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A METHODOLOGY FOR INDICATORS OF SOCIAL DEVELOPMENT

Report 5: Social Information and Development Planning in Thailand



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Contract AID/csd-3642

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September, 1975

(This report does not necessarily reflect the views of
The U.S. Agency for International Development.)

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ABSTRACT

A methodological perspective pertaining to social development, social planning, and social indicators in less developed countries (LDCs) is presented. An on-site observation in Thailand by AID/ISU social indicator project members is outlined, using the methodological perspective as an organizing framework. Development planning at the national, regional, subregional, and urban levels has been undertaken with various degrees of success within the past decade. Development planning is not restricted to the economic realm but also includes a number of areas of social concern. Thailand has a wide variety of social and economic data producing agencies. These agencies produce a broad spectrum of information types. The scope and quality of these data are relatively good. The constraints that limit the types of innovations and improvements the Thai might desire to introduce into their information system are outlined. A number of information system improvement programs, ongoing and proposed, are detailed. The overall interest of Thai personnel in indicators of social development is found to be extensive.

PREFACE

In this report we present a summary of findings--or more correctly, impressions--of the development planning process and related social information needs of Thailand.

In addition, we briefly outline the Iowa State University Social Indicator Project's conceptual and methodological perspectives.

A. Purpose of This Report

A trip to Thailand was undertaken in order to assess the status of development planning in that country. We sought to identify those groups involved in development planning. We discussed in considerable detail with them many aspects of national, sectoral, and regional plans which were of mutual interest. We sought also to determine the impact of development planning as an activity designed to direct the progress of the nation.

The Thai trip, a requirement of contract AID/csd-3642 between Iowa State University and the U.S. Agency for International Development, was undertaken in November-December, 1973 by three members of the Social Indicator Project staff: Dr. Leslie D. Wilcox, Project Co-Director; Dr. George M. Beal, Project Co-Director; and Wm. Alex McIntosh, Project Member. In the task of summarizing our impressions and placing the information obtained on this trip within the larger perspective of our social indicator research work, the services of project member John Callaghan were invaluable.

As the observation was restricted to a 3 week time period and as our review of the 280 documents concerning research, planning, and development in Thailand obtained during our visit is as yet incomplete, the content of this report is largely descriptive and inferential.

Since the A.I.D.-I.S.U. project is concerned with the development of a methodology that will assist Less Developed Countries* to develop their own

* For an explanation of this and other terms, refer to the glossary of this report.

social information systems, we were interested primarily in identifying and briefly surveying (a) the data-gathering procedures currently employed; (b) the information content that different sources yield; (c) the manner in which such information is made available to planners; and (d) how it is used in the planning process. This brief survey primarily entailed ascertaining the types, quantity, and quality of information collected and the different procedures and sources used. It is hoped that as our project evolves, economical procedures can be devised which will help LDCs utilize existing data series to their best advantage and to identify the more serious gaps that appear to exist in these data series in relation to the pragmatic requirements of an integrated set of social indicators which will serve as societal management information tools.

B. Acknowledgements

From the point of view of aiding our methodological perspective, we have concluded our trip was well worthwhile. Its success can be attributed largely to the courtesy and enthusiastic interest afforded us by all the agencies and personnel we contacted. Time and prior commitments dictated that we could not meet with all of the people who had expressed an interest in our work.

There are those to whom we feel particularly indebted for their efforts in our behalf. We know our trip to Thailand would have been far less successful had it not been for the assistance of the following persons: Mrs. Sawaiwan Rodraquan, Chief, Data for Planning Section, Planning Division, The Office of Accelerated Rural Development, Ministry of Interior; Dr. Sommai Phasee, Macro-Economic Planning Section, National Economic and Social Development Board (NESDB); Mr. It-Thit Sawunkatat, Chief, Administrative Division, the National Statistical Office (NSO); Mr. Martin Shulman, Assistant Program Officer, Program Office, United States Operations Mission to Thailand; Dr. Robert L. Zimmerman, Evaluation Officer, Program Office, United States Operations Mission to Thailand; Mr. Michael Dwyre, Advisor to the Office of Accelerated Rural Development, United States

Operations Mission to Thailand; and Mr. Charles Rubel, Assistant Director for Program and Economic Policy, Program Office, United States Operations Mission to Thailand.

For sponsoring our on-site observation in Thailand, we extend a special thanks to the Office of Accelerated Rural Development (Ministry of Interior). We also are very grateful for the overall assistance given us during our stay by the United States Operations Mission to Thailand.

Our general impression on completion of our visit was of a society that is actively and enthusiastically pursuing a wide array of social development goals. There was considerable evidence of a keen interest in developments in social indicator research from the point of view of the management and planning tools that this research may yield.

SUMMARY

Approximately 100 nations in the world fall under the classification of less developed or underdeveloped. All are poor in money income and in the services and facilities which are taken for granted in more developed societies. In addition whatever wealth or amenities are available are unevenly distributed among the population. It could be justifiably claimed that underdevelopment is the only characteristic these nations share. In terms of such other characteristics as culture, social and political structures, economic conditions, and historical experiences, a great diversity exists. Each nation represents a unique combination of these characteristics. However, the phenomenon of underdevelopment, which these nations share, is essentially made up of similar components. These generally include rapid population growth, poor health, malnutrition, lack of educational opportunities, subsistence agriculture, unemployment, and underemployment, among others.

Since the development process in each nation must come to grips with problems common to many nations as well as unique conditions and experiences, general methodologies understandably must be concerned with the issues of applicability and feasibility in a range of specific contexts. Our conceptual and empirical work is designed to be specific enough to deal with the commonalities of developing nations, while at the same time exhibiting sufficient generality to allow for situational uniqueness.

Report 5 deals with the applicability and feasibility of our methodology in light of the experiences and interests of scientists, policymakers, and planners in Thailand. The content of this report is largely based on a 3 week, on-site observation made in that nation.

A. Methodological Perspective

Our methodology seeks to provide a basis by which indicators of social

development might be constructed and utilized by social scientists and technocrats in order to provide policymakers and planners with relevant social information. Part One outlines the perspective we have formulated in respect to social development, social planning, and social indicators.

B. Development Planning in Thailand

Development planning is playing an increasing role in Thailand's overall social and economic development activities. In Part Two, we describe how national, regional, subregional, and urban planning efforts have all been undertaken with various degrees of success within the past decade. Intermediate and short-term plans for national, regional, and other administrative levels currently give some degree of guidance to ministerial development programs' budgeting and policy and program implementation.

Development planning is not restricted to directing economic growth, but rather includes a number of areas of social concern thought to be part and parcel of Thailand's development. Through an examination of various documents and information obtained in interviews with scientists and technocrats, we derived 15 areas for which the Thai appear to have concern.

C. Thai Information System

An information system consists of data producing agencies; the processes used by these agencies to generate statistical information; and the information they produce. Development planning and decision making rely heavily on statistical inputs that describe the needs of the society, the progress toward goals, the bottlenecks facing development, and the effectiveness of particular approaches and policies. Information is critically necessary for policymaking in that it determines the level and degree of sophistication of planning. The greater the quantity and quality of information, the more precise the planning models become (Tinbergen, 1965:71).

The information system thus has three component parts of interest: agencies, process, and data. Agencies that make up the information system consist of three broad types: first, national data generating offices such as "national statistical offices" or "census bureaus"; second, government administrative agencies that produce data as a matter of course in everyday efforts to account for resources utilized and results obtained from programs carried out under the agency's domain; finally, government, university, and private research organizations that engage in applied and pure research.

Thailand's information system contains a large number of different types of agencies and institutions that utilize a variety of standardized and unique data collection procedures. These agencies and their research procedures represent the potential resource by which the information system might be expanded to include a greater number of goal areas for which Thai planners and policymakers require information.

The Thai have a relatively expansive data base from which information concerning states and changes in the states of the various societal conditions associated with their social concerns is derivable. In our somewhat brief and less than thorough exposure to existing data sources, we located statistical information on most of the areas of social concern which we had identified. Based on a very cursory review of the quality and scope of those data which seemed more relevant for measurement of social conditions, we concluded that certain information gaps in such areas as nutrition, health, and population need to be filled in order to ascertain the state of affairs in those areas. We felt some of the existing data appeared deficient in quality. This was particularly so in respect to their representativeness, level of aggregation, and ability to reflect changes with the passage of time.

D. Information System Improvement

Part Three deals with the particular constraints that limit the types of innovations the Thai might desire to introduce into their information system. Scientists and technocrats, working within the particular social (administrative), economic, political, cultural, and technical constraints that are obtained in Thailand, have instituted a number of programs and have expressed the desire for others which would contribute to the improvement of the procedures by which data are collected. Through such steps, information gaps could be filled and the overall quality of statistical series improved.

We found a great deal of interest in the social indicator work currently underway in other countries. The usefulness of this work and its applicability to the Thai development context appeared to be receiving active and critical attention.

E. Methodological Implications

The development of our methodology has been predicated on a number of critical assumptions, the validity of which will in part determine the success of our project. As Part Four relates, the on-site observation in Thailand served as a means of ascertaining the validity of our assumptions. Based on the conclusions of several of the United Nations organizations, it appears valid to assume that social development is a genuine concern of many LDCs. In addition, the belief that each nation must define social development for itself, in a manner consistent with its values and development goals, received support from the Thai.

We have felt that one of the major contributions that our project can make in the development of social indicators is in stimulating interchange among various nations attempting to apply new approaches and techniques to the measurement of societal conditions. This role received a solid endorsement from those with whom we conferred on our trip.

F. Content of the On-site Observation

Appendix B contains a list of the meetings held with various officials and scholars while on our trip to Thailand.

PART ONE: RESEARCH ON INDICATORS OF SOCIAL DEVELOPMENT AT IOWA STATE UNIVERSITY

A. Perspective

Social indicator researchers, concerned with the economic development of the LDCs as measured by GNP and other economic indicators, are even more concerned with the human dimension--the distribution of the economic benefits of development, the quality of life enjoyed by societies and their social and political development, none of which GNP itself measures. If development programs are to be directed toward the human dimension, its planners informed, its implementers oriented in relation to social and individual needs, and its projects evaluated by criteria of social and political welfare, some sort of measurements parallel to the economic indicators--indicators of social development, in other words--are needed.

We assume that every society's development and progress must meet the goals self-formulated by that society in a manner consistent with its values. Goal formulation cannot therefore be done for a country by outsiders, but must be done by its competent scholars and officials. Social indicator researchers may be able to assist these efforts by (a) identifying methodological approaches and processes that can be applied to any developing country, first, to make explicit that country's goals and second, to measure progress toward the achievement of their goals; (b) identifying indicators applicable to development of particular development sectors, such as education, population, agriculture, health, and nutrition, where these have been selected as particularly strategic by national developers; and (c) applying these concepts, methodologies, and measurements to operational phases in the management process of development and technical assistance.

Development practitioners of the LDCs and the MDCs, and the scholars on whom they rely for theoretical and applied research, should participate jointly in the identification and application of these measurement concepts and their

further refinement. For this reason we feel that social indicator researchers should try to bring together persons interested in devising indicators to enable them to exchange views and knowledge with one another on social indicators and the measurement of social progress; and to collaborate, where possible, with LDC scholars and officials concerning their specific problems and development objectives.

B. Project Development

The ultimate purpose of this project is to evolve a methodology which may be used by developing countries to construct indicators of social development that may be used to monitor social progress as each country defines it. Our initial efforts developing the A.I.D.-I.S.U. project were mainly of a conceptual nature. In our current work we are interested in developing and testing the methodological tools that the transition between the conceptual aspects of social development, social planning, and social indicators, on one hand, and their empirical and operational aspects on the other, requires. The following steps appear appropriate to us at this time.

1. Identification of Social Concerns and Goal Areas of Social Concern (Sectors)

A goal area of social concern or sector is an institutionalized set of proposed activities in society designed to deal with perceived societal problems. This generally includes goal-setting and policymaking functions. This project focuses specifically on five sectors: agriculture and rural development, nutrition, health, education, and population. The major thrust of our methodological research is to identify and measure the specific social concerns within these sectors.

2. Identification of Concepts and Indicators

We are identifying and analyzing the managerial, planning, and evaluative concepts and methods of measurement of change currently used by LDCs as indicators of social development. This analysis involves:

- (a) Evaluating the current practice with respect to the measurement of social progress at the sectoral and intersectoral level.
- (b) Identifying the available and ongoing sources of data which are or can be utilized by policymakers and planners. These include censuses, vital and institutional records, and household and other specialized surveys.
- (c) Determining the gaps that may exist in current information systems.

Such an analysis might lead to a set of recommendations for the development of new indicators or the refinement of old ones, and the devising of methodologies for their use.

3. Analysis of Sector-Specific Indicators

Social development planning and research recently shifted its emphasis from project level analysis, and moving toward emphasis on the sector as a primary level on which policymaking takes place. A sectoral emphasis requires appropriate tools for evaluation, distinct if not inherently different from research tools appropriate to project-level analysis. At the same time, sector-specific indicators of social development obviously cannot limit themselves to the technology or the output of the sector only. They must measure also the impact of the sector's development or growth on the development of society, in the light of societal goals that transcend that sector. For instance, an increase in food production might be a sectoral goal for agriculture, but knowledge of increased tonnage of cereals produced per se tells little about the benefit of this increase to the developing society. Other measures concerned with production distribution, its contribution to nutritional needs and the like, are required if the effects resulting from increases in agriculture are to be assessed. Similar problems of interrelationships exist for all other sectors.

4. Interactions with Other Organizations

The social indicator research group at Iowa State University is engaged in synthesizing the social indicator research work of various national and

international groups and agencies. Since the major part of this research pertains to the more economically developed nations and is taking place in them, its applicability to LDCs must be tempered with considerations of constraints of a political, economic, cultural, and technical nature.

The applicability and sensitivity of our methodological product to the needs of LDCs is predicated on the establishment of an ongoing dialogue among ourselves and those LDC agencies and personnel most intimately attuned to and actively involved in the development planning process. A trip to Thailand was undertaken as a first major step toward the establishment of such a dialogue.

C. On-site Observation

The two main purposes of our trip to Thailand were first, to determine policymaker and planner interest in the various aspects of planned social development; second, to validate the basic assumption that informational innovations, such as "indicators of social development," can contribute to the purposive pursuit of greater degrees of social and economic development.

1. Relevant Questions

Prior to our visit we posed for ourselves a number of questions, the answers to which we believed would serve as the basis for achieving our fieldwork goals.

a. In terms of planning

- i. To what degree do policymakers and planners in Thailand perceive development as synonymous with economic growth and to what degree are social dimensions included in the definition of development?
- ii. What are the social concerns of policymakers and planners in Thailand?
- iii. What role does planning play in Thailand's development?

b. In terms of the information system

- i. Does Thailand possess an information system that either provides or appears capable of providing information basic to the planning processes?
- ii. To what extent are national censuses, vital records, administrative records, and sample surveys carried out and with what frequency?
- iii. To what extent do existing data series provide information on the social development concerns of Thailand?
- iv. What are the major gaps and inadequacies of existing data series?
- v. To what extent do data producers cooperate with data users (i.e., planners) in order to provide information that deals directly with planning needs?
- vi. Is there an interest in improving the information system?
- vii. What kinds of improvements in the system would be economically, culturally, socially, technically, and politically relevant?

2. Observation Procedures

To address these foregoing questions, we set about gaining some impressions of the development planning process, information systems, current data sources and their quality, trying to ascertain whether there appears to be emerging a manifest interest in indicators of social development.

a. Government Planning. In the determination of the role and degree of importance of planning in Thailand, several factors were examined. We visited a number of the agencies officially carrying out planning. During these visits current plans and proposed future plans were discussed, as was coordination and cooperation among planners, statisticians, and operational policymaking personnel.

b. National Interest in Social Development. We sought indications of interest in social development through an examination of the titles of government offices and the changes in such titles over time, the discussion of social development in national plans and other planning documents, and the concerns expressed by national committees (e.g., National Manpower and Education Committee). We sought also to determine the interests and efforts in the social development field of locally based agencies, including the United Nations, the Ford Foundation, and the United States Operations Mission to Thailand. Finally, we attempted to learn to what degree social development is a viable concept in other countries of Asia and Southeast Asia, as we are concerned not only with Thailand but with developing countries in general.

In evaluating any data base that might prove useful as an input into social planning, a number of criteria may be used.

First, what is the scope of the data or their coverage in terms of general goal areas or areas of social concern as well as the specific social concerns contained within the goal areas?

Second, what do the data indicate about current conditions of each area of concern and specific concern? The more that is known about a goal area such as education, as well as its relationships with other concerns, the more effectively may education planners design their programs. For example, in the consideration of the social concern "basic skills for all members of the population" within the goal area of education, unless input statistics are accompanied by statistical data on educational output, the input data have little value for development planning.

Third, what do the data reflect about the conditions found among the relevant subareas and subgroupings of the total populace (e.g., rural-urban conditions, provincial conditions, and the conditions affecting age, ethnic, and sex groupings)?

Fourth, how can we establish a descriptive profile of the status of

society (and its changes) in relation to general goal areas, in other words, how can we devise a monitoring system of indicators that generates statistical information over time? Collection of data on the same or similar survey items on an annual, biennial, or decennial basis is of prime importance.

Finally, the establishment of a descriptive profile of the state of society itself requires that the indicators utilized to monitor conditions in the various areas of social concern be integrated into a single framework. While such an integration requires more knowledge than we now have of the interrelationships among the components that make up society, the beginnings of such an integration require compatibility among units of analysis or units of measure. In order to begin to determine the state of a society at a particular time, the conditions of various concerns as they affect the same particular unit of society (e.g., families, communities, regions) must be measured. By use of a common denominator (for example, a subregion), the data collected by various agencies for differing purposes may be integrated together to form a picture of combined conditions. Generally, as an examination of sample surveys and censuses shows, most data are collected on the same unit: the household. But in the process of summarizing the data, differing levels of aggregation are chosen, depending upon the particular needs of the agencies utilizing the data. As the various levels of aggregation often differ radically across administrative purposes, the original commonality of the data is lost.

In examining data in Thailand, we sought to determine the various levels of aggregation currently employed by data users; the data's original unit of collection or measurement; and whether the raw, unaggregated data had been retained in whole or in part or discarded by the agencies involved.

c. Areas of Social Concern. Governments generally orient their organizational superstructure and allocate resources on the basis of government-

perceived areas of social concern or goal areas for planning. For instance, many nations have instituted ministries of "health," "education," "social welfare," "agriculture," and "labor." Within the superstructure of ministries are substructures of divisions, departments, offices, agencies, and sections. These substructures are often designed to deal directly with more specific societal problems. Within the Ministry of Health, the subdivisions are likely to reflect the particular health problems of the society. Divisions or departments of malaria control, rural health, and water-borne diseases provide illustrations. Furthermore, as a government's perception of development problems and the ways in which these problems ought to be dealt with changes, then changes in structure may be considered. The formation of new departments, divisions, or ministries as well as the establishment of national committees on such topics as "manpower" or "crime and violence" illustrate these changing perceptions.

The perceived importance of a particular problem relative to all the problems currently being dealt with may be determined in part by ascertaining the number of programs devoted to and the amount of resources earmarked for each problem area.

Other expressions of social concerns are found by examining the national plans, proposals for future plans, and by weighing the perceptions of scholars, technocrats, intellectuals, and politicians obtained through interviews.

d. The Information System. We sought through an examination of published data and interviews with the data producers and users to obtain a picture of the state and capacities of the information system.

The same techniques were used to identify the processes by which the data are generated. Many published reports contain the questionnaire used in the studies reported. For those reports that do not outline the research procedures used, written records of the steps taken in developing the sample

and collecting the data were generally available upon request from the research agency. Through interviews, some of the details of data collection, sampling, and analysis were obtained.

Finally, through a review of published reports and our interviews, we obtained a description of various data series as well as a preliminary assessment of their quality.

PART TWO: SOCIAL DEVELOPMENT, DEVELOPMENT PLANNING, AND THE INFORMATION SYSTEM IN THAILAND

A. Concern for Social Development and Development Planning

At this stage of our work, we felt it necessary to determine the role and degree of importance of development planning in those nations perceived as potential recipients of our indicator methodology.

1. Development Planning in Thailand

Thailand has constructed a complex, sophisticated planning system in the course of its administrative efforts to improve its direction of development. This system includes national, regional (multiprovincial), and subregional levels and is increasing in both its coverage and in its flexibility. According to a number of observers, however, Thai planning has not yet achieved the desired degree of integration with development program budgeting and implementation.

a. Early Beginnings. In 1959, through stimulus by the World Bank, a National Community Development Plan was written and subsequently endorsed by the Cabinet. The Department of Community Development was established in the Ministry of Interior in order to administer this plan (Smuckarn, 1970:545). Soon after this step, the existing National Economic Council (NEC), established in 1961, was replaced by the National Economic Development Board (NEDB) which emphasized development planning instead of the "old research and statistical functions" of the NEC (Unakul, 1969:68). Finally, in late 1971, NEDB was transformed into the National Economic and Social Development Board (NESDB) to carry out broader planning functions.

b. National Economic and Social Development Board (NESDB). The NESDB is the officially designated "central planning agency" of Thailand. NESDB is chiefly responsible for the coordination and integration of the various ministerial plans into the National Economic and Social Development Plans-- Thailand's five-year plans. Coordinating and integrating these activities require that the diverse programs and proposed outcomes of such sectors as health, population, nutrition, agriculture, and transportation-communication

be integrated so that a consistent set of activity proposals and goals can be set forth in the five-year plans. Consistency requirements for the assurance of true coordination and integration of sectors necessitates balance and compromise of various ministerial proposals which involve bringing together planners from each ministry to form committees under the jurisdiction of NESDB. These committees function to harmonize activities designed to alleviate Thailand's development problems and to establish consensus as to national goals. For example, a manpower committee was formed prior to the writing of the Third National Economic and Social Development Plan (1972-1976) in order to better coordinate vocational and state school programs of the Ministry of Education and the Department of Local Government (Ministry of Interior) with the employment projections and programs of the Department of Labor (Ministry of Interior). The compromises hammered out in these committees are passed on to executive committees whose task is to construct the overall national plan.

NESDB has increasingly specialized in its planning function. It began as a loosely coordinated group of specialized departments and offices. The Central Statistical Office acted as a national census office, the Technical Cooperation Office coordinated foreign aid with governmental programs, and the Planning Office constructed Thailand's first national plan. To increase the status of planning and improve coordination, the Central Statistical Office, now the National Statistical Office and the Technical Cooperation Office, now the Department of Technical and Economic Cooperation (DETEC), moved out of NEDB to become autonomous executive agencies. In 1967 NEDB further concentrated its effort on the planning process, establishing departments to deal with the various planning, evaluation, and specific research concerns of economic development planning (Unakul, 1969:75).

In NEDB's most recent steps towards broadening the scope of its planning coverage, specific socially oriented divisions and subdivisions were estab-

lished. Thus in late 1972 the Social Projects Division with various sectoral subdivisions dealing with health, social welfare, and the like came into being.

While NESDB has grown in its technical capacity to develop plans and in its leadership role in providing a framework for the establishment of national goals around which ministerial programs can be constructed, its capabilities to guide both the construction of the national budget and the implementation of projects in a manner consistent with the National Plan remains limited. This is because NESDB's role in respect to the budgeting and implementation is advisory in nature (Schultz, 1972:220). The Bureau of the Budget (BOB) formulates the national budgets annually, using the national plan as a guideline. The Bureau of the Budget, according to observers, has increasingly treated the plan as only a guideline from which the BOB may deviate if it perceives national objectives differently. Thus BOB has become an important element in the national planning process beyond its budgeting functions.

The Prime Minister and the Cabinet have the responsibility for insuring that the development programs carried out by the operational agencies of the various ministries comply with the guidelines laid down in the National Plans. According to Unakul, however, Thailand's heads of state, in the past, because of multiplicity of other governmental responsibilities, have had insufficient time to actively involve themselves in the integration of development plans and operational programs (1969:78).

c. Thai Ministries. All the ministries have either formed or are forming departments or divisions of planning in order to integrate their specific efforts into a more coordinated whole at the ministerial level. The Ministry of Interior, concerned with upgrading local government, community development, rural education, social welfare, and labor relations added a Policy and Planning Division in 1973 to develop an integrated ministerial plan for submission to NESDB. The Ministries of Public Health, Education, and Agriculture have also added planning divisions.

d. Department of Technical and Economic Cooperation. DETEC attempts to synchronize foreign aid with the budgeting needs of the national plans. Working with NESDB and the Bureau of Budget (BOB), DETEC is closely involved in the national development planning process through its rationalizing of planning interests and available resources. The importance of the relationship between DETEC and NESDB is appropriate in that many sources of foreign aid now require that recipients have detailed national development plans.

e. Evolution of National Planning in Thailand. National planning has evolved from a situation where projects and programs were submitted by the various functional ministries to NESDB without prior national plan guidelines to a situation where the development of such guidelines is undertaken by NESDB for the third and fourth plans. Currently, the functional ministries must submit programs which conform to national standards and goals established by NESDB. These guidelines are developed by NESDB in consultation with the ministries and various subnational officials. In the last decade, in order to make national plans more flexible in light of extreme fluctuation in international agricultural product prices and in U.S. military spending in Thailand, annual planning was instituted (Unakui, 1969:70).

f. Regional and Subregional Planning. The construction of programs more fully attuned to the needs of Thailand's various regions has resulted in plans for the Northern and Northeastern Regions. The Northeast Economic Development Project provides the organizational structure through which the programs of the national ministries for the Northeast region are coordinated into a single plan (Noranitipadungkarn and Thomas, 1972:226). Furthermore, NESDB has promulgated a regional development program, headquartered in Chiang Mai Province, in order to experiment with subregional "growth centers" and "service areas" in the Northern region. (See Figure 1).

At the provincial level, several planning offices have been established.

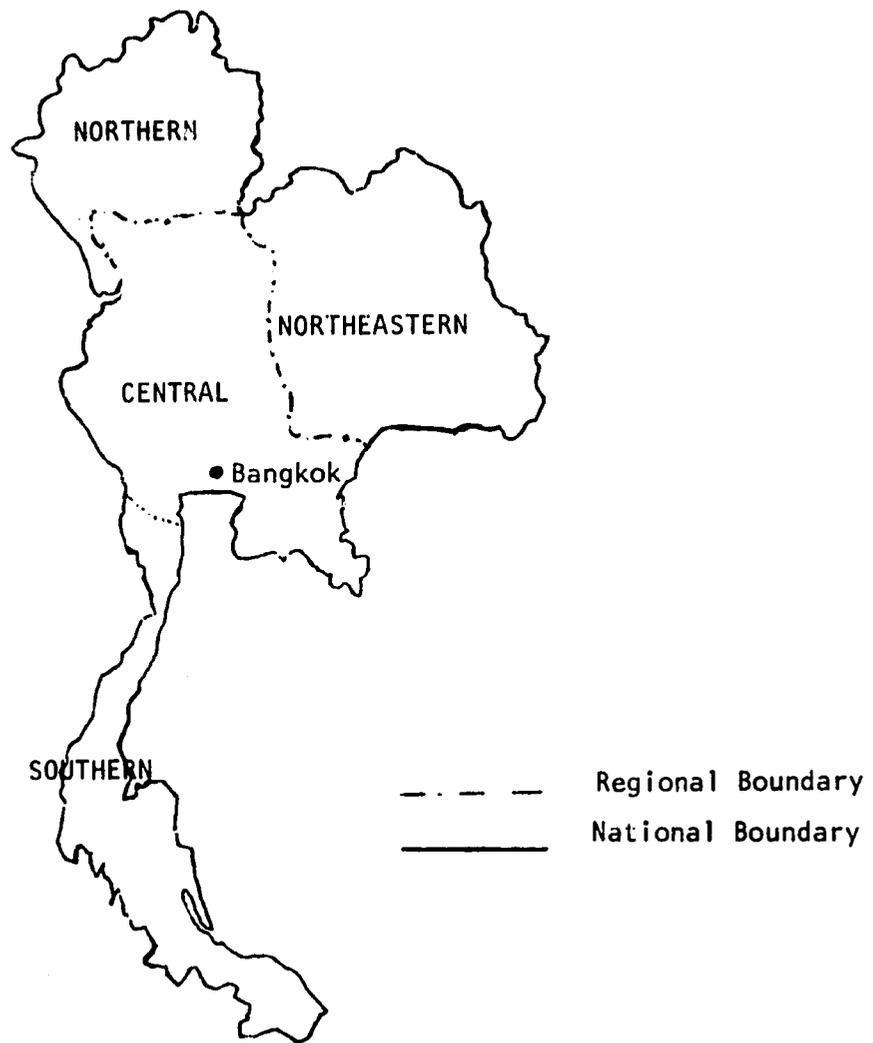


Figure 1. The Four Regions of Thailand

The Office of Accelerated Rural Development (ARD) is attempting to initiate planning capabilities in the Offices of the Provincial Governors using planning workbooks and various training techniques.

Both the Office of Town and Country Planning (Office of the Prime Minister) and the Bangkok Municipality prepared city plans for Bangkok in 1971. As Changrien notes, these plans differed so significantly in terms of such important issues as land use, that the end result was no plan (1972:68). Bangkok continues to grow at a rapid rate, and the various agencies involved in coping with the attendant problems have developed their own ad hoc programs. These efforts are largely uncoordinated (Changrien, 1972:68).

The Economic Commission for Asia and the Far East (ECAFE) reports that regional, subregional, and urban planning in the countries of the ECAFE region are generally unsatisfactory. A shortage of trained planning personnel and financial resources have contributed to the curtailment of such activities (UNECAFE, 1970a:30-31).

2. Social Development and Human Well-being

While the role and nature of social development has been widely discussed, the extent to which nations now pursue social goals as a part of their planned developmental activities remains unclear.

a. Social Development and Planned National Development. Our impressions are that the Thai increasingly perceive social development as a necessary element of overall national development. As previously discussed, in 1971 NEDB became NESDB reflecting a concern for a more balanced approach to development. The first two five-year plans developed by the NEDB were almost solely concerned with economic policies, programs, and goals. The third five-year plan (1972-1976), written after NEDB's transformation, has broadened its concerns to include health, social justice, and employment. Furthermore, the fourth five-year plan, currently being drafted at NESDB, has increased its coverage of

areas of concern to include family planning and nutrition.

b. Social Development and Social Information. Both the National Research Council (NRC) and the National Institute of Development Administration (NIDA) are expanding their research and training programs to deal with social problems and social characteristics of development. Research topics include the social characteristics of "big-business" entrepreneurs, the administration of government aid in politically sensitive areas, attitudes of graduate and undergraduate students in Thai universities, and the social integration of the Chinese in Thai society. At the same time technocrats we met with in some of the ministries emphasized a desire for more information concerning the social conditions of urban and rural people.

c. Defining Social Development. The Thai are in an implicit process of searching for a common ground for a definition of social development as is evident from the current debate in the mass media as well as in the constitutional committees, one of which was established to identify "Thai" social criteria for evaluating proposed amendments to the new constitution. During our visit to Thailand, the daily newspapers carried many proposals by government officials, scholars, or citizens for social reforms that ought to be considered for inclusion in the new constitution currently being drafted. These proposals included expanded citizenship rights for minority groups, exclusion of military personnel from nonmilitary related government posts, and more democratic governmental procedures in the rural areas.

d. Interest in Social Development in the ECAFE Region. Interest in broadening the scope of development definitions and efforts is not confined to Thailand but is a phenomenon apparent throughout most of Asia. An increased interest in the social aspects of development is evident in Japan, Hong Kong, Malaysia, and the Philippines. For example, the Development Academy of the Philippines has instituted a social indicator program to identify areas of social concerns,

social indicators in these areas, and potential data sources. The Office of the Commissioner for Census and Statistics in the Government of Hong Kong is devising ways to measure social development. Finally, both Japan and Malaysia now have social development concerns written into their national plans.

We encountered a great deal of interest in social development within the various United Nations organizations' regional offices in Bangkok. Not surprisingly, the Social Development Division of the Economic Commission for Asia and the Far East (ECAFE) has devoted its attention to social development and its measurement. Furthermore, ECAFE has sponsored numerous regional conferences, as has the United Nations Children's Emergency Fund (UNICEF) and the United Nations Educational, Scientific, and Cultural Organization (UNESCO), all dealing either directly or indirectly with social development.

3. Social Concerns Expressed by the Thai Government

The maintenance of human needs is the most fundamental function that a society serves, and social development is the increased capacity of society to meet those needs. Most societies engage in active efforts to increase their capacity to meet human needs by first of all identifying the "problems" or "barriers" to development. The problems societies perceive as barriers to their social development have been described as "social concerns" (Wilcox, et al., 1974:14).

Each nation tends to define its social concerns based on the problems it faces in attempting to increase its capacity to deal with societal and human needs. Thus for each nation the list of social concerns will differ to some degree. In order to achieve a better understanding of the development problems facing Thailand, we attempted to determine its priority social concerns.

a. Social Concerns of Thailand. Based on an examination of administrative structure, planning objectives, and stated social preferences, we attempted to summarize areas of social concern for Thailand.

To identify these areas of concern the current ministerial structure and its recent changes, formal plans and informal proposals for upcoming plans, national committees, and the perceptions of concerned scholars and administrators gained by interview served as data sources. From these various sources a number of lists of concerns were put together and are presented in Table 2.1. (It should be noted that these lists have purposely excluded both the economic and technical aspects of Thai development.) These lists suggest a variety of concerns for social development similar to those of the United Nations Economic and Social Council (ECOSOC, 1972) and the Organization for Economic Cooperation and Development (OECD, 1973).

A number of the concerns were expressed by more than one source and so it was possible to make the summary list of 15 areas presented in Table 2.2. To explore these areas of concern, the administrative offices and programs associated with eight of these areas with which we are most familiar are examined.

b. Selected Areas of Social Concern

i. Population. Areas for which there is mounting concern are those of population growth and the migration of rural people to overcrowded urban centers. To deal with population growth, the Ministry of Public Health, the Ministry of Interior, the Institute of Social and Population Research (Mahidol University), the Department of Community Development, and the Institute of Population Research (Chulalongkorn University), in some cases with the aid of the Population Division of the United Nations Development Program and ECAFE have all instituted programs to cope with the population growth problem. Economic incentives, inexpensive sterilizations, birth control pills, and injectable contraceptives are all part of a national effort designed to reduce population

Table 2.1. DERIVED SOCIAL CONCERNS OF THE THAI (Various Sources)

| A. Major Government Programs | B. Major Objectives of the Third 5-Year Plan | C. National Committees* (titles not exact) |
|---|--|---|
| <ol style="list-style-type: none"> 1. Population 2. Health 3. Nutrition 4. Education 5. Employment 6. Agriculture 7. Land 8. Distribution of well-being | <ol style="list-style-type: none"> 1. Restructure the economy and promote economic growth 2. Maintain an even level of foreign exchange; price stability 3. Economic growth; income disparities reduction <ol style="list-style-type: none"> a. Transportation facilities b. Irrigation c. Community development d. Accelerated rural development e. Health services f. Educational 4. Social justice <ol style="list-style-type: none"> a. Expansion of social services to the needy regions and urban poor in terms of: <ul style="list-style-type: none"> - housing - water supplies - feeder roads - health - education 5. Manpower and employment development <ol style="list-style-type: none"> a. Family planning b. Training technocrats c. Special classes for school dropouts d. Incentives for gov. personnel to work in rural areas | <ol style="list-style-type: none"> 1. Environment 2. Nutrition 3. The production and use of data 4. Education and manpower 5. Occupational health and safety 6. Population policy and coordination of population programs |

*We learned of these through conversation with various Thai officials and scholars, most of whom were unsure as to the exact titles of these committees.

Table 2.1 cont. DERIVED SOCIAL CONCERNS OF THE THAI (Various Sources)

| D. Planning Interests | E. Departments of Some of the Ministries and Organizations | F. State Concerns by Various Persons |
|--|---|--|
| <ol style="list-style-type: none"> 1. Social and Economic Projects Division, NESDB <ol style="list-style-type: none"> a. Health b. Family planning c. Nutrition d. Public utilities e. Transportation f. Social welfare <ul style="list-style-type: none"> - housing - public welfare - minority groups & hill tribes - social security & retirement - labor - community development - land resettlement - art & religion | <ol style="list-style-type: none"> 1. Ministry of Interior (departments) <ol style="list-style-type: none"> a. Social welfare b. Labor c. Community development d. Local government e. Police f. Policy & planning 2. Ministry of Public Health (departments and divisions) <ol style="list-style-type: none"> a. Health b. Planning c. Medical services d. Medical sciences e. Nutrition f. Vital statistics | <ol style="list-style-type: none"> 1. Migration 2. Loss of traditional values 3. Rural health practices |
| <ol style="list-style-type: none"> 2. Department of Social Welfare <ol style="list-style-type: none"> a. Land resettlement b. Hill tribes and minorities c. Social insurance d. Rural outmigration e. Crime and prostitution f. Urban dweller problems g. Change in social values | <ol style="list-style-type: none"> 3. National Economic and Social Development Board (divisions) <ol style="list-style-type: none"> a. Social & economic planning b. Social & economic projects c. Economic & social studies d. Manpower e. Evaluation 4. Ministry of Agriculture (departments) <ol style="list-style-type: none"> a. Rice b. Agriculture c. Agricultural economics d. Fisheries e. Livestock development | |
| | <ol style="list-style-type: none"> 5. Ministry of Education (departments) <ol style="list-style-type: none"> a. Teacher training b. Secondary education c. Elementary & adult education d. Physical education | |

Table 2.2. SUMMARY LIST OF IDENTIFIABLE THAI SOCIAL CONCERNS

1. Population
 2. Health
 3. Nutrition
 4. Education
 5. Employment
 6. Agriculture
 7. Land
 8. Housing
 9. Public Welfare and Social Security
 10. Development of Local Communities
(includes political participation)
 11. Social Mobility
 12. Distribution of Well-being
 13. Environment
 14. Crime and Justice
 15. Changes in Traditional Values
-

growth to under 3 percent in the next five years. The Department of Police, the Border Patrol, and the Ministry of Public Health have personnel (policemen, nurses, and midwives) involved in the distribution of information on family planning and contraceptive devices as a part of the national program which is planned and coordinated by the National Committee on Population Policy and Coordination of Population Programs.

The problem of rural outmigration and its attendant population pressure on urban centers is a continuing vexing problem toward which few national programs are directed at present, but for which a number of programs are being considered. Representative of these efforts is NESDB's current experiment with regional development and regional planning. Growth centers are to be located, industrial specialization encouraged, and social services upgraded. There are hopes that these developments will make migration to large urban centers, especially Bangkok, less attractive.* In the meantime, hostels have been established to service immigrant youths in Bangkok and to help discourage these persons from turning to crime when they cannot find employment.

ii. Health. The Ministry of Public Health was largely involved in programs that have resulted in the near eradication of malaria, cholera, and smallpox during the period 1940-60. Since these diseases have declined in their impact on the populace, health officials have turned their attention to the treatment and prevention of the so-called "filth diseases"--dysentery, typhoid, gastroenteritis, and the many worm diseases (Ministry of Public Health, 1971:16-17). Efforts to eliminate these diseases are concentrated in the "Village Health and Sanitation Project," promulgated in 1960. This project represents an attempt to stimulate community action in terms of protecting local water supplies from contamination, adequately disposing of human waste, and premise sanitation (Ministry of Public Health, 1971:17).

Other programs have been recently established to control yaws, venereal disease, tuberculosis, and leprosy through the use of antibiotics.

The United Nations Development Programme (UNDP), in cooperation with the Ministry of Public Health, has instituted a number of programs designed to improve health personnel capabilities and health facilities and to provide

* Bangkok's population growth has been approximately 5 percent per annum in recent years as compared in a 3.2% rate of natural increase for the nation as a whole (Changrien, 1972:68).

more adequate health services to the rural areas. These programs are explicitly aimed at the inequities of facilities, personnel, and services available in rural areas and among ethnic groups. Other programs involve midwife and paramedic training and retraining, increased flow of medical supplies to rural drugstores, and nutrition programs to reduce infant mortality. The Office of Accelerated Rural Development (ARD), Ministry of Interior, and the Department of Community Development (CD) have committed personnel and resources to the training of rural health personnel and to the location and identification of disease prevalence in rural areas.

Finally, the Ministry of Public Health has embarked upon programs designed to bring about a state of "positive health" among the Thai people. The Ministry has subscribed to the United Nations Universal Declaration of Human Rights which states, "Everyone has a right to a better standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing, and medical care" (Ministry of Public Health, 1971: 17).

iii. Nutrition. Over the past several years, nutrition has increasingly become a concern of the Thai. Recently, the National Committee on Food and Nutrition was established in order to plan projects and programs, and set national targets and goals. The fourth five-year plan to be written within the next year will contain specific national nutritional goals.

The Division of Nutrition (Department of Public Health Promotion, Ministry of Public Health) is involved in an Applied Nutrition Project that operates day care centers, gives intensive protein dietary supplementation, and provides nutrition education to mothers. A second project, the Protein-Food Promotion Project, has produced protein-rich foods for use in child nutrition centers. Other projects include the iodation of locally produced salt, and a nutrition survey that was conducted in Khon Ken Province in 1972.

The Food and Beverage Section Department of Medical Sciences, Ministry of Public Health, is involved in testing food and water quality.

The Ministry of Education has instituted a food and nutrition program that has integrated nutrition information into Thai primary and secondary schools. Rural teachers have also begun to receive training in the area of feeding preschoolers.

The Institute of Food Research and Produce Development, Kasetsart University, is currently attempting to produce high caloric-protein foods that might be easily introduced into the Thai diet. The United Nations Children's Fund supports this and other research, and is particularly interested in the nutritional problems of children and expectant mothers.

A National Institute of Food and Nutrition, affiliated with the Ramathibodi Medical School, Mahidol University, was founded in 1971 and is conducting research on the interrelationships among foods, nutrients, and health. The Anemia and Malnutrition Research Institute (Chieng Mai Hospital) has conducted research over the past fifteen years to identify the nutritional deficiencies afflicting Northern Thai. This Institute is now undertaking a research and development program in which local diets will be varied in order to determine the most nutritious dietary balance for the Thai.

iv. Education. Many resources have been used in turning out university trained professionals to fill bureaucratic roles. As a highly trained pool of university graduates has emerged, the Thai have recognized that more vocational employment and thus increased attractiveness of vocational education are fundamental to the continued growth of the Thai economy.

The function of education is receiving a critical examination in Thailand. Many planners are concerned lest education should become increasingly meaningless to the Thai. The people tend to regard as economically meaningless an education that does not lead to a university degree. A recent study

(described to us in an interview with a UNESCO advisor) indicates that in 27 of Thailand's 71 provinces, more than 80 percent of a sampling of rural parents saw no reason other than the legal requirements for sending their children to primary school. In reaction to such problems, suggestions have been made that primary and secondary schools not only shift toward a balance with vocational studies, but include also more practical curricula dealing with such subjects as nutrition, health, agriculture, and community development. As a consequence, schools could play a wider role in rural development and might contribute to stemming rural outmigration, one of Thailand's biggest problems.

Teacher training, directed at the national level by the Department of Teacher Training (Ministry of Education), is concerned not only with the increase in number of school teachers trained each year but is also concerned with their competence. Incentive programs to attract teachers back to the rural areas are also under consideration, and research projects on budget size and the use of audiovisual materials are being conducted in order to link resources and excellence in teaching.

Planning and action in the educational sector emanate primarily from NESDB, the Ministry of Education, the Ministry of Interior, and the National Educational Council. The National Manpower Committee was recently established to attempt to coordinate the production of school graduates with the economy's current and future employment needs.

v. Employment. The placement of trained personnel in positions where technical skills are required and the reduction of unemployment and under-employment are present policy objectives of the Royal Thai Government (RTG). Development is perceived to partially hinge "on the size and competence of manpower resources, particularly in the scientific, technical, and skilled categories" (National Economic and Social Development Board, 1971:99). Efforts

are now concentrating on the development of programs that will produce more scientific and technical personnel. The RTG seeks to utilize those development projects which employ labor-intensive techniques to reduce unemployment.

Furthermore, labor policy which deals with the quality of working life has been set in motion. The Department of Labor now sets minimum wages, establishes legitimate means by which disputes between labor and management can be solved, and operates programs to persuade industry to upgrade the working conditions of its employees.

Currently, the Department of Labor is decentralizing and extending its offices into the provincial level of government in order to come to grips with the problems of employment and underemployment in the rural agriculture and nonagriculture sector.

vi. Agriculture. "Thailand remains an agricultural country despite its increasing industrialization. Agricultural products (crops, livestock, fishery, and forestry) constitute the largest component of national income, though their share has been declining steadily (from 34.8 percent in 1965 to 31.9 percent in 1969 and an estimated 29.5 percent in 1971)" (National Economic and Social Development Board, 1971:121).

A number of the ministries operate programs designed to eliminate bottlenecks in the agricultural sector and increase output while at the same time more equitably distributing the rewards of development to the farmers. The Ministry of Agriculture has expanded its efforts in the area of extension work with the creation of the Agricultural Extension Department. Some of the activities of this department include the establishment of "agricultural zones" for the special commodity crops that Thailand produces, the promotion of double-cropping where suitable, the acceleration of crop diversification, and increasing farmer membership in local cooperatives and associations (National Economic and Social Development Board, 1971:29).

Concern for the small farmer was expressed in the establishment of the Farmer AID Committee. The Committee is involved in the administration of loans "provided to the farmers through three institutions (Farmer Groups, Peoples Irrigation Groups, and Cooperatives) for the purchase of fertilizer, water pumps, sprayers, insecticides, and other equipment" (National Economic and Social Development Board, 1971:140).

Also, a number of large-scale projects are underway for a variety of purposes such as irrigation, hydroelectric power, flood control, and regulation of the intrusion of sea water onto agricultural land. The Royal Irrigation Department is primarily responsible for these projects, some of which have been under-taken in cooperation with the Committee for the Coordination of Investigations of the Lower Mekong Basin which is an international group working to develop the countries through which the Mekong River flows. At the Agricultural Experiment Stations at both Chiang Mai and Khon Ken Universities, experiments in multiple cropping and crop diversification on both paddy and hill farms are underway. Furthermore, agricultural production is currently under evaluation by various groups for its nutritional contribution to the Thai diet.

vii. Land. Although land is not a scarce commodity, good farmland can be. The Thai government has instituted programs to clear, survey, and sell land to landless peasants, owners of agriculturally inferior land, or persons uprooted by large irrigation projects. Land clearing and resettlement is a vast undertaking, and it involves the Ministry of Interior's legal apparatus, the Office of Accelerated Rural Development, the Department of Social Welfare, and various U.N. organizations.

Increasing the area of cultivatable land should increase agricultural output, but this solution is perceived as partial and thus less satisfactory than others. Population growth rate in Thailand currently outstrips the rate of land reclamation,

requiring that greater output per unit of land under cultivation be pursued. This, in turn, necessitates "a greater emphasis on land reform, particularly on land tenure" (National Economic and Social Development Board, 1971:132). Currently, the Land Development Department, Ministry of Agriculture, is helping to draft legislation that will provide for land reform. Of particular concern are bills of "tenant rights."

viii. Distribution of Human Welfare. Obvious discrepancies in living standards have caused a flood of emigration from rural to urban areas. Persuaded by visions of opportunity and higher living standards which the mass media have portrayed as available in urban areas, peasants have flocked to the cities in increasing numbers. A large number of programs have been instituted that are directed to the rural areas of Thailand in an effort to redirect the flow of development benefits to the rural areas and reduce the concentration of industrial growth.

The Ministry of Interior--considered by many of our informants to be the most powerful of the ministries--is increasing its preoccupation with the quality of rural life. The Ministry's Office of Accelerated Rural Development concentrates on problems of extreme water and road transportation need and expedites their solution. NESDB is experimenting with regional planning around natural growth centers, a program that will include an increase in public services in the rural areas. Finally, the problems of some of the rural migrants in such large urban areas as Bangkok are under attack by the Department of Social Welfare with projects aimed at providing those few in-migrants who have become delinquents, prostitutes, and petty criminals with training to enable them to find more acceptable means of employment.

Along other dimensions of human well-being, the problems of Thailand's various ethnic groups such as the hill tribes are beginning to receive closer attention than in the past through agricultural, nutritional, and health programs.

ix. Environment. According to several officials we interviewed, the Thai have developed an interest in industrial controls, the need for which became evident after the extinction of a highly valued variety of shrimp by industrial wastes. In response, a national committee was established in 1972 to consider the social and ecological effects of such large-scale undertakings as the Mekong Project to weigh their costs and benefits. The Ministry of Industry intends to expand its "supervisory and control responsibilities" in order to reduce pollution and create safe working conditions for industrial employees (National Economic and Social Development Board, 1971:151).

B. Concern for Information as Inputs into Development Planning

As nations broaden their development plans to encompass more areas of social concern, the information base available for inputs into national planning becomes more important. Specifically, planners need data that describe the status and changes in the status of society's "social barriers" or social concerns with which their planning will deal. With such data, the planner may be able to pinpoint the nature of developmental problems, determine the progress programs are making toward their solution, and predict the future status of society relative to these problems.

It is apparent that development for the Thai includes certain areas of social concern, and it is therefore of interest to assess the Thai information system's current and potential ability to generate information relevant to those concerns. A recent ECAFE report indicated that such social data are less than adequate for most countries of the region (UNECAFE, 1969:4). The next section represents an assessment of the nature of the Thai information system, its agencies and processes by which data are generated, and its ability to generate pertinent social information.

1. The Thai Information System: Types of Agencies Involved

Thailand's information system is noteworthy for its variety of indigenous and external information producing agencies, as a glance at the sample in Table 2.3 reveals. These agencies make up three basic types of data producing organizations.

a. Management Data Agencies. Almost all the departments and divisions of the Thai ministries record their activities on a monthly basis, submitting these records to an administrative unit which files the information to form a permanent record. Examples include the Post and Telegraph Office (Ministry of Communications) which maintains records of the amount and type of communications existing in Thailand; the Political Department (Office of the Prime Minister) which compiles reports on political activities; the Revenue Department (Ministry of Finance) which maintains tax records and corporate accounts; and the Department of Technical and Economic Cooperation (DETEC) (Office of the Prime Minister) which maintains records on all Thai nationals studying for advanced degrees abroad (Allison and Smarnond, 1972:13-19). Other management data are available from commercial banks, hospitals, schools, and industrial firms. Finally, the government offices at the provincial and district levels possess permanent files containing relevant information. Examples include the Changwad^{*} Transportation Office, the Accelerated Rural Development Planning Office, the Changwad Administrative Organization, and the records kept by the District Medical Officer.

b. Sample Survey Agencies. Each ministry contains one or more divisions devoted to the generation of data for evaluating and planning purposes. For instance, the Ministry of Interior's Department of Community Development contains the Research and Evaluation Division; the Department of Local Government devotes part of its activities to data generation; the Department of Social Welfare has a Social Studies Division; and NESDB contains three divisions that

*A Changwad is the Thai equivalent of province.

Table 2.3. THAI AND EXTERNAL DATA-PRODUCING AGENCIES (A Sample Listing)

A. Thai Government Agencies

1. National Statistical Office
2. Department of Community Development (CD) (Ministry of Interior)
3. Various National Ministries
4. Bureau of Budget (BOB)
5. National Economic and Social Development Board (Office of the Prime Minister)
6. National Research Council
7. National Institute of Development Administration (NIDA)
8. All Thai hospitals (e.g., Siriraj Hospital, Ramathibodi Hospital, etc.)

B. Thai Research Institutes

1. Institute of Population Research, Chulalongkor University
2. Institute of Population and Social Research, Mahidol University
3. Tribal Research Center, Chiang Mai University
4. National Institute of Food and Nutrition, Ramathibodi Medical School, Mahidol University
5. Institute of Food Research and Produce Development, Kasetsart University
6. Anemia and Malnutrition Research Institute, Chiang Mai Hospital
7. National Educational Planning Commission
8. Social Science Association of Thailand, Thammasat University
9. Applied Science Research Corporation of Thailand

C. United Nations and Other External Aid Organizations

1. Population Division, Economic Commission for Asia and the Far East (ECAFE)
2. Mekong Committee
3. Social Development Division, ECAFE
4. United Nations Educational Scientific and Cultural Organization (UNESCO)
5. World Health Organization
6. United Nations Children's Fund (UNICEF)
7. United Nations Asian Institute of Economic Development and Planning
8. Food and Agriculture Organization
9. United States Operations Mission to Thailand (USOM)
10. United States Information Agency (USIA)
11. Asian Development Bank (located in Manila, Philippines)

D. Private Research Organizations

1. American Institutes for Research
2. Asia Foundation
3. Ford Foundation
4. Rockefeller Foundation
5. Stanford Research Organization
6. The Frederick Striftund Foundation
7. Parson's Engineering Consultants International

E. Foreign Universities

1. Iowa State University
2. Cornell University
3. Stanford University
4. University of Singapore
5. University of Canberra, Australia
6. The Massachusetts Institute of Technology
7. The University of Northern Illinois

collect data. Also, Thailand's six major universities, Chulalongkorn, Thammasat, Mahidol, Khon Ken, Kasetsart, and Chiang Mai all have research institutes dealing with population growth, nutrition, economics, social and ethnic groups, and other types of research. Furthermore, all of the United Nations Regional offices have either been directly involved in data collection or have sponsored collection. Also a number of foreign universities and private research organizations have been generating village-study data over the past thirty years.

c. National Survey Agencies. Only one agency, the National Statistical Office (NSO), fits the description of producer of nationwide statistics. The NSO conducts census and housing enumerations nationally, processing sample survey data collected by others, and compiles official government statistics (Allison and Smarnond, 1972:7).

2. Thai Information System: Data Collecting Procedures

The Thai and foreign nationals involved in the generation of data in Thailand have used a variety of standard and unique data collecting procedures to generate a large amount of data of varying quality. These procedures offer a means by which greater amounts of data on topics for which there currently are inadequate data could be generated and through which the quality of existing statistics might be raised.

a. National Surveys. NSO conducts a national population and housing census every ten years, covering most of the country with the sole exception of the hill tribe areas and a few unsafe districts (refer to Table 2.4, Column E). The population and housing censuses are similar to censuses carried out in most nations and cover employment information, housing conditions, and population characteristics (refer to Column F of Table 2.4 and to Economic Commission for Asia and the Far East, 1970a:4-6). These censuses generate some of the most important statistics necessary for development planning (ECAFE, 1965:6).

b. Headman System. A second major data generating process is the

so-called "headman system." In fact, the majority of data relied upon by the ministries for planning, evaluation, and administration is generated through this system. The headman system is made up of a series of administrative steps that begin at the village level and end at the national level. In essence, the village headman (phuyai ban) fills out a series of questionnaires once a month and submits them to the commune (tambol) authorities. The data are totaled at the commune level, and forwarded to the district (amphoe) level. The district authorities aggregate the tambol data, store copies, and forward their aggregations to the province (changwad) offices. Again, the district totals are aggregated, this time into a changwad total, a copy of which is stored at this level. These aggregates are then forwarded to the ministries for their usage. The only data most ministries receive are changwad totals. As Column F of Table 2.4 shows, this system generates "mortality rates," "birth rates," "migration rates," "number of students enrolled," "marriage and divorce rates," and "crops planted estimates."

c. Management Records. As previously discussed, a great deal of data is recorded in administrative records as a part of everyday practice in the management of resources and programs. These management records offer data on the various programmatic resource inputs (funds, personnel, and equipment). Furthermore, these input data can often be linked to output data contained in some of the same administrative forms. For example, the "number of miles of road constructed" can be easily linked to the number of resources expended for such construction.

Other input data such as the number of hospital beds, number of doctors, or the number of teachers per school can also be obtained from administrative files maintained by the ministries. Items 9 through 13 in Column A, Table 2.4, further illustrate the administrative data generating processes of the Thai information system.

d. Sample Surveys. Sample surveys employed by government agencies and Thai and foreign universities have produced large quantities of data over a multiplicity of topics. Cornell University; the Department of Tropical Medicine, Mahidol University; and Chiang Mai Hospital have carried out a number of surveys on nutrition and dietary habits. The Research Division of the United States Operations Mission to Thailand carried out attitude surveys in over ten villages of Northeast Thailand in 1967. The Department of Community Development (see Column A, Item 2, Table 2.4) has collected data via surveys and observations by community development agents in 13,000 villages on such items as income, religious practices, housing conditions, contact with agents of the Thai government, and health practices. Other surveys of this type are listed in Column C, Table 2.4, and these represent only a small part of the sample survey processes carried out in Thailand.

3. Extent of Social Data

Although a great amount of data exist in Thailand, much of it is irrelevant as inputs into policymaking and planning. Furthermore, some of these data are neither "comprehensive, reliable, nor timely" (Unakul, 1969:74).

We attempted to analyze the extent to which Thailand has data for all of its social concerns, whether these data described adequately the general condition of the area of concern and the distribution of that condition across relevant groups, the representativeness of the data, and the possibility of time series.*

a. Data on Thailand's Social Concerns. As a review of Columns B and F of Table 2.4 indicates, we found some data on 11 of the 15 areas of Thai social

* We also attempted to classify data on the basis of our six indicator types (input, output, distribution, impact, response, and constraints, Wilcox, et al., 1973), but our superficial exposure to the data sources prevented this.

concern. Based on the information made available to us, we were unable to identify data on "public welfare and social security," "social mobility," "environment," and "changes in traditional values," but it is quite probable that there are some data in these areas. Having some data on at least 11 out of 15 areas is an impressive achievement that most nations might envy. In terms of the types of data available, the picture is less sanguine. However, sample surveys conducted by both governmental and university research groups are attempting to get clearer pictures of the distribution of morbidity across age, sex, and ethnic groups; the incidence and distribution of malnutritional deficiencies (particularly protein-calorie); and the quality of education in rural areas. These data are just now under collection and do not as yet belong to Thailand's general data pool. Measurement of distribution of well-being in terms of occupational opportunity, educational achievement, crime victimization, and agricultural innovation opportunities were areas for which we were unable to determine whether data sources exist.

b. Data Gaps. Demographic data are voluminous, yet these data give an incomplete picture of migration, birth, and death rates. As migration trends and population growth are serious problems in Thailand, this data gap is a critical weakness. A good deal of administrative data exist for education and health, but these data relate more to inputs rather than actual conditions of health and education. Finally, areas like nutrition and housing are only partially covered in a select few sample surveys. The information necessary to fully understand the nature and extent of problems in these areas is largely lacking.

The scope of information across the Thai social concerns concentrates on inputs to the governmental programs formed to solve problems in the various goal areas. From data on education and health a great deal is known about the number of doctors, nurses, and hospital beds or the number of teachers and the

school budget. But aside from the number of patients passing through the services of the health authorities, the number of children in each grade, or the number graduating, little is known about the exact incidence of illness and morbidity or the acquisition of skills or learning achievement. In the area of nutrition, the types of malnutrition, its victims, and its effects on other areas such as learning capabilities, population growth, and health status have been hypothesized, but as yet not determined.

c. Representativeness. Given that the types of data necessary for a descriptive profile of society are available for some of the areas of concern, such a profile of society is not possible unless these data are representative. In reviewing the procedures by which the national censuses and various sample surveys are administered, it is quite evident that the researchers involved devote a great deal of care to the selection of sampling frames and data collection supervision in order to insure data representativeness. However, these researchers have admitted that much of the data generated in Thailand thus far applies only to subsections of the total population.

The majority of Thailand's 37 million population are ethnic Thai or Thai-Lao. The remainder of the population is made up of a diverse group of hill tribes in the Northern Region, Muslim Malay-Thai in the South, and Chinese in the cities. These groups, while not large in number, are still significantly different segments of the population that must be taken into account. Their customs and their needs differ, yet as inhabitants of Thailand they should be of concern to the government. The significance of these groups grows when political and economic factors are considered. The hill tribes have failed to be integrated politically into Thai society and recent attempts to stimulate integration have been met with armed resistance. On the economic side, the Chinese control a large part of the Thai economy and are therefore an important subgroup.

As important as these nonethnic Thai groupings are as citizens and as political and economic forces, it is noteworthy that neither the national census nor the sample surveys that were described to us include the hill tribe or Muslim areas. Several individuals involved in the administration of sample surveys noted a high degree of uncooperativeness among Chinese respondents.

While a significant amount of knowledge exists concerning the rural-urban conditions of the Thai, there are few indications of a commensurate understanding of minority group conditions. For other subcategories such as sex or age, most of the surveys delineate their respondents on the basis of these categories. Some of the published data give breakdowns of age and sex for a few variables (e.g., the Statistical Yearbooks for Thailand printed by NSO on a yearly basis). Other sources, however, ignore these distinctions in their data breakdowns. In order to get at age and sex distinctions for data on land ownership, disease incidence, or mortality rates, the raw data would need to be examined.

Other studies have been less concerned with representativeness. Examples here are the Department of Community Development's benchmark and followup studies carried out in 13,000 Thai villages and the United Nations Asian Institute of Economic and Development Planning's health survey which involves a comparison of villages within 2 of Thailand's 591 districts.

d. Time Series Capabilities. The ability of the Thai information system to perform a monitoring function is severely restricted to only a few kinds of data. As Column G, Table 2.4 shows, the data collected for the longest periods are the population data, having been collected decennially 8 times since 1911. Administrative hospital statistics are available for each year, beginning sometime in 1920. The administrative records kept on village elections, vital statistics, and schools by DOLA apparently go back 20 years in time. The rural-urban population and family planning data generated by

the Institute of Population Research, Chulalongkorn University are being collected on a biennial basis for a 6-year period; thus 3 rounds of collection will be available for both the rural and urban samples upon the completion of this study (The Institute of Population Research, 1971:4). Thus there is a degree of time series availability for certain types of statistics.

Unfortunately, the great body of research that relates to Thailand's areas of social concern and provides more than simple input data is largely restricted to one or two points in time. None of the sample surveys conducted in rural villages by various researchers since 1950 forms a series of studies on the same villages over time, but rather are "one-shot" data gathering activities on numerous villages. Thus not only is little known about nutritional deficiencies and their victims, but less is known about the changes over time of these deficiencies or of their victim's identity. Data on health practices collected by Cornell University Researchers (1950) and the United Nations Asian Institute of Economic Development and Planning health practices surveys, do not truly represent time series data, nor does the education assessment data currently being generated by the National Educational Council of Thailand.

Table 2.4. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THAI AREAS OF SOCIAL CONCERN*

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|--|---|---|-------------------------------------|---|--|---|
| <p>1. National Statistical Office (NSO)</p> <p>* The information contained in this table is derived from interviews and from (Purakam, 1971; Purakam and Jamikorn, 1972; Fuhs and Vingerhoets, 1972; and the Ministry of Public Health, 1971).</p> | <p>1. Population (size & growth)</p> <p>2. Economic</p> <p>3. Agriculture</p> <p>4. Employment</p> <p>5. Education</p> <p>6. Distribution of well-being</p> <p>7. Development of social communities</p> | <p>1. National Population and Household Census (every 10 yrs.)</p> <p>2. Industrial Surveys (every 6 months)</p> <p>3. Crop Estimation Survey (every 6 months)</p> <p>4. Household Expenditure Survey (every 5 years)</p> <p>5. Labor Force Survey (annual)</p> <p>6. Students and Teachers Survey (annual)</p> <p>7. Household Labor Force Survey (semiannual)</p> <p>8. Rice Inventory Survey (quarterly)</p> | <p>1. Changwat and Municipality</p> | <p>1. All provinces, with hill tribes and insecure areas excluded</p> | <p>1. Population size and population characteristics; population growth; births and deaths</p> <p>2. Industrial inputs and outputs</p> <p>3. Crops planted; area planted; yield estimates</p> <p>4. Household expenses on consumer products</p> <p>5. Employed, unemployed in municipalities</p> <p>6. No. of students & teachers in schools</p> | <p>1. This varies by survey--there are 8 national censuses beginning with 1911.</p> <p>2. There have been 2 Household Expenditure Surveys.</p> <p>3. The Crop Estimation Surveys began in 1966.</p> <p>4. Unknown for the Industrial Surveys.</p> <p>5. The Labor Force Survey began in 1963 for urban samples; for rural, in 1966.</p> |

| | | | | | |
|--|--|--|--|---|--|
| | <p>9. Radio and Television Survey (once; 1968)</p> <p>10. Farmers' Needs Survey (annual)</p> <p>11. Village Survey (annual)</p> <p>12. Population Attitudes Survey</p> | | | <p>7. Employment status, no. of hours worked, duration of unemployment</p> <p>8. No. of kilos of rice in the possession of millers, traders, storages, & farmers</p> <p>9. No. of households possessing radios and/or T.V.s; by occupation</p> <p>10. No. of farmers requiring fertilizer, farming equipment credit, and no. and kind of problems faced</p> <p>11. No. of households, population data, no. of employed by occupation; no. of crops planted by crop, no. of natural resources available</p> <p>12. Attitudes toward social and economic problems; attitudes concerning government services</p> | <p>6. The Educational Survey began in 1964.</p> <p>7. The Household Labor Force Survey was initiated in 1963.</p> <p>8. The Rice Inventory Survey began in 1967.</p> <p>9. The Radio and T.V. Survey was carried out in 1968.</p> <p>10. The Farmers' Needs Survey began in 1968.</p> <p>11. The Village Survey began in 1965.</p> <p>12. The Attitude Survey began in 1969.</p> |
|--|--|--|--|---|--|

Table 2.4 cont. THAI INFORMATION SYSTEM: SOM DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|--|---|---|--|--|---|--|
| 2. Department of Community Development | <ol style="list-style-type: none"> 1. Development of local communities 2. Political participation (relationship between the government and villages) 3. Health | <ol style="list-style-type: none"> 1. Community Development Benchmark Surveys carried out by local community development agents and national level technicians | <ol style="list-style-type: none"> 1. Village Level | <ol style="list-style-type: none"> 1. 13,000 villages | <ol style="list-style-type: none"> 1. Income; occupation; relationship to Buddhist religious community; consumer goods Condition of housing; etc. 2. Contacts with government officials; names of government VIP's known; membership in local self-help committees; voting practices; etc. 3. Diseases contracted; health cures and prevention sought; childbirth practices; food eaten 4. Radio listening; newspaper reading; stories liked best | <ol style="list-style-type: none"> 1. For some villages, 10 yearly surveys are available. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|---|--|---|--|--|--|--|
| 3. Department of Local Government, Ministry of Interior | <ol style="list-style-type: none"> 1. Population (change) 2. Political participation 3. Agriculture 4. Education | <ol style="list-style-type: none"> 1. Headman reporting system 2. District administrative records | <ol style="list-style-type: none"> 1. Village and district levels | <ol style="list-style-type: none"> 1. All villages, but many hill tribe villages excluded | <ol style="list-style-type: none"> 1. Mortality rates; birth rates; migration trends 2. Voting records for local and national sections 3. No. of goats, cows, buffalos, etc. owned 4. No. of teachers, students, and budget of rural schools | <ol style="list-style-type: none"> 1. For many villages, these records go back in time for 20 years; the year these surveys began is unknown to us. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|--|---|--|---|---|--|---|
| 4. Division of Vital Statistics; Ministry of Public Health | <ol style="list-style-type: none"> 1. Health 2. Nutrition | <ol style="list-style-type: none"> 1. Headman reporting system 2. Hospital records 3. Health activity reports | <ol style="list-style-type: none"> 1. Province and district levels | <ol style="list-style-type: none"> 1. All villages but many hill tribe villages excluded | <ol style="list-style-type: none"> 1. Mortality rates; birth rates; stillbirth rates; morbidity rates; mortality rates by cause; No. of doctors, nurses, hospital beds; No. of inpatients; No. of outpatients, etc. | <ol style="list-style-type: none"> 1. Variable; some data over a 30 year period beginning in 1920. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|---|---|---|--|-------------------------|--|--|
| <p>6. Research in Support of Training Division, United Nations Asian Institute of Economic Development & Planning</p> | <p>1. Health (mortality, morbidity, health practices)</p> | <p>1. Hospital administrative records (Korat General Hospital) 2. Longitudinal survey</p> | <p>1. Village level (a random sample of 530 households in 28 villages)</p> | <p>1. Two districts</p> | <p>1. Literacy and ownership, educational attainment 2. Diseases contracted 3. Deaths by cause 4. Vaccinations received 5. Doctors visited, etc.</p> | <p>1. Data collected every 2 weeks over a six month period. These data will be compared with data currently being collected in the Sariphi District.</p> |

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Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|---|---|---|---|--|--|--|
| 5. The Institute of Population Research, Chulalongkorn University | 1. Population (fertility; mortality; family planning; migration; values and attitudes concerning family planning) | 1. A longitudinal interview survey administered over a six year period on urban and rural samples 2. Comparisons of changes observed in national census data | 1. Villages 2. Rural-urban comparisons 3. Working women or nonworking women, etc. | 1. Representative samples of rural-urban communities | 1. Membership of household 2. Desires for more children 3. Occupational & financial information 4. Migration history 5. Decision making in the family 6. Contacts with the outside world 7. Social status 8. Health and hygiene, etc. | 1. Data on each sample is collected every two years for a total of three enumerations over time. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|------------------------------|-----------------------------------|--|--|---|---|-----------------------------|
| 7. Siriraj Hospital, Bangkok | 1. Health | 1. Hospital administration records | 1. Clientele of the hospital; Bangkok area | 1. Difficult to make this determination | 1. No. of doctors, beds, nurses 2. No. of inpatients 3. Patients by disease or injury, by age and sex, and no. of days in the hospital 4. Birth rates, live and stillborns | 1. Could not be determined. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|--------------------------------------|-----------------------------------|--|-------------------------|-------------------|--|--|
| 8. Manpower Planning Division, NESDB | 1. Employment | 1. Rural Manpower Utilization Survey | 1. Changwad | 1. Four provinces | 1. Consumption; expenditures 2. No. employed in nonagricultural jobs 3. Yield/unit arable land 4. Farm size; distribution 5. No. of farmers owning land 6. Hours worked 7. Season employed | 1. These data were collected once in 1969. |

Table 2.4 cont. THAI INFORMATION SYSTEM: SOME DATA SOURCES ON THE AREAS OF THAI SOCIAL CONCERN

| A. Organization or Agency | B. General Area of Social Concern | C. Type and Frequency of Data Generating Mechanism | D. Level of Aggregation | E. Coverage | F. Data Description | G. Time Series |
|--|-----------------------------------|--|-----------------------------|-----------------------------|---|-----------------------------|
| 9. Penitentiary Department, Ministry of Interior | 1. Crime & Justice | 1. Official prison records | 1. Could not be determined. | 1. All prisons | 1. No. of prisoners; No. of new prisoners | 1. Could not be determined. |
| 10. Department of Fisheries, Ministry of Agriculture | 1. Agriculture | 1. Official records of fish markets | 1. Could not be determined. | 1. Could not be determined. | 1. No. of fish caught, by weight; No. of fish sold | 1. Could not be determined. |
| 11. Department of Livestock | 1. Agriculture | 1. Official records of slaughter houses and sample surveys | 1. Could not be determined. | 1. Could not be determined. | 1. Estimated no. of livestock and poultry; No. of livestock slaughtered | 1. Could not be determined. |
| 12. Ministry of Justice | 1. Crime & Justice | 1. Official court records | 1. Could not be determined. | 1. Could not be determined. | 1. No. of cases in court by crime; No. of convictions | 1. Could not be determined. |
| 13. Department of Land, Ministry of Interior | 1. Land | 1. Surveys | 1. Could not be determined. | 1. Could not be determined. | 1. Could not be determined. | 1. Could not be determined. |

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PART THREE: CURRENT INTERESTS AND ACTIVITIES FOR IMPROVING THE INFORMATION
FLOW INTO POLICYMAKING AND PLANNING IN THAILAND

Each nation possesses a unique configuration of political, cultural, social, economic, and technical factors which limits the scope of innovations that may be brought to bear on that nation's information system. This is particularly relevant in the consideration of methodological developments that are to be applicable to more than one nation. A methodology must be adaptable to the current state of information systems, take into account attempts at information system improvement with which various nations are presently experimenting, and yet to be general enough to fit more than one nation.

1. Inclinations and Activities of the Thai to Better Utilize and Upgrade Their Information Systems

Within their political, cultural, social, economic, and technical contexts, Thai scholars and technocrats, often with the cooperation of international experts, have implemented a number of programs and are considering others that would improve the quantity and quality of information and the flow of information into planning.

a. Social Improvement. Specialization of development planning and data utilization in planning functions are relatively new enterprises in Thailand, as well as other nations and many of the planning offices have been in operation for only a very short period. Coordination among the various planning groups and among the planning and information structures may not yet approach desirable levels. Waterston's description of Thai planning during the early 1960's indicates that the slippages in coordination were very high (1969:405, 531). We gathered from our interviews that coordination problems are still quite common. Also, from the description of the frequent breakdown of exchange between requests for and transmittals of information, the intermeshing of the planning and information systems has not reached a desirable state. Many information needs go

unmet and many data resources go underutilized. For example, several planners complained that data that might prove useful for their planning and evaluating efforts were not available to them. In some cases, these individuals explained that these unobtainable data belonged to other ministries. In other cases, they complained that in some instances data they required were held by a division or department of their own ministry, yet they were not allowed access to those sources. Furthermore, in discussing various problems of data availability, some Thai scholars and officials who themselves had spent considerable effort seeking data were unaware of certain available sources within other agencies and institutions.

Others noted that the data their particular division had generated went unused. For example, the Research and Evaluation Division of the Department of Community Development has time series data on 13,000 villages, yet these data have been virtually unused.

This apparent lack of cooperative relationship between ministries and between subunits within ministries is indicative of a more general problem characteristic of complex bureaucracies in most societies. Riggs (1966) and others familiar with the Thai situation suggest that this problem arises out of the protective concerns of agencies for their growth and survival with the result that cooperative relations, especially in data sharing, are generally avoided. The consequences of this type of boundary maintaining activity for the prospects of data sharing were outlined by several Thai who have had first-hand experience with data access problems. Those requiring data are either forced to do without, or they feel compelled to undertake their own programs of research in order to provide the required data. From our observation of the rapid proliferation of specialized research units within planning and other divisions of the ministries, we believe the Thai have opted for the latter solution. This choice is not without its disadvantages, as

many of these specialized units are reported to be expending resources to collect overlapping data series. If data sharing were more universal, resources spent to survey essentially the same social conditions could be utilized for the collection of data currently not available or for other types of development activity.

Within the Royal Thai Government (RTG) there is a cognizance that research resources could be more effectively and efficiently utilized if coordination and cooperation were instituted on a firmer basis between the data users and researchers across the various administrative boundaries. A National committee made up of development planners, researchers, and administrators from the various ministries, NESD, NSO, and the national universities was established in 1972 to attempt to identify better means of cooperation and coordination among the various groups involved.

A further indication of administrative upgrading is evident in the establishment of several other national committees whose function is to coordinate more fully the relationship between efforts expended in various areas of concern. For example, the national committee established to deal with the coordination of manpower and education is designed to coordinate employment and educational programs. This committee was established in order to increase the information flow between planners in these areas concerning outputs of skilled individuals from the educational system and on current and changing skill requirements in the employment area.

During our interviews, the administrative problems of data needs and data dissemination were raised frequently by various planners and researchers. A number of these individuals suggested that major administrative reforms would be required in order to resolve the need-dissemination dilemma. Some suggested that these dysfunctional relationships between the planning and information systems might ultimately be resolved by the creation of a

centralized authority either embodied in a new organization or within an existing organization such as the National Research Council (NRC), the National Institute of Development Administration (NIDA), or within the National Economic and Social Development Board (NESDB). Others suggested that the development of better relationships and the clearer allocation of responsibilities among agencies would insure that the data required by planners would be collected and disseminated and that existing resources would be more fully utilized. One suggestion was that NESDB and BOB (Bureau of Budget) set the standards for data collection, BOB administers the budget for data collection and analysis, and that NSO collects and analyzes the data. Others suggested that an organization made up of experts from NSO, NESDB, DETEC, NIDA, NRC, and the universities be created in order to bring together data requirements and dissemination capabilities under a single roof.

The establishment of evaluation departments or divisions within some of the more important agencies of government represents a significant step in the recognition of the role that information can play in development planning. Agencies that have established such departments include the Ministry of Interior, NESDB, the Ministry of Public Health, the Office of Accelerated Rural Development, and the Ministry of Education. More importantly, the Bureau of the Budget's Evaluation Division is now utilizing ministerial data, progress reports, and observations made by its staff members to evaluate the progress of ongoing projects. As the Bureau of the Budget controls the allocation of funds to ministries and has increasingly played a more active role in the formation of the national plans in the last few years, its efforts in assessing project and program success should provide a very important source of feedback into planning activities.

b. Political Climate. The political constraints on the collection of data concerning the state of national concerns are few at present. The polit-

ical climate has changed radically since the October, 1973, coup d'etat, and scholars and bureaucrats alike expressed optimism that the evolving political scene would provide a more favorable atmosphere for the collection of social data. Even the collection of data on the more sensitive aspects of political participation and dissent appears possible; and active efforts are likely in the area of obtaining more information on the conditions of the minorities in Thailand.

A number of Thai researchers noted that the problem of invasion of privacy is not an issue among the people of Thailand, but mistrust of officialdom is a frequent problem. Those involved in data collection report, however, that they have generally succeeded in allaying such fear and mistrust. Records of consistency checks seem to bear out claims that most of the data elicited from village respondents by trained interviewers are accurate. A number of checks carried out by Chiang Mai University's Faculty of Agriculture, the Institute of Population Research, and the American Institutes of Research (contrasted by USOM) indicate that for nontechnical items, data from the headman reporting system tend to be highly accurate. As was indicated to us, the accuracy of this data is highly associated with the amount of trust that exists between the village and higher levels of government administration.

c. Cultural Context. In reference to cultural factors, the Social Development Division of the Economic Commission for Asia and the Far East has noted: "There are, of course, certain types of data that can be standardized easily and agreed upon as universally acceptable planning data. Demographic data are a case in point. But it has been clearly indicated that there is no one specific path to develop, no one theory of development, no one outcome of development, and consequently no one list of indicators of development. Data must be developed that are hand-tailored to specific situations, conditions, and goals" (UNECAFE, Social Development Division,

1972:144). For the most part, the Thai accept this dictum, but only a minority of those with whom we discussed this topic stated that Thai use of methodologies and techniques proposed by other nations would be totally inappropriate.

It was in this context that we discussed the methodology currently being devised at Iowa State University in terms of its relevance and utility for Thailand and other LDCs. For the most part, the Thai reaction to our methodological perspective was positive, perhaps because of our emphasis on development of general frameworks and techniques, allowing each nation to creatively apply the methodology to its own unique set of circumstances. While the Thai response was favorable, the degree of interest expressed varied significantly. One type of response received was both direct and positive. A number of those persons interviewed felt, as we do, that each nation must define its development and thus its developmental goals. From this standpoint it was felt that each nation would then have to develop the set of indicators most appropriate for those goals. This group of interviewees saw promise in our work for methodological innovations in indicator construction, usage of existing data, and suggestions for improvement of data quality it might provide. A second interest was expressed by others who not only saw indicator methodologies as important, but desired a methodology that would go further in its specification of indicators of social development than we have perceived as possible or desirable. This group was disappointed that we did not have and did not plan to eventually present exhaustive lists of indicators for any nation desiring to monitor its development. The third group was very positive about methodological approaches and the indicators, but expressed emphatically that the frameworks, techniques, and indicators for Thailand would have to be constructed by the Thai.

d. Technical Capacities. The Thai universities and government agencies are staffed by many highly qualified individuals. Particularly impressive is

the caliber of the personnel involved in the collection of data and in the creation of plans for national development. It is interesting to note Thailand's status in terms of trained "data processing personnel" relative to other nations in the ECAFE region. In comparison with such countries as the Republic of China, the Philippines, Malaysia, India, and Hong Kong, Thailand ranks second in the number of such personnel currently employed in data processing activities (Economic Commission for Asia and the Far East, 1970a:12).

On the other hand, we found only five Thai with Ph.D.'s in sociology, which suggests a shortage of skill in an area that could contribute greatly to the development of conceptual and measurement tools for some of the areas of social concern. However, a number of Thai are presently studying in sociology in the United States and other nations. Thailand has a generous supply of statisticians and other social scientists who can make significant contributions to indicator development and social research, and other personnel well versed in statistical technology and computer usage. ECAFE (1972) suggests, however, that one of the greatest obstacles to better social planning in the ECAFE region (which includes Thailand) is a chronic lack of planners trained with skills in social planning.

e. Commitment and Willingness to Commit Resources. A most critical constraint to national development and thus to the improvement of the information system is resource scarcity. For the Thai this seemed to be most crucial in that other than the need for administrative rearrangement, few other constraints to information system improvement exist. As demonstrated above, neither political nor cultural factors appear to significantly constrain efforts to increase in quality and quantity the information that flows into the planning process. Resources are another matter, however. The Thai have involved the scarce resources of the nation in ambitious schemes to speed and direct the course of their national development.

In this context, then, it is of particular importance to note that the Thai have committed resources to the generation of more and better data and contemplate further expenditures of this nature. First, sample surveys funded by both governmental and university research groups are attempting to obtain clearer pictures of such existing and changing conditions as the distribution of morbidity across age, sex, and ethnic groups; the incidence and distribution of nutritional deficiencies (particularly protein-caloric); and the quality of education in rural areas. These sources include a wide array of indicator types including inputs, outputs, and throughputs.

This type of basic research has already demonstrated its usefulness. For example, we were told that after a number of international observers had concluded Thailand had no major nutritional problems, the sample surveys of the Anemia and Malnutrition Research Institute (Chieng Mai Hospital) uncovered a number of important deficiencies.

Second, the Thai have expressed a willingness to commit resources for the provision of information on the negative impacts of development efforts. In most countries the effects of health programs on population growth, nutritional status, and educational achievement are generally not totally understood. Many hypotheses have been advanced but little evidence as yet is available. Interest in generating data in order to determine these and other important developmental relationships is evident in a number of proposed and ongoing studies in Thailand. Studies underway include examination of the relationship of educational output to employment needs and food production as it relates to nutritional requirements. Also, the Thai, through the Mekong Committee, have instituted a number of village studies to determine the social, economic, and ecological impact of large-scale irrigation projects.

Third, the Thai have perceived the usefulness of developing a set of social indicators which might aid in the monitoring of Thailand's development.

Funds and personnel are committed or will be committed to several independent social indicator projects. Within the Population Division of NSO, a group is attempting to operationalize the United Nations Social and Economic Council's Social Indicator Group's list of indicators and to determine the extent to which there are suitable existing time series data within the various ministries and NSO. Other groups, such as the Social Science Division in the National Research Council (NRC) and the Social Research Division of the National Institute of Development Administration (NIDA), stated they were making preparations to carry out methodological programs necessary to generate indicators.

Fourth, with the expenditure of a small amount of resources, the Thai have begun to tap the vast potential of their existing data sources. Using existing data sources, some planners are now making projections of future conditions. For instance, the population growth rate has been forecast to decrease from a rate of 3.2 percent to 2.8 percent in the next five years, given the current and projected inputs of population control measures.

Finally, the Thai have made a number of proposals calling for resource allocation in order to further improve current data collecting processes and enlarge the scope of data coverage. The basis of most ministerial data lies with the "village headman system." Cross-checks of community development data, and agricultural and public health statistics with the headman's records point to inaccuracies in the collection of statistics dealing with more technical matters. The data headmen record on deaths are estimated as 30 percent under-reported. One factor contributing to this discrepancy is that deaths refer only to those mortalities occurring to "people." "People" are defined by villagers as children already born. Thus infants who perish during delivery are not counted. Also, villagers often fail to inform the headman of a death. Other statistics, such as rice production and rice yields as

estimated by the headman are as much as 30 percent discrepant from the more precise estimates measured in sample survey work by university and Ministry of Agriculture personnel.

A number of individuals have suggested that (a) the rural school teachers receive training in the collection of technical types of data to supplement the "headman system"; (b) headmen receive a fee for accurate statistics; and (c) sample surveys be instituted in many areas beyond which they now apply in order to provide a more accurate descriptive profile of the changes in rural and urban Thailand. Others interviewed have an interest in the development of specific types of indicators. Examples of these include indicators of bureaucratic development (using ratios of plans to activities, number of plans implemented over the number of plans proposed, number of targets set per plan, etc.); indicators of cultural breakdown (rural outmigration, prostitution per thousand inhabitants, nightclubs per thousand inhabitants, etc.), and indicators of poverty.

PART FOUR: METHODOLOGICAL IMPLICATIONS

A. The Concern for Social Development

We have been charged with developing a methodology by which social indicators can be formulated and then used for monitoring and assessing social development. Underlying the methodological efforts of these I.S.U. social indicator studies is the assumption that the LDCs are keenly interested in social development. If LDCs should be mainly concerned with the economic aspects of development, our methodology would be largely irrelevant.

The evidence indicates that throughout many of the LDCs there is great interest in the social aspects of development. Evidence of this interest is widely recognized in the literature of planning and development (Myrdal, 1972; United Nations Economic Commission for Asia and the Far East, 1971; Economic Commission for Africa, 1971; Development Academy of the Philippines, 1973). Discussions with a number of people from such groups as the National Research Council of Thailand, Development Academy of the Philippines, Bureau of the Census of India, and the East-West Center of Hawaii further demonstrate the growing concern for the social dimensions of development.

Still, a clear distinction must be drawn between expressions of interest and the implementation of interest into plans, programs, and projects. As we have noted, the Thai are concerned for the social aspects of development and have established priorities and programs to promote "social justice" through such areas as housing, education, population and family planning, and rural-urban manpower development (see NESDB, 1971:xvi-xvii). But most of these programs concern the well-being or levels of living of the Thai populace; few if any of the Thai goals, policies, or programs deal with the development of the Thai society, that is, with the social and economic structural changes thought to be a necessary part of social development.

This less-than-total commitment to social development apparent in Thai planning and elsewhere results for several reasons. First, the concept of social development is a relatively new one whose formalization and theoretical underpinnings remain weak. Second, the national planning agencies and committees of Thailand and other nations of the ECAFE region lack personnel with the skills necessary for social development planning; and third, the extent of political support for social development is often inadequate. In Thailand, for example, it is not unfair to ask whether the political commitment to social justice is at least partially a means of placating restive rural areas rather than a genuine concern for reducing social and economic differentials. Many Thai, of course, do favor a more equitable distribution of the considerable benefits of Thailand's economic and social progress to the rural and disadvantaged segments of the populace, this view has not achieved a forceful enough emphasis in those political circles that ultimately determine overall national policy.

1. Development Goals and Social Values

Like ECAFE, we have assumed that a society's development can be meaningfully defined and assessed only from the standpoint of the nation's values, history, and present social and economic conditions. Many Thai affirmed their strong belief that definitions of social development and the delineation of social development goals for their country would have to be accomplished by people who, like themselves, are steeped in the cultural-historical context of their society.

But to our knowledge, neither the Thai nor any other national group has yet grappled with and successfully resolved the problem of defining the social goals, directions, and means necessary to undertake social development. The Thai have expressed a need for increased social justice, but this appeal appears

to be largely made within the context of conventional economic development theory. Social progress is still seen as a re-direction of the fruits of continued economic accomplishments; it is not yet widely accepted that balanced economic and social progress requires social justice, accompanied by radical social and economic changes.

While it would be easy to lay the entire blame for Thailand's limited perspective on the doorstep of Thai politics, we believe that much of the fault resides with both LDC and MDC scholars who have yet to offer a clear and consistent conceptualization of social development based on a rigorous body of theoretical statements and empirical findings. The several definitions proffered by the United Nations, for instance, are confusing and contradictory. The fundamental objective of development is said to comprise two parts: "the economic objective pertaining to production and the social objective in the matter of distribution" (UN Economic Commission for Asia and the Far East, 1971:58). Other recent definitions stress development as consisting of three interrelated factors: 1) economic growth; 2) an improved and more equitable distribution; 3) and socio-economic structural change (United Nations, 1970). From these two definitions it is difficult enough to ascertain the goals of development much less determine what factors serve as the means for attaining such development.

Academicians have done no better in clarifying the matter; instead we see such intriguing declarations as: "development" is a seamless web--encompassing the social, political, cultural, and economic stands of human life (see Montgomery, 1968). While we basically agree with these conceptions, the basic weakness of all development theories devised to date is that they cannot rigorously explain the exact relationships that do exist between social, political,

cultural, and economic factors, nor how these relationships change over time, and, in changing, how they affect one another.

The need for continued refinement of the concept of social development is obvious. It behooves the United Nations and Western scholars to make as rapid advances as are humanly possible. Perhaps more importantly it is time for LDC scholars of the caliber we were privileged to meet in Thailand to develop definitions based on their own empirical experiences.

2. Social Development Planning

The strides towards social development planning in Thailand have occurred in the form of changing the name of the national planning body to include the word "social" in its title, and the addition of social sectors both to NESDB and the functional ministries.

According to observers in ECAFE (1971; 1969a; 1969b), however, although social goals and programs are on the increase, they remain subservient to the economic. While budgetary allocations for "social services", for example, are relatively high and generally on the increase in ECAFE countries such as Thailand, "outlays on social services are customarily made after the demands of the priority economic sectors have been met..." (UN Economic Commission for Asia and the Far East, 1971:39).

Other symptoms, and in some ways the causes, of the continued ascendance of the economic over the social in development planning manifest themselves in the relative positions and importance of economic and social planners in the national planning agency, NESDB. ECAFE has made the following observations which we believe pertain to the situation in Thailand:

"In the overall framework of planning, the social sector planning units are few and their opportunities seem limited. Social planners are heavily outweighed by economic planners, both numerically and structurally; there are few professionally qualified social planners (sectoral or otherwise) in key positions

from which they can influence policy decisions; the higher-level advisory boards of the national planning organizations do not generally have social planners or social scientists other than economists. Most of the social planners are at the sectoral programmer levels and their preoccupation with the tasks of sectoral planning pre-empts attention to wider issues of social policy" (1971:36).

Furthermore, on the basis of our conversations with Thai planning officials and our reading of Thailand's most recent 5 year plan and other related documents, we have found it difficult to ascertain the degree of actual integration of social and economic goals on the one hand and means for goal-achievement on the other. This is probably due to the relatively low status of social planners with NESDB as well as the lack of guidelines available from current theories of planning and development.

a. Planning and Budgeting. Some sort of modus vivende between the Bureau of the Budget and the National Economic and Social Development Board must be arranged if planned development is to become more than a formalized ritual. The plan should determine the budget, rather than the budget acting as a second, independent planning device for use by officials of BOB. Those persons within BOB committed to planning the future of Thailand should be allowed to participate in plan formulation within NESDB, thus resolving the circumventions of the national plan by budget officials. Closer cooperation with the BOB would also give NESDB a means of gaining some control over the implementation of plans by the ministries.

b. Regional and Local Planning. We believe that meaningful social development must begin at the local and regional levels, where the basic changes in levels of living and socio-economic structure will take place. The social development of any national society--it bears repeating--must ultimately be determined by the values and goals of that society; this, in turn, implies

that the values and needs of a society's population must somehow be ascertained and included in social development planning.

As we have observed, however, local planning is nearly non-existent in Thailand and regional planning is only just now being tested for the Northeastern part of Thailand. Furthermore, initial reports and the description we were given of this experiment indicate that regional planning will largely be restricted to the development of economic growth centers. No indication has yet appeared that there has been any consideration of the potentialities of regional social and ecological planning, two important aspects, we believe, of regional development.

Local participation in planning for local as well as regional and national development is increasingly perceived by the nations of the ECAFE region as a developmental prerequisite, and the Thai with whom we spoke seemed generally to support this concept. Implementation of local participation, apparently not as yet underway, will require two major changes in Thai political behavior. First, local participation will have to be given the status of national policy, with the full weight of national authority behind it. This authority must then be exercised to insure that the behavior of recalcitrant local officials is quickly and firmly corrected. We would like to suggest that such a move by the national government would pay additional dividends in reducing some of the current rural dissension. Second, mechanisms such as local committees will have to be institutionalized in order to channel expressions of local needs and values into the policymaking and planning processes. The most important function of such local bodies, however, will be to help teach the rural and urban Thai political efficacy and trust. Studies conducted in rural Thailand demonstrate that local trust in government officials is low and that, furthermore, villagers consider the correct behavior towards Thai officials is that of deference and telling the officials what the villagers perceive the officials want to hear

rather than relating actual local desires and need (Piker, 1968; Rubin, 1973). Persuading villagers that the government genuinely wants to know their concerns will require time, patience, and a favorable atmosphere, which must be created by local officials.

B. The Concern for Social Data

The information system in Thailand is undergoing rapid expansion and its growing pains are evident from overlapping data collection, continued data gaps, unreliability of some statistics, and a lack of control exercised over the expansion. The result, as we observed, is that many statistics go unnoticed or unheeded by planners and in other cases, the needed statistics are unavailable. Most importantly, however, is the lack of a general purpose to guide the information system's proliferation and growth. The growth has occurred for narrow and ad hoc reasons rather than for the purposes of long-run and short-run comprehensive planning at the national, regional, and local levels.

1. National Statistics and Data

The Central Statistical Office of Thailand (NSO) has exercised a minimum of control over the growth of the statistical system. The NSO's role appears to be that of conducting various censuses and household surveys and providing population samples for others wishing to conduct survey research. The NSO lacks the authority to regulate the type, scope, quality, and timeliness of data collected by the ministerial data-producing agencies. Neither NSO nor any other agency has taken responsibility for insuring that all those involved in planning are aware of the many varied information sources available in the ministries. Finally, there has been no attempt to coordinate and control the collection of data to insure that the various data collected can be combined so that an overall,

comprehensive profile of Thailand's development problems and disadvantaged groups is available for "integrated" planning efforts.

2. Local Statistics and Data

A problem faced by all national societies producing data for planning is deciding on the proper level of data aggregation for given levels of planning. As we have observed, the tendency in Thailand is to aggregate all statistics, collected nationally to the highest level, thus eliminating the data's potential for all but the narrowest type of development planning. National planning requires national level data, broken down into relevant sub-categories such as regions and provinces, and ethnic, income, educational, age and sex, and occupational groupings. Data for regional planning should reflect relevant administrative, ecological, and socio-economic distinctions. Finally, local data should reflect local desires and needs along detailed socioeconomic lines.

A further important concern for local level data is the need to develop social indicators appropriate for the conditions they are supposed to measure. The extensive experience of the United Nations Research Institute for Social Development (UNRISD) with national level data has lead it to conclude that many indicators appropriate for international comparison of nations of differing levels of development are ill-suited for comparing conditions within nations. This conclusion has lead UNRISD to persue a number of experimental programs in LDCs designed to construct social indicators appropriate for local needs, wants, and conditions (see UNRISD, 1975).

The administrative structure in which planning and information generation takes place is beyond the scope of a methodology such as ours. Administrative organization and reorganization is the business of the LDCs themselves. However, it is germane, we believe, to point out those administrative features of planning and statistical activities that are likely to be most consistent with the construction of an integrated set of social indicators.

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APPENDIXES

A. GLOSSARY

1) Area of Social Concern (goal area). An area of social concern constitutes a broad category that represents "basic human needs or wants that are intertwined with public policy" (Tunstall, 1970:108). Examples include health, public safety, education, and housing.

2) Development Planning. Development planning is defined as a process involving a number of interrelated phases, the initial sequencing and priorities of which are important:

- (a) identification of key areas of social concern
- (b) examination of these in relation to available resources
- (c) choosing within the feasibility of available resources those policies which will alleviate the concerns and problems
- (d) devising plans incorporating the chosen policies and procedures for solving the problems
- (e) setting specific development targets including time limits
- (f) based on the profile of concerns and problems as well as judgement of available resources (facilities, personnel, finances), overall or global multi-annual objectives are chosen.

3) Indicator. An indicator is an empirical referent or combination of referents expressed in the form of an index rate or ratio in order to represent a more general concept, the changes in which we wish to monitor over time.

4) Information System. An information system consists of societal data-producing agencies, the procedures used by these agencies to generate data, and the data themselves.

5) Institution. An institution is a set of activities (and the inter-relations among these activities) which exist primarily to transform inputs of

various kinds into social outcomes (outputs such as goods and services) which meet specific viability needs and social values that are indispensable to the survival over more than one generation of the society of which institutions are a part.

6) Less Developed Country (LDC). This classification is generally used for countries whose inhabitants, for the most part, have a lower income than citizens of the more industrially advanced countries. LDC does not necessarily refer to social or cultural underdevelopment as it can be argued that many less economically developed nations are culturally and socially more developed than some of the industrialized nations.

7) Sector. A sector is made up of organized activities designed to deal with areas of social concern or goal areas of development. For example, the health sector consists of all of the public programs designed to deal with problems of health.

8) Social Concerns. A social concern is a specific problem associated with an area of social concern. In the area of health, for example, the social concerns are generally thought to be long life and physical and mental well-being. It is such social concerns which are the subject of social indicators. In the area of health, the interest of social indicators is to measure long life or physical and mental well-being rather than some more abstract concept of health per se.

9) Social Development. Social development is the continuing process whereby the people of a national society learn how to use effectively the available human and material resources in order to upgrade the capacity of the societies' institutions to more equitably fulfill the viability needs and social values of the persons throughout society.

10) Social Indicators. Social indicators are empirical referents characterized by a number of specific criteria: they are limited to only the most

critical phenomenon we wish to measure; they are comprehensive in that they cover all the critical aspects of society; they are coherent in that they "hang together"; they are significant either causally or in terms of human well-being; they are capable of monitoring change over time; and they may be disaggregated down to the level of some relevant social unit (Andrews, 1973:4-5).

11) Taxonomy of Indicator Types. A six indicator type taxonomy developed by Wilcox, et al. (1973:24-36) consists of the following types of social indicators:

1. Policy instrument descriptive indicators: input indicators of a descriptive nature which are amenable to manipulation by decision makers.
2. Nonmanipulatable exogenous descriptive indicators: input variables which decision makers are unable to manipulate. Examples would include community of origin, family background, race, sex, age, and deep-seated beliefs, attitudes, and values.
3. Goal output indicators: measures of performance in relation to objectives set. Inclusion of these indicators in the typology underlines the need to identify and clarify sectoral goals and then to measure how well these goals are being accomplished.
4. Output distribution indicators: those primary output indicators capable of measuring valued or desired outcomes across all relevant socioeconomic and sociodemographic categories of the population.
5. Impact indicators: intended and unintended secondary outcomes; for example, social mobility or higher work productivity. Whereas outputs tend to refer to the products of the sector as they relate to sectoral goals; impact indicators are viewed in the context of linkages and interrelationships among sectors.
6. Response indicators: measures of the reactions of human beings attributable to particular factors of social conditions or social change.

B. CHRONOLOGICAL LISTING OF MEETINGS BY PROJECT MEMBERS WITH THAI OFFICIALS

1. Introduction

The following is a chronological listing of our meetings with Thai officials during our 3 week field observation. It contains, however, a number of time gaps filled by the following activities: strategy and review meetings among the project members; meetings with the Thai consultant-translator, Mrs. Sawaiwan Rodraquan; and numerous visits to the United States Operations Mission, to the Thailand Documents Library and the document libraries of the various United Nations organizations located in Bangkok. Also not specified in the chronology are the numerous documents received through visits with Thai, U.N., and USOM officials as well as from the various document centers.

Aside from formal meetings, a number of informal meetings were held with Dr. Robert Zimmerman, Evaluation Officer, Office of Programs, USOM Thailand, who acted as our contact in USOM; these are not included in the chronology.

During each meeting, we distributed a prepared document explaining the nature of our project and outlining the goals of our project.

2. Chronology

- I. Wednesday, November 14, 1973. 9:30 a.m.
 - A. Meeting with: Office of Accelerated Rural Development (ARD),
Ministry of Interior
 - B. Participants: Mr. Michael Dwyre, USOM Advisor to ARD
Mrs. Sawaiwan Rodraquan, Chief, Data for Planning
Section, ARD
Mr. Alex McIntosh, Social Indicator Project Member

- II. November 14, 1973. 11 a.m.
 - A. Meeting with: Institute of Population and Social Research,
Mahidol University
 - B. Participants: Mrs. Soontaree Suripakit, Researcher
Mrs. Sawaiwan Rodraquan, Chief, Data for Planning
Section, ARD
Mr. Alex McIntosh, Social Indicator Project Member

- III. November 14, 1973. 1 p.m.
 - A. Meeting with: U.S. Overseas Mission to Thailand (USOM/Thailand)
 - B. Participants: Dr. Robert Zimmerman, Evaluation Officer,
Program Office, USOM/Thailand
Mr. Alex McIntosh, Social Indicator Project Member

- IV. November 14, 1973. 2:30 p.m.
 - A. Meeting with: American Institutes for Research (AIR)
 - B. Participants: Dr. Steven Jung, Researcher
Mr. Alex McIntosh, Social Indicator Project Member

- V. Thursday, November 15, 1973
 - A. Meeting with: Office of Accelerated Rural Development, Ministry
of Interior
 - B. Participants: Mr. Wijitsak Sarasophol, Special Technical Advisor
to the Planning Division
Mr. Alex McIntosh, Social Indicator Project Member

- VI. Wednesday, November 21, 1972. 10 a.m.
 - A. Meeting with: Program Office, USOM/Thailand
 - B. Participants: Charles Rubel, Assistant Director for Program and
Economic Policy
Dr. George Beal, Social Indicator Project Co-Director
Dr. Leslie Wilcox, " " " "
Mr. Alex McIntosh, " " " Member

VII. November 21, 1973. 11 a.m.

A. Meeting with: Research and Evaluation Program Office, USOM/Thailand

B. Participants: Dr. Robert Zimmerman, Evaluation Officer
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

VIII. November 21, 1973. 2:30-4:00 p.m.

A. Meeting with: Program Office, USOM/Thailand

B. Participants: Dr. Edward Harroll, Economist, Program Office
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "

IX. November 22, 1973. 3:00 p.m.

A. Meeting with: Population Division, Economic Commission for Asia and the Far East (ECAFE)

B. Participants: Dr. Carl Fresen, Chief of the Population Division
Miss Laura Olsen, Chief of the Clearing House and Information Section
Dr. Peter S. Chen, Demographer
Dr. George Beal, Social Indicator Project Co-Director
Dr. Leslie Wilcox, " " " "
Mr. Alex McIntosh, " " " Member

X. Friday, November 23, 1973. 9 a.m.

A. Meeting with: Project Consultant

B. Participants: Mrs. Sawaiwan Rodraquan, Chief, Data for Planning Section
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XI. November 23, 1973. 10 a.m.

A. Meeting with: Education Supervisor, Department of Teacher Training, Ministry of Education

B. Participants: Dr. Chalio Buripakadil, Education Supervisor
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XII. November 23, 1973. 1 p.m.

A. Meeting with: The Secretary General of the National Research Council (NRC)

B. Participants: Dr. A. Sangasappsir, Secretary General
Dr. Choopol Swasdiyokorn, Assistant Secretary General
and Director of the Social Science Division of NRC
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XIII. November 23, 1973

A. Meeting with: Ford Foundation

B. Participants: Dr. David Szanton, Project Specialist on Asian Studies
Dr. Jeffery Romm, Resource Economist
Dr. George Beal, Social Indicator Project Co-Director
Dr. Leslie Wilcox, " " " "
Mr. Alex McIntosh, " " " Member

XIV. Monday, November 26, 1973. 9 a.m.

A. Meeting with: American Institutes for Research (AIR)

B. Participants: Dr. Stephen Jung, Researcher, AIR
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George M. Beal, " " " "
Mr. Alex McIntosh, " " " Member

XV. November 26, 1973. 10 a.m.

A. Meeting with: Program Office, USOM/Thailand

B. Participants: Mr. Martin Shulman, Assistant Program Officer
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XVI. November 26, 1973. 2 p.m.

A. Meeting with: National Institute of Development Administration (NIDA)

B. Participants: Dr. Choop Karnjanaprakorn, Rector
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XVII. November 26, 1973. 3:15 p.m.

A. Meeting with: Social Research Division, NIDA

B. Participants: Dr. Tittaya Suvanajata, Chief
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XVIII. Tuesday, November 27, 1973. 9:30 a.m.

A. Meeting with: Social and Economic Planning Division of National Economic and Social Development Board (NESDB)

B. Participants: Dr. Kasem Shidvongs, Chief
Dr. Sommai Phasee, Macro Economic Planning Section
Mr. D. Somchit, Assistant
Mr. Forrest Cooksen, USOM Advisor to NESDB
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XIX. November 27, 1973. 11:30 a.m.

We then met briefly at the Department of Social Welfare to pick up research documents and make an appointment to see Department officials at a later time.

XX. November 27, 1973. 1 p.m.

A. Meeting with: Division of Technical Services, Department of External, Technical, and Economic Cooperation

B. Participants: Mrs. Sisawang Phuavongphatyes, Director
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XXI. November 27, 1973. 3 p.m.

A. Meeting with: Division of Agricultural Economics, Ministry of Agriculture

B. Participants: Dr. Lee Blakeslee, Agricultural Economist, Iowa State University
Dr. Arthur Stocker, Agricultural Economist, I.S.U.
Dr. Keith Rogers, " " " "
Dr. George Beal, Social Indicator Project Co-Director
Dr. Leslie Wilcox, " " " "
Mr. Alex McIntosh, " " " Member

XXII. Wednesday, November 28, 1973. 8:30 a.m.

- A. Meeting with: Division of Programs and Planning, Office of Accelerated Rural Development (ARD)
- B. Participants: Michael Dwyre, USOM Technical Advisor to ARD
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXIII. November 28, 1973. 9 a.m.

- A. Meeting with: Program Office, USOM/Thailand
- B. Participants: Mr. Martin Shulman, Assistant Program Officer
Mr. Cord Roller, Resources Management Advisor
Mr. Opath, Office of Field Operations
Dr. George Beal, Social Indicator Project Co-Director

XXIV. A. Meeting with: Social and Economic Projects Division, National Economic and Social Development Board

- B. Participants: Dr. Narong Nitayaphom, Public Health Sector
Dr. Charan Burapharat, Chief, Public Utilities Sector
Dr. Nikom Kamnuanmasole, Chief, Social Welfare Sector
Dr. Som Vannapraba, Chief, Education Sector
Dr. George Beal, Social Indicator Project Co-Director
Dr. Leslie Wilcox, " " " "
Mr. Alex McIntosh, " " " Member

XXV. November 29, 1973. 10:15 a.m.

- A. Meeting with: Economic and Social Studies Division of the National Economic and Social Development Board (NESDB)
- B. Participants: Saravuidh Kongsiri, Acting Director
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XXVI. November 29, 1973. 2 p.m.

- A. Meeting with: Social Development Division of the Economic Commission for Asia and the Far East (ECAFE)
- B. Participants: Dr. Homi Honji, Chief
Dr. M. S. Jillian, Regional Advisor on Social Development Planning
Dr. Keith Emrie, Social Research and Planning Unit
Dr. Pierre LaPlant, Social Research and Planning Unit
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XXVII. Friday, November 30, 1973. 9:30 a.m.

A. Meeting with: Policy and Planning Department, Ministry of Interior

B. Participants: Kamneang Lechai, Director General
Dr. Chuwong Chayabutra, Director of Administration
and Policy Development
Mr. Sudjit Minitrakul, Social Welfare Division
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XXVIII. November 30, 1973. 2 p.m.

A. Meeting with: College of Education, Bangkok, Thailand

B. Participants: Dr. Sudchai Laosuthorn, President of the College of
Education
Dr. Chalio Buripakadii, Education Supervisor, Department
of Teacher Training, Ministry of Education
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. George Beal, " " " "
Mr. Alex McIntosh, " " " Member

XXIX. Monday, December 3, 1973. 9 a.m.

A. Meeting with: Faculty of Social Science, Chiang Mai University

B. Participants: Professor Nibondh Sasidorn, Dean of the Faculty
Mrs. Sawaiwan Rodraquan, Social Indicator Project Consultant
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXX. December 3, 1973. 10:15 a.m.

A. Visit to the Hill Tribes Research Center, Chiang Mai University

B. We visited the Center hoping to discuss its ongoing research program but found that all of the staff were in Bangkok for a series of meetings. We purchased some documents and examined the library.

XXXI. December 3, 1973. 10:45 a.m.

A. Meeting with: Faculty of Agriculture, Chiang Mai University

B. Participants: Dr. Buyawatya Lumpaiphong, Dean of the Faculty
of Agriculture
Mrs. Sawaiwan Rodraquan, Social Indicator Project Consultant
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXXII. December 3, 1973. 12 p.m.

A. Visit to: Agricultural Research Station

B. Participants: Mrs. Benjawan Aroonkit, Faculty of Agriculture,
Chiang Mai University
Mrs. Sawaiwan Rodraquan, Social Indicator Project Consultant
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXXIII. December 3, 1973. 1:30 p.m.

A. Meeting with: Anemia and Malnutrition Research Institute

B. Participants: Dr. Ousaw Thanangkula, M.D., Assistant Director
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXXIV. December 3, 1973. 2 p.m.

A. Meeting with: Anemia and Malnutrition Research Institute,
Chiang Mai Hospital

B. Participants: Dr. Alan Thodey, Ford Foundation Researcher
Dr. Phaiboon Suthasupa, Faculty of Agriculture,
Chiang Mai Hospital
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Dr. Alex McIntosh, " " " Member

XXXVI. December 4, 1973. 11 a.m.

A. Meeting with: Institute of Social Science Research, Chulalongkorn
University

B. Participants: Dr. Jacques Amyot, Director
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXXVII. Wednesday, December 5, 1973. 10 a.m.

A. Informal discussion with Mr. It-thit Sawunkata, Administrator from
the National Statistical Office (NSO) while on a field trip to view
Thai farms south of Bangkok.

B. Participants: Mr. It-thit Sawunkata, Chief, Administrative Division
Dr. Leslie D. Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

KXXVIII. Thursday, December 6, 1973. 8 a.m.

A. Meeting with: World Health Organization (WHO)

B. Participants: Dr. R. Chical, WHO Representative to Thailand
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

XXXIX. December 6, 1973. 10 a.m.

A. Meeting with: Food and Agricultural Organization (FAO)

B. Participants: Dr. George Schutz, FAO County Representative
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

IL. December 6, 1973. 1:30 p.m.

A. Meeting with: Administration Division, National Statistical Office (NSO)

B. Participants: Mr. It-Thit Sawunkatat, Chief
Dr. Leslie Wilcox, Social Indicator Project Co-Director

ILI. December 6, 1973. 2 p.m.

A. Meeting with: Secretary General of the National Statistical Office

B. Participants: Dr. Kajit Buajitti, Secretary General
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

ILII. December 6, 1973. 3 p.m.

A. Meeting with: Technical Division, National Statistical Office

B. Participants: Dr. Niyon Purakam, Chief
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

ILIII. Friday, December 7, 1973. 9:30 a.m.

A. Meeting with: Research and Evaluation Division, Department of
Community Development, Ministry of Interior

B. Participants: Dr. Pairat Dechrin, Chief
Mrs. Patra Chatkeo, Assistant
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

- ILIV. December 7, 1973. 2 p.m.
- A. Meeting with: Evaluation Division, Bureau of Budget
- B. Participants: Dr. Issara Nititanprepas, Chief
Miss Patra Chatkeo
Mr. Phoonsa
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member
- ILV. December 7, 1973. 3 p.m.
- A. Meeting with: Department of Labor, Ministry of Interior
- B. Participants: Mr. Chalin Amondherm, Director, Labor Studies and
Statistics Division
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member
- ILVI. Monday, December 10, 1973. 8:30 a.m.
- A. Meeting with: United Nations Development Program Office (UNDP)
- B. Participants: Dr. Wynton Lane, Population Advisor
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member
- ILVII. December 10, 1973. 10 a.m.
- A. Visit to the Mekong Committee Office (Wilcox and McIntosh).
- B. We collected documents and set up an appointment to return.
- ILVIII. December 10, 1973. 1 p.m.
- A. Meeting with: Statistical Division, Economic Commission for Asia
and the Far East
- B. Participants: Mr. R. Ito, Statistician
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member
- ILVIX. Tuesday, December 11, 1973.
- A. Meeting with: United Nations Children's Fund Office
- B. Participants: Dr. Amsar Welle, Nutrition Specialist
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

- L. December 11, 1973. 1:30 p.m.
- A. Meeting with: County Representative, United Nations Children's Fund
- B. Participants: Dera Sumitra, Programme Officer, Country Representative
 Dr. Leslie Wilcox, Social Indicator Project Co-Director
 Mr. Alex McIntosh, " " " Member
- LI. December 11, 1973. 2 p.m.
- A. Meeting with: Division of Population, National Statistical Office
- B. Participants: Dr. Anui Wanglee, Chief
 Dr. Vivit, Assistant Chief
 Dr. Leslie Wilcox, Social Indicator Project Co-Director
 Mr. Alex McIntosh, " " " Member
- LII. December 11, 1973. 3 p.m.
- A. Meeting with: Economic Studies Division, National Statistical Office (NSO)
- B. Participants: Dr. Boonlert Leo, Chief
 Dr. Leslie Wilcox, Social Indicator Project Co-Director
 Mr. Alex McIntosh, " " " Member
- LIII. Wednesday, December 12, 1973. 8:45 a.m.
- A. Meeting with: Educational Planning Division, Ministry of Education
- B. Participants: Nicholas Bennett, United Nations Educational, Scientific,
 and Cultural Organization Planning Officer
 Dr. Leslie Wilcox, Social Indicator Project Co-Director
 Mr. Alex McIntosh, " " " Member
- LIV. December 12, 1973. 10 a.m.
- A. Meeting with: Department of Social Welfare
- B. Participants: Dr. Niru Chaikool, Deputy Director General
 Dr. Sayom Ratanewichit, Chief, Division of Social Studies
 Mr. Alex McIntosh, Social Indicator Project Member
- LV. December 12, 1973. 10 a.m.
- A. Meeting with: Ministry of Health
- B. Participants: Dr. Komol Pengaritong, Under-Secretary of State for
 Public Health, Director of Planning Division
 Dr. Leslie Wilcox, Social Indicator Project Co-Director

LVI. December 12, 1973. 2 p.m.

- A. Meeting with: Social Research Division, the Mekong Committee
- B. Participants: Mr. I. S. Macespac, Chief
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

LVII. Thursday, December 13, 1973.

- A. Meeting with: Division of Evaluation, Bureau of Budget
- B. Participants: Dr. Issara Nititong, Chief
Miss Patra Chorosapong
Mr. Ponsap Piya-Anot
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

LVIII. December 13, 1973.

- A. Meeting with: Department of Local Government (DOLA), Ministry of Interior
- B. Participants: Dr. Yuvarat Kamonvey, Director
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

LIX. December 13, 1973. 3 p.m.

- A. Meeting with: Research in Support of Training Division, United Nations Asian Institute of Economic Development and Planning
- B. Participants: Dr. William Baker, Economic Advisor
Dr. Leslie Wilcox, Social Indicator Project Co-Director
Mr. Alex McIntosh, " " " Member

LX. Monday, December 17, 1973. 10 a.m.

- A. Meeting with: Development Academy of the Philippines
- B. Participants: Dr. Onofie D. Corpus, President
Dr. Jose Conrado Benitaz, Research Director
Mr. Horacio Morales, Executive Director
Dr. Mahar Mangahas, Project Director
Leonardo Sta. Romana III, Coordinator
Felipe Medalla, Research Associate
Sony Escarilla, Research Assistant
Cecile Carreon, " "
Christine Jaranilla, Research Assistant
Dr. Leslie Wilcox, Social Indicator Project Co-Director