

Working Group 3

**Primary Health Care (PHC) Project and Its
Implications for Rural Development :**

**A Case Study of Multi-sector Cooperation in Mae Suai
Village, Chiang Rai Province,
The Kingdom of Thailand**

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1.0 Introduction

Group3 (Primary Health Care Project) conducted research in Mae Suai for a week from (October 5th-12th, 1998). The village was first visited on October 3rd, 1998 on a common visit and took a cursory glance at the village. The general survey of Mae Suai village began on October 5th. The focus of the research was on the 13 primary health care activities conducted in this village. From the October 5th to 8th, 1998 interviews with representatives of each section were conducted. After the general survey, three kinds of questionnaires were administered to the villagers. An interview was also held with a person responsible for education in this village. Through these approaches, the village could be investigated from a wider perspective and also the task of conducting a PCM (Project Cycle Management) method was made relatively easier.

This group report explains the twelve days field research starting from village setting; research methods; data analysis; the PCM method, recommendations and rational conclusions.

2.0 Village Setting

Mae Suai village is located in Tambon Chom Sawan, Mae Chan District, Chiang Rai Province, northern Thailand. The village has a population of 722 people of which 363 are male and 359 are female according to (1998) census. The population structure of Mae Suai village is shown in the table below. About 50% of the villagers are farmers and their main agricultural products are rice, vegetable and fruits. They also have other means for additional income in non-agricultural season such as seasonal wage earnings, producing fish traps and artificial flowers. Furthermore, 30% are wage earners, 10% are skilled labors and 10% are small business owners. Total land area of Mae Suai village is 1,045 rai¹. The village is basically agriculture-based as is shown in figure 1.

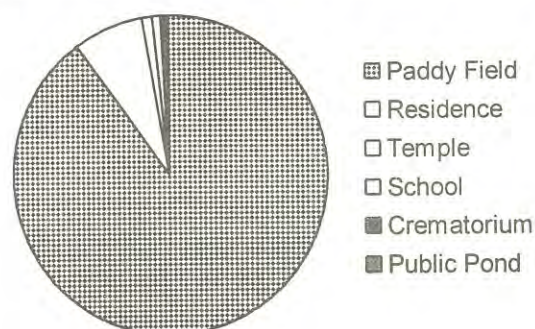
2.1 General Survey

The general survey focused on the village political structure, the health care center, health care volunteers and 13 primary health care activities. The main emphasis was placed on primary health care (PHC) activities. By researching these activities, the village situation could be placed in its proper context taking into account the problems they face in their daily lives. To a larger extent, these activities cover not only health care but also economic and educational activities. Therefore researching these activities was useful in understanding the present situation in Mae Suai village.

Table. Age distribution

Age distribution	Total	Male	Female
0-1	19	12	7
2-5	40	18	22
6-12	56	32	24
13-15	38	18	20
16-18	27	13	14
19-50	441	209	202
51-60	42	22	20
Over 60	89	39	50
Total	722	363	359

Figure 1. Mae Suai Village Land Utilization



Source: Summary Report on Primary Health Care Operation 1998.

¹ One rai is equivalent to 0.16 ha or 1600 square metres.

2.1.1 Village Political Structure

The village committee consists of the headman and 9 sections: administration, defense, public health, agriculture, finance, education and culture, social welfare, women activities and youth activities. Mae Suai village is also privileged indeed to have Tambon² Administration Organisation (TAO) Chairman from their village. The Tambon consists of 10 villages and 3 persons from each village are either elected or co-opted as members. This means that the TAO has 30 members who are tasked with the responsibility of executing policy directives from the top echelons of government. In other words, the TAO and its subjects, the villages in the Tambon area are accountable to Mae Chan District, Chiang Rai Province and the Royal Thai Government (RTG).

2.1.2 Health Care Center and Health Care Volunteers

The health care center in Mae Suai was started in October 1992. In 1995 the village committee collected donation from villagers to build a new and larger health care center. The health care center is located near the temple, and opens from 5 to 6 in the evening. Villagers can measure blood pressure, get medicine and consult with health care volunteers at the health care center. Health care volunteers play an important role in this regard. There are fourteen volunteers in the village. One health volunteer is assigned to at least 8-15 households in the village. Moreover, mutuality and deep understanding is nurtured between the health volunteer and the villagers, as their relationship is based on kinship ties and friendships. Because of this relationship volunteers appear to be helpful and more importantly, reliable to their fellow villagers. On the part of training, the head of health volunteers is sent to train at the Tambon health care center. Upon completion of this training, the trained volunteer then trains other health volunteers about the importance of health care knowledge, how to do the first aid, preventive measures against AIDS and so on. Health volunteers teach about health care knowledge to villagers through talking, meeting and broad casting by the loud speaker in the morning.

2.1.3 Thirteen (13) Primary Health Care Activities at a glance

As for village activities associated with primary health care projects, thirteen activities are in operation. These activities are self-help-based schemes aimed at solving their own problems as they have been planned based on villager's needs by the village committee. Each activity is conducted under different sections of the village committee. Characteristics of the thirteen activities are as follows; Prevention against AIDS and narcotics is especially emphasized. AIDS prevention campaign is actively pursued because a few years ago as well as in contemporary times there was and still is a high rate of infection in the northern part of Thailand. Narcotics prevention is also promoted due to the geographical location of the village. The village's close proximity to the Myanmar-Laos and southern China border makes this village vulnerable to illicit drug trade. This situation makes the village take precautionary measures. These activities to a large extent contributed to not only villager's healthier lives but also improved their household's economic situation.

These activities mainly consist of promoting villager's health, sanitation, among other things, some economic activities. These are indispensable to improvement of quality of lives. Combination of these thirteen activities shows the villagers' ability and adaptability in self-reliance and at any rate, further developments are expected.

A brief explanation of these thirteen activities are as follows:

² Tambon is the smallest administrative unit in Thailand. Tambon simply means sub-district level.

1. Prevention and control of high blood pressure activity is successfully working by giving medicine. Hence, this has drastically reduced the number of high blood pressure patients.
2. Herb sauna activity has been started to promote healthier lives by monitoring ones weight. The sauna bath is conveniently located near the health care center.
3. Narcotics and theft prevention activity is targeted especially for teenagers. Teaching legal knowledge such as penalties in default of the law as well as detrimental effects of the drug are promoted in this activity. The village is divided into 8 groups and each is responsible for self-protection or neighborhood watch. At present 3 people are suspected of using drugs, therefore they are observed and monitored closely.
4. Clean water supply activity has already finished the stage where tap water can be provided for all the households. The big task confronting the village committee is maintenance of this facility as well as maintaining the quality of water at safer levels for consumption.
5. The village health volunteers are actively promoting AIDS prevention activities. They teach prevention measures to villagers through meetings, daily talking and also via an annual drama on the volunteer's day. At the time of interview, there was one confirmed AIDS patient. Volunteers and AIDS fund are assisting him or her in the village.
6. Tuberculosis activity resulted in all villagers receiving vaccination.
7. Garbage disposal and environment activity set up 8 public burners, but the problem lies in the separation between burnable and unburnable disposal. According to the group's research, the method of disposal varies from person to person, therefore this issue is still important in this village.
8. Good teeth village activity is also important. A dentist team visits the village twice a year to sees patients and also teaches the villagers how to brash their teeth correctly. The dentists also stress the importance of having good teeth especially for children.
9. Village revolving fund activity lends money at 2% interest per annum for the saving group members.
10. Community business activity is running a co-operative shop, which sells necessities.
11. Rice bank activity was set up to help members lacking rice for consumption in September to November in each year. For instance, one borrows 10kg of rice and is liable to pay back 12kg of rice. What it means is that 10kg is the principal and 2kg is applied as an interest on the principal.
12. Artificial flower activity was started in 1997 to solve the unemployment of housewives in non-agricultural season so as to earn additional income. There are 25 housewives who are members of this activity.
13. Village public welfare activity was set up to offer assistance in cash and kind (food and medicine) to victims of natural disasters, accidents and also for AIDS patients.

3.0 Research Methods

Two ways of investigations were employed. One was taking interviews with the key persons in each activity and the other one was the administration of questionnaires. In this section, how the research was conducted is explained.

3.1 Interviews

The village project consisting of thirteen activities is aimed at solving the problems in the village. The survey about thirteen activities was considered to be the surest way to identify the problems. Interviews were conducted with the village headman and TAO chairman about the village committee and the thirteen activities they supervise. Interviews with the district health officer, health care volunteers were also conducted about the

health situation in this area and also about the policies currently being pursued by the Ministry of Public Health. Based on the information, four activities that showed serious problems were selected out of thirteen: Narcotics and theft prevention activity, Good teeth village activity, Village community business activity and Garbage disposal and environment activity. Interviews were held with each representatives and members of these specified activities.

3.2 Questionnaires

The first questionnaire was administered to gauge views from the villagers and to gain some general information about Mae Suai village. The second questionnaire had the objective of doing research and obtaining more specific information about agriculture and education.

3.2.1 The First Questionnaire: General Information

The first questionnaire was based on the general survey in the village. Interviews were taken from 40 out of the 202 households. In order to obtain a wide-range of information about the village, it was decided that the questionnaire should contain ten (10) parts. The rationale behind this was to figure out the broad background of the village in the initial stages and to narrow the focus to a specific problem or issue of immediate concern.

A brief introduction of the questionnaire is as below:

- (1) Information about the interviewee: sex, age, and number of children;
- (2) General/Family: work and rest time in season and off-season;
- (3) Primary Health Care: contains questions about using of health care center;
- (4) Mothers: contains questions about the length of pre and neo-natal period and what activities were pursued to get additional income for the family or household;
- (5) AIDS/drugs: information source about AIDS/drugs;
- (6) Garbage: How garbage is disposed or dealt with in the village;
- (7) Expenditure: About main expenditure;
- (8) Income (family income): contains questions about total income, ideal Income, and source of income;
- (9) Activities: contains questions about health care activities and co-op shop; and
- (10) Leaders: gauge views from the villagers about the village headman.

3.2.2 The Second Questionnaires: Specific Information

A second set of questionnaires was administered to obtain specific information about agriculture and education. Twenty-one households for agriculture and eleven households for education were taken for analysis. The purpose was to collect information about (1) income of farmers and (2) the tuition and the education expenditure of children.

The second questionnaires' contents are as provided below:

1. About agriculture: questions focused on the use of irrigation system, agriculture machinery, and chemical fertilizer. Questions also related to the farmers job opportunities and income in the non-agriculture season.
2. About education: questions focused on the location of children's school, how children go to school, and more importantly a child's tuition cost per year.

4.0 Data Analysis

These data analyses are based on questionnaire #1, questionnaire #2 (about agriculture) and questionnaire #3 (about education).

4.1 Analysis of Questionnaire #1 on the general information of Mae Suai village

Table 1 <Level of education parents wish for their children>

	University	High school	Occupational school	Others	No answer
Men	2	2	1	0	7
Women	17	1	1	1	8
Total	19	3	2	1	15

You can see the result showing that many parents want their children to go to higher education, especially university.

Table 2 <Difficulties that lie in the way of achieving their wish>

	Money	Ability	No will	No problem	No answer
Men	4	1	0	2	5
Women	17	2	1	2	6
Total	21	3	1	4	11

Despite the wish of parents, there is difficulty in sending their children to higher education. The biggest problem is the lack of money.

Table 3 <Impression of the health volunteers>

	Very helpful	Not so helpful	Unhelpful	No answer
Men	11	1	0	0
Women	26	1	0	1
Total	37	2	0	1

This shows that they are nearly satisfied with the work of health volunteer. However, we have to notice the fact that health volunteers in the village are their neighbors, and it seems to be hardly possible to tell some complaints to foreigners.

Table 4 <Assistance from husband in house chores>

	Very good	Good	Not so good	No answer
Women	11	8	7	2

The answers are dispersing. Some reason can be imagined that 1) character of husband, 2) it depends on the occupation of the family.

Table 5 <Knowledge of AIDS>

	Yes	Very little	Not at all	No answer
Men	10	2	0	0
Women	19	8	1	0

The results indicate that 97.5% of the respondents have some basic knowledge about AIDS and its harmful effects on society.

Table 6 <Knowledge of drugs>

	Yes	Very little	Not at all	No answer
Men	8	3	1	0
Women	19	7	1	1
Total	27	10	2	1

These results show that the education activity in the village works well.

The following shows the figure of other questions.

Table 7 <Separation of garbage>

	Yes	No	I don't know	No answer
Men	10	1	1	0
Women	27	0	0	1
Total	37	1	1	1

Table 8 <Main expenditure>

	Yes	No	I don't know	No answer
Men	7	3	1	0
Women	17	9	1	1
Total	24	12	2	1

Table 9 <Family income/month, B=Baht>

	~B500	~B1000	~B2000	~B5000	B5000~	No answer
Men	0	2	3	6	1	0
Women	2	2	2	14	5	3
Total	2	4	4	21	6	3

Table 10 <Ideal income/month>

	~B500	~B1000	~B2000	~B5000	B5000~	No answer
Men	0	0	1	3	8	0
Women	0	0	2	5	21	0
Total	0	0	3	8	29	0

Table 11 <Primary healthcare project>

	Successful	Not so successful	I don't know	No answer
Men	11	1	0	0
Women	23	3	2	0
Total	34	4	2	0

Table 12 <Frequency villagers use co-op>

	Very often	Seldom	I don't know	No answer
Men	9	1	2	0
Women	13	14	1	0
Total	22	15	3	0

4.2 Analysis of Questionnaire #2 on income of farmers

The aim of this Questionnaire #2 was to get more specific information about the means of agriculture, income of farmers and farmer's work in non-agriculture season.

The first was issue about means of agriculture. It was assumed that because of low productivity they could not get sufficient income. But according to Questionnaire #2 agricultural system of this village is well arranged except for the irrigation system. Therefore the assumption put forward was invalidated. However, it should be well noted that agriculture involves a lot of factors such as suitability of land, local climate, and appropriate technology etc all of which can not be traced immediately given the relatively short time period for this research.

The second issue was about the income of farmers as is shown in **table 4-2-1**. From this table it can be deduced that many farmers cannot get sufficient income. Though some farmers may get high income, many farmers' income is under B20000 per year. In other words, this is about B1700 per month. Considering educational expense of higher level school, this figure is very small. Therefore it is safe to say that income of many farmers is not sufficient enough to send their children to higher level school. The third concern is how farmers earn income. By and large, **table 4-2-2** shows that the main income source of most farmers is agriculture. Many of the farmers also have other sources of income in non-agriculture season. Thus, work in non-agriculture season is also very important as farmers have to work harder to supplement their loss in income. Otherwise, life could be painfully difficult as one would like to imagine.

The final concern is about the problems associated with the work or job farmers are engaged in during the non-agriculture season. The result of questionnaire#2 demonstrates that many farmers earn about B100 per day and that they cannot work everyday. Two problems were identified. One is the lack of the place of work; the other is problem of low wage. And these problems related to each other, because there are few places to work for high wage income around this village.

Table 4-2-1. <Income of farmers/per year>

	~B10000	~B20000	~B50000	B50000~	No answer
Number	8	5	3	2	3

Table 4-2-2. <Rate of agriculture products in income>

0~ 20%	1
20~ 40%	1
40~ 60%	3
60~ 80%	6
80~100%	5

4.3 Analysis of Interview for specific information on education

The interview was conducted to get more specific information on education in the village. The informants were the members of education and culture section of the village committee. The interview was conducted at the artificial flower centre where mothers having school age children normally congregate. The situational analysis of Mae Suai village is presented below.

<Rate of school education>

High school-----	30%
Vocational school (commerce, engineering and agriculture)-----	20%
College -----	10%
University -----	5%

<Distance to each school from the village>

Primary school -----	2-3km
Secondary school -----	15km (in Mae Chan District)
Vocational school -----	35 km (in Chiang Rai)
College -----	28km
University -----	Chiang Mai or Bangkok

<Transportation>

Primary school -----	school bus (4 Baht per day)
Secondary school -----	school bus or private car
Vocational school, collage and university -----	private car, or stay at dormitory

<Tuition fee>

Primary school -----	free
Secondary school -----	700 Baht per year
Vocational school -----	2000 Baht per year
College -----	8000 Baht per year
University -----	depends on the university

There are some financial support systems, such as scholarships offered by AIDS fund and educational loans at low interests by the central government.

5.0 Project Cycle Management (PCM) Method

One of the main aims of Overseas Fieldwork 1998 was to practice Project Cycle Management (PCM) methodology. Consequently, problems were analyzed critically and also a plan for further development or improvement of a given situation was then suggested. The Project Cycle Management (PCM) Method is a tool for managing the cycle of a development project—from formulation and implementation to evaluation—by means of a project format termed the Project Design Matrix (PDM).³ Here PCM method falls into five parts—participation analysis, problem analysis, objective analysis, project selection, and construction of a PDM. PDM is the most detailed shape in the process of PCM. It has the form of a plan based on the analyses of the previous four parts, in the implementation of a plan.

5.1 Participation Analysis

Prior to entering each analysis phase of the PCM method, a concrete description of the village situation is provided here again. In the village, there are many activities organized by villagers themselves. Villagers form committees to conduct them. And there are many funds arranged for production increase in agriculture and in case of emergencies. Villagers benefit from these activities and funds. Activities include not only health care but also business promotion, which is analogous to economic development. Generally speaking, villagers have attained better health standards not just because of adequate provision of social services but also through the promotion and participation in economic activities. Perhaps it is fitting to say that social safety net is sitting on the same floor as economic activities. This also symbolizes the fact that villager's incomes are still restricted and allocation of wealth has not reached the village level. Villagers have to be self-help based. Recognizing this point is important in understanding why the income raise, be it direct or indirect ways should always be taken into account for rural development in the developing countries.

³ FASID. *Project Cycle Management 1997*

Based on the questionnaire analysis, (see **Tables 2 and 8**) educational aspects were focused on as an important issue. Many families in Mae Suai village were in a situation in which they can not send their children to higher education even if they want to do so. Here, the definition of higher education means education higher than secondary education level. "Parents and children" were decided as the target group.

5.2 Problem Analysis

This explanation is based on the problem analysis tree. (See Appendix 1)

In the problem analysis, the core problem was decided as "parents can not send their children to higher education". With the core problem, two direct causes were identified. They are "parents can not obtain sufficient income" and "educational expenses are high".

With the direct cause "parents can not obtain sufficient income", villagers are divided into two categories, one is wage earners and the other is farmers. With regard to wage earners, the possible causes of their insufficient income stem from low wages and lack of job opportunities. In the tree, they are represented in the sentences, "wages are low" and "there are not enough job opportunities around the village. Here wage earners are further divided into two groups. The first one is the group who relies on companies and the second one is the group who runs their own business.

With the first one, there is a stone-cutting factory in the village operated by a businessperson based in Bangkok. There are some manufacturing factories around the village but the number is small, as is represented by the sentence "there are not enough factories around the village". Because most factories are hiring unskilled labor, wages are low, which is represented by the sentence "most labor is unskilled". As far as the stone-cutting factory is concerned, they are paying the minimum wage to workers. Since, wages are subject to national economic situation as was manifested in the Asian currency melt down in July 1997, chances for employment are somewhat limited if not nil.

There are also some villagers operating their businesses within the village. Most of them are self-employed and the scale of their businesses is small. These business practices include selling fighting chickens, making fish traps, and painting etc. Although economic activities are organized among the villagers themselves by forming a group consisting of people who can make good use of their free time, activities are not big enough to give villagers good income. An example is the "artificial flower group". This is formed by mainly housewives and contributes to income raise to some extent. However, this activity is only in operation in non-agriculture season. Income from this activity is not sufficient. Based on this condition, the assumption that "economic activities in the village are not sufficient" can be a cause of "there are not enough job opportunities around the village".

With regard to farmers, the possible causes of their insufficient income stem from insufficient income from the crops they sell as well as precarious nature of life in the non-agriculture season. In the tree, it is represented in the sentences "cash income from crops is low" and "Farmers can not get enough income for off-season". It is natural to assume that low income from crops can be caused by low agriculture productivity. Then the question extends to how low agriculture productivity can be caused. There may well be many causes. A specific questionnaire was administered concerning this matter. The questions focused on fertilizers farmers use, irrigation system, and double cropping etc. After questionnaires were administered, it was concluded that there was no rational correlation between agriculture productivity and income from crops as it is difficult to track down in the process of the PCM. The core of the argument is that it requires a vast knowledge not only about fertilizer, irrigation and double cropping, but also about the suitability of land, local climate, and appropriate technology. Therefore, the statement "agriculture productivity is not sufficient" had to have a Stop according to the principle of PCM method. This conclusion was applied also to "farmers sell crops for a low price" as the price is subject to the National Government Policy or would be influenced by some economic contingencies.

Non-agriculture season can cause farmer's insufficient income. According to the interview conducted in general survey, it turned out that farmer's income is low in non-agriculture season. Because these jobs are irregular, income earnings per day are also unstable and worse still quite low. It can be said that farmers can not get enough income for non-agriculture season, because "farmers have little opportunities to work". Also, farmer's income in off-season is insufficient, because "farmers do not have lucrative crops to harvest for off-season". This can be related to an agricultural matter that we have discussed in the previous part, so a Stop sign was indicated here meaning no further explanation was required.

Coming to the second direct cause "educational expenses are high", educational expenses dominate quite a high percentage of household's expenditures. As education level goes higher, it becomes increasingly difficult to attend schools particularly in the rural area. This is because there are not many schools in the rural area as is the case in most developing countries. Colleges and universities are too few in the rural area and are mainly concentrated in the urban area. This condition makes it impossible for students to commute between their homes and schools on school days. Infrequent transportation makes the situation even more difficult. Moving on to higher education means "parents need to pay board and lodging fee" and "Transportation cost is a burden". Some other payments accruing from education such as tuition fee, textbook, and lunch fee are also a burden. "Tuition fee is high for higher level of education"; "prices of textbook are high" and "fee for lunch is high" are all representing the burdensome circumstances in education. Another notable point that makes it difficult for villagers to go on to higher education is the lack of financial support from the government. "Financial support from the government is not enough" as is represented in the tree.

So, what are the probable effects or influences an identified problem have on the future of a society? Taken at issue, by having the core problem as "parents can not send their children to higher education", would cause these most probable causes "children's knowledge remains unsophisticated", and "it is difficult for children to obtain better occupations". In the long run, these effects cause further effects such as "parents worry about their life after retirement" or old age, and "it is probable that children, when they become adults, can not send their children to higher education". The result is a vicious circle of the present condition across generations.

5.3 Objective Analysis

The importance of the objective analysis is that it gives policy makers, implementing agencies, and, more importantly, all the stakeholders the direction to realistically solve the existing problem, or improve the situation. The objective analysis mainly emphasizes the means and ends to achieve a stated objective. In other words, in developing a means-ends relationship, what we are really doing is trying to determine a core objective. An easier path to arrive at a core objective is to reverse the meaning of the core problem identified in the problem analysis phase (see 5.2 problem analysis).

Since the core problem was identified as "parents can not afford to send their children to a higher level of school", it naturally follows that, the core objective is "parents can send children to a higher level of school". To achieve this core objective, two direct means were identified and put forward as assumptions. Firstly, parents get sufficient income. Secondly, education expenses are manageable. On the one hand, only one direct end was envisaged. Moreover, if children are sent to higher level school, it further promotes three highly likely ends. They are: (i) children have wider and sophisticated knowledge; (ii) children have more opportunity to get good income; and (iii) the ratio of children having higher education becomes a high possibility. The objective tree shows this means-ends relationship (see Appendix 2).

5.4 Project Selection

The analysis of data confirms that wage levels are not very high amongst the Mae Suai villagers and that it is a barrier to higher level of education. Thus, to increase wage levels for the villagers to achieve the stated core objective, four contending approaches were critically examined. The four approaches were: (i) inviting a factory approach; (ii) scholarship fund approach; (iii) educational loan approach; and (iv) text book and library approach. Considering the difficulties such as; fewer schools near the village as well as government subsidy being insufficient, it was generally agreed that the approaches (ii) and (iii) be given careful consideration. After weighing the pros and cons of the two approaches, consensus was reached on approach (iii) based purely on feasibility considerations. Feasibility in this context, means that the Mae Suai village already has a saving fund and also the concept of rice bank is akin to the proposed educational savings and loans project, however, rice is used instead of cash (notes and coins). (see Appendix 3 for diagram)

5.5 Project Design Matrix (PDM)

The Project Design Matrix (PDM) serves as development "blue print"(plan) for appropriate actions to fulfill the stated core objective. Selected as project for consideration, the educational loan approach was later renamed as educational saving and loans project. The details of the proposed project activities are provided below, whilst, a narrative summary outlining factors like: important assumptions of the project; objectively verifiable indicators; means of verification; inputs and preconditions are provided separately (see Appendix 4)

The project name:	Educational savings and loans project
Recipient country:	The Kingdom of Thailand
Duration:	October 1998 to October 2003 (5 years)
Target Group:	Mae Suai village

An overview: The scope of the project activities to attain the four outputs.

Overall Goal

Parents can send children to higher school

Project purpose

Educational expense is manageable/ educational burden for parents is manageable

Output

1. Educational loans are established in saving fund.
2. Savings and loans task committee is well trained.
3. Membership of the savings and loans increased.
4. Educational loan is available.

Activities

The activities here if are acted upon accordingly will give rise to the four mentioned outputs above, however, reality rests upon inputs. The logic is simple, that is, without inputs activities will remain beautiful words without action. Therefore, activities complemented by inputs will give rise not only to outputs, but also the project purpose and overall goal as well.

Output 1: Educational loan is established in saving fund

Activities to achieve output 1

Establishment of the loan scheme: The initial phase.

1-1 To achieve output 1, the following activities are recommended. Firstly, there is a need.

To establish a task committee under a chairperson from the village to monitor and oversee the day-to-day functions of the educational savings and loans project. Thus, management is an important aspect in planning, directing and controlling the affairs of any organization, be it small or big.

1-2 After a task committee is put in place; criteria or rules and regulations are set for potential members of this savings and loans fund to observe. We all know that without rules and regulations "chaos" becomes the order of the day. This is a situation that should be avoided at all costs.

1-3 Another important aspect is to promote the idea of an educational savings and loans to the wider village community. In this context, the village headman plays a leading role in mobilizing and securing cooperation from his fellow villagers. At best, what he can do is to inform villagers of the tangible benefits they could receive if they become members of the fund. After all, public relations is necessary to create awareness among people who in turn decide what is best for them.

Output 2: Savings and loans task committee is well trained.

Activities to achieve output 2

2-0 Training of savings and loans personnel

2-1 Here, banking occupational training is given to the steering committee of the project.

To be realistic, a banking specialist is invited to impart the know-how to the committee members of this fund. The length of the training to be three months.

2-2 Another useful method for training committee members is to organize workshop seminars. Here, committee members are enlightened on how to effectively manage their fund for the benefit of their would-be members. For instance, if a member of the fund is seeking loan for their children's school fees, then, it is incumbent of that person to furnish the committee (here-in after referred to as) the educational savings and loans committee with a genuine copy of a school fee deposit slip.

Output 3: Membership of the savings and loans increased.

Activities to achieve output 3

3-0 Membership expansion exercise

3-1 Here Mae Suai village suggests creating a bank to the recently established Tambon Administration Organization (TAO) members. Fittingly, the TAO chairman is from the Mae Suai village.

3-2 Given situation (3-1), the TAO chairman is in a better position to drum up support for establishing a village bank.

3-3 As an incentive and as a source of capital (in the form of membership savings), other villages in the Tambon area's jurisdiction (within the realm of their authority) are extended an invitation to be members.

Output 4: Educational loan is available

4-0 Sources of fund raising⁴

4-1 As an initial capital, villagers are requested to take the first important step to invest in the savings fund as they become the immediate beneficiaries.

4-2 Invitation is also extended to the Jewelry Company to invest funds for special loans to villagers. Perhaps company tax collected by the TAO could be diverted to this fund depending on a feasible formula set by the TAO. For instance, the TAO retains 50% as tax and the other 50% goes to the saving pool of funds.

Consensus will have to be reached by all stakeholders in the project.

4-3 Women development group can also invest their funds to this educational savings and loans scheme. Women are mindful of the fact that they can benefit as their children will utilize their savings to further their education. More importantly, further education is the gateway to a whole range of opportunities in the future.

4-4 Another important source of fund is from the temple “(Wat)”⁵ which can offer a small portion of its fund to the educational savings and loans fund. From a cultural perspective, the Thai society revolves around the “Wat” and the extended family network. By and large, the involvement of the “Wat” would entice most, if not, all villagers to participate in a mutually meaningful way. In any case, the Thais are very much compromise-seeking people, thus, the likelihood of voluntary participation is further enhanced.

6.0 Recommendations

The lower level education is a large problem in Mae Suai village. Group 3 proposed the educational savings and loans project to the village in order to solve educational problems. The following recommendations are proposed in order to establish a fund, because the issue of funds is important as far as management of the project is concerned.

The villagers invest a profit on the various economic activities in the educational savings and loan project. The jewelry Company invest funds for special loans to villagers, for example, the Tambon Administration Organization (TAO) retains 50% as company tax and the other 50% goes to the savings pool of funds. The Women’s Development Group may also invest their funds in the educational savings and loan scheme. Women are mindful of the fact they can benefit, as their children will utilize their savings to further their education. The village temple can also offer a small portion of its fund to the educational savings and loan fund. These recommendations have been elaborated on in the section on PDM (project output activities).

Better still, Mae Suai village can cooperate with other villages in the Tambon area in order for the management of the project to be effective and efficient. Moreover, the villages in Tambon Chom Sawan area should express their willingness to create the village bank to their respective TAO members so as to get the project off the ground.

From a pessimistic point of view, the TAO chairperson) indicated at the draft group report presentation in Chiang Rai that financial constraints appear to be the main problem in reference to Group 3’s project proposal.

⁴ The TAO chairman from Mae Suai village acknowledged that the concept was welcome, however, outside help would be a driving force to actualize it. Of course donor agencies such as the World Bank, UNICEF are willing to assist provided Mae Suai villagers exhibit the political will and genuineness to improve their living conditions.

⁵ “Wat” is the Thai word for the temple. For e.g. Wat Po located in the city of Bangkok.

He argued that the TAO can not finance the project, because it was established recently and that funds were not sufficient at all as an initial capital. Furthermore, it was argued that when a project is deemed as being very expensive, the project is heavily dependent on central government budget funding. He also added that profits earned from various economic activities in the village could not generate enough money to be saved continuously, let alone sustain the proposed project.

Perhaps, one way of addressing the issue would that, a representative of Mae Suai village should present the revised plan (taking into account all factors associated with the project) to a donor international organization (JICA, WB, and UNICEF) for assistance to finance this proposed project. This exercise could involve planning agencies such as the National Economic and Social Development Board (NESDB) to clarify and make further recommendations consistent with Thailand's five-year national development plan. At best, the revised plan can then be recognized as a realistic plan by accommodating all stakeholders' interests and immediate concerns. It appears that Group 3's recommendations (as is entailed in the Project Design Matrix PDM) can be successful if given attention and appropriate actions by the relevant authorities for effective implementation of the proposed "educational savings and loans project".

7.0 Rational Conclusions

In Thailand, the improvement of primary health care is considered to be a part of the social and economic development. The system of primary health care means not only to promote simple health but also to improve the synthetic quality of life. Thailand Government intends to achieve or promote the nation's health by focusing its efforts and resources on social and economic development via rural development.

The inter-sector cooperation (health, education, agriculture, and economic activities) is promoted for improvement of quality of life program. Of course, health is an important aspect of a society's well being, but may not be sustained if education and income earning opportunities are omitted from the big picture. The big picture in this context is the improvement of quality of life program. Program here means combining health issues with other sectors to improve the quality of life. This is the essence of the Health Care Project in Mae Suai village taken at issue.

The Primary Health Care Project in Mae Suai village involves not only health related activities like Herb sauna project, Good teeth village project but also covers economic activities such as Artificial flower production, Rice bank, Jewelry production and the like. Many of us may ask why choose something on education when it is not related to health. However, pause and think of this issue carefully.

Education is important in the long run, because education gives children wider access to better job opportunities as well as a good income. Hence, investing in children is important, because the parents will be dependent on their children in their old age in the future. And, they will be also satisfied mentally as a result, because according to the analysis by Group 3, many parents want their children to go to higher education. Group 3's project proposal is based on the policy of Thailand Government, in respect of the final objective, which is to improve the quality of the villager's life.

The situation of Mae Suai village after the group survey may be regarded as a successful example of Primary Health Care (PHC) Project. The infrastructure and provision of utility such as clean water supply and pavement of roads, has already being completed in the village. According to the survey report from the health care center in the village, the rate of diffusion of basic needs, such as nutritional requirement and knowledge of birth control, exceeded the number of national target in 1998, and achieved almost 100%.

At the local level, a study group may receive a successful impression on development, because the inhabitants can get direct benefits from development easier than at the national level. It is comparatively easy to promote projects and to solve occurred problems in local level, because the village has small a population and

the villagers know each other. However, it is possible that there are gaps among many situations of Tambon because during an interview with the TAO chairperson, it was pointed out that some other Tambon have many administrative problems placquing their affairs.

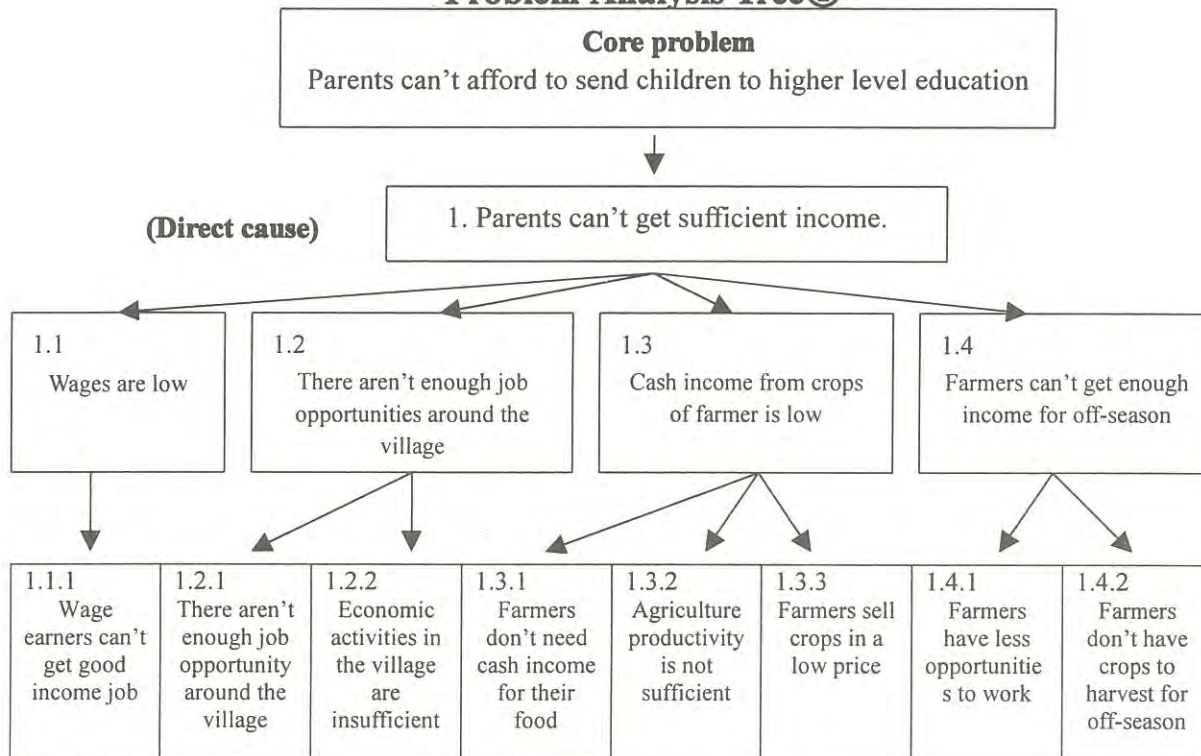
Some interviewees said that the pressure of economic crisis since 1997 has an adverse impact on their lives in one way or another. Thailand Government established the TAO, which relates with the rural development, just recently. It is possible that the problems, which come from economic or structural fault, will occur in the near future. Whatever the case may, there are many uncertainties that may pose deep challenges tomorrow.

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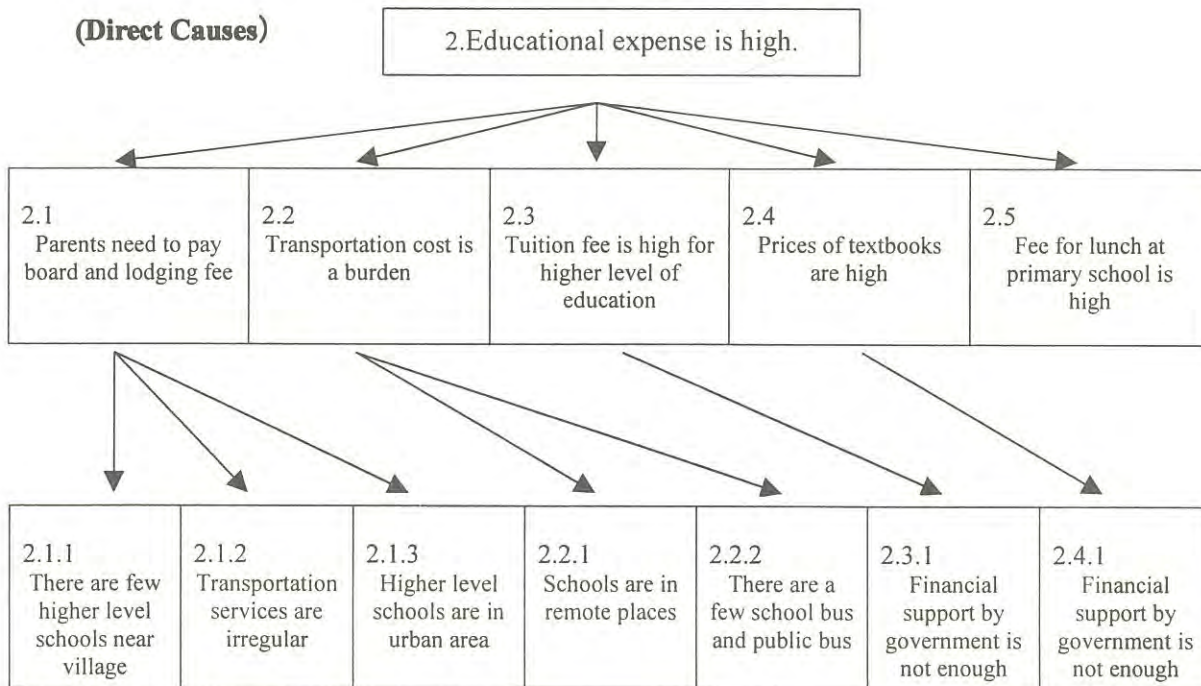
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Appendix I

Problem Analysis Tree①

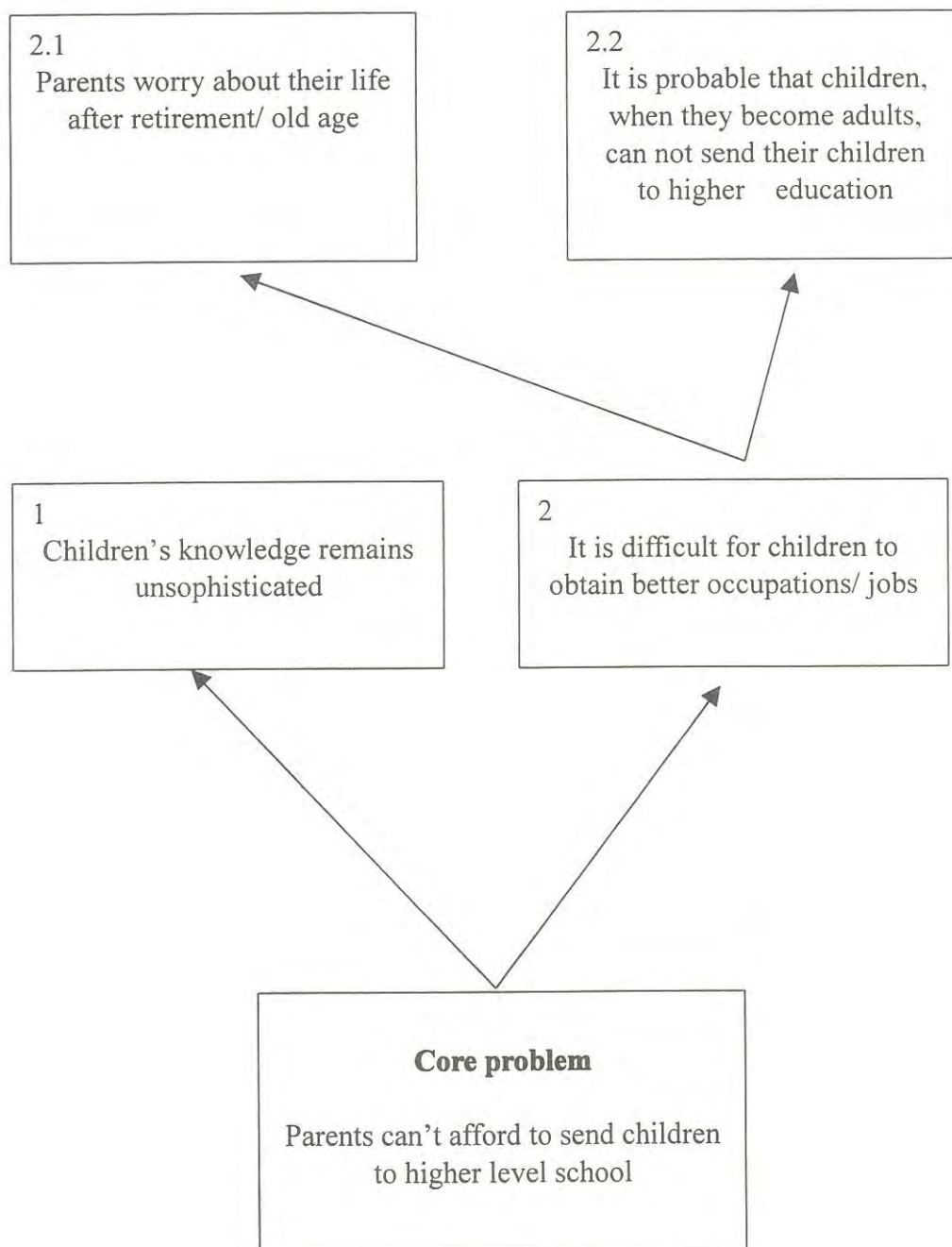


Problem Analysis Tree②

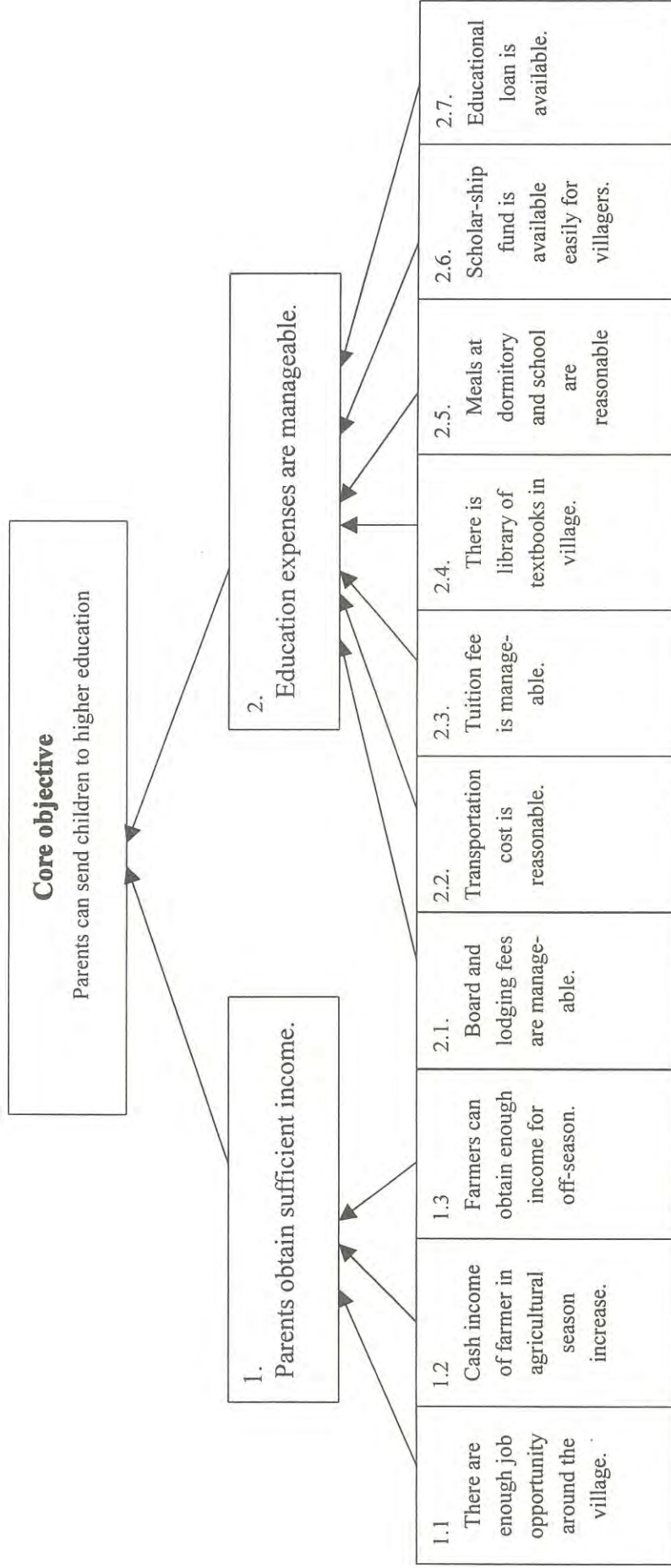


Problem Analysis Tree③

Direct effects

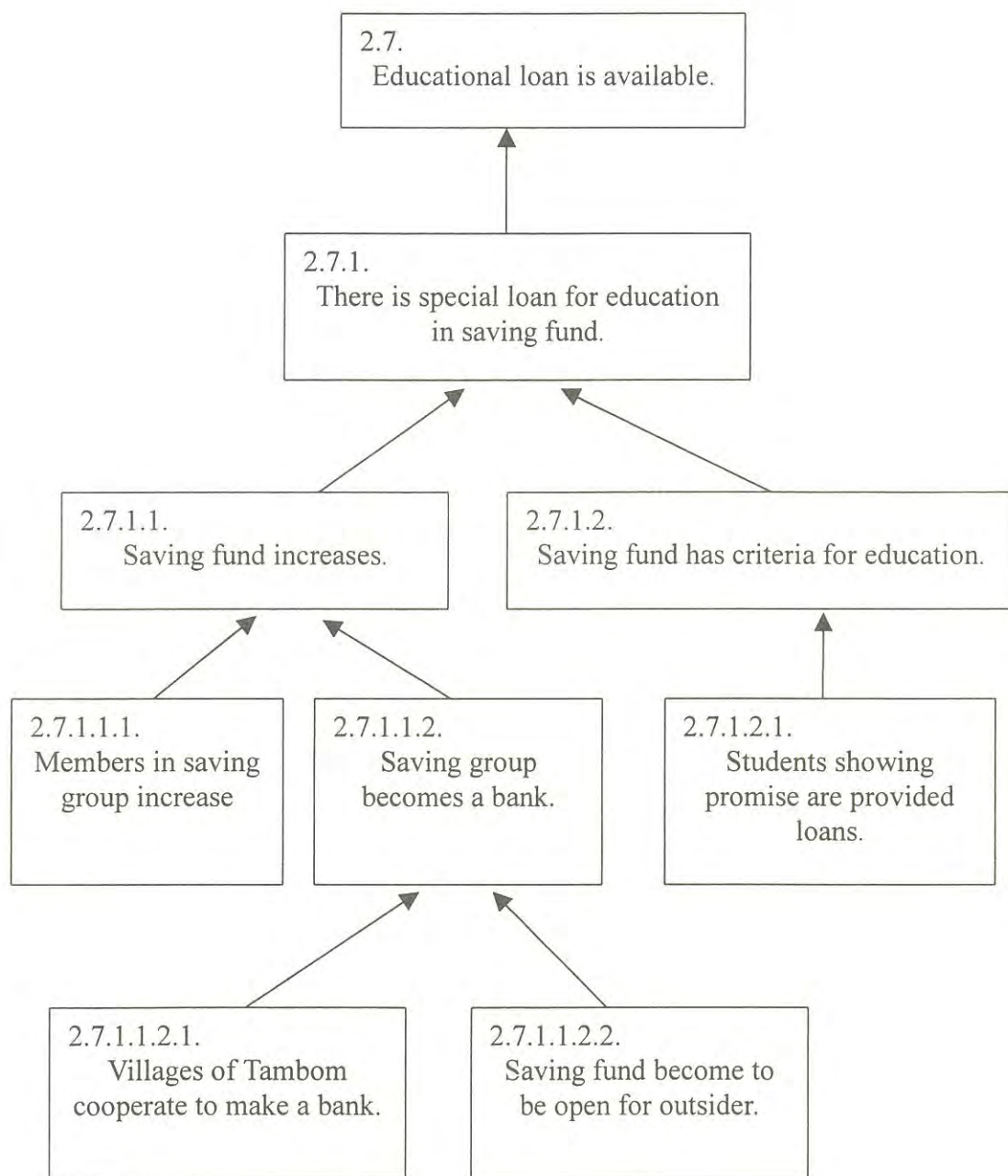


Objective Analysis Tree



Appendix III

Project Selection



Appendix IV

Project name: Educational savings and loan project

Duration: October 1998 to October, 2003 (5 years)

Name of the recipient country: The Kingdom of Thailand

Project area: Mae Suai village Target group: Children, Parents

Narrative Summary Oval Goal Parents can send children to higher school	Objectively Verifiable Indicators Overall Goal 1. By the year 2000, 80% of children (students) enter higher level education and lending rate to parents is increased by 99.9% by 2002.
Project Purpose Education expense is manageable/Educational burden for parents are manageable.	Project purpose 1. By the year 2000, 70% of parents will afford educational expenses while retention rate will increase by 10% in 2000. 2. Dropout rate is 25% reduced by 2003.
Output 1. Educational loan is established in saving fund. 2. Savings and loan task committee is well trained. 3. Membership of the savings and loans increase. 4. Educational loan is available.	Outputs 1. By 2000, educational loan is established in saving fund. 2. The operation rate of educational loan observing standards becomes 85% by 2003. 3. The membership of saving fund increases by 30% by 2002. 4. The amount of fund becomes two times bigger by 2003
Activities 1. (Establish Task Committee) 1-1. Form a committee for the establishment of a loan scheme. 1-2. Saving fund sets new criteria for educational loan. 1-3. Village headman announces the educational loan plan to villagers for their cooperation. 2. (Training of saving and loan personnel) 2-1. Banking occupational training is given to the task Committee of the project. 2-2. Some members of saving group learn special knowledge about criteria (/loan). 3. (Membership Expansion) 3-1. Mae Suai suggest to establish a bank to TAO members. 3-2. Chairman of TAO from Mae Suai makes a suggestion about establishing a village bank. 3-3. Other villages in the Tambon area are invited to be members. 4. (Sources of Fund Raising) 4-1. Saving fund request villagers for more investment. 4-2. Jewelry company invests in saving funds for special loans. 4-3. Woman development group invests in the scheme. 4-4. Temple offers part of the fund.	Inputs Outside Personnel Coordinator Specialist on loan Certified public accountant Equipment Computer Vault Investment for loan Village Personnel Member of educational loan Clerical staff Facilities Office Training facility

Means of verification	Important assumptions
Overall Goal 1. Record of saving loan. 2. Rate of enrollment in higher-level school records from the Ministry of Education.	Overall Goal 1. Children (students) are more than willing to enter higher level school. 2. Loan repayments are not overdue.
Project Purpose 1. Project survey reports on the burden of parents. 2. Rate of dropout records from the Ministry of Education.	Project Purpose 1. Parent's economic conditions do not force children to work. 2. Income of parents does not reduce dramatically.
Outputs 1. TAO's annual report. 2. Record of saving group on checking criteria. 3. Record of saving group on the number of members. 4. Record of saving group on checking criteria.	Outputs Educational expenses do not increase abruptly.
	Activities 1. Member can save money sufficiently. 2. Committee members who have trained do not quit.
	Pre-conditions 1. Saving fund does not oppose the plan. 2. Villagers do not oppose the plan. Villagers agree to invest.

Preventive Healthcare: The Scope and Limitations of Immunization Programme in Thailand

Terence Miro LAUFA

1.0 Introduction

Thailand's primary health care system has evolved out of a purely health sense to an integrated "Quality of Life" strategy, if for no other reason than the health of a populace can not be achieved or maintained in isolation of other social and economic development goals, especially in regards to rural development (Chanawongse, 1991). Against that background, this paper attempts to examine the nature of preventive health care; in particular, the scope and limitations of the 'expanded immunization programme' (EPI) in Thailand. A case study of Mae Suai village in Chiang Rai province may provide deeper insights to how effective the primary health care system is at this echelon of that society.

2.0 Background and Rationale of the primary health care system.

From its Fourth National Development Plan (1975-1980) onwards, Thailand has founded its national health system and programmes on the **Primary Health Care (PHC) approach**, with every organisational level being involved. Like several other nations in the ASEAN region and elsewhere, Thailand's programme success rests almost solely on volunteer village-based health workers/cadres, namely Village Health Communicators (VHC) and Village Health Volunteers (VHVs). The former are responsible for eight to fifteen households and provide preventive and promotive health aspects with special emphasis on the dissemination and the obtainment of village health information. VHVs perform the same functions, but after additional training, they also provide basic curative care for an entire village.

Both groups comprise villagers who are selected by either sociometric methods, village election, or appointment by the village headman; are interested in health matters; and who receive no governmental remuneration, except for incentives such as free medical care and certificates of recognition. Until recently, the emphasis of primary health care (PHC) has shifted to the World Health Organisation (WHO)'s criteria '**Health for All by the Year 2000**'.

2.1 Area researched: Preventive Health care

Preventive health care in this context would generally embrace, among other things, the existing immunization programmes for sicknesses such as: Tuberculosis (TB), poliomyelitis, measles, diphtheria and tetanus. Some questions asked to investigate the prevailing health situation included; to what extent has the Royal Thai Government (RTG) via the Ministry of Public Health (MOPH) placed emphasis on 'preventive health care' as being part and parcel of social development? Are there adequate medical supplies to mitigate the harmful effects on the health of the people, especially the young, who are more prone than the adult population?

2.2 More questions relating to the 'Expanded Immunization Programme (EPI)

These were some of the additional questions that were asked with the view to seek an enlightened view of the '**Expanded Immunization Programme**' currently being vigorously pursued in Thailand. The responses to these questions are also provided herein.

2.2.1 Who funds preventive health care in Chiang Rai or the Kingdom of Thailand for? that matter?

Preventive health care in Thailand is mainly funded by the **Ministry of Public Health (MOPH)** as well as other donor agencies such as **UNICEF**. See Table 1. Likewise, Table 2 shows the volume of the budget for the '**Expended Immunization Programme**' (EPI).

Table.1 Source of funds for preventive health care

Source	Amount in (US\$)
Royal Thai Government (RTG)	70,840,000
UNICEF	1,710,000
Other expected supplementary funds	1,300,000

Table.2 RTG/UNICEF Budget for the Immunization Project (in thousand US\$)

Source	1994	1995	1996	1997	1998	Total
General Resources	350	300	150	100	50	950
Supplementary Funding	200	100	80	90	80	550
Total UNICEF	550	400	230	190	130	1,500
RTG	10,700	10,600	10,700	11,000	11,000	54,000
Grand Total	11,250	11,000	10,930	11,190	11,130	55,500

Source: Ministry of Public Health Master Plan of Operations 1994-1998 Executive Summary.

2.2.2 What are some of the problems associated with “preventive health care”?

The main problems identified were: coverage to certain parts of Thailand such as southern Muslim provinces as well as pockets of hill tribe people were not so successful. Future efforts of health authorities will pay a close attention to these areas because if left unattended may trigger bigger health problems in future. At the initial phase, the programme appears to have had a wider coverage. One reason being that the Thai health care system as regards the village health communicators and volunteers have done their jobs accordingly to a larger extent.

It was also pointed out some mothers were reluctant at first to bring their children for vaccination as they were not fully aware of its effects. But after health volunteers stressed the importance of children's health in future as well as the possible harmful effects it would have on children if mothers chose to ignore or be neglectful in this worthwhile cause, mothers are now somewhat convinced. It is encouraging to observe this trend, however, it is quite difficult to detect or assess the situation at this point in time. At any rate, this is an area all concerned with health are now exploring ways to minimise at all costs.

2.2.3 Why is “preventive health care” a cause for concern to the Ministry of Public Health (MOPH)?

Because Thailand has signed the *Declaration of the World Summit for Children* in March 1991, the Royal Thai Government (RTG) now attaches greater importance on the lives of its citizens, especially the children. By and large, all of the Declaration's “27 Goals for Children in the 1990s” have been included in the Government's **7th National Development Plan (1992-1996)** as well as in the **Thailand National Programme of Action 1992-2000**. Of these 27 goals, Thailand has chosen ten to be achieved by 1995 (the “mid-decade goals”).

Moreover, according to the **Health Programme for 1994-1998** which covers not only **Immunization** but also control of **Diarrhoeal Diseases** and **Control of Acute Respiratory Infections**. The whole programme through these three activities is aimed at achieving, among other things, strengthening advocacy, social mobilisation and communication; reducing the impact of poverty and disparity; increasing and sustaining the

existing high political commitment. These strategies will be implemented to reach families, particularly mothers, at all levels: provincial, district, tambon and the village.

2.2.4 Are there adequately trained personnel to implement the immunization programmes?

According to the statistics available, as of September 1987, Thailand's Ministry of Public Health reported that the number of VHVs and VHCs nationally totaled **58,638** and **554,844** persons respectively. But while these figures indicate more than adequate coverage (Thailand possesses around **57,000 villages**) functional problems in using this health worker model are observable, attrition rates (i.e., drop-out from active service) of 62 percent for VHCs and 25 percent for VHVs indicate, as well as the persistence of controllable health problems even in villages with dedicated volunteer health workers (Hongvivatana et al. 1988).

One of the main reason for this situation is a lack of strong leadership at sub-district and village levels. According to numerous evaluation studies (cf. PRICOR 1986; Hongvivatana et al. 1988). Much of this is attributed to the following: low VHV/VHC self-motivation or social position; inappropriate personal characteristics (e.g., apathy, self-aggrandizement); inadequate training incentives and supervision; lack of time due to volunteers' main occupational activities (especially, farming) coupled with collecting official health information; and/or insufficient knowledge or ability to integrate health projects into the existing community structure. Most VHVs/VHCs became inactive or are at best engaged in curative work, the dispensing of simple household medicines, and data gathering. VHCs, especially, are viewed as passive "helping hands" for VHVs and place little emphasis on health education.

Hence, the centralisation of health information at the VHV/VHC level is not optimally efficient and weakens primary health care's preventive component and threatens self-reliance and community participation (PRICOR 1986; Hongvivatana et al. 1988). These problems, though, are not rampant, and they do not occur in every Thai village. Moreover, this observation is not meant as a harsh criticism of Thailand's rural health development system. Indeed Thailand should be proud as a nation as it has met virtually all of **WHO's criteria for Health for All by the Year 2000** and should be commended on this accomplishment. This achievement is supported by the many communities who possess strong active leaders who are successfully addressing their community development needs. Having said this, what can we say about the mobility and effectiveness of the immunization programme? One way to answer this question is to examine a case study of the Mae Suai village, Chiang Rai province situated in Northern Thailand. This is to provide as mentioned before, an enlightened view of the situation in regards to preventive health care.

3.0 A Case Study of Preventive Health Care in Mae Suai village: How it was and is done.

Much of what is said generally about the national primary health care system is very much reflected in Mae Suai village. This village under a hardworking village headman was privileged indeed to attract **World Bank's**¹ attention in securing project assistance for occupational training. **World Bank** has funded and supported training for housewives in "**artificial flower production**". Actual amounts were not disclosed during the course of the interview. The peculiar thing about this arrangement is that economic activities are now increasingly integrated with primary health care activities. In other words, quality of life is enhanced if income-earning opportunities are built into this structure of health care system. One can not preach about having good nutrition when there is no money to buy good food.

With regards to immunization programme in Mae Suai village, it was revealed that out of the 21 mothers interviewed, all responded favorably to the programme. This in statistical terms represents 100 percent record of

¹World Bank funded the project in Mae Suai village because the people were "willing and ready to improve their lives".

immunization carried out in this village. As it stands, children between 6-12 years old take vaccination of diphtheria, tetanus, poliomyelitis and other vaccines according to the objectives entailed in Thailand's National Health plan which also advocates "*Health for All by Year 2000*". This at any rate, shows a strong political commitment to build a healthy society, which in turn relies on its human resources for future development endeavours.

4.0 Rational Conclusions

Thailand to a large extent, has placed primary health care at the centre of its development efforts. One of the bold assertions made in light of the '**Expanded Immunization Programme**' (EPI) was that the project aimed by 1995 to immunize 90 percent of infants, to eliminate polio and neonatal tetanus, and to reduce measles deaths by 95 percent and measles cases by 90 percent (compared to 1984, the pre-immunization year). On-going immunization activities will be continued through the well-functioning and comprehensive primary health care system. Special efforts will complement these activities, such as mass immunization campaigns in selected high-risk areas where coverage is lower than average; training of traditional birth attendants on safer delivery; training of health personnel in improved disease surveillance and active surveillance of acute flaccid paralysis. Special attention will be paid to under-served groups such as hill tribes, construction and plantation workers, slum dwellers and to populations to the southern Muslim provinces.

The present high coverage of the **Expanded Programme of Immunization (EPI)** has been sustained beyond the "**Universal Child Immunization**" (UCI) goal in 1990 due to a number of key factors. The first is the continued strong government commitment. The great demand for services by mothers, and the fact that services are provided through the existing **Primary Health Care (PHC)** infrastructure and **Mother and Child Health (MCH)** services delivery system are additional factors. To reiterate again, high-risk and under-served areas have to be kept under surveillance and high coverage achieved and maintained at sub-provincial and district levels.

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The Mass Media in Thailand

Shih-Hau LO

1. Introduction:

Studies about the flows of information contain two steps. The result of first step studies is that mass media has strong and on-time effect to audiences. It means that the flow of information from the mass media have a direct effect on audiences (Figure 1). This theory is called "magic bullet theory". The second period's conclusion pointed out that only selective and indirectly influence happens. It means that audiences approach the information and understand it selectively and are influenced by opinion leader easily (Figure 2). This situation is called "theory of selective influence." Then after researching for a long time, scholars have discovered that the media effect would be long-term and not indirectly, and influenced as the media plays a role of construction of reality.

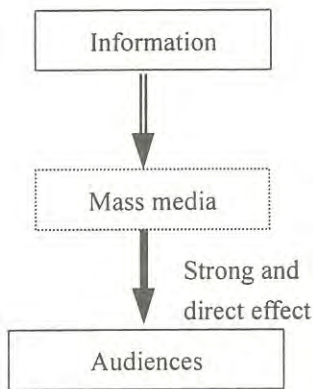


Figure 1

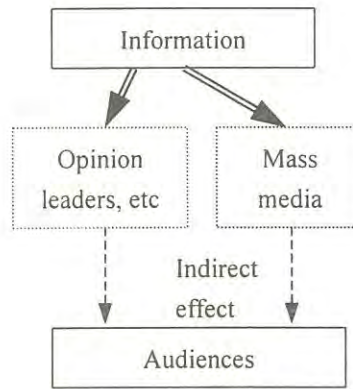


Figure 2

All of the studies introduced above are from the studies of mass communication. This report deals with the situation of mass media in Thai. First of all, there is a brief introduction about Thai's mass media. Secondly, there are some characteristics about the flow of information in Mae suai village, which is located in the northern part of Thailand.

2. The situation of mass media in Thailand:

Because of fast growing in economy, there are several kinds of new media have appeared in Thailand within the last decade, such as Satellite broadcasting, cable TV, optic fiber, internet and e-mail. Especially in cities, the desire for new information is becoming increasingly important. As a result, rapid information flows can be seen in cities.

At the village district level, traditional media still plays an important role in obtaining and spreading of information. In the village district, especially in agriculture area, villagers' life range is almost in the village, so information about near daily life is the most wanted things to villagers, such as agricultural knowledge, healthcare, etc.

So we can say that the variety of development of Thai's media is mainly centered in the city, as villages still do not receive the influence of new media. The flow of information is from Metropolitan (Bangkok) to local district. This is so-called "Top-down type".

Newspaper is a mass media that has the longest history in Thailand. According the Europe World Year Book (1994), there are Thai, English, and Chinese newspaper are published.

Radio Broadcasting started in the early 20th century. 75% of the radio broadcasting is devoted to music. The main music in AM channels is caters for Thai songs, while FM channels is for English or western music. In Bangkok, because of terrible traffic jam people spend longer time in cars, thus, then the entertainment function of radio programs becomes more important to city people.

Television station was established in 1955. Thai was the first country in Southeast Asia that to have established a TV station.

The characteristics of Thai's TV news program are as follows:

- (1) The order of news reflects social position.
- (2) Political news takes up most part of the news program.

3. In Mae Suai Village:

According to interview, there are several kinds of media villagers are using. For instance, Mae Suai village uses TV, newspapers, radio, and morning routine announcement. In regard to newspaper, almost all interviews do not subscribe to as newspaper are readily available in the village library. Secondly, almost all interviewees in Mae Suai village watch TV everyday, especially in evening. Thirdly, morning routine announcement using a speaker serves as a small range broadcasting within the village. This broadcasting program starts early in the morning conveying important information to the villagers. There are two parts in daily announcement. They are radio news, and villager leader's statements. Village leader uses this system to tell villagers important information about their daily life.

Figure 3 shows the flow of information in Mae Suai village. According to my impression based on my research findings, it can be said that there exists a simple model showing how information is consumed on the part of sender and receiver of a particular information.

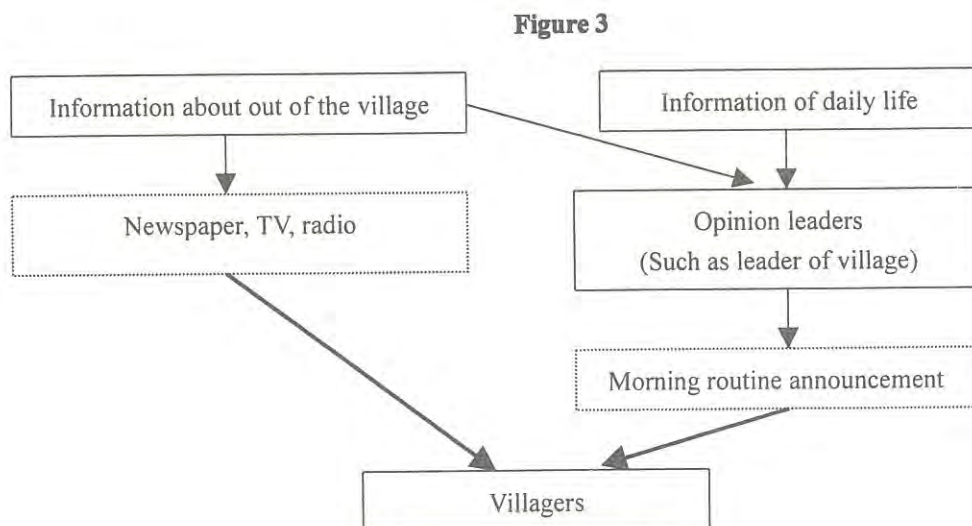


Figure 3 just only points out a brief model of information flows in Mae Suai village. It does not necessarily shows the effect of each media.

Participatory Rural Development and Local Administration: A Case Study of the Village Committee in Mae Suai Village

Kaori MATSUMOTO

1. Introduction

Rapid industrialization and dramatic economic growth have been made in Thailand since the beginning of 1960s. Rural area was involved in the goods economy rapidly. The gap between rural and urban area became serious problem. Thai Government has taken a rural development policy since 1970s in order to move resources through the administrative mechanism in stead of the market. However this policy caused the concentration of the wealth to the wealth layer and help dependence. The new strategy to solve these problems is "participatory development". This idea encourages the inhabitant who is the beneficiary of the development project to participate in the decision process of the project.

In Mae Suai village, where we investigated for a week, there is an own development project that a village committee plans and carries out. This project is not only reflected inhabitant's need from the early stages of planning but also contains many activities which inhabitant's participation is necessary. I guess that this is the reason of being successful in the village project, though Thai administrative system has characteristics of the top-down decision making and inefficiency.

The purpose of this paper is to analyze the role that the village administration plays in the development project from the viewpoint of the inhabitant's participation. As a case study, the role of the village committee in Mae Suai village is analyzed. The second part of this paper describes the concept of participatory development. The third part examines the role of the village committee in the development project. The last part analyzes the village committee and the prospects of the inhabitant's participation in the administrative system.

2. Concept of participatory development

As mentioned above, "participatory development" encourages the inhabitant who is the beneficiary of the development project to participate in the decision process of the project. This strategy is though to produce the effect as follows. Firstly, a project becomes effective for many inhabitants because it is arranged and carried out to meet the inhabitant's request (effective). Secondly, because the inhabitant mobilizes resources and know-how, it becomes a saving of resources to invest from the outside (efficient). Thirdly, because the inhabitants themselves manage a project, self-reliance and their ability rise and the project become to have sustainability (sustainability). Fourthly, the inhabitants become to have consciousness as a subject of the project and sufficient power from the experience of the participation (empowerment).

Though participatory development has seemingly a great advantage like these, the realization is not easy. Basically, there is a kind of the contradiction in the logic itself that the outsider helps the inhabitant become the subject of a decision. In other wards, the outsider (government, NGO etc) work it on that inhabitant take an initiative of the development project because such a function does not happen when it is left to the course. Depends on the way of working it on, it might be press and the essence of the participatory development might be lost. Not to press, understanding inhabitant's logic in the project area is necessary.

As for another factor making the realization of the participatory development difficult, inhabitant's participation becomes possible only through the inhabitant's own organization. When some resources are necessary for the development, inhabitants need to obtain them in cooperation. And they have to negotiate as a group to draw resources from the government. But the organization is not easy. The outcome of the organization

is realized by participant's combining each resource managing it. Therefore, the fixed relation of people and the constant contribution to the organization in some period are required.

3. Role of the village committee in the rural development project

In Mae Suai village there is a successful development project that the village committee plans and carries out. The aim of this part is to examine the role of the village committee in the development project from the viewpoints of the reflection of the inhabitant's needs and their participation in the activities.

The structure of the village committee is explained in (figure1). The village committee consists of village headman and 9 sections as follows: administration, defense, public health, agriculture, finance, education and culture, social welfare, women activities and youth activities. Each section is divided into about 5 subsections. These sections take charge of some activities of the development project. For example, in 13 activities of 1998 (Oct 97-Sep98) village development project¹, Public health section takes charge of prevention and control of high blood pressure activity, AIDS prevention and assistance activity, etc.

In the planning process of the development project, the village committee discusses the inhabitant's problems first and identifies their needs and makes a policy. According to the report in 1998 of the village committee, there are some problems as follow: <infrastructure>- natural disaster, traffic sign, street light, lack of water for agriculture. <Quality of life>- low education and training, moral and culture, health care, information service. <Income>- unemployment of women and teenagers, no price guarantee of agriculture products. Needs is the reverse of the problems. Because the members of the village committee are also villagers, they can grasp the inhabitant's problems and needs exactly. The village committee makes a policy in consideration of the priority. Like this, the village committee makes inhabitant's needs reflect on the decision of the project. But it only means the mobilization of inhabitant's opinion to local administration. To analyze the participatory development, the examination about inhabitant's organization and how they concern in activities of the project is necessary.

The reason why the village committee works well is considered that the village committee is not only the smallest organization of the administration but also it is taken over the tradition of the village autonomy. In the northern and eastern area of Thailand, because of overlapping the village grown naturally, the donation group to the temple² and the administrative village, the traditional village autonomy is still alive. The combination of the consciousness of unity, the experience of organization and the system of the organization make the inhabitant's organization easier than in other areas.

In Mae Suai village there are a saving fund, a rice bank, a co-op shop and an artificial flower group as activities of the inhabitant's organization. These organizations are established and supported by the village committee and provided resources and managed by the participants. The cooperation with the administration and the inhabitant makes activities of the project effective and efficient. As mentioned above, however, to maintain the organization is difficult in the point of keeping the participants to have their motive for the cooperation in the organization and to observe the rules. In the Mae Suai village many members of the co-op do not use the co-op shop because the co-op shop is far from their house and the price of co-op shop is almost same of other shops. Therefore the payment of the allotment of the co-op has some problems at present.

Another factor that made the inhabitant's organization possible is the leadership of the village headman. In the interviews many villagers evaluated the job of the village headman. To maintain the organization, the ability of management of the leaders is necessary. But some people complain about the partiality of profit to specific persons or groups. Generally it is said that the powerful persons such as the head of TAO (Tambon

¹ This is explained in group3 report in detail.

² Temple has played an important role in the village development project traditionally in Thailand. It is often that the group of each temple forms the consciousness of the unity.

Administrative Organization) and the village headman, who have influence to the budget and profit of the development project, become the local elite easily. Because the ability of arrangement and management of the inhabitant is still not sufficient, a lot of support for the inhabitant by the administration or NGO is needed. To realize the participatory development, it is important that the administration does not monopolize the result of activities but share the experience and the confidence with the inhabitants.

4. The village committee and participatory development in the administration

In order to make the development project reflect the inhabitant's voice sufficiently, the analysis of the relation with the upper level of the administrative system is necessary. The plan of the village committee needs to have consistency with the five-year National Economic and Social Development Plan. The village headman said that the five-year National Development Plan was the guide for the village committee to make the plan. Moreover, local problems and requests are conveyed to the central government and reflected on the National Development Plan. In the argument of the administration in Thailand, such relation is often expressed not top-down but bottom-up. However, the bottom-up or participatory development means that the inhabitants have a power to decide and carry out the plan by themselves to solve their problems.

From the viewpoint of the budget, the relation between the village committee and the central government is analyzed. The amount of the budget in 1998 of the village committee is B(=Baht) 1,097,000. In details, B585,000 is from the central government, B28,000 is the village property and B484,000 is from the donation of the people. While the money from the central government occupies more than 50% in the budget, the own financial resources of the village committee are very small. It comes from the fact that traditionally the village has almost never managed the fund in cooperation except temple's one. The demand that the village manages the fund in cooperation was caused by the rural development policy of the government since 1970s. But the finance of the village administration is still in the beginning grade in point of the financial scale and the system of the procedure. In fact, while the financial resources of the educational and health activities come from the village fund and NGO, the financial resources of the economic activities, which cost relatively a large amount of money, come from the budget of TAO and each Ministry.

The village committee in Mea Suai has planned and carried out the development project suitable for the inhabitant's needs in the limited budget. But because it is not a self-governing body and does not have legal personality, it can not be the subject of the contract of the various projects. This is one of the factors that the financial resources are different from the characteristic of the activities as stated above. When the village committee try to begin new activities which need a contract and a large amount of money, it must work it on TAO. TAO is a self-governing body established newly by the revision of the construction in 1997. Because the budget and ability of TAO is still limited, the direction of district and central administrative organization is need. I heard that because TAO is a baby, the district administrative organization being its parent brings it up. Nevertheless, the establishment of the self-governing body in the smallest administrative unit is significant and in point of the decentralization and the participatory development. Besides a village headman and two persons elected in each village become members of TAO. This mechanism is interesting in the point that the unity of the village grown naturally is used under the self-governing body officially in comparison with Japanese administrative system. When we think about the relation between the participatory development and the administration in Thailand, it will be important to analyze the growing ability of TAO and the role of the village committee in TAO.

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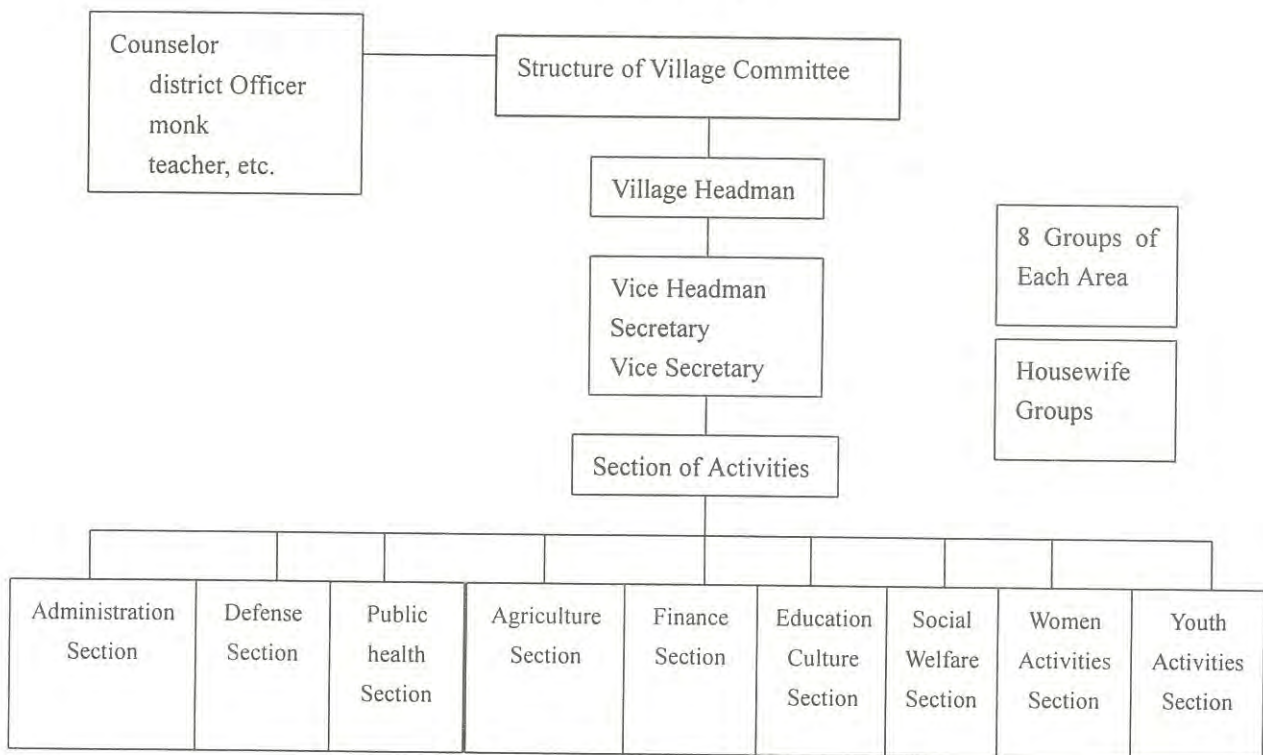
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Figure 1



Nutrition from Natural Food Resources and Health in Rural Area

Mariko MIYABE

1. Introduction

At rural area in Thailand, there are still some natural resources, which includes food resources. People in villages use them in daily life, and they are sometimes sold in a market.

Natural food resources (herbs, fruits or other eatable thing, which grow in fields without planting or raising) consist of both animals and vegetables. Animals contain small birds, fish, reptiles, such as lizard or chameleon, and amphibian, such as flogs, and insects. Vegetables include fruits, natural herbs, and eatable weeds. People can find them in forests, ponds, or the edge of fields.

The report made by Khon kean University in 1986 shows us very interesting conclusion. I will reconstruct this report and think about another aspect in the relation between development and health of village people.

2. Outline of the Research

"The study of unconventional food source was carried out in eight villages in three provinces in Northeastern Thailand. To carry out the study a combination of Rapid Rural Appraisal techniques (RRA) especially semi-structured interviewing, was used by an interdisciplinary term. The term found that a large number of villagers gathered food, plants, and animals found in natural sources such as paddy fields, upland and forested areas and natural ponds and streams. Vitamins and minerals were obtained from vegetables while protein sources were essentially confined to animals and insects. Rainfall greatly affected the type and quantity of these unconventional foods from the nature. In year of abundant rainfall, the surplus of food gathered added to the income in addition to being used for daily consumption in the family. Observation indicated, however, that villagers' nutritional status was not always directly related to the degree of availability of food found in nature.

In the cool season, the local villagers obtained their food from natural ponds and streams, from forested areas, and from paddy fields, respectively. Very little food remained in paddy fields and forested areas, although, such areas remained rather major source of mushroom around the beginning of the cool season as well as a source of fuelwood. Availability of food in natural ponds and streams depended on the quality and quantity of water remained therein. Natural ponds with water throughout the year, were important food source especially fish and some vegetables which the villagers might depend upon. Nevertheless, the main source of food for family consumption in the cool season came from agriculture crops, especially vegetable, rather than naturally occurred vegetables. Sales took place in both local markets and town markets. Food that farmers most commonly bought were fish depended on the amount of rain in the previous rainy season. Preserved food among the local villagers.

In summer, natural food were of limited supply when compared to those food found in the rainy seasons, respectively. Public water supply from the nature was limited in this season, and therefore buying for consumption was highest. Foods available, from natural sources were fish from natural pond, some kinds of vegetables from the forest. There were some used of paddy fields for growing vegetables. Vegetables growing was confined, however, to either the early part of dry season and/or places near water sites and only some family did. A lot of local people worked for wages in the summer time and part of the money received were used to buy food for family consumption.

Information gathered in this study will be beneficial to development project(s) aiming to improve nutritional and socio-economic conditions at the village level in the Northeastern area." [p.iii-iv abstract]

3. Natural Food in terms of Nutrition

The Natural foods that contain protein, are fish, shrimp, shellfish, frog, toad, bird, rat, and insects. Fish are made into the form of *plaalaa*, a kind of Northeastern food, the pickled fish with salt and chili powder. This is for preservation. They do not keep *plaalaa* more than 6 months, in case of parasite. *Plaalaa*, dried fish, roasted lizard and toad are good source of protein and calorie for village people. However, we have to think about that preservation food such as *plaalaa* contain much salt, which might cause heart disease, although they also contain some minerals.

Insects are good source of protein for Northeastern villagers, too. Especially it is important in the dry season, since they cannot catch fish, shrimp, toad and frog. Not only as the source of protein, but insects also contain vitamins and minerals. For example, a *meendaa* (giant water-bug) 100g contains; protein 19.8g; fat 8.3g; energy 162.3kcal; iron 13.6mg; calcium 43.5mg; vitamin B1 0.09mg; B2 1.5mg; comparing with *plaalaa*, which contains; protein 13g; fat 4g; energy 88kcal; iron 5.1mg; calcium 1857.1mg, it is clear that *meendaa* is a surpass nutritious food. *Meenkutjii* (buffalo dung beetle), which you can find it in excrements of animals in forest or paddy field, contains protein 17.2g; fat 4.3g; energy 108.3kcal; iron 17mg; calcium 30.9mg; vitamin B1 0.19g; B2 1.09. Consequently, it is beneficial to keep ecological environment adequate, and try not to use insecticide and chemicals. As such, villager can consume them at ease. It is recommended to eat cooked one. According to villagers, it is getting more difficult to find them year by year.

In rainy season, you can find many natural foods, which contain a lot of vitamins and minerals. Such as, eatable weeds, or vegetables. You can also find some kinds of bamboo shoot. However, bamboo shoot contain a great deal of oxalic acid, which if you consume a lot without enough amount of protein, sometimes it causes vesical calculus. Oxalic acid itself has a function to excrete uric acid. Therefore, there are some reports that reveal the fact that the amount of children's excretion of oxalic acid increase in rainy and winter season. Examinations indicate that a large amount of consumption of bamboo shoot increase the amount of the oxalic acid calcium in the urine. This may bring about the vesical calculus. This is the national nutritive problem, as there are many cases in Northern and Northeastern Thailand.

4. General Proposal by Research in Northeastern Thailand

Villagers have been using natural food resources in their daily lives considerably. Still now they depend on natural food to some degree. As such, when we plan to do the development projects, as sources of natural food we have to think about the environment. The use of insecticide, chemicals and fertilizer may influence the quality and quantity of natural food. In case of insecticide and chemicals, the utilization of them decreases the quantity of natural food. Although the use of fertilizer may cause the increase of some kinds of eatable weeds, we have to inspect the influence of chemical fertilizer to small animals and insects in fields.

Paddy field is not just a place for growing paddy, but the place people catch toads and frogs. Ignoring this fact, if you use fertilizer and chemicals just for the increase of rice cultivation, you may break the nutritional balance of the villagers. In afforestation, fast-growing kind of trees should be avoided, as they can only be used as fuelwood. It may be proper to reflect the request of villagers.

Some kinds of weeds they use contain oxalic acid. And sometimes it may harm the health of village people. The appropriate manner of consumption should be informed. It is necessary to examine other kind of natural food whether it is harmful or not.

Much kind of natural foods is worth consuming in terms of nutrition. It is essential to expand the consumption of them. In addition, the introduction of new cookery is required, as cooking with oil hasten the assimilation of nutrition in digestion. We have to pay attention to the preference of the flavor as well. They are the important culture in the region, too.

Natural food has the aspect as a source of cash income. The places people can collect natural food is the common livestock for villagers. In order to improve the farmers' life, we should reevaluate them as valuable resources.

5. Survey in *Baan Mae Suai* in Northern Thailand

Our group G3 conducted a survey in *Baan Mae Suai*, *Tambol Coomsawan*, *Ampoe Mae Can*, *Canwat Chain Rai*. I then had interviews with some villagers there about the natural food resources in this village.

Interview was hold in each house, and the number of sample households is five. Their occupations are ① farming-3 households, ②self employment (repairing car), ③daily laborer. Despite the different occupations, they all make use of natural food resources. Two non-farmer households are also cultivating some vegetables and fruits in their gardens.

The variety of Natural Food Resources and Crops (except paddy) in *Baan Mae Suai*

Natural food (grow in nature, something to eat collected from nature)			
in Thai	in English	in Thai	in English
<u>vegetables</u> <i>phak bun</i> <i>phak tam lung</i> <i>phak kut</i> <i>noo mai</i> <i>phak top cha waa</i> <i>phak kaat naa</i> <i>phak kracok</i> <i>phak ka thin</i> <i>phak cha om</i> <u>mushrooms</u> <i>het kon</i> <i>het din</i> <i>het chang</i>	kong xin cai / ipomoea Ivygourd leave fern bamboo shoot	<u>Het-</u> <u>insects, worm, animals, etc</u> <i>plaa</i> <i>kop</i> <i>puu</i> <i>maleang nun</i> <i>tak kratean</i> <i>maleang coon</i> <i>Maeng daa</i> <i>jii kong</i> <i>duang ton pai</i> <i>maleang ka choong</i>	from bamboo fish frog crab giant water-bug (worm) mole cricket
Cultivation (except paddy)			
in Thai	in English	in Thai	in English
<u>vegetables</u> <i>phak bun</i> <i>phak tam lung</i> <i>phak kha naa</i> <i>phak kaat khaao</i> <i>ma kok nam</i> <i>makua</i> <i>phak chii</i> <i>phrik</i> <u>fruits</u> <i>khruai</i> <i>lam yai</i> apple	kong xin cai / ipomoea ivygourd leave lettuce eggplant coriander chilli banana longan apple	<i>Linchii</i> <i>malakho</i> <i>som oh</i> <i>noi naa</i> <i>manaao</i> <i>mamoan</i> <i>ma khaam waan</i> <i>ma phraao</i> <i>khanun</i> <u>animals etc.</u> <i>kai</i> <i>plaa</i>	litchi papaya pomelo sugar apple lime mango tamarind coconut jack fruits chicken fish

Crops also for sale			
in Thai	in English	in Thai	in English
<u>vegetables</u>		<i>Mamoan</i>	mango
<i>makok nam</i>		<i>khanun</i>	jack fruit
<i>phak kaat</i>	lettuce	<u>others</u>	
<u>fruits</u>		<i>plaa</i>	fish
<i>lam yai</i>	longan	<i>dokmai</i>	flowers
apple	apple		
<i>linchii</i>	litchi		

Three questions are asked, which are ①Do you eat something from nature? What kind?②Do you cultivate something? What?③Do you sell them? Or just for daily consumption? (Thanks for the Laotian translator Mr. Tin-tin). The result, I put them together, was the following.

6. Result

From the information by villagers, it is possible to say that people in *Baan Mae Suai* make use of plenty kinds of natural food resources, especially the kinds of vegetables comparing with Japanese people in rural area. Some reason can be thought, such as ①year-around warm climate without snow, which is very different from Northeastern (Tohoku) region in Japan ②style of houses; less border with neighbor or public space ③broad public space such as ponds and woods④nature is protected.

I have got a document, which is the publication in every three month, named “kaaw phatanaa chonnabot (news of countryside development)”. It has an article about *sadao*, which is the indigenous vegetable of tropical area. The article says, ‘*Sadao*, whose one? ---Do you know the name *sadao*? It is very cheap vegetable and easily planted, and you can also find that in the forest in the tropical area in Asia, most of which are the developing countries like other many friends and us. Each of them knows how to make use of *sadao* well. Thai traditional medical treatment regard *sadao* as a herb which is helpful to cure diseases, therefore *sadao* has been treated in drug store for long time. This is also the custom of Indian people, too, and they regard *sadao* as a holy plant and know the way of growing. ---’

From the group work, we have met the problem; cash incomes are a little. It is true when we compare them with urban habitants. But we should notice these richness of nature and their lives. Under the present economic system of society, every household needs cash income to some degree for the expense such as electricity, traffic fee, and education. However, quality of life cannot be measured only by money. Thai ancient proverb, saying that “Yuu dii , kin dii”, which means that with comfortable place of living and enough food, you can live satisfied and rich life and they are the only thing for happiness, could be true.

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Health Insurance Rural Thailand

Katsuhiko MIZUNO

For the last decades, Thailand has been one of the world's fastest growing countries. Modernization started in 1950s has brought Thai people high living standards. Per capita income rose to 2100\$(US) in 1993 and minimum wage also went up by 10.7% between 1990 and 1994. Modernization took place in a way that caused heavy concentration in Bangkok. Bangkok has now absorbed so many people as a consequence of higher living standards and better social services. However, development of rural areas that comprises 80% of Thailand's population has always been lagged. Moreover, subordination of social planning to economic planing has become a common way of development not only in Thailand but also in other Asian developing countries. According to the World Bank, global spending on the health care is \$2330 billion in 1994 in which spending in low, middle-income countries account for only 11% of global health spending (\$250 billion). It is reported rural populations are still afflicted with poverty-related diseases and suffering from higher rates of mortality and malnutrition related with underdevelopment of the health care system. This is partly due to lack of social protection. Without social protection, people's living standard falls. If people's living standard falls particularly in an already poor situation, people have to run the risk of falling below the poverty line.

This report deals with health insurance situations in the rural area in Thailand. In Thailand, rural areas usually suffer from insufficient income. Thailand is not an exceptional case. Villages (including the one the writer visited) are basically self-help based. Villagers make lots of arrangements on health care. Lots of activities such as high blood pressure prevention, AIDS prevention are in operation for good health. Preventive measures are an important factor on health care. But another important factor is the insurance for medical care and medicines. Payments for medical treatment and medicines affect care-seeking behavior. People with unstable and low incomes could have disincentive to contact medical facilities because seeing a doctor or buying medicines pressures their livings. Self-treatment and late treatment might result. This is more likely to happen in the rural area without any kind coverage of insurance system or community financing. Usually villagers income is limited and they need as much labor force as possible to earn their livings, particularly if a person is in a farmer-based family. One family member's illness means not only a lack of labor force but also losses of time and energy while family other family members are looking after an ill person. This can cause a significant drop in productivity in their earning activities. Chances are a family can drop under the poverty line. Another possibility that should not be forgotten is the affects to children, as early age children are vulnerable. Along with preventive measures, insurance schemes can play an active role in sustaining good health.

Types of insurance

There are mainly four types of health care financing schemes in Thailand; voluntary health insurance, mandatory schemes, social welfare schemes and fringe benefit schemes such as health coverage for government officials and state enterprise employees. The distinction between types is complex. Voluntary health insurance covers 0.9 million people in the formal sector. Mandatory schemes include the Workman's Compensation Fund and the Social Security Scheme. The Workman's Compensation Fund covers job-related injuries and work-induced illnesses. Social welfare programme, which started, with Low Income Support Programme provides free medical care to poor rural families. Fringe benefit schemes are for government officials and state owned enterprise employees. In the rural area, although, according to the interview conducted at the health care center near Chiang Rai, there is a fact that any kinds of insurance schemes cover the area and people who are uninsured are high income earners who can afford medical payment without insurance, basically two types of insurance

schemes are involved—Health Card Programme which was implemented as part of Voluntary health insurance, and Social Welfare Programme.

Health Card Programme

With regard to Health Card Programme. To ensure equitable access to health care, Thai government has implemented a programme known as Health Card Programme. It was initiated in 1983 as a voluntary scheme with the original target on “promotion of maternal and child health”. This involves selling health cards to villagers. Card buyers pre-pay a fixed amount of annual fee in return for free medical care. Money from the sale went directly into the village card committee that manages the programme. In 1983, there were four types of cards; family card priced 200 Baht, a maternal card priced at 100 Baht, and individual card priced at 100 Baht. The validity of each card is one year. Coverage was limited to 1000 Baht for accidents. Chronic diseases cancer are excluded. This is to prevent against moral hazard. Now Health Card Programme pays more attention to medical treatment.

The notable point is this management involves a grass-roots participation. To promote the participation of people in the rural area, good communication is important. In the district I visited, health volunteers play an active roll in spreading information in the village. They are trained at district level and are sent back to the village where they convey information as well as try to grasp each family’s health situation.

The scale of the fund varies from village to village but is expanding from the village level to the district level at a gradual speed. According to the interview at the District health centre in near Chiang Rai, this is also the case of Chiang Rai district.

Social Welfare Programme

As for Social Welfare Programme, this targets poor families in the rural area whose incomes are below 2000 Baht individual and 2800 Baht family. Table 1 shows the coverage between 1987 and 1990. It has made a significant achievement in the expansion of the coverage. Particularly in the North, all poor are covered by insurance.

Table1 Coverage under the Low Income Support Programme, 1987 and 1990

Region	1987		1990	
	Share of population(%)	Share of poor (%)	Share of population(%)	Share of poor (%)
North	18.8	73.7	23.4	100
Northeast	20.4	42.3	30.4	81.1
Central	11.3	72.6	12.1	75.7
South	12.4	45.6	18.2	84.7
Bangkok	0.5	14.3	0.3	8.7
Whole Kingdom	14.5	49.2	19.2	81.0

Source: Thailand Ministry of Public Health.

Insurance has cleared the poverty line in Thailand. However, considering from the fact that incomes of people even above the poverty line are unstable especially if a person is based on farming. These people are basically on Health Card Programme. Although Health Card Programme is expanding bigger. Financing is limited. This situation makes rural people self-help based. But given the fact that people’s incomes are limited and unstable, it is hoped that more financial opportunities are allocated to health care.

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HIV/AIDS in the Northern Thailand Its Spread and Response

Yuka MURASE

Introduction

Since an AIDS patient firstly appeared in 1984, it rapidly spread in Bangkok, Chiang Mai and Chiang Rai where urban-rural migrants move. In the mid-to- late 1990s HIV/AIDS had spread and killed significant numbers of people and recorded the highest number in 1995 on the statistics, but the number of patient is decreasing after 1996.

In this paper, I'd like to examine the process of HIV/AIDS spread and the policy at the national level, because it happened with the human movement and economic development. Then I will introduce practical activities against AIDS at the Mae Suai village¹ in Chiang Rai to analyze problems caused by HIV/AIDS in the rural area.

An Overview of HIV/AIDS in Thailand

1. From the statistics

Picking up some remarkable figures from statistics²:

a. Percentage of AIDS patients and deaths of total: by region, Sep.1984-96

Bangkok-9.1% Northeastern-10.7% Northern-50.2%

b. Percentage of AIDS patients by risk behavior, Sep.1984-93

Sex related-80.9% -Male, heterosexual-65.8% -Female, heterosexual-13.4%

c. Percentage of AIDS patient: by age-group, Sep.1984-96

20-24, 13.6% 25-29, 28.6% 30-34, 22.3% 35-39, 13.8%

These figures roughly show some trends; patients concentrates in the Northern Thailand and are 20-39 year-old men. We should notice that these figures appeared in statistics, therefore the trend can reflect the HIV/AIDS situation to some extent but it dose not represent complete situation. However we can have one image of AIDS situation from the statistics as above.

2. Behind the HIV/AIDS

Most HIV infection resulted from sexual intercourse without a condom. Many researchers say that poverty, prostitution, and drugs caused rapid HIV/AIDS spread. Some have sex with a prostitute using drugs, some share the same injector. These risk behaviors spread HIV/AIDS.

Focusing on prostitution, which is illegal, we can see one aspect of Thailand. These are three major factors, which are linked the growth of the sex industry. Gender roles and prostitution, economic development and tourism.³

Although a common assessment, such as education and labor force participation indicators, shows that women's status become better because of economic development, these facts cannot show the values of Thai society which contradicts with current women's status. Women expected to beautiful and feminine in upper-class

¹ See the report of Group 3 for more information of Mae Suai.

² Pocket Thailand Public Health, 1997. pp.127-133.

³ Boonchalaksi and Guest, 1994. pp.5-19.

society, while Thai daughters expected in any way to support their parents. In lower class, this expectation can replace a strong motivation to enter prostitution in which they can earn good money.

Those who enter prostitution are not because of their obligation as a daughter or poverty, but to retain an economic value in the case of losing virginity before marriage or separation from their spouses.

It was accompanied economic development when the sex industry grew. During 1960s, the main policy to reduce the size of industry (the Prostitution Suppression Act of 1960 and the Entertainment Places Act of 1966), but this time saw the greatest growth of the supply and demand for the sex industry. Female rural-urban migrants want to earn more money, and there were the effects of economic development on the male demand for services of prostitute.

Concerning to tourism, the chance was that Pattaya was selected as a R&R center for American soldiers during the Vietnam War, and since that time, one of Thai tour images is prostitution. The tourist industry generated employment in the service sector. Tourism is a major earner of foreign exchange. Therefore the HIV/AIDS spread was threat for the government worried the reduction of tourist and foreign investment.

100% Condom Program

Since 1989, the government started an HIV control program: media campaign to urge condom use, distribution of condoms for commercial sex workers, sanctions for establishments which condoms were not used.

The effects of the program was that it increased the use of condoms in commercial sex and decreased sexually transmitted diseases (STD), which is a co-factor of AIDS so when STD decline, HIV infection also decline as follows.⁴

1989-1993

- Use of condom in commercial sex increased from 14 to 94%
- STD declined by 79% in men

In this research, the limitation is pointed out the possibility if exaggeration at condom use and not reported STD cases. In fact, HIV infection had increased until 1995, and more prostitutes infected at that time. The other report⁵ says that 100% Condom Program certainly succeeded in commercial sex, but some prostitutes infected in private intercourse. Though it was practiced in commercial sex as a national policy, we cannot recognize the impact for private relations. HIV was brought to households, and mother-child transmission finally happened.

Against AIDS: The case of Mae Suai village⁶

Since 1993, some of villagers died from AIDS, and when we visited the village, there is one AIDS patient. Therefore they have preventive measures and treatments for patients and their families. Among Primacy Health Care Projects in Mae Suai, there is AIDS prevention and assistance activity, which is closely related to health care volunteers. They teach the preventive measures to villagers through meetings, daily talking and an annual dram on the volunteer's day in March. AIDS education campaigns by posters, slogan, condom distribution at the health care center in the village, supported by the Tampon health care center and CARE (International NGO). As treatment, the AIDS fund in the village helped one patient about B3000. If the patients let know the head of health volunteers, they can receive that support.

⁴ R.S. Haneberg and Wiwat Rojanapitayakorn, et al. 1994.

⁵ Nihon Senpak Shinkokai, 1994, pp.96-97.

⁶ Information of this section is mainly from a report of Mae Sua in 1997 and interviews of health care volunteers in the village and officer of the district health office.

At district level, there is a mental health care system. There is a religion room. For example, monks teach the Buddhism philosophy to make patients have positive understanding for the disease. There are other ways for other religions. They also have group counseling among patients.

Conclusion

I'd like to conclude this paper considering the problems brought by AIDS in the rural area. When we conducted questionnaires in the village, we noticed that they need more income. If someone infected, the household's economic situation becomes worse. That's why there are AIDS preventive and assistance activity and AIDS fund. Their attitude is self-reliance as well as other activities in the village. Not only economic situation, AIDS has mental impact on patients' household. They already have mental care system for patients; they will also need social understanding more in the community, which is not so big for their self-reliance.

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The Possibility of NGO in Mae Suai Village

Takashi OKIMATSU

1.0 Introduction

As the power of Japanese economy has an impact on the world, it has been often said that Japan should aid developing countries. And we have frequently heard the word of NGO in various situations, such as mass media. So most of us know the word of NGO. But many of us, including me, don't properly understand what NGOs are. So the one purpose of this report is to understand NGO.

In addition to this purpose I have another one in this report. The another purpose is to consider the possibility of NGOs in newly industrialized society. I think this theme is very important for NGOs, because some developing countries have already overcome such situation. And surely though Thailand has been called "the developing country," now Thailand is about to arrive at the next stage. So I think NGOs also should change to react new situation. That is why I would like to consider the possibility of NGOs based on Mea Suai village.

2.0 NGO

2.1 History of NGO in Thailand

The first NGO in Thailand was established in 1967. And the establishment of NGOs accelerated since 1970. Then by 1995 there were 2,547 NGOs. In 1970s NGOs were led by student activists and intellectuals and promoted popular participation and self-help activities. In 1980s NGOs focused on social change in village level and initiated agriculture, income generation, education, and health activities to organize village groups. In 1990s the attitude of government toward NGOs become more cooperative. As a result NGOs are invited to participate in the policy formulation process and some government funds are advocacy activities particularly in democracy and environment issues.

2.2 NGO

NGO is the abbreviation of Non-governmental organization, and means private group which cooperate those who need help or assistance standing on their own legs. When NGOs act, 'independence' is the key word. In other word members of NGOs are only assistants and aren't the leading character. The leading character is the inhabitant.

Then one of the most important characters of NGO is that NGO is not the organization of the government and doesn't pursue economical profit. In short NGOs look like the volunteer groups. But the members of NGOs are not volunteers; they are the wage earners. And they are professional persons. I think this is very important character of NGO. And when we understand NGO, these two matters are very important.

The last is about financial side. Most NGOs depends on external fund particularly from foreign donors. In Thailand some NGOs were established with the Royal patronage. And many influential people such as academics, highranking officials, royal families are participated in NGO activities.

3.0 Situation in Mea Suai

3.1 Situation in Mea Suai

Mea Suai village is located in Chiang Rai province of Thailand. And there are 722 people consist of 363 males and 359 females. Then about 50 percents of villagers are farmers and 30 percents are wage earners.

Then it is about situation of village. Infrastructure of this village is considerably adjusted, for example main roads in this village are almost paved and all households have the pipe water, which is the waterworks. Thus in the view of facilities it seems there aren't terrible problems in this village.

The next is about activities of this village. In this village various activities are practiced. I show them in list1, but don't explain. Because these have been explained in our group report.

List 1 13 Healthcare Activities in Mea Suai Village

1	Prevention and control of high blood pressure activity
2	Herb sauna activity
3	Narcotics and theft prevention activity
4	Clean water supply activity
5	AIDS prevention and assistance activity
6	Tuberculosis activity
7	Garbage disposal and environment activity
8	Good teeth village activity
9	Village revolving fund activity
10	Community business activity
11	Rice bank activity
12	Artificial flower activity
13	Village public welfare activity

3.2 The Situation of NGO in Mea Suai

At the present moment this village doesn't have NGO. But instead of NGO this village has the health volunteer. So I would like to explain the health volunteer in Mea Suai village.

Health volunteers are compounded villagers and they stay health care office in this village. Present health volunteers are 14 persons. Their works are mainly to manage medicines and to inform villagers of special knowledge of healthcare. So they must get special training to be the health care volunteers. And though they cannot obtain salary, they get status and specific information of healthcare. These are the main characters of health volunteers.

The next is the reaction of villagers for health volunteers. As for this I could get the information from Questionnaire #1 which our group practiced. The result is Table1. From this result I found that villagers need health volunteers and health volunteers are very useful for villagers.

Table1 The Impression of the Health Volunteers

	Very helpful	Not so helpful!	Unhelpful	No answer
Men	11	1	0	0
Women	26	1	0	1
Total	37	2	0	1

4.0 The Role of NGO in Mea Suai

It seems there are hardly the big problems in this village. But I don't think the role of NGOs is nothing. Therefore I would like to consider the possibility of NGOs.

I think that though it is difficult for NGOs to start new plans in this village, NGOs can support or assist plans that have been already practiced in this village. That is to say NGOs can compensate for the portion that it is difficult for villagers to practice, for example the education for health volunteers, the tap of new market to sell artificial flowers and so on.

At last though it is very natural, the important thing is not only to push our way of thinking but also to react their needs.

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Working Group 4

**Integrated Rural Development Projects
in Thailand
Doi Chan Village – A Case Study**

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Introduction

From the 30th of September, to the 16th of October 1998, a group of first year graduate students from the Graduate School of International Development (GSID) Nagoya University, Japan, accompanied by professors of the same university as well as students and professors of Chulalongkorn University, Bangkok, conducted various surveys in and around Chiang Rai Province. This report concerns itself with a survey supervised by Professors Phaisal Lekuthai and Yoshihiko Nishimura, and carried out by the members of Group 4. The theme chosen for group 4 was that of Integrated Rural Development Project, which broadly focuses on the raising of farmer's incomes. The area, which was chosen for survey, was Doi Chan village, Northern Thailand. In this village, the Ministry of Agriculture and Cooperative has been promoting Integrated Rural Development Projects (IRDP) since 1994.

During the duration of the survey, Group 4 collected socio-economic and physical data, as well as information on the various institutions administering the *Tambon* (Sub-district) Administration Office, and consulted the Agricultural Extension Office (AEO) on agricultural issues. Based on this information, a questionnaire was devised to investigate various economic and agricultural aspects of the village. A total of 34 households were interviewed over a period of 3 days, 18 of these were members of IRDP projects. Informal interviews were also conducted with the village headman and an elder of Doi Chan, middlemen and local shop owners. Based on this information, the assistance of the AEO and TAO, and the guidance of our academic supervisors, Group 4 attempted to process this data using the Project Cycle Management (PCM) technique.

This report begins with an overview of the surveyed village, Doi Chan in order to obtain a general perspective on the conditions at the village level. Survey and questionnaire results are then discussed. Finally the findings of the PCM activity are presented, in an attempt to evaluate the existing project(s) as well as provide new potential projects or improvements on the old.

General Overview

Doi Chan village is located in the middle of Tambon Yonok, (or Yonok sub-district), in the district of Chiang Saen, Chiang Rai province, the most Northern province in Thailand. Tambon Yonok is flatland, situated between mountains. Its area is about 33 km² or 15,438 *rai*¹ and shares its southern border with Mae Chan district, Tambon Wiang to the North and the East, and Tambon Pa Suk to the West.

According to the information obtained from Tambon Yonok, the total area of Doi Chan is approximately 12,400 *rai*. 50 per cent of the area is elevated, 20 per cent is foothill/plain near the mountains and the remaining 30 per cent is plain. Most of the area (6,100 *rai*) is forest, with 2,655 *rai* under paddy, 460 *rai* accounting for housing, 1,060 *rai* being utilized for cash crops and orchards and about 2,125 *rai* for canals etc.

Chiang Rai experiences three seasons in a year: the summer season starts in mid February and continues to mid May. The highest temperatures are experienced in April; the rainy season starts mid May and continues until mid October, with an average temperature of 27.30°C; the winter season starts in mid October and ends mid February with the lowest temperatures experienced in January.

In Yonok's villages the climate is relatively humid, the highest temperatures experienced in April, decreasing until the start of the rainy season, around July. The average annual rainfall (1995 – 1997) is approximately 1878.4 mm, with an average of 62 rainy days per year. Flooding is common during August and September, which often destroys agricultural products.

¹ 1 *rai* = 1,600 m² = 0.16 hectare

Doi Chan's lower areas are particularly prone to annual flooding. These floods last on average about 10 days, interrupting the various economic activities and damaging many facilities such as the canal systems, houses, etc. In 1997, flooding affected approximately 1,563 rai of agricultural area. Drainage canals have been constructed within the village, however they appear unable to cope effectively with the large volume of water.

While flooding is a major problem in the rainy season, Doi Chan is also affected by drought in the dry season. Agricultural activities become difficult during the dry season due to a lack of water for irrigation. These conditions suggest that there is sufficient water in Doi Chan and that if the water resources are developed and managed correctly, both the flooding and drought problems could be dealt with at the same time.

The agriculture of this region is characteristically rain-fed, i.e. not canal, ground water or dam irrigated, making the dependency on rainwater all the greater and the effect of drought all the more devastating. There are currently no organized farmers groups within this village to control and coordinate irrigation and water resource management. The construction of dams for agricultural purposes has not been carried out to date on anything but an individual level. Incidentally, according to the Tambon Yonok plan (1999), projects concerning water supply i.e. to dredge the marshes in order to build a reservoir. The cost is 31,955,940 *Baht* which has in fact increased from 20,750,000 *Baht* in 1998.

Other evidence of water resource development and management attempts exist, such as irrigation canals which were observed within Doi Chan village. On inspection, however, they appeared poorly maintained, cracked and held little if no water. Poor maintenance of the canal system is one reason for this lack of water. Another and perhaps more serious cause of the water shortage is the topography of the region. The elevation of much of the area makes the region unviable for river fed canal irrigation.

A relatively successful method of water resource development within this region has been the "small scale" water resource development, which has been incorporated into the Integrated Rural Development Projects (IRDP). These projects are coordinated by the Agricultural Extension Office (AEO), and are geared towards the integration of various agricultural activities to reduce waist and improve productivity. IRDP will be discussed in further detail later in this report. In brief, however, the small-scale water resource developments entail the digging of small ponds measuring about 1 *rai* in area. These ponds have the dual purpose of being supplemental water supply during the dry season and a fishpond for the raising of fish to be sold, hence generating a supplementary income.

Individual efforts at developing underground water resources for agricultural purposes appear successful, although the majority of farmers lack the knowledge, skills and capital to implement such projects. (In the Doi Chan village, only 2 farms – brothers, had been successful in this form of water resource development) Such small-scale water resource development efforts appear to be successful, however coordination of development and management is yet to be achieved. This lack of coordination of water resource management can be seen as a hindrance in the further economic development of the region.

It may be worth noting that the domestic water supply, i.e. the water supply for household purposes (cooking, washing, and bathing) unlike the agricultural water resources, is managed on a village (two-village) level and not individually. Coordination is fulfilled by a form of "village enterprise" which has been established among and by the villagers. According to the 1998 *Basic Needs Survey* conducted in Doi Chan village, all households (100 percent) have access to this water supply. This community service actually supplies 2 villages. The usage of water is charged at a standard rate of 6 *Baht* per 1m³. Water for the 2 villages is collected in a dam, which is located in Doi Chan. The water is then pumped up into a large, elevated water tank and undergoes simple processing before being gravity-fed to each household by water pipe.

The road infrastructure is reasonably well developed interconnecting the villages in Tambon Yonok, insofar as four wheeled vehicles are able to traverse them with relative ease. The road infrastructure within the village, between houses and to the farm plots, however, is mostly unsealed (not covered in asphalt). During the rainy

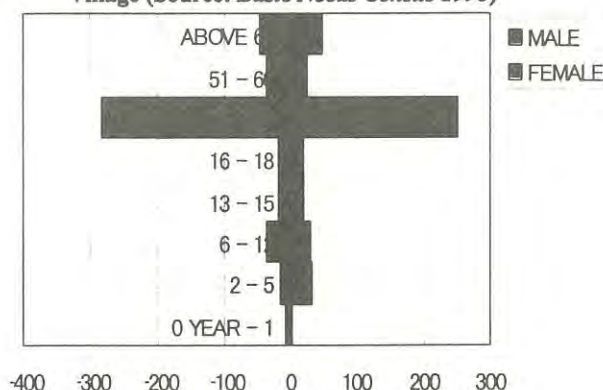
season, these unsealed roads become muddy and/or flood and consequentially become impassable. Such road conditions have the potential to effect the village economy, as when the roads can not be traversed, the agricultural products can not be taken to the market.

The actual economic impacts of the roads becoming intraversable during the rainy season is unknown by this group (Group 4), as the seasons during which the various agricultural and economic activities are carried out were not investigated in detail. On interviewing the farmers, however, there was a general consensus that the small-unsealed roads were difficult to traverse by larger vehicles, even in the dry seasons. This causes difficulties in the transporting in of larger equipment, the speed and ease in which the farmers can access their land, and also the bulk transportation of produce.

On a district level, the access to the study area (Doi Chan village) is via only one bypass road, which is about 4 km long. This road extends to the northern part of village of San Ton Pao. District roads such as this are constructed and maintained by the local government budget (Chiang Saen district). In the 1998 Tambon Yonok Development Plan, several projects to improve the road conditions were planned, which all together were estimated at costing over 27million *Baht*.

The population of Doi Chan, according to the *Basic Needs Census - 1998*, is approximately 885 (Male 456 and female 429). Figure 1 shows the age distribution by gender of this village. The entire Tambon Yonok region has a population of 4,138 people (1998).

Figure 1. Age distribution by Gender in Doi Chan Village (Source: *Basic Needs Census 1998*)



Education

There is only one primary school to which approximately 100 students go, and no secondary schools in Doi Chan village. The primary school is supervised by nine teachers. When compared to the district and province situation in terms of teacher-student ratio, Doi Chan village's primary school was 1:11 while that of both Chiang Saen district and Chiang Rai province was 1:20 in both primary and secondary schools. The number of students attending schools in primary and secondary schools within Chiang Saen district is from 100 to 160 per school, however on the Chiang Rai level, the students per school ratio in secondary school is 1:226, which is particularly high compared to other level.

This finding indicates that on the one hand, universal secondary education policy has spread through Thailand following the 7th national education development plan (1992-1996) in which the period of compulsory education was extended from six years to nine years. On the other hand, the number of schools does not correspond to the demand placed on them by student numbers.

Access to school is consequently very limited, and the children in the villages are obliged to travel greater distances to attend secondary schools, as there are none nearby. Under such conditions, it can

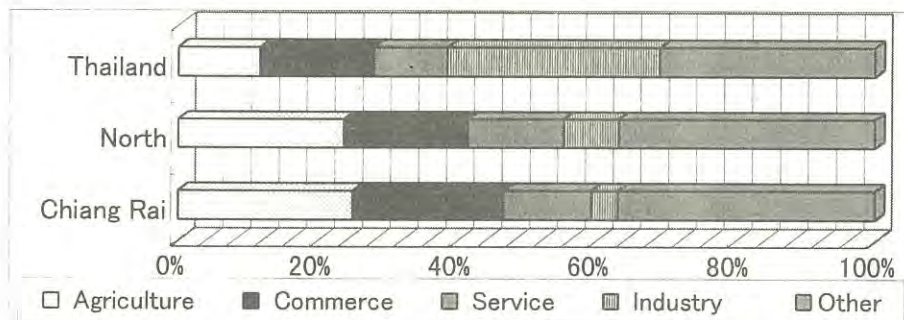
be said that the financial burden of parents has increased as a result of having to support their children in secondary school. This excess financial burden does not however appear to deter parents from sending their children to secondary school. During interviews, all farmers replied positively to the question "Are you in favor of your children continuing study?"

Human resource development is an important factor in achieving economic growth and improving the individual's satisfaction of life. To achieve such goals, income generating activities aimed specifically

Economic situation

In Chiang Rai, agriculture is the largest sector, and its share of the gross provincial product (GPP) is relatively high as shown in Figure 2. The share held by the industrial sector is much lower than that of the national level. Of these of firms in the industrial sector, the majority of them are in-fact involved with in agro-industry within Chiang Rai.

Figure 2: Percentage of Gross Product by Sector (at constant prices) in 1994



Source: Prof. Sriwongse Sumitra, "The province of Chiang Rai", June 24 lecture note

In 1995, the ratio of per capita income between the agricultural and non-agricultural sectors was 1: 11 in the whole Thai-kingdom. The share of employment in percent, (%) of the agricultural sector was 53.4%, and the remaining 46.6% were employed in the non-agricultural sectors (11.2% in manufacturing). This data clearly shows the high labour, low productivity of the agricultural sector and explains, at least partially, the low income of the, largely agricultural, northern Thailand, Chiang Rai and ultimately the surveyed village, Doi Chan.

To help alleviate this problem of low income, various income-generating projects have been adopted. Of these projects, Integrated Rural Development Projects (IRDP), have appeared to be relatively successful, resulting in an overall increase in the per-capita income of villagers, although a large discrepancy between national average and village average income still remains. The concept of IRDP will be discussed further in the following section.

Integrated Rural Development Project (IRDP) in Northern Thailand

Although there are varying definitions of Integrated Rural Development, ranging from simply a set of goals, to a consistent and coherent set of rural development programmes, the overall concept of IRDP remains standard: the raising of the economic and social conditions of the poorest members of the society. Thailand has been approaching Rural Development from a number of directions. In terms of administration, there have been efforts made in promoting "local governance" which includes the establishing of Tambon Administrative Organizations - *TAO* (the role of which will be described in the following section). Such programmes are aimed at the decentralization of power within Thailand, as the unbalance of power within the country is believed to be a main factor in the unbalance of wealth distribution.

Various projects aimed at increasing the per capita income of the rural area have also been implemented, such as the growing of fruit trees, fish raising and the rearing of poultry and livestock for commercial purposes. The aim of such projects is that of "product diversification". The farmers in the rural areas of Thailand are traditionally rice-farmers, the village surveyed by Group 4 being no exception. According to the questionnaires carried out by Group 4, there is still an overwhelming amount of land allocated for paddy farming. Of the sample population, which was interviewed, approximately 53% of the land owned by IRDP members and 75% of non-members, is still under paddy. When compared with non-members however, it can be seen that product diversification efforts have been implemented in the IRDP member group. The below graphs visually show the stark contrast of the land allocation between members and non-members.

Unfortunately the sample taken on non-members was a mere 4 and has thus severely affected the data. Out of the 4 samples, 3 stated that 100% of their land was allocated as *paddy*. The remaining 1 stated that 100% of the land was allocated as *other (Lettuce production)*. While the data collected through questionnaire is hardly sufficient to make any form of conclusion, there appears to be a tendency for the non-IRDP-members to conduct "mono-crop agriculture".

Figure 3: Land Usage – IRDP Members

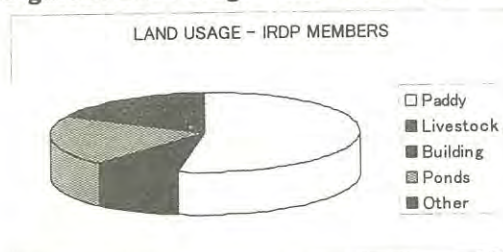
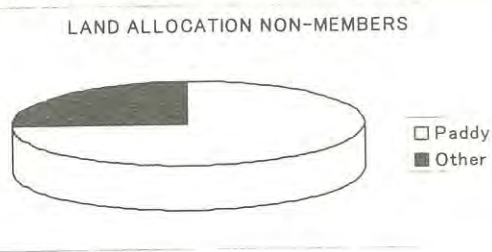


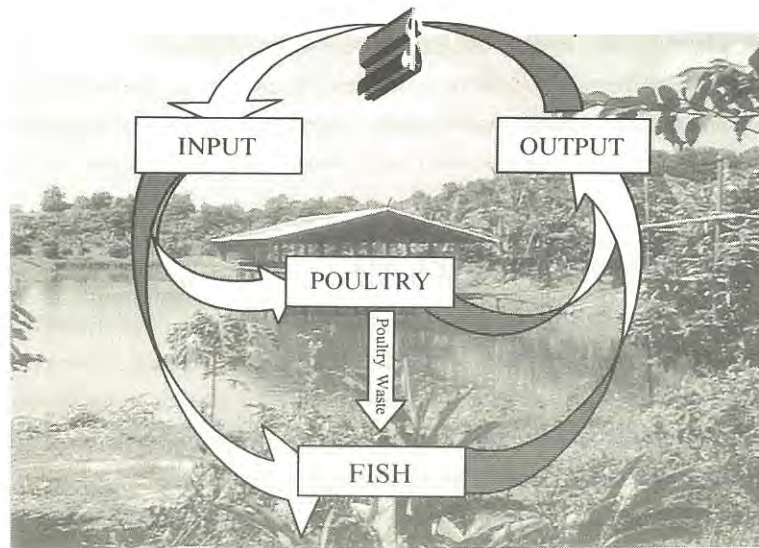
Figure 4: Land Allocation – Non-IRDP members



There are a number of problems inherent in mono-cropping, such as the effects, in terms of scale and degree, of market-price fluctuations, seasonal fluctuations in rainfall and temperature, pressure on soil and environment due to level of intensity, and crop disease due to lack of genetic diversity. As only one agricultural product is produced, any change in the above factors can be devastating for the farmer. Competition due to the over-production of one product is also a problem common to mono-cropping practices.

In order to raise the income of the rural area, a policy aimed at increasing the productivity of farmlands while at the same time promoting product diversification has been adopted in Doi Chang. This concept could perhaps be best described as "Full-Cycle Agricultural Development" or "Integrated Agricultural Development". The project implemented to achieve such goals is currently under the supervision of the Production Promotion Section in the Chiang Saen District Agriculture Office. Several departments of Ministry of Agriculture and Cooperatives are also involved in this project. These include: Department of Agriculture Extension, Department of Fisheries, Department of Livestock, Royal Forest Department and Royal Irrigation Department, and the Commercial office. Although such product diversification projects are themselves diverse, the project, which Group 4 focussed upon, was that of fish and chicken raising. Figure 5 illustrates the project as observed by Group 4.

**Figure 5. Chicken &
Fish raising:
Full-Cycle Production**



This method involves the digging of a pond, on average 1 *rai* over which chicken cages are constructed. The chickens produce eggs and once they have reached the end of their laying cycle are sold as poultry-meat. The by-product waste from the chickens is used to feed fish, which are restocked once a year. These fish are harvested and sold three to four times a year. This full-cycle is not the only diversification programme promoted and supervised by the AEO. The selection and growing of suitable varieties of fruit trees is also being conducted under the supervision of the AEO.

Some problems in the implementation of such projects were made evident from the surveys made. One major hindrance in the implementation of such projects, supervised by the AEO was the prerequisite that all wishing to participate had to become members of the project. To become a member however, a farmer was required to own more than 10 *rai* as a rule, however in exceptional cases, farmers with only 5 *rai* of land were able to become members. Moreover, to become a member, a farmer required a group of at least 10 members to guarantee the return of whatever the Bank for Agriculture and Agricultural Cooperatives (BAAC) loans they took out within a period of 5 years. Although rare exceptions have been made, such development programmes are unable to reach those farmers who are small landholders or tenants and quite often in the greatest need of assistance.

Another potential problem is the over diversification of agricultural produce. The AEO provides information to the farmers as to which varieties of fruit and grain crops will grow and their corresponding market prices. Ultimately, the farmer decides what he/she will grow on an individual basis and as a result little coordination was observed between farmers in the crop selection process. If coordination of varieties is carried out between farms, the farmers will be able to produce smaller crops of a wider range of varieties. Crops of the same variety can then be pooled by the farmers, transported more efficiently, and sold in bulk.

Produce "Pooling" will require a network to be developed between farmers and farmlands. This especially includes that of the road infrastructure connecting the farms to each other as well as the marketplace, which was observed by Group 4 as being in poor condition. As the productivity increases, the traffic on the roads in order to transport the produce from farm to market is likely to follow suit.

IRDP attempts to raise the farmer's income by maximizing the productivity and profitability of a farm, given its conditions, as inherent constraints such as rainfall and geography cannot be changed. IRDP also aims at minimizing the risk of a plunge in prices of primary products through product diversification. In terms of success, IRDP appears to have raised the income of participating farmers. On interviewing the members, all replied

positively regarding the results thus far of the IRDP projects. One of the farmers stated that his income had increased approximately five times in the last fifteen years, although his workload had increased considerably. He also mentioned that he was by far happier now, even though his workload had increased, as he had a relatively stable and regular income year-round in contrast to the seasonal income of the mono-cropping he once conducted.

Project Cycle Management (PCM)

After collecting and analyzing the data on Doi Chan village, Project Cycle Management was conducted. The Project Cycle Management (PCM) method is a tool for managing the cycle of development project-from formulation and implementation to evaluation-by means of a project format termed the Project Design Matrix (PDM).² PCM method falls into five parts: *participation analysis*, *problem analysis*, *objective analysis*, *project selection*, and making a *PDM* (the most detailed section in the process of PCM). It was hoped that by evaluating the project, a thorough outline of the IRDP could be produced and possibly suggestions made to further improve the project.

Participation Analysis

In the Participation analysis, an attempt was made to identify the conditions and characteristics of local residents, groups, and organizations likely to be affected by the project and to determine whose problems should be addressed to solve.

In the Doi Chan Integrated Rural Development Project, many agents (groups of people, organization, local residents) were involved: farmers, farmer's groups, Chaing Saen Agriculture Cooperative (CSAC), the Tambon Administrative Organization (TAO) of Yonok, the Agriculture Extension Office (AEO) of Chiang Saen District, village elders, intermediaries/middleman, and the village headman. The chosen target group, the principle group for which a positive change was intended by implementing projects, was the farmers. From this assumption further analysis would be focused on mainly the problems faced by farmers. In the following box is a brief description of some of the participating bodies:

- **Intermediaries**

In Doi Chan village, almost all farmers who join IRDP is related to intermediaries like middlemen. They intermediate between farmers and consumers or farmers and market. Those middlemen tend to have their specialty usually, for instance one middleman deals with fish, the other one handles chicken or banana to obtain the scale advantage in the negotiation with their customers.

- **Tambon Yonok Administrative Organization (TAO)**

The TAO of Tambon Yonok was established in 1994 and is currently rated as a level 5 TAO. Level 5 stipulating, there are 3 officers and 3 temporary employees working in the TAO.

The Yonok TAO has the authority to develop Social, Economic and Culture aspects. Under the Tambon council and TAO Bill, TAO has authority to: 1) Provide maintenance for transportation routes by water ways and land; 2) Clean roads, water ways, public places including the cleaning up of waste and garbage; 3) Protect from and control of infectious disease; 4) Protect from public hazards; 5) Promote education, religion and culture; 6) Develop & promote women, children, youth, elderly and the handicapped; 7) Promote environmental conservation; 8) Others.

- **Chaing Saen Agriculture Cooperative (CSAC)**

CSAC has been in operation since 1972. Its' activities include 1) Giving credit to members (only) through short-term and medium-term loans and 2) Providing a market for members and non-members by selling quality products at a low price

to the central market. CSAC also provides storage at the CSAC warehouse for farmers produce. CSAC provides a guarantee to the farmers of a minimum purchase price and if the sale price exceeds this, the farmer is reimbursed the balance. Farmers are thus able to gain many benefits from being a member of CSAC as a result of its greater negotiating power.

CSAC promotes its activities at an outdoor meeting twice per year, to inform members and also to promote CSAC to non-members. CSAC also sends newsletters to leaders of farmer groups twice a month, to schedule meetings and inform of product prices.

Member of CSAC do not have to own land, however they must work in the agricultural sector. There are currently 1816 members in the Chiang Saen district and 58 members in the Doi Chan village.

- **Agricultural Extension Office (AEO)**

The Agricultural Extension Office (AEO) is under the jurisdiction of the Ministry of Agriculture and Cooperative. The lowest level of AEO in the government structure is the district level. The role of the AEO is to support and coordinate farmers to improve agricultural activities through regular meetings. The AEO has several agricultural extension officers who guide farmers in the field, and regularly visit farmers to overview various problems. The agricultural extension officer plays an important role in running the current Integrated Rural Development Projects.

Table 1: Group categorization of the Doi Chan Integrated Rural Development Project.

Beneficiaries	Potential opponents	Implementing agencies	Decision makers	Funding agencies
Farmers Farmer's group Intermediaries/ middleman	Village elder Intermediaries/ middleman	TAO of Yonok AEO of Chiang Saen district	Local government Village council	Local government Central government

Table 1 shows that individual farmers as well as farmer groups would be beneficiaries in the project. The middlemen were seen as both beneficiaries and potential opponent, because the impact of projects had the potential to reduce the role of the middleman as the link from producers to market consumers. On the other hand it is possible that the middleman benefit, as more production in the village means more opportunity to make profit.

Village elders were seen as potential opponents; because their role on guiding people may be reduced as AEO and TAO begin to play a more major role in rural activities. In Doi Chan village, however, this doesn't appear to have occurred, because the village elders are acting as the leaders in the running of the projects. The TAO and AEO were the only government agencies involved. The local government acted as the decision-maker as most of the funds came from here.

Detailed Group Analysis

From the group categorization there are 3 important actors involved in the Doi Chan Integrated Rural Development Project: the farmers, the TAO of Tanbon Yonok and the AEO of Chiang Saen District. In order to understand more about the 3 agents, a detailed group analysis was necessary. The detailed group analysis focuses on the characteristics, needs, potentials and implications for project planning for each actor.(see table 2) In this detailed group analysis the farmers that were to surveyed be the farmers who were the members of "Integrated Rural Development Project" run by AEO.

² FASID. *Project Cycle Management 1997*.

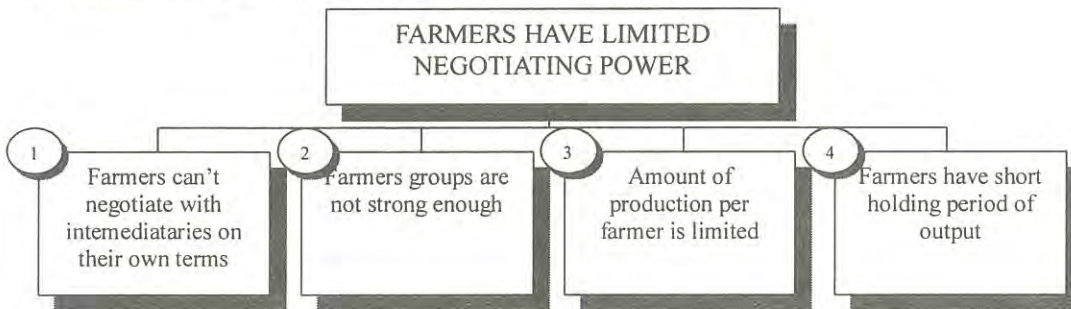
Table 2: Detailed group analysis for farmers, TAO and AEO of Doi Chan IRDP

	FARMERS (IRDP members)	AEO	TAO
CHARACTERISTICS	<ol style="list-style-type: none"> 1. They have to own at least 5 <i>rai</i> of land. 2. They receive loan from government. 3. They have to undergo 5x3 days workshop before joining. 4. Their income is increasing recently. 5. They control the diversification in agriculture. 6. Their cooperative system is powerless in the market system. 7. They are hard workers. 8. They have low education compared to the national level. 	<ol style="list-style-type: none"> 1. Provides technical assistant for farmer 2. Only one officer for one Tambon. 3. Provide training for farmer 4. Provide budget for rural development 5. Government office under department of agriculture extension 6. Established institution 7. Provide plans for future agriculture activities 8. Make budget proposal 9. Provide design for chicken cage 10. Unable to assist landless farmer to great extent 	<ol style="list-style-type: none"> 1. Gives feedback to government 2. Has board of TAO and council 3. Has 3 functions, finance, development and administrative 4. receive government subsidies 5. currently no relation with IRDP 6. has 16 elected reps, 2 from each village 7. collect 3 local taxes 8. lack of officers (6) 9. has 5 year plan 10. Keep important documents. 11. New institution (3 years) 12. Lack of equipment
NEEDS	<ol style="list-style-type: none"> 1. Get agricultural water supply. 2. Enough electricity for farm activities. 3. Better access to the field and to the market. 4. Cut the cost of feeding chicken. 5. Lower price of fertilizer. 6. Stability of appropriate price of agriculture product. 7. Financial support. 8. Multipurpose hand-tractor. 	<ol style="list-style-type: none"> 1. More staff 2. More specialists 3. Bigger budget 4. More infrastructure for easier access to farms 	<ol style="list-style-type: none"> 1. More decentralization 2. Enough budget 3. Increasing marketing knowledge 4. More equipment 5. Increase management skills 6. Increase computer skill
POTENTIALS	<ol style="list-style-type: none"> 1. Increasing income. 2. Increasing quality of life 3. Keep high quality seeds 	<ol style="list-style-type: none"> 1. Have useful information of agriculture 2. Have strong relationship with farmers. 3. Capable to negotiate with middlemen 4. Support the success of IRDP. 	<ol style="list-style-type: none"> 1. Become coordinator of development activities within Tambon 2. Act as the financial, development and administration
IMPLICATIONS FOR PROJECT PLANNING	<ol style="list-style-type: none"> 1. Build road to the field. 2. Electricity to the field 3. Irrigation 4. Follow up training 5. More loans are available. 	<ol style="list-style-type: none"> 1. Be coordinator between farmers and middleman/ company 2. Further integration with TAO for rural development. 	<ol style="list-style-type: none"> 1. Promoting Doi chan product to private company 2. Set up a production center for Tambon yonok.

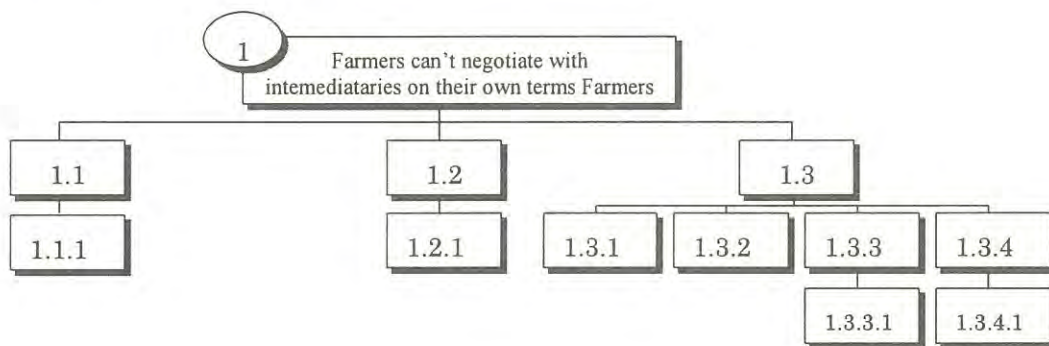
Based on the detailed information about each group, the next step was to expand the problem through “problem analysis” in order to achieve a better understanding of the existing problem.

Problem Analysis

This explanation is based on the below problem analysis tree



In the problem analysis, the core problem was decided as “farmers have limited negotiating power”. With this core problem, four direct causes were identified. These are “farmers can not negotiate with intermediaries on their own terms”, “farmer groups are not strong enough”, “the amount of production per farmer is limited” and “farmers have short holding period for their produce”.

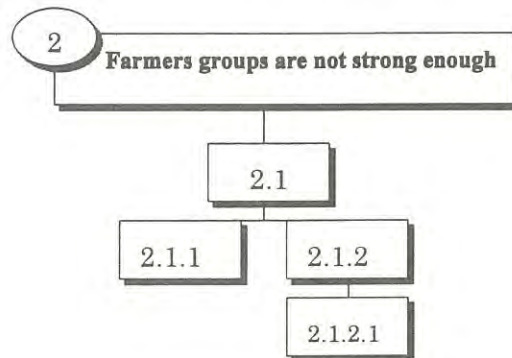


1. Farmers cant negotiate with intemediaries on their own terms

- 1.1. Farmers don't have market knowledge
 - 1.1.1. The information about market is hardly distribute to farmer
- 1.2. Farmers don't have market information sufficiently
 - 1.2.1. Farmers are not provided market information fully by AEO and TAO
- 1.3. Farmers depend on middlemen in order to sell the output.
 - 1.3.1. The product market is small and relatively inward looking
 - 1.3.1.1. Farmers receive little assistance from TAO for expansion of market
 - 1.3.1.1.1. TAO has economical duty but they havent performed it
 - 1.3.2. The market is monopolized
 - 1.3.3. The farmers don't want to bear the transport costs
 - 1.3.3.1. Benefits from agriculture don't cover the cost
 - 1.3.4. The number of non-formal loans are increasing
 - 1.3.4.1. The loans from the formal sector that the farmers receive are insufficient

The first direct cause “farmers can not negotiate with intermediaries on their own terms”, is further divided into three causes. First, farmers do not have enough knowledge of the market, second, farmers do not have sufficient market information and third, farmers depend on middlemen in order to sell the output. The possible cause of farmers not having enough knowledge of the market is the information about the market which is rarely distributed to the farmers, and the possible cause of farmers not having sufficient market information was that farmers are not provided market information fully by AEO and TAO. Regarding the third category: farmers depend on middlemen in order to sell their produce, four possible causes were determined. First “the production

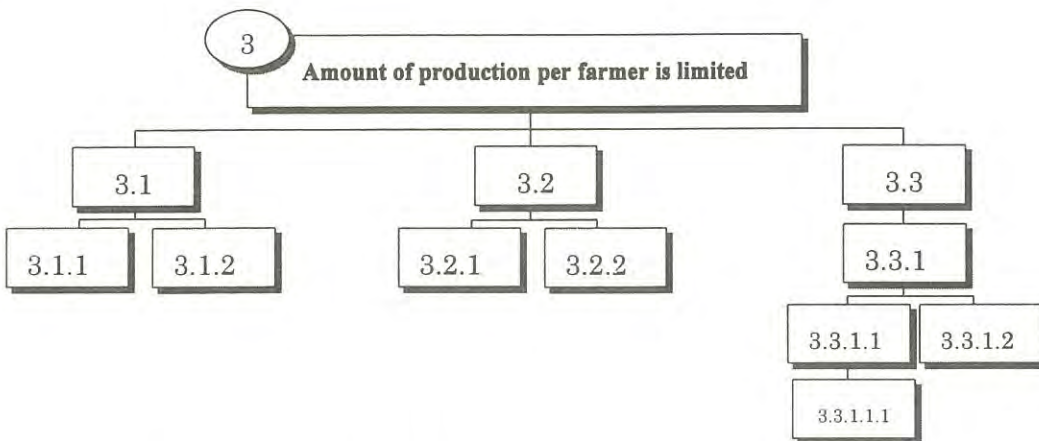
market is small and relatively inward looking as a result of farmers receive little assistance from TAO for expansion of the market, this is believed to have occurred because TAO has economic duty which they have not fully performed. Second, “the market is monopolized”. Third, “the farmers do not want to bear the transportation cost”; the possible cause is that the benefits from agriculture do not cover the costs. The forth is “ the number of non-formal loans are increasing”. This happened because of the loans, which the farmers receive from the formal sector, are insufficient.



2. Farmers groups are not strong enough

- 2.1. Farmers generally act individually
- 2.1.1. Other farmers don't know that there are farmers associations
- 2.1.2. Farmers don't know the role of the cooperative
- 2.1.2.1. AEO does not give enough information about farmers groups to farmers

The second direct cause is “farmers groups are not strong enough”. Generally speaking, farmers acted individually. The reasons why farmers worked individually were that the size of the agricultural cooperative was relatively small, and most of the farmers did not recognize the role and activities of the cooperative sufficiently. The primary reason was seen that AEO is not providing enough information of the farmers cooperative to farmers.

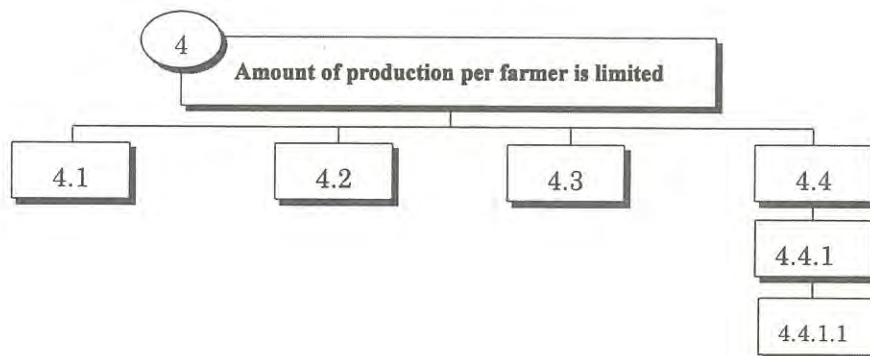


3. Amount of production per farmer is limited

- 3.1. There is small/limited capital for agricultural activities
- 3.1.1. The land as collateral is limited
- 3.1.2. The farmer cannot coordinate and form groups to guarantee loans
- 3.2. The water resource management is not developed
- 3.2.1. Lack of coordination among farmers to use available ground water, water from dams- project

- 3.2.2. Topographically not feasible for canal development
- 3.3. The quantity of each kind of agricultural product is small
 - 3.3.1. There is a large variety of agricultural products
 - 3.3.1.1. Farmers independently decide the kinds of agricultural products to produce
 - 3.3.1.1.1. No production planning in farmer group for each product
 - 3.3.1.2. Diversification in agricultural activities has taken place without control by AEO officer

The third direct cause is “The amount of production per farmer is limited”. The causes of this problem were seen as firstly limited capital for agricultural activities. Farmers experience difficulties in obtaining additional capital from the bank, as lack of collateral. Farmers also had difficulty forming groups in order to provide group guarantee for loans. Secondly, the water resource management is not developed. Water resources were available, however, there was a lack of coordination among farmers to utilize the available ground water and water dam. Moreover the topographical project location was not feasible for canal development. Thirdly, the quantity of each kind of agricultural product was small because farmers tended to plant a wide variety of crops in small amounts, as a result there was no scale merit to produce large varieties of crops. This is happen because farmers independently decided the kinds of agricultural products to produce with no internal coordination.



4. Farmers have short holding period of output

- 4.1. The farmers produce perishable goods
- 4.2. Some farmers have limited storage capacity
- 4.3. Farmers have to have money for loan repayment
- 4.4. Farmers have to pay the debt to Agri-shop soon after harvest
 - 4.4.1. Farmers are in debt to the middlemen for advances in payment to buy groceries, etc.
 - 4.4.1.1. Farmers borrow some agricultural input and daily household consumption goods from local shop

The fourth direct cause was “farmers have short holding period of output. There are four reasons for this problem: the farmers produce perishable goods, farmers have limited storage capacity, farmers have to have money for loan repayment and farmers have to repay the debt to the middlemen for purchased goods.

Working up from the core objective, we concluded that the further problems would occur including farmers not having motivation to carry out farming due to an increasing difficulty in repaying loans and land repossession. An overall decrease in the farming population caused by hardships in the rural area and more inviting national and regional centres is also believed to affect the motivation of farmers to carry out agricultural activities, thus productivity remains stagnant.

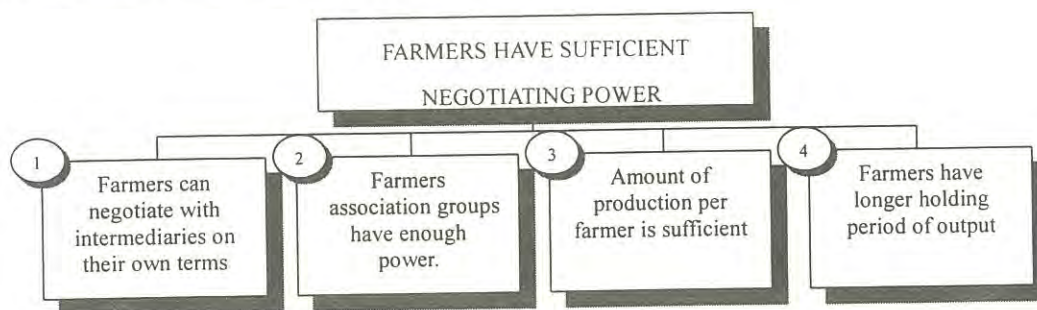
5. CORE PROBLEM - Farmers have limited negotiating power

- 5.1. Farmers must pay more for Agricultural input
- 5.2. Farmers bear high cost of production
- 5.3. Agriculture products price is set by intermediaries
- 5.4. The price of agriculture products is low
- 5.5. Farmers get low income
 - 5.5.1. Farmers get difficulty to repay the loans
 - 5.5.1.1. Farmers can not get loan from bank
 - 5.5.1.2. Money lender will take the land
 - 5.5.1.3. Landless farmers will increase
 - 5.5.1.4. Farmers can not joint the IRDP
 - 5.5.1.5. Number of people in agricultural sector decrease
 - 5.5.2. Farmers can not extend the agriculture
 - 5.5.2.1. The production will not increase
 - 5.5.2.2. Farmer's motivation to conduct for agriculture is weak.

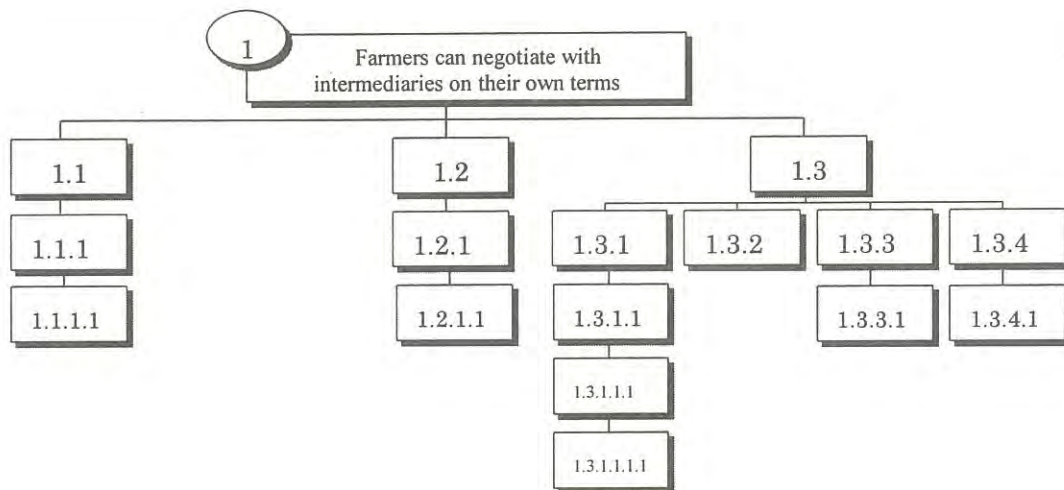


Objective Analysis

The importance of the objective analysis is that it brings us to decide policy makers, implementing agencies and the direction to realistically solve the existing problem and how to improve the situation. The objective analysis mainly emphasizes the means and ends to achieve a stated objective. To develop the means-ends relationship, the core objective was determined. The easiest path to arrive at a core objective is to reverse the meaning of the core problem identified in the problem analysis (as mention above).



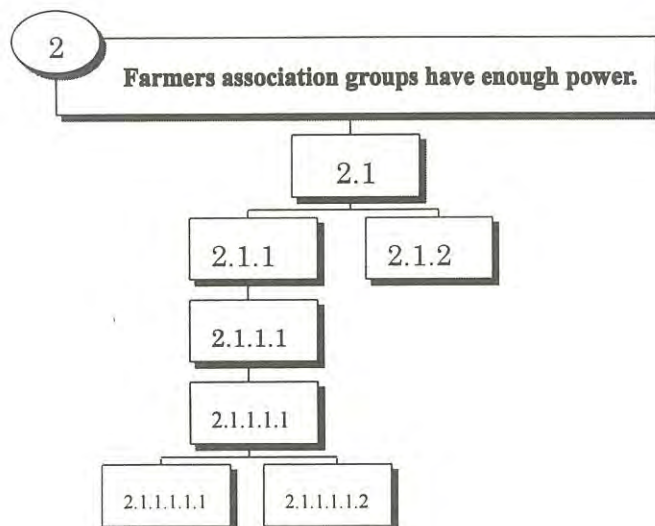
Since the core problem was set as “farmers have limited negotiating power” it was natural that the core objective was “farmers have sufficient negotiating power”. To achieve this core objective, four direct means were identified as assumptions. Firstly “farmers can negotiate with intermediaries on their own terms”, “Farmers association groups have enough power”, “the amount of production per farmer is sufficient”, “farmers have longer period of holding agriculture product”. The objective tree shows this means further developed.



1. Farmers can negotiate with intermediaries.

- 1.1. Farmers have sufficient knowledge about market.
- 1.1.1. The information about market is distributed well to farmer.
- 1.1.1.1. Farmers receive farm management and marketing training.
- 1.2. Farmers receive assistance from TAO for marketing product.
- 1.2.1. TAO provides information (price) about product to farmers.
- 1.2.1.1. TAO receives training if marketing management from report of commerce.
- 1.3. Farmers have low dependent on middleman for selling the output.
- 1.3.1. The product market becomes larger and outward looking.
- 1.3.1.1. Farmers receive assistance from TAO for expansion market.
- 1.3.1.1.1. TAO performed its economic duty.
- 1.3.1.1.1.1. Economic specialists are hired temporarily.
- 1.3.2. The market is competitive.
- 1.3.3. The farmers can bear transportation cost.
- 1.3.3.1. Benefit from agricultural covers the cost of transportation.
- 1.3.4. The farmers receive sufficient loan from formal sector.

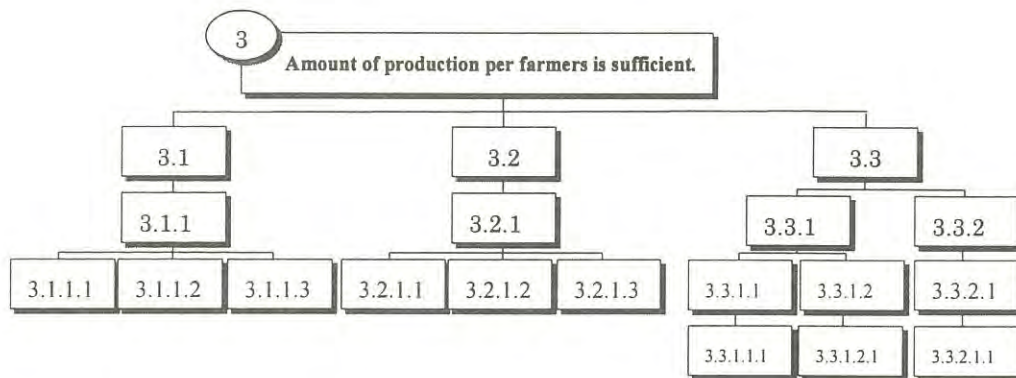
This was seen as being attainable through: “Farmers can negotiate with intermediaries on their own terms”, farmers need sufficient market knowledge and assistance from TAO and Ministry of Commerce for marketing product and getting the information of price of products. And also farmers have low dependent on middleman for selling output.



2. Farmers association groups have enough power.

- 2.1. Farmers act as a group.
 - 2.1.1. Other farmers have received information about the role of farmers' group.
 - 2.1.1.1. Information about farmers' group is given by AEO or TAO.
 - 2.1.1.1.1. The TAO has access to more experts to provide information and training to farmers.
 - 2.1.1.1.2. Leadership training for agricultural group conducted by Ministry of Interior is supported by TAO.
 - 2.1.2. Relationship and integration among the existing farmers group of similar activities is more strengthen.

There are two approaches to achieve greater power for groups. One is encouraging farmers to act as a group, the other is that relationship and integration among the existing farmers group of similar activities is strengthened. In order to acquire these, it is necessary that information about farmers' groups is provided fully by the AEO and TAO. The AEO and TAO have greater access to experts to provide information and training to farmers. In addition, leadership training for agricultural group conducted by Ministry of Interior is supported by AEO or TAO should be introduced to deal more with the present situation.



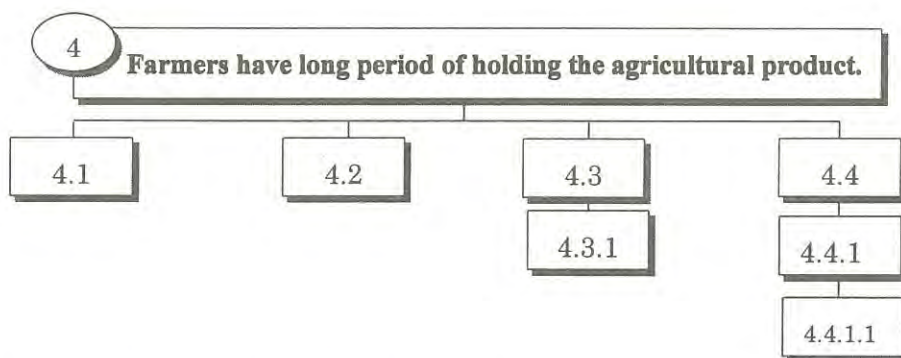
3. Amount of production per farmers is sufficient.

- 3.1. There is capital for agricultural activities.
 - 3.1.1. Farmers get sufficient loan for the agricultural activities.
 - 3.1.1.1. Soft loan the BAAC is provided in the long term.
 - 3.1.1.2. There is sufficient land for collateral.
 - 3.1.1.3. The farmers can coordinate and form the group to guarantee.
- 3.2. The water resources and management are developed.
 - 3.2.1. Small-scale agricultural water resources are developed.
 - 3.2.1.1. The ponds system is further promoted.
 - 3.2.1.2. Where appropriate wells are dug and pump-using hand tractor are implemented.
 - 3.2.1.3. Coordination among farmers group to use the available ground water from ground water project is strengthen.
- 3.3. There is greater production by fewer varieties.
 - 3.3.1. Farmers in a group agree with a number of varieties before planting.
 - 3.3.1.1. Farmers produce a new product which is marketable.
 - 3.3.1.1.1. Market research is conducted on suitable varieties.
 - 3.3.1.2. Farmers are encouraged to produce in groups.
 - 3.3.1.2.1. Agricultural research conducted for grow able varieties suited to conditions.
 - 3.3.2. There is coordination in the selection of varieties activities.
 - 3.3.2.1. The amount and varieties of agricultural production among farmers are well organized.
 - 3.3.2.1.1. Training to teach the importance of cooperative bulk production in IRDP.

Farmers will have sufficient production if there is capital for agricultural activities. This condition can be achieved if farmers obtain sufficient loans for the agricultural activities. This means that soft loans from the BAAC are provided in the long term, there is sufficient land for collateral, and farmers are able to form groups in order to guarantee loans.

The water resources and management are developed. This can be achieved if small-scale agricultural water resources are provided. To achieve this, the small-scale ponds system is further promoted, the location of appropriate wells are dug and pumps, using hand tractors are implemented, also coordination among farmers groups to use the available water resources from is strengthened.

There is greater production of fewer varieties. If farmers in group agree with a number of varieties before planting, so that farmers can produce new products which are marketable. To achieve this, market research is conducted on suitable varieties. In addition, farmers are encouraged to produce in-groups, for this purpose agricultural research conducted for growable varieties suited to the conditions. Another way to achieve greater production of fewer varieties is that there is coordination in the selection of varieties. To achieve this, the amount and varieties of agricultural production among farmers are well organized and also training to teach the importance of cooperative bulk production in IRD is provided.



4. Farmers have long period of holding the agricultural product.

- 4.1. Farmers have many varieties of non-perishable products.
- 4.2. Farmers can get grace period for paying back loan.
- 4.3. Farmers have enough storage capacities.
 - 4.3.1. Storage is built.
- 4.4. Farmers can afford to pay the debt to agricultural shops middlemen soon after harvesting.
 - 4.4.1. Farmers are not in debt to the agricultural shops or middlemen for agricultural input and daily consumption.
 - 4.4.1.1. Farmers in self-sufficient for daily life.

In order to increase ones bargaining power, the increasing of the product holding period is important in lengthening the bargaining period. In order to achieve this, the farmers can change to less-perishable products, and increase their storage capacity. As farmers are often faced with debt, which must be paid off as soon as their crop is harvested, the obtaining of a grace period for repaying loans is important. The ideal situation would be for the farmers not to be in debt to shops and middlemen, thus being able to hold onto their produce for a longer period, enabling them time to bargain for a better price.

Below is the result of working up from the core objective of "*Farmers have sufficient negotiating power*", to the ultimate goal of "*The production will increase*".

5. Core objective: Farmers have sufficient negotiating power.

- 5.1. The cost of livestock and agricultural input is reduced.
- 5.2. Farmers can achieve low cost of production
- 5.3. Agricultural product prices are fully negotiated with the farmers
- 5.4. The price of agricultural products is appropriate
- 5.5. Farmers get enough income
- 5.6. Farmers can pay loans
- 5.7. Farmers can get additional loan
- 5.8. Farmers can expand the intensive agricultural method.
- 5.9. The production will increase.



Project Selection

After the objective analysis, one project was selected. Then, after Consultation with the TAO and AEO officers, we came up with "*The farmer's association empowerment project*". It aimed at the farmers association groups having enough negotiating powers, which was determined as the core objective.

From the development approach of the TAO on the Tambon Development Plan (See Appendix), we found that the TAO also has plans for water resource and irrigation improvements and the setting up of a central market for agriculture in 1999. From observation, we also found that there were a few groups such as chicken raising, chicken's eggs to negotiate the chicken and eggs' price. However, the negotiating power was insufficient due to the small group and lack of support from public organizations. Thus our proposal was suggested, as it would compliment these existing projects, if conducted in conjunction.

PDM (Project Design Matrix)

This PDM shows the activities considered achieving the goal. The schedule of what to do in which order needs to be decided with coordination among the involved government agencies.

Project name: *The farmer's association empowerment project*
Project area: Doi Chan village
Duration: October 1st 1999 – September 30th 2004
Target group: Farmers
Date: October 16th 1998

(See the next page for the PDM chart)

	NARRATIVE SUMMARY	Objectively Verifiable Indicators	Means of Verification	Important Assumption
Overall Goal	Farmers have sufficient negotiating power	By the 2003, farmers negotiating power is improved in village at the Chiang Rai level.	TAO keep the record about the price	Rural population remains relatively stable
Project Purpose	farmers group have enough power	All farmers in village participate farmers group by the year 2003.	TAO keep the record about farmers group members	Agricultural productivity does not worsen
Outputs	<p>1. Farmers agricultural groups are organized</p> <p>2. Relationship among the existing farmers groups of similar activities is strength.</p> <p>3. Existing farmer's groups of similar activities are integrated well.</p>	<p>By the 2003, more than 80% agricultural farmers belong to groups.</p> <p>Transfer information between farmers groups.</p> <p>Since 2003, the price of agricultural products is steadily maintained at appropriate level</p>	<p>Project keep the record annually</p> <p>Keep the record of the agricultural product price</p>	farmers are able to cooperate with other farmers and public officials.
Activities	<p>1-1 Increasing provide information about the role of farmers group to farmers who don't joint groups.</p> <p>1-2 Have a meeting periodically between AEO and experts to exchange information of agriculture</p> <p>1-3 AEO and experts provide leaflets and booklet about farmers group to farmers</p> <p>2-1 Specify the role of farmers group</p> <p>2-2 Holds discussion between groups to increase communication.</p> <p>3-1 Specify the role of farmers leader in agricultural group</p> <p>3-2 Propose leadership training program for agricultural group to Ministry of Internally</p> <p>3-3 Hold group leaders meeting</p> <p>4-1 Monitors conditions of farmers group</p> <p>4-2 Evaluate the conditions of farmers group.</p>	<p>Input</p> <p>PERSONAL</p> <p>FACILITIES</p> <p>COST</p>	<p>One project coordinator</p> <p>There project coordinator trainers</p> <p>Training facilities</p> <p>Promotion facilities</p> <p>Project implementation and management cost</p>	<p>Market condition does not chance drastically.</p> <p>Farmers are able to cooperate with other farmers and public officials.</p> <p>Pre-condition</p> <p>Farmer support and want to joint the project.</p>

Appendix

The Developmental Approach

1. The approach which TAO can operate

The number source by the importance	Problem/Need/Policy/ Potential	The cause of problem or the need include of policy also	The developmental approach
1.	The communication in the village is not good.	-The road is kind of laterite. -Improve the asphalt road.	-Provide the concrete road that mix between concrete +bamboo. -Fix the asphalt road which contact between two villages.
2.	Lack of drinking water.	-The water is not enough for use. -The pump and distribute water system is not good.	-Provide the standard water supply system such as increase the water pipe line in the village.
3.	Business in the village	-Nowhere for sell the agri-product	-Central market for agri-product
4.	Lack of land holding	-Limited land -Poverty	-Industrial and livestock promotion
5.	No chance to get job	-The land is not suit for doing the other job. -Water resource becomes depleted.	-Provide new knowledge. (the new agricultural method) -Promote the home industry.
6.	The problem of production	-Water resources -Low quality soil	-Dredge the canal. -Give the knowledge for conservation of water resources.
7.	No cultivation in dry season	-Scarce water. -Water source become shallow.	-Improve the irrigation system. -Dredge the canal.
8.	Water for the agriculture	-The irrigation system is not good. -Water source become shallow.	-Improve the water resource. -Dredge the canal.
9.	Lack of the money for support the sport	-No place to play sport -Lack of money for support the activity	-Support the money for sport game. -Provide the stadium for sport. -Provide the knowledge person.
10.	No environmental conservation	-Forest was damaged. -The garbage eliminate method is not good. -The water resource was destroyed.	-Reforest (plant by community) -Change their ideology in this case. -Take care of the water resource (river include of forest)

The number sources by the importance	Problem/Need/Policy /Potentiality	Cause of problem/need include of policy	The developmental approach
	Infrastructure Problem		
1.	No land ownership	-The farmers have to rent the land. -Small land holding	-Provide knowledge of land using. (get MAX profit)
2.	Uncomfortable transportation	-The road, which contacts between village, can not use in every season.	-Change to asphalt road or the concrete road mix between bamboo + concrete.
	Problem of Production/Income /No job		
1.	Problem of working	-The land is not suitable.	-Promote the handicraft. -Promote service sector. (royal project)
2.	Law wage	-The low-skill labour hasn't developed yet. -Over labour supply	-Labour skill development -Provide more occupation.
3.	Law production	-Type of plant is not the promotion type from the government. -pest	-Promote the better type. -Promote the destroyed pest campaign.
4.	Migration	-Provide the occupation after harvesting.	-Promote the home industry.
5.	No cultivation in dry season	-Water scarcity	-Improve the primary water resource -Dredge the shallow canal.
	Problem of Public Health		
1.	Non-standard toilet	-People doesn't become aware of importance to have the standard one because of poverty.	-Health care training -Create sanitation - Use the cyclic funds for build the toilet for every household.

Source: Tambon Officer Handbook, TAO Plan (1999), 1998

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The Officers at the Tambon Administrative Organization and the Agricultural Extension Office,
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and the Staff and Students of Chulalongkorn University

Integrated Rural Development on Environmental Aspect

Yuni ASTUTI

1. BACKGROUND

Degradation of natural resources and environment is still one of the 6 main problems in Chiang Rai Province, the most-northern part of Thailand. Furthermore, especially on rural development area the problems can be summarized in 5 categories:

1. Rural poverty prevails in highland area as well as lowland area;
2. Depletion of natural resources and degradation of environment;
3. Narcotics production, trading and consumption;
4. Human resources problems which include health, education, unemployment, aids and migration;
5. National security problems which include nationality acquisition and illegal worker.

A concept of integrated rural development, an alternative to alleviate poverty has been applied nationally including in Chiang Rai Province. In 1994 an Integrated Rural Development Project was set up under the supervision of Production Promotion Section of Agriculture Extension Office. The project has 2 project sites, the first is located in Chiang Saen District, Tambon Yonok (consists of 8 villages), and the other is located in Mae Sae District, Tambon Huay Krite. The project adopts multidisciplinary approach with a full cycle integrated activity and aims for a sustainable development.

As of working group 4 (integrated rural development) of OFW in Chiang Rai Province, Chiang Saen District, Doi Chan village, this report tries to analyze the integrated rural development in the Doi Chan village from environmental angle.

2. EXISTING CONDITION

In Thailand, over the past 30 years, agriculture production has increased steadily through farm-land expansions, rather than from increasing land productivity. Farm-land expansions are usually from forest encroachment, as the consequences of shifting cultivation. However, the land for cultivation is not the only factor driving for forest encroachment. Farm-land that previously used might be left unused, while new land was obtained by clearing forest. Factors that lead to land abandoned are soil erosion, lack of fertility, and not well managed. The other factors are not the soil problems, such as low crop price, higher revenue from non-agriculture sectors and wide average of farm holding area that out of farmers' management capacity. The forest encroachment to acquire land for cultivation usually happens to farmers that do not have land.

This condition indicates that Thai agriculture system has strong correlation with the natural resources degradation. The land use data of the deforested land show that 71 % of the deforested land is used for cultivation, and around 19 % is remain unused or abandoned land.

In dealing with this situation, an integrated rural development activity frame is conducted, based on the considerations that the agriculture and forestry are no longer competition in land; that agriculture growth through expansion is believed no longer feasible; and that deforestation and poverty are mutually reinforcing.

3. FINDING AND DISCUSSION

Doi Chan is located on low land, so it is a flood prone area. Due to this geographical aspect, the major problem on environment is yearly flooding. The fact that the flood usually stills over 10 days, causes a big impact on the economic activities. Besides, flood also causes road condition become worse and contributes to the breaking many facilities such as canals, houses, and so on. The last year flooding was covered agricultural areas of 250 Ha. Although there are drainage canals in the village, but they are too small to capture the rainfall over the rainy season.

While flood is the major problem in the rainy season, drought is the second major problem in Doi Chan village in the dry season. Not many agriculture activities are done in dry season because of lack of water to irrigate agriculture crops. As the shortcoming of the agriculture activities is lack of water, then the availability of water for agriculture system is a crucial point. From the condition – that flood happens in the rainy season and drought strikes in the dry season – it remarks that water resources are abundant from the rainfall, and if the water is managed properly, it means one action deals over two problems. It is possible to build a small dam or weir as a catchment area to hold and collect rainfall for this purpose.

In Doi Chan village, the phenomena of forest encroachment to acquire land for cultivation hardly breaks, because there is no piece of free land (un-managed government land – which is usually located in highland area). Landless farmers in the village usually become tenants. So the critical aspect for the rural people is how to increase the productivity of land.

The integrated rural development concept for Doi Chan village is based on the agricultural development, because most of the economic activities are rely on agriculture. There is no prominent industrial activity in Doi Chan village, so there is little pollution on whether land, water or air caused by industrial activities.

Land erosion is also not a major problem in Doi Chan village because the village is not located in a slope area. The problem associated with land erosion in Doi Chan is the erosion in the upper part region that causes sedimentation on the village open drainage canals.

In term of land productivity, the cultivation system should be changed. The existing cropping plantation system is generally rice cultivation once in a year. The reason of not doing agriculture activities is unavailability of irrigation water in the dry season. All of the rice cultivation is rainfed system. Although there are irrigation facilities, but these facilities are not maintained well so there is no irrigation system built among farmers. Most of irrigation canals are not used any more and in a bad condition such as sedimented as well as cracked in many places.

The introducing alternative on changing some cultivation area into fruit estates and vegetables cultivation will benefit economically and environmentally. Some potential problems on environment may appear caused by using chemical fertilizer. Farmers usually think in a way that more fertilizer means more yield, so without right guidance from the agriculture extension officer about the proper use of chemical fertilizer, farmers may use it over dosage. Introducing the use of natural fertilizer (compost) will be beneficial to environmental preservation.

Because the integrated rural development project in Doi Chan village is a small-scale activity - in this case the average field size is 10 rai per farmer introducing this kind of activity - so the activity may not have bad impact to environment. Therefore environmental impact assessment has not been conducted for this project

4. CONCLUSION AND SUGGESTION

Although in Chiang Rai province one of the major problems is degradation of natural resources due to deforestation and denuded hill, however in Doi Chan village this environment problem is not the dominant problem. Flood and drought are the big environment problems that may be the indirect impact of the

deforestation and denuded hill on the upper part of Doi Chan village. The impacts of flood besides direct economical lost, are sedimentation at drainage canals, irrigation canals, creeks and streams. Therefore integrated rural development should be managed integrally deep further spatially from the point of view of water basin area, and not only multi activities within the cultivated area.

Training of the agriculture extension officers conducted will be far better if also includes knowledge about environment preservation, so it can be transferred to farmer specifically and to rural community generally.

Local Administrative System in Thailand

Wataru FUKUDA

1. Purpose of The Research

Our working group No.4 chose Doi Chan village in Tambon Yonok as a research field. The main economic activity in Doi Chan village is agriculture. The farmers income is unsteady because they are producing only rice. Ministry of Interior introduced Integrated Rural Development Project (IRDP) into this area.

I investigate the major characteristics of Thailand's public administration system and its services. The role of the local government and the relationship between central and local government on carrying out rural development project are focused for my study.

2. The Structure of Local Government

The end of 19th century, peers and influential men in local regions govern their own area. But the new system was established in Thailand to divided the entire kingdom into a number of regions for easier administration. This reorganization incorporated regional governing agencies into the Ministry of Interior, which enable to the central government to directly supervise the local administrative system down to the central government to directly supervise the local administrative system down to the district level. At the same time, local administration was divided into sub-districts which in turn were divided into administrative villages.

The present local administrative system is very complex. There are two categories at local government system. The first includes administrations operated at all different levels of localities by the nation (the central government). It is the local agents of state government who take charge of these local state governments. There are four levels of local governmental agents in Chiang Rai, Chiang Rai Governor Office, 18 District Offices, 5 Tambon Councils, and 1,404 Village Headman Offices.

The other category is that of "local self-government". There are four levels of local self-government bodies in Chiang Rai which carry the local and regional self-government. The Provincial Administration Organization (PAO), The Municipality, 24 Sanitary Districts, 116 Tambon Administration Organizations (TAO). The investment of each of these units with the characteristics of a "self-government body" comes from their having legislative bodies and councils elected by local citizens and from the possession by local legislative bodies, councils, and executives of autonomous authority.

2-1 Provincial Level

There are 72 provinces in Thailand. The governor and deputy governor are dispatched by the Ministry of the Interior. It is often said that the governor wears "Two Hat". One of them is as the head of the local government organs which consist of local agencies of the central government. The other is as leader of the provincial self-government body. The governor has the responsibility for executing the decisions and resolutions passed by the provincial council, so that in this capacity the governor has the characteristics of an agent of 'local self-government'. But, in fact, the governor can veto council resolutions when he judges them to be in opposition to national policy and harmful to public order or vital interests, and he is furthermore under no obligation to respond to questions from council members. The province's autonomy is sharply limited because of the high status and tremendous authority wielded by the provincial governor, an official of the state. Furthermore, the provinces are struggling under financial difficulties, and the gap in government finance between the various provinces is wide.

Provincial personnel are also appointed by the Ministry of the Interior; and branch office from each of the central government's Ministries, including Agriculture, Education, and Finance. They operate commensurate with their own budgets provided by their respective central agencies. As previously stated, central government, especially Ministries of the Interior, has considerable influence upon local government.

2-2 Municipality (Tessaban)

There is one municipal government (Tessaban) in Chiang Rai. Tessaban are autonomous cities, towns, and villages, the basic self-government bodies. It is municipality which can be said to be the central component carrying the load of local self-government. But municipality tightly controlled by the Ministry of the Interior's Department of Local Administration (DOLA) and provincial governor. Member of the municipal councils are directly elected by local residents and three of them are re-elected as the Mayor and two Deputy Mayors who serve for the term of five years.

2-3 Sanitary Districts (Sukahpiban)

Sanitary districts are established in communities with populations of over 1,500. Sanitary District has no council, board of director ,or mayor. There is only Sukahpiban committee which has legislative and executive power. In fact, it can be said that the committee is the part of the District offices, because the chairman of the committee is normally the district officer, and some district officials serves concurrently as members of the committee. In addition to these ,however, there are nine elected members. Their term of office is five years. The committee convened once month.

Their administrative duties are to provide basic human needs, public health service including clearing, water and sewage facilities, roadways, fire fighting and so on.

2-4 Tambon Level

There are two kinds of administrative body at tambon level. There are 5 Tambon Councils and 116 Tambon Administrative Organizations (TAO) in Chiang Rai. Tambon Council is not recognized a juridical person and the members of the Tambon Council are representatives of the district officers and the village headmen within the Tambon. Tambon Council with the average annual revenue of not less than 150,000 baht during the last three consecutive fiscal years is upgraded to TAO. Tambon Yonok is also TAO. TAO has two sections. One is the council. The members of the council is that half of the members are directly elected by residents of the villages, the rest of the members are representatives of the district officers and the village headmen. Their term of office is five years. The other is the board of administration. This is organized by chief of village headman, two village headmen and no more than four person from TAO council.

TAO will be the most basic unit to promote rural development policy. TAO has authority to develop social, economics and culture in sub-district. The duties are road maintenance, cleaning up the garbage, education, and also environmental conservation. TAO is also expected to promote farmer group and cooperative. In reality, one of the TAO member in Yonok is a chairman of agricultural cooperative. He said that to strengthen the relationship between TAO and agricultural cooperative, this cooperative has more bargaining power.

2-5 Village Headman Offices

The village contains around 100 to 150 household, or average of 500 to 700 inhabitants. (population : 885, total household: 226 in Doi Chan village) The village headman office is the lowest-level unit in the administrative system. The number is 1,404 in Chiang Rai. The village headmen have long been selected through elections among the villagers themselves. They are appointed by the district officer or the deputy district officer, and are charged with the responsibility of working to maintain public order and peace. They act a prominent role to villagers (most of them are peasant) and national groups, so traditionally village headmen emerged from among the leaders of the peasant communities themselves. In many case ,once a person designated as a village headman he continues to work in that position until he reach sixty which is the retirement

age, and their offices are located in their private home. The main functions include all of types of basic service, agriculture reform, public health and so on.

3. Problems of Local Administrative System

Local government functions are legislative, executive and administrative-development. By reason of their existence, local governments are legally and morally bound to deliver adequate basic service and to efficiently use limited resources and manpower. But now, local government are strongly under the control of the central government. A study of the system of local government administration indicates that there are problems which are administrative, financial and technical in character, which prevent local governments to promote rural development the citizens expect from them after they have paid their tax. Significant of there are: (1) personnel management (2) financial disabilities.

Structurally, it is apparent at any levels of local governments that the central government controls over decision-making function because the Ministry of the Interior dispatches personnel to all important posts.

Financially, dependent on the central government for subsidies and grants, the central government act as the patron or master of the localities. The local governments need to strengthen financial individuality by increasing their tax powers. The expected financial resources perceived by local officials are getting to be devolved by the 1997 constitution. According to the 1997 constitution, TAO is authorized to collect and retain local taxes to finance their projects. In this manner, new constitution has considerable influence upon the movement of decentralization. It is worthy of special mention that new constitution also refers to citizen's participation and the recall of a head of the local government or a member of the ward council.

4. IRDP and New Cooperative Activities in the Village

In order to raise the income of the rural area, IRDP aimed at increasing the productivity by promoting product diversification at the same time has adopted in Doi Chan by 1994. IRDP permits a farmer own more than 10 rai to become a member, however this project also began to influence upon them to require organizational norms new. They formed a group at least 10 members to guarantee that they will return whatever BAAC loans. They also organize a fish raising group and a chicken raising group so as to cut the cost of fodder. Before IRDP was introduced to this village, there is only agricultural cooperative which dialed with rice. Many farmers in this village and also poor farmers who didn't have own land were belonging to it. If, in future, these groups are reorganize and cooperate with each other, they will be able to get more bargaining power and negotiating power.

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Lower Secondary Education in Thailand

Naoto MARUYAMA

1. Introduction

Our working group 4 surveyed Integrated Rural Development Project at Doi-Chan village in Chang-Sean district in Chang-Rai province the most northern region in Thailand sharing borders with Myanmar and Laos. Conception of the integrated rural development has two categories, economic and social aspects. Social aspects include basic human needs, education and culture, and medical health welfare.

My concern in this overseas fieldwork is Thailand education focus on universal lower secondary education. Because of the rising of the necessity of human resource development in Thailand in the 1990s, it is said that the spread of lower secondary education plays a crucial role in national development. In fact, the main policy of the seventh national education development plan (NEDP) was extend the basic education from 6 years in the primary school to 9 years in the lower secondary education level. In this report, I would like to simply mention the Thai NEDP including the eighth one from the first, then briefly introduce the present situation of primary and lower secondary education at village, district, and province level through our group research. However, unfortunately, because of few time to investigate such as interviewing or visiting to schools in the field, the explanation will be quite limited. Finally, I would like to point out some problems about universal lower secondary education.

2. Thai National Education Development Plan

During the first and second NEDP (1961~71), the purpose was to facilitate the opportunity of primary education and to develop human resource of higher education from the viewpoint of supplying the labor force for rapid industrialization. The third NEDP (1972~76) focused on the improvement of the quality of education at higher level and equal opportunity and of the shortage of teacher for primary education because of increasing the number of students. In this period, the term of compulsory education was extended 4 years to 7 years with the increasing of educational budget. In the forth and fifth NEDP, national education plan was published in 1977, which changed the educational system from 4-3-3-2 to 6-3-3. By the early 1980s, a universal primary education was almost achieved. The seventh NEDP (1992~96) policy stated accelerating the improvement of the quality of lower secondary education as basic education and expanding the service to provide opportunity for those completing primary education. According to the seventh NEDP, three agencies within the Ministry of Education are mainly responsible for implementing extension of basic education from 6 to 9 years: 1) Office of the National Primary Education Commission (ONPEC), making good use of primary school (ONPEC) teachers and facilities for lower secondary education; 2) General Education Department (GED), expanding their capacity to take more lower secondary students in their existing facilities or newly opened branch school; and 3) Non-formal Education Department(NED), increasing the secondary enrollment in non-formal secondary schools by giving the same qualification of formal secondary school. Since Thailand aims at a newly industrialized country by the year 2000, it is required to acquire sufficient human resources. The eighth plan (1997~2001) continues to emphasize universal secondary education to further promote "World Declaration on Education for all proclaimed in Jomtien, Thailand in 1990. Therefore, it was set up that 9 years basic education extends to 12 years basic education for all.

Present situation about primary and secondary education at village, district, and province level.

While human resource development is necessary to increase shares for industry and service sector to industrialize Thai economy, it is said that 83 percent of Thai's workforce remain at the primary level or less in their educational background, especially for agricultural workforce. It is reported that only about 15 percent of the farmers' children become enrolled in secondary education, while 95 percent of non-farmers' children continue their education to the secondary level. This finding means that rural and agricultural communities should be focused on for accelerating secondary enrollment.

In Doi-Chan village we visited, there is only one primary school which has 9 teacher and about 100 students and no secondary school. Even Tanbon Yonok (sub-district) which is composed of 8 villages including Doi-Chan has 3 primary school and only one secondary education. However, according to our questionnaire to 34 households, it seems that almost all of children in the village go to school. Having no opportunity to visit schools or see educational statistics such as student achievements, the quality of students cannot be mentioned by our investigation. But, throughout the visiting to each household, we found that most houses do not have a desk for study. It could be guessed that student achievement is low. According to our research, however, we could get the answer that all parents recognize education is very important and necessary for their children. From this viewpoint that the importance of education is acknowledged among rural peoples, it can be said that universal secondary education policy fully affect. Many villagers refereed as one of the big problems that there is no secondary school in this village, causing to some troubles such as drug and steal among young generation.

In Chang-Sean district that consists of 6 Tanbon sub-districts, there are 39 primary school with 257 teachers and 4907 students and 3 secondary school with 93 teachers and 1971 students in 1998. In Chang-Rai province, there are 711 primary schools with 5646 teachers and 114251 students and 193 secondary schools with 2109 teachers and 43679 students. Teacher and student ratio at district and province level is approximately 1:20 in both primary and secondary schools. To achieve a universal secondary education, the Ministry of Education declared that the transition rate from primary to secondary education be 97.5 percent by 1996. In response to this proposal, in Chang-Rai province, the transition rate has been dramatically improved 64.7%, 80.53% and 92.71% in 1992, 1993 and 1996 respectably. Even in Chang-Sean district, the transition rate is increased by 18 percent from 79% in 1996 to 97% in 1998. As a result, it is true that there still remain some obstacles such as living in remote areas. But, it might be said that universal secondary education policy is fully being achieved.

3. Problems of universal secondary education in NEDP

According to the synopsis of the eighth national education development plan, the past education development in Thailand has been certainly successful in expanding educational services, however some major problems still exists. Those can be classified into three groups: 1) problems related to families; 2) problems related to schools; 3) problems related to support from government. 1) The opportunity of access to secondary education varies according to children's socio-economic background and geographic location in the country. Most of those who have opportunity to study in public higher education institutions came from families with highly economic and social status. 2) Main problems related to school are low quality of education. The major reasons for low quality are caused by lack of instructional equipment, materials and textbook; shortage of qualified teachers especially in some specialized areas such as mathematics and science; and the measurement, evaluation, and entrance examination at all levels of education have not yet reflected the overall curriculum objectives. 3) Due to the centralized system of present day Thai education administration and management structures and lack of full involvement of all sectors of society in decision-making, education has been inefficient and often irrelevant to the real needs of individuals and communities. This finding suggests that discrepancies in transition rate among education regions and within the regions are very high. Moreover, in Thai,

it becomes very important problems that the number of children with no Thai nationality has increased. They can not have any opportunity to access to formal school.

Toward the year 2001 end of the eighth national education development plan, Thai education policy will change and develop to achieve goal. And universal secondary education from primary to lower secondary has almost achieved for a few years. However, there still remains a lot of obstacles and problems that need to be solved such as teachers management, budgeted allocation and so forth.

Public Administration in Thailand

Suwimon PIPITARANGSRI

1. Introduction

At present, Public Administration in Thailand is organized on the basis of *three principles of administrative organizations*. These are **Centralization**, **Deconcentration** and **Decentralization** of government power. The public administrative organization can be seen from the separation of Public Administration into central authority, which indicates centralization of governmental power, provincial authority, which indicates deconcentration of governmental power and local authority which indicates decentralization of governmental power. However Thailand maintains a policy of emphasizing centralization but it also looks forward to increasing deconcentration and decentralization in the future.

2. Public Administration Organization

The Central administration is composed of the Office of the Prime Minister and 14 ministries, which are the Ministry of Defense, Ministry of Finance, Ministry of Foreign Affairs, Ministry of Agriculture and Cooperatives, Ministry of Transport and Communications, Ministry of Commerce, Ministry of Interior, Ministry of Justice, Ministry of Labor and Social Welfare, Ministry of Science Technology and Environment, Ministry of Education, Ministry of Public Health, Ministry of Industry, and Ministry of University Affairs. Each Ministry has Departments and each department is subdivided to divisions and divisions into sections. There are centralized authorities, which direct all activities of the provincial administration and, its Ministry of Interior sends governors to be administrative heads of provinces. The governor supervises all department personnel and programs. He also has control of local self-governments.

The provincial administration, which is one kind of local government but it is controlled by central government through Governor so it may be called **local-state government**¹, is composed of 76 provinces (*Changwat*) which are further subdivided into districts (*Ampur*). National departments send their officials to work in districts under the leadership of the Chief District Officer. Under each district, there are sub-districts (*Tambon*) and villages (*Mooban*) which have no government offices and officials under them. Sub-district and village headmen are elected as leaders of their people who coordinate with government officials and receive modest stipends from the ministry of Interior. There are 75 provinces (excluding Bangkok), 729 districts, 7,158 sub-districts, and 65,277 villages (data on 31 Oct. 1994, Tanet Charoenmuang, p. 107).

The local administration or local-self government consists of 6 types: the provincial Administration Organization, Municipality (Tessaban), Sanitary District (Sukhapiban), Bangkok Metropolis, the city of Pattaya and Tambon Administrative Organization (TAO) or Tambon council (which is lowest level). These six kinds of local authority are different in terms of structure, administrative rules and authorities since there are differences in communities and people's level of knowledge and ability in self-governance. Some or all of the members of the local councils and local committees are elected by people in the communities.

In reality, there are only 5 types of local-self governments: Provincial Administrative Organization, Municipality, Sanitary District and Sub-district Administrative Organization because *Bangkok metropolis* and *the city of Pattaya* are a kind of Municipality. The head of Bangkok Metropolis is elected directly by Bangkok

¹ Katsumi Yorimoto, *Journal of Asian and Pacific Studies* No.7, (Japan: Seikei University Center for Asian and Pacific Studies, 1990), p. 116.

residents. The head of a Municipality is generally referred to as Mayor, elected by Municipality Councilors who are elected directly by local citizens. The head of Bangkok Metropolis however, is entitled Governor, which is the same title given to heads of provinces. Strictly speaking, the Governor of Bangkok should be referred to as the Mayor as in other Municipalities.

In each province, there is one Provincial Administrative Organization and varying numbers of municipalities and sanitary districts. Each district capital has to be at least a sanitary district, and the provincial capital is a municipality as shown in figure 1.

Figure 1: Jurisdiction of local Government

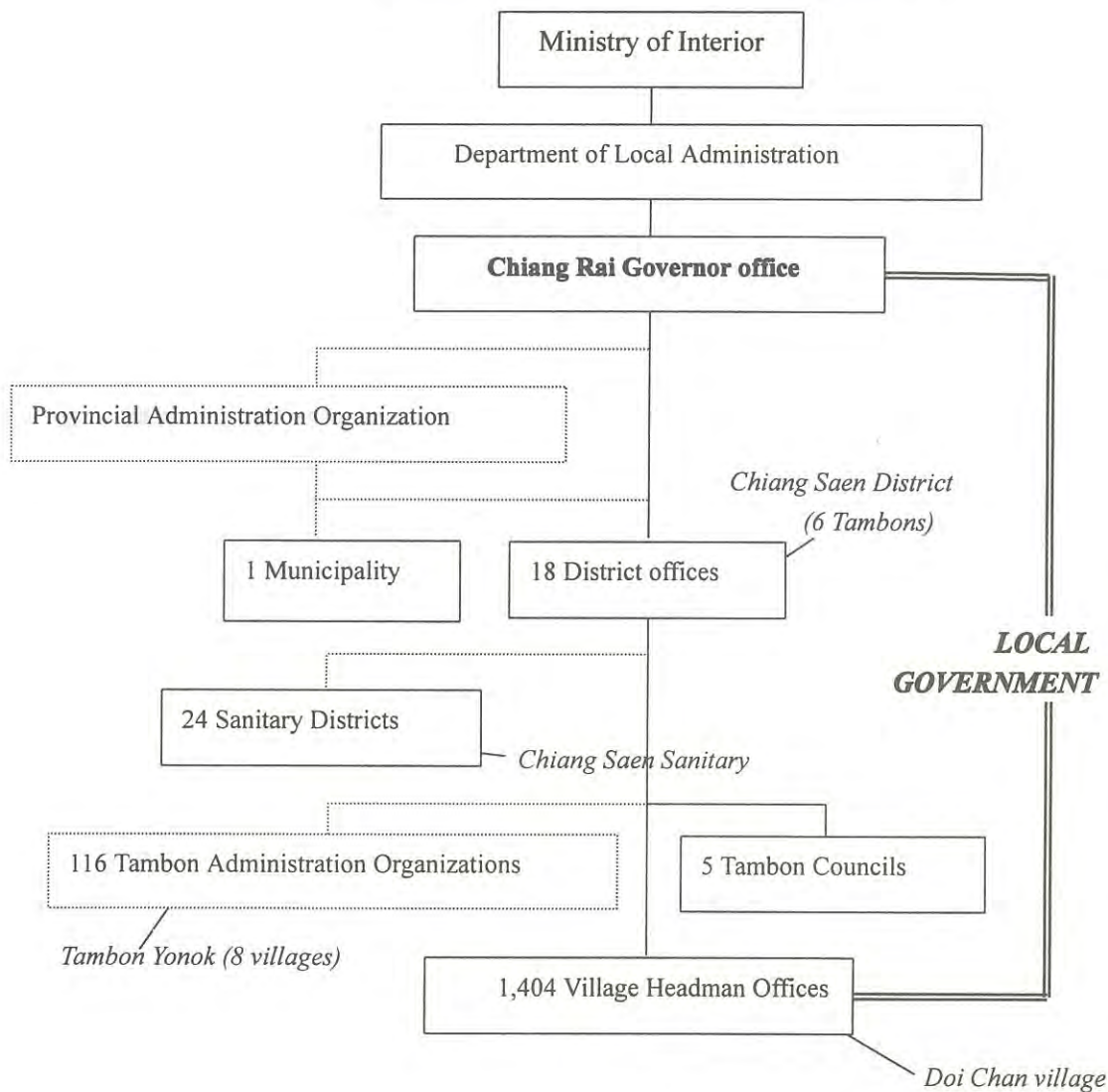
1 s	2 s	3 s
4 s	5 s T	6 s
7 s s	8 s	9 T

Source: Thai Politics: Selected Aspects of Development and change, 1985, p.393

The jurisdiction of each province (as the whole of square) includes districts (as each 1 - 9) and sub-districts with the exception of Municipalities (as T) or Sanitary jurisdiction (as s). Provincial Administrative Organization area is the shaded area, which is doesn't include s and T. From figure 1, the confusion of jurisdiction of each area of local government seems not to be a problem but in the fact the authority conflicts also arise because of an overlapping of power and functions between local-state government and local-self government. Generally, there is only a local-self government to administer a local area.

Provincial government has coordinated between central government, local-self governments and local citizens by bringing out central policies to local areas and taking local needs to the central government. The Governor, as the chief official of the Central government and representative of the national government, holds the position of provincial head and exercises authority through various central government agencies represented in the province, which are under his control and supervision. The Governor legally has broad authority delegated from the central government. The Department of Local Administration in the Ministry of Interior is the key unit assisting the governor in carrying out Central government policies. The officials in this section work at the provincial and district level. Their major responsibilities include rural development and promoting democratic development and local government. However, the Ministry of Interior in fact centralizes power through the Department of local Administration and Governor. The Authority of Governor is too strong in local area and the Local government and local citizens have no power and rights to protect or gain benefit from their region regarding a limit of tax collecting and administrative power. (See figure 2)

Figure 2: Organization Chart of local administration



In Local administrative organizations, the Municipality is most decentralized from central government. But in practice, the central government can dismiss municipality councils and intervened in local administration as well as other local-self governments. At the TAO level, the TAO is divided into the TAO Council, and the Board of TAO, which consist of both official positions and publicly elected positions. The committees are from the chief of villages and village headmen. The chairman of the TAO is the chief of villages. The chief of villages and village headmen are officials from Provincial Government which is controlled by Central this means the TAO can also be intervened by the central government, even though village headmen are elected directly by local citizens and the head of sub-district are selected by village headmen.

Recently, there has been a public need for Governor elections directly by local citizens. This is because the Governor is the head of the Province even though people can elect the head of the local administrative organizations but they are still under authority of Governor. Thus the best solution is for people to elect the Governor directly. A Governor who is a local person will understand the real problems and needs more than a civil servant that has been sent from the central government. The central government should also decentralize

more Authority and Financial Budget to local governments. The reason for this is the central government can not look after all localities, which are rapidly expanding and result to many problems; pollution, garbage management, lack of water supply, environment. Local regions should be handled by local governments under the watchful eyes of the local people.

Local governments will be able to provide better services, faster cheaper and more responsible to local citizens better than central government due to proximity. Decentralization is also a strategy for development administration that aims in the Eighth National Economic and Social Development Plan (NESDP) to decentralize the planning process and decision-making authority to regional, local and community levels. This will result in more sustainable development and self-reliance based on democracy.

3. Overseas Fieldwork (group 4)

According to the fieldwork of Group 4 at Tambon Yonok in Chiang Saen district, the TAO of Tambon Yonok was recently established in 1994 and currently at the lowest level as a level 5. Thus authority and manpower are limited. There are only 3 officers and 3 temporary employees working in the TAO excluding the TAO committees. In the fiscal budget of 1998, the TAO had an income from local tax, which was collected by the TAO itself, of 222,724.38 *baht* and collected by central government, of 1,301,873.12 *baht*. In addition to this sum were government subsidies of 1,299,220 *baht*. The TAO used 58.04% of its budget for investment and 41.69% for fixed costs. In the past, the TAO used its budget for basic infrastructure to develop the Tambon however, from 1999 the TAO plans the budget will be used in term of economic to improve people's quality of life.

The TAO obtains its own income from 3 kinds of local taxes: building and land tax; local development tax; and sign board tax, which are all 14.37 %. The remainder is from subsidies provided by central government. This means the TAO has to rely to the central government deal with a lack of local income. From the viewpoint of the Provincial Governor Office, the TAO is a new local organization, the officers need time to learn and understand the system and operation. Thus the decentralization process will be continued in stages in the near future. Moreover, all TAO members will be elected directly by people in a few years.

Community participation should be promoted because the regional areas belong to them. They are more likely to be concerned in protecting their benefits and it is also foreseeable that they prevent corruption by officials. Participation by people in the last election was 78 % for parliament election and 82% for TAO election. People also participate in TAO Project planning by receiving payment from TAO 6 projects. It means that people in this region are interested in politics and local administration.

4. Conclusion

Thailand's Tambon Administration Organizations are still in their infancy. The TAO is the lowest level local government organization, which is closest to people in the local area. The relationship between the community and public officers is important because if there is a lack of cooperation, any plans or projects the TAO may have will be not successful or not successful as they could be. Not only cooperation between government agencies and local citizen is important but also cooperation between government agencies.

Decentralization is important, however it should be carried out in at a time when the people are ready and know their role of participation. At same time government should be conscientious to decentralize to local organizations and people.

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Earnings and Expenses Structure of Households in Doi Chan Village: Integrated Rural Development

Nami SHIBATA

Introduction

Thailand has enjoyed tremendous economic growth called “Asian Miracle”, although it was disturbed by the Economic Crisis in July, 1997. And the growth have been led by rapid industrialization which causes income increase of urban workers and a lot of social problems like rapid urbanization and pollution.

If the comparison of per capita income was made between national level and northern level and our pilot village, Doi Chan level, we could find the fruits of the economic growth was taken by only urban residents. And it is not good idea to apply Bangkok type of industrialization model to northern region blindly. This is because development planing should take other regional factors into its consideration like location from big market, climate, and so on.

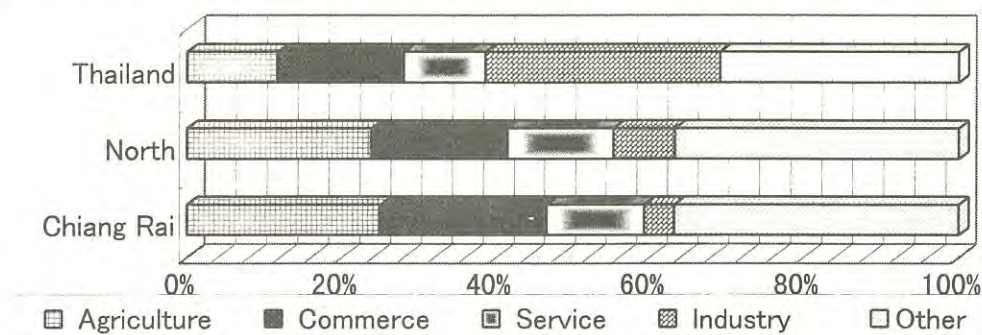
In northern region, it is important to raise farmer’s productivity and income under the current situation that agriculture is key industry and majority of labor force is involved with agriculture. Besides, it is crucial to grasp the way of earnings and expenses of villagers. This paper focuses on earnings and expenses structure of households in Doi Chan village. And this introduction is followed by “general economic overview of Northern Thailand” and “the result of our field research”.

1. General Economic Overview of Northern Thailand

1. 1. Gross Product in each level

In Chiang Rai, agriculture is the largest sector, and its share in gross provincial product is relatively high as shown in Figure 1. And the share of industrial sector is quite low compared with national level. The majority of firms in industrial sector are involved with the agro-industry in Chiang Rai.

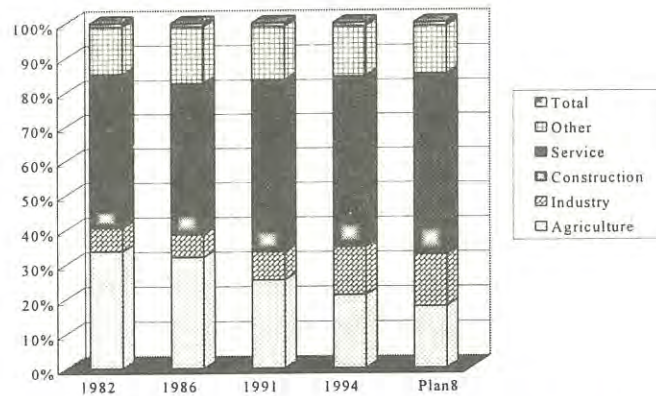
Figure 1: Percentage of Gross Product by Sector (at constant prices) in 1994



Source: Prof. Sriwongse Sumitra, “The province of Chiang Rai”, June 24 lecture note

Figure 2 shows the time series data of gross product by sector in the North. It tells us the tendency that the share of agriculture decreases and industrial sector increases gradually.

Figure 2 : Gross Regional Product(at 1988 prices) of the Northern Region by Sector(%)



Source: The National Economic and Social Development Board

*Service included electricity and water supply, wholesale and retail trade, transportation and communication, banking and finance, and others.

*Plan8(1997-2001) is estimated figure. But this would not be feasible because of economic crisis occurred in July, 1997. Aim of Plan9 is supposed to be the structural reforms.

2. The Result of Field Research

2.1 Per Capita Income

In 1995, the ratio of per capita income in agricultural and non-agricultural sector is 1 : 10.76 whereas the share of employment(%) in agricultural sector is 53.4%, non-agricultural sector is 46.6% (include 11.2% in manufacturing) in whole kingdom. In other words, labor productivity per farmer is quite low compared with a labor in non-agricultural sector.

Especially in Chiang Rai, per capita income is low compared with national average. Per capita income of Chiang Rai in 1994 was 25,206 Baht, whereas per capita income of the North and Whole Kingdom were 31,064 Baht and 65,000 Baht respectively(Sriwongse). Because majority of inhabitants in the North was involved with agriculture which has been low productivity. Our pilot village, Doi Chan has also farm oriented society. But after they have adopted the Integrated Rural Development Project (IRDP), per capita income of villagers dramatically increased although there is still wide disparity between national average and village average income.

Table 1 indicates per capita income of farmers in our pilot village, Doi Chan. Non-members of IRDP get higher income than members. Because IRDP aims at income increase of poor farmers in the first place. The share of their income in gross product must be relatively low. Besides, some of non-members get sufficient side income as civil servants, merchants, and so on, although they are involved with agriculture. Finally, our interview verified that there are some peasants who cannot join IRDP in 60 people of non-members, because they are not qualified to participate in terms of land ownership; people who don't have own land more than 10 rai, they cannot take part in IRDP. Average lands owned by household members of IRDP members and non-members and villagers are 11 rai, 7.8 rai, 10.9 rai respectively, according to the result of our interview, however, the data how much peasants are included in non-members of IRDP is not available.

Table 1: Per capita income of farmers in Doi Chan village in 1997

	Income(Baht)	Persons
IRDP Members	26,121	80
Non-member	46,100	63
Average	34,923	143

Source: Tambon Administration Office

According to villagers and public officers of Tambon Administration Office(TAO) and Agricultural Extension Office(AEO), farmer's standard of living has improved since IRDP was initiated. Because of time series data scarcity, it cannot be deduced that IRDP contributes to farmer's income increase as is indicated in table 3. However, One farmer interviewed mentioned that the income of his household was 10,000 baht (per annum) 15 years ago. It has increased to 50,000 baht because of IRDP, which required them full cycle of integrated activities through the year like paddy production, chicken raising, fish raising, fruit production, whereas price of commodity doubled in this 15 years. Their workload is definitely increased, but their satisfaction is increasing since they are able to obtain regular income and save. Great feature of IRDP is farmers can get regular income all the year round. Paddy production is seasonal. If they depend only on paddy production, they cannot earn income during non-harvest season. In addition, paddy production is easily affected by the market price fluctuation due to mono-cropping.

In order to minimize the risk of market price fluctuation, mono-crops should be avoided. But diversification of crops, or dispersion of production does not always bring good results. In other words, farmers produce less amount of products in each crop to produce variety of goods. That deteriorates farmer's negotiating power in the deals. The opposition must be middlemen in many cases. The role of middlemen is discussed later.

2.2 Expenditure, loaning, and saving

Interviews were conducted 34 households which were sampled randomly to represent the structure of Doi Chan village. The result is shown in Table 2 as the structure of household expenditure in 1997. Again, per capita income of villagers is 34,923 Baht whereas that of IRDP members is 26,121 Baht, and that of non-members is 46,100 Baht. Compared with their per capita income, it can be said farm operational costs are heavily imposed on farmers, especially on IRDP members. Besides, category of non-members includes peasants. They seem to lower non-members' average private family expenses for necessities.

Table 2: The structure of expenditure in 1997

Average private family expenses For necessities in Baht (monthly)		Average farm operational costs per household in Baht (yearly)
IRDP members	5,903	228,827
Non-members	3,258	21,040
Villagers	5,147	169,459

Source: Group 4 Questionnaire

To finance those farm operational costs, majority of villagers gets a loan from Bank for Agriculture and Agricultural Cooperative(BAAC) or Youth Group as shown in Table 3. Almost all farmers interviewed obtain the loan from BAAC. Again, there are some farmers who cannot borrow money because of lack of collateral or credit.

Table 3: Loaning per household in Baht

IRDP members	204,000
Non-members	25,000
Villagers	152,857

Source: Group 4 Questionnaire

On the other hand, farmers who are above self-sufficient level tend to work hard on saving as shown in table 4. The share of saving in income of IRDP members, non-members, villagers is 10.0%, 5.9%, 7.5% respectively. There is the tendency IRDP members are eager to save.

Table 4: Saving in Baht in 1997

Per household saving of IRDP members	6,503
Per household saving of non-members	8,125
Per household saving of villagers	4,645

Source: Group 4 Questionnaire

2.3 Intermediaries

In Doi Chan village, almost all farmers who join IRDP are related to intermediaries like middlemen who intermediate between farmers and big consumers like factories in foodstuffs or farmers and market. These middlemen tend to have their speciality usually, for instance one middleman deals with fish, the other one handles chicken or banana to obtain the scale advantage in the negotiation with their buyers.

Actually, it is difficult to define the middleman, because there are various types. There are some middlemen who work only for intermediate activities. Agricultural cooperative or some firms also take a role as middlemen with a special contract with farmers. Some neighboring households form a group to deliver their products to the market. Or just one farmer who owns a utility car acts as if middlemen. In the extreme case, there is a middleman who harvests in the contracting fields or ponds without farmer's(owner of that land) help. Whether terms of trade is against farmers depends on middlemen's efficiency.

Conclusion

IRDP tries to maximize the profit, or farmer's utility given conditions; we cannot change the inherent constraint like the amount of waterfall or geography. And also IRDP minimizes the risk of plunge in prices of primary products by appropriate dispersion like the investment portfolio in finance. All interviewed farmers told us they become happier than before IRDP was initiated, because they could get higher regular income and save. It can conclude IRDP makes substantial achievement as the income generating activity. However, according to the results obtained from the interviews indicate more than half of villagers feel their income and amount of food production is not adequate enough, as shown in table 5.

Table 5: Farmer's satisfaction with income and the amount of food production

Question: *Do you feel the amount of income and the amount of food you produce for self-sufficiency is enough?*

	Yes(%)	No(%)
IRDP Members	36.3%	63.6%
Non-members	40.0%	60.0%
Villagers	37.5%	62.5%

Source: Group 4 Questionnaire

IRDP contributes definitely to improvement in farmers living standard. However, per capita income of villagers is still only half of the national average. More income generating activities should be promoted to achieve more equal income distribution. On the other hand, income generating activities, which let farmers get regular income all the year round like IRDP, requires a lot of capital as shown in Table 2 and Table 3. There is also the possibility that those huge amount of farm operational costs can suffocate farmers in real terms.

Moreover, non-members of IRDP included some peasants who did not qualify to join the IRDP. Additional projects which support for tenant farmers(or too tiny land owners) are required to minimize income disparity within the village. It appears that per capita income of villagers would need some time to catch up to that of the national average.

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Land Tenure in Integrated Rural Development (Chiang Rai- Northern Thailand)

Erma SULISTYARINI

1. INTRODUCTION

The agriculture sector usually lags behind other economic sectors in developing countries, because a number of factors lead to slow and unstable agricultural growth. In developing countries, land represents the principal form of wealth and political power. In fact, land tenure systems reflect class and relations. In turn, these structures impinge directly about production and consequently affect growth and distribution.

The development of agriculture improved productivity, which in turn rests on the use of new technologies, such as fertilizer, new varieties of seed, insecticides and irrigation. These new technologies require appropriate and adequate support systems and policies, such as farm credit, extension service, and marketing. However, the potential benefits of improved farm supports systems can be vitiated by defective land tenure. Theoretically, land tenure systems will affect production incentives, production techniques, capital formation and investment and farm productivity.

In discussing land tenure, the main detail concern that must be analyzed is land rights. Differences in land rights embedded in land documents or land leases result in different social and economic implications. It must be noted that land rights are closely related to land ownership security. From the economic theory postulates that when ownership is not secure incentives for investment and improvement are diminished, since the benefit from future return on such investment is uncertain. Insecure land ownership also means that farmers can not use their land as collateral for loans and therefore they have only limited access to subsidized and cheap credit. When they need capital in order to improve and broaden the agricultural activities they faced difficulties to get credit from bank. So it seems that land ownership security will have a great impact on agricultural productivity in rural development.

2. FINDING AND DISCUSSION

Overseas Field-Work 1998 in Chiang Rai, Thailand, has four groups of development projects. One of the projects is Integrated Rural Development, in which my study concern. The project selected was located in Doi Chan village, Tambon Yonok, Chiang Saen District, Chiang Rai province. The project has two main objectives, which are to improve the quality of life of villagers in the project area and to increase the farmer's income.

The project adopts multidisciplinary approach with full cycle integrated activities and aims at sustainable development, but they emphasize different aspects of development priority depending on the problems they are facing in each project area.

The projects implements the following activities:

1. Water resources development for farming.
2. Ponds construction for fishing.
3. Chicken raising above the pond.
4. Variety of fruit production.

In the process of development in Chiang Rai, some problems are common either in the rural highland area or in the rural lowland area. Chiang Rai rural development problems may be summarized under 5 categories as follows :

1. Rural poverty prevails in highland area as well as lowland area.
2. Depletion of natural resources and degradation of environment.
3. Narcotics production, trading and consumption.
4. Human resources problems which include health, education, unemployment, AIDS and migration.
5. National security problems which include nationality acquisition and illegal workers.¹

As mention before, the main objective of the projects is to improve the quality life of villagers in the project area and increasing the farmer's income. The information from the interview is that the farmer's income is increasing after they join in this project. Besides that, in doing this project general problems that they are facing related to the land are classified as follows:

1. Lack of land, the population in the project area is increase, so that the demand of land also increase and as a result of that they tend to destroy the forest and natural resources or;
2. Small land holding, the population in the project area is increase, but the amount of land is limited, so that the amount of land holding decreases;
3. Problem related to land rent, the information from the agricultural statistic of the provincial level is that the area of this province is about 2.3 million rai, but land rent is about 23 per cent or 529,000 rai. This condition happens because the people are very poor and they do not have enough money to buy land;
4. No land title (land certificate), this condition causing the tendency of destroying the forest either for cultivation or for selling.

Because of that land's problems, poor farmers can not join in the Integrated Rural Development project, since they do not have land title, or only have small-size of land.

Based on the interview, other problem that the farmer facing is capital scarcity. Some farmers who are joining in this project have difficulties to effort additional capital. The reason is that they have limited land so that they can not use their land as collateral. There are conditions from the Bank for Agricultural and Agricultural Activities for farmers in order to have capital, one is that the farmers should have land title and a certain amount of land, the other is that the farmers form farmer's group so that they can have group loan guarantee. But it seems that it is not easy to form farmer's group.

3. CONCLUSION and COMMENT

Status of land ownership is important in order to improve the quality of life of farmers. Because in order to join in the Integrated Rural Development farmers have to have land title, it means that poor farmers can not join in this project and they also do not have chance to get additional capital from the bank.

Besides implementing integrated rural development project it seems necessary to solve the general problems of farmers related to the land such as increasing the number of landlessness. Because the Integrated Rural Development seems has no effect to poor farmers.

¹ Integrated Rural Development In Thailand : A case Study of Chiang Rai Province. Prof. Phaisal Lekuthai, Discussion Paper No.67, GSID-Nagoya University, 1998.p.43

Integrated Rural Development in North Thailand A Case Study

Justin WHITNEY

Introduction

Commencing September 30th 1998, and continuing until October 18th 1998, the Nagoya University, Graduate School of Development undertook 4 separate development project investigations in Chiang Rai Province, Northern Thailand. This report aims at describing the general background of the Group 4 project "Integrated Rural Development" (IRD) and the basic philosophy behind such projects.

Goals and Concept(s) of IRD

Integrated Rural Development (IRD) aims at raising the economic and social conditions of the poorest members of society.¹ It has been defined in a number of ways and in fact no standardized definition has been agreed upon. According to the Centre on Integrated Rural Development for Asia and the Pacific (CIRDAP)², IRD has a number of interpretations, including; a set of goals, a strategy, and a consistent and coherent set of rural development programmes.

In a report published by JICA³ examples of varying concepts are introduced. In Udon Thani Province, a Thailand/Netherlands Integrated Development Project is "integrated" insofar as it is a project containing as many as 14 sub-projects being implemented independently in the same area. This interpretation is described as merely "various aspects of development". Similarly, there exist interpretations, which stress the coordination among development agencies. In such an interpretation, agencies (Government) would have a common plan of development and its implementation would be a coordinated effort. One interpretation of "Integrated Rural Development" (Integrated Small-Scale Rural Development) implemented by JICA in Northeastern Thailand describes "integration" as "Integration of technical and socio-economic activities to achieve a complete cycle of rural development."⁴

This interpretation of IRD was commenced in Northeastern Thailand in the early 1980's. It was based on the system of development, which occurred over centuries in the Toban area of Japan. As the region in Thailand faced water shortages, and salinity problems, the development of water resources, water management and farmer organizations formed the backbone of the project. Complementary activities included the improvement of soil productivity, the development of high yielding crops and the introduction of new crops.⁵ Figure 1. Shows a simple flowchart of this IRD concept.

¹ CIRDAP, *State of the Art Integrated Rural Development in Asia-Pacific*, Bangladesh: Conception Ltd. 1988, p. 6.

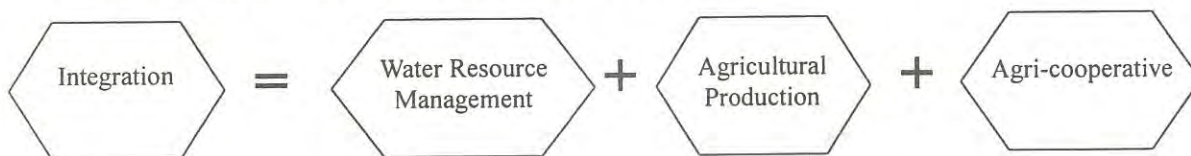
² *ibid.*, p. 6.

³ JICA, *Integrated Small-Scale Rural Development by a Ponds-System in Northeast Thailand in Comparison with Toban Area in Japan (Final Report)*, Chulalongkorn University, Bangkok. March 1987, p. 307.

⁴ *ibid.*, p. 307.

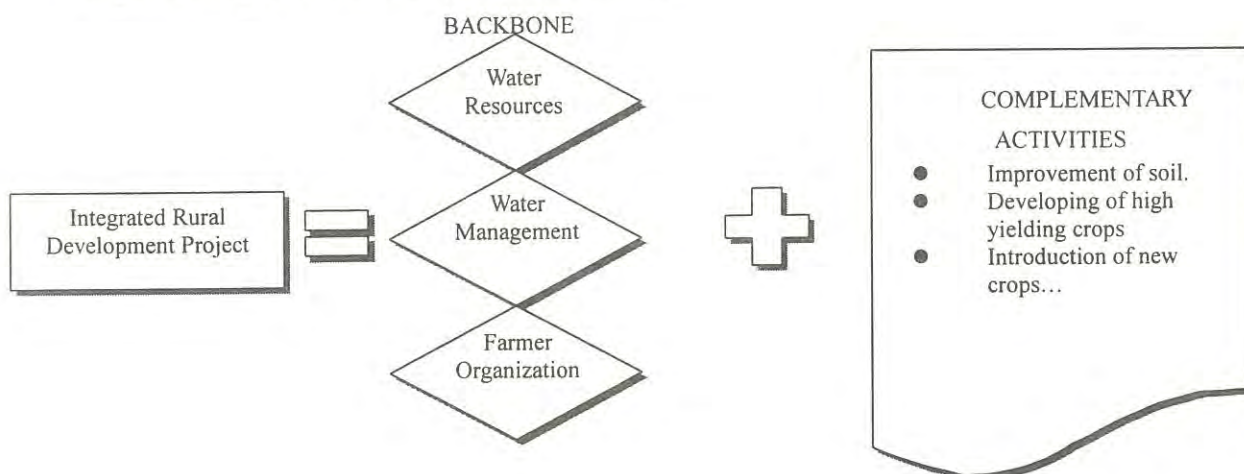
⁵ *ibid.*, p.303.

Figure 1. The concept of small scale integrated rural development⁶



In terms of the above mentioned project, this may be more clearly described using the following diagram, Figure 2:

Figure 2. Diagram of IRD in Northeastern Thailand



There is a difficulty in the definition of IRD and as can be seen, a range of development programs utilizing the word "Integrated" exist. Rather than attempting to specify a rigid definition of IRD, it would perhaps be more constructive to accept IRD as a form of development based upon the recognition that a consistent and harmonious set of policies or plans have a much better chance of delivering better results. To go any further may be actually detrimental as rigidity may cause the omission of details and nuances of specific countries and specific needs.⁷

Thailand's Development Policies from an Integrated Perspective

Thailand's development projects are by and large coordinated centrally through the drafting of 5 year development plans, which were first introduced in the 1960s. These plans are known as the "National Economic and Social Development Plan. Thailand's development policy was initially one in which economic development received priority.

With economic growth as Thailand goal, an attempt was made at transforming the economy from a primarily agricultural base, to an export oriented industrial based economy. Skipping the development of agri-industries, agriculturally based infrastructure, and the required social development, the foundations of Thailand's

⁶ *ibid.*, p.4.

⁷ CIRDP, 1988, *op. cit.*, p. 6.

economy remained small and dependant upon the assembly imported parts. The export orientation of Thailand's economy also left it vulnerable to the fluctuations of the world market.

The priority of economic growth did in-fact achieve desirable results, however, one unforeseen affect of this plan was the widening of the socio-economic gap between the rich and the poor. Rural areas were neglected in preference to the development of main centres. In order for Thailand to proceed further in economic development, the development of human resources, i.e. education and vocational training, as well as further efforts in provincial development have been realized as being essential.

Rural development, has thus been a high priority in Thailand since the Second Plan (1967-1977) and the concept of "Integrated Rural Development" actually being incorporated in the Fourth Plan. (1977-1981)⁸ From the sixth plan, this integration included the development of peoples organizations and the creation of more integrative committees at national, provincial, district and sub-district levels⁹. However, according to a report by CIRDAP, 1988, there were no specific programmes in Thailand, which could be labeled Integrated Rural Development. However, the sum total of all the policies and actions taken at the rural level has the characteristics of integrated action for rural development.¹⁰ This once again demonstrates the varying opinions upon the definition of IRD.

Nevertheless, Thailand's development plans have since focussed upon "quality-of-growth" as opposed to quantity, and the alleviation of poverty and environmental protection.¹¹ Although Thailand's economy has, to say the least, been troubled recently, the 8th Plan aims to follow in its predecessors footsteps, albeit in a modified (i.e. budget cuts) way.

Problems Faced in Implementing IRD in Thailand

Thailand has been faced by a number of problems in the implementation of IRD. In Thai villages, there has been domination by traditional elite's and as a result, it has been difficult to reorient the people towards community participation, an integral part of IRD.¹²

As well as hindrances rooted in tradition, impacts of development projects have also been evident. Much of the rural development has been in production increase. This excess produce is geared for export. According to JICA, 1987, this "incentive" to produce more has lead to competition between villagers and consequently individualism. This individualism has affected negatively the tendency for community cooperation.¹³

Another problem has been a result of an imbalance within the village community, which was caused by development projects. As development resources such as funds, machinery and people are restricted, development projects cannot help everyone and even if they could, it would be impossible to help everyone at the same time. As a result, communities are divided into the "haves" and "have-nots": Those families or groups who benefit from the development projects and those who have yet received assistance. The former readily formed co-op groups whereas the latter tended to believe forming or joining such co-ops was not in their best interest thus leading to alienation. There is evidence however that such problems have been reconciled over time by the villagers themselves.¹⁴

Land ownership in Thailand has caused problems in the implementation of IRD. Farmers do not necessarily own all of the land surrounding their village. Some farmers are also landless or tenant farmers and some own

⁸ Lekuthai, P., *Integrated Rural Development in Thailand: A case study of Chiang Rai Province*. Nagoya: Nagoya University, September 1998, p. 2.

⁹ CIRDAP, 1988, op. cit., p.16.

¹⁰ *ibid.*, p. 9.

¹¹ Lekuthai, P., op. cit., p. 2.

¹² CIRDAP, 1988, op. cit., p. 16.

¹³ JICA., op. cit., p. 305.

¹⁴ *ibid.*, pp. 135-36.

land a long distance from the village itself. As a result the landless receive minimal benefit and the condition of those who own land outside of the project area remain unchanged.¹⁵

Apart from the social problems, which both cause and are caused by development efforts, there are the obvious financial problems. Efforts are underway to increase funding from private and public sources as well as to improve the organization of financial resource usage.

Effectiveness of IRD

Due to the diverse nature of IRD projects, they are difficult to accurately assess, however evidence shows that IRD has been relatively successful, especially in the improvement in drinking water and the provision of health centres. It can also be seen that those countries with a longer history of IRD show a greater level of success.¹⁶

Group 4 Project

An integral part of the rural development programme in the village which group 4 chose to survey can be described as "Full-Cycle Agricultural Development" or "Integrated Agricultural Development". It is a method, which aims at increasing the productivity of farmlands and consequently the income of the farmer. According to the *Thai Development Newsletter*, 1996, such programmes have other benefits such as being more environmentally sustainable and are in fact based on "*indigenous wisdom*" as opposed to the "introduced" environmentally destructive mono-crop agricultural practices. Regardless of the various philosophies, which exist behind such programmes, the result of has been the diversification of agricultural produce. This in-turn reduces the risk inherent in mono cropping as well as the pressure on the environment and water resources. Figure 3. illustrates the one of these produce diversification projects:

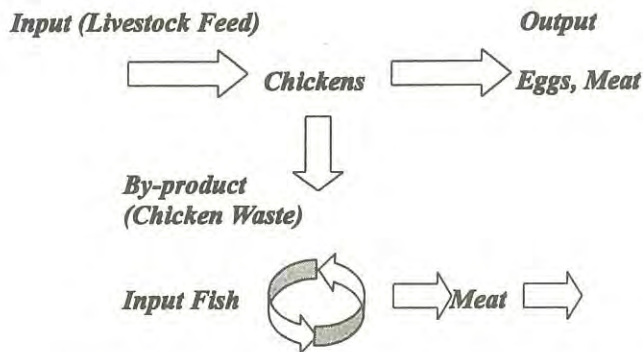
Figure 3. Chicken & Fish raising



This method involves the digging of a pond, on average 1rai over which chicken cages are constructed. The chickens produce eggs and once they have reached the end of their laying cycle are sold as meat. The by-product waste from the chickens is used to feed fish, which are restocked once a year. These fish are harvested and sold three to four times a year. This cycle can perhaps be more clearly understood by figure 4.

¹⁵ *ibid.*, p. 135.

¹⁶ CIRDAP, 1988, *op. cit.*, pp. 16-18.

Figure 4. Full-Cycle (Integrated) Agricultural Development

Such programmes are supervised by the Agricultural Extension Office (AEO), as described in the group 4, group report. The AEO also supervises other agricultural produce diversification projects such as the introduction of fruit trees.

Some problems in the implementation of such projects were made evident from the surveys made. One major hindrance in the implementation of IRDP and the like, is the prerequisite by the AEO, for all members to be landowners of more than 10 *rai*. Thus, those farmers who are small landholders or tenants cannot be reached by such development programmes.

Another potential problem is the over diversification of agricultural produce. The AEO provides information to the farmers as to what varieties of fruit and grain crops will grow and the market prices of these. There was little coordination between farmers in the selection process of such crops. If coordination of varieties is carried out between farms, the farmers will be able to produce smaller crops of a wider range of varieties. Crops of the same variety can then be pooled by the farmers and, transported more efficiently and sold in bulk.

Conclusion

Diversification appears to have served its purpose of raising the annual income of the farmers who have adopted the IRD projects. One of the farmers who was interviewed stated that his income had increased approximately five times in the last fifteen years, although his workload has increased considerably. When asked which situation he preferred the pre-IRDP or post-IRDP, he replied that he was far happier with his current situation as he had money to spend throughout the year, rather than only at the end of the rice harvest.

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Special Report

**The Experience of
Integrated Rural Development (IRD)
in Asia**

Yoshihiko NISHIMURA, Professor

1.0 INTRODUCTION

The meaning of rural development is closely associated with the development of villages. Generally speaking, in the developing countries 70-80% of the population lives in rural areas, which are very much the opposite of central areas. One can call rural areas periphery areas. One salient feature of rural development is that the main source of income is derived from agricultural production. In terms of economic development, rural areas are always behind other areas. According to the *Human Development Report (HDR) 1997* by the UNDP, income imbalance between central and rural areas has created the poverty in rural areas, and Leonard (1989) mentions that 80% of the poverty-stricken areas are found in rural areas. Therefore, one can not discuss rural development in isolation from the problems of poverty. Hence, poverty alleviation has become a key concern for many rural development efforts and is enshrined in five-year national development plans of many developing countries.

From a broader perspective, world development paradigms after World War II advocated two main roles for rural areas. Firstly, for economic growth and economic expansion the rural areas should supply primary products to the industrial areas. Secondly, rural areas should supply labor to the urban industrial areas. Arthur Lewis' thesis on "unlimited supply of labor" and Raul Prebisch's center-periphery model underscore these two main roles rural areas should purportedly play. While there was a lot of euphoria about agricultural development in rural areas as a catalyst for societal transformation into industrial areas, the status quo has not yet changed. Although urban industrial areas may encounter a broad range of problems and rural areas may experience poverty, the effect of modernization on rural areas tends to cause development imbalance. In any case, the rural areas are always lagging behind the urban areas. Despite the rapid changes taking place in the urban areas, rural areas still remain traditional societies. How to strike a delicate balance between productive and sustainable development in both urban and rural areas makes the development procedures more bewildering. Against that background, the OFW-98 in Chiang Rai Province, northern Thailand focussed on issues affecting rural areas. Here the GSID students tried to learn about rural problems using reconnaissance surveys and the Project Cycle Management (PCM) method. By and large, this was a good experience for the students exposing them to the real problems affecting rural societies in Asia.

2.0 INTEGRATED RURAL DEVELOPMENT(IRD): HOW IT CAN BE FOSTERED-THE TWO DIRECTIONS

Rural development means the development of agriculture and village society. Income from agriculture production may enhance economic development, whilst improving general living conditions would contribute to social development. To combine the two together so as to achieve desirable results from any rural development undertakings, the administrative and institutional setting becomes indispensable. At this juncture, it is essential to introduce 'integrated rural development' ideas meaning improving farming practices for farmers at the micro level and improving the general living conditions in the society at the macro level. If integrated rural development (IRD) becomes part and parcel of any development processes taking place in a rural setting three important highly likely ends can be achieved. Firstly, farmers can earn sufficient income from farming, further promoting better living conditions. Secondly, rural people can have the same living conditions as urban people in terms of piped purified water, electricity, and other amenities. Thirdly, there is scope within the framework of the integrated rural development (IRD) approach to support global development principles. **Figure 1** shows a schematic representation of integrated rural development (IRD).

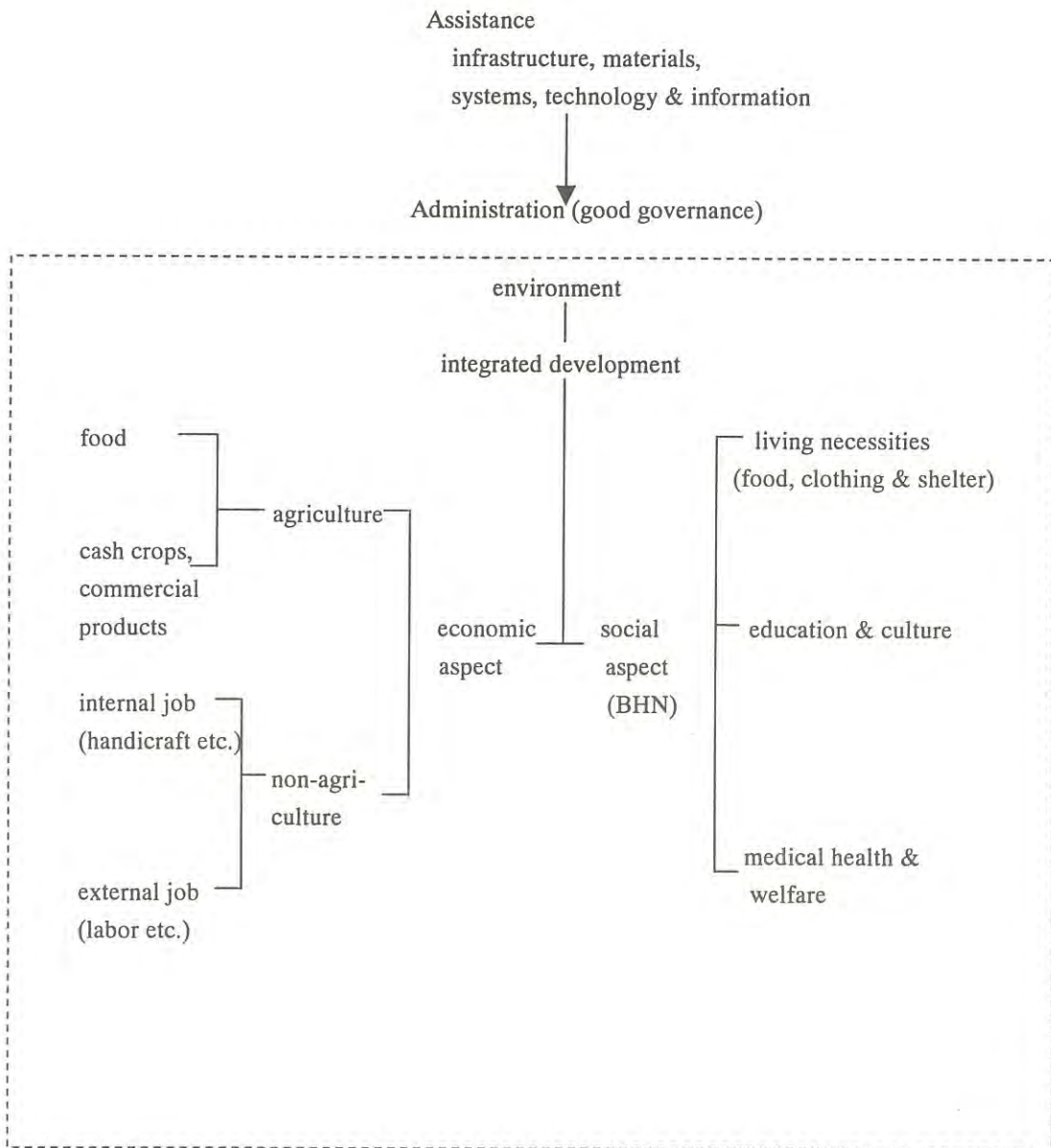


Fig.1 A schematic diagram of 'integrated rural development' (IRD).

According to **Figure 1** development from economic aspect underscores how to get incomes from principal economic activities, as well as how to develop income resources. Productive activities can be classified into agricultural and non-agricultural production. Agricultural production is then further divided into food production and commercial production. The latter encompasses cash crops, livestock and fisheries. On the other hand, non-agriculture activities can be divided into internal and external components. Internal activities would cover handicraft or agribusiness in the farmer's or villager's own house, whilst external activities covers employment in factories or in public works such as construction of road pavement, or houses and the like. Therefore, economic development considers how to develop conditions conducive to

economic activities, and how to integrate the production system. In a nutshell, it means combining the multi-sectors of agricultural production to develop an effective and efficient production system.

From the social aspect, the development of the *Basic Human Needs (BHN)* for the farmer's life becomes increasingly important. In principle, the minimum requirements of *Basic Human Needs (BHN)* such as food, clothing and shelter should be met at all costs. But this alone is not sufficient for the development of rural life; thus, it is also necessary to develop the educational and cultural aspects in rural areas. Moreover, provision of health and medical care plus welfare programs for rural people can to a large extent, foster rural development. Of particular importance is that the maintenance of reasonable welfare levels. This is because welfare is sometimes behind development. What is disturbingly true is that modern activities tend to leave out welfare activities. For instance, a project for enhancing farming techniques introducing 'hardware technology' may leave out the much-needed training component, which may render the process partially fulfilled. In the past, the traditional activities promoted welfare through collective action. Facilitated by kinship ties caring for one and another ensured that welfare was of primary concern to village society at large. The bottom line is that 'hardware' development must go hand in hand with 'software' development via training programs, so as to mutually complement each other. Hence, one of the setbacks of sustainable rural development is that competent management and an effective organizational structure are missing. In the final analysis therefore, rural development should combine both economic and social aspects, and equally important, good administration or governance is required so as to produce positive results for people in the rural areas.

3.0 DEVELOPMENT STEPS IN RURAL DEVELOPMENT: THE CASE OF ASIA.

This OFW-98 surveyed the target area, northern Thailand. At the time, examining and understanding the specific characteristics of northern Thailand was crucial in explaining the development problems this region was facing. Here five characteristics can be taken up briefly to place the problems in their proper context in principle. Firstly, northern Thailand is geographically situated in a hilly area bordering on Myanmar, Laos and southern China. In other words, the hilly area serves as a national border. Secondly, pockets of the hill tribe people, who are members of minority groups, still do not possess Thai citizenship despite the fact they form an integral part of the Kingdom of Thailand. Thirdly, border trade pays handsome dividends to all traders within the vicinity of this area, thanks to the Mekong River. Fourthly, some parts of the hilly area once cultivated the notorious drug opium for sale to drug traffickers, who use the border as an access point for other markets elsewhere. Fifthly, northern Thailand is a very remote area far away from Bangkok City. These factors, result of historical development, are largely responsible for many of the social problems currently plaguing this area.

Therefore, in this context it is important to understand the stages of development in order to know how to develop this area. At any rate, one has to be acquainted with the history of agriculture, as it is one of the important factors for rural development. Here changes in village society and farming practices can be made possible via rural development programs. Thus, it has to borne in mind that those traditional rural organizations and recent rural organizations can help explain the prevailing trends in agricultural production. As is commonly argued, traditional societies in rural areas are based on the traditional agricultural production systems. Hence, what was seen in northern Thailand is also widely practiced in other areas in the Southeast Asian region.

3.1 CHARACTERISTICS OF AGRICULTURE IN SOUTH EAST ASIA.

Under very humid conditions, Asian agriculture has developed from paddy rice production in the lowlands and shifting-burning agriculture in hilly areas. In particular, paddy rice is the most important staple crop for agriculture and rural development with high yield from paddy rice production serving as the main source of income for rural development. Agriculture is characterized as intensive paddy rice production. Therefore, it can be argued that the economies of village society are based purely on paddy rice production. On the whole, the customs of traditional rural Asian areas are maintained and sustained by that system of production. The development of good techniques enables paddy rice to be more intensively cultivated. Often high yield paddy production tends to stabilize high production throughout the year.

3.1.1 CLIMATIC CHARACTERISTICS

The Southeast Asian areas belong to the tropical humid areas. Therefore, average annual temperature is not below 18 degrees centigrade and precipitation (rainfall) is more than 1,000 mm. There are two distinctive seasons, wet and dry seasons influenced by monsoons. Some areas under the equator experience two wet and two dry seasons, but usually they occur once a year in tropical Asian areas. Hence, farming and cropping patterns are heavily influenced by those climate conditions. Intensive and integrated farming have developed in those areas (Asian rural areas). One fact worth mentioning is that agriculture in Southeast Asia originated from crop production in hilly areas. Farming systems called shifting agriculture developed in the hilly areas, whereby upland rice or potatoes are cultivated after the burning of bushes and preparation of field. To reiterate, the fundamental cultivation system in the hilly areas is shifting agriculture. After several years of cultivation, one has to move to other areas. What is evident is that the fallow period is quite long before soil fertility can be restored.

3.2 CHARACTERISTICS OF FARMING

Crops are mainly grown in the rainy season. Weeding is an important aspect of farming work because the vigorous weeds due to high soil moisture content often compete with cash or food crops. Consequently, the achievement of good yields depends on weeding. Because weeding is a painstaking exercise, farmers try to minimize the weeding and choose high yield or less labor input. It can be said labor *intensive agriculture* is responsible achieving high yield.

3.2.1 DEVELOPMENT OF INTEGRATED AGRICULTURE

The introduction of water buffaloes, pigs, poultry and fishponds alongside commercial paddy rice production greatly enhances income-earning opportunities for farmers. Draft buffaloes, an important livestock, are used in the paddy fields for ploughing. Moreover, wild pigs, which are rich protein resources as well as poultry, are domesticated on the fishpond site. Wastes from chickens are dumped into the pond for the fish to feed on. In other words, one's output is the other's input thus mutually sustaining and maintaining an ecosystem. This integrated form of agriculture is now commonly practiced in most parts of Asia. Furthermore, soil fertilizer in the form of manure is easily retrieved from the bullocks and chickens to be processed and subsequently applied to enrich the soil for paddy production. The financial rewards are reaped from paddy rice production, fisheries, livestock and poultry.

3.3 DEVELOPMENT OF ECONOMIC ACTIVITIES AND SOCIETY CHANGE IN RURAL AREAS IN ASIA.

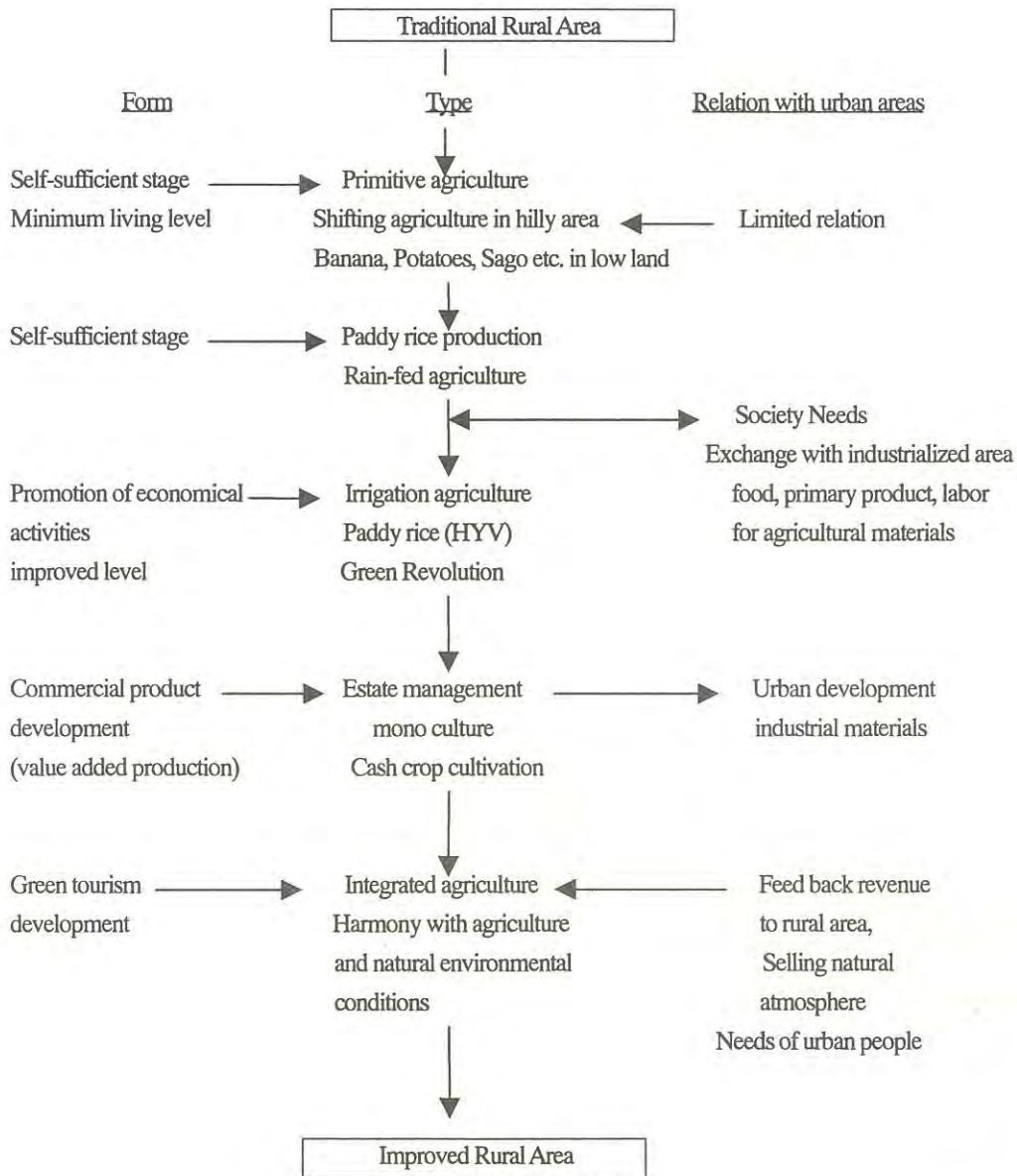
It is necessary to discuss rural development in light of the historical changes affecting farming patterns in Asian countries. First, there was the movement from shifting agriculture in hilly areas to paddy farming in lowland areas. Secondly, there was a noted shift from rain-fed agriculture to irrigated agriculture. What is now apparent is that most rural areas changed according to these farming changes. Traditionally, societies in Asia were built around the management of the system of shifting cultivation in the upland area. This pattern later changed to lowland rice cultivation. The development of low land rice cultivation further promoted changes in society with respect to the adoption of new farming practices. Farmers in paddy lowland societies began to form groups to grow rice. Paddy cultivation introduces the group activities of rice planting and transplanting, water management and harvesting. Furthermore, irrigation systems were developed and managed by the masses in the rural areas. With the innovative changes in agriculture using High Yield Variety (HYV) in the irrigated field, in what is commonly referred to as the '*Green Revolution*' High Yielding Varieties (HYVs) of rice are introduced and large amounts of fertilizer and other chemicals are applied to produce high output in paddy production. However, this *green revolution* is not adopted in all areas due to lack of skilled management personnel and lack of infrastructure e.g. irrigation facility. Inevitably, societies also change to adapt to the '*Green Revolution*'. **Figure 2** shows a model of the development process in the Asian context, from traditional rural area to improved rural area.

3.4 RELATION BETWEEN RURAL AND URBAN AREAS IN SOUTHEAST ASIA/ASIA.

Previously the relation between rural and urban areas was focused mainly on economic aspects. Village areas were suppliers of agricultural products and labor and supported urban development by supplying rural resources in terms of food crops, primary cash crops and labor. In this relationship, the rural area is always losing resources, despite obtaining some money, industrial products or medicines from the urban areas. Situated in this context, rural development is necessary for self-reliant or independent actions, rather than relying heavily on urban areas. It has generally been found that non self-reliant places are plagued by poverty. The solution of the problem of poverty hinges upon effective and efficient rural development. Therefore, rural development is necessary for self-reliant or independent action so rural areas need not rely heavily upon urban area.

However, the influence of the economic imbalances with respect to income distribution is still quite rampant. In a bid to even the income gaps, some rural areas not only send labor to urban areas, but also transfer ladies and children. Many of these innocent ladies and children are then forced into a life of prostitution, and are, at worst, contaminated by the terrible disease AIDS. Without knowing the harmful effects of AIDS, some are claimed at a tender age, while the others return home unchecked and may infect others in the villages. To avoid the spread of AIDS as well as to motivate and empower people to participate in meaningful activities, it is necessary to improve income resource activities in rural areas. There is a need to pay closer attention to improving and intensifying agriculture within the scope of harmonized economic development, which is underpinned by preservation of the natural environment. From this perspective, one of the phases of rural development is "*Green Tourism*", which is becoming a new action for rural areas. Urban people may come to rural areas to see and appreciate the scenic beauty, such as waterfalls, fishponds or even exotic gardens. For the urban masses, this is a perfect 'getaway' from the work-related stress experienced in

the cities. Under these circumstances, urban resources in the form of money are readily made available in the rural area, as tourists would buy artifacts from the rural areas.



**Fig.2 Model of the development process from traditional rural area to improved rural area:
How it was and is in Asia.**

Not only is *green tourism* a source of income, it is also a vehicle for providing new activities for rural societies. This notion of *green tourism* is fully supported by global organizations. A case in point is that of the *Earth Summit* held in Rio de Janeiro, Brazil in 1992, which asserted the need for global awareness on environmental issues. Action plans put forward under the banner of *Agenda 21* underscored the notion of 'sustainable development'. At a micro scale, *green tourism* forges a new link between the rural and urban areas, in which rural areas should benefit more. At this juncture, three key points need to be stressed with reference to *green tourism*. Firstly, an income resource (market) is shifted to the rural areas. Secondly, new sources of information or principles are conveyed to the rural masses. Thirdly, rural residents are empowered to preserve the environment, as this is the main attraction as well as source of income. In essence, *green tourism* is one way to harmonize economic activities with the natural environment.

4.0 FUTURE PROSPECTS FOR INTEGRATED RURAL DEVELOPMENT (IRD) IN ASIA.

Green tourism is one important action for poverty reduction in rural areas. However, from a pragmatic point of view, *green revolution* ideas appear more attractive at the initial phase of rural development. Most of the Asian countries were introduced to the *green revolution* ideas in the 1970s. The *Green revolution*, meaning using high yield varieties and adding more input in farming to achieve high output, replaced the traditional agriculture system in the Asian countries. While the *green revolution* was introduced with huge success with regard to achieving high yields, only the rich farmers benefited while poor farmers were rather unfortunate. It means that poor farmers have not yet benefited from the *green revolution*. Economic differences have increased among the villagers as is manifested in the widening income gap between the rich farmer and the poor farmer. Because of this, a *post-green revolution* is necessary and should target the small and poor farmers to develop themselves to the status of self-reliance. Therefore, the *post-green revolution* would be an approach with revolutionary changes required to minimize income disparities in the rural areas. How to assist small farmers then becomes a key concern for rural development practitioners to consider carefully. There is a need to explore the possibility of introducing intensive agriculture, so as to help this underprivileged group of small, poor farmers.

4.1 SOME POSSIBILITIES TO BE EXPLORED

Strategies to foster rural development should then focus on expanding and giving more chances to poor farmers during the off-season in farming. It is worth contemplating creating off-season job opportunities for farmers as well as promoting year-round jobs. Perhaps the best approach for addressing these concerns lies with the concept of '*integrated agriculture*'. Here farmers can combine the cultivation of paddy rice, poultry raising, and fish-stocks raised in fishponds on the same parcel of land. With the technical and financial support of the authorities concerned, integrated agriculture can be advanced. Overall coordination in sustaining and maintaining the scheme or project in the long run is of utmost importance.

4.2 THE CHALLENGES AND ASPIRATIONS OF INTEGRATED RURAL DEVELOPMENT (IRD) IN ASIA

Integrated rural development is an approach for development, which requires interdisciplinary, or multisectoral, actions within the overall goal of enhancing better living conditions for rural people. Thus, the final target is empowering rural people (farmers) to be self-reliant as well as to enjoy life under reasonable and sustainable living conditions. Moreover, self-reliance via this multisectoral approach can reduce poverty.

The new economic activities pursued within the scope of an 'integrated rural development project' can also be viewed in the context of the neo-classical paradigms, which advocates the need for free markets as a global economic norm. The aim of development might depend upon the scope and purpose of development. If a rural area has not yet reached the status of self-reliance, then it is rather difficult to consider other innovations the modernization process has to offer. Therefore, the immediate task of rural development is to achieve self-reliance status in those rural areas. Nowadays, the providing of a "*safety net*" by governments to safeguard welfare and basic needs, supplying such things as food, subsidies and price supports, is willingly being supported by the World Bank and UNDP and is quite a big help to the development of rural areas, especially the poverty-stricken rural areas.

5.0 CONCLUSIONS

Recently, the participatory approach for rural development has assumed an important role in promoting better living conditions for the rural masses. It can be argued that empowerment of people serves as an important step in actualizing effective, efficient and sustainable living conditions. How to emancipate the rural people from the shackles of poverty can be determined with the help of the "*safety net*" concept. In other words, "*safety net*" may cut the vicious circle of poverty in the rural areas in Asia. At the outset, it is necessary to equate empowerment of the people with "*safety net*" schemes because sometimes having too many "*safety nets*" puts people at risk of the risk of losing their focus on empowerment. Finally, Rural people should at least make their own decisions and plan accordingly on how to implement and sustain a project of their own accord. If the rural people genuinely demonstrate this then, the government will assist this action. At any rate, this is the ideal scenario for the idea of rural development in Asia and perhaps for the other regions as well.

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