

Categorisation and Significance of the Problems Affecting the Possibilities in the Formulation of the Policy on the Establishment of Special Administrative Organisation of “Nakhon Mae Sot”

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Abstract

This research has an objective to study the significance of the problems, a total of 28, occurred in the formulation of the policy to establish a special administrative organisation of Nakhon Mae Sot, Tak, and recategorise the problems, in order to test whether and how each category of the problems affects the formulation of the policy to establish Nakhon Mae Sot special administrative organisation, by means of quantitative methodologies; collecting data through questionnaires circulated amongst the sample group of 70 attending the public seminars on approaches to drive the special administrative organisation of “Nakhon Mae Sot”, and analysing the data using statistics of mean to determine the order of significance of the problems, multiple regression analysis to examine the relationships between the problems and the possibilities in the establishment and factor analysis to reduce and recategorise the problem factors according to the findings, with the level of statistical significance defined at .05. The result has revealed that the problem category to which the sample group gave highest significance in the formulation of the policy to establish the special administrative organisation of Nakhon Mae Sot was the issue of frequent changes in government

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impacting the establishment of “Nakhon Mae Sot”; followed by the formulation of principles that would be used in the policy to establish “Nakhon Mae Sot”, that is, border trade and alien worker management, both of which requiring great delicateness to the execution thereof, so precautions should be taken if the local are to be allowed to self-administrate. Additionally, the recategorisation of the problems has resulted in 7 categories of problems; 1) issues of participation of the people within the zone, 2) issues from advocacy groups and supports from other parties, 3) issues from objectives, values, and principles of the policy formulation, 4) issues from the primary target group in the formulation of the policy, 5) issues originated from political feasibility, 6) issues from policy advocates, and 7) issues from the publication of news and information, status and city planning of Mae Sot, and it has been found that each of the aforesaid categories also affects the possibilities in the formulation of the policy to establish the special administrative organisation of Nakhon Mae Sot, Tak, in respective order of various degrees, 1-7, as seen above. Hence, the government, local administrative organisations, and relevant agencies should give a serious consideration to the issues of participation of the people in special local administration, so as to correspond to the visions of modern social trends, such as the emphasis on building educational opportunities and learning about proper participation, instillation through encouragement of creative gatherings of the local people to conduct various aspects of developmental activities, and formation of learning exchange networks in a serious manner, which would lead to reinforcement of power of the people, so as to achieve sustainable development trends.

Key Word: Special Administrative Organisation, Nakhon Mae Sot, Problems of Policy Formulation

Introduction

According to article 78 (3) of the current Constitution of Thailand, saying “The State shall... delegating powers to local governments for the purpose of autonomy and self-determination of local affairs, enhancing local governments to participate and act in compliance with the directive principles of fundamental State policies, develop local economics, public utilities and assistances and information infrastructure in the localities thoroughly and equally throughout the country as well as developing into a large sized local government organisation a Changwat ready for such purpose with due regard to the will of the people in that Changwat”, and paragraph 9 of article 284... “The establishment of the special local government organisation having different organisational structure from the provisions in this section shall be as provided by law, provided that a local administrative committee or local administrators thereof shall be elected.” (Rathachatranon, 2011: 207), as it turned out, after the enactment of the Constitution, there appeared to be a movement demanding and pushing for special administrative organisations in earnest (Luangprapat, 2012), as the government had permitted localities to establish their own special administrative organisation. Then, in 2010, the Office of the Decentralization to the Local Government Organization Committee, Office of the Prime Minister, has formed the “Subcommittee for the Development of Public Services of Local Administration Organisations in Forms of Networks or Clusters and Models for Special Administrative Organisation Establishment” in order to study and propose approaches to project special administrative organisations in localities; five pilot areas which were efficient and suitable for the establishment of special administrative organisations in accordance to the purpose of the aforementioned articles of the Constitution of Thailand (Akahat, 2013) were proposed, namely Suvarnabhumi Aerotropolis, Samut Prakan, Tourist Cities of Koh Samoi, Surat Thani, Historical Cities of Ayutthaya-Sukhothai, Logistic and Industrial Estate of Laem Chabang-

Map Ta Phut, and Mae Sot Border Trading Metropolis, Tak (King Prajadhipok's Institute, 2011: 19).

The significance of Mae Sot is generally known as Thail-Myanmar border trading hub that generates the highest revenue for Thailand, that is, comparing the import and export volumes between Thailand and Myanmar, it would be noticeable that in the area of Mae Sot Customs House, Mae Sot District, Tak, the import value in total was higher than that of export by tenfold (Mae Sot Customs House, 2012). Particularly recently, Thailand had a favourable balance of trade over Myanmar in the area of Mae Sot Customs House for more than 30,000 million baht annually, but if estimation were made as per real figures, not the Customs House, such would be as high as 100,000 million baht. Still, these figures were not publishable as such act might make Myanmar official seek for measures to ameliorate the negative balance of trade in the area of Mae Sot Customs House, which would impact the entrepreneurs as was in the customs shutdown or cancellation of currency in the past (Piniwong, 2012). In consequence to the significance in terms of border trading, the local people of Tak have thus gathered to request for a rise in status of Mae Sot District, Pob Phra District, Umphang District, Tha Song Yang District, and Mae Ramat District, all of which are districts bordered to Myanmar and far from the heart of the province, to form Mae Sot Province, made to the then Prime Minister as he travelled to hold the Mobile Cabinet Meeting in Mae Sot district on 19 October 2004. But, the cabinet at the time viewed Mae Sot's significance in the function of a development of border economy and trade, so they proposed a plan to establish a special economic zone of Mae Sot instead in the very same cabinet meeting, yet the proposal faded away as the Prime Minister lost his power. It was until after the enactment of the Constitution of the Kingdom of Thailand, B.E. 2550 (2007), which has opened doors for any locality that has the potential to develop themselves to establish a special local administration under the principles of the Constitution, Mae Sot, as a city with potential and a variety of reasons, has thus proposed the request to prime ministers from Samak

Sundarave, Somchai Wongsawat, to Abhisit Vejjajiva for the establishment of the city (thesaban nakhon) of Mae Sot and subdistrict municipality of Tha Sai Luat, Mae Sot district, Tak, as special administrative organisation (Akahat 2013a.: 628).

As the special administrative authority is an establishment of local authority for certain special purposes, in addition to those of regular local administrative organisations, as per the “uniqueness” of such locality, that is why regular local administrative organisations are not suitable for provision of public services in the locality, and thus a “design” of a new form of local administrative organisation is required to fulfil such intention. Generally, a special administrative organisation would have at least one intrinsic special characteristic (Lertpaithoon, 2004), Mae Sot, for example, is a border trading hub having been challenged with issues of alien workforce migration, issues of custom formality facilitation, issues of border security, issues of narcotics, and so on, though the locality is competent enough to develop itself and be self-administrated.

In the formulation process of the policy to establish “Nakhon Mae Sot”, from the initiation of problematic issue of demand for the rise in status to a special administrative zone to the draft of the Mae Sot special administrative area submitted to the Council of State then chaired by Meechai Ruchuphan, for consideration and interpretation, and passed (Council of State, 2011), the author sees this Nakhon Mae Sot establishment policy as a new policy draft on Thailand’s decentralisation to local government organisations occurred for the very first time after there had not been any consideration to establish a special administrative organisation since the formation of Pattaya City in 1978 (Rathachatranon, 2011), and that has rendered the formulation process of the policy to establish the special administrative organisation of “Nakhon Mae Sot” interesting and significant towards the decentralisation of Thailand in a different dimension which many experts on decentralisation and local governance designated as the second wave of decentralisation in Thailand (Thammasat University Research and Consultancy Institute, 2012). In other words, every

party has noticed that the establishment of “Nakhon Mae Sot” as a special administrative authority is of importance as a policy from the government that tries to further the decentralisation to another level, in addition to what was realised in keeping with the act on the decentralisation plan and process implemented in 1999 (Akahat, 2013b: 2), that is, the development of localities of special administrative organisations which possess a special feature, such as an island, a port, an industrial estate, a central city of the region, a renowned tourist attraction, a historical place that should be conserved, or a border trading hub facing the issues of alien workforce management and trade and investment facilitation at the policy level and operational level in the local area; areas of Mae Sot city municipality and Tha Sai Luat subdistrict municipality, Mae Sot district, Tak, for instance, are the region collectively called “Mae Sot Border Trade Town” (Akahat, 2012).

The process of establishing “Nakhon Mae Sot” as a special administrative organisation has been ongoing since 2007 (Mae Sot City Municipality, 2011), and involved people from many levels from prime ministers, presidents of the parliament, the Office of the National Economics and Social Development Board, Ministry of Interior, Office of the Decentralization to the Local Government Organization Committee, committees of provincial and district levels, public and private agencies associated with authority of special administrative area, educational institutions, committee of the National Municipal League of Thailand, and local administrative organisations in the areas that would form “Nakhon Mae Sot” (Chinsoranan, 2012). So, public seminars on approaches to drive the special administrative organisation of “Nakhon Mae Sot” were organised under technical cooperation amongst King Prajadhipok's Institute, United Nations Development Programme (UNDP) and the Office of The Decentralization to the Local Government Organization Committee (ODLOC) (King Prajadhipok's Institute, 2011), and the attendees were all relevant parties at policy and operational levels in various fields of authorities associated with the special administrative

organisation of Nakhon Mae Sot, in both Mae Sot district and Bangkok, so as to create mutual understanding among the attendees on the establishment concept of special administrative organisation of Nakhon Mae Sot (Luangprapat, 2011), which led to the policy formulation in a form of Rules for Administration of Nakorn Mae Sot Bill, B.E....., to be implemented officially in the time yet to come.

In respect of the priorities of the policy to establish “Nakhon Mae Sot”, due to the fact that the public policy has not been studied yet and this policy has also been defined as a “model” for the establishment of other local administrative organisations in places that share the status of border trading hub, such as Mae Sai, Mukdahan, Nong Khai, Padang Besar, Su-ngai Kolok, Aranyaprathet, Sangkhla Buri, etc. (Kosayodhin, 2011), the researcher has got interested in studying the circumstances of the problems arose during the process of “Nakhon Mae Sot” establishment and examining the tendency of whether and how said problems are related to the possibilities of formulating the policy to establish “Nakhon Mae Sot”, which would lead to an understanding of the actual circumstances of the problems occurred in the process of policy formulation and proposals of strategies to ameliorate and develop localities which have a development plan to establish a special administrative organisation for proper local development, consistent with a level of economic development and management of particular problems different from any other localities, which would become a foundation for the development of economy and democratic politics later on.

Objectives

1. To assess the circumstances of the problems occurred during the formulation of the policy to establish the special administrative organisation of Nakhon Mae Sot, Tak
2. To recategorise the circumstances of the problems occurred during the formulation of the policy to establish the special

administrative organisation of Nakhon Mae Sot according to their natures

3. To study the relationship between each category of the problems in point and the possibilities of formulating the policy to establish the special administrative organisation of Nakhon Mae Sot

4. To propose a strategy to ameliorate and amend the flaws derived from the problems occurred in the formulation of the policy to establish the special administrative organisation of Nakhon Mae Sot, Tak

Materials and Methods

This research is a survey research which employs quantitative research methodology; utilising a questionnaire drawn up through literature review, had 5 experts reviewed the coherence of the questions, tested for value of reliability until certain that it could be used as a tool in this research, and then used to collect data from the target population group, committees and attendees of the public seminars on approaches to drive the special administrative organisation of “Nakhon Mae Sot”, the first and second, a total of 220 (King Prajadhipok's Institute, 2011), by means of simple random sampling, giving the attendees numbers in order and random sampling via table of random digits (Rathachatranon, 2012: 150) from 120 entries, then send response letters to the addresses of affiliated agencies of the ones sampled. It turned out that 70 were replied, or approximately 30 percent of the population group (Pitaktepsombati, 2005: 240), which deemed to be a suitable size for this study. Then the researcher checked the questionnaires for completeness and progressed to data processing by using computer software suite to aid the data analysis. The statistics used in the data analysis were mean, maximum of 5, factor analysis statistics, and multiple linear regression, with reliability value defined at 95 percent.

Results

1) The degrees of significance of the situation problems occurred in the formulation of policy to establish the special administrative organisation of Nakhon Mae Sot, Tak, according to the assessment of the sample group of 70, could be arranged from highest to lowest amongst the 28 problems in point as follows: 1) issues from frequent changes in government making the establishment policy of “Nakhon Mae Sot” lack of continuity ($\bar{x} = 4.04$); 2) issues from the principles of the policy to establish “Nakhon Mae Sot”, namely border trade and alien workforce management, which required great delicateness to the execution thereof, so precautions should be taken if the local were to be allowed to self-administrate ($\bar{x} = 3.97$); 3) issues from the fact that the establishment policy of “Nakhon Mae Sot” was not a policy proposed by then government party, rendering it difficult to push forward as intended ($\bar{x} = 3.78$); 4) issues from the fact that news and information on “Nakhon Mae Sot” establishment were yet to be disseminated to every relevant parties ($\bar{x} = 3.67$); 5) issues from the fact that the formulation of the policy to establish “Nakhon Mae Sot” were intervened by advocacy groups on a complex scale ($\bar{x} = 3.62$); 6) issues from the fact that the establishment of “Nakhon Mae Sot” had an impact on political interests and strongholds of local politicians in terms of advantage gain from the promotion of special administrative organisation ($\bar{x} = 3.58$); 7) issues from the fact that brainstorming on the establishment of “Nakhon Mae Sot” failed to include the contribution from majority of the local ($\bar{x} = 3.55$); 8) issues from the definition of the priorities of constituents that made “Nakhon Mae Sot” a special administrative area was not aware of or understood by the local ($\bar{x} = 3.54$); 9) a tie between the issues from the unreadiness of city plan and infrastructure facilities in the area rendering the establishment of “Nakhon Mae Sot” unable to actualise at the time, and the issues from the fact that “Nakhon Mae Sot” establishment lacked of supports from parties of both public and private sectors in terms of cooperation with existing local administrative organisations to set off

the plan ($\bar{x} = 3.47$); 11) issues from the fact that the key leaders who defined the policy to develop border trading town of Mae Sot were from various parties, each of which was with different perspectives regarding function of special administrative area ($\bar{x} = 3.45$); 12) a tie between the issues from the fact that the policy to establish “Nakhon Mae Sot” originated from political reasons rather than actual needs of the local, and the committee associated with “Nakhon Mae Sot” establishment was composed of individuals from many levels of different agencies, causing the establishment to be filled with a number of unresolved conflicts ($\bar{x} = 3.44$); 14) a tie between the issues from the fact that most of the relevant parties in the formulation of the policy to establish “Nakhon Mae Sot” were attached to working attitudes of a municipality, considering that the system of municipality was already effectual in terms of administration, and the issues from the fact that policy to establish “Nakhon Mae Sot” was not consistent with the priority policies of the government, thus it failed to gain support from the political leader ($\bar{x} = 3.41$); 16) issues from the impacts derived from the policy to establish “Nakhon Mae Sot” causing the workloads and responsibilities of the parties associated with the policy to increase ($\bar{x} = 3.40$); 17) issues from the fact that the establishment of “Nakhon Mae Sot” lacked of supports from mass media at national level, thus causing such to be unsuccessful ($\bar{x} = 3.37$); 18) issues from the rotations and transfers of officials of various posts that were responsible for the actualisation of the policy to establish “Nakhon Mae Sot” rendering it lack of continuity in operation ($\bar{x} = 3.35$); 19) issues from the fact that the purposes of “Nakhon Mae Sot” establishment were ambiguous, vague in practice; 20) issues from the fact that the establishment of “Nakhon Mae Sot” neglected to seek advices and consults on awareness of the significance of traditions, livelihoods, and identity of the locale from the local ($\bar{x} = 3.31$); 21) issues from the fact that sections in relation to the formulation of the policy to establish “Nakhon Mae Sot”, for the most part, still were short of the ideal of need for special local administration ($\bar{x} = 3.24$); 22) a tie between the issues from the fact that certain parties, such as

the agencies responsible for alien workforce supervisory, customs, and immigration, had not a chance to participate in the consideration of formulating the policy to establish “Nakhon Mae Sot” to the utmost, and the issues from the fact that most of the relevant parties in the formulation of the policy to establish “Nakhon Mae Sot” lacked of motivation in achieving the objectives ($\bar{x} = 3.15$); 24) issues from the fact that “Nakhon Mae Sot” establishment was accompanied with hidden agendas of some relevant parties ($\bar{x} = 3.14$); 25) issues from the fact that the groups of individuals that pushed forward the establishment lacked of authority to negotiate for supports from other parties; 26) issues from the consideration on interests for national security; 27) issues from the fact that the ones who pushed forward the establishment of “Nakhon Mae Sot” had inappropriate personalities, unreliable in negotiation and bargain for the attainment of the establishment ($\bar{x} = 2.57$); 28) issues from the fact that the status of “Nakhon Mae Sot” was inferior to the others, rendering it short of power to bargain for supports for the establishment ($\bar{x} = 2.32$).

2) Rearranging the situation problems occurred in the formulation of policy to establish the special administrative organisation of Nakhon Mae Sot according to their natures by factor analysis, it was found that the 28 variables could be categorised into 7 groups:

Category I consists of 4 variables; 1) brainstorming on the establishment of “Nakhon Mae Sot” failed to include the contribution from majority of the local, 2) the definition of the priorities of constituents that made “Nakhon Mae Sot” a special administrative area was not aware of or understood by the local, 3) the policy to establish “Nakhon Mae Sot” originated from political reasons rather than actual needs of the local, and 4) the establishment of “Nakhon Mae Sot” neglected to seek advices and consults on awareness of the significance of traditions, livelihoods, and identity of the locale from the local. The problems in this category can be concluded as “issues of participation of the local” (Thanapornpun, 2009; Wasi, 2006; Witeepanich, 2005)

Category II consists of 4 variables; 1) the groups of individuals that pushed forward the establishment lacked of authority to negotiate for supports from other parties, 2) “Nakhon Mae Sot” establishment was accompanied with hidden agendas of some relevant parties, 3) “Nakhon Mae Sot” establishment lacked of supports from parties of both public and private sectors in terms of cooperation with existing local administrative organisations to set off the plan, and 4) the formulation of the policy to establish “Nakhon Mae Sot” were intervened by advocacy groups on a complex scale. The problems in this category can be concluded as “issues of advocacy and other supports” (Witeepanich, 2005; Vajirakachorn, 2006).

Category III consists of 4 variables; 1) most of the relevant parties in the formulation of the policy to establish “Nakhon Mae Sot” were attached to working attitudes of a municipality, considering that the system of municipality was already effectual in terms of administration, 2) considering the interests for national security, the establishment of “Nakhon Mae Sot” in border area such as this would not be counted as an advantageous to national security, 3) the purposes of “Nakhon Mae Sot” establishment were ambiguous, vague in practice, and 4) the principles of the policy to establish “Nakhon Mae Sot”, namely border trade and alien workforce management, which required great delicateness to the execution thereof, so precautions should be taken if the local were to be allowed to self-administrate. The problems in this category can be concluded as “issues from purposes, values and principles of policy formulation” (Vajirakachorn, 2006; Rathachatranon, 1997; Yavaprabhas, 2002).

Category IV consists of 3 variables; 1) certain parties, such as the agencies responsible for alien workforce supervisory, customs, and immigration, had not a chance to participate in the consideration of formulating the policy to establish “Nakhon Mae Sot” to the utmost, 2) the committee associated with “Nakhon Mae Sot” establishment was composed of individuals from many levels of different agencies, causing the establishment to be filled with a number of unresolved conflicts, and 3) the key leaders who defined the policy to develop border trading town of Mae Sot were from various parties, each of

which was with different perspectives regarding function of special administrative area. The problems in this category can be concluded as “issues of target group of policy formulation”. (Lumpai, 1997)

Category V consists of 4 variables; 1) the establishment policy of “Nakhon Mae Sot” was not a policy proposed by then government party, rendering it difficult to be pushed forward as intended, 2) the establishment of “Nakhon Mae Sot” had an impact on political interests and strongholds of local politicians in terms of advantage gain from the promotion of special administrative organisation, 3) the policy to establish “Nakhon Mae Sot” was not consistent with the priority policies of the government, thus it failed to gain support from the political leader, and 4) frequent changes in government making the establishment policy of “Nakhon Mae Sot” lack of continuity. The problems in this category can be concluded as “issues from political feasibility” (Witeepanich, 2005; Lumpai, 1997; Yavaprabhas, 2002).

Category VI consists of 5 variables; 1) sections in relation to the formulation of the policy to establish “Nakhon Mae Sot”, for the most part, still were short of the ideal of need for special local administration, 2) the ones who pushed forward the establishment of “Nakhon Mae Sot” had inappropriate personalities, unreliable in negotiation and bargain for the attainment of the establishment, 3) most of the relevant parties in the formulation of the policy to establish “Nakhon Mae Sot” lacked of motivation in achieving the objectives, 4) the rotations and transfers of officials of various posts that were responsible for the actualisation of the policy to establish “Nakhon Mae Sot” rendering it lack of continuity in operation, and 5) the impacts derived from the policy to establish “Nakhon Mae Sot” causing the workloads and responsibilities of the parties associated with the policy to increase. The problems in this category can be concluded as “issues from policy advocates” (Witeepanich, 2005; Lumpai, 1997; Yavaprabhas, 2002).

Category VII consists of 4 variables; 1) news and information on “Nakhon Mae Sot” establishment were yet to be disseminated to every relevant parties, 2) the status of “Nakhon Mae Sot” was inferior to the others, rendering it short of power to bargain for supports for the

establishment, 3) the establishment of “Nakhon Mae Sot” lacked of supports from mass media at national level, thus causing such to be unsuccessful, and 4) the unreadiness of city plan and infrastructure facilities in the area rendering the establishment of “Nakhon Mae Sot” unable to actualise at the time. The problems in this category can be concluded as “issues from the publication of news and information, status and city planning” (Lumpai, 1997; Yavaprabhas, 2002).

3) As for the relationship between the concerned groups of problems and the possibility to define the policy to establish a special administrative organisation of Mae Sot, the study approach brought the variables from the result of factor analysis to test with dependent variables of degrees of possibilities to define the policy to establish a special administrative organisation of Mae Sot. Therefrom, a factor analysis was conducted on the 28 problem variables to reduce the number of variables, and resulted in 7 groups of variable. Then the 7 groups of independent variables and one dependent variable were brought to test for a relationship by means of multiple regression, which resulted as follows:

Table 1 Result of Test for Relationship by Multiple Regression

Variables	Unstandardised	Standardised	t	Sig.t
	Coefficient	Coefficient		
	B	Beta		
1) Issues of participation of the local	.417	.575	157.690	.000
2) Issues of advocacy and other supports	.320	.442	121.248	.000

Table 1 (Con.)

Variables	Unstandardised	Standardised	t	Sig.t
	Coefficient	Coefficient		
	B	Beta		
3) Issues from purposes, values, and principles of the policy formulation	.282	.389	106.757	.000
4) Issues of primary target group in the formulation of the policy	.254	.350	95.975	.000
5) Issues from political feasibility	.229	.317	86.798	.000
6) Issues from policy advocates	.221	.305	83.483	.000
7) Issues from the publication of news and information, status and city planning of Mae Sot	.053	.074	20.203	.000

n = 70, R Square .999, F 10726.704, Sig. F .000

From the table above, it is noticeable that the probability of F is equal to 0.00, which is lower than the level of statistical significant of 0.05, so it could be concluded that, in overall, the variable groups that categorise the 7 groups of problem factor derived from factor analysis

could explain the possibilities to define the policy to establish a special administrative organisation of Mae Sot in a statistical significant manner.

And when considering R Square, which equals to 0.999, it means that all of the 7 predictor variables (independent variables) could explain the variation of the dependent variables at as high as 99.9%, which is a very high rate.

From the test for relationship among variables, between the variables of possibilities to establish a special administrative organisation of Mae Sot and the variables of 7 groups of problems in the definition of the policy to establish a special administrative organisation of Mae Sot, it has been found that the probability of t of Category I (issues of participation of the local), Category II (issues of advocacy and other supports), Category III (issues from purposes, values, and principles of the policy formulation), Category IV (issues of primary target group in the formulation of the policy), Category V (issues from political feasibility), Category VI (issues from policy advocates) and Category VII (issues from the publication of news and information, status and city planning of Mae Sot) are all 0.00, which is lower than the level of statistical significant of 0.05. Hence, it could be concluded that, at reliability value of 95%, every problem group has a relationship with the possibility to define the policy to establish a special administrative organisation of Mae Sot.

As for the size and directionality of relationship between the 7 predictor variables (independent variables) and criterion variables (dependent variables) which are explained by the regression coefficients of beta, by relationship degrees from highest to lowest, are as follows; 1) Variables of Problems in Category I (issues of participation of the local) (Beta = 0.575), 2) Variables of Problems in Category II (issues of advocacy and other supports) (Beta = 0.442), 3) Variables of Problems in Category III (issues of purposes, values, and principles of the policy formulation) (Beta = 0.389), 4) Variables of Problems in Category IV (issues of primary target group in the formulation of the policy) (Beta = 0.350), 5) Variables of Problems in

Category V (issues from political feasibility) (Beta = 0.317), 6) Variables of Problems in Category VI (issues from policy advocates) (Beta = 0.305) and 7) Variables of Problems in Category VII (issues from the publication of news and information, status and city planning of Mae Sot) (Beta = 0.074).

Conclusion and Discussion

1. The most significant problem in the establishment of special administrative organisation of Mae Sot found was the issues from frequent changes in government making the establishment policy of “Nakhon Mae Sot” lack of continuity, indicating that political influence from government at national level interfering with the establishment of special administrative organisation of Nakhon Mae Sot caused the policy to establish the special administrative organisation of Mae Sot to be altered or shifted from the originally intended goals, while the issues from the principles of the policy to establish “Nakhon Mae Sot”, namely border trade and alien workforce management, which required great delicateness to the execution thereof, so precautions should be taken if the local were to be allowed to self-administrate, that is, most of the operational-level local officials had a tendency to work separately within their own organisations, but when the special administrative organisation has been established, conformity and cooperation would become of necessity, in order to meet the main purposes of a special administrative organisation.

2. From the research on the factors associated with the possibilities to establish the special administrative organisation of Mae Sot, there was an observation that the foremost was the issues of participation of the local participation, such as that brainstorming on establishing special administrative organisation lacked of participation of the people or the local people were unaware of the process, and so on, reflecting a perspective of policy formulation which the ones who defined or the ones who had a part in the implementation of certain policies failed to participate and meet the needs of the people, as well

as a lack of efficiency in formulating public policies, failing to explore the requirements and needs of the people who would be affected thereby. In addition, there were issues from advocates and supports from other parties, such as the advocacy of the establishment of the special administrative organisation lacked of influence to negotiate with other parties for supports or there were interventions against decisions among advocacy groups and interest groups on a complex scale, and so on. The issues from the purposes, values, and principles of the policy definition were as such the purposes in the establishment lacked of clarity to bring into practice, or the operatives still adhered to traditional working approaches, not adapting to approaches in support to a special administrative organisation, and so on. The issues of target groups were as such the unclear target groups which the special administrative organisation would managed, namely alien workforce, immigration, narcotics, border trade, industrial development and promotion of tourism. The issues from political feasibilities were as such the frequent rotations of governments which resulted in discontinuity of the policy, or the establishment had certain effects on political interests and strongholds of local politicians in terms of advantages from the promotion of special locality. The issues from the policy advocacy were as such the lack of ideal of the need for special local administration, or lack of motivation to reach for the goals. And, the issues from the publication of news and information, status and city planning of Mae Sot were as such news and information were not publicised for the general public, or the incoordination of city plan and local infrastructure facilities, and so on. All of the aforementioned problems affected the possibilities of the establishment of the special administrative organisation in an official manner.

Recommendation

In this research, the researcher would like to offer opinions and suggestions, so as to use as an approach to develop the policy to establish the special administrative organisation of Mae Sot, as follows:

1. The advocacy of the establishment of Nakhon Mae Sot should give importance to the participation of the local people, holding forums or brainstorming focusing on the needs and requirements of the local to realize the special administrative organisation in a truly beneficial manner.

2. Mae Sot city municipality and Tha Sai Luat subdistrict municipality should urge their personnel to adhere to integrative working principles that emphasize chiefly on the areas, so as to facilitate border trade supports and alien workforce management therein and establish a base for the establishment of the special administrative organisation of Mae Sot to be done.

3. The Decentralization to the Local Government Organization Committee should have effective formal practices and standards in the process of establishment of a local administrative organisation which will be able to develop into the special administrative organisation that can be utilised as an approach in the operation rather than pushing wildly without any clearly defined course as in the case of Mae Sot.

4. The government in office at the time should support the localities that have potentials, readiness, and ability to commence the establishment of a special administrative organisation according to development potentials of each locality in order to realise improvements and abilities to self-govern suitably to each of their contexts.

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