

องค์กรแบบไม่เป็นทางการมิติใหม่ของแนวคิดการพัฒนาชุมชน เพื่อขับเคลื่อนนโยบายสาธารณะ

Informal Organization: a New Dimension of a Social Development Concept to Steer Public Policy

อัจฉรา ชลายนนาวิณ *

Auschala Chalayonnavin *

บทคัดย่อ

บทความทางวิชาการนี้ (academic journal) ต้องการนำเสนอประเด็นของโลกสาธารณะในปัจจุบันที่เต็มไปด้วยความความคาดหวังของภาคพลเมือง ที่ต้องการให้รัฐตอบสนองแรงปรารถนาของสังคม หากแต่กลไกการจัดระเบียบวาระของปัญหาของโลกสาธารณะแบบเป็นทางการอาจมีความซับซ้อนเกินกว่าที่จะตอบสนองตามความต้องการของพลเมืองได้อย่างทันทั่วถึง ดังนั้นในอาณาเขตแห่งความบกพร่องของกลไกแบบเป็นทางการ เป็นไปได้หรือไม่ที่โลกขององค์กรแบบไม่เป็นทางการจะก้าวเข้ามาทำหน้าที่แทนเพื่อเสริมจุดบกพร่องนี้ และจะเป็นไปได้หรือไม่ที่การขับเคลื่อนนโยบายด้วยองค์กรแบบไม่เป็นทางการ จะก้าวเข้ามาทำหน้าที่เป็นส่วนหนึ่งของการพัฒนาพลเมืองเพื่อขับเคลื่อนนโยบายด้วยทิศทางประชาธิปไตยแบบมีส่วนร่วม

คำสำคัญ: การพัฒนาชุมชน, ประชาธิปไตยแบบมีส่วนร่วม, องค์กรแบบไม่เป็นทางการ

Abstract

This article presents the current public sphere which has been filled with hopes of the citizens demanding their government to meet society's aspiration. However, the mechanism of a formal public sphere can be too complex to meet the citizen's needs in a timely fashion. This study, therefore, explores whether informal organizations can be served as an intervention to supplement an unsatisfactory formal mechanism and whether they can be part of a citizenship development process to steer public policy by participatory democracy.

Keywords: Community development, Public participation, Informal organization

ภาควิชาพัฒนาชุมชน คณะสังคมสงเคราะห์ศาสตร์ มหาวิทยาลัยธรรมศาสตร์

ผู้รับผิดชอบบทความ E-mail: auschala2521@gmail.com

Department of Community Development, Faculty of Social Administration, Thammasat University

*Corresponding Author, E-mail: auschala2521@gmail.com

Introduction

For more than 50 years, civil society movements have played an important role in steering public policy in many countries around the world (Cater, 1964: 4). Public participation of civil society is believed to be one of the most powerful tools in strengthening public policy to solve social problems by a human-centric approach. The role of public participation was initiated in the African Charter for Popular Participation in Development and Transformation, which has become a foundation of public policy frameworks in several developed countries (ACPPDT, 1990) ³

Apart from being a key role in community development, civil society has also been an important concept in participatory democracy in the Western society for more than 40 years. Participatory democracy is a process which believes that members of the public are the utmost importance in policy making. It is considered part of a “people first” paradigm shift. This idea has challenged several other democracy concepts. It emphasises meaningful contributions that the members of a population make to a public policy making process as well as opportunities which allow the community to push forward the policy implementation. This social movement focuses on the members of the community who share the same demographic area in the same environment. They have a great understanding of the locality, the interconnectedness of the society and mutual interests to have a more effective government policy. Several public administration scholars suggested that the key to a new paradigm of public participation in a policy making process is that the members of the community need to have political negotiation power and emerge themselves from being submissive and obedient citizens to become more proactive in systematically tackling social problems which may directly or indirectly affect their lives.

³ *African Charter for Popular Participation in Development and Transformation was adopted in February 1990 at the “International Conference on Popular Participation in the Recovery and Development Process in Africa”, Arusha, Tanzania underlined that in the long run, the recovery and development must be determined by Africa itself and by “the vibrant cultures of its peoples*

However, in Thailand, public participation in policy making as a result of a community development process including an attempt to pressure the government by non-governmental organizations has only become apparent in the past 20 years. This can be seen from an increase in the number of protests from 754 protests in 1995 to 1,219 protests in 2003 (Prapart Pintobtang, 2014). Since then, organizations which constitute civil society, such as civic groups, community development organizations, political assemblies, and community groups, have expanded and become a big influence in a public policy making process (Prapart Pintobtang, 2014). They also play a role in scrutinising policy implementation to hold the government more accountable. Thailand has now become a society that cherishes social movements (Prapart Pintobtang, 2014) which have created power of negotiation with the government in policy making. At the same time, members of the public have freedom to decide what policy they want to drive forward to benefit their quality of life and wellbeing. Political consciousness of the citizens has reduced domination of the government sector and its top-down policy. It provided them with power to compel a change in administration allowing the community to direct certain policies by themselves (Prapart Pintobtang, 2014). Nowadays, a public policy process in Thailand is, therefore, a bargaining process which allows a debate in the community to ensure an improved quality of life for its members rather than a top-down approach from the elite group as it used to be in the past.

Power of public participation in a policy making process can often be seen in the modern society. It is power that can force the authority (Kittipat Nonthapatamadul, 2015:83). This is power from social dynamics of informal organizations⁴ where the members' interactions and debates can bring about a

⁴ *Informal organizations are organizations which have been set up without explicit structures, plans, or political agendas. They are formed from motivation and awareness of individuals to supplement insufficient formal organizations. A personal relationship and social network have evolved into a form of organization with common interests, Chester I. Barnard. (1978). Informal Organizations and Their Relation to Formal Organization: Classics of Public Administration. Harcourt Brace College Publishers: Toronto.*

change in the society and the members' public life. The members of informal organizations have the same goal to compel the government policy to benefit the members of the group (Barnard, 1978:95).

It can be said that conflicts are underlying social issues in most societies, especially in developing countries, which compel informal organizations to play a role in steering public policy. In modern society, social movements are developed from conflicts in accessing resources (Knapp, 1994:228-246) or being denied access to limited resources. As capitalism quickly spreads to the rural areas, a grassroots movement is, therefore, established to negotiate with other stakeholders in policy making. A grassroots movement is a network of ordinary people who share the same problems under the same circumstances with the common interests to achieve a particular goal. This type of informal social networks can have a huge amount of influence over the government policy. They can also eliminate an oppressive and unfair policy and ensure a fair democratic society (Mescon, 1995: 34-36).

It can be inferred that social dynamics of informal movements which are developed as a result of conflicts in accessing resources in the society have become a social innovation of the community and the minority in a democratic society. This social innovation is developed by members of the society who face the same problem and want to achieve the same political goal. It is a tool for community development to help the grassroots who have the least power in the society to negotiate with the government in policy making. This process is hoped to help ordinary people have a better access to resources in a capitalist society.

Challenging Statement

This article aims to investigate a phenomenon of public participation in a policy making process based on a conflict theory and the role of informal organizations in community development. The study will explore whether informal organizations can reinforce the community's negotiation power with other stakeholders in a policy making process and whether social movements of informal organizations can be treated as a paradigm shift in community development, which benefits the members of the community and enable submissive and obedient citizens to have political power in order to negotiate a policy agenda and policy decision as well as being able to dictate their own public participation as a member of the community.

Methodology

To answer this challenging question, secondary data from research articles, academic articles, newspapers, books, and other printed materials is studied through exploratory research. This methodology is expected to provide some answers to the hypotheses of the study and to explore a possibility that the hypotheses can be proven false revealing a true account of the social phenomenon.

Content

1) Infiltration of informal organizations into the society

Karl Marx claims that society is surrounded by perpetual conflicts due to competition for limited resources. Therefore, the public sphere needs to change to be able to cope with the conflicts, suppression, inequality, and domination of a powerful group. The society is often directed by capitalistic attempts of the elite groups to control masses in the public sphere especially the poor and the powerless that lack social opportunities by social order. As a result, conflicts, suppression, and domination have always been fundamental issues in the human history (Marx and Engels, 1998:35)

When the society is governed and dominated by the elite group, the suppressed will try to free themselves from the domination. It is said that the more people's fundamental rights are limited, the more power they will have in creating a critical social innovation to deal with the conflicts through a political negotiation to allow themselves with a better access to limited resources (Marx and Engels, 1998:35).

Conflicts and competition for limited resources determine social structure. The inequality in distribution of power and resource allocation grants the dominators in the society with a better access to resources than the subordinators resulting in even wider conflicts between social classes (Knapp, 1994: 228-246).

Conflicts are considered fundamental development of the human society and the public sphere. Conflicts can stimulate a community development process. It is a way to improve the members' social duty through a solution to shared experience and problems. This is one of the factors which develop into a dynamic of formal and informal social organizations. Social networks between organizations strengthen their power. Critical discourse, political activities and movements are organized to supplement the ineffective social class structure.

Conflicts in the society stimulate a dynamic of informal organizations which are set up to achieve some particular goals. With shared common interests and experience, networks between organizations will be interlinked and expanded in a wider community. As a result, they have more negotiation power in a policy making and policy implementation process to benefit their own interests (Barnard, 1978: 95)

In Thailand, protests for civil rights, criticism of government power, and movements of informal groups have become a new symbol of the community in negotiating with the government. It cannot be denied that public participation

to steer public policy is often a result of competition between social classes to access limited resources. Such movements include a protest against the dam's construction, a movement against limited access to public infrastructure, or the protest demanding a solution for rights to access community resources.

For instance, in Pa Kao Phu Luang Community, Wang Nam Khiao, Nakhon Ratchasima Province, the members of the community gathered to ask the government for a change of the policy regarding cultivation rights in national forest reserves. The conflict arose when the designation of national forest reserves was introduced on the land where a large number of people had resided and cultivated for a long time while the local people's land use was not appropriately investigated in advance and the community felt that the officials lacked sufficient mechanisms for enforcement. They, therefore, arranged a public debate where the government policies and implementation were heavily criticised. (Auschala Chalaynonavin, 2014: 7)

The members of Pa Kao Phu Luang Community had gathered and organized a public debate which included multilateral discussions between the government officials, the local people, and scholars from several schools of thought. Their movement pressured the government to launch an intervention policy to prevent the spread of conflict which had been publicly laid out by the local movement (Auschala Chalaynonavin, 2014: 7).⁵

Pa Kao Phu Luang Community movement depicts empirical experience of community development whereby community development does not flourish only when the society is stable. Uncertainty, instability and conflicts can provide power to the citizens to influence directions of the society and social structure. This process supplies the community or the minority group with

⁵ Further information can be found in *Auschala Chalaynonavin (2014). Improvement of Policy Implementation of Royal Forest Department in Natural Resources Conservation and Environment, Faculty of Humanities and Social Sciences, Mahidol University.*

power to negotiate with the government and other interest groups who have more political power. Conflicts are an outset of social change and community development driving a more desirable public policy mechanism in the society.

2) Informal organizations: an option for community development in a public policy process

Nowadays, a dynamic of informal organizations has become people's power in steering public policy. They have played a key role in several political movements in the last decade in Thailand and worldwide. A political movement by an informal organization in Hong Kong is a very good example. In Hong Kong, an advocacy group, Occupy Central, pressured the People's Republic of China government into granting an electoral system to meet the international standards in relation to universal suffrage⁶ in Hong Kong Chief Executive election.

In 2014, the People's Republic of China government announced that the Hong Kong Chief Executive nominations had to be approved by the central government instead of going through the local consultations. This was viewed by the people of Hong Kong as suppression of political freedom and unfair political treatment of individuals by the governing body from the central government.

The privileged central government aimed to use social order to conserve and maintain the power to themselves. It created an outburst among Hong Kong people and turned into a conflict of social structure. The event impelled the citizens to set up an informal organization which started in the university community. Other informal groups who had the same goal in bringing a true democracy back to Hong Kong also joined the network. The movements spread to an unprecedented scale consisting of several other groups of people who shared the same political ideology. The phenomenon did not include only informal organizations but also formal organizations and other individuals.

⁶ *Universal suffrage consists of 1) the right to nominate, 2) the right to be nominated, and 3) the right to vote.*

Occupy Central, an advocacy group, which was originally set up to negotiate for Hong Kong education policy, also joined the network. They then attracted more and more people to join the movement. Their act of civil disobedience was hoped to pressure the central government for full implementation of universal suffrage and a fair political treatment.

The point to be considered is whether the universal suffrage movement in Hong Kong as well as the informal organizations movement in Thailand can be considered as a social development process to steer public policy. Traditional community development scholars who seek sustainable development in the society may not view this phenomenon as a social development process as they believe that informal organizations lack structure and directions. They are sceptical of the use a large number of people in informal organizations in demanding for what benefits them while disregarding the law of the country.

Community development activists, on the other hand, would strongly agree that this phenomenon is a community development process in which the members of the community collaborate to find a solution to the problems in their own community. The people's movement is driven by public consciousness. The members are aware of the problems they are facing. The struggle has pushed people to be become politically and socially active creating a network to negotiate with the government in a policy making process (Community Development Journal, 2014). When the society does not function well and formal organizations fail to serve the community, it compels the citizens to get together to ensure that public policy will serve the needs of the community. Therefore, in this regard, the movements of informal organization should be considered as an option for community development.

A formation of Occupy Central, an informal organization in Hong Kong, which was originated from a conflict of inequality in accessing political rights, is a symbol of a community of democracy where the student community exercised their rights of public participation to compel a change in policy. Their informal

movements employed several innovations to express their social identity, for example, a cyber war where social network and a Fire Chat mobile application were used for the members to communicate and congregate. Secret codes were also used in the group. A network of informal organizations is designed for the members to work together to steer public policy when needed. Then, when the goal is achieved and they are not required anymore, the informal structure allowed them to dissociate as there is no crisis. The network can be revived when the crisis reappears.

3) A relationship between formal and informal organization in a policy making process

Informal organizations are organised through a community development process. Informal organizations are usually set up for a political activity where the members can discuss the wellbeing of group, building a network and creating a movement for social changes (Barnard, 1978: 96). When informal organizations are set up, the interactions between individuals and groups occur. Individuals have public choices. Interactions between individuals and between organizations have different formats depending on common interests of that particular organization. Sometimes, informal organizations interact with formal organizations which have the same interests and purposes. Formal organizations can often have a more rigid structure and more explicit goals. Therefore, formal organizations may choose to incorporate an informal organization to provide them with more flexibility to achieve their goals. At the same time, when formal organizations fail to achieve their goals, an organization is able to step in to serve the community (Barnard, 1978: 97).

Nowadays, an interaction between formal and informal organizations produces a change in the current social paradigm. When a formal organization fails to serve and lead the community, an informal organization is founded to debate, criticise, and review the roles of the formal organization and the effects its inefficacy has on the community. This generates a social criticism process

which allows the members to develop their social network and have an open debate where media can be employed as a mechanism for the citizens to widely criticise the flawed social structure and influence a policy making process.

Media can be used to stimulate a process of informal organizations in broadening individuals' spiritual and intellectual knowledge. It helps individuals to discuss with each other complex social problems they face in today's society. A social learning process which is a result of communication through media can cultivate direct and indirect interactions between informal organizations and the public sector through negotiation, bargain, collaboration, or even confrontation to exchange information, discussion, and consultation to strengthen a policy making process advancing community development.

Regular confrontation and negotiation between formal and informal organizations in a public debate has become a new symbol of social development and public participation in a policy making process. The Ferguson unrest in Missouri, USA, for example, demonstrates continued activism through protests and confrontations after a conflict broke out between law enforcement officers and African Americans. The incident occurred after an African-American male was shot to death after an encounter with a Ferguson police officer. An excessive use of force by the police and discrimination against African-Americans were heavily criticised. In responding to the incident, civil disobedience was expressed in a form of protests and riots throughout the town to show the citizens' disagreement with law and order. As a result of the unrest, the US Department of Justice conducted an investigation into the policing practices of the Ferguson Police Department. US President Barack Obama also addressed a problem of discriminating practices against African-Americans and racial stereotypes in the USA and how the United States still failed to tackle the problem.

4) Directions of policy development by informal organizations

When a public participation process of formal organizations get too complicated, alienating themselves from the community and failing to run the activities to meet the expectations of the society, the informal public sphere is replaced and creates a big impact to the society despite the fact that informal organizations are set up by a small group of people with common interests in steering public policy without an explicit structure or mechanism like formal organizations.

Although sometimes informal organizations do not have resources or tools to negotiate in a public policy making process, they are full of determination, purpose, and eagerness to solve social problems. Their power can create a big impact to the global mechanism of a policy making process.

It is noted that, in the public sphere, public policy is generally conducted by various formal organizations. We cannot avoid efficiency of the structure of formal organizations when they are operated fully and appropriately. However, as public policy exists to fulfil the expectations of the members of the society, the informal organizations can equally be important (Cross et al., 2002) especially when formal organizations fail to serve their purposes and the expectations of the society are not fulfilled. Without the assistance from informal organizations, public policy would be flawed and insubstantial.

From the point of view of activists, informal organizations are complementary to the formal organizations as when a formal organization fails to perform its duty regarding public policy, an informal organization must exist to intervene. In the public sphere, although formal organizations sometimes refuse the existence of the informal organizations sneering at their lack of explicit structure and purpose, it cannot be denied that the passion, consciousness, and power of the informal movements can create a big impact on a policy making process.

Chester I Bernard addressed that we cannot understand how the public sphere is operated by looking at the structure or pattern of the formal organizations. We need to understand the networks and circumstances of public organizations to understand the public sphere (Barnard, 1978: 97). Nowadays, citizens play a crucial role in steering public policy. This creates a new social movement of people's politics. Political movements on public policy, such as a demonstration or a campaign, are commonly seen, for example, in 2006 citizens in Thailand protested against the delay of general election and that the government could not give them a satisfying explanation to the failure of the policy. The event shows that the public stepped up in playing an active role by forming an informal organization to influence the policy making process. This process is considered as "invisible government" from people in the community who are not officially involved with formal administration of the government (Jacques, 1981: 13-18).

In the past, the public sphere was confined and the invisible government was seen to be established to serve the stakeholders of the elite groups who normally controlled the public policy making process. However, these days, the invisible government is created by ordinary people whose only goal is for the best of the community. It has become power of the public to impel the change in the society and in public policy. Public policy making has to be done in a democratic community to serve the individuals and their public life and to monitor the government actions (Ben, 2002) through criticisms, movements, and public political activities in order to express individuals' public identity. Democratic governance aims to assign roles and opportunities for the citizens to engage in a constructive debate of the circumstances that affect their lives to support the invisible government to steer the public policy. The invisible government in this sense does not serve an elite group in the private sector who selfishly benefit from the policy. This new paradigm of invisible government can challenge the definition of the future community development framework.

5) Informal organizations as social development technology

Although several social development frameworks such as sustainability development, people participation, and self-reliance community development have been proposed, they all aim for the same end process of an ideal community or ideal society where the members live together in a perfect political and legal system with equality and without class structure. This ideal society has never been achieved in the history.

Informal organizations can be considered as social development technology. It is a way to stimulate a micro level of people mechanism to construct a sustainable community. It may be classed as a utopian vision which is an attempt to create a society that values humanity to create a perfect society they desire. The mechanism of informal organizations is a process which the citizens learn to understand problems in the community, be aware of the problems, discuss, and decide to set up an informal group to work together.

Chester I Bernard explained that the structure of informal organizations consists of 1) communication 2) common goals which form cohesiveness of the group and to supplement insufficient formal organizations 3) individuals' vigilance in problem solving, public consciousness, and public choices (Barnard, 1978:98)

Therefore, an informal organization is set up as the citizens are aware of the problems they mutually face. The purpose of the organization is to fill in where a formal organization fails to perform. The informal organization proposes an alternative policy agreed by the individuals or by a network of individuals to steer public policy.

However, it is questionable whether a public debate or a public hearing is essential for public participation. A possible answer is that it may not be essential as these days members of the public have all the means to question and scrutinize the work of the government. When in crisis or under pressure or

when the government underperformance affects the way of life of the members of the public, civil society will develop technology to scrutinize the public sector to maintain stability of the society. Philip Selznick noted that this process is a shared responsibility between formal and informal organizations (Selznick, 1978:97)

It is interesting that in a policy making process, a public debate provided by the government or a decentralised political policy may not be the most important means to develop public consciousness. What is more important is when the members of the community have public consciousness and an ability to decide their public life (Selznick, 1978:97). Therefore, a public debate may not be a way to access political power. Instead, cooperation and networking will enable informal organization in policy making.

Empirical evidence which proves that public consciousness is a means to drive forward public policy is a nonviolent civil disobedience for civil rights and freedom employed by Mahatma Gandhi, who started a political movement from organising a protest in a small community to challenging the British Empire. Gandhi was renowned in his civil disobedience in challenging the British-imposed salt tax forcing Indians to buy expensive salt from the British company. Salt was and still is essential for cooking and food preservation. The suppression to the basic quality of life created a big impact to the Indian community as a whole.

Gandhi's most renowned movement and civil disobedience to the British Empire is called Salt March. Salt March movement started when Gandhi, as well as 78 other marchers, launched a movement against the tax on salt by marching 240 miles from Sabarmati to Dandi. Thousands of Indians joined him on the march to the sea making his march several miles long. When he reached the sea, he made salt himself to challenge the British authority. Other Indians followed his example and started making salt themselves. Salt was illegally and widely trad-

ed by the Indians upsetting the British authority. Britain responded by imprisoning over 60,000 people including Gandhi. After that, Gandhi's imprisonment provoked a public outcry throughout India. Thousands of people went on a strike. Finally, the British government could not cope with the nationwide pressure and had to negotiate and change the law.

Gandhi's civil disobedience emphasises the fact that informal movements tend to occur when the members of the society is under a great pressure. The movement reflects the structure of the society and an appearance of a change agent. The change leader with public consciousness can motivate the public to pressure the government. When a formal organization fails to meet the needs of the society as it may as well be threatened by the authority, an informal organization will appear. This is a phenomenon that can be often seen in the society nowadays.

6) Public conscious leader: a new dimension of a public policy process

Philip Selznick (Selznick, 1978:97) mentioned that a public conscious leader has an authority to control social power. When there is a change leader with public consciousness responding to the needs of individuals or the community to strengthen the social structure to challenge the authority for social changes, such characteristic will be admired by other informal organizations who would like to share the interests. The organization will then interconnect with other systems in the society to steer the change in the society resulting in a change in policy making and a new policy agenda.

In the past, a new policy agenda might need a process of formal organizations in investigating social problems and considering public policy proposal to find a suitable public policy alternative to form public policy. Yet, this long and complicated process might not be efficient enough or might not be able to serve all the needs of the society.

Nowadays, the public sphere may only need a leader with public consciousness who is aware of the problems in the community and able to address the issues to find the best public policy to respond to the problems. The leader builds a network between the outside world and the individuals in the community, shares important information with the members and proposes an alternative to the public policy. Traditionally, the government officials or the technocrats played a role in public consultation and proposing an alternative policy. However, these days media and social network are an important tools used by the leader in the public sphere to communicate and arrange public opinion or consultation with members of the public and to propose an alternative (McCombs, 1972:176-187).

In a policy making process, media and social network also play an important role alongside the members of the community in presenting information. When an event has become a public sphere's agenda, media can stimulate a public debate. At present, various community development frameworks proposed by informal organizations have flourished as media is no longer dictated by the authority or an interest group. Members of the public can also create their own media such as the use of social media. Therefore, informal movements can be considered as a dimension of a policy making process to serve the community.

Importantly, public policy needs to address the needs of the members of the society and the outside world. Media, therefore, can organise public opinion which will be used to assist the policy formation.

However, public participation in a policy making process by informal organizations may not exactly be considered as a new dimension of community development because a movement organised by an informal organization is not new. This form of public participation has been organised for a long time. It may look like the movements by informal organizations occur more often in modern society. This is because modern media and technology provide the public with a much easier access to information and current issues.

Therefore, public participation in a policy making process by informal organizations is not at all a new dimension. Its formation is not much different from the movements in the past. However, it has been adjusted so that it can be easily accessed by the authority and the solution to the problem can be dealt with more effectively and in a less complicated process.

7) Participatory democracy and influence in policy making

In a democratic society, citizen participation is very important. The state must create opportunities for all members of a population to administrate their own lives and the public life. That means all members must be treated equally. If the authority issues public policy in favour of a particular group of people who have more power and the public policy no longer serve the needs of the community creating more social inequality in the society, the social structure will be shaken leading to a political movement organised by ordinary people.

Movements of informal organizations are widely seen in all communities around the world. The success of the movements in pressuring a public policy making process depends on various factors including the social structure of the community in question, formal political structure of the government, and the strength of interest groups which have an influence on the government. It should be noticed that some informal organizations may succeed in exercising their negotiation power over a policy making process to solve the social problems in their community while some informal organizations may not. However, it cannot be denied that the people's movements always bring something to the community including an opportunity for development, change, a new definition, and new criteria in community development.

Conclusion

In the current public sphere, the government is pressured to ensure that their performance meet the expectations of the society. When formal organizations are sluggish and are not able to address the social issues, informal organizations are formed by the civil society. This is an important process in democratic engagement of the society and social development.

In the informal public sphere, as a result of informal organizations, the society can create the most competent farmers community, the urban community who collaborates with formal organizations of the public sector to steer public policy, the industrial community who work together to systematically solve social problems. The citizens are not confined to sluggishness and clumsiness of formal organizations. This process constitutes community development and creates a change leader in the society. It is also a holistic approach which is able to address the needs of the community as it is obvious that members of the community understand their own issues better than anyone else.

The current public sphere is full of movements organized by informal organizations with a goal to steer public policy to efficiently serve the community. It is a natural process of participatory democracy. When the sphere of formal organizations fails to serve the public, informal organizations have become more powerful.

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