INTRODUCTION
CHAPTER I

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1. STATEMENT OF THE PROBLEM

The present study deals with the problems of educational administration and learning environment of primary schools in the Educational Region II, Thailand. The problems dealing with interaction between the primary schools and communities in the Educational Region II of Thailand were also studied.

The factors contributing to learning environment of primary schools consist of:

(a) The physical site, school building and other buildings,

(b) The materials and equipment,

(c) The psychological environment and emotional climate,

(d) The curricular experiences and co-curricular activities in the schools,

(e) Safety, health, physical education facilities, and good service for pupils in the schools.

2. BACKGROUND OF THE STATEMENT

Educational systems in countries all over the world are
facing increasing problems on many fronts. Whilst on the one hand the educational aspirations of populations are growing at a fantastic rate, on the other hand there is increasing disillusionment amongst educationists and others over the real effects of the school system on society and on individuals and how those real effects often differ widely from the stated objectives.

Some school systems carry on their letterheads the maxim "Better Schools Build Better Communities". There is persuasive evidence that this is true. The maxim could be reversed without destroying its verity: "Better Communities Build Better Schools". The quality of schools and the quality of their communities appear to be in reciprocal relationship. In the diagram below, they have employed the double headed arrow used in chemistry to indicate that this change or influence is reversible and reciprocal. Thus, as schools are improved, they improve community living, and as community life is improved, schools are thereby improved in a reciprocal reaction.

Better
Schools
understanding
Better
Community


Ibid.
If one accepts these propositions a useful and important concept of school-community relations follows. The essence of school-community relations includes bringing the school and the community into mutually supportive interaction, with the school addressing itself directly to the task of improving community life and the community addressing itself directly to the mobilization of its resources for the improvement of education. The major vehicle for the accomplishment of these reciprocal processes is understanding - the school's understanding of the community and the community's understanding of its schools.3

**Purposes of School-Community Relationships**

To ensure a well-planned and intelligent programme of school-community relations, it is necessary that those involved have a clear understanding of the purposes of such a programme. Otherwise, such relationships will be random, haphazard, incidental, and relatively ineffective.

Yauch has provided a helpful pattern for considering school-community relations. He describes five stages of growth in the evolution of the true community school;

(1) the stage of publicity,

(2) using the community as an educational resource

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3Ibid, Pp.339-340
(3) using the school as an educational resource for community

(4) the community as a partner in the educational enterprise

(5) the school and community as partners in the improvement of community living.4

Yauch sees each succeeding stage encompassing the preceding one and the true community school encompassing all five stages in their maximum development. However, the fifth stage or purpose becomes the fullest realization of what educators regard as ideal in school-community relations.

(1) Publicity: Many educators have thought of school-community relations (or "public relations" as these men typically term it) as a programme of publicity to "sell the schools to the public".

The chief objective of such a plan is to convince the community that what is operating in the schools is as good as, or better than, programmes operating elsewhere. Such a selling programme is usually conceived as a kind of advertising; newspapers, speeches to influential groups, and school pageantry are dominant instruments. Whereas these methods frequently have been successful in achieving immediate objectives (such as plant improvements or

additions, additional materials, or avoidance of budget cuts), alone there have seldom achieved a basic understanding of and enthusiasm for modern educational methods and objectives.

The reasons for the failure of the selling approach to achieve this latter objective should be obvious to anyone familiar with the nature of the learning process. The understanding of school policies and methods necessary to engender support require that the community and staff learn about their community and school system. Educators should know that the least effective means of learning is simply to be told, however lucidly. Learning takes place most effectively by identifying, confronting, and solving problems, not by being told the answers. The selling approach, which places primary emphasis on telling, fails to emphasize cooperative efforts in making pains in community understanding.

Furthermore, there is a danger that the selling approach may hinder improvement of the community's schools by engendering complacency. This outlook frequently emphasizes the strengths of the school system but obscures its weaknesses - a strategy inherent in salesmanship. It is probable that many mediocre schools have been "sold" to their communities quite successfully. In such situations the community is likely to be satisfied with the schools as they are, and quite understandably resist and question
efforts to bring about needed improvements. The goal
of a community relations programme in the schools is
not, and should not be, to secure satisfaction with the
status quo of the school programme; rather it is to
develop intelligent support for efforts to bring about an
ever-improving programme, a programme that constantly
strives to find better ways of educating children.

Nevertheless, while publicity techniques alone are
not the answer to an enlightened programme of school-
community relations, such techniques have their place.
They can be a valuable part of the school-community relations
programme as long as their limitations are recognized and
are seen as outgrowths of and adjunets to the broader
programme.  

(2) Using the Community as an Educational Resource;
Community relations must be a "two-way street". They are
all aware of the principle that one of the best ways to
make a friend is to permit him to perform some service for
them. Applied to the community, this principle has several
advantages. First, as implied above, it tends to form
closer school-community bonds. Citizens who contribute
time, effort, talent, and materials to the school have
a personal stake in that school. In a very real sense it
becomes their school, and they support it loyally. Second,

the arm of the educator is extended, bringing into the school specialized services and assistance that the staff alone could not supply. Third, it enriches and improves the learning programme of the children, and increases their understanding and respect for the abilities and services of community members.  

(3) The School as a Resource to the Community: Many schools have served their communities little beyond educating children six hours a day, five days a week, for nine months a year. The school system, however, should be regarded as a public institution in the service of the entire community. This concept includes making school facilities available to the entire community for any constructive enterprise when they are not being used for children. It includes the participation of the faculty and student body in educative and worthwhile community activities. It includes rendering educational services to the community particularly through adult educational programmes.

(4) The Community as a Partner in the Educational Enterprise: This stage in the evolution of school-community relations refers to the mobilization of the best thinking in an entire community for the development of the total educational programme. It is predicated on two solid assumptions; first, in a democratic society people have the right to help shape those public institutions they own.
and to which they look for service; second, schools can be improved through a broad base of public participation in educational planning and policy making.

Stauffer found a significant correlation of .42 between quality of educational in particular communities and the existence of lay citizens advisory groups on education. 7 Ross and his association have discovered, in their investigations into the adaptability of schools, that one of the community conditions mostly closely correlated with good schools is public understanding of what education could do and should do. 8 Note that this understanding is different from simply knowing what the schools are doing; it is a matter of vision, goals, commitment, and sensitivity to educational needs and possibilities. It suggests that the public through carefully planned procedures should have an important voice in establishing the objectives of the school system, determining educational needs, weighing priorities, committing resources, formulating educational policies and evaluating accomplishments. In all of these functions the public should cooperate with the board of education and the professional staff of the school. This type of educational vision in the public seldom comes about simply


by chance. It is a matter that educators can do something about by inviting citizens of the community to work side-by-side with them in identifying and attacking the educational needs of the total community.

(5) The School and Community as Partners in the Improvement of Community Living: They are the ultimate and most sophisticated stage in the development of school-community relations. Many writers have spoken of it as the "Community-School". A yearbook of the National Society for the Study of Education described the community school as follows: The community school is concerned that the people put solutions into operation to the end that living is improved and enriched for the individual and the community... (the community school) is viewed as a vital and dynamic force in the direct attack on the problems of communities as well as upon the problems and needs of individuals. Note in the description the significance given to people, and not just to children and youth; solution and living improved, rather than just to learning; and to the individual and the community rather than just to the individual.

Olsen has formulated a description of the community school in operational terms:

(1) The community school improves the quality of living here and now.

(2) The community school uses the community as a laboratory for learning.

(3) The community school makes the school plant a community centre.

(4) The community school organizes the curriculum around the fundamental processes and problems of living.

(5) The community school includes lay people in school policy and programme planning.

(6) The community school leads in community coordination.

(7) The community school practices and promotes democracy in all human relationships.

Learning Environment

The learning environment plays a most important role in the educational process of young children. Effective planning and use of the physical and psychological setting are important factors in furthering the development of the child and in guiding and stimulating his development and learning. Herein lies a real challenge for creative teaching.

The physical environment covers (1) location of the school, structure of the building and room facilities; and (2) materials and equipment. In the first group are included location of the playground and of rooms within the building, placement of windows, amount of indoor and outdoor work and play space, toilet facilities, cupboard and storage space, locker space, and bulletin board and display areas. Consideration is given to the factors involved in healthful living such as ventilation, heating and safety. The second group (materials and equipment) involves furniture (selection of size, kind and colour), rest cots if used, toys, play materials, building blocks of various kinds and sizes, art materials, audio-visual equipment, science materials, musical and rhythmic supplies, and an abundance of free and inexpensive materials.

The psychological aspects of the learning environment concern (1) the establishment of rapport and good communication between the teacher and children, and between staff members; and (2) stimulation of interest through an extensive use of varied materials.

Curricular experiences are planned in terms of the children's needs at their developmental age level in a learning environment which contains optimum physical and psychological factors. This stimulates growth in all aspects of personality, furthers interest and understanding, and develops skills in problem solving, creative expression, and critical thinking.
Environment : An Aid to Learning

When young children are happy, eager and enthusiastic about school – when they can’t wait until it is time to go in the morning and return home in the afternoon filled with happy conversation about the events of the day – anybody can be sure that their learning situation is a good environment for living and working.

Contrasts in the kinds of schools provided for children today are very easy to locate, even within small areas. Extremes in types of physical plants range from the two - or more - storied brick structures, some of which were built as recently as the late nineteen-forties to the new, colourful and attractive one-story contemporary buildings located on beautifully landscaped park sites. Change is not limited to the style of building. It extends far beyond this into all aspects of architectural and equipmental design – all of which have a direct influence on the learning process. But more important than such changes in form are the changes in the human relationships within the class group, and between teacher and pupil. All these changes together help to create a psychologically healthful and stimulating learning environment.

The Curriculum

Whatever the age range of a school, the chief task of the principal is to assure a good learning programme for the children who attend it. In order to provide leadership
in developing and maintaining an effective programme of instruction, the principal must be aware of the different approaches to the curriculum and its development, and must be acquainted with the different types of curriculum, understand the problems and methods of curriculum development and improvement and realize the relationship of other administrative policies and procedures to the instructional programme.

**What should be Taught?**

Much disagreement centres around the content of the curriculum. Many educators claim that the curriculum of the elementary school should be organized around the three R's, and should include at least 'basic' learnings in history, geography, civics, modern foreign languages, health, art, and others; and that these learnings should be arranged in logical sequence and specified in detail. Others believe that the curriculum should comprise a series of broad problems relating to the culture or to common living problems. Still others believe that the learning programme should be built around the day-to-day living problems of the children, problems that will differ with every group of children.

Another aspect of the problem is the order in which learning experiences should be introduced. Many are still of the belief that the sequence should be determined by the logic of the subject. In reading, start with the simplest
units - letters and phonograms - and proceed from there; in social studies, organize according to the chronology of history; in arithmetic start with the hundred basic number facts and build sequentially from there. Others point to the fact that children do not learn this way, and that there are scientific studies whose findings indicate how best to teach arithmetic, reading and spelling. Still others maintain that the sequence and organization are to be found, not in the subject, but in the learner, and that they should be determined by the needs of the children maturing in the culture.

There is also a difference over the extent to which the curriculum should consist of firsthand experience. Some would rely almost entirely on books and teacher explanations, with occasional objective illustrations. Others would build the curriculum around book materials, and supplement the book learnings by frequent excursions and class activities. Still others claim the curriculum should consist primarily of problems from the children's experience, using book materials largely to help solve those problems.

What Elements should Determine the Curriculum?

Figure 1.1 is a schematic view of two other issues with respect to the curriculum:

(1) Should the curriculum be determined by the demands of society or by the needs of the learner?

(2) Should the curriculum be determined by present or future needs?
The vertical dimension of the figure illustrates the first issue. Here there are essentially two points of view. The first is that since the schools are established by a society to serve its needs, the content of the learning programme should deal primarily with the nature, background, and needs of that society. The second is that, since the business of education is to educate the individual, the curriculum should be built around the needs of the individual. The first orientation, obviously, is primarily social, while the second is primarily psychological. It should be pointed out that every socially oriented learning programme considers individual needs to some extent, and every psychologically based curriculum necessarily has some social orientation. The real issue centres around the relative emphasis on the needs of the individual and those of society in achieving a unified curriculum to meet both types of need.

Figure 1.1: The Curriculum in Relationship to Learner and Society.

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13 Ibid., Chap. 5.
Other educators, seeing no essential conflict between these two points of view, maintain that it is not only unnecessary to take an 'either-or' stand, but it is unrealistic. The individual, they point out, can realize himself as an individual only in relation to the society in each other, being shaped by the other. Any curriculum that considers only the demands of society or only the needs of the learner fails to come to grips with the dynamics of this interaction. For example, one may view citizenship education as largely a means of indoctrinating the demands of society attempting to insure that the new generation will serve the country in time of need and be devoted to the national heritage. Or one may view citizenship education as a means of helping the learner achieve self-realization through responsible civic action and of enabling him to help improve national and international society.

One point of view is that it is the function of the school to transmit the cultural heritage of the past, not to reshape it for the present or future. This is largely the point of view of the classical realists. The lower horizontal dimension illustrates the position of those who claim that the major task of education is to nurture the learner's present growth and development by coming to grips with his present problems and needs. Others insist that the curriculum should prepare the learner for the future, for adulthood, and for the reconstruction of society.

\[\text{Ibid. Chaps. 2, 3, 5, 11}\]
When and by whom should the Curriculum be Planned?

Some believe that such planning is a specialized job and should be done by experts in curriculum planning. In such a case, the curriculum is planned (often in detail) well in advance of the learning situation, and all children in all the schools in the system at a given level have approximately the same curriculum. Among those who would disagree there are different opinions concerning the degree of preplanning. Some few believe that no aspects of the curriculum should be planned prior to the learning situation.

Perspective of Thailand and Educational Region II.

In spite of the fact that Thailand has invested in the national education a big volume in terms of manpower, finance and other available facilities, illiteracy of the country remains rather high.

'Thailand' is one of the South East Asian countries, is situated in the Indo-Chinese Peninsula. In the North, it is bound by Laos, and the South by the Federation of Malasia, in the West by Burma, and in the East by Cambodia. Her area is 198,457 square miles. The estimated population according to 1975 census is 41,721,000. The country is divided into 72 provinces, and 12 educational regions. Each province is further divided into districts is 532. Bangkok is the capital of the country and Thai is the official

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language of the country. It is used as a medium of instruction at all the stages of education; from the primary to the university.

Buddhism is the State Religion of Thailand. About 93.6% of the total population is Buddhist; 3.9% is Islamic; 0.9% is Christian and the rest belong to other religions. Although Thai is the sole written language and Buddhism the religion of the majority of the Thai people, some influence of other languages and religions on education still exists, especially among minority groups. These influences clearly reflect themselves in the educational administration and planning in the different regions, particularly for compulsory education.

It should be noted that the influence of Islam on education is very strong in the four provinces of the deep southern part of Thailand, as they are close to Malaysia. The majority of the people in these provinces are Muslims and speak Malay. The government has envisaged a separate school administration programme for the four provinces of the south (Yala, Pattani, Narathiwat and Satun, i.e. Educational Region II) which became known as Pondok. In fact, the Pondok schools are the Islamic private schools which are registered with the government in accordance with the Private School Act of B.E. 2497 (1954). Thus, Islam

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may be taught but Malay must not be used as the media of instruction in these schools. The Pondok Programme is placed in the educational section of the national plan, and the Government has also arranged to assist these Pondok schools in terms of personnel, buildings, equipment and teaching materials.21

Thailand is divided into 12 educational regions (vide Figure 1.2). The purpose of establishing 12 regional educational divisions in the country was to better adopt education to local needs as well as to geographical occupational and cultural background found in particular regions. The regional education officer is the chief of the regional office whose duty is to advise on educational matters in the provinces included in the region. The regional education officer has his assistants in educational administration and supervision at every level. The main duties of each region are to develop educational responsibilities improve education in the regional areas provide appropriate channels of control and coordinate the work of the central departments and regional offices. In order to carry out the idea of adapting education to local needs the general curricula prepared by the Ministry of Education have been supplemented by syllabi prepared by the respective regions as particular needs seem to dictate.

Fig. 1.2
Map of Educational Regions of Thailand

- Province Boundary
- Educational Boundary
- Field of the Study
- Number indicates region of education
the percentages of literacy is likely to be lower than other parts of the country. Most of the people depend on farming, gardening and fishing, and also some of them cannot speak Thai language. So far as the financial status of the people is concerned, they are neither very poor nor very rich. Most of them are strong believers in their religion and in the continuance of their own Islamic way of life. Satun is more Thai in dress and speech than the other three of the four provinces.

In some parts of their areas have a large number of terrorists and communists, mostly in rural areas. They often indulge in anti-social and anti-national activities such as burning of trains, buses and cars; kidnaping teachers and others. Many teachers and others are often kidnapped by the terrorists and killed. Teachers, officials and people are terribly afraid of them. Therefore, most of the primary schools in this educational region have many problems, particularly the problems of educational administration concerned with community and learning environment in primary schools.

Changes in the Educational System of Thailand

1. School Structure. Under the National Education Scheme of 1977, the new structure of 6-3-3, (i.e. six years

23 Ibid., p.185

24 Ibid.

25 Bulletin of the Unesco Regional Office for Education in Asia and Oceania Number 20 June 1979, Pp.250-266.
of primary education, three years of lower-secondary education and three years of upper-secondary education) replaced the former structure of 4-3-3-2 in 1978 and are scheduled to be completed in academic year 1983.

A factor contributing to the change was that the government was unable to expand seven-year compulsory education to cover all sub-districts. Since 1963 there have been only 3,583 of the 5,517 sub-districts having seven-year compulsory education. Therefore, in order to accelerate the expansion of compulsory education, the primary level has been reduced to six years. With the improvement of curriculum and the increasing number of school days per year, six-year primary education should reach higher standards than before.

2. Curricular change. With the new school structure, the government has modified curricula for primary and secondary education. The new curricula will be phased in annually at two levels, primary and secondary, thereby taking six years to complete the changeover. The new curricula place emphasis on vocational orientation both at the primary and the secondary levels, to suit the social and local requirements.

3. Educational equality. It is the aim of the Thai Government that its population should have equal access to and opportunity in education. For the Fourth Education Development Plan the target is as follows:
a) Compulsory education will be further expanded.

b) There will be more secondary schools for the sub-districts. Each year, 100 more schools will be opened.

c) The enrolment system will be according to the students' domicile in 'zones'.

4. Equality of access to higher education for the provinces. Hitherto, those who have completed their secondary education in Bangkok stood a better chance of being admitted to universities. For instance, in 1973 in the north-eastern region, where the population was 34 per cent of the total population, the number of secondary students was 8 per cent, the number of applicants to universities from the region was 5 per cent, and the number of those admitted 3 per cent. In Bangkok, where the population equalled just 10 per cent of the total population the number of secondary students was 59 per cent, the number of applicants to universities equalled 70 per cent, and the number of those admitted equalled 77 per cent of the total enrolment.

In this connection, attempts are being made to improve the opportunity of access. The provincial universities have proposed special admission schemes, with quotas for rural applicants from 25 to 40 per cent. In addition, Chulalongkorn University and Mahidol University in Bangkok have special programmes for admitting students from the
provinces to medical courses, on condition that they return to work in their region on completion of studies.

5. Administrative change. During the Fourth Development Plan the decentralization policy will take effect. Local officials will have more authority to make decisions, and people will participate in policy-making and decision-making at the local level. The Central Authorities will establish educational policy and planning, give financial and technical assistance and organize certain educational programmes.

6. Teacher training. The Fourth Development Plan aims toward producing 296,565 qualified teachers at all levels.

7. Roles of the State and private sectors in educational management. At present, educational management in Thailand is partly run by the State and partly by private sectors from kindergarten to university levels. In 1977, the student population was 8,62 million, 1,24 million of whom were at private institutes. The government's policy may thus be seen as to encourage private sectors to play a part in educational management, especially at the non-compulsory levels. In the Fourth Development Plan, it is stated that, with regard to higher education, the government will not expand the subject areas which the private sectors have already managed efficiently, such as business administration, economics, accountancy and engineering sciences. In the field of Social Sciences, the target enrolment for the
Fourth Plan is 20,700 in private institutes as compared with 14,500 in government institutes while, in engineering, the figure is 3,600 for private institutes as compared with 9,000 for government institutes. The policy is beneficial as it is conducive to greater awareness of education and to competitive spirit with regard to the quality of education.

Adult Education

The Agency directly responsible is the Division of Adult Education, Department of General Education, Ministry of Education. Originally, the work envisaged was to combat illiteracy and to promote civic understanding of democracy. The scope has since been considerably enlarged. Accordingly in 1976, towards the end of the Third Development Plan, it embraced out-of-school education, formal, non-formal and informal alike. In this way the clientele includes people of all ages. The same principle is even more prominent in the Fourth Development Plan (1977-1981). The objectives are:

1. to encourage people to solve problems for themselves, taking into consideration such factors as environments and self-awareness;
2. to promote working skills in people for their better livelihood by providing short-term vocational training commensurate with local needs; and
3. to provide information services for the public, through public libraries, village newspaper-reading centres, radio correspondence and television for non-formal education.
The Fourth Education Development Plan aims at developing curricula both short-term and long-term, with content that will be profitable to society and relevant to the needs of the community. Plans are to provide functional literacy to about 600,000 people; to provide continuing education at grades V to XII to 900,000 people; to provide continuing education through correspondence and radio programmes to 200,000 people; to provide semi-skilled training to 700,000 people and to provide 'interest-group' training to 200,000 people. Thus, the service will be made available to 2,400,000 persons. The figure is still very small, when compared with the total population.

**Current out-of-school programmes**

Regional 'out-of-School Centres' have been set up with a view to promoting rural public welfare and people's ability to solve problems in work and everyday life. The centres are to undertake research and experiments and assist the Ministry of Education in the effective carrying out of adult and out-of-school education at the local level to better meet the needs of the rural people and society. Four such centres have been established. They act as centres for research and development of curricula, textbooks and other educational materials suitable for geographical and social situations as well as the occupations of the people in the region. They also undertake experiments and demonstrate new techniques and
technology and provide training and information to out-of-
school education workers in the regions.

Public Education Centres have been set up in almost every
province throughout the kingdom under the jurisdiction of the
provincial authorities. They are responsible for the effective
management of out-of-school education in different forms within
the province, and the dissemination of education to rural people

A Functional Literacy Programme was launched in 1970. Thus
far, enrolment has been relatively small due to many
shortcomings and limitations. As it has been found that
the curriculum formerly used for adult education does not
answer the real needs of the people, a new curriculum has
been produced. It is more flexible, enabling people to
choose subjects according to their interests and skills and
giving vocational subjects as electives in place of academic
subjects. This has helped people in their occupations and
in improving their home environment. The new curriculum
has integrated social science subjects, health education,
population education and ecology as well as other useful
social science subjects and everyday life subjects joined
into one single subject, entitled 'Promotion of life
experience acquisition'. Requirements according to this
curriculum are Thai language, life experiences, maths,
sciences, English, with vocational subjects as electives.

Vocational adult education has been arranged to
promote the occupational well-being of the people. The
subjects taught are industrial subjects, home economics, business administration and agriculture, with future emphasis to be on agricultural subjects. The Group-Interests Programme aims at assisting members of the group to be able to utilize individual abilities and skills with due concern and love for the environment.

From research undertaken on illiteracy, school-leavers in rural areas after completion of the four years of primary school rarely have anything to read, and soon relapse into illiteracy. One way of combatting this is to provide the people in the rural areas with a newspaper-reading centre in the village. This programme was started in 1971 and aims at assisting the villagers to be able to follow up-to-date technical developments and current news.

As radio is so inexpensive, it plays a very influential role in the educational process of the people. A survey in 1974 revealed that, of the then 6,688,501 households in the country, 4,743,668 or 70.9 per cent owned a radio set. The educational radio programme was started in 1977 with emphasis on agriculture, health and hygiene, social sciences, culture and recreation.

**Education for out-of-school youth**

A National Youth Promotion Committee was set up in 1973 comprising representatives of concerned bodies, with the Minister of Education as Chairman. This committee determines policies for youth as well as work plans. It
approves, co-ordinates and follows up projects proposed and implemented by the competent bodies concerned.

In the present situation, the majority of youth in Thailand have merely completed compulsory education, and probably never return to school. With the rapid population growth and fast technological advancement, and while social conditions are not adjusted to the changes, it is necessary for the government urgently to undertake the task of guiding young people toward becoming responsible citizens, able to contribute to the development of the nation. According to 1977 statistics, the total population of Thailand was 44.27 million, 29.50 million of these belonging to the youth group. Of the youth 9.11 million were absorbed in the educational system while 20.39 million were out-of-school. This, however, includes 6 million infants under school age, plus 14.39 million youths who were within school-age range but were not given opportunities to be in school.

The present policy is to instil in young people a sense of values and faith in the way of life under democratic monarchy; to especially urge them to uphold the Nation, the Religion and the Monarchy as their spiritual inspirations, and to be ready to devote their lives and sacrifice their personal happiness to the cause of national security. Long-term policies are designed (1) to promote the physical, mental and intellectual health of youth; (2) to improve
the conduct of the everyday life of the youth within the boundaries of moral and ethical principles of the religion they profess and in accordance with Thai culture; (3) to inculcate in youth a sense of pride in being Thai; (4) to promote and develop good character; (5) to promote education and vocational training at all levels in accordance with the socio-economic needs of the locality and the nation; to enhance, through the non-formal education process, skill development through practical work experience, field trips and self-learning; (6) to promote mutual assistance... in the protection of the mentally disturbed, the disabled, orphans and paupers, the abandoned, those addicted to drugs, and those recently discharged from prisons; (7) to devise preventive measures against crime and to eradicate sources of vice; and (8) to promote friendship and understanding among the youth within the country and with those in foreign countries.

Various government and private institutions are responsible for out-of-school education, including the Prime Minister's Office, Ministry of Defense, Ministry of Education, Ministry of Public Health, Ministry of Agriculture and the Office of University Affairs. The National Research Committee, Office of the Prime Minister, is engaged in a five-year research programme in philosophy and the social sciences relating to youth development. The Ministry of Defense will operate a Youth Vocational Training Programme
for young people who have completed only compulsory education. The Ministry has established a school for the hill-tribes to enable their children to have the opportunity to complete compulsory education and find a useful place in the Thai society. It has also organized a Rural Library Programme to provide the people in the rural areas with opportunities to further their knowledge.

The Ministry of Agriculture and Co-operation runs a programme for the setting up of young agriculturist groups to train youth in and out of school to be able to participate in group activities for self and community development. The Department of Community Development of the Ministry of the Interior organizes programmes of vocational training for rural youth to train others in agricultural techniques and handicrafts in order to alleviate unemployment problems and increase local income.

The Ministry of Education provides short-term training in agriculture to give additional vocational knowledge to agriculturists who have only completed compulsory education and to enable them to work more effectively on their farms. There is also a Mobile Agricultural Unit to instruct young people in modern agricultural techniques and technology by organizing short courses at schools and colleges.
Educational Reform

The four basic questions. In June 1974, the Cabinet appointed a Committee for Establishing a Framework for Educational Reform. The Committee made a study of education both as a system and a process and sought answers to the following four basic questions:

1. What is desirable education?
2. For what purpose should education be organized?
3. For whom is education organized?
4. How should education be organised?

The essence of the reform can be summed up as follows:

1. That there be equality in education to promote social justice in a democratic society with the King as Head of the State.

2. That the education system be more flexible and open, thereby making the relationship between formal and non-formal education closer in order to comply with social conditions and the socio-economic development of the country.

3. That the content and learning process be improved and changed to meet the objectives of education at each level and for each type...

4. That the role and status of teachers be improved and changed, as well as those of associated non-teaching personnel that they serve as agents for educational reform.
5. That the system and structure of higher education be improved and changed to bring about unity at this level... so that their operation can better meet the needs of society.

6. That the government shall be solely responsible for compulsory education, as stated in the Constitution. The private sector may share the responsibility of organizing non-compulsory education - with the condition that their aim is not the making of profit. Private education will be under the supervision of the government.

7. That there be unity at the policy-making level and in the administration at both the central and regional levels. That both power and authority be decentralized so that the local people can share the responsibility of organizing education suitable for their needs.

8. That efforts be made to utilize with maximum efficiency all resources for education in order that it be expanded as widely, equally, and justly as possible.

9. That there be a unified legislative structure in education...

10. That there be other social reforms which are related to education in order to help attain a meaningful life for all...

Measures initiated

According to National Education Scheme 1977 (B.E.2520), implemented in 1978, there are definite guidelines concer-
ning opportunity and equality in education at various levels. A few of these:

No. 11. The State shall make compulsory education universal. Compulsory education shall be free in government and local schools.

No. 12. Education institutes shall enrol students in all fairness and with due regard to their abilities... the State shall promote uniformity of the standards of educational institutes, regardless of their location.

No. 14. The State shall step up and promote various kinds of out-of-school education in order to make available lifelong education to all, especially to those who missed initial schooling.

No. 15. The State shall make education accessible to the poor, the physically, mentally and socially handicapped, as well as to the educationally disadvantaged.

No. 17. The State shall organize and promote secondary education. Every citizen has the right to this level of education which is given in accordance with and in response to the country's economic and social needs.

No. 19. The State shall take special steps to select suitable candidates for teacher training, with a view to providing intelligent, suitable and competent teachers.

No. 21. The State shall prescribe the requirements for local people to be educated according to their needs and the
needs of their community on condition that upon completion they will return to work for their community.

No. 23. The State shall...find ways and means to strengthen resources for education, bearing in mind equality among different communities and educational institutes. The State shall also provide grants and seek other means to assist the needy so that they will receive necessary education.

No. 24. The State welcomes the private sector to share the responsibility of educational management, within approved limits.

Pre-compulsory education. The private sectors and local community are encouraged to set up kindergartens and early-childhood centres which will absorb local children throughout the country. Existing schools will also be community schools giving service to the public. Such activities as housewives' meetings, lectures and demonstrations of child-care can be held in the schools.

Primary education. Plans have been made to increase the number of schools, and admission requirements have been laid down. Legislative measures on compulsory education have been modified, allowing the age of school entry to be flexible between 6-8 years. Each district determines its own age-requirements. Certain schools are associated in order to economize resources, personnel and materials. Qualified teachers are to be stationed in adequate numbers
it is the minority of the population who can afford to pay school fees and not the majority of the population, who are so poor that they can pay no fees at all and lose all opportunity. The government will thus have to make special financial contributions to poor students who are already in the educational system.

At the university level, it is appropriate to make a big increase in university fees so that the universities can pay their own expenses without drawing on the national budget. To help needy students, loans are provided, to be paid off in instalments upon the completion of education. To help the rural people, the government takes the responsibility of providing full financial assistance to those who have committed themselves to work in the rural areas. It is estimated that some 60 per cent of the students are prepared to accept this condition.

Utilization of School buildings. A large number of school buildings are still under-utilized. It is estimated that they are only used for six or seven hours a day and 180 days a year or, in practice, even less. Currently, some schools are therefore introducing the two-shift system, evening classes, or special courses in off-hours. It is estimated that, while the two-shift system will incur a 90-per-cent increase per capita in operational cost, the capital cost will increase by only 10 per cent.

Normally, 50 per cent of the expenditure on school constructions in the rural areas is the labour cost. Measures
are therefore taken to mobilize all the existing manpower in each community to help with the construction of school buildings. Parents and people in the communities are themselves willing to render their assistance in their spare time, because they want to see more schools in their communities.

'Sandwich-courses'. It is often found that vocational and technical students are insufficiently trained in practical work in spite of the high educational cost incurred by this type of education. The inadequate practical knowledge of these students also puts them at a disadvantage when applying for jobs, for business firms and companies tend to give priority to applicants who have already had some working experience or undergone proper training. It is therefore suggested that 'sandwich courses' be introduced. These are to be like other 'work-study' schemes. Besides enabling the students to benefit from both the theoretical and practical aspects of their education, the introduction of 'sandwich courses' will help to reduce educational cost because, while one group of students are undergoing training, the other group can pursue their studies in schools. This can be done alternately on a six-month basis. At present, vocational schools in Thailand offer short courses of from three-to-six months.

Schools as centres for production

It is essential that schools be not only places for
consumption, but that they inculcate in students the spirit of production. This would have an indirect impact on the economic and social development of the nation. The old belief among students that white-collar workers gain high social status must be broken down. Students must be taught to have a higher regard and appreciation for manual work. The manual and productive aspects of education such as farming, stock-breeding and gardening should therefore be incorporated in the school syllabus. The products obtained can either be used for school consumption or sold at a good price to the public. The emphasis on the manual aspect of education in the school syllabus will not only provide the students with basic experiences in economic matters but will also cultivate in the students a sense of achievement leading to job satisfaction. Moreover, the profit gained from the sale of the products will contribute to the school income.

Schools as centres for middleman training. The training of students to be middlemen should be incorporated in the school syllabus. This can be done through co-operatives which will act as agents to sell goods to people outside the schools. Several colleges and universities in Thailand already have their own co-operatives, although this kind of business enterprise has not yet been introduced in primary and secondary schools.

In fact, business enterprise for students should not be limited to the setting up of co-operatives, but should
encompass other aspects of business. Some of the theoretical side of schooling should therefore be replaced by practical business subject, such as accountancy, marketing, commerce, finance and basic economics.

Reduction of educational wastage. This is one of the most effective measures in reducing educational costs. The problem is most acute in primary education, especially in grade I where education is provided free of charge by the government. The wastage incurred in primary education is estimated at 300 million baht* per year. One way to reduce educational wastage is to abolish the system of examination for class promotion and replace it with formative evaluation and automatic promotion. This has its drawbacks.

As for wastage at other levels of education it is asserted that the main cause is again the evaluation system which screens out low-performance students without providing an alternative for further education, the reason being that there is an insufficient number of school buildings and equipment.

The decentralization of authority

The decentralization of authority to the communities will help to reduce the burden of the government and offer other advantages. It will give more incentive to people in the communities to mobilize the local resources for educational management and at the same time create a sense of

*20.15 baht = one U.S. dollar
participation. Educational management can then be more relevant to the needs of the communities. The government should only bear the responsibility of maintaining security and peace inside the country and national defence but should leave educational management in the hands of the communities. The government may however, render assistance to communities which have a very low per-capita income and economic potential to ensure equal opportunity in education.

**Education in connection with work and employment**

Education as manpower development cannot stay in balance with the rapidly changing demands of the labour market. Ten years ago, during the second five-year Social and Educational Development Plan, there was a shortage of middle-level manpower and therefore secondary vocational education was quickly expanded. Under the present conditions in Thailand, the labour market is not in a position to absorb all the vocational school leavers; hence there is 'educated' unemployment.

The large number of vocational secondary school leavers who find themselves unemployed are then forced to continue their studies at a higher level. Because they come from the vocational stream, they cannot very well compete with those from the academic stream of education in the university entrance examination. To cope with this unexpected situation, the government has opened technical colleges to absorb these students back into the school system. This, done under
pressure, gave rise to another type of problem, the lack of qualified teachers and instructors as well as the lack of technical equipment and materials necessary for the operation of such institutes and colleges.

A large number of vocational secondary school graduates who are not absorbed by the technical institutes or colleges run by the government or the private sector, are forced to enrol in the 'open university' to pursue higher education in an academic area. Vocational secondary education therefore becomes a stepping stone for them. In spite of the fact that vocational secondary education requires higher investment on the part of the government, it fails serve to any real purpose for these students. Vocational education provided within the system is not geared to meet the occupational needs of the local people, especially in the rural areas, particularly those who are already working.

Educational problems

A few of the problems of primary education are the following: (1) There is a high percentage of repeaters amounting to about 16.3 per cent of the total number of pupils of this level. (2) There is a shortage of teachers and inadequate distribution of teachers to poverty areas. (3) There is a shortage of textbooks and other educational materials and inadequate curriculum content; the curriculum that is currently used basically aims at preparing students for higher education... (4) The division into educational
regions is not done in proportion to the density of the population in the region, and planning for expansion of physical facilities is accordingly not suitable; this calls for central planning at the provincial level. Finally, (5) school inspection and supervision are not extensive enough due to the shortage of personnel, budget and proper co-ordination, and learning and teaching are not up to the desired standard.

Some problems of general secondary education are these: (1) The curriculum for this level is neither flexible nor self-contained; school-leavers at this level cannot meet the middle-manpower needs nor the needs of the locality, thus causing them to proceed to higher education. (2) A lack of educational materials in most schools in the provinces impedes education and lowers quality. (3) The evaluation system is not an integrated part of the learning process; in most schools, teachers have no authority and part in the evaluation process. Further, the current system of central examinations for schools all over the country has proved inadequate. (4) Classroom space has become a serious problem for some schools where the number of places is not proportional to the number of students - (this could be solved by better zoning of schools). (5) There is a lack of qualified teachers, particularly teachers of specialized subjects such as arts and crafts, physical education, guidance and counselling, agriculture and the performing arts.
In teacher training the problems include the following:
(1) Teacher training courses are offered at so many levels and organized independently by so many different institutions that there is a lack of co-ordination of policies and targets.
(2) The accelerated production of a large number of teachers to cope with the short-term deficiency has generated a number of poorly-qualified teachers.
(3) Teacher training curricula at various levels and of various types are not in tune with one another and with the needs of local society and of the country as a whole.
(4) Teachers currently teaching at teacher training institutions are to a large extent not taught how to train teachers.

In higher education the problems are these: (1) The curricula are not properly balanced between general and specialized subjects. This problem is aggravated by the lack of textbooks both in Thai and in foreign languages.
(2) Most professors and lecturers have very little research potentiality; the administrative and financial systems are not conducive to research.
(3) Institutes of higher learning have not given sufficient service to the community due to the lack of planning.
(4) The production of certain types of higher-level manpower does not synchronize with the demands of the labour market and the needs for development, and hence there is unemployment among graduates of higher-education.

The problems of out-of-school education include the following:
1. At present, despite its already long existence, there is no single, common, central policy with a clear-cut philosophy and objectives for the running of all out-of-school education. This is due to separate administration by various responsible bodies and has resulted in great complexity.

2. The management of out-of-school education is too centralized.

3. Without a common policy and long-term planning, it is difficult to allocate appropriate budgets for out-of-school education according to the needs of each department and locality. Further, the budgets are integrated within other budgets, which has resulted in a shortage of personnel, teaching facilities and buildings.

4. The lack of personnel training for out-of-school education has necessitated the transfer of personnel without any knowledge of out-of-school education to fill the teaching and administrative posts of any new out-of-school institute. The teaching and learning are still carried out in the same way as in school education, which gives undesirable results, as out-of-school education has its own proper characteristics. Moreover, no improvement is foreseeable because of the lack of research and analysis.

5. There is very little research into what kinds and levels of knowledge local people need and want. Also, there is little evaluation of existing out-of-school education to utilize the results for improvement.
PURPOSES OF THE STUDY

The main purpose of the present doctoral study is to identify and compare the problems of educational administration concerned with community and learning environment of primary schools in the Educational Region II of Thailand. Its more specific objectives are as follows:

1. To find out the weak points in the policy and methods of school administration concerned with community and learning environment of primary schools.

2. To find out the weak points in relation to the duties of primary schools in serving the community.

3. To study the problems concerned with learning environment of primary schools in the Educational Region II, Thailand, with reference to the following factors:

3.1 The physical site, school building, and other buildings.

3.2 The materials and equipment of the schools.

3.3 The psychological environment, and emotional climate of learning–teaching in the schools.

3.4 The promotion of curricular experiences and co-curricular activities for pupils of the schools.

3.5 Safety, health, physical education facilities, and food service for pupils in the schools.

4. To indicate the differences of the problems in the different aspects of the learning environment in the schools.
5. To search for the weak points in relation to the duties of the communities to serve the schools.

6. To find out the areas of conflict between the schools and communities.

7. To compare the problems of educational administration concerned with community and learning environment of primary schools in each province of the Educational Region II, Thailand.

4. HYPOTHESES

The following hypotheses were formulated for this study and the data analyses were to test these hypotheses:

1. The policy and methods of school administration concerned with community and learning environment of primary schools are very remiss.

2. The primary schools have many weak points in relation to the duties they have towards the community.

3. The primary schools do have problems concerned with their learning environment as affected by physical site, school building, and other buildings.

4. The primary schools also have problems related to materials and equipment to aid teaching-learning.

5. The primary schools have the problems of psychological environment and emotional climate in a school.
6. The promotion of curricular experiences and co-curricular activities in the primary schools are not at desirable levels.

7. The primary schools are remiss in the promotion of safety, health, physical education facilities, and food service for pupils in the schools.

8. There are differences of seriousness in each category of the problems of learning environment.

9. The relation and duties of the communities in serving the primary schools are remiss.

10. The various conflicts between the schools and communities are perceived more by the communities than in the primary schools.

11. All of these problems come from the learning environment more than from the communities.

12. The provinces having many primary schools have these problems more than the provinces having less primary schools.

5. SCOPE AND LIMITATION OF THE STUDY

The present problem was limited to the primary schools in the Educational Region II of Thailand, they are the four provinces of Yala, Pattani, Narathiwat, and Satun.

1. The problems concerned with community relate mostly to its interaction with the primary school.
The problems concerned with learning environment consists of:

2.1 Location of the school, structure of the building, and room facilities: They include location of the playground and of rooms within the building, placement of windows, amount of indoor and outdoor work and play space, toilet facilities, cupboard and storage space, locker space, and bulletin board and display areas. Consideration is given to the factors involved in healthy living such as ventilation, heating and safety.

2.2 Materials and equipment: they include furniture (selection of size, kind and colour), art materials, audio-visual equipment, science materials, musical and rhythmic supplies, and an abundance of free and inexpensive materials.

2.3 The psychological aspects and emotional climate of the learning environment concern: the establishment of rapport and good communication between the teachers and pupils, and between staff members and stimulation of interest through an extensive use of varied materials.

2.4 Curricular experiences and co-curricular activities in schools are studied in terms of the children’s needs at their developmental age level in a learning environment which contains optimum physical and psychological factors.

2.5 Safety, health, physical education facilities, and food service for pupils in the schools.
6. DEFINITION OF IMPORTANT TERMS

1. "Problems" mean the matter, situation, or person that are perplexing or difficult, or hindrances in the way of effective improvement of the standards of primary schools in the Educational Region II, Thailand.


3. "Community" means the guardian, the public or the people living in the villages or districts; educational institutions, religious institutions, and other institutions around the primary schools in the Educational Region II, Thailand.

4. "Learning Environment" means a surrounding or being surrounded of learning-teaching of the primary schools in the Educational Region II, Thailand. They are as follows:

   4.1 The physical environment covers: the physical site, school building and other buildings.
   4.2 The materials and equipment.
   4.3 The psychological environment, and emotional climate.
   4.4 The curricular experiences and co-curricular activities in the schools.
   4.5 Safety, health, physical education facilities, and food service for pupils in the schools.
5. "Primary schools" mean the schools are provided elementary education which have 6 years of learning and consist of 4 major subject groupings: (1) basic skills, (2) life experiences; (3) personal development, and (4) basic vocational skills. They are conducted chiefly by the Department of Elementary and Adult Education (Ministry of Education), the Province Administrative Organization, the various municipalities, and the private sector. These schools are in Educational Region II of Thailand.

6. "Educational Region II" means the second educational region being situated in southern part of Thailand near the border with Malaysia. It consists of four provinces i.e. Yala, Pattani, Narathiwat, and Satun, holds a Head Office of the Region in Yala.

7. "Pratom" means the grade of learning in primary school of Thailand, there are 6 grades, called Pratom 1 to 6.

8. "Maw Saw" means the grade of learning in secondary school of Thailand, there are 5 grades, called Maw Saw 1 to 5.

7. **SIGNIFICANCE OF THE STUDY**

The present study will hopefully be of a great contribution and help to the administrators, educators, and whomsoever to find out the possible solutions to certain critical problems of educational administration concerned with community and learning environment of primary schools
in the Educational Region II, Thailand. The following few points can specify the significance of the present study.

1. The analysis of the problems of educational administration concerned with community and learning environment of primary schools in the Educational Region II, Thailand, can form guidelines to play a very significant role in undertaking a continuous progress and fulfilment of educational programme goal of the Educational Region II, Thailand.

2. The study will help in giving a full-scale view of the problems of educational administration concerned with community and learning environment of primary school in the Educational Region II, Thailand. It includes several aspects of problems from standpoints of educational administration, organization, philosophy and sociology.

3. The study tried to find out some factors related to stagnation in educational administration concerned with community and learning environment, it is necessary to search for the best models based on certain factors on which to work.