

## **VI. Summary of lessons learnt on the policy development**

### **1. The Integrated Community Development Plan Project for Solving the Problem of Poverty**

**By National Economic and Social Development Board (NESDB)**

#### **1. Project Details**

The integrated Community Development Plan Project for solving the problem of poverty is a project for employing of advisors and supporting staff to take the responsibility of coordinating cooperation between the development sector in the integration of the community plan for the strengthening of communities and fighting poverty. The target set is to make community plans for all ‘tambons’ throughout the country and is part of the implementation of strategies for solving problems to do with poverty. The employment of advisors and supporters is based on the need for personnel experienced in coordinating partnerships of development at the applying and policy level. The individuals must have understanding of methods of work and coordination between the development partnerships that differ in working strategies according to the type of organization. They must also be able to set and expand on subjects for sub-committee meetings and other teams involved.

#### **2. The objectives leading to the solving of problems**

- 2.1** For the cooperation between the development partnerships in the making of community plans that emphasizes on solving problems of poverty in all tambons throughout Thailand.
- 2.2** For creating a plan for an operation of solving the problems of poverty that has a set target area and shows clear involvement of partnerships.
- 2.3** For studying and setting up an organisation of knowledge on the operations of integrating community plans in the areas for continuous spreading of use in development for other areas.

#### **3. The changes that show the project’s success**

##### **3.1 Existing management of the operations of implementation**

###### **3.1.1 At the national level**

The National Economic and Social Development Board is the core of coordination between all groups of the development partnerships involved at the policy level. The NESDB must also set methods of implementation of the project with cooperation with the development partnerships and follow up and support implementation at the area level.

### **3.1.2 At the area level**

Agencies coordinating at the provincial level/ provincial working team/ sub-district operation facilitators/ and the ‘tambon’ operation teams in each province were assigned different roles/ missions in relation to the capability of each province while keeping operations of projects in the framework and core set by the headquarters. Each area is able to alter this framework to suit their needs where every province has relied on the potential of their provincial governors to support operation of projects in all areas.

## **4. The changes that show the success of the project**

### **4.1 At the national level**

**4.1.1 The establishment of a network of organizations for government development sectors involving 6 agencies** with the NESDB acting as the core coordinator by how the leaders from the agencies in different partnerships have been in close cooperation over a 1 year period. This could be seen as an operation of exchanging of knowledge in the midst of implementing work in both the hierarchy and interdependent form while also forming close relationships. The vision of the working Network Organization Partnerships of the Public Sector supports the operation of community planning which is widely known by the people. The 6 agencies in the Network Organization for Government Development Partnerships include:

- 1) National Economic and Social Development Board
- 2) Department of Agricultural Extension, Ministry of Agriculture and Cooperatives
- 3) The Community Development Department, Ministry of Interior
- 4) Department of Health Service Support, Ministry of Public Health
- 5) Office of the Non-formal Education Administration, Ministry of Education
- 6) Civil Affairs Department, Supreme Command Headquarters

**4.1.2 The principles of the project have been taken for use in work planning and new projects of the agencies.** Working through integration with a host partnership aiming to solve problems as one organization. The principle used is to use the area as the base and the community as the core/ center for driving development as needed by the community. This principle is given importance by every agency and is a development strategy under the 9<sup>th</sup> National Development Plan. This gives opportunities for all agencies to use experience gained from the Integrated Community Development Plan Project for the setting of new projects within their own agencies.

**4.1.3 Learning of principles and ways of implementing projects while performing which leads to an alteration of roles of the government sector.** The role will be altered to a supportive role instead of the leadership role that

the sector is accustomed to; this will aid the operation of exchanging of knowledge with villagers being responsible for solving their own problems.

#### **4.1.4 Integration of plans for the project from the policy level**

As the idea of building strong communities to solve problems in society is accepted in the development community, agencies from both public and civil sectors must convert this idea to methods for implementing in areas. However, the implementation is based on the project plans and interests of the given agency making work very independent and caused confusion in the community. This is why the Integrated Community Development Plan Project is used to improve cooperation for the integration of project plans at both the policy level and the performing level in areas where implementation is possible.

#### **4.1.5 A change in the regulations/ laws to aid in the cooperation of the public sector development plans** at both the local level and regional level.

The operation of setting community plans emphasizes on building on the operation of learning for applying of knowledge for self reliance. The community development plans created by the operation of learning is a benefit but it could also be used in coordination with the Local Administration Organization and the Public Sector Development Plan. The regulations/ laws that relate to the national development plan and have been altered by the NESDB and other participating agencies include:

- 1) Order in management of development to spread development into regions and areas.
- 2) The order of the interior ministry in creating and coordinating the Local Administration Organization Development Plan.

#### **4.1.6 The streaming of working for development using the community planning operation as a tool for learning and encouraging participation** leading to solving problems in the society for the long term. Both public agencies and supporting agencies have asked for funding for implementing in areas for 2546/2547 to support the community planning operation. There are 17 agencies participating and asking for a total fund of over 500 million baht.

### **4.2 At the provincial level**

#### **4.2.1 Creation of mechanisms for implementation at the provincial and sub-district level** called the Working Faculty for Coordination at the Provincial Level and facilitators of operations at the district level. They operate as a team composed of representatives from government and public development parties. A host party is responsible for playing the role of the core coordinator but no special authority is given. All participants work together like volunteers concentrating more on interdependency rather than hierarchy. The implementation of mechanisms in the operation at the provincial level can be split into 3 types:

**Type 1** provinces that can implement the project well

**Type 2** provinces that can implement the project at a satisfactory level  
**Type 3** provinces that implement the project slowly and face many challenges

**4.2.2 Learning naturally, knowing limitations, finding advantages and disadvantages when working in cooperation with other parties of all sectors** will create an understanding which will lead to motivation for the building of strong communities to solve social problems in the long term.

**4.2.3 Forming working methods where workforce is concentrated in working with a host partnership.** The way of implementing the project sets a model for all sectors to have an agency responsible for coordination, not implementing under a single working unit. This will aid in learning and searching for new strategies in cooperative working and management of coordination while performing at the same time which is an idea and way of working under the new ideology of development as part of the 9<sup>th</sup> National Economic and Social Development Plan.

**4.2.4 Integration of the working plan/ personnel/ funds** in the project for the building of strong communities is concentrated at similar levels in all communities. The plans, personnel and funds are reinforced according to the state of that community to prevent repetition which saves funds and prevents confusion. In the past, the confusion caused by agencies working independently to achieve their own objectives caused repetition and confusion in work while wasting funds unreasonably. This also confused villagers and local organizations. The methods of working in the Integrated Community Development Plan Project is now accepted and seriously implemented in all areas.

**4.2.5 Linking of and coordination between the community plan and the integrated provincial development plan** to ask for funds to support the setting up of community forums for the operation of learning following the operation and steps of making the community plan. The funds will also be needed for supporting activities of development under the community plan. In many provinces the provincial governors give concrete support for the fund such as in Prachinburi, Utharadit and Pathalung.

#### **4.3 At the village/ Tambon level**

**4.3.1 Establishment of mechanisms for implementation at the tambon level called the tambon operating team** obtained from the community core leaders in all villagers in tambons. The teams from each village consist of 5 people who act as an important core in the operation for community planning in tambons.

**4.3.2 Establishment of community forums for learning methods to set community plans according to the operation and steps in the areas of 3,049 tambons** following the target set by the NESDB and the development partnerships. However, due to how there are both government sector and civil sector setting the work plans/ projects for implementation in areas for the years 2546-2547 covering all tambons over the whole country, it could be stated that the community forums for learning for the setting of community plans following the operation/ steps has already spread to all areas in all tambons across the country. Nevertheless, the stated community forums for learning have differing intensities. Some will completely follow the operation while others will not, so results obtained after the operation ends are not sufficient for implementation. Therefore, the community forums for learning can be counted quantitatively with no regards to quality.

**4.3.3 Establishment of institutes for learning model community/ tambon plans.** The agencies of coordination at the area level of all provinces have put together all tambons where the operation of community planning has been completed and activities for the development of the community were carried out according to the work plan set. Community facilitators give information on the operation of community development and the work plan/ project/ activities under the community plan can be interlinked and coordinated to ask for supporting funds from the Local Administration Organization or external supporting organizations. The institute also acts as an education and study centre for interested groups or individuals, at the moment 300 tambons have been put together. Nevertheless, the education centres/ model tambons mentioned are not only formed by the Integrated Community Development Plan Project but are also formed through the support of many external agencies who have already gained experience for a certain period. The Integrated Community Development Plan Project have set operations for learning in the form of reinforcing communities and only have the responsibility and role of gathering centers for the education of the model community/ tambon development plan.

**4.3.4 Linking and coordination of the community development plan with the Local Administration Organization Development Plan** for appealing for funds to support the setting up of community forums to build an operation of learning following the operation and steps of the setting up of the community development plan and support activities under the community plan for development.

**4.3.5 New bases of knowledge from the operation of setting the community development plan.** The project/ steps of setting the community plan can be applied to suit the state and problems in the provincial area creating a variety of operations/ steps of setting community plans. However, the aims of building a strong community which can organize itself are still kept as the operation/ steps

of setting community plans are applied for projects such as the management of waterways, forests, etc.

## **5. Problems and Challenges**

### **5.1 At the National level**

**5.1.1 Not using projects or mechanisms derived directly from the ideas of the government** even though the project for integration of the community plan is a project at the national level with target areas covering the entire country showing clear support for solving problems of poverty by the government. However, since implementation is not directly driven by the government such as in the project for solving the problem of drugs, the '30 baht scheme universal health insurance' project, the 'National village and urban community fund'. In the end the government itself created mechanisms and ways of implementation so the public has become more interested in solving problems of poverty.

**5.1.2 Ways of implementing of projects in a more coordinated way instead of using authority to control.** However, working in a more democratic way with coordination between agencies must still rely on authority and strict control from the provincial governor (CEO) to really create an understanding and realization of the benefits of implementing the project together. This will allow effective implementation of the project which has not happened much in real life.

**5.1.3 Integration of the work plan/ project at the policy level still has limitations.** The inability to really integrate the work plan/ personnel/ funds as a whole still remains a matter of grouping the same types of projects together. Performance still remains independent even though the target set is the same. Due to these performances the Bureau of Funding still hesitates to provide funding for integration because each agency works only according to their own objectives instead for the benefits of the whole community.

### **5.2 At the Provincial level**

**5.2.1 The agency/ partnerships of the government sector have many missions.** The coordinating agencies of the area level have to carry out work of urgent policies from the government and the provincial governor (CEO) apart from carrying out normal tasks. This cuts in between implementation of the project following the operation/ steps so continuous implementation is disabled and stopped. This creates an obstacle for implementation by working as volunteers.

**5.2.2 Those responsible for the agencies/ partnerships of the public sector are constantly changing and moving** so there is a change of working individuals which causes inconsistency and disrupts flow of work.

### **5.3 At the village/ tambon level**

**5.3.1 The community plans that have already been implemented could not be used to reinforce the operation.** From estimations of the potential of the community plan before running the community forums for learning in the area, it has been found that existing community plans have disappeared with no explanation. Many areas are only targets of the supporting agencies that do not actually carry out work in the area. Implementation of the operation must therefore start over again.

**5.3.2 The Local Administration Organization thinks that the operation is a repetition of its everyday work.** Many people who have faced this project must not think that it is a project work plan like the project work plans of the government sector and other agencies. In reality the project for the community development plan concentrates on the operation of learning of the community as a major basis. The document plans are only end products but still many areas use strategies that invite representatives of the Local Administration Organization to participate in the operation from the beginning thus allowing good integration of plans for activities.

**5.3.3 The continual shortage of funds and support** especially for activities that rely on funds for implementation. The community plan will be a realistic and useful if there was continual progress in work. For this to happen, the core leaders of the community and supporting agencies must cooperate and progress in work. In many areas where implementation of the community planning operation has been completed, no movement and progress is seen.

## **6. This project relates to the solving of other problems of poverty**

The problems of poverty in Thailand are caused by many factors including factors that affect individuals/ households and factors that affects at the community level. These factors are related in how they are problems of poverty related to structure. One important factor that has an effect on the solving of poverty related problems is the participation of the community in the solving of the problem of poverty. In the past, the government sector played the main role in solving the problem of poverty while the poverty stricken people just waited for the outcome of development.

Driving of strategies for solving the problems of poverty towards implementation by supporting the use of the community plans for the strengthening of communities and winning over poverty. This project supports the strategies of solving problems of poverty by adding potential and providing opportunities for poverty stricken people to solve problems of poverty by using the community planning project for learning on how to think, apply and receive the outcomes of implementation. Also, the project alters the ideology used for solving of problems of poverty from the usual idea of the public sector being the implementer and giving side to being a supporter of the people/ community sector. This is done by increasing roles of the people/ community to have more of the main roles to realize the community's true potential to solve problems

and develop the community using the basis of “**using the area as a base, community as the center and the people as the owners**”. At the same time, the community plan composed of activities for development in various aspects in the community can be used in solving problems of poverty.

## **7. The lessons learnt by the government and other projects for the solving of problems of poverty**

**7.1 The management of cooperation under the nature of many different organizations and partnerships under no leadership.** Working by concentrating and cooperating all sectors implementing the work plan/ project in the area aims to solve problems as a single segment is a new advances in the management of development. It differs and is the opposite of the tradition of working independently as a single unit. The central coordinating agency must be tolerant in listening to the different ideas of the development partnership by setting meetings and discussions to achieve an idea accepted by all sides which will lead to implementation. This is an example of managing cooperation in parallel with the management of work.

### **7.2 Working further from the concrete success of the lower base level communities through national level policies**

The Integrated Community Development Plan Project is another project that has the basic idea, working structure and ways of implementation from experience gained through working in cooperation between Civil Sector, the Private Sector Development Organization and the Community Organizations Network over a period of time until forming a knowledge base which can be applied for solving various social problems and implemented in many different areas. The NESDB in cooperation with the Development partnership have applied it in further work through the government’s policy of solving problems of poverty with target areas of implementation covering the entire country. There are arguments and criticisms on working further from the concrete success of the lower level communities through national level policies about the quality and the quantity of work. Working while taking the readiness of the community into consideration and providing opportunities will prevent criticisms. The development partnership must find answers through cooperation and the setting implementation strategies based on quality while also considering management under the government policies covering the entire country.

### **7.3 Using the concrete success of the lower base level communities for altering the strategies of national policies**

There still are many regulations, laws, methods of funding and other management structures that make progress of work under the new ideology of managing development inconvenient. From the implantation of the Integrated Community Plan it has been found that working under close cooperation, continually exchanging ideas and achieving concrete success with real

performances by the Central Policy Agency can lead to alteration of national policies.

#### **7.4 Gaps found in principles and implementation due to the limitations of the government agencies.**

The principles and methods of working by concentration of the workforce and using a concrete basis have partnerships that keep the community as the core/ center of development has been accepted at the policy level and by the operating agencies in the various regions. However, many unsolved limitations were found once real implementing started such as how funding reached areas at different times even though results of the operation were required urgently to the head office due how work had to be conducted according to targets of the organization/ agency to achieve outcomes promised to higher level executives.

#### **7.5 Methods of integrating working plans, personnel and funding at the area level.** Concreteness of implementation that can be summarized as methods for the continuity of testing and research are as follows

##### **7.5.1 At the provincial level: integration of the work plan and funds**

The unit working at the provincial level is a method of conducting work with elasticity composed of all sectors that has a role of planning and managing funds. Planning and management must link and relate to reality. Some individuals and other work plans/ projects that were repeatedly sent are able to link work plans and funding to support the operation of strengthening communities under the working principles of reinforcing one another.

##### **7.5.2 At the district level: integrating personnel (facilitators of the operation)**

All supporting units all use facilitators of operations at the district level as mechanism to establish an operation of participation also using the community plan as a tool to establish an operation of learning. Sub-district level facilitators from the same team can be used to decrease complications and confusion at the village/ tambon level.

##### **7.5.3 At the tambon level: integration of operations**

Target areas of each supporting agency all keep limits at the tambon level so the operation of setting community plans to achieve community plans collectively based on all factors of social problems should be supported. The outcome produced could be useful for all parties.

The supporting agencies should seriously support in building on and reinforcing on the method of working by integration at both the policy level and performing level to increase potential. This would also help solve social problems, save funds, decrease complications and provide benefits for all parties.

### **7.6 Linking and coordinating the community plan, the local development plan and the provincial development plan through integration.**

Even though the NESDB has implemented adjustment of the regulations of managing development for the spreading of development to regions. The Local Administration Organizations have also conducted the adjustment of regulations in the interior ministry by the making and coordinating of the Local Administration Organization Development Plan 2546 to be able to aid coordination and linking of the plans together. However, implementation of coordinating and linking plans has not been authorized in some cases and implementation has only started privately due to good personal relationships of various parties. There are some arguments where conclusions cannot be found about whether the linking of the community plan and the public sector plan should be correctly authorized following the regulations of public sector conduct.

## **8. Suggestions based on policies and the application of knowledge**

**8.1.1 The National Centre for Overcoming Poverty** should set supporting policies for the setting of community plans for the solving of problems of poverty in the long term. Important topics include:

- **The provincial governor (CEO) must conduct the integration of work plans/ project at the provincial level.** The provincial governor must support and follow so that the public sector agencies involved with the operation of setting community plans change attitudes and working roles. The work should be conducted based on the principle of using area as the base and the community as the center/ core of development. All sectors should be concentrated working on integration with a host partner more than basing work on individual agency objectives.
- **The Local Administration Supporting Bureau must coordinate Local Administration Organizations to support the operation for setting of community plans** to work in a participatory style and link the needs of the community under the community plan and the yearly funding plan of the Local Administration Organization.
- **The public sector agencies** involved with development in the areas and have the project plans implemented in the area must firstly give importance to the needs of the community under the community plan to continue linking the community plan with the regional plan.

### **8.1.2 Support the roles of partnerships of cooperation according to potential in every sector**

The way of concentrating the workforce in implementation for integration is a method of developing the country that is under interest from all parties for the searching of methods for the application of ideas to implementation under the policy of reforming the government system. While working on the plan for the support of setting community plans, the opportunity of having development partnership agencies that have already been working on the matter should be used to support and give opportunities for all parties to continue working on their specialties. The faculty working on the plan will support the setting of community plans and act as the core coordinating continual exchange of knowledge and learning.

## **8.2 At the provincial level**

- Provide opportunities for the partnership of development of all sectors at the area level to participate as hosts of meetings for provincial operation tactics. The purpose is to set methods/ mechanisms of implementation according to the local potential under the necessary framework/ conditions following the government's policy of solving social problems.
- Mainly using the model tambon strategies and community facilitators for the quantitative spreading of the outcome. This will improve the progress and potential of the operation for learning leading to the

solving of social problems. The community will strengthen this way more than using only external operations and facilitators.

## **9. Work plans for implementation after the project ends**

**9.1 Pushing implementation of the project related to the establishment of learning,** discussing, cooperatively working and increasing roles of the civil sector and Local Administration Organization to strengthen the community to continue winning against poverty.

**9.2 Pushing the process of linking and coordinating development,** starting the operation from the setting of community plans to link with the Local Administration Organization and provincial development strategies.

**9.3 Coordinating work with the public sector, civil sector, and citizen sector networks.** Supporting the operation for building strong communities so that communities can become the country's stable base for development.

## **2. Poverty Reduction Monitor and Evaluation Project**

**By Office of the National Economic and Social Development Board  
(NESDB)**

### **1. Rational**

All the Thai Governments, especially the present one, have always stated the importance of poverty reduction as their core policy. In addition, the National Ninth Economic and Social Development Plan (the 9<sup>th</sup> Plan) proposes objectives and national development goals to focus on poverty reduction, potential and opportunity enhancement, and equity social service access. Accordingly, the Office of the National Economic and Social Development Board (NESDB) formulated the Poverty Reduction Strategy (PRS) in 2002. The PRS consists of five sub strategies: Pro-Poor Macro Economic Strategy, Potential and Opportunity Enhancement Strategy, Social Safety Net Strategy, Natural Resource Management Strategy, and Public Sector Reform Strategy.

According to the importance of the poverty reduction at the present and the goal of the Government and the 9<sup>th</sup> Plan, a monitoring and evaluation of the PRS including a development of indicators for the PRS are essential. This, fundamentally, includes an improvement of poverty database to be accomplished with the PRS. Additionally, the NESDB staffs need to be widen up the wisdom in evaluation, monitor and indicators development methods in both theories and practices. Database and related issues are, also, needed to be trained for the NESDB staff.

### **2. Objectives**

2.1 to develop an indicator framework for the PRS for each sub-strategy: Pro-Poor Macro Economic Strategy, Potential and Opportunity Enhancement Strategy, Social Safety Net Strategy, Natural Resource Management Strategy, and Public Sector Reform Strategy.

2.2 to monitor and evaluate the poverty reduction at the local level in particular the achievement and obstacles of the processes of poverty reduction in the local areas

2.3 to improve and develop the poverty database/knowledge base to serve the PRS and the monitor and evaluation of poverty situations in the local level

2.4 to enhance wisdom of the staff of CEDIO, NESDB in the evaluation, monitor, indicator development and database methods and usage.

### **3. Activities/Methods/Budget**

There are three main activities and six sub-projects as follows:

<b>Projects</b>	<b>Methods</b>
<b>Indicators development for PRS monitor and evaluation</b>	
Indicators Development for Monitor and Evaluation of the Poverty Reduction Strategy	Consultant: Institute of Research and Development, Sukhothai Thammathirat Open University

Monitor and Evaluation of the Translation of the Poverty Reduction Strategy into Action: Community Plan and the Poverty Reduction Strategy

Consultant: Institute of Language and Culture for Rural Development, Mahidol University

**Enhancement of wisdom of the NESDB and other related agencies' staff in dealing with the poverty reduction in Thailand**

Project for Monitoring and Evaluating Poverty at the Area Level  
Capacity Enhancing for the NESDB  
Staff: Poverty Database Skill

Office of the National Economic and Social Development Board  
Office of the National Economic and Social Development Board

**Poverty knowledge base improvement and development**

Poverty and Income Distribution Database Revising and Updating Project

Consultant: Institute of Language and Culture for Rural Development, Mahidol University

Poverty and Income Distribution Database for Poverty Reduction Monitor and Evaluation Project

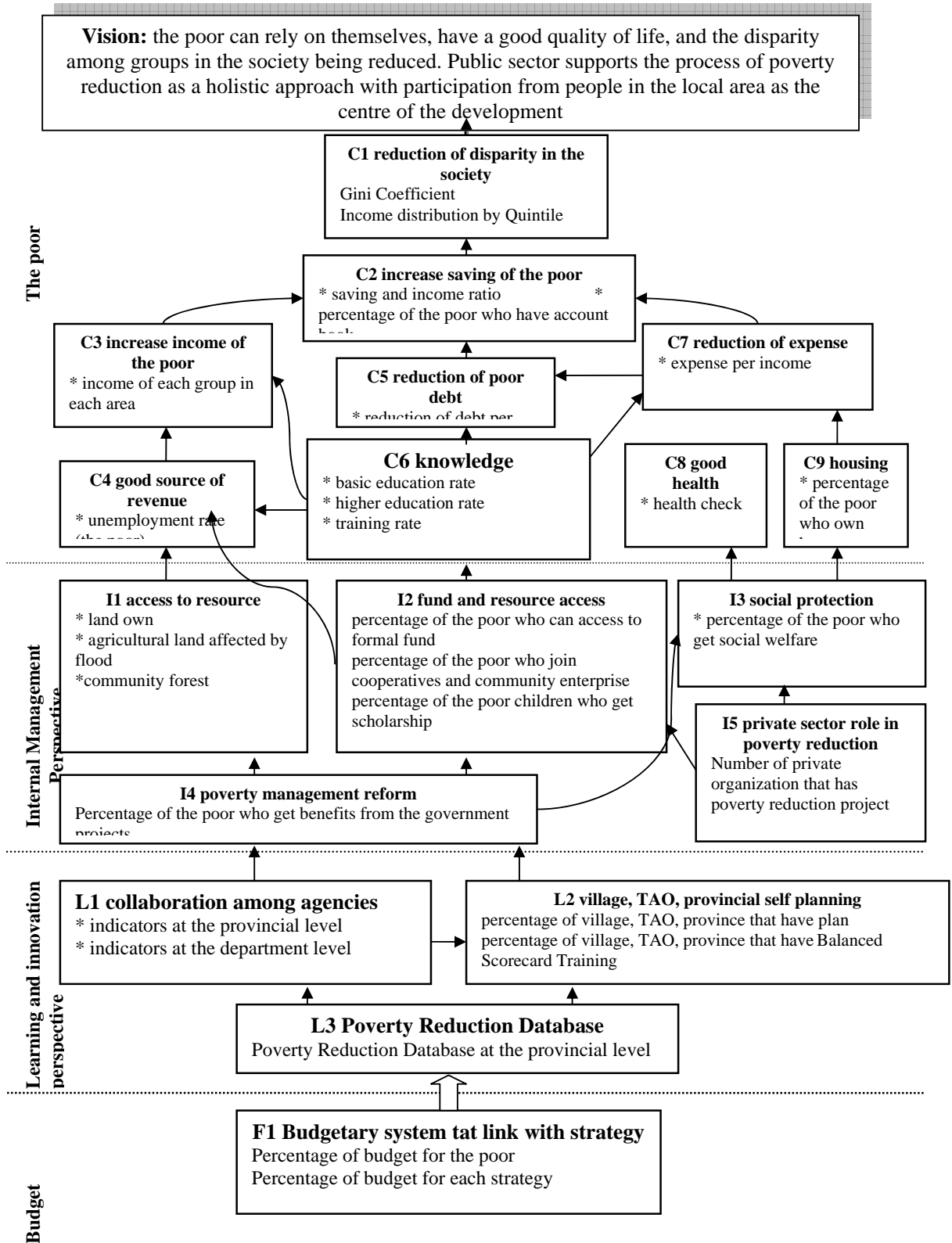
Consultant: Vista Computing System Co., Ltd.

**4. Achievement and Lessons learned from the Project**

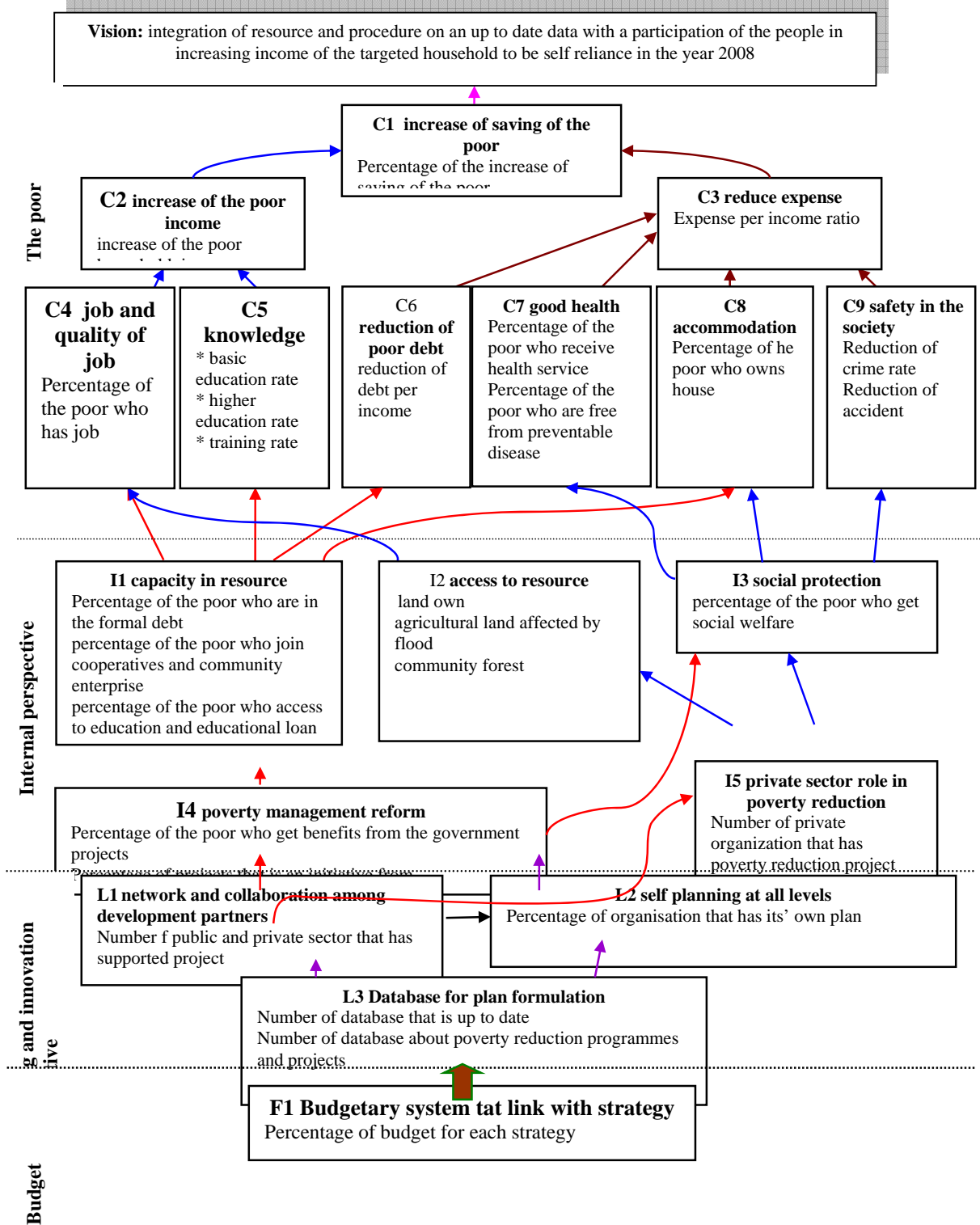
Principles, knowledge and suggestion that derived from each sub projects can be described as follows:

**4.1 Indicators Development for Monitor and Evaluation of the Poverty Reduction Strategy Project** applied the principles of Balanced Scorecard (BSC) to monitor and evaluate poverty problems in Thailand. The BSC has four perspectives: the poor and the vulnerable group perspective, internal perspective, innovation and development perspective, and resource perspective. Two strategy maps were developed. The national strategy map which consists of 19 strategies, 30 indicators, and 60 projects. The other strategy map is the provincial strategy map. It consists of 18 strategies, 26 indicators and 44 projects. The project was supported by the Chantaburi Province as its' pilot project to develop the strategy map and adapt the balanced scorecard technique to the provincial level. This process was also a learning process of the Chantaburi province staff. These two strategy maps provide linkages among each strategies, projects which also provide indicators to monitor and evaluate the projects and strategies. It also states the agencies that have to take responsibility for each project. Other than the adaptation of balanced scorecard technique, which is mostly a business technique, the pilot project, Chantaburi strategy map, can be applied to other provinces as well. It also provides data and knowledge for preparing for the formulation of the next poverty reduction strategy during the tenth plan.

## Poverty Reduction Strategy Map at the National Level



# Poverty Reduction Strategy Map: Chantaburi Province



**4.2 The Monitor and Evaluation of the Translation of the Poverty Reduction Strategy into Action: Community Plan and the Poverty Reduction Strategy Project:** the consultants conducted the project through the “Participatory Action Research” approach. It was done by in-depth field studies and a dialogue with communities’ members in order to let the participants of the community plan to construct their knowledge by their own actions and to conclude the lessons learned by themselves. The essential principle of this research is to let the communities’ members in the community plan processes to reflex their own practices and avoid the evaluation to judge the values of the effectiveness and efficiency of the community plan processes. The self-reflection is one of the learning processes of the people sector in the development management. This study conducted studies in four communities in four regions of Thailand: North-Eastern at Seow sub-district, Posrisuwan district, Srisaket; North region at Samokhon sub-district, Bantak district, Tak; Central region at Nongsaeng sub-district, Hanka district, Chainat; and the South at Kaokram sub-district, Amphur Muang district, Krabi. The study found out that the philosophy of the community plan is that the community’s member is the main actor, not the undergoer, in developing the community plan. The members participate in thinking, acting and deciding what will occur in the community or what the future will be for the community. There are four policy recommendations:

- 4.2.1 There should be a public space throughout the community e.g. temples, courtyards, coffee shops, for the community members to meet and have a dialogue with each other. This public space will provide freedom to talk which will result in a relaxation and attraction the community members to participate more. This space will be a place to create a trustiness and understanding for the community members.
- 4.2.2 The community members should be enhanced in a skill of a dialogue facilitator that can generate a context to attract community members to have a dialogue with each other. This facilitator must have skills that can generate a question without rushing the community members to provide the answer but can encourage the members to think deeply and continuously about their community.
- 4.2.3 Social mapping and human mapping should be adopted as an essential tool to explore communities and individuals that have potential for the community plan processes. As the researches believe that this tool can clearly identify the targeted community area and individual which will provide a more effective process to expand the community plan concept.
- 4.2.4 Indicators to evaluate community process are essential for the sustainability of the community plan. This is because appropriate processes in community plan are the most important goal of the community plan. The community plan

does not require a set of document rather it requires a process that can encourage members of the community to participate in the community development.

**4.3 Poverty and Income Distribution Database Revising and Updating Project** has a main objective to update and improve data and other related information in the poverty and income distribution knowledge/database to be up to date, corrected, and covered more aspects of the poverty reduction in Thailand. Although, the NESDB knowledge/database has been developed since 2003 and covers many aspects of poverty in Thailand, but there are still many data or knowledge that has not been collected in this knowledge/database. Moreover, to respond to the Government poverty reduction policy and the main goal of the Ninth Plan, thus this knowledge/database is needed to be updated. This means that data and knowledge that has been collected in the database is needed to be corrected and updated in order to be appropriate for the strategy and plan formulation. This also responds to the need to generate and increase knowledge for a more effective and efficient poverty reduction in Thailand. This is to reach a goal of being a centre for poverty reduction knowledge of Thailand. The researchers updated and corrected 846 academic related documents and other 350 related documents. The researchers also suggested that the subject of the document should be rearranged i.e. the present one is divided into many small subjects. It should be divided into main subjects and divided again to its' sub-subjects. Moreover, the NESDB poverty knowledge/database should have a scope of the meaning of poverty in Thailand as the concept of poverty is too broad which causes this knowledge/database to be broad as well e.g. there are some items that are not directly related to poverty but are included in the knowledge/database.

**4.4 Poverty and Income Distribution Database for Poverty Reduction Monitor and Evaluation Project:** this project has a main objective to improve and develop the system for the poverty and income distribution knowledge/database in order to support new functions of NESDB in dealing with poverty reduction e.g. the preparation of database system and information technology for the monitor and evaluation of the National Poverty Eradication Centre, the monitor and evaluation of the standard of the Thai living standard project, a database for a new poverty line, poverty mapping etc. This project will provide a more completed poverty knowledge/database of Thailand. There are essential improvements from the project as follows:

- 4.4.1 Mobile search engine (PDA/Pocket PC): “anywhere anytime” connection:  
[http://poverty.nesdb.go.th/poverty\\_new/mobile](http://poverty.nesdb.go.th/poverty_new/mobile)
- 4.4.2 On-line household poverty measurement (new poverty line):  
[http://poverty.nesdb.go.th/poverty\\_new/cal\\_poverty.aspx](http://poverty.nesdb.go.th/poverty_new/cal_poverty.aspx)

- 4.4.3 Advanced search engine:  
[http://poverty.nesdb.go.th/poverty\\_new/module/search/search.aspx](http://poverty.nesdb.go.th/poverty_new/module/search/search.aspx)
- 4.4.4 Development of a linkage between the NESDB poverty knowledge/database and the NESDB social database. This is to develop a relationship between these two databases in order to reduce the redundant of database collection of NESDB. It also provides a more comprehensive data and knowledge for the strategy planning.
- 4.4.5 Preparation of development for other related database and information technology e.g. new poverty line, the monitor and evaluation of the standard of the Thai living standard project

**4.5 Project for Monitoring and Evaluating Poverty at the Area Level:** this project has an important objective to monitor and evaluate the poverty reduction at the local level. It also examined and analysed the success and obstacles of the poverty reduction at the local level. This project was implemented by NESDB staff. The NESDB staff observed the processes of community planning and found out that the essential factors for any community to process and achieve the principles of community plan are leadership, passion and belief in the processes and participation from all sectors. The other essential function is to have a set of data that is collected, developed, and used by the community itself. It also requires a “next generation” leader and an “open-minded” for other opinions. This project has provided enormous knowledge to the NESDB staff in particular the situations of poverty in the local area which in turn, this knowledge will be transferred to a development and formulation of the poverty reduction strategy during the Tenth plan. It also enhanced and broadened up the NESDB staff knowledge in dealing with poverty at the local area.

**4.6 Capacity Enhancing for the NESDB Staff: Poverty Database Skill** is a project to develop capacity of NESDB staff and other related agencies’ staff. As NESDB has developed a Poverty database and knowledgebase since 2003 with a support of budget from the Thai Government and CDP-PAM. One main problem that arises during the processes of development is the lack of capacity of the NESDB staff to deal with a new method or technique for the database and knowledgebase development. This includes knowledge on evaluation and monitoring techniques especially technique of the new poverty line. A workshop to announce and train the new poverty line was arranged on 21 June 2005 at Arnoma Hotel, Bangkok. There were more than 100 participants from various agencies attended the workshop. The workshop had two main purposes. One was to provide the participants with the knowledge on the new poverty line. The other one was to generate the idea of the new poverty line for other agencies to adapt the technique to be used in their functions. At the present, there are two agencies that already adapted the concept of the new poverty line. The Ministry of Social Development and Human Security adapted the poverty

line as the standard criteria for providing old age welfare. The Students Loan Fund Office adapted the technique used in the new poverty line for being one of the criteria in providing loan to the needed students.

## **5. Problems and Obstacles**

5.1 Poverty reduction in the local areas is varied and involved with various factors especially coordination among stakeholders and community members. The Community Economic Development and Income Distribution Office, NESDB states the importance of participation among stakeholders, in particular the community members as the centre of the development. There were so many times that the NESDB schedule and the period of the community members' availability did not match with each other. This is the most essential obstacle to implement the project. To avoid this obstacle, local networks were requested to take action especially to research and to coordinate in the local areas. This is to still stress the importance of community-centred development approach i.e. NESDB avoided setting the meeting time or venue but let the meeting be arranged by the community.

5.2 The poverty in the present still has a very broad meaning and still has no sole description that is accepted by the whole society. This affects to the knowledge management in poverty reduction. However, NESDB has conceptualised the meaning of poverty and has published this meaning in numerous publication and web-page which there is still no conflict or different idea about the meaning. This might be assumed that this definition of poverty can be employed as the description of the Thai poverty.

## **6. The interrelation between the project and other poverty reduction**

6.1 The Monitor and Evaluation of the Translation of the Poverty Reduction Strategy into Action: Community Plan and the Poverty Reduction Strategy Project and the Project for Monitoring and Evaluating Poverty at the Area Level are the extension of knowledge from the Integrated Community Plan for Poverty Reduction Project. Both of the projects synthesised and managed knowledge at the community level in order to convey this knowledge to other communities and to broaden up knowledge of the NESDB staff for the formulation of other strategy and plan.

6.2 The projects for improving and updating the poverty and income distribution knowledge/database are the extension of the existed poverty and income distribution knowledge/database. The goals of the projects are to advance this knowledge/database to be as a centre for poverty reduction knowledge of Thailand and to be more friendly users which will lead to a knowledge management of the poverty reduction. This will result in a more extension and creation of knowledge in poverty reduction.

6.3 The monitor and evaluation of poverty is one of the most essential processes of poverty reduction. It is also one of the main responsibilities of NESDB. This project presents an approach for monitor and evaluation of poverty at the provincial level which is also the main responsibilities of the provincial

administration office. The result of the project can be adapted to provinces of Thailand.

## **7. Lessons learned and suggestions for applying the knowledge to other poverty reduction practices**

7.1 The synthesis of the knowledge of poverty is still limited at both structural level e.g. economic, social, politics, and cultural aspects; and at micro level e.g. land occupied, individual source of revenue and community practices for poverty reduction etc. Therefore, there should be a more in-depth research about these issues. Knowledge gained from the research will link all aspects of poverty reduction practices, especially knowledge from the community level in which community will play an important role in sustaining the poverty reduction.

7.2 Data for monitoring and evaluation of poverty reduction is varied among agencies. These sets of data, have never been compared or synchronised among each other. Therefore, these sets of data should be compared and be synchronised in order to reduce the redundant of data and to increase the linkage for the benefits of data usage for example, a comparison between NRD2C from the Ministry of Interior and the village level data from the National Statistics Office.

7.3 All governors have one main responsibility in reducing poverty. The Balanced Scorecard technique can be applied to the procedure of the province because the technique consists of a strategy map that is a perspective of poverty reduction within the province. While the strategy map consists of programmes, projects, indicators, responsible agencies, and other details. Therefore, all provinces should adapt this technique

7.4 Poverty has many aspects and complexities, both individual and structural factors. that are all related. Poverty also differs among areas. Therefore, poverty reduction approach at the present cannot be utilised by only one measure overall the kingdom. The appropriate approach is to stress the importance of community as the main actor in dealing with poverty in the local areas while other development partners support this process and take action in a higher level of responsibility that community cannot handle. This means that poverty reduction at the present needs to be done through a participation approach from all sectors in the society, especially at the provincial level that has to find and to build up a linkage between the community or local level to the provincial level or a higher level.

7.5 A knowledge management for poverty knowledge is an essential factor for facilitating the processes of reducing poverty at the present. This is because poverty has many aspects and has a very broad meaning. Accordingly, an in-depth knowledge and an interdisciplinary knowledge are needed to deal with poverty reduction as poverty consists of many aspects which a single knowledge or approach might not be appropriate to deal with poverty reduction. This leads to an importance of enhancing knowledge of any

stakeholders to deal with poverty reduction and be ready for changes of contexts during this era.

## **8. Next Steps**

8.1 Knowledge/database will be further developed as the project has founded structure for other databases especially database for the purpose of poverty monitor and evaluation, also to illustrate the poverty map as another tool to evaluate and monitor poverty situation in Thailand.

8.2 The approach for poverty evaluation and monitor using in this project will be one of the approaches that NESDB will apply to evaluate and monitor poverty at the provincial area. The approach will be adapted to fit the context of each provinces and NESDB will support these provinces with techniques and knowledge about poverty reduction in particular the monitor and evaluation method.

8.3 NESDB will further develop knowledge on structural poverty as Thailand still lacks of knowledge in this area.

8.4 The results derived from the project will be employed as knowledge and data for an improvement and formulation for the next poverty redu

### **3. The Millennium Development Goals (MDGs) Project**

**By Office of the National Economic and Social Development Board (NESDB) and UNDP**

#### **EXECUTIVE SUMMARY**

In September 2000, 189 nations came together at the United Nations Millennium Summit in New York and endorsed the Millennium Declaration, setting out a global agenda for the start of the 21<sup>st</sup> Century to promote human development and reduce global inequalities.

The Millennium Development Goals (MDGs)—eight ambitious goals to be achieved by 2015—are drawn directly from the priorities set out in the Millennium Declaration. The MDGs contain 8 Goals and 18 Targets that are monitored through 48 Indicators.

- Goal 1: Halve the proportion of people living in extreme poverty
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria and other diseases
- Goal 7: Ensure environmental sustainability
- Goal 8: Develop a Global Partnership for Development

Thailand's first Millennium Development Goals Report provides a comprehensive assessment of progress and challenges in reaching the goals. Its purpose is to promote policy dialogue and public debate, promote further research, and provide a tool for advocacy and collaboration in the pursuit of human development and poverty reduction.

The Report shows that Thailand has made extraordinary progress towards the achievement of the MDGs. The MDG targets for poverty, hunger, gender, HIV/AIDS, malaria, have already been achieved more than ten years ahead of schedule. The education goal is likely to be achieved soon. And, progress is being made in reaching the targets of environmental sustainability.

In view of these achievements, Thailand introduces the concept of “MDG-Plus”, a set of more ambitious and country specific targets going beyond the international goals agreed on at the Millennium Summit. MDG-Plus also includes new indicators for more sophisticated and comprehensive monitoring of progress.

MDG-Plus is testament to Thailand's can-do and results-based approach to human development and poverty reduction. For example, having already met

the MDG target of halving the proportion of people living in poverty, Thailand sets a “MDG-Plus” target of reducing poverty to below 4% by as early as 2009. Thailand has also set MDG Plus targets for education, health, gender equality, and environment.

Thailand is leading by example for what it takes to achieve the Millennium Development Goals. Thailand can therefore make an invaluable contribution to the global partnership for human development called for in MDG-8. Thailand is becoming an important “knowledge partner”, providing technical assistance and sharing its experience with neighbours and beyond. Thailand is also opening up its markets to imports from poor countries and is a source of much need foreign direct investment.

In order to meet goals and targets a number of cross-cutting issues need to be addressed, measures implemented and priorities set. Persistent disparities among regions and groups within the country, including marginalized and vulnerable groups need to be tackled. Support to decentralization to build local ownership and capacity for human development and poverty reduction is essential. Finally, the improvement of data collection and analysis is required in order to enhance policy-making and ensure further success.

## **1. Feature**

The Millennium Development Goals Project has developed the process of formulating the First Millennium Development Goals Report in the year 2004. The Report provides a comprehensive assessment of progress and challenges in reaching development goals on poverty, education, gender equality, health and environment. Its purpose is to promote policy dialogue and public debate, promote further research, and provide a tool for advocacy and collaboration in the pursuit of human development and poverty reduction.

The MDGs Steering Committee has agreed upon the working framework of MDGs (Millennium Development Goals: MDGs) on October 31, 2000. The study on MDGs will, however, be organized into 2 phases as follows.

- ▶ **Phase 1** (January– October 2002) Survey current data and indicators, identify the crosscutting or diverge data / indicators and discuss among stakeholders of individual target to select accurate and acceptable data/indicators.
- ▶ **Phase 2** (November 2002 – March 2003) Draft and publish the Thailand Millennium Development Goals Report (Thailand MDGR) and sourcebook.

On December 2, 2002, the CDP- PAM Steering Committee approved the MDGs study proposal and additional budget of 1,767,730 Baht for MDGs Project Phase 1. The budget is excluded from UNDP funding of 38,500 US \$ for hiring local consultants in the time of project initiation.

Since the Phase 1 has completed, the local and international consultants worked on concluding the synthesis and analysis of data/information from the MDGs Cluster Meeting Goal 1- Goal 7, and draft MDGR for the 1<sup>st</sup> Thailand MDGR in official version (Thai / English language), people version and sourcebook.

The MDGs Phase 2 is required for the project efficiency and continuation. Mr.Nazir Ahmad, Chairman of GivingWorks Inc. is contracted as international consultant, to advise and provide further comments and recommendations for the formulation of the first Thailand MDGR, the National Launch and the field survey for pilot provincial project in the upcountry.

Outstanding outputs are the First Millennium Development Goals Report in Official Version in Thai and English, the reader- friendly People Version in Thai (for the public) and Sourcebook in Thai and English (for government and international agencies). The volumes provide a tool for advocacy and collaboration in the pursuit of human development and poverty reduction.

## **2. Overview of Thailand's Poverty and Inequality Situation**

Several decades of extensive rural development programmed undertaken by various government and non-government agencies in Thailand have resulted in overall achievement in reducing poverty, improving nutrition, and meeting basic human needs of the entire population. There are several on-going government programmes, for example, debt reduction schemes, the Village Fund, micro-credit schemes, low- cost housing and the universal health care scheme, contributing to further to this success.

The next challenge lies in targeting people in very remote areas and reaching out to elusive or difficult to reach elusion groups such as the elderly, people with disabilities, homeless people, people living with HIV /AIDS, and migrants. Another challenge is to enhance the cost-effectiveness of intervention programmes, and to decentralize service delivery to local authorities and non-governmental organizations while maintaining high standard of quality.

## **3. Project's Objectives contributed to Poverty Alleviation**

The First Millennium Development Report of the year 2004 provides a comprehensive assessment of progress and challenges in reaching goals of all-encompassing development issues. Under the framework of established target and monitoring, variety of database has been collected, useful to be set as development indicators, benchmark for International standard and policy implication.

The established MDG monitoring target will complement ongoing programs run by several organization in Thailand. Also, International forums regularly require a progress reported by Thailand. A set of MDG data has relevance with a number of government agencies; Ministry of Social Development and Human Security, Ministry of Agriculture and Cooperative,

Ministry of Natural Resources and Environment, Ministry of Energy, Ministry of Interior, Ministry of Justice, Ministry of Labour, Ministry of Education, Ministry of Public Health, Ministry of Industry, Office of National Human Rights Commission, Office of the Civil Service Commission, National Economic and Social Development Board, National Statistics Office Bangkok Metropolitan Administration, National Housing Authority, Metropolitan Waterworks Authority, Provincial Waterworks Authority and Bureau of the Crown Property.

#### **4. Transformations for project success**

Through the process of formulating the Millennium Development Goals Report (MDGR), collaboration network have been expanding and encompassing governmental organizations, private sectors and academic institutes who collectively worked on MDGs database and monitoring system. People have better understanding and realize the importance of MDGs data/monitoring systems as well as mechanism to follow up Thailand's progress on MDGs.

5. How the obstacles have been overcome

Through the process of data collection for the set up of indicators, target and development assessment, it was found some data gap/inconsistency. Those limitations, however, encouraged an initiative to improve and develop the database, for instance, NESDB collaborated with UNDP to revise the poverty line for more up-to-date data and, NSO, under UNDP support, has developed technical process for Re-design of Socio-Economic Survey (SES), Strategies for statistics management, Database at provincial level, commonly known as "DevInfo" that is mainly supported by UNICEF.

#### **6. Linkage of the project to Poverty Reduction Schemes**

Collaboration network of agencies has been expanding through the process in setting target, indicators and strategies, under the development framework at national level / area level and targeted group. As an output, the MDG report monitors development and portrays its scenario, stating strength/ weakness, highlight and strategies for poverty reduction and development of quality of life. This contribution will minimize income gap and inequality incidences.

Additionally, there has been an initiative of MDG Provincial Project after the National Report has launched. The selected pilot provinces are Mae Hong Son and Nakhon Panom. The two pilot provincial projects will accumulate the existing data in order to set up indicators appropriate for development context of the province through participatory process, encompassing local people and community organizations towards the concept of Millennium Development Goals: MDGs.

#### **7. Lessons for the Government and its Ongoing Poverty Reduction Programs**

Several agenda have been raised for integration of diverse dimensions of development, requires serious attention and timely solution;

### **Addressing disparities of opportunities and outcomes**

Due to physical, social or political constraints, many people have fallen into Thailand's data gaps. Bringing the poor, the disadvantaged and the vulnerable into the mainstream of development is at the top of the agenda. This requires both inclusion and strategic intervention. The human rights aspiration of the Constitution needs to be turned into reality by institutionalizing relevant legal frameworks, instruments and processes, such as the Community Right Act, the Public Participation Act and an amended National Environment Act. This will provide a fundamental basis for the advancement of right-based development, which will constitute a long-term guarantee that no one will be excluded from contribution in the benefits of development.

### **Inclusive economic growth**

Economic growth is in the interest of the poor and vulnerable. Thailand's recent history illustrates this point very clearly. Periods of strong economic growth, such as the decade up to the mid 1990s or the last few years, were also episodes of rapid reduction in poverty, while period of economic decline, such as during the Asian crisis in the second half of 1990s, coincides with increases in poverty. The positive impact of growth is not limited to poverty reduction but extends also to the other MDGs.

Macroeconomic stability is a key requirement for a growing economy. But experience shows that it is not enough, and attention needs to turn to efforts to improve the microeconomic conditions that shape the incentives of firms and service providers to invest productively, create jobs, and expand. The ability of the poor to benefit from and contribute to growth depends critically on whether or not they have access to assets, to basic services and to markets. This encompasses a vast agenda, ranging from strengthening poverty rights and improving the investment climate to facilitating market access.

### **Improving the quality of social services**

During the past decades, Thailand has been successful in extending the coverage of social services including education and health care to nearly all the population. The next challenge is to upgrade the quality, especially in education. The education reform aims to bring about substantial changes in teachers and their teaching style, curriculum development and education management. In the near future, the education system will be under enormous pressure to push for higher quality at the same time that it has to accommodate the twelve- year basic education mandated by the Constitution. Overhauling the national education system is difficult but crucial for Thailand to realize its vision as a knowledge-based society.

In spite of the country's relatively high standard there is room for improvement in the provision of healthcare especially in family healthcare, nutrition, maternal care and childcare. Preventive health and health promotion are expected to play a larger role in the future of the Thai health system, thereby reducing the financial burden of the universal health scheme.

### **Support decentralization to build local ownership and capacity around MDGs**

Success in achieving the MDGs will depend on actions at the operational level. As the responsibility for human development shifts increasingly to the province, the effectiveness of decentralization will be important to achieving and maintaining service quality. The MDGs can provide a framework for coordinating actions around outcomes at the local level.

Sustainability of progress on the MDGs will depend on local ownership. Therefore, it is important to ensure that not only local governments, but also communities are actively engaged in bringing about responsive and effective local governance. In addition to building community understanding of the MDGs, explicit attention will be paid to how MDGs efforts build on broad-based social protection and safety net programmes. This will help to enhance the success of community self-help efforts in various parts of the country. The upcoming five- year review of decentralization plan 2000 represents an excellent opportunity to shape and support this critical transition process

### **Ensure data-analysis –policy linkage**

Integrating the MDGs into the national agenda and bringing the MDGs closer people by delivering result is the ultimate challenge. Quality data, collected continuously and frequently, can provide the material for good analysis and sound policy-making. However, more often than not, the link is broken.

Thailand has invested a substantial amount of financial and human resources in data collection. The quality and continuity of data is generally fair to good. But, data is not consistent, nor routinely or adequately analyzed, which diminishes the chances of data playing significant roles in policy deliberations. Thailand will need to invest to overcome the constraints in order to achieve linkage among data collection, data analysis and policy decision.

As a result, efforts are needed to consolidate fragmented data through better coordination of data collection among different government units. The lack of

**gender-disaggregated data** (except in education and health) and insufficient information on **excluded populations are specific problems that could be resolved with better planning and targeting**. Finally, some areas have an incentive (for example budget acquisition or performance review) to over or under report statistics. Therefore, addressing any structural bias in data collection is crucial.

#### **Build on momentum from the MDG process to improve integration**

Integrated policy and implementation is at the heart of the MDG process at the national and international levels. At the international level, the Millennium Declaration has rallied the United Nations agencies, donor countries, developing countries and civil- society organizations to cross their boundaries, interests, disciplines and ideologies to focus on the fight against global poverty, or more specifically the eight MDG goals that are considered most fundamental to human well-being. It will be important to find synergies between international and local efforts in Thailand and in the region.

At the national level, integration has been well underway. The public sector has been restructures. Government agencies are changing the way they do business to align their programs and work processes toward strategic and integrated results at the national and provincial levels. As noted earlier, current decentralization efforts provide an opportunity to embed this understanding within provincial and local endeavors. This integration will be, however, difficult and time-consuming, especially during the initial period. Strong and sustained political will is needed.

#### **8. Policy Implications and Further Applications**

In achieving MDGs, it requires to tackle with the above-mentioned agenda, prioritize timely /effective measures and also diminish inequality especially population in rural area, the disadvantaged and marginalized people. In addition, there must be a support of decentralization to build local ownership and enhance participation as well as increasing capacity and performance for human development and for poverty reduction. To support policy dialogue, data collection and analysis are, as a final point, to be institutionalized.

#### **9. Planning after the project ended**

After the closing of MDGs Project under CDP-PAM Phase II, the United Nations Development Programme: UNDP continue to support Thailand in achieving MDGs. As commitment stated in the First Millennium Development Report of the year 2003, all MDG Goals and targets would be achieved in the year 2015 or B.E. 2558. Thailand, by all means, has consecutive plans in line with the Global Millennium Campaign. For the year 2005, Thailand played a large role as following; (1) In the worldwide launch of “Investing in Development: A Practical Plan to Achieve the Millennium Development Goals” on January 18, 2005, the NESDB Deputy Secretary General, Mr. Arkhom Termittayapaisith conveyed his vision on the collaborative process of MDGR formulation and Thailand in achieving MDGs. (2) UN Secretary General’s Report in March 2005 (3) G-8 meeting in July 2005 (4) The Millennium Summit Plus 5 in September 2005, participated by Prime Minister

Thaksin Shinawatra (5) The Pilot MDGs Provincial project in the selected provinces; Mae Hong Son and Nakhon Panom, aims to establish development indicators appropriate for development context of the province with participation of the provincial office and local people.

#### **4. Moving Out of Poverty: Understanding freedom from bottom-up**

**By Office of National Economic and Social Development Board (NESDB)**

##### **Executive Summary.**

Moving Out of Poverty: Understanding Freedom from the Bottom Up is a study that aims to synthesize the lessons and experiences of those who were previously poor and were able to move themselves and their families out of poverty and households of the poor who have remained trapped in the cycle of poverty within the context of the creation of economic growth and democratic politics and governance.

The main objective of the study is to review the community context and important events that occurred within the past 13 years that were the impetus for dynamic changes concerning poverty. This study aims to identify the factors that support or hinder the movement out of poverty of people in communities.

This study is a comparative study of the movement out of poverty at the household and community levels of a sample group of forty communities in 4 provinces: Kampaengpet, Chaiyaphum, Prachinburi and Nakhon Si Thammarat Provinces. The methodology of the study is based on qualitative data collection tools using interviews and focus group discussions (male and female, male and female youths) and quantitative data collection tools using 15 household questionnaires per community and 1 community level questionnaire per community.

Fieldwork for the collection of qualitative and quantitative data collection was implemented from January 2005 until July 2005. At present, the synthesis team is in the process of drafting the National Synthesis Report. The findings to date are as follows:

The definitions and meaning of the terms “*poverty and prosperity*” of the target groups at the household and community levels are similar when viewed from the comparative perspective of community members concerning occupation, income, assets and debts.

*Household Level Factors that facilitate Movement Out of Poverty.* The findings of the study indicate that there are 4 major levels of factors: 1) the individual and household level factors; 2) the group and extended family level factors; 3) the community network level factors and 4) the critical mass level factors. A major factor that facilitates changes at the various levels is the presence of change agents or change initiators at the household or family level. This individual is a person who has a vision of a new lifestyle and made this discovery through the accumulation of knowledge and capital based on

personal experiences and practice. In addition, this knowledge and experience gained from migration outside of the community was adapted for use within the family unit, creating model households capable of successfully moving out of poverty. The main characteristic of these model households is that the family members and their extended family have high levels of social capital. However, such movement out of poverty would not be possible without the development of community level basic infrastructure such as roads, electricity, sources of water or irrigation systems, access to beneficial market news and information and access to credit. These factors also play an important part in providing households with increased occupation and income generation alternatives. These model households set examples that are replicated through the family network and community groupings that are fostered by natural learning.

*Community Level Factors that facilitate Movement out of Poverty.* Throughout the past thirteen years, communities can be distributed into three levels of development: 1) poor communities; 2) developing communities and 3) strong communities with learning centers. The major factors that facilitate community level change are the development of the production system, the community and household level economic system, national and local level politics and governance, national development policies and the development of basic structures such as groups, organizations or community institutes, linkage of networks to create power (economic capital, human capital and the ability to negotiate) in managing local products.

*Freedom, Power, Inequality, Democracy and Movement Out of Poverty.* Overall, community members have the freedom to pursue their occupation, to express their opinions, to think, to act, to live their daily life and not to be controlled. These factors support the individual in initiating change and having alternatives in making a living, in creating work and generating household income. However, freedom is limited by “money” because without money the ability to do various things is curtailed particularly since the current social environment is consumer oriented where money is needed to purchase the daily necessities.

Power is both good and desired because it provides individuals with the ability to direct others. There are many forms of power such as the positive power known as respect, power that results from status or position, power that results from politics and governance, power within the family and dark power. This factor is linked to movement out of poverty as those with power are able to use their power for personal gain more easily than those without power i.e. villagers do not have economic power because they do not have the power to negotiate the price of produce.

On the issue of politics and governance, in the present, there is emphasis on fostering more participation than in the past. The people are increasingly able

to benefit from local politics on the aspect of development. In addition, the various government policies that support community management and implementation provide communities with direct benefits and foster learning in management and administration.

The recommendations of this study are as follows:

1. Adjustment of the paradigm and conceptual framework concerning poverty.
2. Community empowerment: learning centers, development of human and social capital.

## **1. Project Overview**

The purpose of “Moving out of poverty: Understanding freedom from bottom-up” project is to examine the lives of those whom successfully pushed themselves and their families above the poverty line, and to analyze the lives of chronic poor families whom having problem getting out of poverty. In order to gather information and compare activities assisting in moving out of poverty - at village level and community level - 40 sample villages were selected among 4 provinces, namely, Khamphaeng Phet, Chaiyaphum, Prachin Buri, and Nakhon Si Thammarat. Both qualitative and quantitative data collection tool were used in this project. For qualitative data collection, 4 small discussion groups were held for a group of females, a group of males, a group of teenagers and a group of mixed genders. While, quantitative data collection was done by distributing 15 village-surveys and 1 community-survey to each selected village.

The data collection process, both qualitative and quantitative, was started in January 2005 and completed in July 2005.

## **2. Overview of poverty situation and inequality in Thailand**

### **2.1. Poverty situation in Thailand**

Looking back between the year 1992 – 2004, the poverty situation in Thailand could be categorized into 3 phases.

Pre-Economic Crisis period (1992- 1996) – the number of people who live below poverty line was gradually decrease during this period. In 1992, about 32.5% (18.05 million people) of Thai population lived below poverty line but the ratio of poor people reduced significantly in 1996 where only 17.0% (9.8 million people) of Thai population lived below poverty line.

Thai economy experienced severe recession right after the economic crisis hit in 1997. Economic growth slowed down and had negative growth of 10.4% in 1998. Thai consumers had lower buying power as a result of reduction in personnel income. The ratio of poor people started to pick up to 18.8% (11.02 million people) of Thai population in 1998 and increased to 21.3% (12.76 million people) of the total population in 2000.

However the “dual track plus model” policy initiated by the government of Prime Minister Taksin Shinawat along with the recovery of Thai economy in

2001 helped easing the ratio of the poor down to 15.5% (9.51 million people) of the total population in 2002 and to 11.99% (7.54 million people) in 2004.

Table 2-1 Poverty Line : Poverty Incidence in Thailand between the year 1992-2004

YE A R	Poverty Line (Baht/Person/Month)	Number (in million)	Ratio (%)	Economic Growth (%)
1992	790	18.05	32.5	8.1
1994	838	14.16	25.0	9.0
1996	953	9.8	17.0	5.9
1998	1,130	11.02	18.8	-10.5
2000	1,135	12.76	21.3	4.8
2002	1,190	9.51	15.5	5.3
2004	1,243	7.54	11.99	6.1

Source: [http://poverty.nesdb.go.th/poverty\\_new/default.aspx](http://poverty.nesdb.go.th/poverty_new/default.aspx)

## 2.2. Characteristic of poverty

Poverty incidence is highly concentrated in rural areas and the Northeastern region of Thailand. The ratio of poor people in the rural areas increased from 85.99% of the total population in 1996 to 87.36% of the total population in 2004, where as half of the poor people in Thailand concentrated mostly in the Northeastern provinces (approximately 50.86% of the total poor people living in the Northeastern part of Thailand in 2004).

Nonetheless the ratio of poor people in the Northeastern region is decreasing at a faster pace comparing to the other regions, the ratio of poor people reduced dramatically from 47.4% (9.16 million people) of the total population in 1992 to 18.02% (3.83 million people) of the total population in 2004.

Table 2-2 Ratio of the poor in the past 13 years grouping by regional areas

YEA R	Central	Northern	Northeastern	Southern	Bangkok
1992	21.2	35.6	47.4	29.4	6.0
1994	16.4	25.4	37.0	25.6	2.9
1996	11.2	16.8	25.7	17.2	1.6
1998	11.9	17.0	29.0	20.1	1.7
2000	10.5	23.5	35.0	17.1	1.6
2002	8.0	18.7	23.7	13.8	2.2
2004	5.29	17.49	18.02	9.2	1.39

Source: [http://poverty.nesdb.go.th/poverty\\_new/default.aspx](http://poverty.nesdb.go.th/poverty_new/default.aspx)

In 2002, majority of poor people are concentrated in agricultural families (19.9%), labourer employed in agricultural sector (26.7%), and other labourer (9.5%). However these numbers had been reduced from 2001 where 28.1% of the poor came from agricultural families and 20.8% worked as labourer. On the other hand, the ratio of poor labourers employed in agricultural sector was only 24.5% during the same period. Lack of own land and inability to access natural resources are the main reason for high level of concentration of poor people in agricultural sector where most farmers earned low and unstable income. In addition, it was found that the ratio of the poor is varied mostly with the income earned in agricultural sector and the prices of agricultural products (The 9<sup>th</sup> National Economic and Social Development Plan, The National Economic and Social Development Board: 2002).

There is also evidence showing that poor families seem to be highly depended (high ratio of young kids and elderly people in a family) more than those families living above the poverty line, the dependency rate of 45.5% for the poor family is higher than the normal family whom has only 20% dependency rate. Furthermore around 8% of poor family has female as breadwinner, accounted for one fifth of the total poor family in Thailand. With the

fact that most household leaders of poor families completed only primary school, having low level of education resulted in limited choices and access to better jobs, as well as limited access to government assistances (The 9<sup>th</sup> National Economic and Social Development Plan, The National Economic and Social Development Board: 2002).

### **2.3. Overview of poverty incidence in 4 regions of Thailand**

According to research published by Dr. Medhi Krongkeaw on the topic of poor people in different regional of Thailand, the brief overviews of poor people in each region are as followed.

*Southern region* the characteristics of poor people in this area are unemployed, family with unhealthy head of household, group of small fisher folks, group of small rubber farmers with less than 1.5 rai of land, group of labourer employed in rubber farm, labourer employed in non-farm sector, elderly people, and single mother families. The reasons for being poor from the point of view of poor families are limited choices and ability to find better jobs, and having small number of working-aged members in a family. The outside factors causing poverty are devastated natural resources, low price for agricultural products, higher cost of production, lack of asset for living, and debtedness.

*Central region* the characteristics of poor people in this area are families with female as a majority of family member, family with low education household leader, family working as labourer in farm and non-farm sector, family with outstanding debt, and family with no own land. The factors that affected the poverty in this region are lack of own land, lack of education, lack of ability to work, high cost of living, low cost of production, and lack of community service to help developing and managing natural resources in the local community.

*Northern region* the characteristics of poor people in this area are those with no own land, labourer, elderly and disable people, homeless, big family with children in young age, those with no income earning, lack of essential living basis, and family with drug addicted member. Main factor that caused poverty are lack of own land and circle of debts.

*Northeastern region* the characteristics of poor people in this area are small-size family especially sole family members, family with low education bread-winners, family with less than 5-7 rais of land, family with members at working age who constantly migrated to find work elsewhere, and family with no access to government assistances and welfares.

### **2.4. Income inequality situation in Thailand**

Although improving in economic growth helps filling more money in people's pockets but most of that money tends to fall into the rich's pocket rather than the poor's. This is a result of inequality in income distribution in our community. During the past decade the problem of unequal income distribution remains unchanged with the 20% bottom tile received only 4% of the total National income, on the other hand, the top 20% tile received more than 50% of the total National income. Meaning that the richest 20% top group receives more than half of the total National income while the majority 60% of the Thai population receives only a quarter of the total National income.

Table 2-3 Ratio of income distribution in Thailand : divided into 5 income-level groups

Income Level	1992	1994	1996	1998	2000	2002
1. 1 <sup>st</sup> Bottom 20% tile	4.5	4.6	4.2	4.2	3.9	4.2
2. 2 <sup>nd</sup> low 20% tile	7.9	8.3	7.5	7.6	7.2	7.8
3. 3 <sup>rd</sup> 20% tile	12.2	12.7	11.8	11.9	11.5	12.3
4. 4 <sup>th</sup> richest 20% tile	19.8	20.3	19.9	19.8	19.7	20.5
5. 5 <sup>th</sup> Top 20% tile	55.6	54.1	56.7	56.5	57.8	55.2

Source : [http://poverty.nesdb.go.th/poverty\\_new/default.aspx](http://poverty.nesdb.go.th/poverty_new/default.aspx)

According to “Rural Development Strategies for pre-Economic Crisis: World Bank: 2002”, The economic crisis caused a severe recession in Thailand’s economy where many businesses and industries were forced to laid off employees. Hence, the unemployment rate during this period went sky high and rural labourers had no choice but to migrate back to their homelands thus their income reduced dramatically. The number of poor people increased and the poor’s living standard also dropped to the ground. The crisis hit hard on those living under the poverty line, the chronic poor, and the conjunctural poor. However it was found that the incidence of income inequality is less in the rural area comparing to the urban area, and the region with highest income inequality are the Northeastern region, the Northern region and the Southern region, respectively.

### **3. Objective of “Moving Out of Poverty: Understanding freedom from bottom-up” project**

- To study the meaning of “poverty”, the factors that causes poverty and the co-relation of each factors (how/why/when). Studying the circle of chronic poverty to find out the ways to escape from poverty.
- To study the effect of economic growth and inequality on poverty alleviation. Examining poverty from many dimensions to search for factors that would help people getting out of poverty or getting out of chronic poverty.
- To study the activities and factors that assist poor people to successfully stay above the poverty line.
- To study in depth the turning points of getting out of poverty, as identified by focus groups.
- To examine community development process and importance incidence in the past 13 years.

### **4. Changes made to achieve project’s objectives**

As a result of the destruction caused by Tsunami in the Southern region of Thailand in the end of 2004, the project needs to revise sample province from Krabi province to Nakhon Si Thammarat province because most of the villages in Krabi area had been disappeared/ or destroyed by the big wave.

In addition, 2 sample communities in Khamphaeng Phet province had been re-selected because one of the communities is experiencing the problem

of drug addition and local authority thus villagers are reluctant to give the honest response to the survey, and another village had been change due to a dispute between community leaders and community members.

The new sample groups had been selected using the same criteria as the previous sample areas, hence, the project has successfully collected needed data according to plan.

## **5. The success and obstacles of the project**

5.1 It was difficult for the villagers to sit in an interview for one whole day since they have work to do, especially the labourers whom usually available for interview only on Sunday.

5.2 The villagers aged between 17-25 year olds are normally out of town either to go working or to go studying in the city. Hence there were only small kids aged between 13-16 years old left in the village. Also it was inconvenient for adult females to attend the interview since they have small kids to looking after.

5.3 Timing was a big problem when calling for all 15 households for an interview. With the fact that each household has different jobs their time available also different. Therefore delaying the interview session also delays other activities of the project.

5.4 The selection of two mini cases from each village also present a problem because most cases have limited information and evidence of practice on how they help people getting out of poverty. Adding up to that, the Southerners also show reluctant in participating in the project.

5.5 Villagers usually gave short and unclear answer so it was difficult to summarize their viewpoints on a paper.

5.6 Keeping the timeline was difficult when working on field. Since there were several procedures starting from interviewing to writing up a paper, thus, both, field teams and analysis teams were working under pressure trying to complete the project on time.

5.7 Some villagers refused to participate in the project and some villagers were uncomfortable when field-team spent too much time in their villages.

## **6. Co-relation of poverty alleviation**

The crucial factor on the success of this project depends on how we listen to the voice of the grass-level community. Villagers' needs could be simple, quick to solve, and require less resource from the government. The following are some samples of Villagers' needs:

**A. Reducing expenses** debt relief for both banking and non-banking loan. Assistance in providing low/ free-interest rate loans. Assistance in lowering cost of production, especially, in agricultural sector. Last but not least, assistance in setting up community funding program. The details are as shown below;

### *1. debt relief*

“please help us find some pool of fund with non-/or low interest rate. I would like to see my family be able to pay off all the debt so that we can live happily together”

(Baan Hoywa – Chaiyaphum province)

### 2. *lowering cost of production*

“Prime minister Taksin is a good man. We would like him to help the poor finding jobs and we also would like to have lower price for fertilizer and fuel. Last year a bag of fertilizer cost 300 baht but this year the price went up to 630 baht a bag”

(Baan Wongpothong – Chaiyaphum province)

### 3. *community fund program*

“the (non-banking) interest rate is too high to borrow. Villagers can manage our own community funds, we can take care of each other”

(Baan Kudkoanoi – Chaiyaphum province)

**B. Help making more income** creating vocational jobs, and setting up middle market for agricultural products.

#### 1. *Job creation*

“during the drought season, we can plant rice and grow soy bean but we also would like to have lots of job available so that members in the community will be better-off. We would like to see better agricultural price as well.”

(Baan Kokmatum – Chaiyaphum province)

#### 2. *Price guarantee*

“ I would like the government to increase the price of rice up to 7,500-8,000 baht per cart because the current rice price leaves us nothing. Even in the same province the rice price is not the same, for example up north of the Khamphaeng Phet province, around amphor Kosumpee, farmers could sell rice at only 5,000-5,800 baht a cart of which the price is lower than amphor Kanuworalukburi where farmers there could sell up to 6,000 baht a cart. Although we saw in the news that the government has set rice price at some level but the middleman does not pay at that price. I think the government should monitor this fact too.”

(Baan Kokmo – Khamphaeng Phet province)

**C. Opportunity creation** by developing irrigation system and infrastructure system, communication system, education system, welfare, rural development, and natural resources.

#### 1. *Irrigation system*

“the community will be better off with efficient irrigation system that would provide enough water for the rest of the year. So that during drought season we would have water for rice plantation as well as soy bean and chili plantation. With more water, we would definitely have a better life”

(Baan Kokmatum – Chaiyaphum province)

## 2. *Transportation system*

“I would like to have a connected road from my village to amphor Nongbuadeang because it would be more convenient to go to market and government offices. Our village would be more developed with a new road.”

(Baan Naree – Chaiyaphum province)

## 3. *Education system*

“There are 200 students in my village. I would like to have a school up to 9<sup>th</sup> grade with up-to-date equipments just like schools in the city. Thus, the poor kids would not have to attend school in other villages. I would like the government to support high education for poor kids”.

(Baan Naree – Chaiyaphum province)

“I would like my kids to have high education and graduated with degrees”

(Baan Wongpothong – Chaiyaphum province)

## 4. *Rural development*

“I would like to see my relative migrates back home but if there is no job available for them here they might not decided to come”

(Baan Hoywa – Chaiyaphum province)

## 5. *Shelter development*

“I would like to have welfare-homes built for the poor so that everyone would have place to live. We could pay for our own home in term payment but the payment has to be low and long-term loan. We are king of credit anyway.”

(Baan Wongpothong – Chaiyaphum province)

## 6. *Lands*

“I would like the government to issue rights to our lands so that we could secure some loan from banks because at the moment we have nothing to guarantee our property. Around 90% of land has **NS 3** while the rest are **SPG. 4-01** of which could not be used as assurance when borrowing money.”

(Sanangmanora - Nakhon Si Thammarat province)

## 7. *Welfare*

“I would like the government to provide welfare for elderly, disable, and minority group”

(Baan Kiengkuy – Nakhon Si Thammarat province)

## **7. Lessons for the Government and other poverty alleviation projects**

It is critical for the Government to communicate clearly both pros and cons of a project to communities especially those might be directly or indirectly affected by the project. One example of poor communication by the Government occurred in Nakhon Sritammarat province with a project called “Royal Canal”. There are 3 villages affected by the project. First, Koapungkrai village, located 2 kilometers away from the project, claimed to be highly satisfied with the canal because they could now grow rice twice a year. While the second village Sala takean, which located just a few hundred meters away from the project, claimed that they did not benefit from the new canal because there is no irrigation system in the village. And the last village Kiangkuy, whom live around 30 kilometers away from the canal, are total dissatisfied with the project because they believed that the canal has dried out their current water system.

In addition, most villagers does not understand the meaning of “Poverty Line”, thus, they believe that it is simply some number that government made up and does not represent the truth.

## **8. Policy recommendation**

Two policies are recommended in assisting the poor to successfully move across the poverty line. The recommendations are as follow;

1. Revolutionizing the meaning of poverty
2. Community strengthening: human capital and social capital

### ***1. Revolutionizing the meaning of poverty***

#### **1.1 Moving away from the community development policy that emphasis on economy growth and reduce the policy that support materialism**

The existing thoughts and poverty indicators that emphasis mainly on “economic value” – income, debt, and power of money- contributed to negative attitude on the way poor families live their lives. However, the families that successfully moved across the poverty line have turned their attention to the new “human capital” value, in which reflecting self-control, ambitious, and goodwill. They also convey the message to relatives and other community members.

An evidence of failure of materialism policy is, under materialism policy, when a community has developed into a market community with access to technology, credit, and various goods and services, this community would have to pay for their convenient life style with debtedness.

#### **1.2 Using community strength as a tool to fight with poverty**

Introducing new thoughts and new ways of good living to the community. The new thought would base on the activities that a family,

relatives and communities commonly do. For example, villagers could switch from agricultural producers to sellers and setting up co-operative group that would lead to higher bargaining power and reduce threat from others. Hence villagers would be able to use their own human capital effectively and able to manage their resources efficiently.

## ***2. Community strengthening: human capital and social capital***

2.1 Reduce the limitation and obstacle of building strong communication such as Minimizing the influence of local power, the middleman system and the non-banking loan system to reduce negative impact on the poor.

Encouraging integrated farming for sustainable income and self-reliance in a family, and dropping the “single crop” system and the “cash crop” that relies heavily on outside market and middleman’s pricing.

Encouraging a family to save more and consume less of luxury goods. Providing more information regarding non-banking loan, and selling labour overseas.

Reducing the conflicts among community leaders and beneficial groups.  
Extending connection of community leaders through relatives and community network.

Preventing labour exploitation, especially, for the cheap and unskilled labourers. Encouraging the usage of human capital and social capital in a community so that they would enjoy the value of hard working, developing more skill, and more co-operation among themselves.

## 2.2 Supporting community strengthening: the new concept– 4 modes of life

MODE reducing cost of production – encouraging 3 basis productions in a community which are growing crops, vegetables and fruits, and cattle breeding as to ensure sufficient food for living.

MODE way of life – switching from being producer to seller and establishing a small-medium enterprise among relatives or those working in the same careers. Organizing into a small group would increase negotiation power as well as having more option to trade the products. This is also a way to improve local wisdom and productivity in the community.

MODE management of human capital, economic capital and social capital in order to increase both value and volume of each capital. Economic capital could be simply increase by more saving in a family, and then moving another step by establishing an accessible local funding institution to serve as a safety net for those who just crossed the poverty line.

MODE democracy – free from control of authority, free from influential power that dominate villagers’ way of living. Encouraging

participative democracy among the poor, as well as among the community network and community institution. The members of a community would have freedom to access the public utilities, freedom to participate in activities organized by the community, freedom to participate/ making decision/ and enjoying benefit of any development in the community. Alongside village leaders and TAO, decentralization should be supported by encouraging to having female leaders, children leaders whom would help taking care of the whole community.

## **9. The next steps**

*Moving Out of Poverty: Understanding freedom from bottom-up* is a project supported by the World Bank. Working in parallel with this project, there are another 15 countries that have to conduct a research under the same concept and methodology, o which in January 2006 The World Bank would like invite all 15 countries to get together and share their findings at The University of Saint Petersburg, Russia.

This is a good opportunity for Thailand to exchange experiences and comments with other countries and in return the experience sharing would assist in identifying policies and strategies that could successfully solve poverty incidence in Thailand.

## **5. A study for Initial Knowledge on Structural Poverty Eradication Analysis: Poverty Analysis by “Nang Rong” Panel Data**

*By Office of the National Economic and Social Development Board (NESDB)*

### **1. Rational**

Office of the National Economic and Social Development Board (NESDB) gives a meaning of poverty as “Poverty now involves more dimensions and goes beyond the factors close to the everyday life of the poor. It is now covered not only income dimension but also structural poverty that causes the poor to lack capacity in everyday living. It occurs from the deprivation of many factors including no or less education; lack of opportunity to resources, lack of agricultural land, lack of participation and grouping, lack of access to information or knowledge in income generation; lack of access to basic services and has high burden in dependency. All of these aspects are now called “structural poverty”.

To reduce the problem of structural poverty, it needs knowledge that covers all aspects of structural poverty in particular economic, social, politics, cultural, and development aspects. It also needs a holistic approach to deal with the problem. Therefore, NESDB needs to conduct a study and research in order to construct knowledge about the structural poverty reduction. The knowledge will be utilised for the formulation of the next poverty reduction strategy.

The project “A study for Initial Knowledge on Structural Poverty Eradication Analysis: Poverty Analysis by “Nang Rong” Panel Data” is a study to explore the aspects of structural poverty in order to analyse the various factors of poverty problem. The analyses in this paper take an advantage of readily available Nangrong panel data of households and communities in 51 baseline villages in Nangrong District in Buriram Province in 1984, 1994, and 2000 from the “Demographic and Environmental Change in Nangrong” project. The Nangrong project is a collaborative project between Institute for Population and Social Research, Mahidol University and the Carolina Population Centre, The University of North Carolina at Chapel Hill. The objective of the paper is to provide a skill training and knowledge enhancement for the NESDB staff in order to analyse panel data in the sense of poverty reduction. It is to provide an example of a link of discussions on poverty reduction and panel data analyses using panel data techniques. The main focus of the paper is to investigate the effects of available infrastructure in the household and in the community on agricultural production, migration, income generation, and land use with an aim to better understand the process by which agricultural growth is generated.

### **2. Objectives**

2.1 to develop a knowledge on analyzing poverty problem by panel data

2.2 to enhance capacity of the NESDB and NSO staff in analyzing panel data for evaluating poverty problem which will be a preparation for the use of the NSO panel data.

### **3. Activities**

3.1 Institute for Population and Social Research, Mahidol University was appointed to work as a Project Consultant as the institute is the sole institute that collects and owns the panel data in Thailand. The Institute also has experiences, knowledge, and skills in analysing panel data.

3.2 One of the main activities of this project is to provide trainings in analysing panel data for NESDB and NSO staff, the Institute staff and students. The aim of the training is to develop knowledge on structural poverty reduction, which will be utilised for the monitor and evaluation of poverty in Thailand, also for the formulation of the next poverty reduction strategy. It is also to enhance capacity of the NESDB and NSO staff in analyzing panel data for the preparation for the use of the NSO panel data.

3.3 The project takes an advantage of readily available Nang Rong panel data of households and communities in 51 baseline villages in Nang Rong District in Buriram Province in 1984, 1994, and 2000 from the “Demographic and Environmental Change in Nangrong” project. The Nangrong project collects comprehensive data that follow individuals over the life course and follow households, communities, and landscape through transition. This set of panel data or longitudinal data provides benefits for the analysing of poverty incidence in Thailand.

### **4. Achievement and Lessons learned from the Project**

Principles, knowledge and suggestion that derived from the project can be described as follows:

4.1 The training consisted of basic principle in data analysing by STATA programme, Analysis of Nangrong panel data, experiences in collecting Nangrong panel data, demographic and environmental change in Nangrong, Pooling Independent Cross Sections Across Time, Policy Analysis with Pooled Crossed Sections, Two-Period Panel Data Analysis, Organizing Panel Data, Policy Analysis with Two-period Panel Data, Differencing with More than Two Time Periods, Fixed Effects Estimation, Fixed Effects with Unbalanced Panels, Random Effects Models, Choosing Between Random Effects and Fixed Effects, Introduction to longitudinal data analysis, Longitudinal data analysis with continues data, Longitudinal data analysis with categorical data

4.2 The main focus of the paper is to investigate the effects of available infrastructure in the household and in the community on agricultural production and land use with an aim to better understand the process by which agricultural growth is generated. The project found that infrastructure in Nangrong improved significantly from 1984 to 2000. The proportion of

households that had electricity increased from 29.0 percent in 1984 to 95.0 percent in 2000. The improvement in the availability of piped water in the household was less remarkable, from 0.6 percent in 1984 to 36.4 percent in 2000. Over time, many villages were reported to have better roads to Nangrong. During 1994-2000, the prevalence of rice and cassava production slightly decreased. While the average amount of land used per household (squared wa) in each type of production remained relatively stable, the yields of both rice and cassava per household considerably increased. Rice yield increased by 57 percent and cassava yield increased by 127 percent from 1994 to 2000.

The cross-sectional analyses of the effects of electricity and piped water in the households on agricultural activities show that having electricity is positively related to planting rice while having piped water is positively related to planting cassava. The results from first-difference estimations, which take into account time-constant omitted variables in the cross-sectional data, confirm the positive effects of electricity on planting rice. However, the positive effect of piped water on planting cassava disappeared. Having electricity, in fact, decreased the likelihood of planting cassava by 2 percent, suggesting that as infrastructure improved farmers might have slowly moved out of their farming business.

In the cross-sectional analyses, the availability of electricity and piped water and the amount of land used had statistically significant effects on the yield of rice while the availability of electricity and land used had statistically significant effects on the yield of cassava. However, when the first difference technique was applied to the estimation, taking into account time-constant factors such as managerial skills, land location, and the weather pattern, the effects of both electricity and water disappeared, leaving only the positive effects of the amount of land used in the production. This finding from the panel data analyses suggests that unobserved factors may bias the effects of electricity and piped water when considering only the cross-sectional analyses. Improving infrastructure, in fact, may not be as important as improving mechanisms to increase cultivated areas for farmers in the production of rice and cassava.

## **5. Problems and Obstacles**

The main problem and obstacle of this project is the availability of the data for analysing the link of discussions on poverty reduction and panel data. The Nangrong data cannot perfectly reflect the aspect of poverty problem. The lack of available and appropriate data for analysing poverty problem is one of the main problem or obstacle to monitor and evaluate the Thai poverty.

## **6. The interrelation between the project and other poverty reduction**

The project is a pilot project for providing knowledge of discussions on poverty reduction and panel data for the NESDB and NSO staff. It also provided a preparation in analysing NSO panel data for the NESDB and NSO staff including

a knowledge on the obstacles and problems deriving from discussions on the poverty reduction and panel data.

## **7. Lessons learned and suggestions for applying the knowledge to other poverty reduction practices**

7.1 The main problem and obstacle of the project is the lack of the availability of data. This problem and obstacle provide evidence about the lack of data for analysing poverty situation or for monitor and evaluating poverty incidence. This leads to a suggestion that Thailand needs a development of profound data for a deeper analysis of poverty incidence.

7.2 The project's discussions on poverty reduction and panel data showed the relationship among various factors to analyse the cause of poverty and the approach to reduce it. However, poverty factor analysis for the Thai poverty is still limited to conclude as universe knowledge. This leads to a suggestion to conduct a factor analysis of poverty problem in order to develop a set of knowledge to deal with poverty in a holistic approach.

## **8. Next Steps**

NESDB has gained enormous knowledge from the projects i.e. this is one of the first discussions on poverty reduction and panel data analysis. It also provided opportunities for NESDB and NSO staff to explore benefits, problems, and obstacles of the analysis of panel data to poverty reduction. The training of the project provided a new knowledge in analysing panel data to poverty. NESDB will continue to explore the panel data and its' analysis in order to prepare knowledge and skill to analyse the NSO panel data. All of the project's result will be employed as knowledge and data for an improvement and formulation for the next poverty reduction strategy.

## **6. Summary of the Community Forums at the Village Level in 6 Regions for Support in the Making of the 10<sup>th</sup> Development Plan.**

### **Part 1: The history, aims and forms of the community forums**

#### **1. History**

- 1.1. The cabinet decided on the 20<sup>th</sup> of July 2547 to hand over the task of creating the 10<sup>th</sup> national development plan to the National Economic and Social Development Board (NESDB). The framework predicted follows a strategic plan while emphasizing on the participation of all sectors according to the roles and tasks of each sector from the national level to the grass roots level. The plan will be based on the philosophy of the sufficiency economy which will be the guiding philosophy for national development and management.
- 1.2. The NESDB created a brainstorm of ideas from different sectors as follows
  - A seminar and workshop for NESDB staff and staff from various ministries and the central headquarters during mid march 2548.
  - 4 seminars for the brainstorming of ideas at the regional level between April and May 2548.
  - An annual meeting for 2548 for the brainstorming of opinions on the framework, direction and strategy for national development over the 5 years of the 10<sup>th</sup> national development plan. The 5 parts discussed were changing the context of development, building a strong and long lasting economic base, adding value to production by building a knowledge base, development of the society using progressive methods and connecting to the regional and international economy.
- 1.3. From the annual meeting the NESDB had planned to carry on with the brainstorming of ideas of target groups from various regions which will represent all 4 groups of Thai society including the competitive society, status society, sufficiency society and the vulnerable society. This will build an operation of participatory development that will decide on the vision, direction and strategy of national development making it acceptable throughout all areas of Thai society whilst working in parallel with the changing context of development. The team of social development was given the task of gathering ideas from the people in the sufficient and vulnerable parts of society in various regions.

#### **2. The purpose for the gathering of ideas at the village level**

- 2.1. To be informed about the ideas from people in the sufficient and vulnerable parts of the society about information and effects of the contexts of change and to reflect on the roles played in preparation for change from the individual to the household and community level.
- 2.2. To use the results from the brainstorming of ideas for analytical purposes which then can be used in planning strategies for national

development. Roles will then be given to participating sectors in the 10<sup>th</sup> national development plan.

### **3. The areas for implementation**

3.1. Selection of target areas will be based on a scatter method. The **selection of areas will be based on the following principles**

- **Selection of provinces** will take into account the economic state of the province by using the average GDP per individual. The provinces chosen should include many economic stages from lowly to highly developed from each region
- **Selection of districts** will use basic information from the village level of target provinces for consideration. Districts selected will still have villages with the lowest level of development (stage 1) or least progress. If the selected district does not contain a village with the lowest level of development a district with the most villages of low development (stage 2) will be chosen. 2 districts will be chosen from each province.
- **Selection of sub-districts** will use the same method as the selection of districts but selecting only 1 sub-district per district.  
Once the target sub-districts have been chosen and the list of sub-districts sent to the department of community development, 3 target villages at various stages of development will be selected from each sub-district.

Nevertheless, due the limitations of time available for implementation, selection of provinces will take into account the chances of completion in time. The summary of the brainstorming of ideas will result from the gathering of ideas from 108 villages throughout the country but not a summary or representation of any province or region.

3.2. **The area of operation includes all 6 regions, 3 provinces per region, 2 sub-districts per province and 3 villages per sub-district totaling with 108** provinces. The regions include the North (Petchaboon and Pitsanulok), the South (Chumpon, Ranong and Krabi), the North-East (Buriram, Nakhon Panom and Nakhon Ratchasima), Central (Ayuthaya, Lopburi and Pathum Thani), the East (Trat, Srakaew and Chachoengsaow) and the West (Kanchanaburi, Petchaburi and Nakhon Pathom)

### **4. The Form of brainstorming and gathering of ideas**

4.1. **The ideas will be brainstormed from participating groups and individuals** including the Tambon Administration Organization, Village Committee, health volunteers, village funding groups, the head of village, knowledgeable individuals of the village, teenagers, the elderly and 30 other villagers representing 3 villages in each sub-district totaling with at least 60 individuals per public hearing.

4.2. **A location for the public hearings and gathering of ideas** will be chosen in each sub-district

**4.3. The brainstorming of ideas will operate** through the following:

- 1) Using facilitators to point out to participants the purpose and ways of brainstorming ideas.
- 2) NESDB staff to point out the purpose and overall national image of the 5 contexts of change including connecting with the international economy, social changes, habits of the consumer, technological changes and natural resources and the environment
- 3) The villagers from each village will then be split up into 3 groups of 20 individuals. Each group will have a facilitator for convenience in the brainstorming of ideas. NESDB staff will have the job of supporting and informing while recording important results gained from the meeting. The main topics of the meeting are as follows:
  - Knowing and understanding all of the 5 contexts of change.
  - The important changes happening in the village including the impacts on each individual, family and community.
  - Preparing oneself or managing change at the individual, family and community level.
  - Aid needed from outside the community.
- 4) Each village will present a summary in the summarizing meeting and discuss further topics in each group.
- 5) Facilitators will give an overall summary and be ready more questions.

**4.4. Members responsible for the preparation of public hearings.**

- 1) The NESDB's social development staff. Staff will split up into 6 teams of 7 people for each region totaling with 42 staff working at the same time.
- 2) Community Organization Development Institute (CODI) will cooperate by aiding as facilitators. Each team will have its own facilitator, with 3 facilitators per region totaling with 18 facilitators.
- 3) Community Development Department will provide convenience by ordering for Community Development Provincial and District Offices in target provinces to select villages and representatives to take part in the public hearings.

**Part 2: a summary of the public hearings for the brainstorming of ideas in the 108 villages**

**1. Contexts of change: perception and the impacts on the everyday life of the people**

From the overall image, villagers from all 6 regions knew all the 5 contexts of change including social changes, connecting to the international economy, natural resources and the environment, technological development and the habits of consumers. The level of perception in individuals was at about the same level. Most villagers reflected on the change based on their own wellbeing and saw that the contexts of change all had impacts on their occupations and their everyday lives.

The villagers thought that the context of change that was clearest were social changes and changes in natural resources. Nevertheless, needs in problem solving by the villagers were mostly due to economical changes because of how it had clear impacts on their wellbeing except for the North and the West where priorities were on natural resources and Central Thailand where priorities were given to social changes. The details of change and impacts happening through each context have been reflected by the people as follows:

### **1.1. The social context**

The social context is a context that all regions and communities feel is changing and where most change is having a negative impact on the Thai society. The concern is that the villagers are more accepting to the changes happening in everyday life without realizing it. Importance is not given to solving the problems in individual, family and community levels while importance is given to the more obvious problems of income. This will make the Thai society deteriorate even more and eliminate chances for problem solving.

There are many topics of social change in all regions as follows

**The standard of living** of people in the community has changed in all regions. There has been more comfort and ease due to improved communication and services plus better living conditions. Nevertheless, when considering happiness, it has been reflected that life has deteriorated due to increased problems especially on difficulty of employment making income not sufficient for spending. The state of wellbeing is summarized by the villagers as “physiological comfort but psychological hardship”.

**Everyday life** and the feeling of being part of a community still remains but the community is no longer as closely knit due to growth and development. It can be clearly observed that gatherings, community activities and help given to one another which are important factors for maintaining a closely knit and cooperating community has decreased. Every community now contains more independent individuals who compete to make a living.

**Family wise** there have been clear changes including a **decrease in family warmth and deteriorating relationships**. Families where all members used to stay together are now split up due to the need to find work outside the community. **Children and teenagers have shown an increase in unsuitable behavior**. They have changed from being used to staying home, helping with work in the family and household, having manners and respect to being the opposite. Unsuitable behavior shown includes a change in dress code, lacking respect for guardians and adults, lacking discipline, not knowing duties and obligations, giving no importance to work in the family, dependence on friends, having sexual relationships before a suitable age, drinking, having physical assaults, getting involved with drugs, creating disturbance in driving, overspending and giving no importance to the temple.

**In the case of elderly people there have been no cases of problems in the community.** Even though there has been an increase in the number of elderly people, their impact on the community is small. Most elderly people remain with their families and are looked after by relatives even though the community provides services for elderly people under hardship. However, in the city area it has been observed that elderly people are not given as much care as before and there is a small number of abandoned elderly people. The duty of caring for grandchildren has increased due to increased traveling by working adults but money is still sent to the elderly for spending. Nevertheless the community has reflected on life supporting funds for the elderly which will be needed in the future for many communities. Most communities still think that the elderly will still be given care from their families or from the community causing no major problems for the community so no preparations have been made for the care of elderly people in the future.

**In the case of culture and tradition,** religious institutes still act as places for the gathering of the community. Preservation of religion, culture and tradition still continues but not as strictly as before due to the fact that time is given firstly for making a living. Nevertheless, the Muslim community still gives much importance to performing in accordance to religious teaching such as praying 5 times a day. Traditional local languages are still handed down to children and grandchildren despite the decrease due to the lack of interest from new generations. In the case of tradition especially the tradition of ‘longkaeg’ or ‘power restoring’ for aiding each other without a purpose to profit has decreased between farmers and has nearly vanished. Generosity has been replaced by payment and labor is only exchanged with benefits.

**In the case of local knowledge and skills,** villagers with the knowledge of traditional Thai medicine or the ‘mo yas’ are still found in communities but there is a trend of disappearance of this knowledge because of the lack of interest from new generations with the belief that the knowledge cannot be handed down. Those interested must depend only on memory.

The change that has occurred in the society has reasons which relate to other areas of development especially the state of the economy that plays the main role of impacting the society. How the family has more duties to make a living for survival decreases the time available for family interactions, community interactions, community activities, religious activities, culture and tradition. At the same time the media especially advertisements has encouraged a change in consuming patterns from the past to an overspending and competitive pattern. Apart from this, the surge in technological change introduced such as mobile phones, internet, games and entertainment locations all play a part in pushing behavioral change and at the same time most people such as children and teenagers are still unable to distinguish between right and wrong.

## **1.2. The natural resources and environmental context**

Is a context that villagers know about and accept that there has been a clear change which has largely impacted their everyday life and wellbeing. The topics of change is reflected in the following 2 forms:

### **1) A radical deterioration of all types of natural resources**

The problem of deforestation, soil erosion, drought and climate changes are problems that villagers in all regions know and truthfully express on. They say that the areas they live in used to be richer in wildlife and natural resources which they could make a living from. In the past water was available for agriculture and use, the soil was fertile and could sustain agricultural crops, fish could be caught off the shore but now problems of environmental deterioration have arisen. Drought has increased, unpredictable seasons have caused delays in farming, water sources are meager so the amount of water available is not sufficient for agriculture and everyday use, radical weather including droughts and floods, soil deterioration has disabled agriculture, a decrease in shore resources and marine life. The environmental problems mentioned have great impacts on everyday life and occupations. Agricultural output decreased and villagers must spend more on agricultural factors such as the need to dig more wells, laying water pipes from the river to the farming area, buying chemical fertilizers, etc. At the same time problems of competition for resources have arisen together with the risk of natural disasters such as landslides, etc.

The villagers understand well that the causes of these problems are from continued deforestation by both locals and outsiders. The forests have been encroached to increase areas for making a living on and to build settlements. There has been no rotation of crops and an increase in chemical use such as in fertilizers, weed killers, insecticides, etc. The same land is used again and again without restoration or care and machines are used to plough soil causing soil erosion and death of animals such as frogs which are a food source. The problems of insufficient and dirty water supplies is caused by bad communication between villagers and government officials such as with the Irrigation department where water is not brought into the area and no care is given for the restoration and protection of water. Nevertheless, villagers in many areas especially those in the areas of the irrigation systems or near dams have questioned the management of water by the government. This is due to how many people are still unable to put the water from the dams into great use for example; there is a shortage of water in Tak province where the Bhumibol dam is situated. Another example is how there has been a problem of contaminated water in Kaeng Krachan district, Petchaburi due to how a resort is situated upstream of the water source. Villagers have

to change from drinking from natural water sources to purchasing bottled water.

## 2) **Pollution in the surroundings and environment**

Water contamination is a problem of a polluted environment that nearly every region has clearly reflected on. In the city areas such as in Chachoengsao province, industry and growing settlements causes a runoff of polluted water into rivers and natural water sources. Similarly in Nakhon Pathom province causes are the pig industry and automobile industry while the major problems in Pathum Thani is the growing city causing the building of many new villages and industrial sites. Rural areas must face problems with contaminated water due to use of agricultural chemicals making water that was once used for washing and drinking unusable. Water contamination has also caused a decrease in aquatic life.

At the same time, the city area must face the problem of litter from homes and factories, increased dust, odor and noise which has an impact on the wellbeing, sanitation and health of the population.

Villagers understand that environmental problems have partial causes from consuming patterns of households and industrial activity. The other contribution is the lack of knowledgeable control, prevention and problem solving and the lack of communication, cooperation and strictness of responsible departments e.g. local administration organisation. At the same time some villagers think that the management of water by the government is the cause of greater impact. In the case of Nakhon Pathom province, villagers think that closure of the drainage ways prevent movement of water causing the problem of contamination and rotting water.

The context of environmental has been questioned by villagers living near the city area on the management of litter and waste that has been moved from the industrial estates and households without a disposal system causing pollution including odor and sanitation problems. The problem of disposing waste water without treatment still persists in villages and industries. Apart from this there is the addition of safety hazards and impacts on property such as the problem of motorcycle racing in Pathum Thani province.

### 1.3. **The Technological context**

The technological context is a context that all villagers know is changing and affecting themselves, their families and community. **Their perception reflects on technology and its relationship with everyday life in communications and entertainment** such as television, radio, CD walkmans, VCD players, automobiles, motorcycles, computers, the internet and mobile phones. More advanced technological changes such as nano-technology and health technologies are unknown to villagers and are seen as too futuristic for themselves. Nevertheless, the sayings

of villagers in some areas reflect on the impacts of technology on agriculture including problems with seeds which must be bought every season due to the risk of mutations or poor growth if seeds from adult plants are used. Villagers think that seed producing companies have the technology to ensure that the seeds can only be used once and must be bought again.

**Mobile phones is a topic that all communities have reflected on the most in how there has been the greatest change** in use of mobile phones which has increased greatly in the personal and family level. It could be said that every household must have a mobile phone and all members in some households all have mobile phones. Computers and the internet are known about but there has been less distribution at the community and household level while the usage is limited to only children and teenagers. Even though there are computers and internet services in the sub-district, there are a small number of villagers who can put them into use.

The impact created from the change in usage of technology is convenience from machines used in everyday life and occupations. Convenience of communications lowers the cost of traveling and villagers can follow the news and know about the newest information. The negative impacts of technology are the increase in amount of spending and costs which continues such as in the case of mobile phone credit. This can lead to the loaning of money which will have obvious impacts on income but also social impacts such as bad relations in families and the community. The Eastern region has pointed out a different point of view that technology has lowered the costs of transportation but has also caused a decrease in real contact between members of families which is being replaced by telephoning instead. It is said that “tradition has been cut by technology”. Apart from this children and teenagers gain power from imitating unsuitable behavior from the internet, they are unable to distinguish between time for studying and time for games.

#### **1.4. The context of consumer habits**

Is the context that villagers see as up-close and a context that has changed and impacted their personal wellbeing, the wellbeing of the family and the community in many aspects including:

- 1) **The consumer habits have changed to a habit of buying everything** from the old conservative habit of raising their own vegetables, poultry and ducks for family consumption. In the present day, money must be used for buying everything for consumption. There is more consumption of ready made food and use of flavoring products while children increasingly consume snacks that have bad affects on health.
- 2) **Imitating consumption and everyday life habits of the city society has increased.** In nearly all households there is consumption

of advanced convenience providing products such as mobile phones, washing machines, motorcycles, etc and products for entertainment especially televisions sets and VCD players. While computers are not distributed as well but parents with enough money will purchase computers for their children seeing it as an educational aid.

- 3) **An increase in overspending leading to competition and materialism** has impacted the relationship between members of the family and community. From how there used to be sharing and generosity everything is now based on money making people more distant in relations. For example physically contributing to a make merit has now changed to using money to hire others to do the work. Children and teenagers tend to increasingly and unnecessarily spend according to trends by using money on clothes, mobile phones and for leisure in shopping malls leading to overspending and problems in the society such as inappropriately dressing, speed driving, smoking, drinking, having sexual relationships before the appropriate age, etc.

Nevertheless, in some areas far away from the cities the consumption patterns are still simple because costs to travel into the city are higher and the products offered are too expensive.

The reasons for change in consumer habits that villagers agree on are:

- 1) **Encouragement by the media especially advertisements** create desire to own particular products that will make individuals fit into the society. Various promotional methods such as giving personal credit, down payments, free gifts also take part in encouragement.
- 2) **How more products are able to reach communities** such as direct selling methods, local open-air markets, sales vehicles coming into the village, mini-marts, etc or how there are shops/ department stores with international brand names not far away from the community. These aspects will make spending more convenient for villagers causing smaller local shops to close down due to less popularity.
- 3) **Trends and copied consumer behavior of the people.** Most villagers think that they are important because they feel the need to be like others without considering their own situation and status. These villagers let their children's lifestyle change with popular trends such as loving to relax, dislike of hard work, need of machines for convenience, preference for ready made food like city dwellers, etc. At the same time, the way of life where parents must spend most time working also forces consumption of fast or ready made food.
- 4) **The forcing environment.** In some areas the change in consumer habits is caused by the standard of living such as how a person living in an area with no public telephones has no choice but to use a mobile phone to keep in contact with his/her family.

## **1.5. The context of connecting to the international economy**

**Perception of the context of connecting to the international economy still remains distant and insignificant for the villagers.** Most villagers are uninformed and do not understand its real meaning or how making a living with agriculture connects with the international economy. Some regions have reflected on this context but the picture given is on matters that are up-close and only have personal impacts on the villagers themselves. The matters are as follows:

The South is aware of the increasing rubber prices due to the desires of the international market that has opened up and how the government is dealing directly with foreign countries without passing through the Singaporean market. The villagers also know that products with lowering prices such as palm oil, fruits, etc results from price competition with other countries and how there has been an increase in imported goods which competes with Thailand's own products.

In the North East villagers know that rice and weaved product prices have dropped due to competition from other countries and in some villages, the villagers observed that products such as apples, electronics, etc have become cheaper. Villagers also understand that the impacts by international trading is an increase in capital needed due to manufacturing factors such as increasing oil prices used for tractors that have replaced buffaloes and prices of chemical fertilizers and insecticides. A low price is also forced on the produce as middlemen use conditions that conform to international sales rules such as moisture levels in rice, contamination of chemicals, etc to lower the price and take advantage over farmers.

In the East where communities in Chachoengsao province produce OTOP products trade has been discontinued with Japan as cheaper alternatives are available from China. Also, in Srakaew province there are imports of Cambodian rice causing a drop in prices of Thai rice.

The west reflects on how garlic is imported from China to compete in the Thai market forcing Thai producers to alter quality to be able to compete with the Chinese. The quality of potatoes has also been improved to contain no contaminants to export to European markets.

## **2. Preparing for Change**

From the estimations made on the readiness and potential of the villagers it has been found that **most are clearly not prepared for all the contexts of change.** The villagers think that some of the contexts are too futuristic and will not happen in their village such as becoming an elderly society. In some areas members of the community have come together and taken part in activities which prepares for change at a certain level such as in the south.

Nevertheless, the public hearings set up have motivated villagers in all regions to consider together and accept the fact that the various contexts of change will possibly have an impact on their lifestyle, family members and community. The villagers have more thoughts on preparations for themselves, their family and community as follows:

- 1) **Changing the way of thinking and conduct.** Villagers think that debts are made by oneself therefore the saying that “one must depend on oneself” forms the base of conduct. Villagers try to “clear debts by themselves” and use the “sufficiency economy” including morals and religious teachings in life.
- 2) **Building a secure economical base at the household level.** Decreasing cost and increasing income by:
  - **Producing accounts of costs and income of the household** so that members of the family are aware of their economical state. Ways of decreasing costs can be used such as planting vegetables, raising livestock, limiting use of mobile phones, cutting down on smoking/ drinking/ purchasing cosmetics/ lottery, producing homemade household products (shampoo, soap, washing liquids), savings, etc.
  - **Reducing costs and capital in agriculture** such as reducing/ stopping use of costly chemical fertilizers and producing/ using homemade fertilizer or natural fertilizers.
  - **Finding alternative sources of income** by finding part time or extra jobs such as labor, weaving, etc.
- 3) **Creating warmth in the family.** More time given by parents for teaching and taking care of children, better communications between members of different generations and encouraging moral and suitable behavior in children and teenagers such as smart spending, saving and respecting parents.

2.2. **At the community level** importance is given to

- 1) **Organizing public hearings for discussion and exchanging knowledge** to find ways of continuously solving community problems together. A community master plan is made including cooperation with external organizations and nearby communities when solving problems such as development and restoration of water sources and solving problems to do with pollution.
- 2) **The getting together of the community to take care and provide help for members** such as getting together for both full time and part time occupations (weaving, livestock management, agriculture), getting together for production (natural fertilizers, seeds), setting up of community stores, piling of funds in the form of savings groups.
- 3) **Management of social welfare** by using profits from different funds to provide social welfare for members of the community such as the elderly, poor, etc. Building a sense of awareness to increase the amount of help given to each other.

- 4) **Teaching, handing on and recovering local culture and tradition** for members of the community especially children and teenagers including seriously teaching ethics in schools
- 5) **Preserving and recovering the state of nature and the environment** by reforestation, preserving coastal resources, planting community forests, building of dams, digging canals and waterways for storage of water and looking after hygiene and sanitation in the community.

### **Part 3: Analyzing the findings from all public hearings in the 6 regions**

#### **1. Factors impacting on perception of the contexts of change**

The factors that cause the villagers to know and consider the impacts of the 5 contexts of change differ in many ways but most importantly by

**1.1. The differing levels of development in each area.** Villagers living in areas where there is a higher level of economical and social development such as convenience in communications have high average incomes and often live near to the cities. These villagers know about and have considered the impacts of the contexts of change better due to faster news through the media together with the altering of behavior for example how villagers living closer to the city will imitate behavior of city dwellers more than those who live further away from the city. The impacts are easier to observe such as the ones on teenagers.

**1.2. The differing atmosphere and environment in each area.** In areas where the natural environment is constantly deteriorating problems in agriculture arise thus impacting on produce and debts. Villagers give importance to the context of natural resources due to how it is seen as the main factor affecting income and their wellbeing. In some areas where there are no natural water sources or where villagers are unable to reach the sources, problems of water shortages for use in agriculture and everyday life arise. Importance is given to the problem of water especially during seasons of drought.

**1.3. Strength of the community.** In areas where there is unity of members in the community or where there is a village leader or core. However, it has been found that even though monthly community meetings were organized in many villages, the problem of no leadership for the starting discussion about preparations for the handling of change persists. This is why most villagers still think that the contexts of change are still too futuristic for them.

#### **2. Supporting factors/ facing challenges when handling change**

**2.1. Supporting factors.** The topics arising from the public hearings reflected to show the villagers' way of thought and implementation in preparing for change in advance. This was due to the following factors:

- 1) **Being employed and having a continual cash flow** gives the villagers self confidence and the ability to plan for the future of their own lives and family
- 2) **Having warmth in the family.** Good relationships between members of the family, caring for children and relatives by parents and grandparents creates a strong base for children and prevents unsuitable behavior
- 3) **Clear unity of the community and continually organizing activities** will lead to discussion in the community where members give help and advice to one another. A unified community will be able to handle change that will have an impact on the villagers' lives especially in communities where there is a strong leader/ core and constant meeting for discussion.
- 4) **Having a strong community culture.** Villagers living in some areas that still have traditional rural societies are very tolerant and generous thus creating a safe and comfortable society. These factors will give the villagers spiritual support when handling with change. In some areas customs and tradition are followed as rules of the village that all members must follow together for example in a village in Nakhon Pathom province children and teenagers must listen to the elderly. Members of the community must take part in observing and caring for the behavior of the children thus resulting in good behavior such as studying hard, limiting leisure, wearing suitable clothing, etc.
- 5) **Being continually informed about the most recent facts and news** from the media such as the press, television, radio and internet including the spreading of news in the community using the public relations towers, public hearings and local radio.

**2.2. Factors that are challenges** from estimating the readiness of villagers from the 108 public hearings show that the villagers are not prepared to handle the contexts of change due to the following:

- 1) **The lack of knowledge and tactics in adjusting and benefiting from the contexts of change.** Most villagers in the areas still lack tactics in thinking and analyzing news which can help themselves, their families and community to decide rationally. The villagers' way of thinking remains concentrated only on short term problems related only to themselves and their families. There is still no long term planning for their family to be self dependent causing the choice of occupations to follow social trends and the changing market such as planting the same crops even though the selling price is low. These villagers are not interested in changing jobs or investing because they think that "staying put does not cause debts but changing does". At the same time spending patterns are imitated from neighbors and modern trends without considering self status and planning for the future. The villagers' basic ideas are that "one can come up with an idea but it cannot be put into use" which leads to "acceptance to an

unsatisfying state”, no thoughts of cooperation with other members of the community or to work for the people at large but always still wanting “help and aid” from others especially from the government.

- 2) **Villagers adopting a more independent lifestyle.** Relationships between members of the family and community have become more distant because people must struggle for survival and from debts. Unity of members of the community has decreased or weakened in addition to the absence of a leader who will normally help to motivate members to solve problems together and make benefits for the community. The government projects that reach the areas are usually unable to be put into use for solving problems and development of the community to a great extent.
- 3) **The surge of capitalism that has rapidly reached villages with communications and information technology** without sufficient ways of controlling or restricting has caused villagers to imitate spending patterns without realizing. Problems of overspending arise and social problems such as the deterioration of ethics follow.
- 4) **Remaining natural resources are not being recovered and managed for efficient use in occupational and everyday life** because environmental problems are beyond the villagers’ and community’s ability to manage. However this problem has a great impact on the life of people especially the problem of water shortages.

### 3. Other important topics brought up in public hearings

The public hearings involving 108 villages, 18 provinces, 6 regions totaling with 2,160 individuals apart from informing about perception, understanding and readiness of villagers in the preparation for the contexts of change, has also brought up important topics as follows

#### 3.1. At the individual and family level

- 1) **The problems that are given priority by villagers.** Apart from knowing about the changes that villagers in all areas are experiencing most communities are reflecting on important problems they are facing including **water shortages in agriculture** that is happening in all areas, **shortages of occupational land** and rights to the land especially in the North and **the problem of debts** caused by loaning for investment, loaning for spending on hygiene factors and loaning for spending on unnecessary products. Adding to this, sources of loans have increased in communities and borrowing has become convenient for villagers while unnecessary spending for the wrong cause has increased or debts area revolved.
- 2) **Savings in the communities.** Debt situations may be increasing but when savings are considered, the amount is still low. The community savings fund is a fund that has been established in many communities but other methods of savings are not being used or are used loosely. The state of the present economy has caused a

shortage in money owned by villagers so none is left for savings. Nevertheless, the intentions of the villagers who have savings with some groups have been observed which includes the intention to take out loans since only members are allowed to make loans. However, there is no attention given to savings for security in life.

### **3.2. At the community level**

- 1) **The roles of official leaders** especially executives of the local administration organization are very crucial for the development of the community. It has been found that in many areas with planning for progressive development the ability to connect with change which have impacts on the development of the community is clear. The knowledge and education of the leader will be an important factor.
- 2) **Funds given for projects to improve village potential (SML).** It has been found that funds are unable to reach communities but the communities still know and are prepared for them to various extents. Some areas are in the stage that meetings and discussions have occurred and projects under support by the fund have been planned. Some communities only know that a fund will be granted but preparations have not started. Nevertheless, it has been observed that projects supported by the fund include projects that will create revenue and a cash flow in the community such as setting up community shops, institutes for occupational demonstrations. Some villages have piled in the funds to carry out projects where villagers will benefit together such as development of water sources but there are also communities where the funds are used for activities where no economical value or cash flow is achieved such as the purchasing of machinery for the community. Apart from this, it has been found that having tight restrictions will create challenges when operating in the areas for example the individuals who participate in village public hearings must be Thai citizens, at least 15 years of age, living in the village or community for at least 6 months with at least 70% of the real village population participating at once. In many areas the gathering of people under these restrictions is difficult due to the varying occupations causing problems with time. The villagers think that the restrictions should be changed to needing only 50 % of the village population for participation in public hearings.

### **3.3. Outside the community**

**The roles that external organizations play in community development,** related important topics are as follows:

- 1) Providing of funds by the local administration organization for projects needed by the community can be found in all sub-districts and metropolitan areas. However, the readiness varies between each area as there is dependence on the paradigm adopted by executives

of the local administration organization and their acceptance to the community participatory operation.

- 2) The complexity of the duties given to government officials working on community development is a topic that villagers want to see a change in. The villagers are in need of systematic planning when officials are sent to work in the area so time is not wasted for meetings.
- 3) Villagers are still uninformed about the projects and ways of developing their own province which will have impacts of how they make a living and life in the community. However, villagers in many areas accept that both national and local politicians play a part in helping to find funds and projects for the area.

#### **4. First step advice on encouraging and supporting roles of individuals, families and communities in the participatory operation for development.**

From the public hearings for the brainstorming of ideas at the village level it has been shown that knowing about change will have an impact on the lifestyle of villagers. Preparations for handling this change are very low and villagers are not following the sufficiency economy lifestyle but following trends instead. When problems arise there is too much dependency on the government. The lack of foresight leads to a shortage of preparations by the villagers which is the factor that forces change in various contexts in the community and is continuing to worsen and dig deep.

Therefore the important topics in development over the next time period must **help strengthen and immunize the community to decrease the impact of the capitalist surge** by giving importance to role building and the use of mechanisms at 3 levels which are individuals and families, inside the community and outside the community as follows:

##### **4.1. At the individual and family level**

Supporting and encouraging roles of individuals and families in creating immunity ready for facing change especially altering lifestyles to follow the sufficiency economy idea. The search for knowledge and being eager to receive the latest news while also having the ability to analyze and predict impacts on oneself so preparations and alterations are made to cope with change. Building family warmth and giving importance to savings for ensuring long term stability in life.

##### **4.2. At the community level**

Supporting and encouraging the building of community strength so roles are suited to partners for local economic and social development especially:

- 1) Concentrating on the family institutes, religious institutes and educational institutes (the household – temple – school) to establish justice and morality in children and teenagers.

- 2) Support learning in the community. Encouraging the use of sources of knowledge at the community level to increase learning of knowledge needed for making a living by members of the community.
- 3) Encouraging and supporting natural leaders to play important roles and cooperate with official leaders from the government.

#### **4.3. Outside the community**

For government policies that have reached the local and community level to build strength in the participatory operation for development the following suggestions should be considered:

- 1) Following of the various government policies that have reached the community level should have flexibility in both form and mechanisms. Opportunities should be given for the community dynamics to decide on management of work to build on the roles of individuals, families and the community in development.
- 2) Management of work and projects in areas even though the funds are centralized provincial strategic development. The funds of the Local Administration Organization and projects for improving village potential (SML) should integrate both activities and funding based on land and communities. The roles of district officials and teams should be supported because they are the closest representatives and mechanisms of the government.
- 3) Building a paradigm and good working attitudes for NESDB personnel when working on the participatory operation for development at all levels. This will be an important factor for pushing further development that is relative to the needs of the villagers thus leading towards permanent strengthening of communities.

#### **5. Benefits gained from the meetings**

- 5.1.** It has helped in motivation of villagers to communicate and unify to help in finding ways to solve problems. The way of thought of villagers has been changed from being aware of problems and social costs to being aware of their image and the image of the community (social capital) possessed. This has caused a sense of trust and a desire to change and be more self dependent instead of waiting for help from external sources.
- 5.2.** The meetings have helped to increase popularity of the NESDB (one civilian said that the NESDB was a representative of the government that provided 'freshness' because in Thai 'pud' (of 'Sapa-pud') means 'fan'.
- 5.3.** The NESDB staff have gained skills in driving development while having close cooperation with the community

## **7. Poverty Mapping**

**By The National Statistical Office (NSO)**

### **Executive Summary**

The National Statistical Office (NSO) and the Office of the National Economic and Social Development Board (NESDB) has conducted the Thai poverty mapping under the Country Development Partnership in Poverty Analysis and Monitoring (CDP-PAM). The project, implemented by 4 agencies; NSO, NESDB, TDRI, and World Bank, is comprised of 2 phases as follows;

**Phase I :** study the 2000 poverty mapping, which using World Bank technology. TDRI is responsible for studying, while World Bank provides technical advice. NESDB and NSO provide data and work with TDRI.

**Phase II :** transfer technology studied in phase I to NESDB and NSO officials to conduct the 2002 poverty mapping. TDRI provides advice and delivers training, while World Bank supports fund.

The 2002 poverty mapping (Phase II) is conducted by combining the 2000 population census, the 2002 Socio-Economic Survey, and the 2002 Village Survey to estimate the poverty level and household income distribution at village level, in both income and consumption.

It is found that the results of poverty mapping are not correlated with NRD 2C. The field research for checking verification in 3 regions; Phisanulok (North), Nong Bua Lam Phu (Northeast), and Ratchburi (Central), is indicated that the accuracy of poverty mapping is around 90% at tambon level, especially the estimates of consumption.

Due to the high accuracy of poverty mapping, it should be used to support the government policy on poverty reduction and income distribution by determining the exact location and poor groups in each area.

### **1. Rationale**

Although there are many sources of poverty data in Thailand, the current details of data in locations is not enough for policy planning, and development projects may not succeed since the target groups are not really identified. Poverty mapping will be a tool to identify the location and level of poverty, and the income distribution, which are used to solve the said problem.

The National Statistical Office (NSO) and the Office of the National Economic and Social Development Board (NESDB) considered the benefit of poverty mapping. They, therefore, initiated to conduct the Thai poverty mapping under the Country Development Partnership in Poverty Analysis and Monitoring : CDP-PAM, implemented by 4 agencies; NSO, NESDB, TDRI and World Bank. The implementation is divided into 2 phases as follows;

**Phase I :** study the 2000 poverty mapping used World Bank's technics. TDRI is responsible for studying, while World Bank provides technical advice. NESDB and NSO provide information and work with TDRI.

**Phase II :** transfer technology of poverty mapping studied in Phase I to NESDB and NSO officials for the 2002 poverty mapping. TDRI is the project advisor and deliver training, and World Bank supports fund.

## **2. Objectives**

2.1 to develop capacity of NSO and NESDB officials to be able conduct poverty mapping.

2.2 to conduct the 2002 poverty mapping in income and consumption, which provides details of poverty index in the level of changwat, district, tambon and village. The result will be in the form of geographic information system.

2.3 to provide knowledge and result of the 2002 poverty mapping to concerned government and private agencies, as well as to public.

2.4 to develop data base of poverty index in location by combining secondary data from many sources and using econometric analysis.

## **3. Methodology**

3.1 Project advisor transfer the technology of poverty mapping studied from Phase I to NSO and NESDB officials. After that the 2002 poverty mapping will be conducted by combining the 3 secondary data sources; the 2000 Socio-Economic Survey, the 2000 population and housing census, and the 2002 village survey. Then it will be analyzed by econometrics with the following concepts of poverty mapping;

1) The estimates of income and consumption of the population and housing census using income and consumption model based on the 2002 Socio-Economic Survey. There are 76 strada, one for each changwat (except Bangkok). Each of these strada is divided into urban and rural. Bangkok is divided into 4 parts. Therefore, there will be in the total amount of 308 models.

2) Comparing the estimates of household income and consumption of the population and housing census with poverty line to determine the poor households, as well as the measure of poverty and inequality level. The said measures are head-count ratio, poverty gap, poverty severity, gini coefficients, and the average of income and consumption.

3.2 Checking the verification of the poverty mapping results with field research. There are 3 selected regions; Northern (Phitsanulok), Northeast (Nong Bua Lam Phu), and Central (Ratchburi). It is found that the accuracy of poverty mapping is approximately 90%.

#### **4. Data Processing**

The data procession of poverty mapping is comprised of 3 main stages;

1) Zero Stage is the stage of choosing household and location variables that correlate with other data. In urban areas, it is the comparison of the 2000 population and housing census (20% random survey in population, assets and moving) and the 2002 Socio-Economic Survey in population and assets. In rural areas, it will be added the 2002 Village Survey.

2) First Stage is the stage of choosing the significant variables, passed from Zero Stage, to estimate household income. There are 3 sub-stages;

- choosing household variables
- choosing location variables
- choosing logistic variables

The variables chosen from the 3 stages will be used to estimate household income in the next stage.

3) Second Stage is the stage of household income estimation. The model is combined the Heteroskedasticity, location effects, and distribution of household and location disturbance. The model is in the form of normal distribution, after that the estimates of household income will be compared with the poverty line to figure out the poverty incidence for mapping.

#### **5. Output**

5.1 NSO and NESDB officials will gain knowledge and skills to conduct poverty mapping

5.2 The 2002 Thai poverty mapping provide results of poverty index and income distribution (income and consumption) by changwat, district, tambon, and village as follows;

- The average of income and consumption per person per month
- Head-Count Ratio
- Poverty Gap

- Poverty Severity
- Gini Coefficients

5.3 Poverty mapping results can be used to support the poverty reduction policy. The government will know the poverty locations and level to design the development projects which serves the objectives of the program.

## **6. Problems and Threats**

6.1 The data from 3 sources are collected in different time and samples, so the data processing is difficult, especially in village level, because there are some new villages, or the name and code of villages are different in each survey.

6.2 The officials are lack of knowledge and skills for using the model processing software (SAS) to conduct poverty mapping. Therefore, they cannot

6.3 The duration of implementation (6 months: January – May 2005) is shorter than that of term of reference (10 months : August 2004 – May 2005) due to the delay of advisor procurement. Although the project is extended 1 month, the NSO team has to work additional over-time.

6.4 The copyright of SAS software is quite expensive. If there is no budget to support, the project will not continue.

## **7. Suggestions**

7.1 developing the officials in areas of econometrics, poverty analysis, and SAS software continually.

7.2 The poverty mapping should be developed by using other sources such as NRD 2C, apart from population and housing census which is produced every 10 years.

7.3 The model should be studies to use with other software, apart from SAS which is expensive and has to renew every year.

7.4 The poverty mapping results should be checked in each changwat continually.

## **8. The Pilot Project for the Management of the Social Safety Net for the Vulnerable and Poor**

**By National Economic and Social Development Board (NESDB)**

### **Executive Summary**

The 9<sup>th</sup> National Economic and Social Development Plan has suggested measures to improve the efficiency of social safety net program so that the poor and the disadvantaged are protected and able to help themselves in the long term. To put this plan into action, several partners need to be involved. NESDB has initiated the pilot project, with financial support from the World Bank's CDP-PAM, in finding means to improve the quality and efficiency of SSN program. The project concept believes that strong community is the main instrument in tackle most, if not all, the problems facing the community. The objective is to study and explore the SSN activities that are appropriate and able to apply into other areas.

The steps taken involved the selection of target communities, appointment of area and NESDB coordinators, collection and analysis of basic data, study of communities' capability, focus group meeting, and establishment of network. The target provinces are Payao, Nakhon Srithammarat, Roi-et, Uthai Thani and Pathumthani. For comparison purpose, two communities in each province, the more stable and more vulnerable, were selected basing on their economic and social aspects. Most of target communities are rural area, except that of Pathumtani which are more urbanized. Area and central coordinators of each province were then appointed. Area coordinators came from different kinds of organization, from NGOs, local administration to government agencies, so that we understand the role and effectiveness of each agency in delivering and coordinating SSN.

With active participation from local people in target communities, area coordinators collected basic data (through interview, questionnaires and meeting) . Data was then analyzed and reviewed so that villagers came up with a set of information indicating their potential and resources available locally in tackling their own problems. Common problems facing rural communities are income generation, employment, welfare, debt, natural peril and environment. The study showed that in fact communities have their own capital, such as natural resources, local wisdom, tradition and culture, several types of grouping (eg., saving group, housewife group, rice bank etc.) and so on. The process under the project has assisted communities to realize their strength and come up with measures to utilize those capitals in helping the poor and the disadvantage in the communities. Among rural communities themselves, the stronger ones were able to respond to problem better than the vulnerable. Problems in urban communities are distinct from that of the rural. These are low quality infrastructure and public utility, cost of living, employment, debt,

access to social services, pollution and crime. Opposite with those in rural communities, people in urban areas are more individualistic and unlikely to cooperate with each other.

Focus group meetings helped villagers in deriving with their own measures in delivering SSN services to vulnerable people in the communities. In some communities, for example, villagers set up the committee to taking care of SSN program. Plan and activities were identified and separated into 3 plans, self-reliant plan for activities that can be implemented within and by the communities themselves, cooperating plan for those need both internal and external cooperation and assistant plan for activities unable to implement by and within the communities.

During the first year of the project, networking and expansion activities have not yet formally implemented, but they were incorporated into the above activities, such as during focus group meeting. Some concerned outside agencies; such as school teachers, agricultural extension officers, health officers; were invited. Payao province went ahead with this activity by organizing seminar with the presence of people and agencies from other areas so that they understand and are aware of this concept.

Networking and expansion, both within and outside communities, have progressively been made during the second year. In Payao, the expansion was made in 3 municipality communities and in rural area, the expansion was made from only 1 sub-district to all sub-districts in Mae Jai district. In Roi-et, the expansion was made from originally 2 villages to 6 villages. In Nakong-sithammarat, there were new 4 villages in 2 sub-districts ready to be part of the project with the support from provincial coordinator and leaders from the pilot villages. In Uthai-thani and Pathumthani, the expansion will be made during 2005 fiscal year. The delay caused by the TAO election season and the reshuffle of provincial coordinators. Networking activities have helped communities in the pilot and new areas to exchange experiences and build up understanding about the project.

Several lessons learned during the project implementation can be drawn. Those included the knowledge on a wide variety of administrative models, the need for having change agent, preparation process and communication, flexibility of the process, participation process and so on.

### **1. Project Details**

The Pilot project for the management of the social safety net operates in 2 communities and in 5 target provinces. The areas should have differences such as one being in the city area and the other being rural or one being a strong community and the other being weak. The target provinces include Payao, Roi Aed, Nakhon Sithamarat, Uthaythani and Pathumthani with cooperation with

the areas' public sector including sub- district administrative organisation, financial organisation network and non-governmental organizations.

## **2. The overall image of the situation of poverty and inequality in Thailand**

The situation of poverty in Thailand is likely to improve in the first 3 years of the 9<sup>th</sup> development plan. 15.5% of the total Thai population was under poverty in 2545 which totaled to approximately 9.5 million people. 52.6% of the total Thai population under poverty lived in the North-Eastern region of the country while 22.1% of the population under poverty lived in the North. The results of development from 2545 to 2547 showed that the number of Thais under poverty decreased by 2 million people so totaling to 7.5 million people or 12.0% of the total population. This resulted from the continually expanding economy and implementation according to the policy set by the government to stimulate the economy at the grass roots level. The implementation of normal tasks by the ministry in solving problems of poverty has played an important role in increasing income, decreasing costs and providing opportunities so that poor people can reach government services, this has narrowed the gap between the differences in income of the poor and the other parts of the society. The gap between poorest group of people and the wealthiest group of people has decreased from 14.6 times in 2543 to 13.2 times in 2545 and then further decreased to 12.9 times halfway through year 2547. Nevertheless, spreading development through areas is still a problem. People living in the metropolitan areas of Bangkok and its outskirts and the central region will gain more from development than people living in any other areas. In these regions the index figure of the Theil has a positive value while in other areas the value has been negative ever since.

## **3. The objectives of the project that could lead to solving problems of poverty**

For studying and testing of the social safety net locally to reach the structure and methods of suitable management, the problems and challenges that leads to advising for alteration in policies and also using the structure and methods of suitable management for analytical purposes. Also for the setting up of a network of the social safety net for the vulnerable and poor in other areas so the communities can deal with problems themselves.

## **4. The changes in projects that have shown success**

The lesson learnt in 2546 caused the operating methods of working in 2547 to change. There was the addition of the following factors to achieve the aims of the project:

- 1) In the original target areas there must be continual use of community forums linking to the operation of setting community plans by integration including searching for an individual who will act as the change agent.

- 2) Building both an internal and external community network to expand on the exchange of knowledge by using community forums to create understanding. Target communities should study each others working methods to be able to create a welfare system in the community so that the vulnerable and poor have a chance to use services.
- 3) Public hearings with a focus group from the community to discuss about problems in the community and find the causes, methods of overcoming these problems and plan to solve these problems using knowledge for a better quality of life for all the people in the community.
- 4) Estimating the results of the implementation of the project in the area of management, summarizing of lessons learnt and success from the implementation of the pilot project for the management of the social safety net.

#### **5. The factor of Success**

- 1) Stimulating and putting pressure on people in the community. The Local Administration Organization and the Community Organization for the Vulnerable and Poor have taken part in the social welfare development in the community for the members to rely more on each other before asking for help from external parties. The knowledge and implementation must link with the resources and funds available in the community.
- 2) Establishing a new generation of core leaders with variance in terms of gender, age, level of education and type of occupation to take part in the operation for social welfare development. The members must be affected by his/ her actions to build a sense of ownership together.
- 3) The implementation of the community welfare development in the community must consider decreasing conflict in the community and it must not allow social welfare development in the community to become a building up of a discriminatory system. There is an analysis of the target group, problems and the needs of the community so that activities relate to the needs of the area. Apart from this integration between both state and community organizations must be flexible while continuously building on the operation of participation.
- 4) The NESDB should play a supporting role in the area of policies, knowledge, strategies, data systems, topics of discussion,

decreasing limitations in integration of the policy of community welfare development

## **6. Connecting and solving other problems of poverty**

The Pilot project for the management of the social safety net is a project implemented for the development of the community to solve the problem of poverty by building strength in the community. This will make the community realize their ability to analyze and know that they can manage problems in the community with increased potential. The community can use activities based on the economy to create extra income for the setting up of welfare in the community which can be useful and create satisfaction for the whole. Encouraging the use of funds and resources for suitable production for people in the community and decrease the reliance on external sources.

## **7. The lessons learnt by the government and the project implemented to solve the problem of poverty**

From the implementation of the project the following lessons on the factors that should enable the community to manage the social safety net were learnt

### **1) The Change agent**

Selection of the change agent in the area is an important factor for the continuity of the management of the social safety net especially the leader qualities of the team leader/ coordinator. The team leader/ change agent must have qualities that are accepted by various organizations and the people so that the people and officials from various organizations are willing to cooperate well.

### **2) Flexibility of the operation, steps and the methods of work**

The method of work was planned to fit a wide framework of the design and build strategy so that it could be implemented easily and realistically in various provinces.

### **3) Building an operation of participation and shared ownership**

This is a main aim of the project for the building on an operation of where the people of the area can take part and participate. The people can participate in thinking, implementing and sharing ownership in activities while concentrating more on benefits affecting the community as a whole.

### **4) Preparation of the area and reporting results from each activity**

More time should be given for the preparation of the area before continuing with the operation and following the various steps of the project. An understanding between the central coordinator and the coordinator in the area should be developed because implementation of community welfare

development involves the community altering its way of thought, values and the roles of different contexts.

#### **5) Having an operation of learning the various methods of management**

From the selection and promotion of the coordinators in the areas from volunteers, the selection of coordinators available varied. So the coordinators chosen for a given area may differ from another in terms of methods of work and knowledge.

### **8. Suggestions related to policy**

**8.1** Raising the subject of welfare in the community to meet the “national agenda”. Having a target and paradigm in social welfare development that is clear and precise while making the community become the core and base using sufficiency economy in addition for implementation.

**8.2** Encouragement and support of the setting up of the “**Fund for supporting social welfare development in the community**”. This fund will be a national fund that will support communities based on their readiness and preparations made. The community will be able to set the conditions of implementation themselves according to suitability for integrating funds and encouraging the selection of a fair and just individual to be in charge of management.

**8.3** Linking the plan of social welfare development, the community plan, the sub-district administrative organisation plan and the provincial development plan including various government policies. The various government policies may include policies for solving poverty, the policy of the village fund, etc. This will enable the use of the setting up of welfare as a tool for solving problems of poverty at a stronger level.

**8.4** To assign roles/ missions for the public sector to take part clearly in development of the community and appoint a central board in the community responsible for coordinating work to create integration of funds and various projects implemented for the area.

**8.5** Support the operation of learning various management techniques such as the community welfare development, management of funds, resources and the environment, funding organizations and community businesses, etc. Members of the community, the community leader, Local Administration Organization, the poor and the vulnerable are able to participate in finding the community’s potential, analyzing data, setting methods of management including encouragement and support of the peoples’ research and development leading to self reliance when problems arise. Apart from this the lessons learnt from the operation of learning methods of social welfare

development in successful areas should be continuously spread. This will enable the use of correct methods for other areas.

**8.6** Giving importance to individual development in the area of education and continuous learning throughout life. Individuals should be able to think, apply, have discipline and moral conscience towards the public .Responsibilities include supporting the family, religious institute, school and taking part in development of the community especially building justice in social welfare development.