the 0.01 level

Table 4.21 Estimated Marginal Mean of the Dependent Variable (EPIE)

Dependent Variable: EPIE

School Type	Mean	Std. Error	95% Confidence Interval		
			Lower Bound	Upper Bound	
Public	3.884	.036	3.813	3.955	
Private	4.074	.063	3.950	4.198	
Province					
Pattani	3.901	.061	3.780	4.022	
Yala	3.992	.069	3.856	4.129	
Narathiwat	4.043	.058	3.929	4.157	
School Type*Province					
Public	Pattani	3.785	.062	3.664	3.907
	Yala	3.922	.072	3.780	4.065
	Narathiwat	3.944	.052	3.841	4.046
Private	Pattani	4.017	.106	3.808	4.225
	Yala	4.062	.118	3.829	4.296
	Narathiwat	4.143	.103	3.939	4.346

4.3 School Directors' Perceptions of the Factors Affecting Educational Policy Implementation Effectiveness

The data collected from the mailed survey on the school directors' or deputy directors' perceptions of the major factors affecting educational policy implementation effectiveness were tested to find the relationships between the independent variables and the dependent variable in terms of magnitude and direction. In addition, the stated hypotheses were analyzed. The dependent variable and seven independent variables used in the Pearson correlation analysis are as follows:

- EPIE = Educational policy implementation effectiveness
 OBJ = Policy objectives
 CAPAC = Implementing agency capacity

RES	=	Resources
INCENT	=	Incentives
ECON	=	Student's family economic condition
CULT	=	Cultural factor of parental support
CFS	=	Concern for safety

Based on the school directors' or deputy directors' perceptions, the correlation matrix between the independent variables and the dependent variable in table 4.22 revealed that from 183 response samples, policy objectives (OBJ) had a positive and a significant correlation with educational policy implementation effectiveness, with an r-value of 0.21 at the 0.01 level (1-tailed) in the three southernmost provinces for both public and private schools.

The implementing agency's capability (CAPAC) had a positive and significant correlation with educational policy implementation effectiveness (EPIE), with an r-value of 0.325 at the 0.01 level (1 tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces.

Resources (RES) had a positive and significant correlation with educational policy implementation effectiveness (EPIE), with an r-value of 0.547 at the 0.01 level (1 tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces.

Incentives (INCENT) had a positive and significant correlation with educational policy implementation effectiveness (EPIE), with an r-value of 0.376 at the 0.01 level (1-tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces.

Student's family economic condition (ECON) had a positive and significant correlation with educational policy implementation effectiveness (EPIE), with an r-value of 0.433 at the 0.01 level (1-tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces.

Cultural factor of parental support (CULT) had a positive and significant correlation with educational policy implementation effectiveness (EPIE), with an r-value of 0.375 at the 0.01 level (1-tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces.

Regarding the concern for safety (CFS) factor, the statistical results revealed that improvement of the teacher's life safety had a positive and significant correlation with the educational policy implementation effectiveness (EPIE), with an r-value of 0.487 at the 0.01 level (1-tailed) for public and private schools in Pattani, Yala, and Narathiwat provinces. In other words, the concern for safety (CFS) factor had a negative correlation with educational policy implementation effectiveness.

From the correlation analysis between the seven independent variables and the dependent one, it was evident that according to the school executives' perceptions, all independent variables except the concern for safety (CFS) factor showed positive correlations with the educational policy implementation effectiveness (EPIE).

4.3.1 Hypothesis Testing

The Pearson correlation analysis was not only used to find the relationships among the variables but also to analyze the specified hypotheses, as shown below.

4.3.1.1 First Hypothesis: Clarity and relevance of policy objectives (OBJ) are more likely to positively affect educational policy implementation effectiveness (EPIE).

From the correlation matrix in table 4.22, it can be seen that the Pearson correlation value (r-value) between policy objectives (OBJ) and educational policy implementation effectiveness (EPIE) was 0.21 at the significant level of 0.01 (1-tailed). This meant that from the school directors' or deputy directors' perceptions, policy objectives (OBJ) had a positive and significant correlation with educational policy implementation effectiveness (EPIE) in the three southernmost provinces for public and private schools. Based on the top-down theory, clear policy objectives guide policy implementers in accomplishing goals (Van Meter and Van Horn, 1975: 448). The rational model, which was based on the top-down theory, also assumed that the effectiveness of policy implementation depends largely on good planning and control, clear policy objectives and mission, a fair reward and punishment system, good work standards, and a good evaluation system (Voradej Chandarasorn, 1983: 3). From the rational model, it can be stated that policy objectives have a significant relationship with policy implementation performance, which is in line with the statistical results. In reality, clear and relevant policy objectives benefit the

implementers, especially school officials, in implementing policy. Therefore, the first hypothesis was satisfied by the analysis results.

4.3.1.2 Second Hypothesis: The strong capability of the implementing agency (CAPAC) is more likely to positively affect educational policy implementation effectiveness (EPIE).

The correlation matrix in table 4.22 reveals that the Pearson correlation value (r-value) between the implementing agency's capability (CAPAC) and educational policy implementation effectiveness (EPIE) was 0.325 at the significant level of 0.01 (1-tailed). These results indicated that school executives perceived that the implementing agency's capability (CAPAC) had a positive and significant correlation with educational policy implementation effectiveness (EPIE) for public and private schools in Pattani, Yala, and Narathiwat provinces. From the bottom-up theory perspective, local implementers are the ones to bring the policy to successful implementation by working its way upward (Howlett and Ramesh, 1998: 468-469). Regarding educational policy implementation in the three southernmost provinces, local implementers, especially schools in the areas, are the ones that best understand the environment and bring the implementation to success. According to Voradej Chandarasorn's (2005) bureaucratic process model and integrative model and Cheema and Rondinelli's decentralization program implementation process model, the policy implementers need to have strong capability, which can lead to successful implementation of the policy (Voradej Chandarasorn, 2005: 145; Cheema and Rondinelli, 1983: 24). In addition, not only the strong capability of the implementers but also acceptance of the policy leads to successful implementation performance. From the statistical results, which were based on the school executives' perceptions, the implementing agency's strong capability (CAPAC) positively affected the educational policy implementation effectiveness in the three southernmost provinces.

4.3.1.3 Third Hypothesis: Adequacy of resources (RES) is more likely to positively affect educational policy implementation effectiveness (EPIE).

The Pearson correlation value between resources (RES) and the educational policy implementation effectiveness (EPIE) in correlation matrix table 4.22 was 0.547 at the significant level of 0.01 (1-tailed). Based on the school executives' perceptions, the results indicated that resources (RES) had a positive and

significant correlation with educational policy implementation effectiveness (EPIE) for the public and private schools in Pattani, Yala, and Narathiwat provinces. According to policy change and learning theory, resources are distributed to policy subsystems which will use them to implement the policy (Sabatier and Jenkins-Smith 1993: 13-18). Resources are undoubtedly necessary for any policy implementation (Mazmanian and Sabatier, 1989: 20-39; Van Meter and Van Horn, 1975: 463; Sabatier and Jenkins-Smith, 1993:13-18; Cheema and Rondinelli, 1983: 24; Voradej Chandarasorn, 2005: 134). In conclusion, the adequacy of resources (RES) positively affected the educational policy implementation effectiveness in the three southernmost provinces.

4.3.1.4 Fourth Hypothesis: Adequacy of incentives (INCENT) is more likely to positively affect educational policy implementation effectiveness (EPIE).

The correlation matrix in table 4.22 revealed that the Pearson correlation value (r-value) between the incentives (INCENT) and educational policy implementation effectiveness (EPIE) was 0.376 at the significant level of 0.01 (1-tailed). Based on the school executives' perceptions, the statistical analysis indicated that the incentives (INCENT) had a positive and significant correlation with educational policy implementation effectiveness (EPIE) for public and private schools in Pattani, Yala, and Narathiwat provinces. From the rational model's perspective, which is grounded in the top-down theory, incentives (rewards and punishments) are important for policy implementation performance (Voradej Chandarasorn, 1983: 3) and have effects on the implementers that carry out the policy. Reasonable and fair incentives for work would lead to successful policy implementation in the end. To conclude, adequacy of incentives (INCENT) positively affected the educational policy implementation effectiveness (EPIE) in the three southernmost provinces.

4.3.1.5 Fifth Hypothesis: The supportive economic condition of a student's family (ECON) is more likely to positively affect educational policy implementation effectiveness (EPIE).

The Pearson correlation value between a student's family economic condition (ECON) and the educational policy implementation effectiveness (EPIE) in the correlation matrix table 4.22 was 0.433 at the significant level of 0.01 (1-tailed). Based on the perceptions of school executives, the statistical results indicated that a

student's family's economic condition (ECON) had a positive and significant correlation with educational policy implementation effectiveness (EPIE) for public and private schools in Pattani, Yala, and Narathiwat provinces. From the policy change and learning theory perspective, economic condition is part of the changes of socioeconomic conditions external to the subsystem, which can provide both opportunities and obstacles to the implementation performance (Sabatier and Jenkins-Smith, 1993: 13-18). A desirable economic condition could result in good implementation performance. Its importance has been referred to in key policy implementation models, such as those of Mazmanian and Sabatier, (1983) Van Meter and Van Horn, (1975) and Cheeman and Rondinelli. (1983) It is evident that the economic condition can have both direct and indirect impacts on policy implementation performance as a whole. From the statistical analysis, it can be stated that the supportive economic condition of a student's family positively affected the educational policy implementation effectiveness in the three southernmost provinces.

4.3.1.6 Sixth Hypothesis: A strong culture of parental support (CULT) is more likely to positively affect educational policy implementation effectiveness (EPIE).

The correlation matrix in table 4.22 reveals that the Pearson correlation value (r-value) between the cultural factor of parental support (CULT) and educational policy implementation effectiveness (EPIE) was 0.375 at the significant level of 0.01 (1-tailed). Based on the respondents' perceptions, the statistical analysis indicated that the cultural factor of parental support (CULT) had a positive and significant correlation with educational policy implementation effectiveness (EPIE) for the public and private schools in Pattani, Yala, and Narathiwat provinces. From the policy change and learning theory perspective, the cultural factor plays an important role as part of the relatively stable parameter that affects implementation performance (Sabatier and Jenkins-Smith, 1993: 13-18). The importance of this factor is also expressed in important implementation models, such as those of Mazmanian and Sabatier, Van Meter and Van Horn, (1975) and Cheeman and Rondinelli (1983). According to the statistical analysis based on the respondents' perceptions, it can be concluded that the cultural factor of parental support positively affected the educational policy implementation effectiveness in the three southernmost provinces.

4.3.1.7 Seventh Hypothesis: The high concern for safety of teachers (CFS) is more likely to negatively affect effectiveness of educational policy implementation (EPIE).

The Pearson correlation value between improvement in the teacher's life safety and educational policy implementation effectiveness in the correlation matrix in table 4.22 was 0.487 at the significant level of 0.01 (1-tailed). Based on the respondents' perceptions, the statistical analysis indicated that the improvement of teacher's life safety had a positive and significant correlation with educational policy implementation effectiveness (EPIE) for public and private schools in Pattani, Yala, and Narathiwat provinces. In other words, the concern for safety factor (CFS) had a negative relationship with educational policy implementation effectiveness. Even though past policy implementation models have mentioned the socio-economic effects on policy implementation performance, they did not specifically mention the effect of the factor of concern for safety on implementation performance. From this statistical analysis, it was evident that the concern for safety factor had negative impacts on implementation performance. A high level of safety for educational staff, especially regarding life safety, would result in high morale in doing work. According to Maslow's (1943: 370), need-hierarchy theory safety is one of the needs of humans. As long as this need is not sufficiently met, it will inevitably affect other parts of living. From the analysis, this hypothesis was justified and the safety concern factor negatively affected the educational policy implementation effectiveness in the three southernmost provinces.

In conclusion, based on respondents' perceptions, all seven specified hypotheses were satisfied, with only the concern for safety factor having a negative relationship with educational policy implementation effectiveness.

Table 4.22 Correlation Matrix among Variables

		OBJ	CAPAC	RES	INCENT	ECON	CULT	CFS	EPIE
OBJ	Pearson	1.000							
	Correlation								
CAPAC	Pearson	.552**	1.000						
	Correlation								
RES	Pearson	.357**	.361**	1.000					
	Correlation								
INCENT	Pearson	.453**	.483**	.670**	1.000				
	Correlation								
ECON	Pearson	.101	.071	.428**	.260**	1.000			
	Correlation								
CULT	Pearson	.168*	.281**	.299**	.313**	.135*	1.000		
	Correlation								
CFS	Pearson	.189**	.111	.378**	.214**	.390**	.289**	1.000	
	Correlation								
EPIE	Pearson	.208**	.325**	.547**	.376**	.433**	.375**	.487**	1.000
	Correlation								
	Sig. (1-tailed)	.002	.000	.000	.000	.000	.000	.000	

Note: Correlations (N= 183)

** . Correlation is significant at the 0.01 level (1-tailed).

* . Correlation is significant at the 0.05 level (1-tailed).

4.4 Most Important Factors Affecting Educational Policy Implementation Effectiveness

Based on the school directors' or deputy directors' perceptions of the major factors affecting educational policy implementation effectiveness, this section reveals the most important factors that affected implementation effectiveness. Before these factors are identified, it is imperative that the correlations among the independent variables not be too high. A high value of correlation between independent variables would result in difficulty in the interpretation of results (Kerlinger, 1973: 73). It is therefore important for the researcher to analyze the correlations among the independent variables in order to avoid a multicollinearity problem (Pichit Pitaktepsombat, 2009: 533). The correlation matrix is presented in table 4.23.

From the correlation matrix in table 4.23, it can be seen that the correlation values ranged from smallest (0.07) to highest (0.67). There were two pairs of independent variables that had strong correlation values (Pearson Correlation values greater than 0.50 as highlighted in the table); namely, policy objectives (OBJ) and implementing agency's capability (CAPAC), with an r-value of 0.55, and resources (RES) and incentives (INCENT) with an r-value of 0.67.

For the first pair of independent variables with a high correlation-objectives (OBJ) and implementing agency's capability (CAPAC)-it can be seen that each independent variable had a correlation with the dependent variable (EPIE), as shown:

OBJ and EPIE, with an r-value equal 0.21 at the 0.01 level

CAPAC and EPIE, with an r-value equal 0.33 at the 0.01 level

The pair of correlations between the CAPAC and EPIE had a stronger correlation than the pair of OBJ and EPIE. As a result, the policy objectives variable was eliminated from the initial conceptual framework.

For the second pair of independent variables-resources (RES) & incentives (INCENT)-each independent variable had a correlation with the dependent one as presented below:

RES and EPIE, with an r-value equal 0.55 at the 0.01 level

INCENT and EPIE, with an r-value equal 0.38 at the 0.01 level

The correlation between resources (RES) and educational policy implementation effectiveness (EPIE) was stronger than the correlation between incentives (INCENT) and educational policy implementation effectiveness (EPIE). As a result, the incentives variable was excluded from the initial conceptual framework.

From the correlation analysis of independent variables, the policy objectives variable (OBJ) and incentives variable (INCENT) were excluded from the initial conceptual framework.

Table 4.23 Correlation Matrix among Variables

		OBJ	CAPAC	RES	INCENT	ECON	CULT	CFS	EPIE
OBJ	Pearson	1.000							
	Correlation Sig. (1-tailed)								
CAPAC	Pearson	.552**	1.000						
	Correlation Sig. (1-tailed)	.000							
RES	Pearson	.357**	.361**	1.000					
	Correlation Sig. (1-tailed)	.000	.000						
INCENT	Pearson	.453**	.483**	.670**	1.000				
	Correlation Sig. (1-tailed)	.000	.000	.000					
ECON	Pearson	.101	.071	.428**	.260**	1.000			
	Correlation Sig. (1-tailed)	.086	.171	.000	.000				
CULT	Pearson	.168*	.281**	.299**	.313**	.135*	1.000		
	Correlation Sig. (1-tailed)	.011	.000	.000	.000	.034			
CFS	Pearson	.189**	.111	.378**	.214**	.390**	.289**	1.000	
	Correlation Sig. (1-tailed)	.005	.067	.000	.002	.000	.000		
EPIE	Pearson	.208**	.325**	.547**	.376**	.433**	.375**	.487**	1.000
	Correlation Sig. (1-tailed)	.002	.000	.000	.000	.000	.000	.000	

Note: Correlations (N= 183)

** . Correlation is significant at the 0.01 level (1-tailed).

* . Correlation is significant at the 0.05 level (1-tailed).

In order to determine the most important factors affecting educational policy implementation effectiveness, a multiple regression analysis was employed. First, all seven independent variables in the proposed conceptual framework were analyzed and the results were included in table 4.24. Based on the school executives' perceptions, the results revealed that five independent variables or predictors were statistically significant at the 0.05 level; these are listed in order of importance as resources, concern for safety, implementing agency's capability, student's family economic condition, and the cultural factor of parental support, while the objectives and incentives variables were not statistically significant. As for the concern for safety factor, improvement of the teacher's life safety was positively associated with educational policy implementation effectiveness, which meant that the concern for safety itself had a negative association with implementation effectiveness, while the other four variables indicated positive associations. In combination, the independent variables explained 44 percent of the variation in educational policy implementation effectiveness.

Table 4.24 Multiple Regression Analysis Results from all Seven Independent Variables for Public and Private Schools in the Three Southernmost Provinces

Predictor	Educational Policy Implementation Effectiveness (beta)
Policy objectives	-.087
Implementing agency's capability	.195**
Resources	.312**
Incentives	-.039
Student' family economic condition	.184**
Cultural factor of parental support	.155*
Concern for safety	.256**

$R^2 = 0.442^{**}$

Note: * significant at the 0.05 level

**significant at the 0.01 level

Once the policy objectives and incentives variables were excluded from the initial conceptual framework, an analysis of the remaining five independent variables and the dependent one was carried out and the results are included in table 4.25. From the results, based on the school executives' perceptions, all five independent variables or predictors were statistically significant and are listed in order of importance as concern for safety, resources, implementing agency's capability, student's family economic condition, and the cultural factor of parental support. As for the concern for safety factor, improvement in the teacher's life safety was positively associated with educational policy implementation effectiveness, meaning that the concern for safety variable itself had a negative association with implementation effectiveness while the other four variables had positive associations. Generally, in combination, all independent variables were able to explain 45 percent of the variation in educational policy implementation effectiveness.

Table 4.25 Multiple Regression Analysis Results from the Five Independent Variables for Public and Private Schools in the Three Southernmost Provinces

Predictor	Educational Policy Implementation Effectiveness (Beta)
Implementing agency's capability	.197**
Resources	.242**
Student's family economic condition	.165**
Cultural factor of parental support	.129*
Concern for safety	.295**
$R^2 = 0.450^{**}$	

Note: * significant at the 0.05 level

**significant at the 0.01 level

4.5 In-depth Interview Results

The results of the in-depth interviews with five key informants (the Muangnarathiwat primary school director in Narathiwat province, the Attarkiah Islamiah Islamic private school director in Narathiwat province, the director of the office of private education in Pattani province, the director of Pattani primary educational service area office 2, and the director of Pattani primary educational service area office 3) revealed that the important factors that affected the educational policy implementation effectiveness in the Muslim populated areas (Pattani, Yala, and Narathiwat provinces) were as follows:

1) Safety issue. Since violence severely broke out in the three southernmost provinces in 2004, many innocents have been killed, including teachers, allegedly by the separatist movement groups that still wanted to permanently separate the three provinces from the rest of the country. Since then many teachers have been killed, especially Buddhist teachers. It is unavoidable that the life safety of teachers has played a big role in the educational quality in the three southernmost provinces. Schools with teachers that had been killed had to be temporarily shut down. Furthermore, some schools were even burned down, worsening the schooling system. Even though the government has been responding to the safety issue, it cannot be denied that people's living condition has been negatively impacted. If the safety issue had been permanently solved, schools would have been able to manage good education for their students.

2) High relevance of the policy to local conditions and needs. Since the majority of the Thai population in the areas is Muslim, it is important that educational policy take into account the religious and cultural dimension. It turned out that the public school curricula were insufficient in providing religious study in the eyes of Thai Muslims. Apparently, there was a shift in the parents' direction in educating their children. The majority of students went to private schools, especially Islamic private schools, right after they finished public primary schools. This is because Thai Muslim students wanted to study intense Islamic courses along with the academic ones, which the public secondary schools could not sufficiently provide for them. In addition, many parents tended to send their children to private schools at

early ages. To make policy more relevant to local conditions, public school curricula should take into account the students' needs for Islamic study. Furthermore, as ASEAN countries are moving forward to becoming one community, policy should also take into account the roles of ASEAN country members that comprise millions of Muslims.

3) Good management of schools, especially regarding teachers' quality and quantity. All interviewees agreed that the schools' management of teachers both in quality and quantity has become an issue. Many teachers have been transferred to other schools outside the areas for safety reasons. But the majority of them still have to teach at the same schools. Many vacant positions have been filled with teachers from the local areas. Nonetheless, these local teachers are not skillful in their profession; some are not good in using the Thai language, and are not qualified in that particular subject, making the quality of the teachers in the schools a main issue. In terms of the quantity of teachers in the areas, even though many vacant positions have been refilled, the sufficiency of quality teachers is still a problem for all three provinces. Recommendations have been made for strengthening the schools' capability, including instituting development programs for school directors and teachers for both public and private schools. Presently, the governmental development programs are mainly for public personnel. If those programs can sufficiently be extended to directors and teachers in the private schools, the quality of teachers and the capability of schools as a whole will significantly improve.

4) Incentives. From the interviewees' opinions, incentives were important for developing human resources, particularly teachers. In terms of financial incentives, it seemed that private school teachers were paid less than their public school counterparts. This is a sensitive issue because the majority of Thai Muslim students go to private schools after their primary school years. Sufficient financial incentives could help improve teachers' living and finally the quality of their teaching. In terms of career path or advancement opportunity, some teachers felt insecure about their teaching career since they were temporarily hired by the government. In general, good incentives (salaries, welfare, and a good career path) can make a big difference in improving educational quality.

5) Resources. Insufficient resources have been an issue for schools in the three southernmost provinces. For example, many public classroom buildings are old and need improvement for the best teaching quality, and modern teaching materials are also needed. In addition, the public school curriculum needs to be changed for the better in order to be able to respond to local needs in terms of Islamic and academic courses. Lack of sufficient resources for local implementers (schools) could mean a lack of competitiveness. Recently, Thai Muslim parents have better understood the importance of academic courses along with religious ones, and many private institutes have offered interesting curricula that respond to students' needs. Unless public schools acquire sufficient resources to make them more competitive, it is likely that the public schools will lose students at an early age because private schools can extend their curricula to meet the students' needs at the primary level. Regarding private schools, the interviewees agreed that there should be measures to supervise those schools for the efficient use of governmental subsidies.

6) Parenting of children. Even though the Islamic culture in the areas generally supports the education children, many parents, especially those in the rural areas, find themselves not having enough time to care for their children, especially in terms of education. Strong parental support in the three southernmost provinces can result in better performance of the students. Recommendations to help improve their performance include having ties between school and parents; and schools should invite the students' parents for regular meetings in order to discuss their problems and to give parents the advice they need to increase their students' academic performance.

7) Poverty. The poverty of the students' family can severely affect the children's schooling. The traditional large and poor family in these three provinces is an obstacle to good education. Though this problem is spread throughout the country, it has become a big concern in the three southernmost provinces because of a complicated issue in the areas: the director of Pattani primary educational service area office 3 stated that public schools in the areas cannot enroll all of the students. Children that are denied access to public schools can go to traditional religious schools as an alternative for various reasons, including poverty.

8) Natural leaders. Natural or religious leaders play a big role in Muslims' living. Those natural leaders can also influence parents in terms of

supporting their children's education in addition to religious study. The three southernmost provinces of Thailand have strong religious practices and culture. It is certain now, however, that the trend of globalization has pervaded people's daily living, and Thai Muslims now realize this trend. Strong support from those religious leaders for academic study along with religious study can tremendously improve people's living standard in the future.

In addition to the major factors that impact educational policy implementation presented above, the interviewees also stated that their school's performance met the specified targets in terms of improvement. Nevertheless, public schools inevitably face competition with private schools in enrolling students. It's alarming now that public primary schools tend to lose students at early ages from competition with private schools that can provide an equal or better quality of schooling. The obstacles against effective schooling in the areas are related to the capability of the schools themselves. In addition to problems related to teachers' quality, there is a quality problem of small public schools in the areas. Though those small public schools are convenient for students to attend, their quality cannot be compared with larger schools. If those small schools are combined in such a way that they provide quality education and convenience for students, the quality of education in the areas will improve significantly.

Regarding private schools, the safety issue did not pose a serious threat to either schools or academic personnel. However, private schools have their own problems, such as welfare problems, when compared with their public counterparts, and the issue of the quality of teachers. The main concern of the government is how to manage those private schools at the same standard as the public ones. The offices of private education in all three provinces (Pattani, Yala, and Narathiwat) have been newly established, and it will take some time to be able to efficiently supervise those private schools. In addition, the interviewees agreed that the government has taken the right approach in improving the quality of education but they need to be more aggressive in terms of support and supervision. The support that private schools need from the government includes more school subsidies, development programs for school directors and teachers, and better career paths for private school teachers.

In conclusion, according to the in-depth interviews of the five key informants on educational policy implementation effectiveness in the three southernmost provinces, all agreed that all proposed seven factors were significant in successful policy implementation in the areas. However, the interview results indicated that the safety issue was a bigger concern for public schools than the private ones. The key factors that affect successful policy implementation include the concern for safety, the capability of schools, especially in terms of teacher quality, and incentives for teachers in the private schools.

4.6 Discussion of the Results

To answer the first study objective, which is to evaluate the level of educational policy implementation effectiveness according to the perceptions of school executives, information from the mailed survey responses and from the secondary data were interpreted and analyzed. According to responses to the mailed survey of the school directors or deputy directors in the three southernmost provinces, the schools in the areas had accomplished their educational policy goals in improving students' academic performance. Nonetheless, the secondary data revealed that this improvement was not spread across the areas. Primary schools seemed to show a clear sign of improvement for all courses during 2007-2009 (NIETS, 2011). On the other hand, the secondary school level did not show a clear sign of improvement, as indicated in the O-NET and the university admission results in appendix E. From interviewing the school directors and educational service area directors, it was apparent that the students' performance generally improved on a yearly basis, but they were still trailing below the national average. In addition, from the point of view of the schools' executives, the univariate analysis of variance (ANOVA) for educational policy implementation effectiveness was conducted based on province and school type. The results indicated that the respondents from different provinces (Pattani, Yala, and Narathiwat) perceived the educational policy implementation effectiveness (EPIE) in their areas as the same. However, the respondents from public schools perceived educational policy implementation effectiveness (EPIE) differently from their counterparts in the private schools. In reality, violence in the areas had negative

impacts on the schools in the three southernmost provinces, especially on public schools and on Buddhist teachers. Every time violence occurred, students were negatively affected.

For the second study objective, to study the major factors that affected educational policy implementation effectiveness according to the school directors' perceptions, the results of the correlation analysis revealed that all factors had significant relationships with educational policy implementation effectiveness. In addition, all hypotheses were analyzed and justified. The statistical results were in line with the interviews with the key informants; these results indicated that key factors such as policy objectives, implementing agency's capability, and incentives were important in the improvement of the educational results in Pattani, Yala, and Narathiwat provinces. As for the safety issue, the interviewees agreed that the concern for safety was a big issue for teachers, especially in public schools.

For the last study objective, which was to ascertain the most important factors affecting educational policy implementation effectiveness, policy objectives and incentives factors were excluded from a proposed conceptual framework from the correlation analysis in order to avoid a multicollinearity problem. The multiple regression analysis was then used for both the initial conceptual framework and the new conceptual framework with the remaining five independent variables. For the initially-proposed conceptual framework, the results of the multiple regression analysis (beta coefficients) indicated that policy objectives and incentives had no significant relationship with educational policy implementation effectiveness, while the rest of the independent variables were statistically significant, impacting the dependent variable in order of importance as resources, concern for safety, implementing agency's capability, student's family economic condition, and the cultural factor of parental support. However, the interview results revealed that the two independent variables that were excluded from the proposed conceptual framework were identified as important. It could be interpreted that both policy objectives and incentives factors might not have direct significant relationships with educational policy implementation effectiveness; instead they might have had indirect impacts on policy implementation. Clear and relevant policy objectives would help implementers in completing policy goals, and adequate and reasonable incentives

would also act like rewards for implementers, including school teachers, to improve their work.

In conducting a multiple regression analysis for the renewed conceptual framework, it turned out that all five independent variables explained the variation in educational policy implementation effectiveness better than the initially-proposed framework, and all independent variables were significantly associated with the dependent variable in the order of importance as concern for safety, resources, implementing agency's capability, student's family economic condition, and the cultural factor of parental support. The interview results on the major factors affecting educational policy implementation effectiveness also indicated that all five independent variables were vital for educational success in the areas.

From the conceptual framework analysis, and based on the school directors' perceptions, it was seen that the concern for safety factor had a significant impact on the educational policy implementation effectiveness of schools in the three southernmost provinces. In the field of policy implementation, although policy implementation theories can generally explain implementation performance well, they cannot provide a clear explanation of the ongoing performance in a particular environment like the one being studied. For this environment, safety issue is the main concern of the related stakeholders, and it has not been specifically mentioned in past implementation models.

CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

This section concludes the study results, that have attempted to answer the three research objectives: to evaluate the level of educational policy implementation effectiveness in the three southernmost provinces, to study the major factors affecting it, and among those major factors, to ascertain the most important according to the perceptions of the directors or deputy directors of schools, as mentioned above, in Pattani, Yala, and Narathiwat provinces..

In answering the first research objective, a mailed survey, secondary data sources, and in-depth interviews were used. The study results, based on the schools' executives' perceptions, reveal that the schools in the three southernmost provinces have fulfilled their educational policy goals in terms of improvement of the schools' student performance. The majority of respondents indicated in the mailed survey that their schools have complied with and accomplished the educational policy's goals in improving students' academic performance, particularly in academic courses and in Thai language usage. The information from the secondary data sources shows that the students' performance in schools in these southernmost provinces has improved at a moderate level. Furthermore, the information from the in-depth interview results supports this conclusion. Key informants also stated that the schools in the areas have improved their students' performance, but admit that the weakness of the students' usage of the Thai language is the main obstacle to their good performance.

In addition, according to the schools' directors' opinions on educational policy implementation effectiveness, a univariate analysis of variance (ANOVA) was conducted to find the differences in performance (educational policy implementation effectiveness) based on school type and province. The analysis results revealed that

the differences in these three provinces did not significantly affect educational policy implementation effectiveness. However, the different types of schools (public and private) were seen to significantly affect the educational policy implementation effectiveness in the areas.

Regarding the second research objective, which was to find the major factors that affect educational policy implementation effectiveness based on the respondents' perceptions, the Pearson Correlation Analysis was used in this part to analyze the relationships of the seven independent variables to the dependent variable. The results of the analysis show that all seven independent variables had significant relationships with the dependent variable (educational policy implementation effectiveness). In addition, all specified hypotheses were tested and accepted. From the hypothesis testing, the concern for safety factor negatively affected implementation performance, while the other six factors indicated positive relationships. The information from the key informants also indicated that all of the proposed independent variables were important for the educational success, and that the safety issue was the main concern for teachers, especially for Buddhist teachers.

For the last research objective, to ascertain the most important factors affecting educational policy implementation effectiveness, multiple regression analysis method was employed. First, the analysis of the correlation matrix was performed to find the independent variables that could cause a multicollinearity problem.

The results of the correlation analysis indicated that two independent variables (policy objectives and incentives) had to be excluded from the initial conceptual framework in order to prevent a multicollinearity problem. As a result, the rest of the independent variables showed significant associations with the dependent one; namely, a concern for safety, resources, implementing agency's capability, student's family economic condition, and the cultural factor of parental support in order of importance. As a whole, all remaining five independent variables explained the variation of the dependent variable better than the initially-proposed conceptual framework. It can be seen that from the school directors' perceptions, concern for safety was the most important factor that impacted educational policy implementation effectiveness in the three southernmost provinces. This implies that the government

should solve the safety issue efficiently if educational policy to be successful in the areas. Regarding the two independent variables (policy objectives and incentives) that were excluded from the proposed conceptual framework, the analysis showed that they did not have direct significant impacts on the dependent variable. However, these two variables are important for implementers who carry out policy. Clear and relevant policy objectives would guide implementers in the right direction in implementing such policy, while sufficient incentives act like rewards for implementers to complete their jobs.

From the in-depth interviews on educational policy implementation effectiveness, it was seen that all five key informants agreed on the importance of the proposed seven independent variables, which the researcher included in the initial conceptual framework. Key informants stressed the importance of the life safety of educational personnel in the areas, particularly in the public schools. It is unavoidable that the persistence of the safety issue directly affects schooling and student performance. In addition, the interview results indicated that the capability of the implementing agency (especially quality of school teachers) and incentives for teachers can directly and indirectly affect successful policy implementation.

5.2 Contributions

5.2.1 Contribution to Theory

The conceptual framework proposed in this study was derived from many selected implementation models, such as Voradej Chandarasorn's (2005) models, Cheema and Rondinelli's model, Van Meter and Van Horn's model, and Mazmanian and Sabatier's model. The study results from the perceptions of the schools' executives revealed that out of the selected seven independent variables, five had direct impacts on educational policy implementation effectiveness; namely, concern for safety, resources, implementing agency's capability, student's family economic condition, and the cultural factor of parental support in order of importance. The other two independent variables (policy objectives and incentives) did not have direct impacts on educational policy implementation effectiveness, but instead had influential effects on implementers. In addition, the study results also indicated that

from the schools' executives' point of view, the concern for safety factor was the one that most impacted the implementation effectiveness in these three provinces of Thailand. The safety issue undermines or reduces the capability of the schools in these provinces, and it is therefore important that the government seriously take this issue into consideration.

In particular, the study results indicate that the concern for safety factor, which has not been seriously mentioned in previous policy implementation models, has an immense impact on policy implementation. It was a concern of the stakeholders involved in the areas studied. One suggestion is that in designing any policy implementation models, local and socio-economic conditions should be carefully and specifically taken into consideration. In addition, other types of theories that clearly explain implementation results in such circumstances, where certain socio-economic conditions dominate implementation performance, should be considered.

5.2.2 Contribution to Practice

The study results indicate that different environments may require different implementation models. For this study, which was based on school directors' perceptions of policy implementation, the concern for safety of teachers directly undermines or reduces the capability of the implementing organizations, particularly public schools, where Buddhist teachers have been the targets of attack. Other independent variables also were seen to have a direct influence on the effectiveness of implementation. Resources, for example, play a fundamental and vital role in the effectiveness of educational policy implementation. In addition, sufficient resources also strengthen the capability of the implementing organizations, which in turn directly impacts the effectiveness of implementation. The cultural factor of parental support and the economic condition of the student's family lay a key foundation for students to have good academic performance. A society in which people (parents) take good care of their children in terms of education will tend to have good-performing students in school. In addition, if a family is poor it will tend to have negative impacts on children's education since the parents have to go to work and have little time to look after their children. From the analysis it was seen that the policy objective and incentive factors had no direct influence on the effectiveness of

the implementation; they instead have impacts on the implementing agencies, particularly both public and private schools in the areas. Clear and relevant policy objectives will help the implementers or schools to have clear directions in fulfilling the schools' objectives, which then will fulfill the policy objectives. Sufficient incentives, both monetary incentives and career paths, will encourage implementers or school teachers to be motivated to successfully complete their work.

5.3 Recommendations

Since education is important in making everyone's life better, the emphasis on educational issues is even more important in areas where quality of life and education are still the main concerns. The following are recommendations based on the perceptions of the school executives for improving educational policy implementation effectiveness for the three southernmost provinces of Thailand.

1) From the study results, it was seen that the school executives perceived that the concern for safety factor was the most important since it had serious impacts on policy implementation. One recommendation is to improve safety measures for academic personnel. In their academic field, teachers have become targets of attack and cannot live a normal life. From the school directors' point of view, the safety of their school teachers is still low compared with other parts of the country. Every time teachers have been shot dead, or injured, the schools in the three southernmost provinces have been seriously impacted. Some schools were even temporarily closed due to that violence. This directly influenced the quality of education of the schools in the areas, and negatively impacted the effectiveness of educational policy implementation.

Currently, the safety measures that have been practiced to protect the lives of teachers or other academic personnel are based on cooperation among various parties, i.e. academic personnel, security forces in the areas, both soldiers and police, and local officials. A memorandum of understanding (MOU) could be signed between teachers being protected and security officials for efficiency of the safety measures. Teachers that do not need protection are still highly recommended to provide vehicle identification, such as a license number and car appearance, to

security forces at check points as part of the safety measures. Those that need protection in the morning going to school and back home must provide close cooperation with security forces and meet at designated pick-up points. During school hours, security forces should also provide safety protection for academic personnel at school. However, the weaknesses of providing life protection to teachers (mostly public teachers) are related to the fact that teachers have become targets of attack and there are not many alternative routes to schools. Once the safety protection becomes routine, it becomes easier to be attacked.

In general, providing security for academic personnel is a defensive but necessary strategy. Even though substantial budgets have been provided for security forces' missions in the three southernmost provinces, there are still loopholes for attack from violent groups.

A recommendation for the safety of teachers is the strong cooperation between teachers and security forces, including providing personal data necessary for successful protection and suitable living places for teachers for better security protection. Teachers should live close to one another in particular areas in order to make the provision of security efficient.

2) From the study results, it was also seen that the school executives viewed that resources were generally adequate for schooling. It cannot be denied that resources (financial, technical, and human) are important for the success of schooling. Nevertheless, there are still resource needs in certain areas, and one recommendation is to improve on these resources for schools. Particularly, classrooms and teaching materials should be more amply provided in public schools. Currently, there is a shift in schooling practice. Many Thai Muslim parents send their children to private schools at an early age (primary level) because they think that private schools can provide better education alternatives and meet their needs better. Unless resources are sufficient, public schooling will encounter a reduction in the number of students.

3) The study results revealed that school executives perceived their schools as capable of implementing successful educational policy. However, there are still certain areas for improvement. It is recommended, to strengthen the characteristics of the implementing agencies (schools), that schools should have a well-organized structure and should be related to each other, from the national to the

local level. Furthermore, school directors play vital roles as organizational leaders in leading schools to meet the established goals. In addition, all academic personnel should possess a positive attitude toward their work and environment. This will help make the teaching even more effective. Last, the quality of teachers is a concern; they should be skillful and proficient. Since the violence erupted in 2004, many teachers have requested relocation, many of whom were skillful in teaching. It takes some time for new teachers to be skillful in their profession. A suggestion regarding this problem is that the government should have development programs for school directors and teachers, in both public and private schools, to make certain that all educational members are at the same standard level. Other important characteristics include good team work and a good communication system. Teachers in the three southernmost provinces should be able to communicate in local language if possible to bridge the gap of cultural differences between Buddhists and Muslims.

4) Again according to the study results, the schools' executives perceived that the local culture of parental support had an impact on the schooling of students. One recommendation here would be to improve the students' academic performance from the strong parental support in that culture. Currently, the trend of globalization has become part of many Thai Muslims, and they realize the importance of keeping up with the trend, as can be seen from parents sending their children to schools that teach intense academic courses.

5) The study results also indicated that school executives perceived that clear and relevant policy had a direct effect on policy implementers. A recommendation is to apply clear and relevant educational policies for the implementers (educational units in the areas) in these three provinces. In addition, these educational policies should be practical and relevant to local needs and problems. Since the majority of people in these areas are Thai Muslims, it is evident that religious practice has become part of their life. As a result, schools, especially public schools, may have to revise their curriculum to make it more suitable for them.

6) According to the study results, the schools' executives perceived that incentives were important for the success of educational policy implementation. A recommendation is to have suitable incentives for all academic personnel. Incentives are necessary for implementers (teachers in schools) at all levels. In

addition to financial incentives, career paths or advancement opportunities for teachers in both public and private schools should also be clear, especially for private school teachers. There should not be big differences between public and private school teachers in terms of incentives for work in order to bring about effective educational policy implementation.

7) Lastly, from the research study, it is recommended that the school curriculum be improved in such a way that it can fully meet local needs, particularly regarding academic and Islam-related subjects. The public school curriculum should increase the Islamic contents along with more efficient academic courses, while private schools, especially Islamic private schools, should improve their quality of academic courses. The close supervision of educational service areas in both public and private schools could help schools improve the schooling efficiency.

5.4 Further Research

This dissertation provided a detailed explanation of the research objectives. However, there are still some limitations to this study.

Firstly, the study focuses only on public and private schools that have academic courses in their curricula. During the data collection process, the safety issue made access to certain areas difficult.

Secondly, future research in the field of policy implementation should be conducted in other Muslim countries, such as Indonesia and Malaysia, in order to broaden the scope and implications of these issues. Thai Muslims living in the three provinces studied here share a similar culture and heritage with those in Malaysia, for example. However, the living condition of Thai Muslims in these three provinces is behind their Muslim counterparts in Malaysia.

It is hoped that the study results will prove to be beneficial in improving the educational policies applied in the three southernmost provinces and in improving the government's strategies, especially regarding safety measures, for those areas.

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APPENDICES

APPENDIX A
SAMPLE LIST AND INTERVIEWEE LIST

Table A1 Sample List

List	School (Public Primary)	Educational Area	Province
1	Banbakong	Pattani Area 1	Pattani
2	Bantachamoa	Pattani Area 1	Pattani
3	Armanasuk	Pattani Area 1	Pattani
4	Soleeya	Pattani Area 1	Pattani
5	Banklonghin	Pattani Area 1	Pattani
6	Bankai	Pattani Area 1	Pattani
7	Bankaopao	Pattani Area 1	Pattani
8	BandaTao	Pattani Area 1	Pattani
9	ChumchombanPuyut	Pattani Area 1	Pattani
10	Bandonruk	Pattani Area 1	Pattani
11	Chumchombantalubao	Pattani Area 1	Pattani
12	Jongrucksutwitya	Pattani Area 1	Pattani
13	Banlaya	Pattani Area 1	Pattani
14	Chumchonbanyuyo	Pattani Area 1	Pattani
15	Chumchonbansaning	Pattani Area 1	Pattani
16	Bankian	Pattani Area 1	Pattani
17	Bantaladutklongkut	Pattani Area 1	Pattani
18	Chumchonbankamiyor	Pattani Area 1	Pattani
19	Bantamon	Pattani Area 1	Pattani
20	Songsermsart	Pattani Area 1	Pattani
21	Watmahingraram	Pattani Area 1	Pattani
22	Kongtubbogutitbandonyang	Pattani Area 1	Pattani
23	Chumchonbanpata	Pattani Area 1	Pattani
24	Chumchonbansabun	Pattani Area 1	Pattani
25	Bankolabila	Pattani Area 1	Pattani
26	Bantaloahug	Pattani Area 1	Pattani
27	Chumchonwatumpankat	Pattani Area 2	Pattani
28	Bankaowung	Pattani Area 2	Pattani
29	Bankrado	Pattani Area 2	Pattani
30	Bankanlungya	Pattani Area 2	Pattani
31	Banpalus	Pattani Area 2	Pattani
32	Talatunudbasae	Pattani Area 2	Pattani
33	Bankubunbadao	Pattani Area 2	Pattani
34	Tonpikun	Pattani Area 2	Pattani
35	Bankogkileg	Pattani Area 2	Pattani

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
36	Bantaklong	Pattani Area 2	Pattani
37	Banbangtun	Pattani Area 2	Pattani
38	Chumchonbantanson	Pattani Area 2	Pattani
39	Banuumsai	Pattani Area 2	Pattani
40	Banklonghin	Pattani Area 2	Pattani
41	Banyarung	Pattani Area 2	Pattani
42	Talatunudtonmakam	Pattani Area 2	Pattani
43	Prachautidbankogmong	Pattani Area 2	Pattani
44	Bansabarung	Pattani Area 2	Pattani
45	Watmakrut	Pattani Area 2	Pattani
46	Watbanlokachawat	Pattani Area 2	Pattani
47	Bankalasang	Pattani Area 2	Pattani
48	Bankresae	Pattani Area 2	Pattani
49	Banbatakubo	Pattani Area 2	Pattani
50	Banmaproatondew	Pattani Area 2	Pattani
51	Banchamou	Pattani Area 2	Pattani
52	Bankantou	Pattani Area 2	Pattani
53	Banintanil	Pattani Area 2	Pattani
54	Banbinya	Pattani Area 2	Pattani
55	Banbukekung	Pattani Area 2	Pattani
56	Wattaykow	Pattani Area 2	Pattani
57	Chumchonbanlahanmittaparb 113	Pattani Area 3	Pattani
58	BanJake	Pattani Area 3	Pattani
59	Banwangchai	Pattani Area 3	Pattani
60	Banrawor	Pattani Area 3	Pattani
61	Banmaipattana	Pattani Area 3	Pattani
62	Banpronghoi	Pattani Area 3	Pattani
63	Banpamai	Pattani Area 3	Pattani
64	Banmanadala	Pattani Area 3	Pattani
65	Bankahong	Pattani Area 3	Pattani
66	Banbajomulong	Pattani Area 3	Pattani
67	Banbiting	Pattani Area 3	Pattani
68	Bantolu	Pattani Area 3	Pattani
69	Banjakong	Pattani Area 3	Pattani
70	BanSamo	Pattani Area 3	Pattani
71	Bantalomana	Pattani Area 3	Pattani

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
72	Bantachang	Pattani Area 3	Pattani
73	Chumchonbanpadapalus	Pattani Area 3	Pattani
74	Bankiet	Yala Area 1	Yala
75	Banjakla	Yala Area 1	Yala
76	Bankomodora	Yala Area 1	Yala
77	Banjonora	Yala Area 1	Yala
78	Banbenja	Yala Area 1	Yala
79	Banporjor	Yala Area 1	Yala
80	Anubanyala	Yala Area 1	Yala
81	Bankala	Yala Area 1	Yala
82	Banpulai	Yala Area 1	Yala
83	Banbudi	Yala Area 1	Yala
84	Banaiyouwang	Yala Area 1	Yala
85	Banpormang	Yala Area 1	Yala
86	Kuruchonpattana	Yala Area 1	Yala
87	Nibongchanupatum	Yala Area 1	Yala
88	Bankadopa	Yala Area 1	Yala
89	Bankompongbona	Yala Area 1	Yala
90	Banbajor	Yala Area 2	Yala
91	Bankolong	Yala Area 2	Yala
92	Banrattana	Yala Area 2	Yala
93	Banleetore	Yala Area 2	Yala
94	Banbannungkula	Yala Area 2	Yala
95	Bantomnob	Yala Area 2	Yala
96	Banwanghin	Yala Area 2	Yala
97	Bantantip	Yala Area 2	Yala
98	Bantoupun	Yala Area 2	Yala
99	Bantanoupenenai	Yala Area 2	Yala

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
100	Banklongnumsai	Yala Area 2	Yala
101	Banchalongchai	Yala Area 2	Yala
102	Bantunyong	Yala Area 2	Yala
103	Banpawang	Yala Area 2	Yala
104	Banjoubuntung	Yala Area 2	Yala
105	Banyoung	Yala Area 2	Yala
106	Banlalae	Yala Area 2	Yala
107	Nikomsangtonengpattana paktai 1	Yala Area 2	Yala
108	Nikomsangtonengpattana paktai 3	Yala Area 2	Yala
109	Bankatong	Yala Area 2	Yala
110	Banmala	Yala Area 3	Yala
111	Bankachasila	Yala Area 3	Yala
112	Malaketachit	Yala Area 3	Yala
113	Bantarnmali	Yala Area 3	Yala
114	Banmai	Yala Area 3	Yala
115	Sungwanwit	Yala Area 3	Yala
116	Banranor	Yala Area 3	Yala
117	Banbetong	Yala Area 3	Yala
118	Banramong	Yala Area 3	Yala
119	Banjaroupadai	Yala Area 3	Yala
120	Banyarom	Yala Area 3	Yala
121	Banjupo	Yala Area 3	Yala
122	Bannakoi	Yala Area 3	Yala
123	Banpateng	Yala Area 3	Yala
124	Banwangasila	Yala Area 3	Yala
125	Bankuyi	Narathiwat Area 1	Narathiwat
126	Bantamayung	Narathiwat Area 1	Narathiwat
127	Banyiyo	Narathiwat Area 1	Narathiwat

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
128	Bannakumittapab 66	Narathiwat Area 1	Narathiwat
129	Banklora	Narathiwat Area 1	Narathiwat
130	Banlubobatu	Narathiwat Area 1	Narathiwat
131	Banbatumittapab 66	Narathiwat Area 1	Narathiwat
132	Bankogsila	Narathiwat Area 1	Narathiwat
133	Banpanun	Narathiwat Area 1	Narathiwat
134	Banpaluka	Narathiwat Area 1	Narathiwat
135	Bankana	Narathiwat Area 1	Narathiwat
136	Bannada	Narathiwat Area 1	Narathiwat
137	Bankoutunyongmittapab 153	Narathiwat Area 1	Narathiwat
138	Watratsamosorn	Narathiwat Area 1	Narathiwat
139	Romklao	Narathiwat Area 1	Narathiwat
140	Banjoura	Narathiwat Area 1	Narathiwat
141	Banyapa	Narathiwat Area 1	Narathiwat
142	Bajour	Narathiwat Area 1	Narathiwat
143	Banbrija	Narathiwat Area 1	Narathiwat
144	Bankoujahayou	Narathiwat Area 1	Narathiwat
145	Banbajokoutae	Narathiwat Area 1	Narathiwat
146	Chumchonbanlalou	Narathiwat Area 1	Narathiwat
147	Bangnarawittaya	Narathiwat Area 1	Narathiwat
148	Bankuyi	Narathiwat Area 1	Narathiwat
149	Banbukaekorto	Narathiwat Area 1	Narathiwat
150	Sornsombun	Narathiwat Area 1	Narathiwat
151	Muangnarathiwat	Narathiwat Area 1	Narathiwat
152	Banpalukaparou	Narathiwat Area 1	Narathiwat
153	Bantungka	Narathiwat Area 1	Narathiwat
154	Banklube	Narathiwat Area 1	Narathiwat
155	Bankabu	Narathiwat Area 1	Narathiwat

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
156	Banlaharn	Narathiwat Area 2	Narathiwat
157	Banjekae	Narathiwat Area 2	Narathiwat
158	Banpornor	Narathiwat Area 2	Narathiwat
159	BanIbatu	Narathiwat Area 2	Narathiwat
160	Banputa	Narathiwat Area 2	Narathiwat
161	Bankawa	Narathiwat Area 2	Narathiwat
162	Banmaikan	Narathiwat Area 2	Narathiwat
163	Banpuyu	Narathiwat Area 2	Narathiwat
164	Bandorhae	Narathiwat Area 2	Narathiwat
165	Banjuwo	Narathiwat Area 2	Narathiwat
166	Banbokao	Narathiwat Area 2	Narathiwat
167	Ratprachanukrao 10	Narathiwat Area 2	Narathiwat
168	Bankogyu	Narathiwat Area 2	Narathiwat
169	Salalugkai	Narathiwat Area 2	Narathiwat
170	Banjaemae	Narathiwat Area 2	Narathiwat
171	Bantaba	Narathiwat Area 2	Narathiwat
172	Banwang	Narathiwat Area 2	Narathiwat
173	Bansuyaikolok	Narathiwat Area 2	Narathiwat
174	Banmuno	Narathiwat Area 2	Narathiwat
175	Banpadungyo	Narathiwat Area 2	Narathiwat
176	Watborantern	Narathiwat Area 2	Narathiwat
177	Bannumsai	Narathiwat Area 2	Narathiwat
178	Banmaroubo-org mittapab 190	Narathiwat Area 2	Narathiwat
179	Banprugpa	Narathiwat Area 2	Narathiwat
180	Banbayo	Narathiwat Area 2	Narathiwat
181	Banbangkut	Narathiwat Area 2	Narathiwat
182	Bunyalaparbnobmit	Narathiwat Area 2	Narathiwat

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
183	Banpupoa	Narathiwat Area 2	Narathiwat
184	Banroumjai	Narathiwat Area 2	Narathiwat
185	Teppratarn	Narathiwat Area 2	Narathiwat
186	Bantoror	Narathiwat Area 2	Narathiwat
187	Nikom pattana	Narathiwat Area 2	Narathiwat
188	Bansamor	Narathiwat Area 3	Narathiwat
189	Banhulu	Narathiwat Area 3	Narathiwat
190	Rachchapubkdee	Narathiwat Area 3	Narathiwat
191	Rachpattana	Narathiwat Area 3	Narathiwat
192	Banboyou	Narathiwat Area 3	Narathiwat
193	Nikomsangtonengwang Saito 2	Narathiwat Area 3	Narathiwat
194	Bankaya	Narathiwat Area 3	Narathiwat
195	Banjou-I rong	Narathiwat Area 3	Narathiwat
196	Banbortong	Narathiwat Area 3	Narathiwat
197	Padungmart	Narathiwat Area 3	Narathiwat
198	Banbukit	Narathiwat Area 3	Narathiwat
199	Banpapai	Narathiwat Area 3	Narathiwat
200	Banbayodudung	Narathiwat Area 3	Narathiwat
201	Bantasanou	Narathiwat Area 3	Narathiwat
202	Watchuttungsatan	Narathiwat Area 3	Narathiwat
203	Chumchonsahapattana	Narathiwat Area 3	Narathiwat
204	Banmasae	Narathiwat Area 3	Narathiwat
205	Bankama	Narathiwat Area 3	Narathiwat
206	Banklongton	Narathiwat Area 3	Narathiwat
207	Bansipo	Narathiwat Area 3	Narathiwat
208	Banpumeng	Narathiwat Area 3	Narathiwat
209	Bantolung	Narathiwat Area 3	Narathiwat
210	Bansakor	Narathiwat Area 3	Narathiwat

Table A1 (Continued)

List	School (Public Primary)	Educational Area	Province
211	Bankayang	Narathiwat Area 3	Narathiwat
212	Banjana	Narathiwat Area 3	Narathiwat
213	Banriya	Narathiwat Area 3	Narathiwat
214	Bantayo	Narathiwat Area 3	Narathiwat
215	Bannibong	Narathiwat Area 3	Narathiwat

Table A2 Sample List

List	School (Public Secondary)	District	Province
216	kiriratsamukki	Mayo	Pattani
217	Malanwittaya	Malan	Pattani
218	Pratumkongkaanusorn	Nongjig	Pattani
219	Saiburi	Saiburi	Pattani
220	Tungyangdangpittayakom	Tungyangdang	Pattani
221	Bunnungsatawittaya	Bunnungsata	Yala
222	Kabungpittayakom	Kabung	Yala
223	Kanaratbumrung 3	Muangyala	Yala
224	Satreeyala	Muagyala	Yala
225	Yahasirayanukul	Yaha	Yala
226	Samanmitwittaya	Yijo	Narathiwat
227	Sernprayawittaya	Jana	Narathiwat
228	Sriwarin	Srisakorn	Narathiwat
229	Sukirinwittaya	Sukirin	Narathiwat
230	Takbai	Takbai	Narathiwat
231	Bajor	Bajou	Narathiwat

Table A3 Sample List

List	School (Private)	District	Province
232	PattanaIslam	Baraor	Pattani
233	Sarntitumwittaya	Baraor	Pattani
234	Nikimsrangtonengkogpou	Kogpo	Pattani
235	Pirayanawinklonghinwittaya	Kogpo	Pattani
236	NitiIslam	Kogpo	Pattani
237	Islamsartwittaya	Mayo	Pattani
238	WittayaIslam	Muangpattani	Pattani
239	Wuttanatumislam	Panarae	Pattani
240	Jarernsriserksa	Panarae	Pattani
241	AlyameaIslamiah	Panarae	Pattani
242	SombunsartIslame	Panarae	Pattani
243	SombunsartIslam	Panarae	Pattani
244	BumrungIslam	Puyuk	Pattani
245	Tiamsergsawittaya	Rusamila	Pattani
246	Darunsartwittaya	Saiburi	Pattani
247	Rasmisatapana	Sakorbon	Pattani
248	SaiburiIslamwittaya	Talubun	Pattani
249	Darunulumwittaya	Yaring	Pattani
250	AllIslamiahwittahamulniti	Yarung	Pattani
251	Sangtumsergsapattani	Yarung	Pattani
252	Koyriahwittayamulnity	Betong	Yala
253	domrongwittaya	Bunnungsata	Yala
254	Islambajouwittaya	Bunnungsata	Yala
255	Pratipwittaya	Muagyala	Yala
256	Pattanawittya	Muagyala	Yala
257	Kanaratbumrung	Muangyala	Yala
258	SatreeIslamwittayamulniti	Muangyala	Yala
259	Udomsartwittaya	Muangyala	Yala

Table A3 (Continued)

List	School (Private)	District	Province
260	Kumpiwittaya	Muangyala	Yala
261	Darunulumnibongbaru	Muangyala	Yala
262	Islaudinwittaya	Muangyala	Yala
263	Islamprasarnwit	Munagyala	Yala
264	Muslimsurgsa	Pron	Yala
265	Pattanasartwittayakotabaru	Ramun	Yala
266	Sangtumwittaya	Ramun	Yala
267	Darunudawittaya	Ramun	Yala
268	Arsasundinwittaya	Satengnog	Yala
269	Padungsilwittaya	Talingchun	Yala
270	Muslimbumrung	Yaha	Yala
271	Jarernsart	Bajor	Narathiwat
272	Addiniyatunislamiah	Bajor	Narathiwat
273	Jarernwittayanusorn	Bajor	Narathiwat
274	TayulIslam	Bajor	Narathiwat
275	Alislamiya	Jorirong	Narathiwat
276	Attarkiah Islamiah	Muangnarathiwat	Narathiwat
277	Nirundornwittaya	Muangnarathiwat	Narathiwat
278	NarawitIslam	Munagnarathiwat	Narathiwat
279	Tordamiya	Munagnarathiwat	Narathiwat
280	Prateepwittaya	Raga	Narathiwat
281	Darawittaya	Raga	Narathiwat
282	Darunigma	Raga	Narathiwat
283	Tontunyong	Rorsor	Narathiwat
284	Attafekiah Islamiah	Srisakorn	Narathiwat
285	Darunroma	Sugipadi	Narathiwat
286	Nuruddin	Takbai	Narathiwat
287	Romania	Wang	Narathiwat

Table A3 (Continued)

List	School (Private)	District	Province
288	Darulkuarnilkarim	Yigo	Narathiwat
289	Aukkarasartwittaya	Yigo	Narathiwat
290	Arsaniya	Yigo	Narathiwat
291	Worrakaminanusorn	Muangpattani	Pattani
292	Jarernsrigerisa	Muagpattani	Pattani
293	Bunmeewittaya	Kogpo	Pattani
294	Rungsrianusorn	Muagyala	Yala
295	Pensiri	Muangyala	Yala
296	Jongfawittaya	Betong	Yala
297	Kasemsub	Sugikolok	Narathiwat
298	Rungperng	Sugikolok	Narathiwat
299	Srithaksin	Rorsor	Narathiwat
300	Lamtongwittaya	Raga	Narathiwat

Note: 232-290 Are Islamic Private Schools

Table A4 Interviewee List

Name	Position
Mr. Surin Puripanyanon	Director of office of the private education, Pattani province
Mr. Manop Makkongkaew	Director of Pattani primary educational service area office 2
Mr. Pramote Songsing	Director of Pattani primary educational service area office 3
Mr. Permsuk Jutamanee	Director of Muangnarathiwat primary school, Maung district, Narathiwat province
Mr. Paisan Toryib	Director of Attarkiah Islamiah Islamic private school, Maung district, Narathiwat province

APPENDIX B
QUESTIONNAIRE IN ENGLISH

Questionnaire: A Study of Education Policy Implementation for the Three Southernmost Provinces of Thailand

Part I Please make a tick mark and fill in the blanks where appropriate.

1. Gender Male Female
2. Age _____ Years
3. Education
 Certificate/Diploma Bachelor's Degree Master's Degree
 Doctorate's Degree Other(_____)
4. Position_____
5. School_____Level_____Province_____

Part II: Information about the Implementation of Education Policy in the Southernmost Provinces of Thailand

No	Statement	High	Moderate	Low	Not at all	Not Sure/No Answer
6	School director has full understanding of policy objectives.					
7	School's educational staff has full understanding of educational policy objectives.					
8	The school's activities support policy objectives.					
9	Government's educational policy is clear.					
10	Educational practice is in line with the policy objectives.					
11	Policy objectives are relevant to social conditions and current problems.					
12	There are sufficient local staff members involved in the education policy formulation process.					

No	Statement	High	Moderate	Low	Not at all	Not Sure/No Answer
13	Education policy is relevant to the social conditions and problems of schools in the areas.					
14	In general, the education policy for the southernmost provinces is clear and relevant to local conditions.					
15	There are sufficient exchanges of academic and Islamic teachers among schools in supporting one another.					
16	There are sufficient meetings between the government educational staff and schools under supervision.					
17	Sufficient meetings among school staff members					
18	In general, collaboration among educational agencies in the areas is appropriate and sufficient.					
19	School teachers can take part in important school activities sufficiently.					
20	School teachers willingly take part in important school activities.					
21	School teachers are appropriately delegated to significant jobs.					
22	You, as the school's director, emphasize the participation of co-workers in the school's work.					
23	The teachers in your school have a positive attitude toward the school's programs.					
24	The teachers in your school are willing to help with any educational projects.					

No	Statement	High	Moderate	Low	Not at all	Not Sure/No Answer
25	Teachers take good care of their students.					
26	In general the teachers in your school possess a good attitude toward being part of the school.					
27	The teachers in your school always learn new knowledge and skills.					
28	The Thai language teachers are efficient in your school.					
29	Teachers are capable of using their knowledge and skills in implementing tasks.					
30	Overall, the teachers in your school are knowledgeable and skillful.					
31	In general, your school is capable of providing good education to students.					
32	The funds to support school lunches are sufficient.					
33	The school's educational activities have been sufficiently funded.					
34	Payments for teachers are reasonable.					
35	Your school has a sufficient budget to support educational activities.					
36	Your school has sufficient teaching materials to support educational programs.					
37	Your school has sufficient classrooms for all students.					
38	Your school has adequate transportation vehicles.					
39	Overall, your school has sufficient technical resources to support the school's programs.					
40	The Thai language teachers are adequate in your school.					

No	Statement	High	Moderate	Low	Not at all	Not Sure/No Answer
41	The academic teachers are adequate in terms of number in your school.					
42	Your school has sufficient teachers.					
43	Overall, your school has sufficient resources to provide quality education.					
44	Teachers have received sufficient salary, and fair salary increments provided by the government.					
45	Teachers have received adequate welfare.					
46	Compensation for loss of life or disability is reasonable.					
47	Financial incentives are adequate.					
48	Special promotion has been considered for teacher's exceptional performance.					
49	Teachers with good evaluation reports have been considered for promotion in due time.					
50	The number of relocation requests is small.					
51	Overall, the teacher's career path is clear.					
52	Student family income is sufficient and is not a burden for the student's schooling.					
53	The jobless rate does not affect the student's schooling.					
54	The student's family size does not affect their schooling.					
55	Overall the students' economic condition does not affect their schooling.					
56	The social factor supports the religious study of the children.					

No	Statement	High	Moderate	Low	Not at all	Not Sure/No Answer
57	The social factor supports the academic study of the children.					
58	In general, the social factor supports the children's education.					
59	The number of violent incidents has dropped.					
60	The number of injured educational staff members due to violence has dropped.					
61	Teachers have freedom in doing daily activities.					
62	Overall, teachers are safe in daily life.					
63	Students' acceptance rate to universities has increased.					
64	Students' Ordinary National Educational Test results have improved.					
65	Students can communicate in Thai efficiently.					
66	Overall, your school has successfully accomplished the government's educational policy goals.					

Part III Open Questions

Recommendations for improvement of education policy implementation.

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Thank you very much for responding to the questionnaire
Researcher

APPENDIX C
QUESTIONNAIRE IN THAI

แบบสอบถาม เรื่อง การศึกษาการนำนโยบายการศึกษาสำหรับสามจังหวัดชายแดนภาคใต้ไปปฏิบัติ

ตอนที่ 1 กรุณาตอบโดยกาเครื่องหมาย (✓) หรือกรอกข้อความบนช่องคำตอบที่เกี่ยวข้องกับท่าน

1. เพศ ชาย หญิง

2. อายุ _____ ปี

3. การศึกษา

ประกาศนียบัตรหรือเทียบเท่า ปริญญาตรี ปริญญาโท ปริญญาเอก อื่นๆ

 กรุณาระบุ (_____)

4. ตำแหน่ง _____

5. โรงเรียน _____ ระดับการสอน _____

 จังหวัด _____

ตอนที่ 2 ข้อมูลเกี่ยวกับการนำนโยบายการศึกษาสำหรับสามจังหวัดชายแดนภาคใต้ไปปฏิบัติ

ลำดับ	ข้อความ	สูง	ปานกลาง	ต่ำ	ไม่เลย	ไม่แน่ใจ/ ไม่ทราบ
6	ผู้อำนวยการโรงเรียนมีความเข้าใจในนโยบายของรัฐเกี่ยวกับการศึกษา					
7	อาจารย์ในโรงเรียนมีความเข้าใจในวัตถุประสงค์ของนโยบายการศึกษาของรัฐ					
8	กิจกรรมของโรงเรียนมีความสอดคล้องกับนโยบายการศึกษาของรัฐ					
9	นโยบายทางการศึกษาของรัฐมีความชัดเจน					
10	กิจกรรมทางการศึกษาของโรงเรียนมีความสอดคล้องกับนโยบายการศึกษาของรัฐ					
11	วัตถุประสงค์ของนโยบายการศึกษารัฐมีความสอดคล้องกับสภาพสังคมและปัญหาที่เป็นอยู่ในปัจจุบัน					
12	เจ้าหน้าที่ของรัฐระดับจังหวัดมีส่วนเกี่ยวข้องกับการทำนโยบายการศึกษา					

ลำดับ	ข้อความ	สูง	ปานกลาง	ต่ำ	ไม่เลย	ไม่แน่ใจ/ ไม่ทราบ
13	นโยบายทางการศึกษาของรัฐมีความสัมพันธ์กับสภาพสังคมและปัญหาของโรงเรียนในพื้นที่					
14	โดยสรุปนโยบายการศึกษาของรัฐที่ใช้ใน จชต. มีความชัดเจนและเหมาะสมแก่สภาพของท้องถิ่น					
15	มีการแลกเปลี่ยนอาจารย์สอนวิชาการและอาจารย์สอนศาสนาระหว่างโรงเรียน					
16	มีการประชุมพบปะระหว่างเจ้าหน้าที่การศึกษาในพื้นที่กับโรงเรียนในสังกัด					
17	มีการประชุมพบปะกันระหว่างโรงเรียนในกลุ่มเดียวกัน					
18	สรุปแล้วความร่วมมือระหว่างหน่วยงานการศึกษามีความเหมาะสมและเพียงพอ					
19	อาจารย์ในโรงเรียนมีส่วนร่วมในกิจกรรมการศึกษาที่สำคัญ					
20	อาจารย์ในโรงเรียนเต็มใจที่จะมีส่วนร่วมในกิจกรรมของโรงเรียน					
21	อาจารย์ในโรงเรียนได้รับมอบหมายให้ทำงานที่สำคัญ					
22	ท่านเป็นผู้อำนวยการโรงเรียนที่เน้นการมีส่วนร่วมของอาจารย์ในโรงเรียนในกิจกรรมทางการศึกษา					
23	อาจารย์ในโรงเรียนมีทัศนคติที่ดีต่อกิจกรรมทางการศึกษาของโรงเรียน					
24	อาจารย์ในโรงเรียนของท่านขอให้ความช่วยเหลือในกิจกรรมการศึกษาของโรงเรียน					
25	อาจารย์ในโรงเรียนท่านเอาใจใส่ต่อการเรียนของนักเรียนเป็นอย่างดี					
26	โดยสรุปอาจารย์ในโรงเรียนท่านมีทัศนคติที่ดีต่อการเป็นอาจารย์ในโรงเรียน					
27	อาจารย์ในโรงเรียนท่านมีการเพิ่มพูนความรู้ทักษะอยู่เสมอ					

ลำดับ	ข้อความ	สูง	ปานกลาง	ต่ำ	ไม่เลย	ไม่แน่ใจ/ ไม่ทราบ
28	อาจารย์สอนภาษาไทยมีประสิทธิภาพในการสอนนักเรียนดี					
29	อาจารย์สายสามัญและอาจารย์สอนศาสนาสามารถใช้ความรู้และประสบการณ์ในการทำงานให้สำเร็จ					
30	อาจารย์สายสามัญและอาจารย์สอนศาสนามีความรู้และประสบการณ์ดี					
31	โดยสรุปโรงเรียนของท่านมีประสิทธิภาพในการจัดการเรียนการสอนที่มีคุณภาพ					
32	งบประมาณเกี่ยวกับค่าอาหารของนักเรียนมีเพียงพอ					
33	กิจกรรมทางด้านการศึกษาของโรงเรียนได้รับเงินสนับสนุนเพียงพอ					
34	อาจารย์ในโรงเรียนท่านได้รับค่าตอบแทนที่เหมาะสม					
35	โดยทั่วไปงบประมาณทางด้านการศึกษาของโรงเรียนมีเพียงพอ					
36	โรงเรียนของท่านมีอุปกรณ์การสอนเพียงพอต่อการเรียนการสอน					
37	โรงเรียนของท่านมีห้องเรียนที่เพียงพอต่อนักเรียนทั้งหมด					
38	โรงเรียนของท่านมียานพาหนะที่เพียงพอต่อการบริการนักเรียน					
39	โรงเรียนของท่านมีสื่อการสอนและอุปกรณ์บริการต่างๆเพียงพอ					
40	อาจารย์สอนวิชาภาษาไทยมีจำนวนเพียงพอ					
41	จำนวนอาจารย์สายสามัญมีจำนวนเพียงพอ					
42	โรงเรียนมีจำนวนอาจารย์ที่เพียงพอต่อการเรียนการสอน					
43	โดยสรุปโรงเรียนของท่านมีทรัพยากรที่จำเป็นเพียงพอต่อการจัดการเรียนการสอนที่มีคุณภาพ					

ลำดับ	ข้อความ	สูง	ปานกลาง	ต่ำ	ไม่เลย	ไม่แน่ใจ/ ไม่ทราบ
44	อาจารย์ในโรงเรียนท่านได้รับเงินเดือน การขึ้นเงินเดือนอย่างเหมาะสมจากรัฐ					
45	อาจารย์ในโรงเรียนของท่านได้รับสวัสดิการที่เพียงพอ					
46	เงินค่าชดเชยในกรณีเสียชีวิตหรือทุพพลภาพมีความเหมาะสม					
47	โดยสรุปสิ่งจูงใจในการทำงานด้านการเงินมีความเหมาะสม					
48	อาจารย์ที่มีผลการทำงานเด่นเป็นพิเศษได้รับการพิจารณาเรื่องผลตอบแทน					
49	อาจารย์ที่มีผลการประเมินที่ดีได้รับการพิจารณาเลื่อนตำแหน่งในเวลาที่เหมาะสม					
50	จำนวนของความต้อการย้ายที่ทำงานของอาจารย์มีน้อย					
51	สรุปแนวทางการรับราชการของอาจารย์ในโรงเรียนมีความเป็นธรรมเหมาะสม					
52	สภาพรายได้ของครอบครัวนักเรียนอยู่ในสภาพดีไม่มีผลกระทบต่อการศึกษาของนักเรียน					
53	อัตราค่าจ้างงานของสมาชิกในครอบครัวไม่มีผลกระทบต่อการศึกษาของนักเรียน					
54	ขนาดครอบครัวของนักเรียนไม่มีผลกระทบต่อการศึกษาของนักเรียน					
55	กล่าวโดยสรุปสภาพทางเศรษฐกิจของครอบครัวนักเรียนไม่มีผลกระทบต่อการศึกษาของนักเรียน					
56	สังคมท้องถิ่นเป็นแรงผลักดันในการส่งเสริมการศึกษาด้านศาสนาของนักเรียน					
57	สังคมท้องถิ่นเป็นแรงผลักดันในการส่งเสริมการศึกษาสามัญของนักเรียน					
58	โดยสรุปสังคมท้องถิ่นเป็นแรงผลักดันในการสนับสนุนการเรียนของนักเรียน					

ลำดับ	ข้อความ	สูง	ปานกลาง	ต่ำ	ไม่เลย	ไม่แน่ใจ/ ไม่ทราบ
59	จำนวนเหตุร้ายรายวันในพื้นที่ลดลงเป็นนัยยะสำคัญ					
60	จำนวนเจ้าหน้าที่ทางการศึกษารวมถึงอาจารย์ที่ได้รับบาดเจ็บจากเหตุร้ายรายวันมีจำนวนลดลง					
61	อาจารย์มีเสรีในการใช้ชีวิตที่เป็นปกติ					
62	โดยทั่วไปอาจารย์ในโรงเรียนมีความปลอดภัยในการใช้ชีวิตประจำวัน					
63	จำนวนนักเรียนที่เข้าศึกษาในระดับมหาวิทยาลัยโดยเฉลี่ยเพิ่มขึ้นจากปีที่ผ่านมา					
64	ผลการทดสอบทางการศึกษาระดับชาติโดยเฉลี่ยสูงขึ้นทุกปี					
65	นักเรียนในโรงเรียนสามารถใช้ภาษาไทยได้อย่างมีประสิทธิภาพ					
66	โดยสรุปโรงเรียนของท่านประสบความสำเร็จในการนำนโยบายการศึกษาของรัฐมาปฏิบัติ					

APPENDIX D
INTERVIEW GUIDELINE
(English and Thai)

Interview Schedule
(For interviewing policy implementers)

Management level: Director or Deputy Director of School

1. In your opinion, what are the factors affecting the successful implementation of the educational projects for schools in the three southernmost provinces?
2. From the mentioned factors, please name three that are critical to implementation success.
3. In your opinion, what are the obstacles to educational program effectiveness?
4. What do you think about the resources necessary for educational programs?
5. Do you think the educational programs for the schools in the southernmost provinces are effective? How and why?
6. What are the weaknesses of the educational programs in the schools in the three southernmost provinces?
7. Have you faced any difficulties in implementing any education policy?
8. Can you compare the capacity of your school with other schools?
9. What are your recommendations or suggestions to improve the effectiveness of educational projects?
10. How can you describe the role of your educational area office?

**Management level: Educational Area Office's Director or
Private Education Office's Director**

1. In your opinion, what are the factors affecting the successful implementation of educational projects for the schools in the three southernmost provinces?
2. From the mentioned factors, please name three that are critical to implementation success.
3. In your opinion, what are the obstacles to educational program effectiveness?
4. What do you think about resources necessary for educational programs?
5. Do you think that the educational programs for the schools in the southernmost provinces are effective? How and why?
6. What are the weaknesses of the educational programs in the schools in the three southernmost provinces?
7. What are your recommendations or suggestions to improve the effectiveness of educational projects?
8. How can you describe the efficiency of the schools under your supervision?

แนวทางการสัมภาษณ์เชิงลึกแบบต่อหน้า

สำหรับการสัมภาษณ์ผู้นำนโยบายสาธารณะไปปฏิบัติ

ระดับการสัมภาษณ์ : ผู้อำนวยการหรือรองผู้อำนวยการ โรงเรียน

1. ในมุมมองของท่านอะไรคือปัจจัยแห่งความสำเร็จของกิจกรรมการศึกษาในโรงเรียนในพื้นที่สามจังหวัดชายแดนภาคใต้
2. จากปัจจัยที่ท่านได้กล่าวมาแล้ว สามปัจจัยแรกที่สำคัญที่สุดคืออะไร
3. ในมุมมองของท่าน อุปสรรคต่อประสิทธิผลของกิจกรรมทางการศึกษาคืออะไร
4. ท่านคิดอย่างไรเกี่ยวกับทรัพยากรที่จำเป็นต่อการศึกษารองโรงเรียน
5. ท่านคิดว่ากิจกรรมหรือ โครงการเกี่ยวกับการศึกษาในโรงเรียนในพื้นที่สามจังหวัดชายแดนภาคใต้มีประสิทธิผลตามที่ต้องการหรือไม่ อย่างไร
6. อะไรคือจุดอ่อนของกิจกรรมทางการศึกษาในโรงเรียนในสามจังหวัดชายแดนภาคใต้
7. ท่านเจออุปสรรคอะไรบ้างในการพัฒนาเกี่ยวกับการศึกษาของโรงเรียน
8. กรุณาเปรียบเทียบขีดความสามารถของโรงเรียนท่านกับ โรงเรียนอื่นๆ
9. ท่านมีข้อเสนอแนะอะไรบ้างในการปรับปรุงทางการศึกษาในโรงเรียนใน จชต.
10. ท่านมีความคิดเห็นอย่างไรเกี่ยวกับบทบาทของ สพฐ.เขตหรือ สช.ของ จังหวัดในฐานะที่รับผิดชอบด้านการศึกษารองโรงเรียนของท่าน

แนวทางการสัมภาษณ์เชิงลึกแบบต่อหน้า
สำหรับการสัมภาษณ์ผู้อำนวยการเขตการศึกษาขั้นพื้นฐานและเอกชน

ระดับการสัมภาษณ์ หัวหน้าสำนักงานเขตการศึกษา หรือหัวหน้าสำนักงานการศึกษาเอกชน

1. ในมุมมองของท่านอะไรคือปัจจัยแห่งความสำเร็จของกิจกรรมการศึกษาในโรงเรียนในพื้นที่ สามจังหวัดชายแดนภาคใต้
2. จากปัจจัยที่ท่านได้กล่าวมาแล้ว สามปัจจัยแรกที่สำคัญที่สุดคืออะไร
3. ในมุมมองของท่าน อุปสรรคต่อประสิทธิผลของกิจกรรมทางการศึกษาคืออะไร
4. ท่านคิดอย่างไรเกี่ยวกับทรัพยากรที่จำเป็นต่อการศึกษาของโรงเรียน
5. ท่านคิดว่ากิจกรรมหรือโครงการเกี่ยวกับการศึกษาในโรงเรียนในพื้นที่สามจังหวัดชายแดนภาคใต้มีประสิทธิผลตามที่ต้องการหรือไม่ อย่างไร
6. อะไรคือจุดอ่อนของกิจกรรมทางการศึกษาในโรงเรียนในสามจังหวัดชายแดนภาคใต้
7. ท่านมีข้อเสนอแนะอะไรบ้างในการปรับปรุงทางการศึกษาในโรงเรียนใน จชต.
8. ท่านมีคิดเห็นอย่างไรเกี่ยวกับศักยภาพด้านการศึกษาของโรงเรียนในสังกัดของท่าน

APPENDIX E
SECONDARY DATA
(O-NET Results and University Admission)

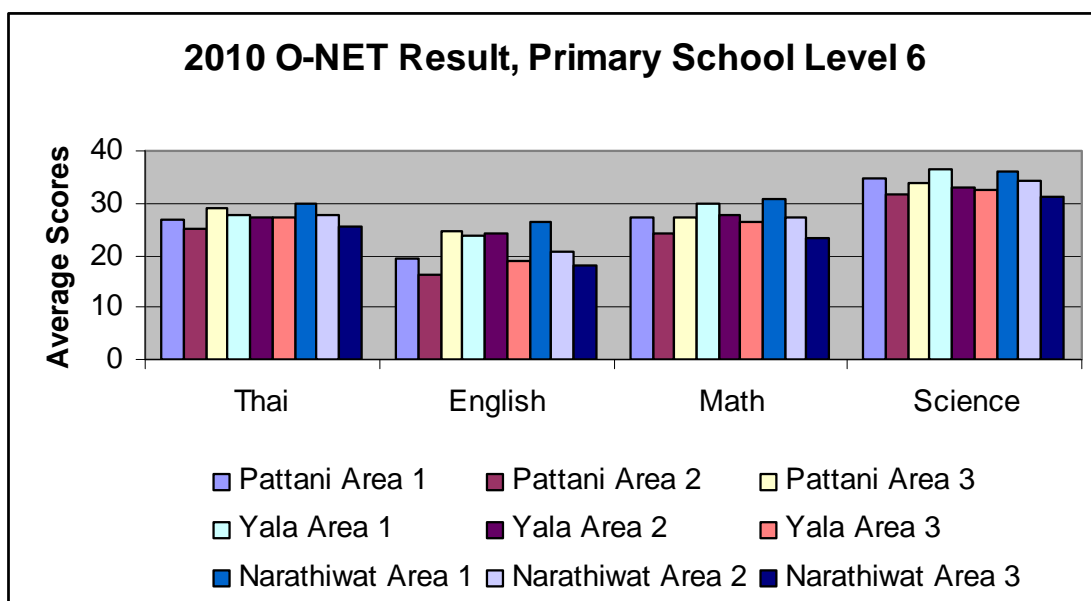


Figure 1 O-NET Results of Primary School Level 6 by Educational Service Area, 2010
Source: National Institute of Educational Testing Service, 2011.

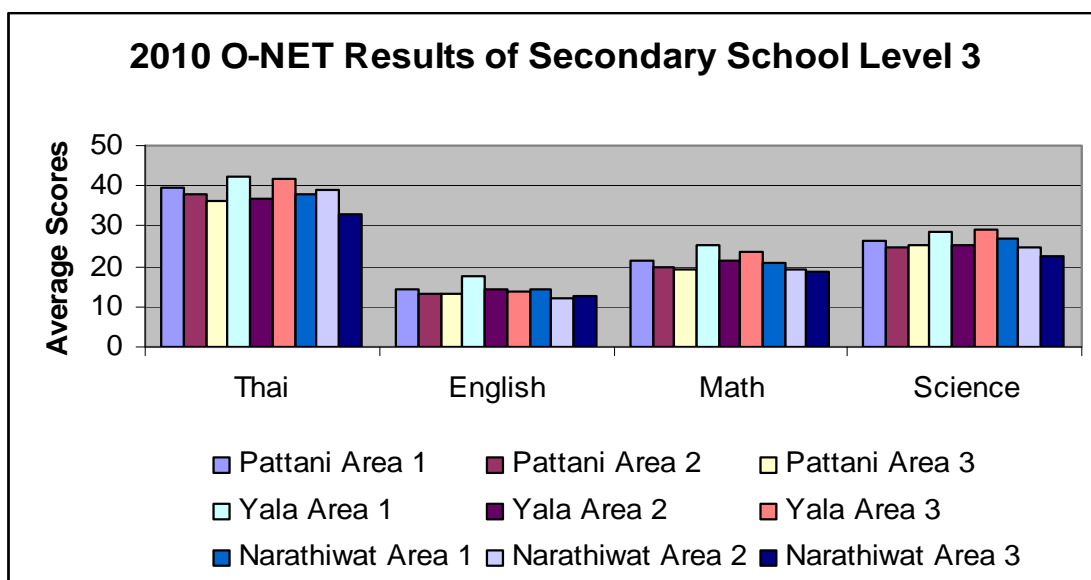


Figure 2 O-NET Results of Secondary School Level 3 by Educational Service Area, 2010
Source: National Institute of Educational Testing Service, 2011.

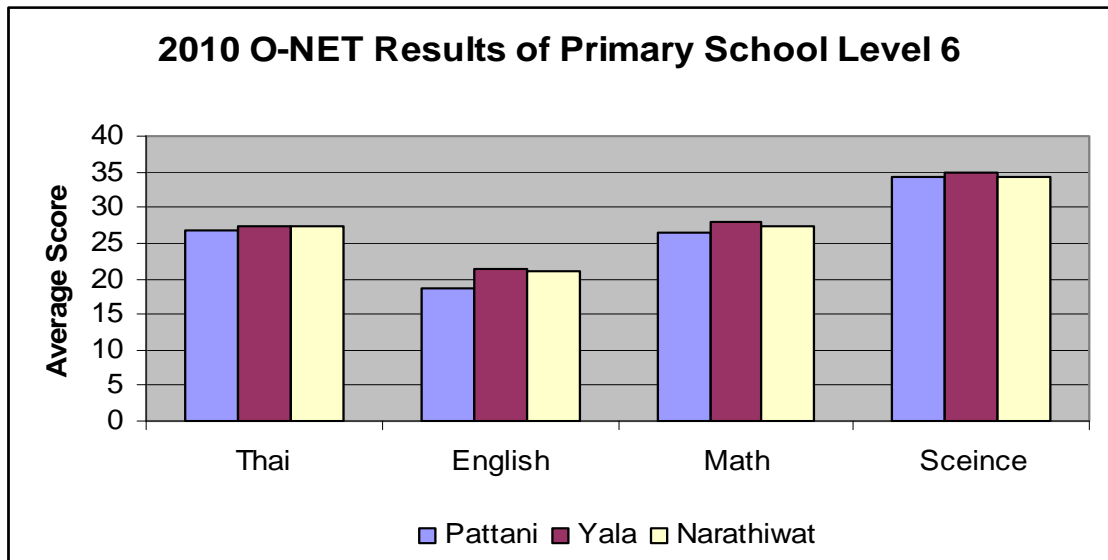


Figure 3 O-NET Results of Primary School Level 6 by Province, 2010
Source: National Institute of Educational Testing Service, 2011.

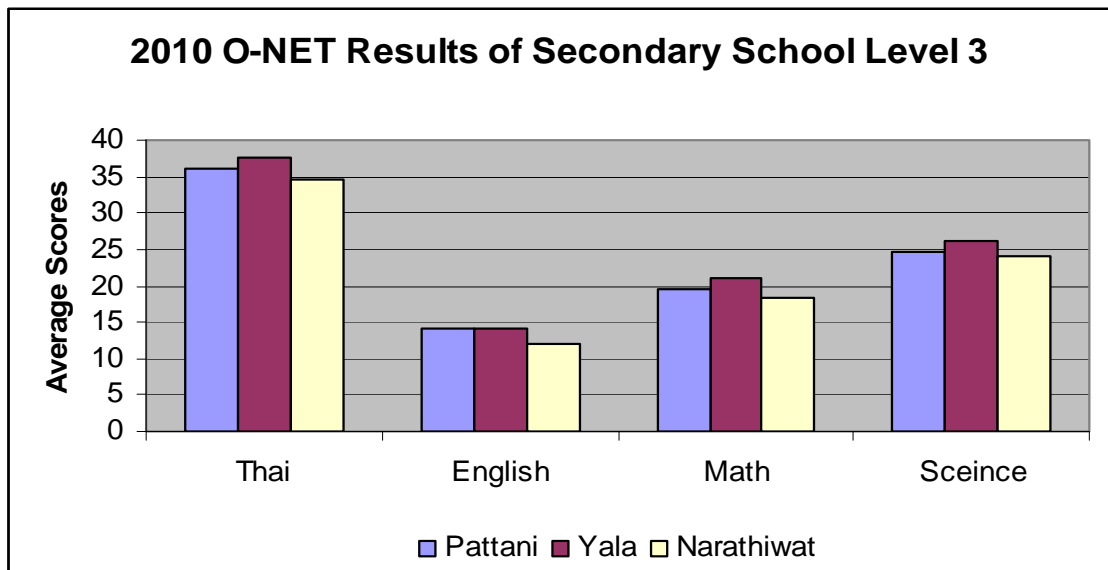


Figure 4 O-NET Results of Secondary School Level 3 by Province, 2010
Source: National Institute of Educational Testing Service, 2011.

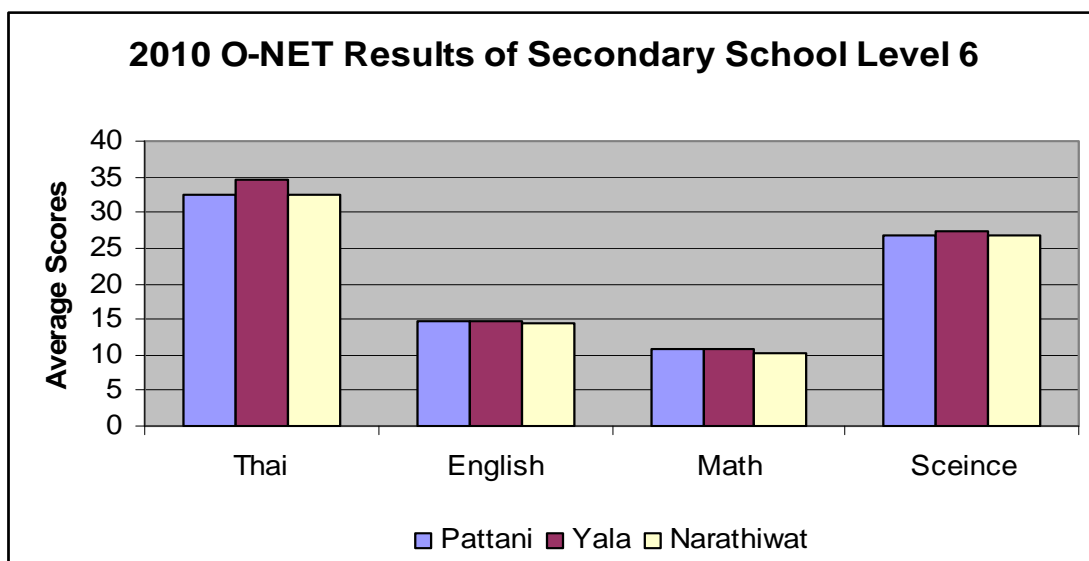


Figure 5 O-NET Results of Secondary School Level 6 by Province, 2010

Source: National Institute of Educational Testing Service, 2011.

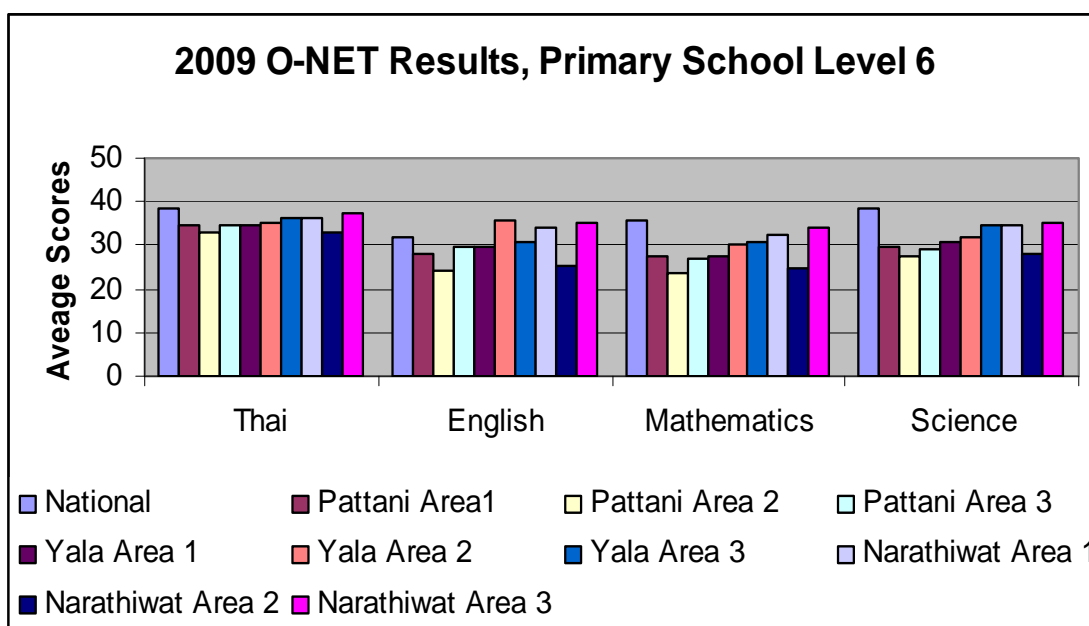


Figure 6 O-NET Results of Primary School Level 6 by Educational Service Area, 2009

Source: National Institute of Educational Testing Service, 2011.

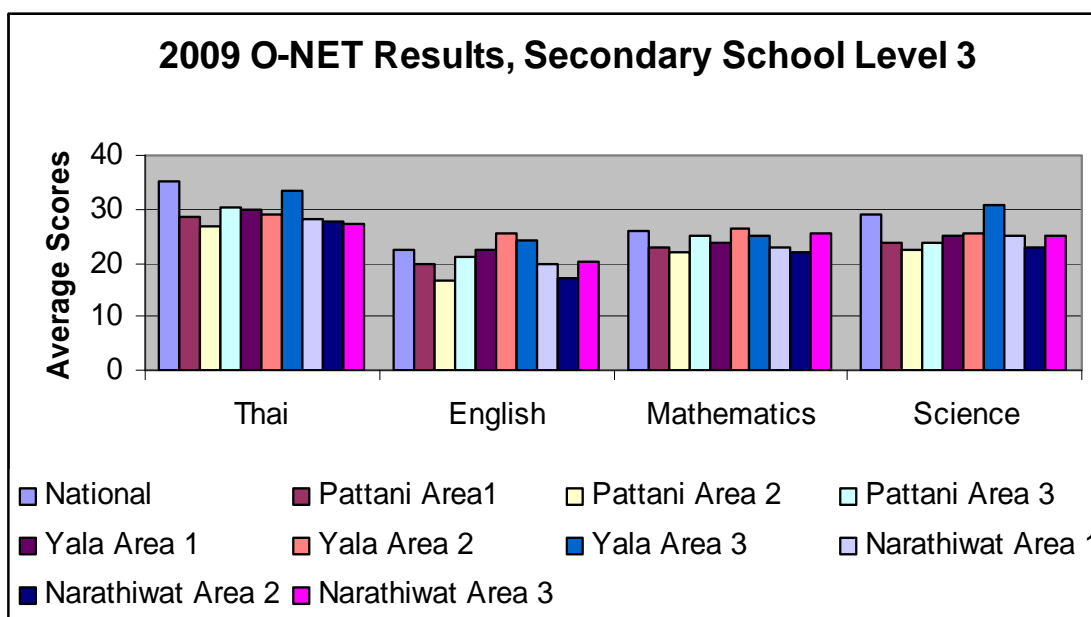


Figure 7 O-NET Results of Secondary School Level 3 by Educational Service Area, 2009

Source: National Institute of Educational Testing Service, 2011.

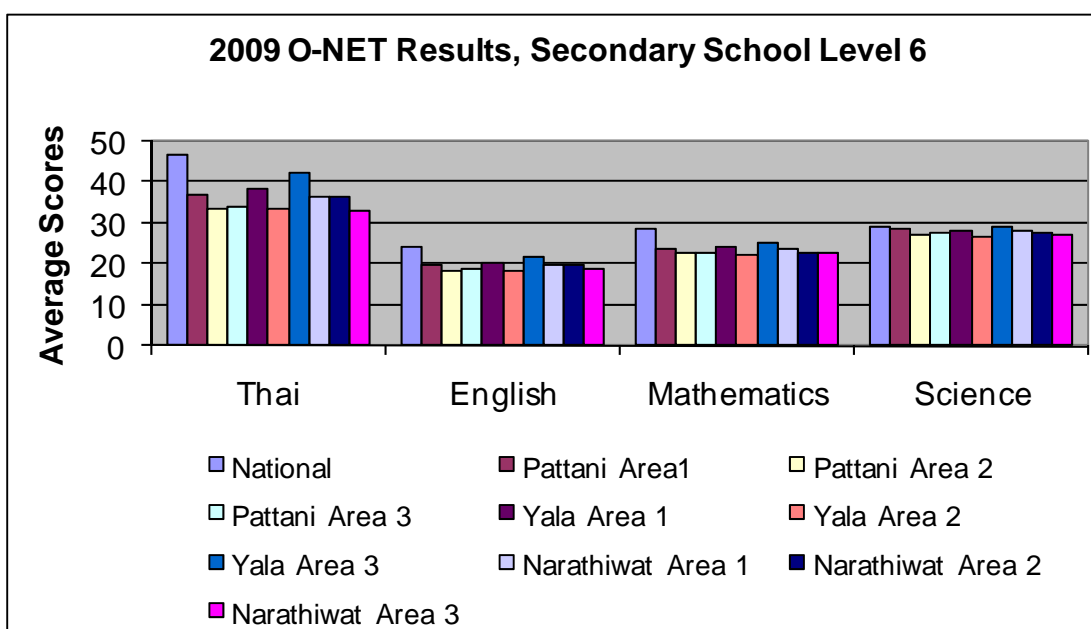


Figure 8 O-NET Results of Secondary School Level 6 by Educational Service Area, 2009

Source: National Institute of Educational Testing Service, 2011.

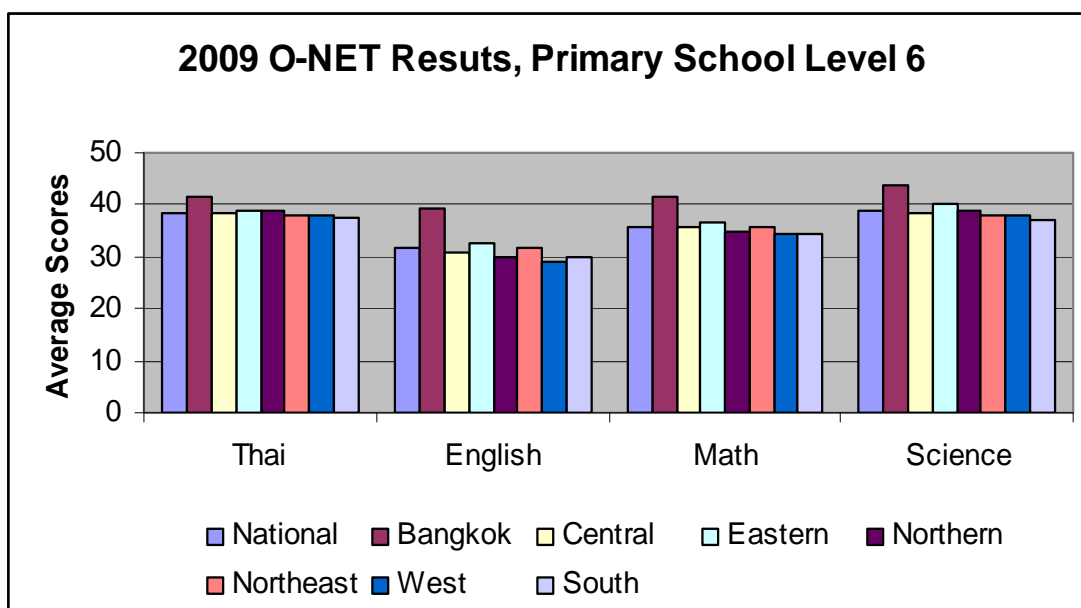


Figure 9 O-NET Results of Primary School Level 6 by Region, 2009

Source: National Institute of Educational Testing Service, 2011.

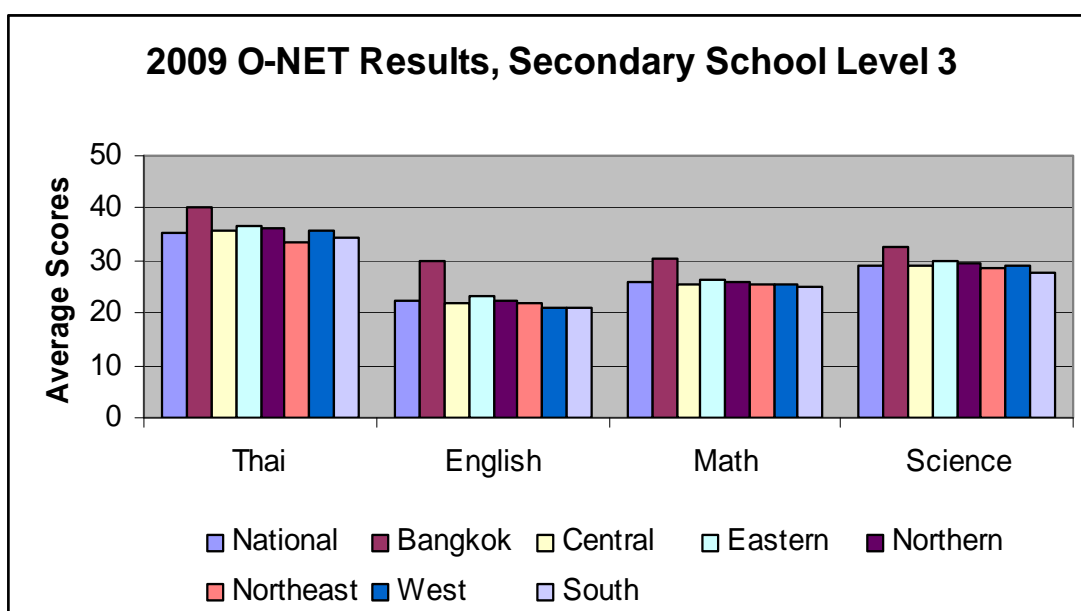


Figure 10 O-NET Results of Secondary School Level 6 by Region, 2009

Source: National Institute of Educational Testing Service, 2011.

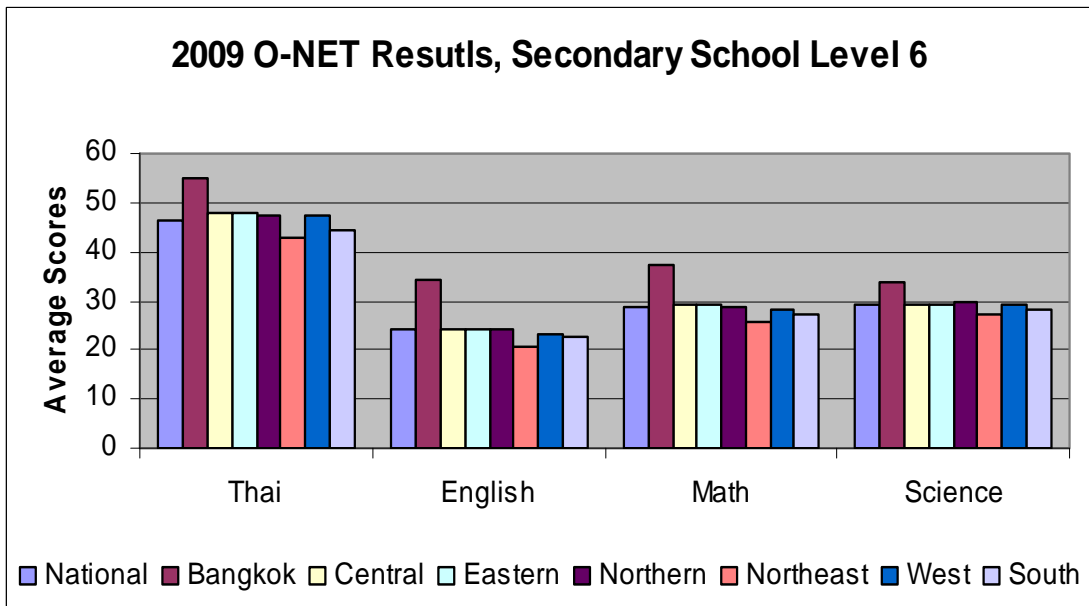


Figure 11 O-NET Results of Secondary School Level 6 by Region, 2009
Source: National Institute of Educational Testing Service, 2011.

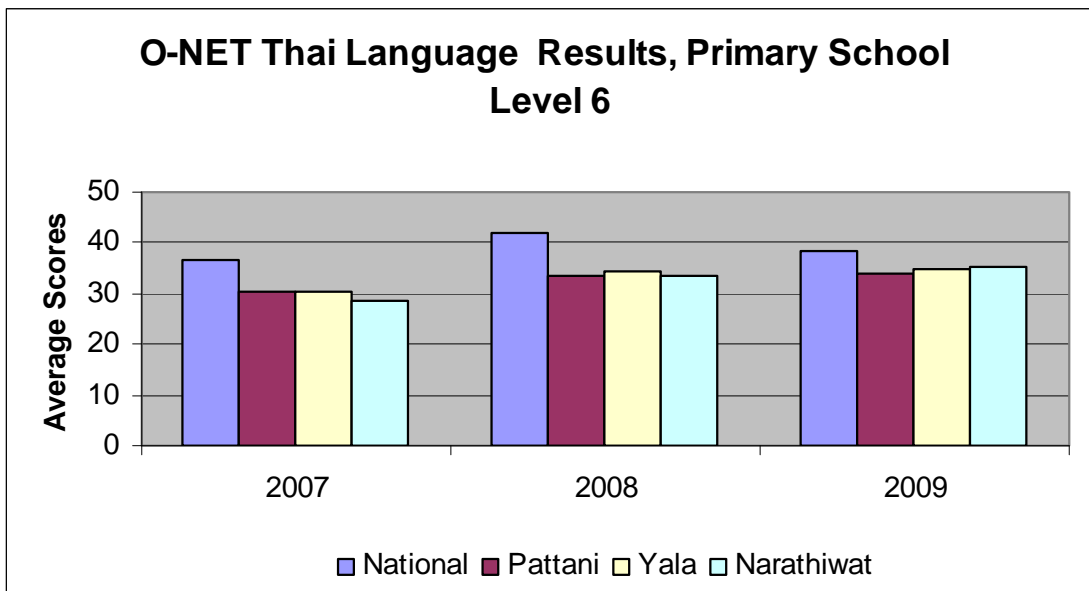


Figure 12 O-NET Thai Language Results of Primary School Level 6 by Province
Source: National Institute of Educational Testing Service, 2011.

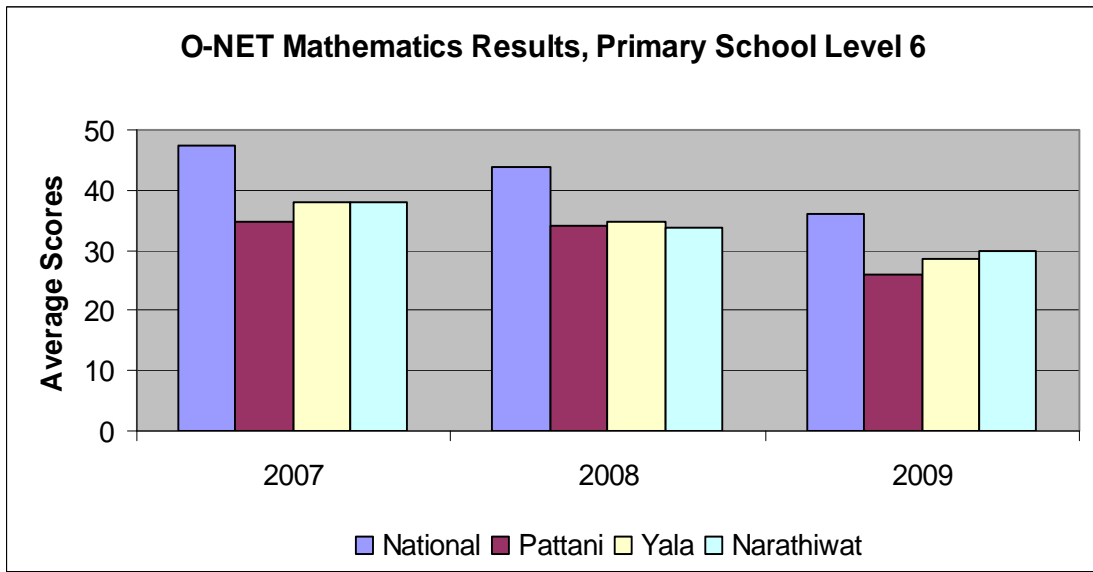


Figure 13 O-NET Mathematics Results of Primary School Level 6 by Province

Source: National Institute of Educational Testing Service, 2011.

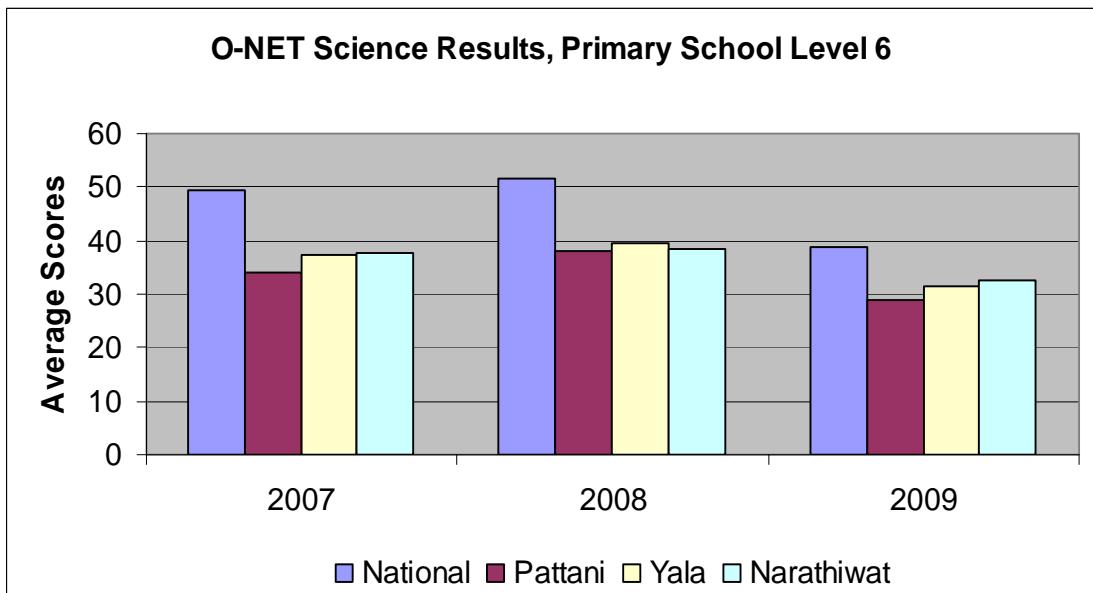


Figure 14 O-NET Science Results of Primary School Level 6 by Province

Source: National Institute of Educational Testing Service, 2011.

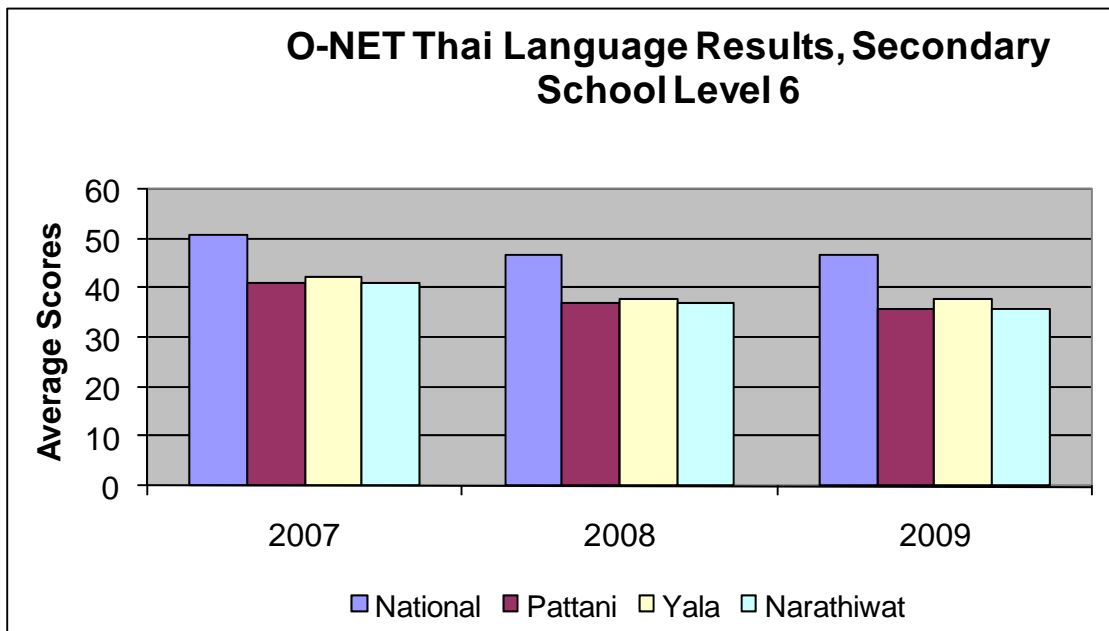


Figure 15 O-NET Thai Language Results of Secondary School Level 6 by Province

Source: National Institute of Educational Testing Service, 2011.

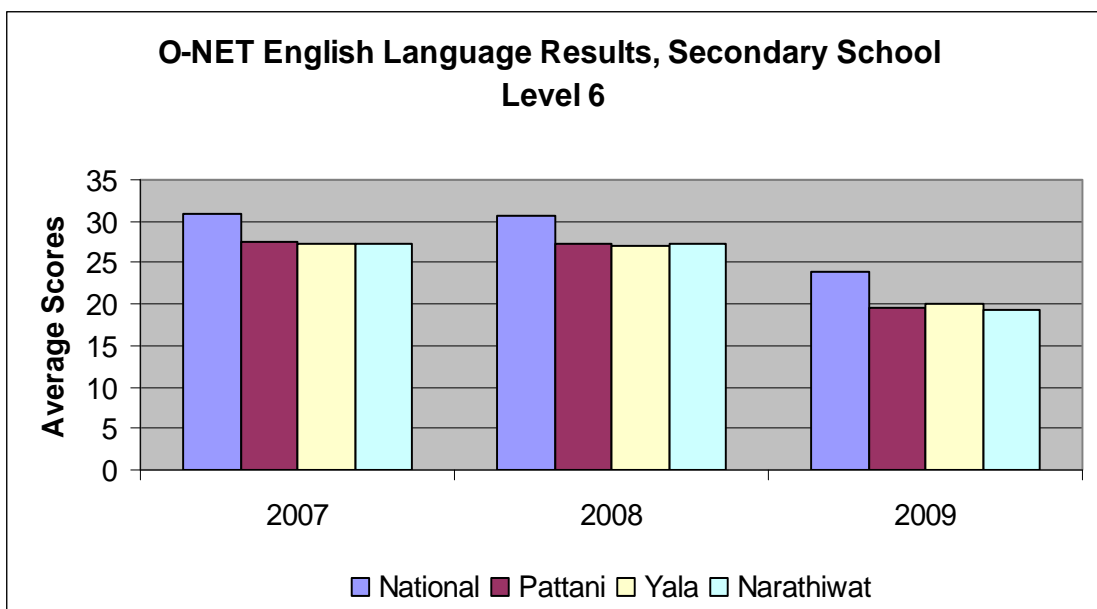


Figure 16 O-NET English Language Results of Secondary School Level 6 by Province

Source: National Institute of Educational Testing Service, 2011.

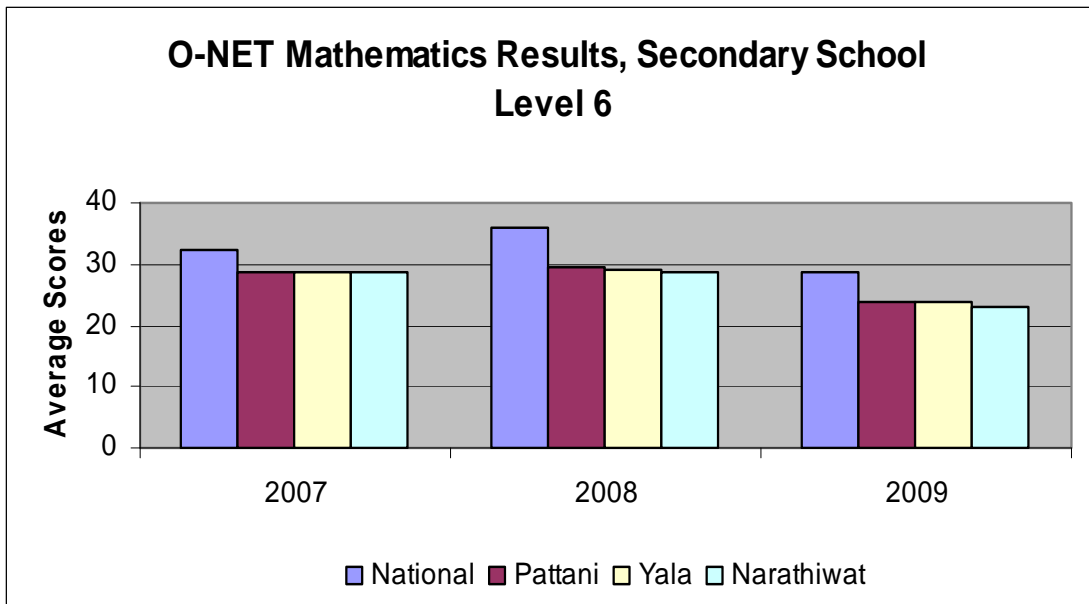


Figure 17 O-NET Mathematics Results of Secondary School Level 6 by Province
Source: National Institute of Educational Testing Service, 2011.

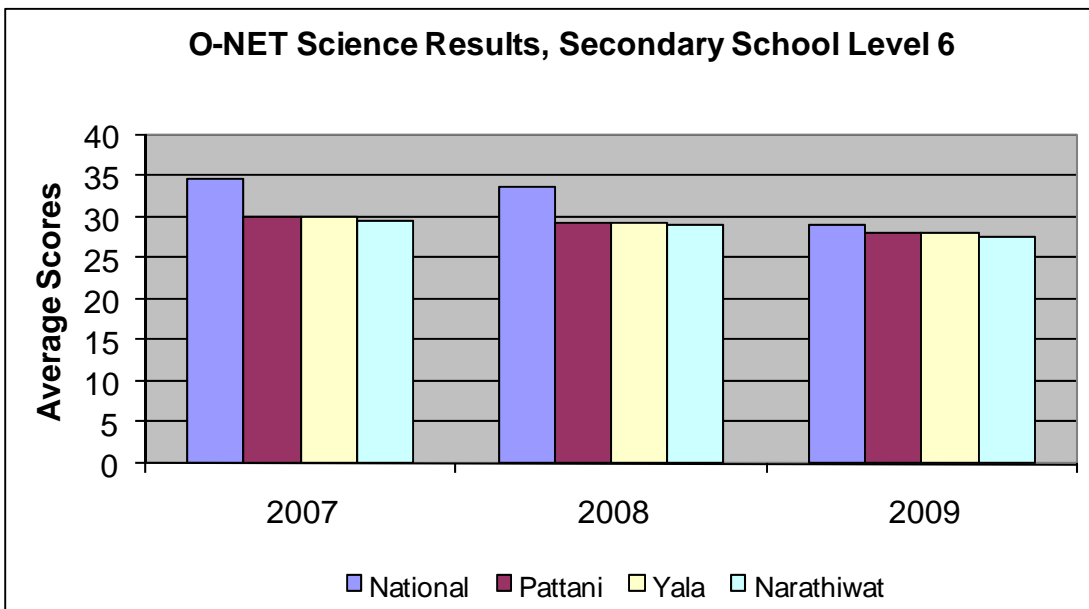


Figure 18 O-NET Science Results of Secondary School Level 6 by Province
Source: National Institute of Educational Testing Service, 2011.

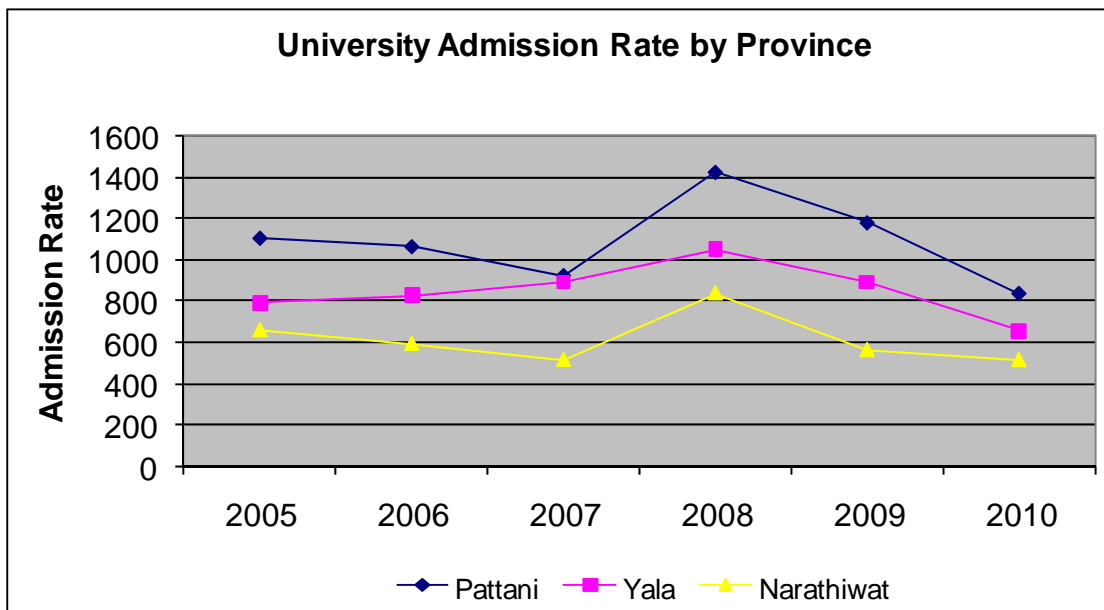


Figure 19 University Admission Rate by Province

Source: Association of University Presidents of Thailand, 2011.

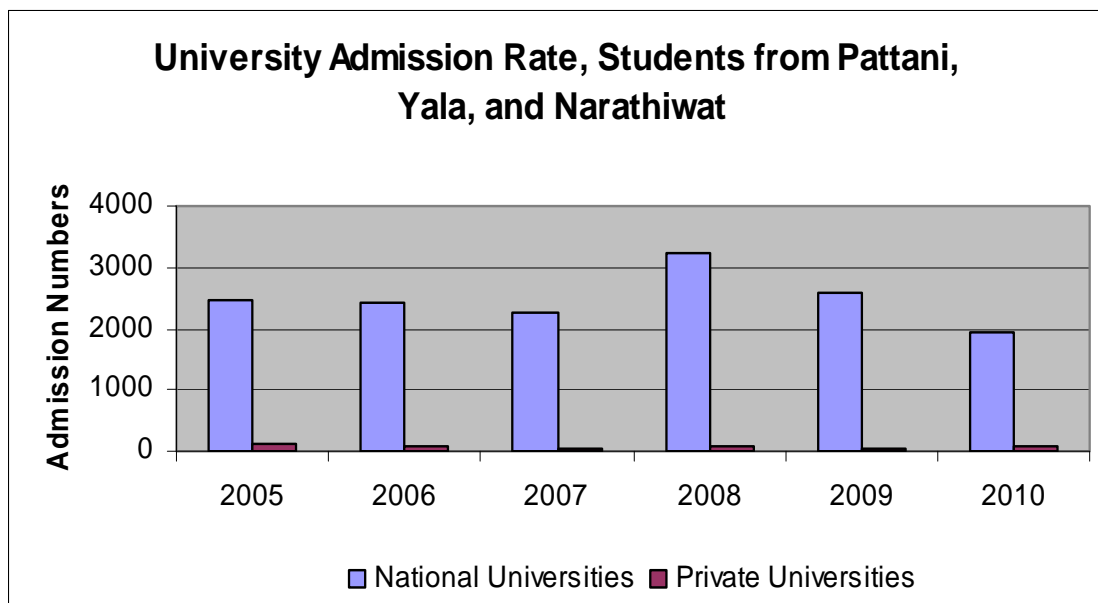


Figure 20 University Admission Rate by University Type

Source: Association of University Presidents of Thailand, 2011.

APPENDIX F
EDUCATIONAL POLICY FOR THE THREE
SOUTHERNMOST PROVINCES OF THAILAND

Key Educational Policy of the Ministry of Education for the Southernmost Provinces of Thailand (2008)

1. Educational Development Plan

The purpose of formulating the educational development plan to be exclusively used in the southern provinces of Thailand is twofold:

1.1 To improve the quality of education

1.2 To provide a great learning opportunity for the students in Southern Thailand so that their educational equality and capability will be enhanced compared with those in other provinces of Thailand.

2. Establishing the Office of the Private Education Commission in Southern Thailand

According to the Cabinet resolution, the Office of the Private Education Commission will be established in 5 provinces of Thailand; namely, Yala, Narathiwat, Pattani, Satul and Songkhla, as well as in 37 districts of 4 provinces and 5 districts in Songkhla province. At the provincial level, the office will be chaired by the provincial governor, while the director of the office will act as secretary-general; at the district level, the office will be chaired by the district leader while the director of the office will serve as secretary-general. The main objective of the Office of the Private Education is to supervise all private schools in Southern Thailand. It will promote any activities that support the advancement and quality of those schools. Moreover, it will facilitate information sharing on the teaching and learning quality in the private schools.

3. Financial Support for Private Schools

In fiscal year 2010, the government will allocate a budget of 2,100 million baht for the private schools in Southern Thailand.

4. Compulsory Education for Children and Youth in Southern Thailand

One of the important missions of the Education Ministry, this project enables 9,800 children in the areas to complete the compulsory education to at least three years of the total six-year secondary level.

5. Partner Schools

The Partner Schools refers to pairing public schools with the Tadika schools and Po Noh schools. In doing so, teaching and learning quality will be strengthened because, while the Tadika schools focus on religious teaching, the public schools will support general education at the primary level. Recently, there were 70 partner schools in Southern Thailand.

The model of partner schools includes: 1) Po Noh and secondary schools, 2) Po Noh and vocational schools, 3) Po Noh and schools under administration, and 4) Community Colleges where short-term and diploma programs have been launched.

6. Scholarships for Students of Southern Thailand

At present, 1,700 scholarships have been granted to the students in Southern Thailand. But in academic year 2009, up to 10,000 scholarships had already been granted to the students who still needed financial support to further their study at a higher level.

7. Free Quality Education for 15 years

Since 70% of most schools in Southern Thailand are private, the government provides free quality education in terms of 1) tuition fees, 2) textbooks, 3) school uniforms, and 4) learning materials. Students of private schools will enjoy similar benefits to those of governmental schools except tuition fees, which may be higher. However, under this project, the government will increase its financial support from 60% to 70% starting from kindergarten to the higher school levels.

8. Student Loans

Although the government has launched a project that includes free quality education for 15 years from kindergarten to the high school levels, as well as vocational and non-formal programs, those that want to advance their education at the diploma or higher degree courses are responsible for the tuition fees themselves. As a result, the student loan program has been established to alleviate such financial burden. For this program, the amount has been increased from 26,000 million baht, and is allocated to Islamic banks in Southern Thailand. Those in need of this financial support must come from a poor family with an income of no more than 200,000 baht per year.

9. Community Colleges

The government will strive for the excellence of community colleges in Southern Thailand, especially the role in short-term training, such as with restaurant staff, public bus drivers, or English language training. What these vocational institutions need to do is to propose courses that they think can be sent to the Ministry of Education for official approval.

10. Free School Milk

This project has been carried out since the government of former Prime Minister, Chuan Leekpai. During that period, students from kindergarten to the first level of primary school were provided free school milk. Now, the project has been extended to all primary school levels, from the 1st to the 6th grades.

11. Private School Act

This Act is to be amended in terms of land transfer, which does not have to be only for juristic persons. In addition, janitors, gardeners, drivers, and administrative staff working in private schools can enjoy social security welfare, which is very useful for those with low income concerning medical care and nursing services.

12. Promoting Islamic Studies

In terms of the courses of Islamic studies in the private schools of Southern Thailand, the Education Ministry has set a budget of 73 million Baht this year. For next year, the budget will be as high as 144 million Baht, and will remain at this level in the years that follow.

13. Enhancing Educational Quality in Southern Thailand

To enhance the quality of education in Southern Thailand there have been some relevant projects, as follows: 1) Strengthening learning and teaching Thai; 2) Developing teachers and learners of Islamic Tadika and Po Noh schools; 3) Improving assessment of study achievement; and 4) Introducing media and technology for teaching assistance.

14. Issues about Teachers and Instructors

According to the Thai Education Minister, if teachers are not good enough at teaching, how can we expect good learners? Since teachers play crucial roles in the spread of knowledge and in experience sharing, the 2nd educational reform will focus on how to help teachers improve their personal and professional qualities.

The issues that concern teachers and instructors of Southern Thailand are as follows:

14.1 Lack of teachers and instructors: Since there are many teaching positions vacant in the schools of Southern Thailand, the Office of the Teacher Civil Service and the Educational Personnel Commission are now shaping policies to encourage more applicants for teaching positions.

14.2 Teachers' Intellect: New assessments of teachers' intellect should be introduced, as at present, the teachers' intellect is assessed only through research or academic work instead of teaching achievement. Consequently, the new assessment

should focus on how successful teachers are in helping their students, not how much research work they do. This new method of evaluation was introduced in June 2009.

14.3 Private School Teachers' Intellect: Now, the Permanent Secretary of Education is working on how to improve and assess the quality of private school teachers.

14.4 Welfare for Teachers in Southern Thailand: In case the teachers are killed or maimed in a "southern unrest" incident, the Ministry of Education will provide financial support for their relatives or family members. The financial support has been increased from 17,000 Baht to 500,000 baht.

14.5 Educational Supervision: Now, the private schools in Southern Thailand are encouraged to initiate educational supervision of all teachers so that their teaching quality will be improved.

14.6 Projects of Returning Teachers to Students: The main reason for this project is that some teachers are tasked to do other work besides their teaching, such as administrative or accountancy jobs.

There are some other issues concerning the teachers and instructors who work in Southern Thailand. Most of them are about safeguarding, providing more funding, and enhancing the capacity of teaching personnel so that they will be more secure financially and professionally and will not want to leave their homes to work in other provinces.

Source: Office of the Minister, Ministry of Education, 2009.

BIOGRAPHY

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