Participation of Community Leaders and the Local Administrative Organization in Community Development of Tambon Mayo Municipality, Mayo District, Pattani Province.

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Abstract

This study aimed to investigate participation of community leaders and the local administrative organization in community development, problems and needs of the community for community development in Tambon Mayo Municipality, Mayo District, Pattani Province, and to explore guidelines for administrative work of Tambon Mayo that meet the needs of the community. The data of this qualitative study were collected from seven main informants who were community leaders, three secondary informants consisting of three officials of Mayo Local Administrative Organization (Tambon Mayo Municipality), and 7 residents of Tambon Mayo. The primary data were collected from the field through in-depth interviews (IDI), participatory observations, and focus group discussions. The results of the study on participation revealed that the participation of community leaders and the local administrative organization in community development could be classified into two categories: The participation of a community with the state as the leader and people accept and follow the policies; and the participation of a community with people’ willingness to participate arising from their needs and the state as helper or facilitator. The problems and needs for community development arise from people in the community’s viewpoints and needs taking into account the actual economic, political, social and cultural structures. Hence, community studies and community analyses are the heart of development plans which reveal the actual problems and needs of people in the community taking into consideration people participation as major importance. Tambon Mayo administration deals with economic, social, political and cultural development that can affect people’s ways of life from their birth, aging, illness, to their death. In addition to this, Tambon Mayo Municipality also used SWOT (Strengths, Weaknesses, Opportunities, Threats) in its administration so as
to respond to the needs of the people and the National Economic and Social Development Plan, provincial development plan, district development plan, Tambon or sub-district development plan, the 3-year municipal development plan, the government policies, and local administrators’ policies.

**Keywords:** participation, leader-forming process, situation

**Background**

Presently, Thailand has changed virtually in all aspects, economically, socially and politically, in particular, the change from absolute monarchy to democracy in 1932 A.D. From then on, people have had power to govern themselves through the parliament. Therefore, it is necessary for them to understand the government system, their rights and obligations (Suphisawong Thammanantha, 1998). However, the Thai government system has not been smooth and has affected stability of the country’s economic and social development. Moreover, it has widely affected people’s way of life, in particular, when the Constitution of the Kingdom of Thailand B.E. 2540 (A.D. 1997) was announced. In this constitution, the rights, freedom, obligations and people participation in state administration have been revised; the administrative structure of the local administration organizations was also revised in order to accelerate decentralization of administration and management of public services to local administration with the aim of making them more efficient and to better the problems and needs of people (The Royal Gazette, 1999). Consequently, it is necessary for all local administrative organizations to be prepared for transfers of budget and manpower from the central administration and provincial administration as stipulated by laws so that they can operate efficiently. This means that local administrative organizations have to accelerate in defining their development objectives or directions, forming development strategies and directions systematically and covering all aspects of the missions in order to show their readiness and potential in carrying out efficiently administration that has been transferred from the central and provincial administrative organizations (Chirasak Sichaicharoen, 2000).

From the above-mentioned reasons, in carrying out community development and local development according to the concepts and objectives of decentralization, people must take part in specifying or expressing the needs of the local community. Community leaders or local leaders are now accepted as playing an important role in village development because they are the core for village or community development making the village or community developed or prosperous. There are formally appointed community leaders and natural leaders who are not formally appointed but are respected by most people in the community.
and these types of leaders are ready to give advice to people who participate in the development process (Prawet Wasi, 1999). The roles and responsibilities of community leaders in community development can be classified into two aspects: the role of being a core leader in community development and Tambon development, and the role of a supporter in the work of the local administrative organization. For Tambon Mayo Municipality administration, it is necessary to be supported in terms of information, opinions and suggestions, and in carrying out development activities in order to achieve the objectives of community development. Tambon Mayo Municipality, therefore, sees the benefit and importance of community development planning. Even though there have been problems and obstacles to its administration, it has been successful to a certain extent. Therefore, the researcher is interested in investigating participation of community leaders as representatives for people in the community so that they have participation in community development of Tambon Mayo with the local administrative organization. This study discloses the problems that lead to obstacles to participation in community development of community leaders and the local administrative organization. The findings of this study can be used in identifying the types of activities that meet the needs of the community because in conducting this study, a community stage was organized for stakeholders consisting local people, government organizations, local organizations, the private sector, and experts to think and design activities that respond to the needs of the community. For community leaders, they were interviewed in-depth. Thus, the types of activities will be those that meet the needs of the community. They can also be used as data for Tambon Mayo Municipality development in the future.

**Research questions**

The research questions of this study are as follows:

1. What kinds of participation do community leaders and the local administrative organization have in community development?

2. What are the problems and needs for participation of community leaders that affect Tambon Mayo Municipality administration?

3. How does Tambon Mayo Municipality administration respond to the needs of the community?

**Objectives**
1. To investigate participation of community leaders and the local administrative organization in community development of Tambon Mayo Municipality, Mayo District, Pattani Province.

2. To explore the problems and needs of the community development of Tambon Mayo Municipality, Mayo District, Pattani Province.

3. To examine the guidelines for administration of Tambon Mayo Municipality that correspond with the needs of the community.

Research Methodology

The study on economic and social condition and participation of community leaders and local administrative organization in community development of Tambon Mayo Municipality, Mayo District, Pattani Province involves the following steps:

Selection of the study area The study area was selected using a purposive sampling method, and Tambon Mayo, Mayo District, Pattani Province was selected because people in Tambon Mayo are farmers who have rubber plantations and fruit orchards; they plant crops and raise animals for their living. Most trading is active in the community center where communication is convenient and with potential to be a trading center. Moreover, it is also under the responsibility of Tambon Mayo Municipality.

Identifying the target group Seven primary informants were community leaders who were trusted, knowledgeable and capable of being people’s representatives in doing many activities and dedicate themselves to the community. Secondary informants were three officials of the local administrative organization (Tambon Mayo Municipality), and seven residents of Tambon Mayo.

Primary data collection Primary data were collected from the field: in-depth interviews (IDI), participatory observations, and focus group discussions with community leaders. The researcher arranged the atmosphere to make it friendly, and prepared all equipment necessary for the focus group discussion. The researcher then explained the objectives of the study. When the informants began to be familiar with one another, the researcher started asking the questions that had been prepared on the following issues: the interviewees’ general data, opinions on the guidelines, approaches and characteristics of community leaders and the local administrative organization in community development; problems and needs for community development of Tambon Mayo Municipality, Mayo
District, Pattani Province and its administrative directions that corresponded to the needs of the community.

**Data analysis** In this stage, the researcher used Suphang Chanthawanit’s (2000) data analysis method for quality research. All the data that had been collected were analyzed and concluded before the results of the study were described in order to reflect participation of the community leaders and the local administrative organization in community development of Tambon Mayo Municipality in terms of problems and needs of the community for development and administrative guidelines for Tambon Mayo Municipality that corresponded to the needs of the community.

**Discussions**

From the study on participation of community leaders and the local administrative organization in community development of Tambon Mayo Municipality, Mayo District, Pattani Province, the followings were found.

1) **Participation of the community leaders and the local administrative organization in community development** The researcher found that the participation of the community leaders and the local administrative organization in community development could be classified into two types: the community was a community where the state was the leader. This participation was a top-down style or from the state and people only accepted and followed the policy and the other type was where participation took place because people were willing and the state supported or facilitated. There were two motivations driving the community to the leader-forming process. The first one was the willing in doing activities in the community and receipt of approval from the community and getting support from the community to be leaders. The second one was the awareness in order to help the community. These are reflected by the interviewees.  

   “I mostly give cooperation to government officials and they decide whether to ask for cooperation from people or not and on what and when.”
   (Mr. Ahmasukri Buesa, Chairperson, Ban Duku Community, interviewed on November 30, 2010)

   “Sometimes I decide to do some activities starting from planning to the evaluation and sharing benefits and government officials only give advice.”
   (Mr. Rosamee Durramae, Chairperson, Ban Mayo Community, interviewed on January 25, 2011)
“I think the community is the one who benefits and the community takes part only to get benefits and has nothing else to do with it.”

(Mr. Adul Hama, Chairperson, Ban La Che Community, interviewed on May 11, 2010)

It can be said that participation of community leadership and the local administrative organization in community development is necessary to be interdependent for both types of community, one with the state as the community leader, and the other where the people’s needs lead the community with the state as a supporter to give help and advice.

2. Problems and needs of the community for community development

The analysis of the data collected from the community stage jointly organized by the municipality and villagers and the leaders of the seven communities where people were provided with opportunities to participate, it can be concluded that the problems and needs of the community for community development could be classified into two issues: the problems of the community, and the needs of the community.

2.1 The problems of the community

It was found that most of the problems were about infrastructure as reflected by the following interviewees.

“The roads that people use to commute are not developed.”

(Mr. Ahmasukri Buesa, Chairperson, Ban Duku Community, interviewed on November 30, 2010)

“In the rainy season, there are overflows of rainwater causing floods that cause trouble to people.”

(Mr. Ahmasukri Buesa, Chairperson, Ban Duku Community, interviewed on November 30, 2010)

“I find that there’s too much garbage and people still lack awareness about the importance of separating garbage.”

(Mr. Adul Hama, Chairperson, Ban La Che Community, interviewed on May 11, 2010)

“The water sources used for consumption lack maintenance and have not been developed; the water pipe system is deteriorating, lacking maintenance and not thoroughly maintained. Not enough clean water is produced for the community’s consumption.”

(Mr. Rosamee Durramae, Chairperson, Ban Mayo Community, interviewed on January 25, 2011)
It probably can be said that the problems reflected by the community were communication problems, water drainage, inadequate water supply and cleanliness. These problems need to be solved urgently.

2.2 The needs of the community

It was found that people wanted related organizations to be more responsible and look after the community so as to control them and minimize the damage to the community. For example, more roads should be built between communities in addition to expanding and improving existing roads so that they meet standards; the refuse disposal system should be improved to be more efficient; the water supply system should be improved and expanded to cover the entire municipal area; more clean water should be produced to meet the needs; water sources should be conserved and revived; and new water sources should be discovered for community expansion.

The above reflections correspond with the opinions expressed on the community stage organized on May, 18, 19, 20, and 23 May 2011 confirming that these are the problems that need to be solved urgently in order to respond to the needs the community and can lead to further community development.

3. Guidelines for administration that meet the needs of the community

The community’s missions could be analyzed so that they are in line with the problems in order to be specified in the development plan and operation each year so that budget can be allocated for community development in the aspects needed by the community. SWOT (Strengths, Weaknesses, Opportunities, and Threats) is used in missions operations in addition to specifying the operation methods to be in line with the national economic and social development plan, provincial plan, district development plan, sub-district development plan, the municipality 3-year development plan, government policies and local administrators’ policies. All the missions can be analyzed and adjust to correspond to each type of problem and so that they meet the needs of the community.

Recommendations

1) Participation of the community leaders and the local administrative organization in community development

This could be classified into two types: The first one is participation of leaders of the community with the state as the leader and people only accepted and followed the policy. The other type is participation of community leaders that emerges from the needs of people and the state provides help or facilitates which is in accordance with the concepts of Phaibun Watthanasiri tham (Online, 2004) presented in the article “Outlook of the Thai socio-
economics” explaining that participation in doing a certain activity to benefit the community is based on the participation. In addition, for an expectation for community development to become possible, it is necessary to empower people by promoting and supporting them so that can help themselves and rely on themselves. Niphon Uthok (1992) states that society is where people live together and react to each other; doing activities together which is a good factor for a strong community is unity and it is necessary for a leader to emerge in that group of people to direct their practice. Nevertheless, the researcher considers that real participation is a decision making percent that is open for everyone, to all groups of people in the village to participate in decision-making on any operation for themselves and their village by themselves, and officials must be determined and sincere in supporting for continuous operation.

2. Problems and needs of the community for community development

It was found that the community specified the problems and needs of the community by trying to use the attitudes and needs of the community taking into account the community’s actual economic, political, social and cultural structures as described by Goodman (in Pongthon Thanyasiri, 2000) who states that people participation is a process in which people participate in different stages of activities, participate in thinking, deciding, and solving problems. People’s creative thinking and expertise are used in solving problems by analyzing the problems and the needs collected from the community stage jointly organized by villagers and the seven community leaders. This community stage was open to people in the municipal area to participate. The problems could be classified into categories: Problems of the community and the needs of the community. For the problems of the community, it was found that most problems of the community were about infrastructure such as communication problems, water drainage, lack of water and cleanliness. These were the problems that the community needed to be solved urgently. As for the needs of the community, it was found that people wanted related organizations to be responsible, to look after and control so as to minimize the damage to the community. However, the researcher thinks that the community should take part in taking a role in problem-solving directly because the problems are about infrastructure that affects people directly. Therefore, if the community asks related organizations to take responsibility solely, development may not correspond to the needs of the community.

3. Guidelines for administration that meet the needs of the community

The municipality used people-centered administrative principles; people’s highest satisfaction is
the aim of the municipality. The municipality provides service as needed by people in the municipal area and used to determine the directions for the municipality's services, decentralized to the community in the form of Community Service Organization (CSO) by holding on to the principle of good governance, transparent, with ethics and emphasize on participation (Rules and regulations of the Office of the Prime Minister on creating good administration system and good society, 1999) at the municipal administration level and the community development administration of the Community Service Organization (CSO) according to the 5-year Tambon Mayo Municipality Development Strategic Plan B.E. 2554-2550 (A.D. 2011-2016). In addition to this, the emphasis was on empowering the community by joining hands in thinking, building, and solving problems in the municipal area. All sectors must participate in solving all types of problems emphasizing promotion and support to education for pre-school education and youth development to make them good quality people holding on to the education regulations management. Regarding occupation development, the emphasis is on community economic development to depend on itself in the local area and to support occupational groups, especially occupations that are based on the King’s self-sufficiency philosophy. Pornsak Phongphaew (2001) defines that administration is a decision-making process, and a process that puts the decision-making to practice. Furthermore, SWOT was used to help in analyzing the strength, weakness, opportunity and threat in carrying out the missions. Operations according to the missions were specified in line with the 11th National Economic and Social Development Plan B.E. 2555-2559 (A.D. 2012-2016), provincial development plan, district development plan, sub-district development plan, the municipality 3-year development plan, government policies and local administrators’ policies. The visions for the year 2027 consisting of three visions, three missions, three objectives, four goals, and seven strategies (Office of the National Economic and Social Development Board, Prathip Tangmatitham, 2011) are observed. Seven categories of work have been specified and are stipulated in the Municipal Act B.E. 2496. The administration of Tambon Mayo Municipality was also found to be in accordance with the Plans and Process of Decentralization to Local Government Organization Act B.E. 2542 (A.D.1999) which meet the needs of the community. Applying good governance principles can increase administrative efficiency and they are the mechanisms that can be used to control, follow up and check the administration by participation of people and outside organizations for the purpose of preventing any damage to the organization administration. This is because building good governance in an organization is building awareness of work
efficiency that does not waste resources and it is accountable and transparent taking into account the effects on people concerned as operation by government organizations can affect people directly.

**Suggestions**

The above-mentioned study results indicate that participation of community leaders and the local administration organization in community development serve the objectives of this study. This results in good effects on the target groups and people in the community. However, the followings are suggested for further improvement.

1. All levels of local administrative organizations and organizations related to community development should listen to community leaders’ opinions and suggestions, and assign them more roles in carrying out community development activities. Community leaders should be promoted to work in community development with more efficiency. They should also be promoted in thinking and writing community development projects in various ways that benefit the community and attract more people participation as first priority.

2. Community leaders should participate with the local administrative organization in brainstorming for community development planning by presenting their creative initiations or community development projects that are useful and needed by community organizations. The conclusions drawn from the projects can be translated into practice so as to show their role and leadership in community development.

3. There should be research and development in the form of knowledge management to empower people in the community to utilize their potential in carrying out community development activities with more efficiency.

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