



รัฐประศาสนศาสตร์เพื่อการท่องเที่ยว: บทบาทขององค์กรปกครองส่วนท้องถิ่นในการจัดการการท่องเที่ยว เพื่อการอนุรักษ์ ฟื้นฟู และพัฒนาวัฒนธรรม: กรณีศึกษา เทศบาลตำบลเชียงคาน เทศบาลเมืองน่าน และเทศบาลนครเชียงใหม่

วิลาลินี จินตลิขิตดี¹
เอนก เหล่าธรรมทัศน์²

บทคัดย่อ

การวิจัยครั้งนี้มีจุดประสงค์เพื่อศึกษาการท่องเที่ยวที่นำมาใช้เป็นเครื่องมือในการอนุรักษ์ วัฒนธรรมของท้องถิ่น และศึกษาบทบาทขององค์กรปกครองส่วนท้องถิ่น การมีส่วนร่วมของประชาชนในท้องถิ่นในการจัดการการท่องเที่ยวควบคู่ไปกับการธำรงรักษามรดกวัฒนธรรมของท้องถิ่นเอาไว้ ผลการวิจัยพบว่าการท่องเที่ยวเอื้อประโยชน์ในการช่วยอนุรักษ์ ฟื้นฟู และพัฒนา วัฒนธรรมอันดีงามของแหล่งท่องเที่ยวเชิงวัฒนธรรม อีกทั้งยังช่วยสร้าง ความตระหนักของ ประชาชนในท้องถิ่นให้เห็นถึงคุณค่าและความสำคัญของวัฒนธรรม จนเกิดเป็นความภาคภูมิใจใน วัฒนธรรมของท้องถิ่น โดยองค์กรปกครองส่วนท้องถิ่นในรูปแบบเทศบาลและประชาชนในท้องถิ่นมี บทบาทสำคัญอย่างยิ่งในการจัดการการท่องเที่ยว เพื่อการอนุรักษ์ ฟื้นฟู และพัฒนาวัฒนธรรม จน เกิดเป็นนวัตกรรมในการจัดการการท่องเที่ยวบนฐานของการอนุรักษ์วัฒนธรรมของเทศบาล ซึ่ง มี ความแตกต่างกันไปในแต่ละแห่ง ได้แก่ เทศบาลตำบลเชียงคานใช้ รัฐประศาสนศาสตร์ อย่างไม่เป็นทางการ เทศบาลเมืองน่านใช้รัฐประศาสนศาสตร์พลเมือง และเทศบาลนครเชียงใหม่ใช้ รัฐประศาสนศาสตร์อย่างเป็นทางการ

คำสำคัญ: รัฐประศาสนศาสตร์เพื่อการท่องเที่ยว, วัฒนธรรม, รัฐประศาสนศาสตร์อย่างไม่เป็นทางการ, รัฐประศาสนศาสตร์พลเมือง, รัฐประศาสนศาสตร์อย่างเป็นทางการ

¹ นักศึกษาหลักสูตรปริญญาตรีบัณฑิต (รัฐประศาสนศาสตร์) สถาบันรัฐประศาสนศาสตร์ วิทยาลัยรัฐกิจ มหาวิทยาลัยรังสิต สถาบันรัฐประศาสนศาสตร์ วิทยาลัยรัฐกิจ มหาวิทยาลัยรังสิต ตำบลหลักหก อำเภอเมือง จังหวัดปทุมธานี 12000
e-mail: vilasinee.ji@ssru.ac.th

² อาจารย์ที่ปรึกษาวิทยานิพนธ์ หลักสูตรปริญญาตรีบัณฑิต (รัฐประศาสนศาสตร์) สถาบันรัฐประศาสนศาสตร์ วิทยาลัยรัฐกิจ มหาวิทยาลัยรังสิต สถาบันรัฐประศาสนศาสตร์ วิทยาลัยรัฐกิจ มหาวิทยาลัยรังสิต ตำบลหลักหก อำเภอเมือง จังหวัดปทุมธานี 12000

Public Administration for Tourism and the Roles of Local Governments in Tourism Management in Conserving, Restoring, and Developing Culture: Case Studies of Chiang Khan, Nan, Chiang Mai Municipalities

Vilasinee Jintalikhitdee¹
Anek Laothamatas²

Abstract

The study aimed to investigate tourism as an instrument to converse the local culture. and the roles of local administrative organization as well as well as the participation of local people in tourism management. The findings revealed that tourism could support cultural conservation, restoration and development of culture-based tourist attractions. Moreover, it also raised the awareness of local people on the value and importance of culture that could bring about the pride in their local culture. The local administrative organizations in the form of municipalities and the local people also played an important role in tourism management for conserving, restoring and developing culture. The innovation in the field of tourism management based on municipal cultural conservation varied by locations. Chiang Khan Municipality used informal public administration while Nan Municipality used civic public administration, whereas Chiang Mai Municipality used formal public administration.

Keywords: public administration for tourism, local culture, informal public administration, civic public administration

¹ Student of Philosophy of Doctor in Public Administration Public Administration Institute, College of Government, Rangsit University Lak-Hok Muang Pathum Thani 12000
e-mail: vilasinee.ji@ssru.ac.th

² Thesis Advisor of Philosophy of Doctor in Public Administration Public Administration Institute, College of Government , Rangsit University Lak-Hok Muang Pathum Thani 12000



Introduction

Interestingly, today tourism has become the main economic contributor of Thailand. The economic growth of Thailand in 2016 during the first quarter grew 3.2%, compared to last year. One of the important reasons is that the tourism sector is growing faster than other sectors. (Manager Online, 5 Jan 2017). The public administration should focus on the public administration for tourism.

As the tourism and service business are important, especially the cultural tourism industry which has gained great interest and popularity from tourists, they should use the local administrative organizations as the mechanism to apply local cultural heritage to promote tourism. If every local administrative organization can apply its own local history, identity, culture, and characteristics with tourism, Thailand will be economically profited by this prominent selling point; in addition, it will also bring about the enduring conservation of valued local cultural heritage.

Research Objective

To study cultural tourism in the three case study areas in different aspects which consist of application of

the cultural heritage to the tourism promotion, the cultural heritage visitors in the areas, and the impact of tourism towards the culture, and to study the role of the local administrative organizations and the local people in tourism management for cultural conservation, restoration, and development.

Research Methodology

This research was a qualitative research by mean of data collection from primary sources and secondary sources, in-depth interviews informally with important informants and The researcher chose three local administrative organizations in form of municipality as the case studies; these three local administrative organizations consist of Chiang Khan Sub District Municipality, Nan Town Municipality, and Chiang Mai Municipality which are famous for their tourist attractions and successful in tourism management for cultural conservation, restoration, and development.

Research Results

1. Tourism and Cultural Conservation

1.1 The cultural heritage. These three cultural tourist attractions had many valuable tangible and intangible

cultural heritages. They had similar cultural heritages which work religious places or temples which were commonly used as cultural tourist attractions. The religious places of these three cultural tourist attractions still retained their unique identities to show the pride in cultural heritage of the local people and to let the non-local tourists admire these cultural heritages.

Moreover, these three cultural tourist attractions also had remarkable cultural heritages representing the identities of their own local areas. Chiang Khan Sub District Municipality possesses the ancient wooden houses in Mekong riverside and the tradition of almsgiving with sticky rice. Nan Town Municipality had the mural art of Pu Man Ya Man (Grandfather and Grandmother of Nan) and local textile. Chiang Mai Municipality has the Chiang Mai City Arts & Cultural Center, Chiang Mai Historical Centre, and Lanna Folklife Museum. These cultural heritages had attracted tourists to visit these three cultural tourist attractions and supported the cultural conservation, restoration and development of these local areas.

1.2 The cultural tourists. Cultural tourism gives an importance to the tourists who are interested in the cultural heritage to visit non-local cultural tourist attractions. Most of the

cultural tourists who visited these three cultural tourist attractions were the purposeful cultural tourists while another group were sightseeing cultural tourists.

Although, the cultural tourists who visited these three cultural tourist attractions were the purposeful cultural tourists who admired in each of local culture, but there were still some differences lie within these cultural tourists. The first difference was the age of the tourists. In Chiang Khan Sub District Municipality, most of the tourists were adolescence or in working age. In Nan Town Municipality, most of the tourists were elders or those who traveled with their families. In Chiang Mai Municipality, there were a number of tourists in every age group visiting. The second difference is the race of the tourists. In Chiang Khan Sub District Municipality and Nan Town Municipality, most of tourists were Thai. On the other hand, there were a number of both Thai tourists and foreign tourists visiting Chiang Mai Municipality. The third difference was the amount of tourists. The most visited tourist attraction was Chiang Mai Municipality, following by Nan Town Municipality and Chiang Khan Sub District Municipality, respectively.

1.3 The impact of tourism on culture. Cultural conservation,



restoration and development were carried out in the areas. Tourism reinforced the valued traditions and cultural preservation of these three tourist attractions. Moreover, it also raised the local people's awareness of the importance of their own local traditions and culture through the transfer of the culture and folk wisdom from generation to generation. Local people realized and were proud of their own culture. They could explain outsiders or tourists to acknowledge and understand the value of their way of life and their local culture. Both the local people and the tourists participated in the learning process to cooperatively conserve, restore, and develop culture to strengthen the local culture.

Moreover, tourism also encouraged the cultural heritage conservation, restoration, and development in these three tourist attractions in conformity with the environment and culture of each area. In Chiang Khan Sub District Municipality, there was the conservation of ancient wooden houses in Mekong riverside and the restoration of almsgiving with sticky rice tradition. The tradition's pattern had changed to be more appropriate with the tourists who came to visit the area. In Nan Town Municipality, local people loved and were proud of Nan's identity. In Chiang

Mai Municipality, there were all-round learning centers in the form of museums.

2. The Success of Tourism Management for Cultural Conservation, Restoration, and Development by Local Administrative Organizations and Local People.

2.1 Chiang Khan Sub District Municipality

was a good example of public regulations and public power in terms of social control which empowered and mobilized the operation of tourism management for cultural conservation, restoration, and development. However, the operation of Chiang Khan Sub District Municipality for cultural conservation, restoration, and development to promote tourism was still in its infancy. Therefore, it was exciting for them to find an appropriate way or method to promote tourism on the basis of the conservation of precious local cultures. Chiang Khan Sub District Municipality had successfully overcome trials and errors thanks to the desire to promote their local area, their love in their local area, and people's participation in their local area. Hence, Chiang Khan Sub District Municipality began to use informal administration by implementing a regulation called 'Chiang Khan Charter' to monitor their society (Kaewniran, Interpersonal Communication, 16 /09/2016); it was

very successful and appropriate to the environment in the area. It could be said that it was the right idea for Chiang Khan Sub District Municipality to use informal public administration to promote tourism on the basis of cultural conservation.

Chiang Khan Conservation Group was regarded as one of the main contributors in terms of conserving valued local culture. It represented the enthusiasm of those who were concerned about their local area as they assembled into a group to protect the significant local cultural heritages by protecting them from tourists or 'tourism', ultimately.

Chiang Khan Sub District Municipality also had a right policy to conserve their traditional architecture to the greatest degree by executing the municipal law of Chiang Khan Sub District Municipality on architecture conservation (Saijan, Interpersonal Communication, 16 September 2016). However, when this municipal law was promulgated, it was not effective compared with the simple cooperation between local people and entrepreneurs that Chiang Khan Sub District Municipality had discussed about and requested. This proved that the informal public administration was highly suitable for tourism management on the basis of cultural conservation in Chiang Khan Sub District Municipality.

Furthermore, an interesting issue of tourism management in Chiang Khan Sub District Municipality was the use of 'yearning for the past' concept as a strategy for managing tourism and promoting cultural capital in the local area, for example, using local culture to generate income.

2.2 The Nan Town Municipality.

The civic public administration Nan Town Municipality was founded based on the belief and faith in the 'civil society' between the Nan City mayor, the community, and the local people. This brought about the group gathering and participation in tourism management for conserving, restoring, and developing culture. The Nan City mayor used various strategies to accomplish local cultural conservation and promote tourism as described below:

To build love and pride in Nan identity. Nan people were proud of their cultural heritages which represented their identity such as the mural art of Pu Man Ya Man (Grandfather and Grandmother of Nan), the Kam Mueang dialect (Northern Thai language), local costumes, and so on. When Nan Town Municipality aimed to build love and pride in Nan identity, they gave importance to the awareness of Nan's cultural origin among the youth. Nan Town Municipality had supported school



children who belonged to Nan Town Municipality to acknowledge Nan's cultural origin by studying, researching, and learning from teachers and seniors at school about the origin of Nan, cultural heritages, and the pride in Nan identity. This helped them successfully become junior guides who could provide tourists with right information. (Tiensoot, Interpersonal Communication, 4 April 2016).

There were not only the groups of children and youth who participated in tourism management for cultural conservation, restoration, and development, but also other members in the community who contributed to the aforementioned operation (Songnet, Interpersonal Communication, 4 April 2016). Nan Town Municipality regularly financially supported the community operations and gave useful suggestions to accommodate the operations. Nonetheless, the community took full responsibility in decision-making and operation planning by engaging people in the community to operate various tasks, including problem solving to prevent destruction or devaluation of cultural heritages by tourism, conserving and restoring the community's cultural heritages to promote tourism, preventing the destruction of traditional culture,

and sustainably preserving Nan city traditions.

2.3 Chiang Mai Municipality

played an important role in cultural conservation, restoration, and development for promoting tourism. As Chiang Mai Municipality was a large, systematic organization which was assisted by various tourism institutions, it was ready in terms of budget, staff, and legal authority to manage tourism management by continuing the original policy which was already orderly and effectively promulgated.

Chiang Mai Municipality used formal public administration to enhance the efficiency of their tourism management operations and activities for cultural conservation, restoration, and development. It could be said that Chiang Mai Municipality set developmental strategies which were linked to the developmental strategies of Chiang Mai province and local administrative organizations in Chiang Mai province. This brought about the integration between the institutions and created a cooperative network for promoting tourism on the basis of cultural conservation. Moreover, the three-year developmental plan of Chiang Mai Municipality also stated the details of several projects which strengthened the conservation and inheritance of art

and culture, customs, and local wisdom for tourism. Chiang Mai Municipality had effectively operated projects or activities. Due to the readiness of staff and budget as well as the visionary mayor, Chiang Mai Municipality was successful in operating projects and activities that other local administrative organizations could not accomplish. At the time when the research was buy done, Chiang Mai Municipality was enhancing its cultural tourism management to reach the international level by various means, for example, administrating the Klangwiang Chiang Mai museum partnerships, organizing activities in Chiang Mai Walking Street, creating trilingual (Thai-English-Chinese) handbook to promote tourism, and constructing a cycling route in the Chiang Mai Municipality.

Another factor that made Chiang Mai Municipality outstanding and efficient in tourism management is the Chiang Mai Tourist Information Center, a professional tourism institution. The establishment of Chiang Mai Tourist Information Center represented the capability of Chiang Mai Municipality to create an institution consisting of a building, space, and staff to facilitate Thai and foreigner tourists (Sripoh, *Interpersonal Communication*, 22 September 2016). It could be said that Chiang Mai Municipality had set some

standards to provide tourism services. Due to all of the above, Chiang Mai deserved to be the top of cultural tourist attractions in Thailand.

Discussion

The findings explained that cultural heritage visitors were one of the important factors influencing cultural tourism. Most of cultural heritage visitors who visited these three case study cultural tourist attractions were the purposeful cultural tourists while the smaller group was sightseeing cultural tourists. This conforms to the typology of cultural tourists developed by McKercher and Du Cros who stated that these two types of tourists were specifically interested in cultural traveling, which makes them acknowledge the unchanging local culture (McKercher and Du Cros, 2002: 144-147). Moreover, this also conforms to the cultural tourist characteristics identified by Chanan Vongvipak who stated that cultural tourists are the ones who want to look for the true cultural experiences (Vongvipak, 2009: 14-15). Therefore, the entering of these two types of tourists can promote the awareness of the value of cultural heritages as the community has to conserve traditional cultural heritages to serve the need of these cultural tourists.



Furthermore, these three case study areas usually select quality cultural tourists to visit their areas. They focus on the cultural tourists who admire local cultural heritages and the local way of life. This conforms to the idea of Sigala and Leslie that the researcher used as a research framework which is “we have to serve the need of some tourist groups while ignore or neglect other tourist groups” (Sigala and Leslie, 2006: 56). Therefore, the tourists had to follow the local customs of cultural tourist attractions that they visited. This helped the communities sustainably conserve their precious local culture.

Tourism in these three case study areas did not destroy or modify the local culture to lose its own identity, but is rather an instrument to support the cultural conservation in the local area. Local people used tourism to effectively strengthen their own traditional culture, so they were proud of, acknowledged, and realized the value of their local culture. This conforms to the idea of Raj, Griffin, and Morpeth who said that tourism is an instrument for promoting the local area’s culture. It can help local people to be educated, understand, and be aware of the importance of local culture, and eventually leads to the

strengthening of local culture (Raj, Griffin, and Morpeth, 2013: 31).

To be successful in tourism management for cultural conservation, restoration, and development, the communities had to rely on the operations, cooperation, and participation of local administrative organizations and the local people. This conforms to Therdchai Choibamroong’s idea in which the local administrative organizations, regarded as the approaching institutions for the local people and have administration authority at local level, should play an important role in promoting tourism because the local administrative organizations are the important mainstay for powerful and effective tourism management (Choibamroong, 2009: 72-76).

The municipalities of these three case study areas consist of Chiang Khan Sub District Municipality, Nan Town Municipality, and Chiang Mai Municipality. These three municipalities are the examples of the successful local administrative organizations in terms of tourism management for cultural conservation, restoration, and development. They differently used public administration to serve their own areas. Chiang Khan Sub District Municipality used informal public

administration. As mentioned by Anek Laothamatas, “to administer local area cannot use only formal administration because if we use only formal administration, the local people almost cannot do anything. On the other hand, the local area also should use an informal administration by building love in the local area and in the country, arranging informal local meetings, and discussing about the pride in the local area. This will create people’s love, pride, and value of their local area culture” (Laothamatas, 2016: 84-85).

At the same time, Nan Town Municipality used the civic public administration to operate their tourism management. This conforms to the ideas of Anek Laothamatas and Walaiporn Ratanaset saying that the civic public administration can create diligent people or the gathering of several groups of people, who are mobilized by their community to assemble to solve their own problems and manage their own tasks and their community tasks. These people possess the sense of citizenship and always hold on the collective interest (Laothamatas and Ratanaset, 2014: 97-98). Moreover, this also conforms to the concept of Osborne and Gaebler stating that the community and the local people should take care and take responsibility of their tasks diligently

and become the active citizens who are an important source of power for public sector management (Osborne and Gaebler, 1993: 51). Nan Town Municipality also used the participatory governance described by Patcharee Siroros that it is how the public sector allows the private sector to play more roles, for example, defining problems, organizing projects, and assessing the public sector operation results (Siroros, 2014: 277).

Chiang Mai Municipality used the formal public administration in governance based on the concept of Max Weber which is bureaucracy for large organizations. The main ideas are: an organization should have systematic operations; the services for the people should be effective; the organization structure must be divided; and the tasks must be distributed based on the skills (Laohavichien, 2000: 21-22).

Recommendations

According to the aforementioned findings, the policy recommendations for tourism management for cultural conservation, restoration and development of local administration organizations are synthesized as follows:

First, the local administrative organizations should use the concept of ‘yearning for the past’ to set a policy for



promoting tourism and maintaining valuable art, customs, folk wisdom, and the culture of their local areas.

Second, the local administrative organizations should support in collecting and using their cultural capital to apply in tourism. This not only brings about the effective cultural conservation, restoration, and development of the local area, but also prospers the local economies.

Third, the local administrative organizations should foster the community members who are skillful, knowledgeable, and professional in traditional arts. They should cooperate with education institutions in the local areas, for example, Rajabhat University, Rajamangala University, and other vocational education Colleges.

Fourth, the local administrative organizations which are still at their infancy in terms of tourism management for cultural conservation, restoration, and development, or have not been successful in tourism management, may observe the successful local

administrative organizations and apply their know-how to their local areas.

Fifth, the local administrative organizations should promote the cultural tourism management by building love and pride in the traditional culture of the local areas among the public and encourage the good-quality cultural tourists to visit their areas.

Sixth, the government should open an opportunity to local administrative organizations to play the main role for tourism promotion and maintenance of arts, customs, folk wisdom, and valuable culture of the local areas in order to develop their cultural identities and strengthen their economic capability.

Seventh, each local administrative organization should acquire tourism management for cultural conservation, restoration, and development which is appropriate to different environments as well as their own local culture by using both formal and informal tourism management on the basis of cultural conservation.

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