

PN-AAM-036

Report Of Study Team
On Provincial Planning And Administration
In Thailand

Office of Rural Development
Development Support Bureau
A.I.D.

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CHAPTER I

BACKGROUND

This report has been prepared on the request of the Regional Planning Division, NESBD, Government of Thailand under the sponsorship of the Office of Rural Development and Development Administration, Development Support Bureau, Agency for International Development, Washington, D.C. The members of the team were Stephen Born, Leo Jakobson, and Ved Prakash of the School of Urban and Regional Planning of the University of Wisconsin, Morris Solomon of the U.S. Department of Agriculture, James Wunsch and Norman Nicholson (Team Leader) of the Office of Rural Development and Development Administration, A.I.D.

The specific terms of the reconnaissance mission during the period January 23 - February 9 were as follows:

1. Objectives

a. Identify pre-requisites for RTG to progressively transfer planning/administrative responsibilities to provincial government, examining such matters as planning methodology, sources of revenue, budgetary procedures, staff training, and inter-agency coordination, etc.

b. Advise on most effective means for strengthening local planning capabilities, with primary emphasis on provincial level planning but concurrent attention to planning at District (Amphoe) and Village (Tambon) levels.

c. Assess local administrative capabilities to carry out, monitor, and evaluate planned activities, and make recommendations for upgrading these capabilities and establishing appropriate interaction between planning and implementation.

d. Make recommendations for a model program to improve planning/administration in selected Northeast province; NESDB suggests Sakon Nakhon, province in Northern zone of Northeast Region.

e. Recommendations are to be compatible with current RTG organizational structure and policies regarding locus of planning/administrative responsibilities, and be sensitive to cost implications of replicating improvement program.

2. Related Issues for Examination

a. What institutional systems are in place or should be designed to achieve sub-national regional coordination of the planning process when several provinces are affected by the regional or area development strategy?

b. What are the linkages between the bottom up project selection and planning approach and the top down priority setting and resource allocation processes?

c. How can operating ministries integrate their sectoralized planning and operating activities into the decentralization scheme at the sub-national/regional level as well as the provincial, district and village levels without coopting the critical local initiatives the entire effort is intended to energize?

d. What project level design issues should be addressed to the external donors in order to harmonize their area/regional projects with the decentralized planning objectives?

The report is based on discussions with the staff of the following agencies of the Royal Government of Thailand:

1. Regional Planning Division of the National Economic and Social Development Board;
2. Office of the Under Secretary of State, Department of Local Administration, Office of Policy and Planning of the Ministry of Interior;
3. Bureau of Budget;
4. National Institute of Development Administration;
5. Department of Community Development, Ministry of Interior;
6. Royal Irrigation Department, Ministry of Agriculture and Cooperatives;
7. Academy of Local Government Administration;
8. Khon Kaen University
9. Accelerated Rural Development Program, Ministry of Interior.

Extensive discussions were also held with the Governors, their staff, district officers, and other officials of four provinces, i.e. Sakon Nakhon, Sing Buri, Lop Buri, and Kanchana Buri.

The team also had the opportunity to discuss the planning process at some length with the planning staffs of the N.E. Regional Planning Center and the Central Regional Planning Center.

Any reconnaissance mission such as ours must include some words of caution reflecting the limitations of the effort. The duration of our work in Thailand has been necessarily brief. Our observations of the provincial and related planning processes come at a fledgling stage in the

maturation of a complex undertaking. Thus, in some respects our judgments and conclusions are assuredly premature, and we only hope they will be received as constructive observations "along the way." Additionally, we are hesitant to generalize based on information gathered in only four changwats; it is unfortunate that we have no alternative but to risk extrapolating from that very narrow information base. Additional information gathered informally from our Thai colleagues regarding experience in other provinces and their general observations give us greater confidence in our findings and recommendations. Finally, there can be no overstating possible errors in interpretation growing out of the language "barrier." None of the authors speak Thai, and we were reliant upon the remarkable translation services and patience of our Thai and U.S. AID colleagues. Nevertheless, we time and again witnessed difficulties in making ourselves clear and in accurately comprehending answers to our questions. In addition, we were unable to fully access key documents written in Thai (Five-Year Changwat Plans, fiscal control sheets, project proposal documents, etc.) We appreciate the efforts of our hosts in helping us over this formidable barrier, and take responsibility for any interpretive errors that result ourselves.

We have been very impressed with the overall grasp Thai officials at all levels have regarding the problems they face. There is a shared awareness of the need for and difficulty of attaining decentralization of planning and administration, and a shared commitment to achieving it. We encountered this expression of commitment at every turn. There was widespread agreement among Thai officials we met about such critical issues as the shortcomings of available planning capacity at different levels, the key role to be played by provincial Governors, and the essentiality of results-oriented coordination.

In fact, as we have experienced Thai knowledge of their system, we have come to feel like the proverbial outside expert who borrows your watch to tell you the time! It is from this perspective that we "outsiders" offer this report with the sincere hope that our external perspectives coupled with experience elsewhere will provide some fresh and useful insights that might assist Thailand in this very important effort.

CHAPTER II

Provincial Planning Process

A. Organization for Planning and Provincial Capacity

In our reconnaissance-level interviews with several national agencies and meetings with local officials and governors in four Changwats (Sakon Nakhon, Singburi, Lopburi and Kanchanaburi), we have become convinced that both in principle and in practice, there is a widespread commitment to decentralized, "bottom up" planning. In all of our discussions, we found a generally-shared acceptance of the need for planning and coordination at the changwat level, with some expressions of concern for the concurrent strengthening of district planning capacity and role. Nothing signifies this commitment so meaningfully as the allocation of 1% of the national budget for Fiscal Year '79, with expectations of increased funding levels in succeeding years. Thus, the "Provincial Economic and Social Development Planning Regulation B.E. 2520," coupled with the annual operating program requirement and supporting funds have set in motion a high level of activity; this is especially significant given the difficulties associated with "start-up" for any major new program.

1. Findings

(a) We are thoroughly persuaded that the Changwat is not only the most appropriate level, but the only feasible level for the vertical and horizontal integration of planning activities. Strengthening planning at other related levels must be regarded as a supplementary effort as a future goal.

(b) Based on our present understanding, we believe that the existing authorities, organizational structures, and roles are largely adequate for successfully undertaking Changwat-level development planning if they are properly utilized. As will be detailed later, we are convinced that the Governor (and his planning staff) hold the keys to success via the full exercise of their authority, responsibility, and influence.

(c) The new provincial planning initiative is a significant step forward in stimulating "bottom-up planning" but administrative influence over the process remains heavy, while effective integration of bottom-up and top-down initiatives presents certain problems.

(d) There is a great deal of confusion in all quarters about the provincial planning process--procedures, financing, proper roles for various levels of authority, and the criteria to be applied.

2. Discussion

As required by Planning Regulation B.E. 2520, effective July 1, 1977, two new institutions are created: the national-level Central Committee on Provincial Development (CCPD); and the Provincial Planning Committee, largely comprised of administrative officials within the Changwat and chaired by the Governor. The regulation also requires the preparation of a Five-Year Economic and Social Development Plan of the Changwat; and an Annual Operations Program coinciding with the preparation of the Annual national budget.

As far as we can tell, most of the Five-Year Changwat Plans were initiated and largely completed prior to the promulgation of the 1977 Planning Regulation. Although we have not yet had the opportunity to review an English translation of a five-year plan, we believe its most important components are: (1) a local "felt needs" statement developed with active involvement of the people down to the village level, as interpreted by district officers; (2) a compilation of physical, social, and economic information about the Changwat; (3) some overall statements regarding development issues and goals (including specific targets in some cases); and (4) an aggregation of projects to meet the perceived local needs. The project compilation appears to have been accomplished largely through administrative channels.

Although in some cases these pre-July 1977 Five-Year Plans appear to have been modified consistent with the new Planning Regulation, in most cases there were neither adequate resources or time to do so. Their principal utility in the post-1977 Changwat Planning Process appears to be (a) providing an expression of the "felt needs of the people," and (b) providing a shopping list of projects for preparing the Annual Operations Program. They appear to have been of little value, or at least little used, in establishing the context for project proposal development--that is, in setting objectives for project identification and selection, as well as establishing a clearer basis for project review (clearly, however, as noted in Sections 7 and 11 of Planning Regulation B.E. 2520, the Five-Year Economic and Social Development Plan of the Changwat was to be used as the basic guide for allocating funds via the Annual Operations Program). The use and existence of the Five-Year Plans was not emphasized in any of our provincial level interviews, and often was not readily available. In all cases, the provincial plans were largely prepared by Regional Planning Center staff of NESDB.

The preparation of the Annual Operations Program (COP) involves a rather complicated and often confusing process. Individual districts and changwats (and their administrative officials) are at different stages in their early experience with the process, and there is a great deal of variation regarding the specifics of the process. In general terms, the process is summarized in the following table:

Process for Submission of Projects for Inclusion
in the Approved "Annual Operations Program" and
Consideration for Special Development Project Funding

Actor Function	Tambons Municipalities Sanitary Districts	District Chief	PPC	Regional Planning Center-NESDB	CCPD
Project Initiation	X				
Project Review		X	X	X	X
Project Ranking		X	(X)		
Project Veto		X	X		
Approval					X
Reference Document	Applications	Application	Proposed AOP		AOP

Instructions and project application forms are distributed via the Governor and District Chief. Ideas for projects come from villages, self-governing bodies, technical personnel of line departments, and from project compilations included in the Five-Year Changwat Plan. At the district level, the district chief may use a review committee to screen projects, or more commonly request the advice of district officers of line agencies on an as needed basis. Projects suggested by district officers of line agencies, with which the district chief concurs, are generally referred back to Tambon councils for consideration rather than incorporated in the district submission. The primary basis for project rejection at the district level appears to be size, scope, and limited benefits; that is, the project can be undertaken by the village itself on a "self-help" basis.

At the changwat level, subcommittees of the PPC were formed to review project applications. There appear to be occasional cases of Governor veto of projects prior to consideration by the full PPC. The reference document advanced by the PPC generally includes an attempt to list all projects proposed within the provincial jurisdiction, regardless of source of funding, but information regarding line ministry projects in the province is often incomplete and inadequate. In at least one

changwat, the PPC specifically eliminated projects from their proposed AOP that were included in line agency budget requests. Regional planning center staff of NESDB occasionally assisted in the review of projects at the Changwat level upon request. The basic function of the regional center has been to aggregate provincial data and review PPC submittals. Limited technical and editorial review of projects also occurs.

The proposed provincial AOP is then reviewed by CCPD and its Secretariat staff, and approved in principle. This approved reference document is the Annual Operations Program for the changwat. Unfortunately, it is frequently referred to by personnel at all levels as a plan; in reality, it is neither a plan nor an operating budget--but rather a consolidation of changwat fiscal requests, regardless of source.

In practice, there is very little legislative or representative body awareness or role to date at any level of the process except at the lowest--the tambon--and even at this level administrative influence appears quite strong. Membership on the PPC by regulation is dominated by administrative personnel. The government may wish to examine this feature of the process at some future date.

At a subsequent time, the Changwat Planning Fund financial allocation for the Changwat is sent to the Changwat via the Ministry of Interior, acting for CCPD. In the first funding cycle, funding requests were reduced on a lump sum and not on project specific basis. The national level did specify urban and rural allocation percentages, and suggested guidelines for further allocation. The changwats and districts then made intra-category allocations in various ways. The process for district budgetary cutbacks and allocations was equally variable. For example, in one province district officers responded as follows to the prospect of allocation of too few funds within the district:

- a. allocates by whatever district priorities were indicated in original district submission;
- b. employs a conflict resolution approach; invites Tambon leaders to a meeting, explains fiscal situation, and asks what to do; negotiations lead to an acceptable solution;
- c. "will do it the Thai way; knows what is best in different situations and will decide at that time"; looks for path of least resistance in selecting popular compromise;

All these district chiefs agreed that sensitivity to the politics of the situation is important, and that although they have the authority, they will not make the funding allocation decisions by themselves.

The "plans" themselves--both Five-Year plans and AOPs (as well as the project application compilations) appear to be missing an adequate spatial referencing system. Such a system might locate projects

symbolically on a map, based on type of project, status, responsible agency or funding source, etc. This visual display might help indicate the distributive aspects of proposals, as well as suggest project/program linkages and gaps.

One thing is clear to us: there is a great deal of confusion in all quarters about the provincial planning process. How does it work and who is responsible for what? What are its purposes? What are the funding implications? Confusion of course, is common in "start-up" operations, especially when undertaken relatively quickly. The main sources of the confusion seem to be:

1. changing directives from the national level, i.e., pre-1977 Changwat planning requirements vs. post-July 1977 requirements: changes associated with new administrative guidelines stemming from allocation of the special 1% development funds;
2. uncertainty about the existence, title contents, and use of the various reference documents, i.e., the Five-Year Changwat Plan and the contents of the PPC-proposed Annual Operations Program (AOP);
3. uncertainty or ignorance regarding funding sources, especially with regard to the national special 1% development fund, and the types of projects most likely to qualify; and
4. insufficient communication with, and preparation and training of, parties involved with the process.

These problems can and should be resolved.

There are several major problems with the project application process which leads to the construction of the AOP in the overall provincial planning process. Perhaps most importantly is the general uncertainty about available level of funding. This lack of understanding regarding budgetary realities when designing and reviewing projects not only leads to unrealistic requests and expectations, but also overloads the planning/project review system with burdensome paperwork. We are of the opinion that this unnecessary bureaucratic load can undermine the entire process. Other deficiencies in the local project submittals include:

- inadequate cost estimation procedures and information;
- inadequate project design and phasing so as to anticipate the sequence of events and utilization actions;
- impact assessment procedures, especially with regard to the effects of individual and aggregations of projects on the natural environment;

- inadequate follow-through; failure to use the plan for post-approval programming, evaluation, and monitoring; and
- the need to clearly identify projects to be funded from the special 1% national account, both for administrative purposes and to accentuate and clarify the national commitment to "bottom up" planning in Thailand.
- lack of clearly articulated criteria or procedures for ranking projects for priority funding.

The most frequent cited problem in our interviews are undoubtedly resource constraints--both fiscal and manpower. The fiscal question is a matter of national policy. With regard to the latter point, we believe there are manpower shortages, but much of the manpower problem appears to be due to the inadequate training of existing staff or their diversion to other responsibilities. In some provinces allocated posts lie vacant. Although there are manpower shortages in some specializations (e.g. engineering), we believe there is some excess capacity among line agency field personnel at the provincial and district level. There appears to be a need to find ways to mobilize district technical staff for provincial planning. Clearer definition of the importance attached to Changwat planning by national agencies and Governors will be needed to achieve more effective and committed use of these technical resources. Some changwat planning officers have reported poor results in working with district-level functional personnel to do provincial planning. The contention is that many of these staff cannot see past their own functions responsibilities, and that moreover their line agencies don't understand the provincial planning process. Changwat planners argue that the broad perspective needed for provincial planning is absent--hence the need for additional planning staff in the Governor's office. While we concur in this need for staffing changwat planners in the Governor's office, we also believe that district-level line agency staff can and do contribute enormously in providing technical advice and information to project development efforts. They should not be expected to function as coordinators and generalists!

There also appears to be some evidence that the failure of the personnel advancement system to reward successful contributions to changwat planning make participation in the effort a diversion from a civil servant's normal career track. The high turnover rate of some district staff was also advanced as a limiting factor in relying upon line officers at the critical district level of the provincial planning process. The recent successes in the use of regional educational institution faculty to provide technical assistance in the project planning process seems to suggest the value of accessing technical capacity in this way.

B. Project Planning, Review, Execution, and Evaluation

Pursuant to the Fourth Plan development strategies as detailed in the Provincial Economic and Social Development Planning Regulation (B.E. 2520) promulgated in July 1977, provinces have been engaged in the preparation of Five Year Development Plans as well as the Annual Operation Programs. The Central Committee for Provincial Development and its secretariat appropriately consider project planning as one of the most critical elements of the provincial planning process. Clearly, projects are at the core of planning efforts at provincial and sub-provincial levels. We endorse this emphasis, since the aim of planning is to identify and select the combination of measures best fitted to attain regional and local objectives, planning which does not make provision for well prepared projects is in effect no planning at all.

1. Findings

We recognize that project planning process in its varying aspects is a very complex and a difficult one. This is especially so with respect to provincial planning and development projects, since these efforts were initiated only recently. On the basis of our reconnaissance and brief field visits to these provinces, the following potential problems need careful examination:

(a) Currently the project sheets include information on capital outlays only. It is equally important that maintenance and operating costs be estimated and included in the project identification and preparation activities. Financing (resource mobilization) of capital outlays as well as recurring costs may thus be juxtaposed with capital and operating costs.

(b) It is likely that estimated capital costs may turn out to be quite different than the actual costs at the time of execution of some projects. There is some evidence from our interviews that the divergence may be quite large. This problem may become less serious over time and would be reduced with the adoption of more systematic review procedures in the future. However, there invariably will be cost overruns. Cost control procedures and different funding arrangements may therefore be considered.

(c) Some projects may be initiated and executed within a given fiscal period, whereas others may take two or more years. Alternative approaches to handling multi-year projects should be examined.

(d) Because of the rapidity in which project related activities had to proceed at all levels (local, district, provincial, and central) the review process at Provincial Planning Committee and Central Committee

interventions at the project or sectoral level and eventually through the articulation of regional investment strategies, the Regional Planning Division and the CCPD should anticipate an increasing administrative burden originating in this need to integrate bottom-up and top-down planning. It should be noted, however, that the team did not consider it part of its charge and neither did it have time to evaluate the capacity or the future requirements of the Regional Planning Division for meeting this role.

It should be recognized, however, that the most immediate potential for effecting coordination between top-down and bottom-up efforts is at the operational level--at the province and district. Although ultimately, local representatives of the line ministries are constrained by national programs and priorities of their ministries, there appears to be an underutilized potential for employing their services to improve complementarity among programs and in utilizing the 1% local development fund to help exploit those complementarities. That is why the team stresses that the first step in integrated planning is at the project level and at the local level.

C. The Role of the Governor and His Office in Provincial Planning

1. Findings

(a) The Governor's office is the key to the integration of top-down and bottom-up planning, and in consequence the Governor's role in project and program initiative should be strengthened.

(b) Existing staff capacity at the provincial level appears to be adequate to the task if it were properly trained and utilized.

(c) In the future, however, broader recruitment for local planning positions and greater attention to career perspectives for these posts is desirable.

(d) Although generally outside the scope of this report, attention should be given as soon as possible to appropriate means to strengthen the coordinating role of the Governor over the activities of national ministries within his province.

As noted earlier, the Governor and his staff must play the key role if Changwat planning is to really succeed. Organizationally, the provincial Governor is at the pivotal intersection between "bottom up" and "top down" flows of authority and administrative activity, as shown in the attached organization chart. Based on earlier enactments and directives, the Governor has broad administrative oversight and responsibilities. Planning Regulation B.E. 2520 strengthen his role by making him responsible for supervising the development of the Five-year Plan, and as chairman of the PPC making him the key actor in the determination of projects to be included in the proposed AOP, and subsequent reallocation of allotted funds. In this latter role, much of his power is strongly implied rather than explicit. As noted in the Ministry of Interior

local needs which require more integrated solutions over a longer time period than are possible with the current programming procedures of these funds. It is here that an element of localized "top-down" planning at the provincial level could play a key role in identifying constraints and opportunities for satisfying the needs of the villagers and in initiating innovative and more comprehensive responses than are currently possible.

What was noteworthy in the team's review of the current planning practices was the limited nature of provincial level programmatic initiative. Neither the superior management or technical resources of the provincial administration nor its access to external support (e.g. from the regional planning centers or research institutions) appear to have been utilized to encourage a more systematic or effective use of these funds to respond to demands from below. It seems to us appropriate that the provincial planners be encouraged to take a much more positive role in shaping more integrated responses to the local felt needs.

In another context, the province can play a role in communicating the villager's needs to the government in Bangkok. At the present time the province organizes and then passes on local requests to the CCPD. It seems entirely appropriate, however, that the provincial planners should play a more active role in analyzing local demands and problems, in searching for complementarities between local initiatives and national programs, and in identifying key targets of opportunity for national programs within the province.

In addition, the provincial planners can make an important contribution to national development efforts by evaluating, in a constructive fashion, national efforts within the province in terms of their impact on the local population and their responsiveness to local needs. This information could provide feedback to national program development.

The provincial planners represent, therefore, the first link in a chain which can tie national programs (top-down) to local efforts (bottom-up). Given the limited staff and modest budgets of the provinces this role will be, necessarily, modest but is potentially significant if processed through the resources of the Regional Planning Offices and the NESBD. The Regional Planning Offices, in the first instance, and ultimately the Regional Planning Division in the NESDB will have to aggregate, analyze, and interpret the feedback coming in from the provincial administration. The responsibility for "leveraging" changes in the priorities or programs of national ministries on the one hand or of educating the provincial planners, and through them villagers, about the effective constraints on meeting local demands will fall on the Regional Planning Division and the CCPD.

Both annually, through its role in the national budget process and in its approval of Annual Operating Plans of the provinces, and in the longer term, through the development initially of specific regional

to predict and cope with the impact of other sectoral plans. True integration refers to simultaneous determination of the objectives, their trade-offs and the joint use of policy instruments in all sectoral plans involved. Distinction between co-ordination and integration, though tenuous in actual practice, has far-reaching implications, because the best solution found by economists and physical planners individually may be inferior to one in which the solution internalizes the approaches initiatives of other sectoral. In light of the conceptual difficulties, and most importantly, the operational constraints of each case, regional planning may never be truly comprehensive and integrated. The new budget procedures (cooperation between NESDB, Bureau of the Budget, and the Civil Service Commission and joint review of projects and programs in light of fiscal constraints) proposed for next fiscal year should go a long way towards achieving the co-ordination function.

At the specific project level however, most of the difficulties, associated with integration, can be overcome and an integrated approach to project planning may be developed, in which spatial, programmatic, financial, budgetary and investment concerns, as well as social and environmental objectives, are woven into a comprehensive process. It may be desirable that all the different aspects and stages in project development, review approval, execution, and evaluation are designed and put in place during the early phases of project development. Evaluation should not be viewed in an ex post sense only. At any point in time, the degree of sophistication of the entire process must be commensurated with staff capacities involved in various stages.

It is the view of the team, therefore, that the most immediate and dramatic improvements in provincial planning can be provided by an effort to improve existing project design, approval, implementation, and evaluation procedures and that this can be done at reasonably low cost and a reasonably short time span. This will be discussed further below.

Integrated planning at the provincial level will also require, over time, the clear articulation of the proper role of the several levels of planning--district, provincial, regional, and national. We will discuss the appropriate role of each level elsewhere but in the context of a discussion of provincial planning it is important to recognize that it is at the provincial level that the key process of integrating "bottom-up" and "top-down" perspectives will occur.

As indicated above, the initiation of the 1% local development fund has taken an important step in responding to the high priority "felt needs" of the villages for small public works projects. The team feels that steps could be taken to improve the effectiveness and management of these efforts and that more might be done to stimulate self-help, but on the whole the expansion of this effort is to be encouraged.

By the very nature of the project initiation, funding, and approval process, however, these bottom-up efforts have been small, fragmented, and short term responses to local needs. There are, nevertheless, many

for Provincial Development levels has been rather rudimentary and superficial. The review process may need to be systemized and strengthened. In particular, it may be desirable to encourage the use of simplified forms of impact and beneficiary analysis to assist in the ranking of projects and to develop criteria for use in the selection process.

(e) Small scale local projects appear to have a number of problems of design and management that could be corrected by adequate training and improved budgeting procedures. One problem is the failure to recognize the overall integrity of the project when budget adjustments are made and the consequence that these projects may fail to yield their full potential benefit. For example, the team saw one water storage project in which there were insufficient funds to complete the distribution channels. A second aspect of this problem is the inadequate attention to "software" (i.e. non-engineering aspects) in the design of capital projects. Thus minor irrigation might be provided without any consideration given to supporting extension, agricultural credit, marketing, or maintenance costs. Improved training of the project initiators (at the tambon or district level) and of those who review projects (at the provincial level) might make a quick improvement in this situation.

(f) We believe that provincial (Five-Year) Development Plans were not utilized as frameworks or reference points in the formulation/review of projects. The linkage between the multi-year development plan and the projects need to be recognized and reinforced.

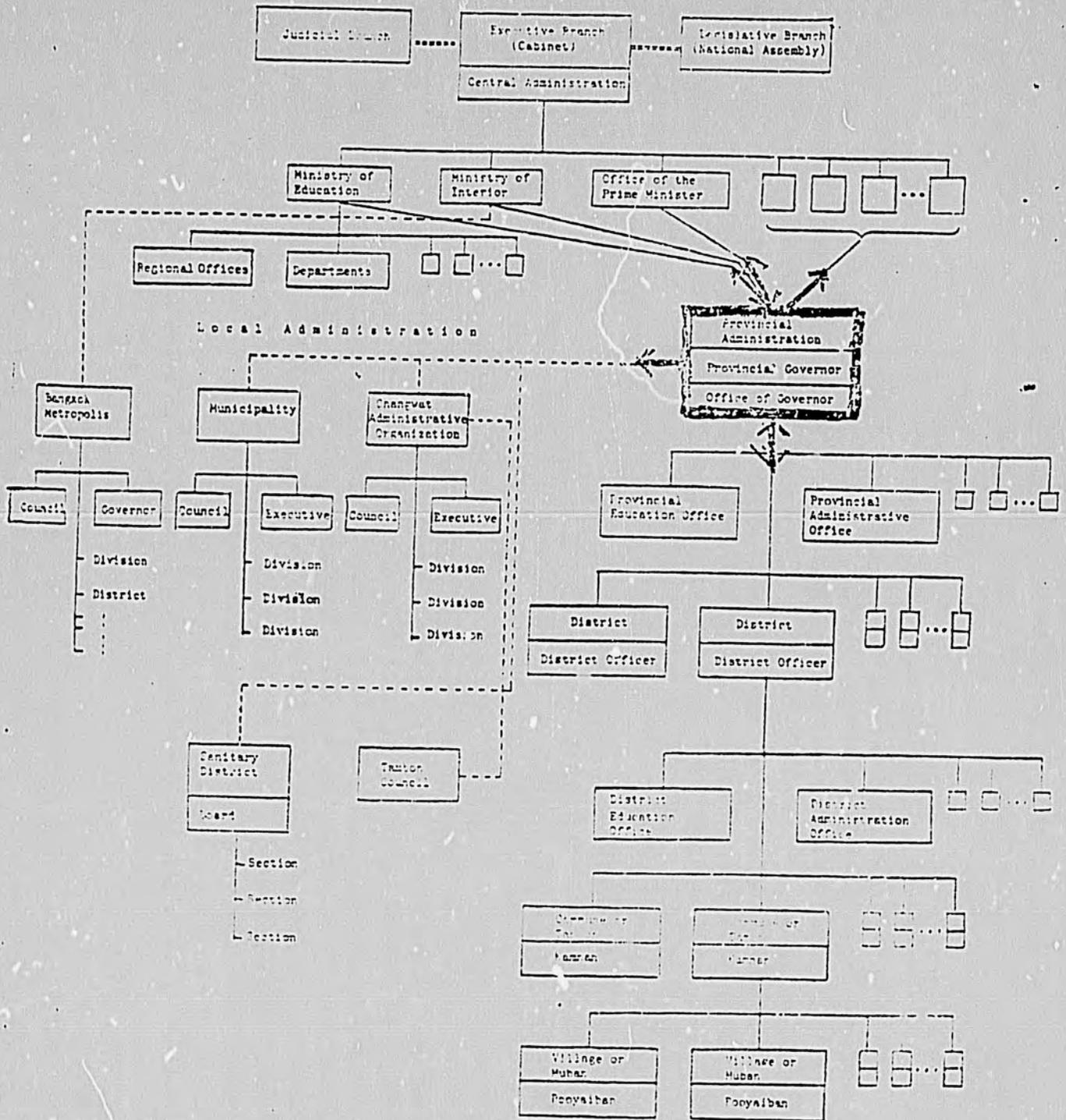
(g) Provincial Planning Committees, as of now, have not initiated any efforts towards setting up monitoring and evaluation systems. Relevant data and information generated from these procedures would provide the most valuable feedbacks into decentralized planning and decision-making policies and programs and would lead to appropriate adjustments in local, regional, and national planning processes.

(h) Finally, it may be pointed out that in recent years, planning practitioners as well as educators have clearly recognized the need for integrating physical and economic elements into a comprehensive planning process for regional development.

2. Discussion

The team feels that integrated planning, as in (h) above, is the appropriate long-term goal of building a provincial planning capacity in Thailand. However, the task will not be an easy one. In particular, one must draw a distinction between "integration" and "co-ordination". These terms have often been used interchangeably by planners and others. However, the concepts are very different. All integrative activities also incorporate elements of co-ordination. The basic distinction between co-ordination and integration is that in co-ordination, the sectoral plans are independently prepared and implemented but the planners try

Chart 8.1: The Administrative Structure of Thailand



Note: — Direct supervision
 - - - Supervision and technical assistance given to local administration
 ----- Coordination among three branches of sovereignty of national government

pamphlet regarding the Governor's Office, it is a project coordination and planning center with responsibilities to compile statistical information, implement Changwat Development and project planning, coordinate and implement projects, and monitor and evaluate project execution. In our view, this is both a large and appropriate assignment of responsibilities, with important policy and planning dimensions. The only weakness we see is the limited project initiation role pursued by Governors, in contrast to their active role, in administrative and planning review and coordination functions.

To undertake realistically and successfully a job of this magnitude, a Governor must have more than the tools, i.e., the authorities and responsibilities. He must also have the wherewithal to use those tools, i.e., the staff capacity. It is our understanding that about eight provincial staff positions are allotted to the Governor's Office. Of those eight, there are charged with principal planning responsibilities, including the Chief Changwat Planning Officer. In practice, we found the planning staff capacity to be on the order of one full-time equivalent. In some cases these individuals have been assigned other functions with a perceived higher priority and importance. Fragmentation of staff responsibility appears typical, and is best exemplified by the Chief Planning Officer himself. He commonly is the Governor's chief secretary as well, with a host of other, often more immediate responsibilities. In other cases, planning staff vacancies have simply not been filled.

There is also reason to be concerned about the qualifications and commitment of provincial planning staff. Most appear to have backgrounds in public administration/political science. Although with proper training this can be a suitable academic background for planning, the training is often inadequate. Added training and a more diversified staff recruitment are called for. In addition, in our field visits we frequently encountered the notion that participation in Changwat planning and the planning activity generally constituted a tangent or diversion from the mainstream of the staff person's career track. Until this notion is altered, by a demonstration of the importance to the government of good planning in order to do a good job in administration, a civil servant's willingness seriously to conduct the planning responsibility will be diminished.

In several situations we found a division of allegiance and responsibility on the part of provincial and district line agency officers between the Governor and their respective departments. In some cases, this situation, coupled with a lack of line agency understanding of the provincial planning process, impedes the Governor's ability effectively to draw on those resources for specialized expertise. By and large, however, it appeared to us that a Governor can marshal the requisite technical resources by the full deployment of his authority, real and implied. The personal skills of Governors appear to be a key ingredient in maximizing this influence.

In short, we believe most if not all the capability (excepting provincial planning staff) now exists for Governors to perform their critical provincial planning and coordinating roles well. We believe that when Governors see planning as affecting the allocation of significant amounts of resources and affecting decision-making within their jurisdictions, they will set priorities accordingly and command the resources, and that the array of governmental staff in the province will respond.

D. The Role and Capabilities of Regional Planning Centers

Beginning approximately five years ago, NESBD, Division of Regional Planning, established a system of regional planning centers (RPCs) located in the regions where appropriate. The present staffing includes about six per region, which along with central staff represents about 30 people. Most of the staff has an academic background related to economics. We have discussed with Thai officials their concerns about the appropriate context for regional planning. To some Thai officials, the absence of the traditional "comprehensive regional plan" represents a mission aspect of the Thai planning system. We have been informed that the RPCs have prepared preliminary regional "frameworks" that fall far short of ideal regional plans.

We do not share that concern, and believe that the best use of regional planning center capacity is to augment and strengthen the provincial planning process and system, with selective regional (in the true sense) activity. With few exceptions worldwide, the "regional" level is a shadow level of government, lacking any real authority. Our bias that planning must impact decision-making persuades us that "regional planning" must take place congruent with the boundaries of administrative authority.

1. Findings

There are a variety of possible roles which appear to take priority over "comprehensive regional plan-making" that should be performed by regional entities. These include:

- (a) serving as a data and information management center;
- (b) amalgamating provincial plans and data, i.e., providing a limited regional perspective as opposed to a fully synthesized and integrated regional plan;
- (c) conflict resolution among contradictory provincial plan elements;
- (d) selective regional issue and problem analysis (example - assessment of water resource development and impacts for multi-provincial areas of Northeast Thailand);

(e) providing, either directly or as a broker, a pool of technical resources for assisting Changwat planning;

(f) preparation of standardized components for local project design activities, e.g., standard cost/benefit pro forma;

(g) facilitating interagency and intergovernmental coordination information transfer and guidelines; and

(h) selected training activities.

2. Discussion

The variety of functions listed above fall into three broad categories: technical support for the provincial planners, inter-governmental and inter-agency linkages, and the development of a regional perspective to guide the investment strategies of both national ministries and provincial governments.

(a) Technical Support Role:

To date, the RPCs have largely prepared the Five-year Plans for all the changwats. They have done this task in a comparatively "top-down" mode because of the lack of adequate staff capacity and ability at the provincial level. For example, in the Northeastern Region, five RPC staff drew up the plans for 16 changwats. While fully cognizant that there was no other way to accomplish this mandated task in the time available, we are concerned that the RPC effort in the future not obviate the "bottom-up" aspect of changwat planning. We believe that the RPC staff role should be technical assistance in project development and plan formulation, and no "top-down"-oriented plan-making.

The RPCs have also assisted in developing AOPs by providing technical aid and information. This is a function which the team feels should be expanded. The RPCs should have a major role in organizing and directing policy-relevant research in the region and for analyzing the results of such research for use by both the national ministries and by the provinces. The initiative for such studies might come either from the provinces, in support of their own planning activities, or from the RPC itself for the purpose of providing regional guidelines for public investment in the region. Of key importance, however, is that the results of such analysis should be translated into operational guidelines for project selection, design, and implementation which can be quickly and easily be utilized by the provinces.

Examples of the kind of analysis which might be undertaken are suggested by the team's visit to the North-east region. The team was struck by the need for better information on the marketing conditions in the region. Two kinds of analysis appeared to be particularly important. First, an analysis of the marketing patterns and conditions that might assist or inhibit the growth of small-scale enterprises in the region

is essential because such enterprises can do much to stimulate economic activity and employment. Second, any attempt to alleviate poverty in the region will require a clear understanding of the access of small farmers to markets, the characteristics of the marketing agents available to them, and an analysis of the kinds of improvements in marketing which will provide the most rapid increase in the welfare of the poorest farmers.

Another focus for analysis which seems to have high priority would be an examination of trends and conditions of tenurial arrangements in the region. The opening up of new forest lands and the decision to provide tenure certificates to farmers on this land, efforts to bring about land consolidation associated with new irrigation improvements, or the adjudication of user rights when they threaten to destroy the natural resource base, are all matters which require careful analysis and constant monitoring.

These and other studies might be commissioned by the RPC and the results fed into a regional data system and converted into policy guidance to the provinces.

The other major support function which the RPCs might perform for the provincial planning offices would be the provision of standardized planning manuals, training programs, procedures for project design and standardized cost estimates, provision of specialized technical support in the design of specific projects (presumably with staff borrowed from other agencies or from the research institutions in the region), and evaluation of project results and impact. Much of this work could, in fact, be contracted out to other agencies (e.g. the training function) but the RPC would play a critical role in defining tasks, monitoring progress, and assuring full utilization of the output.

It is not assumed that the RPCs would themselves be able to provide all the technical support required by the provinces but rather that they would in most cases act as the agent or broker for the provinces in securing assistance from the universities, the government, or even the private sector. The RPC will, however, be able to assure quality control, the dissemination of the information generated by individual provincial efforts, and the consistency of intra-regional projects. Thus, for the immediate future the expansion of this support role would not entail an expansion of RPC staff.

(b) Vertical and horizontal linkages:

Effective provincial level planning will clearly require that means be found to assure that local efforts are consistent with and are reinforced by national programs within the region. At the present time, however, these linkages appear to be only beginning to emerge and clearly need strengthening.

The first step that the RPC might play is in strengthening the "bottom-up" planning thrust. At the present time, due to uncertainties of levels of funding and budget procedures, bottom-up planning is often somewhat unrealistic. The RPC could be of assistance in working with the provincial planners to rationalize the bottom-up component of the planning. It will obviously be easier for the NESBD to "lever" national ministry support for and responsiveness to local initiatives if these initiatives are clearly focused and represent reasonable expectations of available manpower and funding.

It should also be a function of the RPCs to identify complementarities among the programs and projects of the provinces within a region and to encourage cooperation in solving problems common to several provinces. The concentration of several provinces' resources on an inter-related set of problems is a particularly effective way of attracting the attention and support of a national ministry, which might find it more difficult to respond to more smaller and more scattered projects. Similarly, when a national ministry identifies common problems at the micro-level which require its attention, the RPC may be in a critical position to encourage shifts in local priorities to support that national program. The intervention of the RPC may, in fact, help to rationalize the demands of the national ministries on local administration and on the local authorities for support for their respective programs.

It is particularly important that the RPC be well informed about the programs and projects of the central line ministries in the region. The team was struck by the fact that it was difficult for the provincial planning staff to have a clear picture of the total pattern of public investment in the province and to make judgments on the strain which that investment program might place on administrative staff or community resources on the one hand or its impact on income disparities on the other. The RPC could work with the national ministries to work out efficient information sharing procedures with the provinces to be sure they receive, in usable form, key information about projects undertaken, progress made, and potential support required from the provincial AOP or from local administration. Eventually, the RPCs might be able to assist local authorities in anticipating and responding to the additional fiscal and staff burden which increased rural development activity will place on them as their role in implementation and maintenance expands.

The RPC might also work with selected provinces and with national ministries to experiment with new approaches to regional problems. For example, it might be possible to explore the utilization of lower cost construction standards for minor public works in order to increase the availability of such infrastructure. Similarly, small, experimental, integrated projects might be attempted in which, for example, new crop patterns are combined with experiments in marketing and processing. In such experiments it might well be that the flexibility of funding in the

1% local development fund might be combined with technical support from the respective ministries and expanding planning/administrative capacity of the provinces to break new ground in the development of public programs or the delivery of public services.

(c) Regional Strategies:

The fact that regions have little status in terms of authority and governance does not deny their existence. Certainly regions in Thailand are relatively well-defined on the basis of physiographic, natural resources, cultural, and socio-economic commonalities. RPCs can aggregate and interpret Changwat plans and projects with the objective of reducing disparities within the region; stated another way, RPCs can provide a regional perspective in assessing whether changwat plans and projects are aimed at provincial conditions and target populations that will reduce disparities. Our observations suggest that this desirable focus is not yet being attained.

We believe that such a limited "regional analysis" should be an important part of the review function of the RPC. Similarly, on a selective basis, we believe that central agency programs in the region's province should be subjected to like scrutiny. To perform national responsibilities, many central line agencies must function in a regional context (river basin development, roads and communication systems, generic programs for specific regions such as small wells for certain drier regions, etc.) Screening these regional activities could identify important regional issues for broader analysis. The focus of such analysis could be policy and decision-oriented, which is a fate seldom enjoyed by "regional master plans".

One of the key questions which confronted the team was how to produce effective provincial planning when such a small proportion of the total public investment in a province was under the direct control of the provincial planners. Part of the answer, of course, lies in more effective administrative coordination at the provincial and district levels. What the team has articulated above, however, is a strategy for expanding the impact and effectiveness of provincial planning through the key mechanism the RPCs. As a vehicle for organizing and communicating local needs to the national ministries the RPCs will have an important impact on how the planners in the national ministries perceive the rural environment and their impact on it. To this can be added an expanding role of the RPC as a source for quality information about the state of the rural economy and society through its information and research functions. The use of RPC staff to focus local and national attention on specific local problems, the constraints in specific sectors, or particular felt needs of the people can be important if tied to the use of the 1% local development fund as seed money or to the use of the administrative capacities of the provincial planners and district officers to assist in overcoming the implementation problems of such programs.

Initially, of course, the RPCs may require considerable support from the CCPD to make their needs known to the national ministries. It is the perspective of the team that, especially in the initial stages, this can best be done through interventions that are program or project specific and emphasize the coordination and facilitating role of the RPCs rather than their comprehensive planning role.

This admonition is of course made with some reservation. In areas of the country where financial resources and staff are to be mobilized for large integrated regional development projects, project design and implementation will clearly require the elaboration of a regional development strategy with the identification of specific interventions which will be undertaken in the project. Such regional projects are probably more appropriately prepared by the Regional Planning Division of NESBD at this stage rather than by the Regional Planning Centers. Such complex projects require intense, high quality groundwork that are probably possible only by the national planning office. Not only would they divert their attention from the vital functions outlined above. Such large, regionally integrated projects might well be used, however, to develop and test new models of integrated interventions, project and planning guidelines and manuals, and regional information systems. Such projects offer much better laboratories for such evaluation and testing because of their greater capacity for monitoring and the controlled conditions under which they operate.

E. Coordination: Relating Changwat Planning Activities to External Activities

1. Findings

We see the need for the CCPD review and approval process to result in recommendations to central agencies that certain high-priority projects proposed by Changwats and not included in central agency budgets, be considered by the agency for such inclusion.

2. Discussion

No governmental function is more important, more difficult, more elusive to define, and to achieve than coordination of the maze of governmental activities. Too often the effort to achieve inter-sectoral and/or vertical coordination and harmonization of activities is perceived as a transfer of power, and hence threatening. It is in this light that we observe that the Thai governmental efforts at achieving better level Subcommittee of Plan Coordination, the rounds of regional coordination meetings now in progress in response to requests from provinces, the provincially-convened meetings involving line agency officers at several levels, improved information distribution to Governors by central line agencies, the host of established linkages and coordination mechanisms, and the array of coordination efforts associated with the AOP part of the provincial planning process represent an impressive attempt to address this problem.

In the specific context of the provincial planning process, it is our understanding that when the national-level CCPD review of changwat AOP submissions occurs, the review by the members is expectably perfunctory. There appears to be some opportunity for abbreviated person-to-person discussion about some aspects of changwat proposals with member agency leadership. Additionally the approved AOPs are supposed to be distributed to national agencies for information and review purposes. These procedures by themselves, in our opinion, fall short. We see the need for the CCPD review/approval process to result in recommendations to central agencies that certain high-priority projects proposed by changwats and not included in central agency budget plans, be considered by the agency for such inclusion. This would "stretch" the special 1% National Funding, and sharply increase the value of the provincial planning activity.

The very recent changes in national budgeting procedures present a splendid opportunity to make central budgets more responsive to changwat projects and plans. In our view, the central management review (Budget Office, Civil Service Commission, and NESDB) of department and ministry programmatic budgetary requests provides a unique point in the coordination system to influence resource allocation. Stated frankly, we think it desirable that Budget and NESDB influence change where appropriate and consistent with "bottom-up" expressed needs by recommending and facilitating accelerations, additions, and deletions of projects in the central agency budget request. Such an activity would be abetted by the existing program/project monitoring and review role shared by Budget, NESDB, and the involved agency.

Several Thai officials expressed optimism about the potential for the above to occur. They agreed with us that this could be a crucial step in making the "top-down" process more responsive to "bottoms-up" concerns. This would result in a much stronger link of national to provincial planning, and help relate activities carried out within a province by central agencies to locally-performed activities. For example, we were informed by Ministry of Agriculture officials that an estimated 30% of their activities originated with local staff of the Ministry with the other 70% having a national origin. Changes along the above lines could increase the "local felt needs of the people" percentage meaningfully, and in a way consistent with national objectives.

CONCLUSION

The undertaking of decentralization initiatives as a matter of national policy is at best, enormously difficult, complex, and demanding of priority attention and resource commitment. We believe it to be axiomatic -- perhaps the single most important judgment on our part -- that the costs of decentralization and genuine "bottom-up" planning and project development are only justified if the process influences a much greater level of investment than the present 1% special National Funding. Unless the changwat planning effort is utilized to gain influence over a substantial amount of development within the changwats, regardless of source of funding, the process cannot survive a benefit-cost test. In brief, we see no way to undertake such an effort cosmetically, and accordingly appreciate the increasing Thai commitment.

CHAPTER III

Administrative Aspects of Decentralized Planning

1. Findings

(a) In the near future the provincial and district administrations can anticipate an increasing role in coordinating local and national development activities. It will be necessary to assure that the Governor and the District Officer are provided with an adequately organized body of information on public investment in their jurisdictions. It is also essential that they experiment with new management devices to increase their influence over technical staff of the line ministries to assure better coordination and eventual integration of their activities.

(b) Although the team did not have adequate opportunity to explore the problem of the role of representative institutions such as the Changwat Assembly and the Tambon Council in the provincial development process, this is a matter which deserved immediate and detailed investigation.

(c) For the immediate future, the contribution of the district administration to the planning process should be focused on project initiation and management, the articulation of local needs and the evaluation of project impact on those needs, the processing and transmittal of performance data to the changwat, and the encouragement of coordination among government ministry field staff in the district.

(d) A careful review of the recruitment and training procedures within the Ministry of Interior is probably desirable due to the changing role of local administrative staff occasioned by the initiation of both local planning and bottom-up development efforts. Furthermore, as the administrative load of increased numbers of small local projects increases, it will become necessary to experiment with new management techniques and with simple data management and reporting procedures, in order to economize on scarce staff time.

2. Discussion

(a) Administrative Aspects of Provincial Planning:

A recently "discovered" area of critical institutional performance in public administration is implementation. Once the finely drawn budget and the well tuned plan have been completed, things often go uphill. While there are a number of problems administering any public bureaucracy, including the current changwats, the decision to employ decentralized planning raises several new problems and intensifies some recurrent ones. Thus, although the team is highly supportive of current efforts at decentralized planning, they wish to alert the RTG of some potential future problem areas.

The first of the new challenges facing the governor of the changwat (as responsible officer) grows from using an area as the basis for developing and (or assures) evaluating the success of a number of projects. This turns the governor from a generalist administering a number of sector specific activities with some spill-overs to cope with, to a generalist trying to administer an integrated geographic program. The latter requires him simultaneously to stimulate and regulate inter-sector integrated activities, most of which must grow from locality-specific projects and are administered by sector oriented specialists.

The second complication the governor must deal with is the entry of several "new" actors to his field of activity, not all of whom he has a great deal of control over. The local residents, in their roles as generators of plans, approvers of projects, contributors of labor and funds, and maintainers of completed projects become increasingly important partners in provincial administration. The activities of government "field" offices clearly can affect his administration, and are particularly relevant when his criteria for action and evaluation are areal rather than sectoral. Finally, as the governor has increased administrative responsibility for formerly sector-generated and based projects, he must negotiate and bargain with the Bangkok actors who allocate staff, determine training and support recurrent costs.

The third complication for provincial administration is more straightforward, but probably no easier to deal with. This is the increase in the number of projects which will be under the governor's administration, and the probable increase in the number of small projects for which he will be responsible. Assuming that the growth of rural fundings, the priority on village generated projects, and the gradual transfer of sector specific projects to the changwat office, will all continue, the volume of administrative activity will no doubt grow enormously. And if one can generalize from other governments, the governor's staff will not increase proportionally.

These three general changes consequent to decentralized planning will intensify several problems of administrative coordination, detailed briefly below:

1. Budgeting clarity: As discussed above, current budget procedures are unsettled. Without a clear delineation of total activity in his province, the funding sources for that activity, the extent of tied versus movable allocations (of which there shall be some), and the recurrent versus capital expenditures, the governor is unable to assess the total picture, address effectively trouble areas, respond to opportunities and failures, and assess the impact of this year's activity on future years. Even if recurrent costs remain a responsibility of central ministries, the governor should at least know how much he will need from them in future budget years to meet the program costs consequent

to new capital investment. Indeed, without clear budget document (including all funded projects regardless of the funding source, sector program expenditures, and locally funded programs) the governor (as was the case in at least one province we visited) does not even know what he is responsible for.

2. Personnel control: The changes planning brings to changwat administration intensifies problems of personnel control: span of control is affected as the relevant actors increase at the local levels; scope of attention becomes more demanding as more projects and personnel must be supervised at each level; and authority over specialists becomes more important, as area approaches require multi-disciplinary conceptions and implementation. One of the governors we interviewed implied, and one explicitly stated that maintaining control over sector personnel was one of their greatest problems and frustrations. Regardless of legal authority which they might or might not have, sector personnel, it was said, develop networks of allies and friends in Bangkok who frustrate the governor's control over them and their performance.

3. Inter-provincial activities: While these may appear rather hypothetical at this point, they are likely to be important soon, regarding both avoidance of "costs" and taking advantage of "opportunities". Many more substantial actions by provinces can have an impact on, or benefit from, shared action with others. Watershed and river basin management, development of regional markets, road and bridge development, development of light industry are examples. There need to be convenient means of communicating, discussing, organizing and financing these sets of relations. It should be clearly established that provinces are free to undertake jointly any project they are empowered to undertake singly.

4. Management capacity: The rationing and effective marshalling of resources for changwat planning is essentially the common theme in this section. Increased capacity to monitor projects; gather, process and selectively retain information; perform organization and systems analysis; manage personnel; manage by exception; and employ modern management routines and systems are required at the changwat level, and are partial answers to some dilemmas discussed above.

5. Pole of the Chanawat Assembly: It has already been noted that the provincial planning process has so far been largely dominated by administrators. The Chanawat Assembly appears to have played no substantial role in the process in any of the provinces we visited. At present this does not present any particular problems because the initiation of projects and the allocation of resources has been accomplished at the district level and below and the key participatory input has been through the tambon councils. If, as we anticipate, the Chanawat begins to play an increasing role in initiating projects, in scrutinizing projects and subjecting them to provincial guidelines, and in integrating the

activities of the national ministries in the province, then attention will have to be given to the appropriate role of the Changwat Assembly in this process. Due to the pressures of time and the fact that this issue is somewhat outside the scope of reference of this team, the team is reluctant from its limited knowledge of the local representative institutions in Thailand to make any general recommendations in this area but we do feel that the RTG may wish to explore this issue further at any early date.

At a minimum, however, it would appear appropriate for the Changwat Assembly to establish standing committees in the major sectoral areas of development which would parallel the sectoral working groups within the administration that screened the local development projects submitted as part of the provincial five year plan. Furthermore, it seems advisable that the legislative committees and the administrative committees should work together in the preparation of the AOP and that they continue jointly, to monitor and evaluate sectoral programs within the province.

It also seems advisable that, should the RTG decide to implement recommendations made by this team regarding opportunities for increasing local financing of development projects, that the Changwat Assembly should play an important role in reviewing and enhancing local revenue capabilities.

(b) District Level Planning and Administration

The portion of the plan generation process which occurs at the sub-Changwat level appears, on the basis of our interview, to work reasonably well, and it appears to function reasonably closely to the intended model of bottom-up planning.

As we understood from the briefing documents and interviews, the role at the local level of the district officials in the planning process is to stimulate and rationalize the "bottom up" process. They are to elicit from the residents their "basic needs" through the Kamnang and Tambon Councils. This they are to convey upward to the provincial staff to develop into a plan; once budget cuts are made, they have also in some places returned to the Tambons to get a final sense of which projects were desired most.

In no situation did we receive any information to suggest that the district officials lacked input from the people on "basic needs" or project suggestions. How accurate this reading is, and, indeed, how closely the local representative officials reflect the desires of their constituencies, especially the poorest in their constituencies, could not be judged during the brief field visits.

District officials described the consequent process somewhat differently, however, from one district to the next. In one province district officials reported they required the populace to suggest specific

project proposals which the district officials and technical staff revised and forwarded to the Changwat. In another, district officers reported the local residents participated only in "basic needs" assessments which were compiled and processed into projects by the district staff. These were returned to the Tambon Councils for an apparently pro forma approval, and forwarded upward. In yet another situation, the needs assessments were forwarded all the way to the provincial planning committee, analyzed and returned "with instructions" to the Tambon Councils. The councils then presented prospective projects which the district personnel revised and passed back to the PPC. Exactly how detailed the "instructions" were could not be ascertained. In all circumstances, however, the district was the critical level in reviewing and rewriting the project proposals, with the PPC "touching up" a few proposals, sending back a few small enough to fall within local revenues, prioritizing all the projects, and adding one or two projects before forwarding the whole document to the CCPD.

The point of this discussion is that variations notwithstanding, all the provincial planning begins in one way or another with the near-grass roots, that all the district level officials are critical in project identification, design and review processes, and that the PPC has taken a relatively small role. While the district officials seemed to follow different tactics vis-a-vis the role of local representatives, there was no evidence to suggest that one approach better reflected the people's desires than another. Some flexibility, in fact, might be appropriate, varying tactics according to the competence and energy the tambon personnel.

As can be concluded from the above discussion, at present the primary role of the district in provincial planning is in project initiation and review. The team feels that this is an appropriate focus for district administrators at this time but wish to suggest that certain changes in their role may be desirable. First, it seems desirable that project initiation at the provincial level should be expanded as local resources expand and provincial planners gain experience. It is not anticipated that the districts should experience a diminution of their project initiation function but rather that, in addition, the provinces should take a more active role in attacking inter-district or province-wide problems. Second, the team perceived that in the current provincial planning cycle provincial review of local projects was somewhat perfunctory and that provincial level monitoring of the actual criteria applied in the final budget allocation process by the districts may be minimal. The team is agreed that bottom-up planning does require substantial allowance for discretion and flexibility at the lower levels. Nevertheless, it is clear that the role of the district in project initiation will remain substantial.

The growing demands for the initiation of small rural development projects and the concomitant responsibilities for implementation and coordination associated with local level planning will probably bring about changes in the roles of the District Officer and of the district administrative staff. The District Officer must become more an "area" thinker and administrator, and rely less on sector specific supervision; he will have to deal with many more people than before planning, many of whom he will have partial or little authority over; and, he will probably have to supervise an increasing number of smaller projects with a constant staff level. In some respects then the district officer's specific problems also parallel those of the governor. However, the smaller area, staff and budget he has to supervise render some of his tasks somewhat more tractible; on the other hand, he is very vulnerable to the environment set by the changwat office and the governor, and must work far more closely with the people to be successful than does his governor. Thus he faces additional problems which the governor does not. Finally as the most important (the team believes) "action" officer in the changwat, it is necessary to finely balance his authority to take decisive and rapid action with an effective means of accountability to the governor. Several issues are therefore suggested for discussion:

In the view of the team the most important contributions of the district administration to localized planning are in the areas of

- a. project initiation and management;
- b. the articulation of local needs and the evaluation of the local impact of national programs;
- c. the channeling of project performance information to the changwat level;
- d. encouraging coordination among the field staff of the national ministries.

The team had relatively little opportunity to pursue these questions at the district level and it is our opinion that the whole question of administrative aspects of decentralized planning requires more careful analysis. Each of these areas is one where important incremental improvements can be made fairly easily, however.

a. Project and Personnel Management: Without exception, district officers interviewed said they relied on personal contact and good personal relations as their primary tool of personnel management. They were, as well, satisfied with the results. The small number of district-level (and below) technical specialists we discussed these issues with reported a similar perception of their ties with the district officer, and indicated satisfaction with current practice. This informal system, it appears, is adequate to current district level operations; however if

the pace of projects picks up substantially, more systematized management procedures and a stronger institutional role for the district officer may be necessary.

In particular, it appears to the team that improvements in project selection and design activity which might in turn be reflected in improved project management are an important first step in improving district level performance. The most important contribution of the district administration to the provincial development process will be to assure that the projects proposed are complete, in the sense that they include both the "hardware" and "software" of the project. It will also be the responsibility of the district administration to assure that the integrity of the project is maintained throughout the implementation phase. This entails defending the project against arbitrary budget and staff cuts. Finally, it will be the responsibility of the district administration to assure that the project yields the anticipated benefits and to draw the appropriate conclusions for future programming where there are problems in this regard. The role envisioned for the district administration, therefore, is one of integration and evaluation of the work of the technical staff. Initially, the specific project will be the most important vehicle for accomplishing this task. As we shall suggest below when we discuss training, we feel that training of all relevant district level staff, both technical and administrative, in techniques of integrated project design and management can yield a quick increment in performance in this area.

In addition, the District Officer may require some additional improvements in his existing skills. Although the educational level of the current officers is certainly adequate for their job, their specific disciplinary training may not have adequately prepared them for their current developmental role in an increasingly participatory or bottom-up environment.

Like the governor, the District Officer needs to develop and use a clear and comprehensive budget as a management tool. Realistically speaking, he must probably be his own budget officer. He must work well with the changwat level management and program development processes, so he needs to have some familiarity with contemporary management, analysis, planning and project development tools. While "personal" management routines may suffice at his level currently, it has been suggested that future demands may require his use of these more sophisticated routines at the district level. However, he must also be familiar with and capable of instructing relatively uneducated and untrained Tambon Councillors in low-technology approaches to project design, organization and monitoring. For, as several district officers indicated, ad hoc Tambon Committee are important tools for them in supervising the implementation of small-scale projects, his need for their performance is only likely to grow. They need to be trained (probably by him or his

assistants) in simplified routines of project development, networking, project monitoring, local labor organization, reporting and bookkeeping. Such training sounds more formidable than it need be, as this is really the process of formalizing and systematizing methods of personal management that more successful villagers have already unconsciously developed.

b. Increased enthusiasm and reliability of the populace: As indicated above, the district officer and his staff are critically dependent on the willing and dependable cooperation of their populace. The latter's participation is necessary for project development and implementation and, more generally, if the pace of rural development is to substantially increase. Several officers indicated some frustration on these points: villagers were inclined to present an unreasonable "want" list; promised labor was not always forthcoming; quality of labor performed was often inadequate to the project; villagers preferred to await a government-paid project rather than do it themselves, even when the project was well within their resources and capacities. A goal for the district officer, then, is to build local enthusiasm and reliability. It is suggested here that "community development" sorts of programs aimed at exhortation and local institutional capacity building are limited in impact. While they may be necessary, they are not sufficient. Tangible opportunities, incentives and rewards for popular action need to be added to CD-type programs. The "Saemual Undong" program of South Korea already being utilized in Thailand is instructive in this respect, and should be expanded.

It is particularly important that everything be done to facilitate self-help on the part of the villages and tambons and adequate assistance be given to the local communities to support such self-help activities. As will be indicated in the section on local finance, one of the more important constraints on local action at this time appears to be the local tax system, which makes it difficult for villages and tambons to raise resources locally to pursue local felt needs. But even if the necessary tax reforms were enacted, it would clearly be necessary for CD workers and the district administration to work with the local councils actively to bring about an understanding of the new possibilities and to provide administrative and technical support to their efforts.

It is also desirable that village capacity to assist the local planning process and even, through local management committees, to absorb some of the management burden of small scale local projects be considerably expanded. We understand that Thailand has already had some experience with participatory management and the use of village committees in the Model Village Program and that an increasing village management/planning role may be expected in the near future under the N.V.D.P. Although the team had little time to study these bottom-up initiatives we feel that for reasons of administrative efficiency and of lowering the costs of rural development these approaches should be encouraged. It will, however,

require a much more detailed analysis of existing practice than we were able to undertake in two and a half weeks, to articulate the relationship of these bottom-up activities to the provincial planning process and to provide some guidelines as to the most effective means to utilize local community initiative in the provincial development process. We would encourage the Royal Thai Government, through NESBD and MOI, to make a specific effort to examine this issue and to make recommendations as part of the preparation for implementing the provincial planning and district planning initiatives currently under consideration.

c. Monitoring and Evaluation: One of the major reasons behind the current demand for more localized planning is to improve the sensitivity of government programs to the needs of the citizens and to achieve quicker and more accurate feedback about local conditions and the impact of public programs on those conditions. In this context the district administration is a vital link in the process of information flow. It appears to the team that the District Officers, because of the close personal style of management at the local level, are generally fairly well informed about the full range of government activities in their district, although it is true that this information is seldom systematized or aggregate. Furthermore, it appears that little of this information makes its way up to the Governor's office unless major problems appear. Simple reporting procedures which would communicate to the Governor's office some of the programmatic information available at the district level would greatly improve provincial level planning.

d. Coordination of Government Programs: The proximity of district level field staff of national ministries to the problems of the people, their focus on specific projects for the benefit of the community, and the close working relationships which exist among this staff at this level, all lead to the conclusion that the district can be an effective level of coordination among the development activities of the various national ministries. Most field staff have some discretion concerning the utilization of staff time and some initiative in the initiation of projects. It seems appropriate that the District Officer be encouraged to exploit this limited local flexibility to encourage maximum coordination and complementarity among national programs in his district.

The major planning role of the district administration, therefore, will be to identify key problems or opportunities within the district and to assure that the technical ministries are fully aware of them in their programming. Furthermore, the District Officer can play an important role in the implementation of national programs by working to bring about needed cooperation and coordination. Finally, the District Officer should have a major responsibility, working with the Tambon Councils, in assessing and directing the distribution of public investment within his district in order to assure the overall development goals.

In order to assist the District Officer in this planning task, it is essential that he receive adequate programatic and budget information from the province. He will also need assistance from the Regional Planning Centers in developing simple assessment procedures for evaluating the distribution and impact of public investments in the district. It is the opinion of the team that no additional staff will be required in the immediate future to assist the District Officer in these planning tasks provided that he receives this type of support from above and provided that he fully utilizes the capacities of the technical staff assigned to the district to assist him in this effort. The combined administrative talent and potential planning capacity of this district technical staff appears to be considerable if it is adequately coordinated and utilized.

CHAPTER IV

FINANCIAL ASPECTS OF DECENTRALIZED PLANNING

1. Findings

Throughout the Team's discussion with provincial officials, financial and budgetary problems consistently appeared among the list of key problems confronted by provincial staff in their limited recent experience with decentralized, "bottom up" planning. The most common problems which provincial staff articulated to us were the following:

(a) Uncertainty regarding the magnitude of the budget which would be available to them for provincial projects;

(b) The very limited resource base of the local authorities for responding to local needs and requests;

(c) Lack of adequate information about line ministry projects to be undertaken within the province, which meant that it was very difficult for provincial planners to get a clear fix on total public investment within the province or to have any advance information about the expected pattern or level of national investment in the province against which to plan provincial efforts;

(d) Problems of adequate cost estimation for specific projects. This was not a universal problem in all provinces the team visited and depended on the availability of technical assistance at the tambon level in the early stages of project design. This availability varied widely so far as we were able to tell.

In addition to these problems, which were widely discussed and generally understood by provincial staff, the team also was made aware of an additional set of potential problems which some provincial staff had already begun to anticipate may be encountered as the decentralized planning effort moves into full operation. The team feels that it is important to review these now so that advance planning can be done to deal with them. They are as follows:

(a) Problem of funding maintenance and operational costs of projects after initial construction is completed;

(b) Adequacy of the various formulae for allocating resources among provinces, districts, and between municipal and rural areas;

(c) Existing constraints on local initiative and self help which may inhibit local authorities from responding adequately to local needs;

(d) It may well be that standards of construction and services are being set too high which may well account for the widespread complaints we heard about projects which were "incomplete" in one respect or another or the lengthy waiting time many villages experience in securing any services at all in certain sectors. The team felt that this might

be one explanation for the common explanation we heard that there were simply inadequate funds for the number of demands generated by the villages.

(e) The relative difficulty, given the current Thai revenue structure, of securing adequate public revenue for financing the extensive necessary public investment in rural areas. This problem is viewed particularly whenever substantial gains in local productivity, and hence local income, are generated by public investment but government is unable to recapture a portion of that new income stream for financing the next round of investment. This problem appears to be especially serious in rural areas.

The team was encouraged, however, by a number of factors which promise to open up avenues for solutions to both sets of problems listed above. The most important of these are:

(a) Current discussions within the RTG regarding the reform of the land/property tax system will have an important bearing on the success of the "bottom up" planning. This is because in nearly every country, the property tax, in its various manifestations, is the single most important tax for rural local authorities;

(b) We understand that RTG is currently encouraging the expansion of credit facilities in the rural areas through a variety of channels. In most cases these same institutions could be utilized to provide credit not only to individual farmers for productive purposes but also to local authorities for productive investments;

(c) With the limited contact that team has had with villagers and with the limited opportunity the team has had to discuss village attitudes with knowledgeable officials, we have been impressed with the villagers understanding of the commercial value of public investments, programs of land consolidation, and other development efforts. The team, with limited experience in Thailand, would hypothesize that this understanding could be utilized to expand public sector resources if the effort is properly structured;

(d) The new planning procedures, once they are fully understood at the local level and initial problems have been resolved, promise to remove much of the current uncertainty regarding budget levels and patterns of public investment in the region. This will have the effect of generating more local initiative and participation, reducing the amount of staff time which is taken up with processing excessive demands from the Tambon Councils and, conversely, free more staff time for implementation and planning activities, and permit more efficient utilization of local resources;

(e) The current policy emphasis on relatively small, quick return, production/income oriented projects to be funded from the 1% Changwat Planning Fund. This has the dual advantage of providing the villager with a sense of direct "ownership" and benefit regarding the project on the one hand, and on the other generating an increased income stream from which additional projects and new services can be financed.

2. Discussion

The overall incidence of taxation in Thailand has remained at about 12 - 14 per cent of Gross Domestic Product during the last two decades. Taxing authority is highly concentrated in the Central Government. Provincial and local jurisdictions have very small revenue bases and their total tax revenues amount to only 5 per cent of central government revenues. Most local revenues are from a 10 per cent surcharge on the business tax and the vehicle registration tax, both of which are collected by the central government and remitted to the localities. The negligible role played by finances of local-self governments may be illustrated by examining the case of Sakon Nakhon Municipality, whose total revenues during the last fiscal year amounted to a little over 8 million Bahts. Taxes and duties provided about 40 per cent of the total revenue and their composition was as follows:

Taxes Administered by the Municipality

House and Land Tax	0.45 million
Land Development Tax	0.02 "
Sign Board Tax	0.08 "
Slaughter Tax	0.10 "

Total: 0.65 "
=====

Surcharge and Shared Taxes (Centrally administered)

Business Tax	0.90 million
Liquor Tax	0.15 "
Vehicle Tax	1.90 "
Entertainment Tax	0.04 "
Rice (Export) Tax	0.03 "

Total: 3.0 "
=====

Total Tax Revenues: 3.67 "
=====

The revenue from fees, fines and permits accounted for about 7 per cent of the total revenue of the Sakon Nakhon Municipality. Rents and prices provided an additional 9 per cent of the municipal revenues. The -in-aid from the central government constituted about one-third of the revenues (8 per cent general subsidy and 25 per cent for grants-in-aid for education).

The relative position of other local-self governments is generally much weaker than the municipalities. During the recent years, the relative role of the locally administered taxes and other revenues has been gradually declining in the overall financing of provincial and local governments.

Maintenance and operation of many types of development projects are entrusted to local bodies. Increased mobilization of fiscal resources at local level thus becomes a critical element in the developmental process. This is more so in the case of decentralized planning and decision-making strategy.

Because of the extreme scarcity of resources, attention to the cost of providing infrastructure and other facilities becomes of crucial importance in the developmental process. Shortage of available funds is the major constraint on capital improvements which, once built, need proper maintenance. Because capital costs influence and often largely determine maintenance and operating costs, any initial capital investment in infrastructure and other rural facilities has far reaching implications for future allocation of resources in the public as well as the private sectors. In the planning and programming of rural facilities, therefore, it is essential to give careful and simultaneous considerations to capital outlays as well as to the long-term impact of these projects on future budgets in terms of maintenance and operating costs.

The interdependence between capital and maintenance and operating costs implies that the methods of financing them -- capital outlays as well as long-run maintenance and operating expenditures -- must be viewed as interrelated and integral parts of the planning and decision-making processes for rural development programs.

Generally speaking, however, the team is of the opinion that it is inadvisable to utilize grants-in-aid for maintenance purposes. This is certainly the case with productive/income generating projects. If the project does not produce sufficient income to pay for maintenance it is of questionable cost/benefit ration. In addition, if the mechanism does not exist for securing the maintenance costs directly from the users locally the connection between tax and benefit in the villagers' minds becomes quite tenuous. Finally, if resources and responsibility for maintenance are moved to a higher level of authority attention tends to get diverted by higher priority given to new investment. All in all it

would appear advisable to attempt to create the climate whereby maintenance is accepted as a local responsibility and is funded locally from locally generated revenue.

Solutions to rural development programs require that government cope with complex change, which in turn implies increased government activity. It must be recognized that the broadening scope of the public sector is achieved through development of appropriate fiscal instruments and financial institutions as well as horizontal and vertical coordination among central, provincial and local agencies. Intergovernmental relations in general, and intergovernmental fiscal relations in particular, thus become the most critical elements in the developmental process.

The Ministry of Interior recognizes the need for local government tax reform and currently proposals towards overhauling the property and land development taxes are under consideration and review. In addition to local government tax reform, the success of "bottom-up" provincial planning and decision-making process may largely depend upon careful examination of the entire local government finance, as well as the more effective utilization of existing resources.

The commitment to strengthen provincial planning as we first step towards "bottom-up" planning culminated in the establishment of a Changwat Planning Fund, and the government has specifically earmarked one per cent of the fiscal 1979 national budget for provincial plan implementation purpose. This represents an amount of approximately 950 million Baht for allocation to the 71 provinces. Most of the funds are earmarked for capital facilities and project.

The allocations from this Changwat Planning Fund to the provinces are based on a formula consisting of the following six variables:

<u>Element</u>	<u>Weight (per cent)</u>
1. Population	40
2. Irrigated Area	5
3. Unirrigated Area	25
4. Per Capita Income	10
5. Special Problem Area	10
6. Security Considerations	10

For the current fiscal year, each province has been allocated a lump sum amount based on the above variables with the province that of the amount allotted, 20 per cent is for the municipal and the sanitary district projects and the remaining 80 per cent for the projects within CAO jurisdiction. The CAO share is to be allotted to the districts in any manner deemed suitable by the Provincial Planning Committee in a given province. Different methods have been utilized for funding district projects. In

one case 50 per cent of the CAO share was distributed to the different districts on per capita basis and the balance on the basis of district projects to be approved by the Provincial Planning Committee. In another case each of the six districts were allotted an amount equal to one-seventh of the total CAO share, and the remaining one-seventh is to be utilized for special projects. In yet another case, the district officers have been asked to submit the selected projects that may be appropriate for special project funding (this province is not far enough into the intra-province allotments yet to determine the final allocation procedure). Another province will finalize the project allocations at the PPC level.

The estimated capital cost with respect to projects submitted by each province to the CCPD were several times that of the allotment. Consequently, the required outlays involved in the projects approved by the CCPD far exceed the total amount available of the allocation during this fiscal year. The projects selected for funding at the provincial level must be from the list of approved projects, however.

The net effect of the procedures followed during the current fiscal year is very similar to a block grant type fiscal transfer for financing local capital projects. This system has an extremely desirable attribute in that the assignment of priorities and scheduling of projects is entrusted to the provincial and local levels. In principle, such a system has the potential of providing incentives towards active interest and grass roots participation in decentralized planning and decision-making in general, and project initiation/selection in particular. Nevertheless, the present system of earmarking national government budget for special local projects, the basis of allocations to provinces, and the intra-province allotment raise a number of important issues.

(a) Limited Resource Base of Local Authorities

The size of the earmarked funds, i.e. 1 per cent of the national budget represents less than 3 per cent of the development budget during the current fiscal year. The impact of the Changwat Planning Fund may not be sufficient to support a viable system of decentralized planning and decision-making. This level of funding represents only a small proportion of the total public investment in the rural areas and, in consequence, provides the Changwat planners with very limited "leverage" on the overall investment pattern in their region. Other mechanisms may well be found to expand the influence of the Changwat planners - e.g. vertical linkage to CCPD, greater roll in project initiation, administrative integration at the province level - but this level of funding will not, in itself, assure integrated provincial planning.

Both the team and the provincial officials we met were agreed that the limited resource base of the local authorities was the single greatest constraint on "bottom up" planning at the local level. In fact, this constraint was seen generally as more serious than the shortage of adequate staff, lack of adequate planning capacity, or problems of

coordination. Thus, even though all were agreed that it was possible to do a much better job of programming local investment than presently, it was also perceived that there was at present some excess management and technical capacity at the local (tambon and district) level and that the village capacity for self-help had hardly been tapped. The key constraint was the lack of funds.

Nevertheless, the commencement of the 1% Changwat Planning Fund this year represents an important step forward in dealing with the resource constraint at the local level. Our observation is that in most provinces this fund, even at its current level, will probably at least double the existing investment budget of the local authorities. It is also clear that, even allowing for some inflation in local demands encouraged by current planning procedures, the existing demand for good and productive projects suitable for local funding and management far exceeds available resources. In consequence, assuming that the capacity to manage and program the resources can be expanded at the provincial level, the gradual increase of the Changwat Planning Fund as currently planned should be encouraged.

The question which immediately arises, however, is whether mechanisms can be found for getting more production, income, and distribution of benefits out of the same amount of money than at present. There are a variety of approaches to this problem which the team would like to suggest for NESDB consideration.

(i) Allocation of Funds: Given the fact that tambon, districts and provinces differ greatly in the quality of the natural resource endowment, level of public investment, relationship to markets, income of villagers, etc. it would appear to the team that these differences should be utilized more fully in allocating resources and perhaps even in differentiating the terms on which the assistance is provided to the local authorities. The guidelines from NESDB regarding the allocation of the Changwat Planning Fund suggest strongly that criteria such as the above, be utilized in the selection of projects and the allocation of funds. In the judgement of the team, however, this process could be improved.

Examination of the weights assigned to different variables in the provinces we visited suggest that population is the most important determinant whereas income level may play only a marginal role. If the "distributive" strategy envisaged in the Fourth Plan is to be pursued through policies and programs aimed at reducing the existing socio-economic disparities, it may be desirable to assign greater than 10 per cent weight to the per capita income variable.

Furthermore, although the allocation formulae are utilized in some manner in all provinces, the projects are reviewed sectorally and rankings are made sectorally. It is not clear, therefore, if trade-offs in cost/benefit and cost/beneficiary ratios have been considered for projects in different sectors.

The team was also unclear about the extent to which the final selection of projects at the tambon level, after they have been approved and budget allocated by CCPD, would follow the rankings implied in the allocation criteria. Deviation from the initial ranking might occur for two reasons. First, because the projects which are "picked up" by the line ministries as part of their national programs are funded independently of any local ranking. Presumably, the decision of a line ministry to fund a tambon project will be due to its consistency with some national priority, and not its place in the local ranking. Second, we do not know how the final selection of projects funded by the Changwat Planning Fund will correspond to the initial local ranking or the criteria suggested in the initial selection criteria. It may well be that the final selection will be heavily influenced by targets of opportunity offered by better knowledge of the current year's nationally funded programs that is available later in the fiscal year. Thus, it may well be that the programs of the national ministries "leverage" the Tambon Council decisions rather than the opposite. It is, of course, too early to tell because many of the provinces have not yet completed the final selection process.

The team is also concerned that the provinces have been instructed to allot 20% of their allocation to municipalities and sanitary districts and the remaining 80% to the rural areas. The 20-80 split has presumably been designed on the aggregative basis of the proportion of the population living in these jurisdictions in the 71 provinces. It does appear, however, that the rural areas are generally poorer than the incorporated areas and that the fiscal capacity of the municipal and sanitary districts are relatively higher than that of the CAO. It may well be, therefore, that the balance should be tilted further in favor of the CAOs to equalize this poverty gap.

On the other hand, in specific provinces, it may well be that urban poverty (municipalities or sanitary districts) has a somewhat higher incidence than is normal for the nation as a whole. In such provinces, there may well be reason to tilt the balance in the opposite direction. In short, it is desirable to have a more flexible allocation formula which could be adjusted to the actual characteristics of poverty in the province.

- (ii) Cost Sharing: Under the present system of financing projects from the Changwat Planning Fund, no local contribution or match is required. Fiscal capacity is indirectly incorporated in the allocation formula (per capita income as a proxy). However, fiscal effort and performance are not amongst the considerations for funding projects. In spite of the extremely weak fiscal position of local governments, it may be desirable to require a local match or contribution, albeit small, towards financing Changwat Planning Fund projects. Matching requirements would facilitate a sense of local ownership of projects. Additionally, it would provide some leverage towards resource mobilization at local level and the cumulative effect may be significant towards financing the long-run maintenance and operating expenditures.
- (iii) Reducing Costs: Resource constraints might also be relieved somewhat by altering construction standards. This would require a set of policy determinations that (1) In some areas of the country it was more important to have services and facilities at even a barely minimal standard in as many villages as possible than to build to existing standards. (2) It would also require a policy determination that certain sectoral programs were more suitable for more modest standards than others. These decisions should not be done on a case-by-case basis but rather on a provincial or even a regional basis.

One example may be worth while. Members of the team visited a project which had been designed to create a reservoir to supply water to three villages. But the project had had insufficient funding to provide for the distribution channels. For flood control and water storage the facility was still usefull but it was not yielding its full potential benefit. To the villagers and to the government the cost of building the cement distribution channels currently seems prohibitive. The engineer agreed, however, that it would be possible, at considerably reduced cost, to construct the channels of clay. Performance would be lower and ultimately maintenance costs would be higher, but in the meantime, all were agreed, the three villages would at least double their existing yields and income.

It is obvious that this is a logic one should adopt with caution. Nevertheless, it might be worth while to use a portion of the new 1% fund and in an experimental province or two, to explore opportunities for bringing facilities to more villages quicker at less cost by adopting more modest technology. The team feels that this could be done immediately within existing capabilities.

(b) Increasing Scope for Local Initiative:

In addition to increasing the cost/beneficiary ratio of existing public expenditure at the provincial level it is also highly desirable to increase the opportunities for villages, tambons, and districts to undertake self-help projects. We understand that it is the policy of the government to encourage such self-help. At the present time the team perceives certain constraints on more effective self-help and also certain opportunities which are not adequately realized.

One of the major constraints facing any community which wishes to undertake on its own any public investment project is that much of the cost must be met "up front" whereas the increased income from the investment will be realized only over an extended time period. Similarly, although the village or tambon may well recognize the potential benefit to be derived from a project, villagers are always short of cash and so although the village may be willing to contribute labor and some materials, it has difficulty meeting the initial cash expenditure. In consequence, the village must wait until government resources are available and compete with other villages for those resources. Thus, even though the village wants the project (e.g. road or irrigation work) now and is generally fully able and willing to pay for the investment, it cannot. We were told by many individuals we interviewed that this is not an uncommon situation. The following possibilities suggest themselves.

(i) We understand that the local property tax/land tax is currently being reviewed and that a reform of the tax laws in this area is probable. This would be an opportune time to make provisions that would help to reduce this cash constraint and so encourage local initiative. The most useful provision would be one permitting the creation of special tax districts, on the authority of the province. With such a provision it would be possible for one or more villages to petition the CAO to undertake a specific public work in their village. Upon receipt and verification of such a petition through a suitable procedure (e.g. referendum) the CAO could then undertake the work in question. The cost of the work would then be met through a surcharge on the land tax, allocated among the beneficiaries according to the share of benefits received, and spread over such period as is acceptable to both parties. In effect, then, the special tax district permits the CAO, on request of the villagers themselves, to charge the beneficiaries directly for the service they desire -- the initial outlay being met by the CAO. It is important to note that the CAO should not have the power to impose such a surcharge unilaterally, but only on request.

(ii) It might also be desirable for the province to have the option to set property/land tax rates within a certain range, according to criteria set by government. Initially, of course, the provinces will generally set the rate at the lowest. But as the pressure for services builds, they may well find it acceptable to the local people to increase the rate incrementally. Generally, however, experience elsewhere suggests that the effort to raise the rate locally will be more successful if the increase is tied to specific expenditures. Thus, an increase specified for school construction, for road construction, for hospital/clinic construction, etc. is usually more acceptable than a general purpose increase.

Both (i) and (ii) are innovations which could be undertaken in the intermediate future without too much difficulty. A third suggestion would require considerably greater preparation but might offer important pay-offs.

(iii) The team suggest that the government consider the creation of a "Provincial Development Bank." The purpose of this bank would be to provide loans to local authorities for public investments with the repayment to be met from general revenue, special taxes, or user fees. The nature of such repayment, the schedule of repayment, and an analysis of the yield of such revenue instruments would obviously be part of the initial review of the loan and part of the loan agreement.

The development of such a "Bank" would require initial capitalization. This might be done in the public sector or, indeed, it is possible that an agreement could be worked out with the private banks for this purpose.

Initially, only the municipalities, sanitary districts, and CAO could be borrowing agents because they are the only legally competent bodies at present. Some officials we spoke with, however, suggested that it might be possible to channel such funds through the existing cooperatives. The team did not have sufficient time to explore this possibility but it certainly deserves attention. Another suggestion, which appears to have merit, would be a change in the legal status of the Tambon Council and the Village Council which would make them juridical bodies capable of borrowing money. This last suggestion clearly requires considerable advance preparation.

The team wishes to stress that these suggestions for raising local revenue are not intended to substitute for existing grants-in-aid or as an alternative to existing programs designed to redistribute public investment to the poorest villages. Rather, the team views these suggestions as means of providing local communities with easy opportunities to undertake additional efforts if the community itself so desires. It is our observation

that the difficulty (legal, tax structure, and financial) of undertaking such locally initiated projects is presently very great. At a time when national revenue is being strained to the limit and public investments in the rural areas are low, every effort should be made to stimulate and facilitate local action. Even a relatively poor village may find it can manage some minor public works if they find them very important and the alternative is to wait five years until government resources are available. At least they should be provided the option.

CHAPTER V

Training Needs Associated with Decentralized Planning

1. Findings

(a) Decentralized planning is likely to create a fairly large demand for training in both planning and in project design and management. This training will require instruction in both basic skills and also approaches to integrated rural development combined with appropriate management techniques.

(b) The most appropriate form of training would appear to be "on the job" training utilizing highly focused and task oriented training modules rather than traditional "academic" approaches. This has the advantage of being lower cost, encouraging quick applicability of acquired skills, reducing disruption of normal administrative tasks while staff are being trained, and permitting fairly quick training of large numbers of provincial and lower level staff for common tasks.

(c) There appear to be training programs of high quality and a number of highly innovative approaches already in existence. It should be possible, therefore, to build on this existing capacity and to benefit from the lessons already learned in the design of this proposed training program. The most interesting aspects of current experiments in Thailand are those which stress interdisciplinary (integrated) approaches, experimental learning (on the job), behavioral change in addition to skill transfer, and adaptation to local conditions.

2. Discussion

(a) Training in Project Design and Management

In accordance with B.E. 2520, questionnaire have been sent to the village councils, the sanitary districts, municipalities and district offices to solicit statements of need. These have been followed by requests for projects. The lower levels of government have been forwarding projects to the district officers. In this they have been assisted by CD officers, district officers, provincial staff and specialists attached to the provincial headquarters.

Personnel at the district and provincial level play a vital role in assisting lower level units to formulate projects, that is prepare project proposals that can form the basis for decisions by higher levels to fund these projects. They also serve as liaison with local leaders, help guide the mobilization of the population for self-help efforts, supervise construction and sometimes deal with contractors on a de facto basis.

We have been impressed with the spirit in which local personnel have worked together to put together projects. Our interviews with district personnel and province personnel from four provinces indicate a common desire to meet people's needs and many examples of collaboration at the local level among officers with different specialties. At the same time administrators at the local level have pointed to the need for greater accessibility of specialized know-how particularly in engineering. Many of them have indicated a desire for more training, particularly in technical matters. This is not surprising in view of the predominant background of district personnel and the Governors' staff persons in political science and public administration.

In addition to the problems caused by the lack of adequate technical skills at the local level, the team also encountered complaints about projects which did not have the benefit of adequate interdisciplinary analysis in the design stage and interdepartmental cooperation at the implementation stage. In consequence, we were told, projects might fail to yield their full benefits in a timely fashion because the "software" had been neglected or "downstream" problems had not been anticipated.

It is the view of the team that provincial planning will require new skills at the local level in project design and implementation and new patterns of interdepartmental and village/administrative cooperation. The number of persons to be trained may well number several thousand and the range of projects for which they will have responsibility may be fairly wide. Using traditional training methods it is clear that this would be a monumental job--perhaps impossible or at best very costly and of uncertain outcome. But there are developments in modern training technology that make it possible to train large numbers of persons quickly and effectively. Such training techniques are the basis on which modern armies succeed in training "inexperienced" persons in highly complex and varied skills.

The basic characteristic of such a system of training is that the training is typically done "on the job" and focuses directly on the specific problems faced by the trainees in their ordinary environment. Abstract or academic instruction in skills is avoided and emphasis is placed on the immediate utility of the instruction provided. This has the dual advantage of increasing the motivation on the part of the trainee, of simplifying the training task, and of demonstrating the direct relevance of the skills learned to the job at hand. From the point of view of the trainees' supervisors, this technique reduces the time the trainee spends away from the job and speeds up the application of the skills learned.

Although this system of training makes full use of existing training facilities in providing technical support, training materials, and trainers, it is worth noting that its success depends upon the extent to which it is internalized into the local administrative processes. The training should be directed toward local teams that are expected to cooperate in project design and implementation-- not at individuals who are sent off to some training institution. In addition, every attempt is made to involve the local planners and the administrative superiors of the trainees in the definition of the tasks for which training is needed and the specification of programmatic goals toward which integrated planning (and hence integrated training) is directed. It is also desirable that to the extent possible provincial level technical and administrative staff be involved in the training process either in assisting in the design of the training or in the actual training itself. This involvement assures that the trainees are aware of the importance that provincial officials place on the exercise, that the senior staff at the provincial level are satisfied as to the practicality of the training, and that the closest possible coincidence is maintained between the content of the training and the anticipated tasks which will confront the district and tambon level staff in the next planning cycle.

It is important to note that this type of training is intended to be more than simply a device for increasing staff skills at the local level-- it is also a management device. The team found almost complete agreement among local officials it met that even without increases in staff or budget it would be possible greatly to improve the effectiveness with which the current budget was being spent simply by improved project design and management. The team has come to the conclusion, therefore, that the first step in improved provincial planning should be directed toward improving the existing project design and management techniques. This will have an immediate effect and will be relatively easy to accomplish. The two improvements which should be the immediate goal are (1) better technical design and fiscal analysis, and (2) a more integrated approach to project design and implementation.

Improvements in the technical aspects of design will depend on the technical support provided to the local level by the Regional Planning Centers and the provincial planners. This support should take the form of improved project analysis guidelines and standardized formulae for calculating costs, maintenance, etc. Once these materials are fed into the system, staff will have to be trained in how to use them. Emphasis here is placed on the training to use the specific materials developed to support the provincial planning process and bottom -up projects and not generalized procedures.

Improvements in the integration of projects will ultimately depend on the effectiveness of provincial level planning, the expansion of the coordinating authority of the Governor's office, and better inter-ministerial coordination at the national level. Nevertheless, significant, short-term gains can be attained at the local level simply by encouraging a more integrated approach to projects at the district level and by

exploiting and improving the already existing patterns of cooperation which exist at this level. It is important to have a style of training that exploits this potential. It is equally important that provincial Governors understand that an adequately designed training program can make a major contribution to administrative integration and local participation at the project level.

The team will suggest in an attached statement a specific training program in project design and management which the RTG may wish to consider employing in conjunction with the training program in provincial planning which we shall suggest below. This program of "accelerated skill development" in the area of project design and management represents an approach to the problem which has been found very effective elsewhere. The team further suggests that the RTG may wish to experiment with this approach on a pilot basis in selected areas. The attached proposal is predicated on the basis of a pilot effort in the northeast region with an emphasis initially on minor irrigation. The emphasis on minor irrigation was selected because it appeared to be a priority concern in the region and because such irrigation works were prominent in the projects suggested by the Tambon Councils. It is also a particularly good sector of rural development in which to demonstrate the advantages of integrated design and implementation. If the results of the pilot were found acceptable to the RTG, it would then be possible to expand this focus to other types of projects undertaken by the local authorities.

(b) Present Training in Management and Related Subjects

Institutions in Thailand have recognized the need for training in management and related subjects and are pursuing training in these areas. NIDA, with a staff of 125, conducts training and research in Economics, Applied Statistics, Public Administration, Business Administration Research and in-service training. Its in-service staff of 10 provides a 4-month course in economic development and regional planning. Various government organizations send employees for courses of varying length. In order to make the training relevant to the real world NIDA makes use of live projects for simulation and has exercises in the field.

The Ministry of Interior has recognized that the new responsibilities of Changwat personnel will require additional training and has been trying to relate such training to the performance on the job. The Office of Policy and Planning has been offering 2-week central training for Changwat planning officers and 3-5 working days training at the Changwat. The Academy of Local Government Administration (ALGA) is adding 12 hours on planning to its various courses and is offering a one week course for province personnel.

The Undersecretary's office recently sponsored a 2-month course in planning that involved a Planning Exercise using a real project. It was an experimental course in which 40 participants from the Ministries of Interior, Agriculture, Health and Education learned about planning and then collaborated on actual planning problems. Here was clearly an attempt to train people of different disciplines together and foster interdisciplinary collaboration on real tasks.

DOLA uses simulation and cases based on Thai experience. At the executive level training, in addition to teaching the concepts and techniques of management, administration, leadership and decision making, it teaches government policy. Below the executive level it teaches fields that pertain to the specific duties of financial officers, auditors and various functionaries of municipalities.

Members of the team discussed the ALGA curriculum with its staff, visited a classroom and met a number of ALGA staff members. They were not able to review the written curriculum and training material because of the language problem or spend much time observing the actual training. But from what they were able to learn, the training orientation and motivation is excellent. In this brief exposure, a healthy emphasis on experimental learning oriented to behavioral change was noted.

There is evidence of a growing emphasis on learning by doing, and application oriented curricula and responsible Thai officials emphasize the need for more practical training. An important effort in the direction of providing practical training at the district level is the manual prepared by the Engineering Department of Khon Kaen University under a grant from the Ford Foundation. In fact, the work already undertaken at Khon Kaen provides an excellent foundation on which to build the proposed pilot training effort in minor irrigation projects and one of the reasons the team suggested a pilot effort in this region focused on small-scale water works.

The purpose of this manual is to help district personnel with no previous engineering training to design and cost out small water storage installations. While we have not been able to read this manual because it is in Thai we have been impressed with the determination of the professors involved to test the manual in the field and modify it accordingly as well as to extend the scope of the manual. Similar efforts to create operational manuals covering other aspects and other types of projects forces among and within organizations and different disciplines first in their formulation and coordination and then in their use in training and on the job. These trends in training are fully consistent with developments in accelerated training methodology in the developed countries to meet analogous needs. Appendix A provides a description of this methodology in the developed countries and relates these to local planning needs of Thailand.

The training taking place in the Ministry of Interior has a number of very attractive features such as integration with ministry policies and procedures, use of simulation and actual case studies, a behavioral approach to training and training at various levels. These features should be retained and extended further.

It is suggested that the training in local planning be looked on as a service to the Governor of each province- an instrumentality which will assist him to manage development activities in his province in accordance with provincial, national and regional as well as local needs. Therefore, at an early date the affected Governors should be consulted before decisions are made about a training program. In addition to getting important inputs from the Governors, such consultation would set the stage for expanding cooperation with the Governors and their staffs.

It is suggested that the next step in building upon the excellent foundation already laid in the training efforts outlined above would be a pilot effort in project training with the following characteristics:

- Focus initially on training in local planning and implementation of small scale irrigation projects in the Northeast Region.
- Set up a regional training unit that will be responsible for carrying out such training in the Northeast Region.
- Provide training for provincial training and consulting teams first and then help these provincial teams train district teams
- Expand training in other regions when training in the Northeast Region is stabilized.
- Expand training in the Northeast Region to cover all types of projects.

(c) Training for Provincial Planning

The members of the team from the University of Wisconsin, School of Urban and Regional Planning had no opportunity to explore current training capacity in Thailand in the area of regional planning. In the section of this report dealing with planning the suggestion was made that current provincial staff of the Ministry of Interior will in all probability require some additional training to prepare them for their new planning tasks. It was also noted that a broader disciplinary base for recruitment to these posts would undoubtedly help matters in

the future. The team is unable to make any judgement, however, concerning the adequacy of existing training capacity to meet these needs.

Several members of the team have, however, been working on the development of a simplified, cost-effective training program for provincial planners in situations similar to that in Thailand. The approach is very similar to that outlined above for training in project design and management. The emphasis is placed on "on the job" training in task specific modules, although somewhat more attention is given to generic skills because of the innovative and integrative role which must be performed by the provincial planners and which requires more general problem solving capabilities and a broader picture of the region's problems. This approach stresses that priority should be given to simple, low cost, incremental improvements initially. Among these are improvements in project design. Basic mapping techniques, and the development of simple techniques of project selection.

The brief statement which follows is a very tentative approach to the problem. We could provide NESDB with a more complete version in one or two months if it so desires. In the meantime this will provide suggestions about how to approach the problem. In any case it would be desirable to test any approach adopted in one or two pilot provinces while at the same time exploring suitable mechanisms for replication and extending the training on a larger scale.

Draft Training Program: Summary

The training program must provide cognitive, behavioral, and affective development for provincial planning staff. Cognitive development is the transfer of testable knowledge to the personnel concerning substantive areas of interest and applicability. In most instances, the cognitive information will be area specific.

Behavioral development requires developing testable ability to perform necessary tasks; it is skill development. Behavioral skills are primarily generic and will not normally be area specific.

Affective skills require the development in the staff of understanding of appropriate values, perceptions, and approaches to problem solving and the ability to apply them to real world situations.

A partial and illustrative list of training modules is included below. It must be emphasized that this list is tentative and subject to change. The reason for including it here is simply to illustrate the substantive content of modular components of a training program.

TRAINING PROGRAM COMPONENTS

MODULE	PRIMARY OBJECTIVES		
	Cognitive (Knowledge)	Behavioral (Skills)	Affective (Appreciations)
Introduction to Planning	X		X
Application of Maps and Air Photos to Regional Planning		X	
Problem Solving and Decision Tools		X	
Regional Analysis and Location Theory		X	
Natural Resource Management and Development Strategies		X	
Program Planning, Budgeting and Resource Mobilization		X	
Capital Projects Planning and Programming		X	
Project and Program Evaluation		X	
Ecosystems	X		X
Agricultural Production Systems	X		X
Human Settlement Patterns	X		
Employment and Labor Markets	X		X
Housing	X		
Transportation	X		
Marketing and Stimulation of Local Enterprises	X		X
Innovation and Social Behavior			X
Public Health and Social Services	X		X
Water, Energy, and Wastes	X		

Delivery of Training

The training program must be designed so that it can be delivered in a highly cost-effective way to provincial personnel. In most, if not all, instances, the personnel being trained will have full time agency responsibilities. Instructors should, therefore, be brought to the site to instruct. It is appropriate, therefore, that an intensive semester concept be employed. Students would receive basic training materials well ahead of scheduled visits by instructors, including materials to be read and understood. If appropriate, tests will be employed prior to the intensive period of training to determine readiness on the part of students. Each intensive training period should approximate forty hours of contact.

It is appropriate that unit packs be employed for instruction purposes. Unit packs would consist of all materials necessary for the student to meet the basic cognitive, behavioral, and affective objectives for the study unit. Unit packs would typically include readings, work-books, programmed instruction, problems, and case studies depending on the objectives of the course.

Instructors should employ a variety of teaching methods during the contact period with the students. We anticipate that extensive use of audio-slide cassette packages, video tapes and action-oriented problem solving augmented by case studies would be highly effective.

Modular Units of Instruction

The training program must be capable of being expanded or contracted to meet the specific needs and resource availability in any given area. Therefore, it is appropriate that the training program be designed in modular components. The modular approach to training, the intensive instruction periods, and the unit packs for training purposes all reinforce one another to provide a comprehensively workable system of training.

In the modular approach, there are essentially two kinds of modules. One is designed to stand alone; these are core modules. A second kind provides more depth in particular topics than can be provided in the core modules. These are supplemental modules. They, too, can stand alone, but they presuppose a certain level of skills and knowledge on the part of participants-- skills and knowledge developed in the core modules.

The basic training program would consist of a series of core modules. A comprehensive training program would consist of the core modules and, in addition, supplemental modules of both generic and country-specific topics designed to build sequentially on the knowledge, skills, and appreciations developed in prior modules. In all cases, however, each training session constitutes a single module, with one unit pack for instruction, and with the capability of standing alone to meet its specific instructional objectives.

Generic--Specific Training

The modular approach is highly flexible in both its capacity to be expanded or contracted and, just as importantly, in its ability to incorporate both generic and regionally specific knowledge, skills, and appreciations. A module on soils or location analysis is broadly applicable across areas and can be considered a generic module. A course in handling of societal wastes, or agriculture, or intergovernmental relations must be adjusted to meet the particular needs of individual places, depending on climate, religion, culture, and so forth.

In general, modules dealing with developing behavioral skills would be designed as generic units of instruction. Modules with primarily cognitive skills objectives would tend to be region specific, and modules with affective objectives should be mixed units; i.e., they will contain both generic and regional specific materials.

CHAPTER VI

Recommendations

A. The Provincial Planning Opportunity Framework

The observations we have been able to make during our short visit to Thailand clearly suggest that there exists a great opportunity for the decentralization of planning and decision making within the existing administrative structure. Although much of this opportunity lies within the "top down" stream of planning, the most recent effort to institute a process of "bottom up" planning, albeit small in its monetary dimension, may well become the catalyst for more significant shifts from "top down" to "bottom up" in the future.

What seems to be lacking, however, is a dynamic conceptual framework which identifies the various opportunities latently present in the existing Thai planning system and which suggests how these opportunities can be captured over time. A preliminary and rudimentary "Provincial Planning Opportunity Framework" is presented below in Diagram 1.

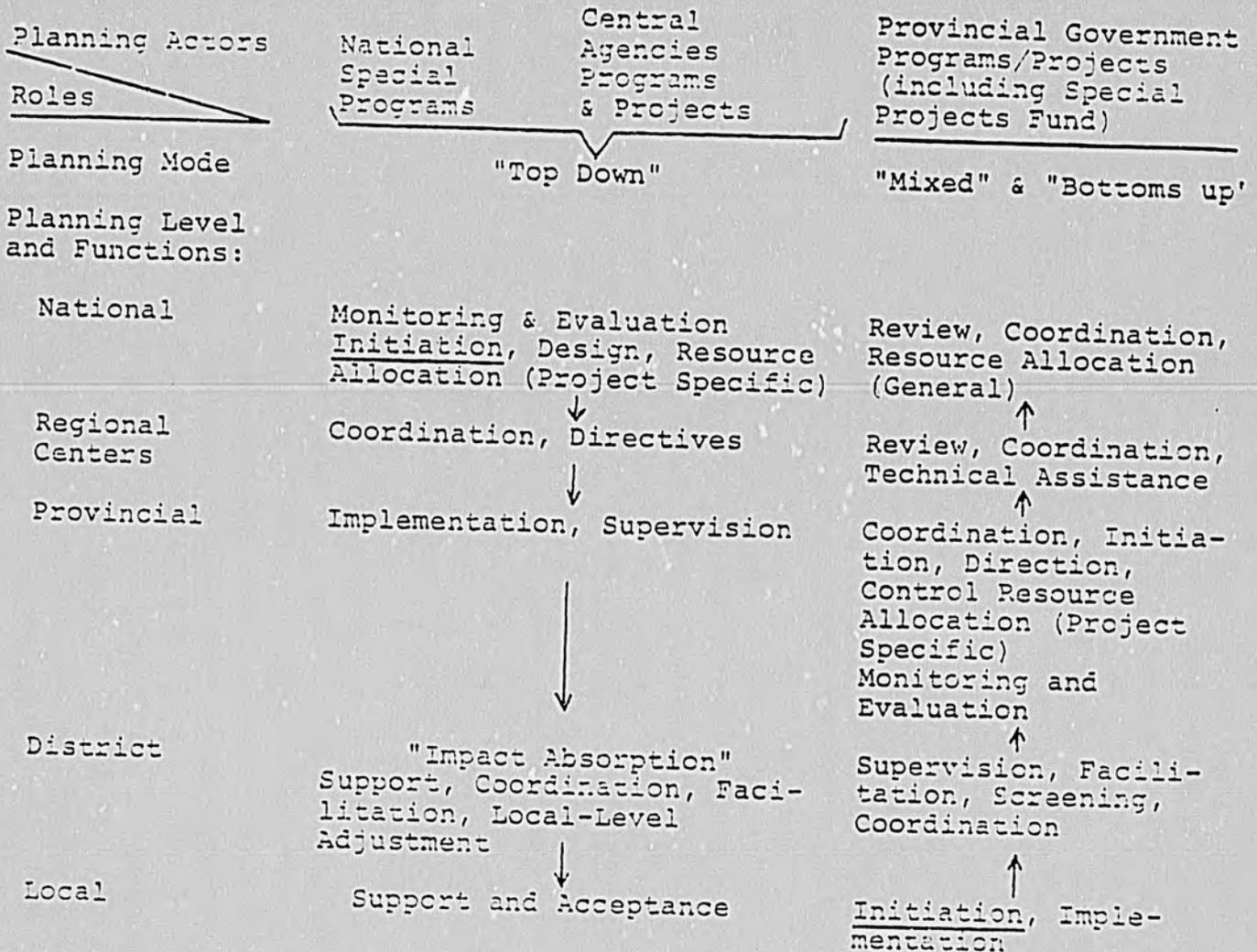
From this diagram, it becomes obvious that the provincial planning level is the pivotal level for planning decentralization at this point in time. It is the level at which the two streams of "top down" and "bottom up" planning meet. It is at that level where the final selection of locally initiated projects is made after review and allocation at the national level. It is also the level where the administrative organization of Thai Government in all of its dimensions finds its lowest nexus in the provincial governor, as clearly seen in the organization chart included in the preceding chapter. As stressed earlier the role and functions of the governor in that key position are of utmost importance for successful planning.

A major weakness of the existing system is that of not recognizing the dynamics of change over time in the relative importance of the two modes of planning - "top down" and "bottom up." Our reconnaissance gives us reason to believe that the "bottom up" mode will gradually increase its relative importance.

We firmly believe that because of the general nature of bureaucratic and professional behavior, no significant changes are currently possible in the qualitative characteristics of projects and programs which flow through the "top down" process. Because of lack of precedence and the general scale of the projects in the "bottom up" mode this is the avenue through which such factors as minimal standards, indigenous simple technology, labor intensive design, simple management and evaluation procedures, etc., can be introduced into project design and the planning

Diagram 1

Provincial Planning Opportunity Framework



Project Characteristics:

Scale	Large to Medium	} Appropriate Mix	Small
Impact	Slow Generating		Immediate
Standards	High		Minimal
Technology	Modern, Advanced		Indigenous Simple
Capital Costs	High		Low
Labor Utilisation	Low to Medium		Intensive
Skills Needs	Advanced, Multiple		Simple, Fe
Management	Complex		Simple
Evaluation	Complex, Long Range		Simple

process. These "bottom up" projects will provide, therefore, an important opportunity for experimentation in project type and design.

We want to emphasize that we do not advocate one approach over the other. We firmly believe that both are needed now and will be necessary also in the future.

It is with these comments in mind that we present a plan-making framework which we believe is dynamic to allow for change over time, operational to facilitate administrative manipulation, and simple to be doable within the constraints of the present and the intermediate future staff resources. After presenting the framework (Diagram 2), which parallels and amplifies the NESDB model, we recommend a spatial referencing whereby the model can be put to work more effectively.

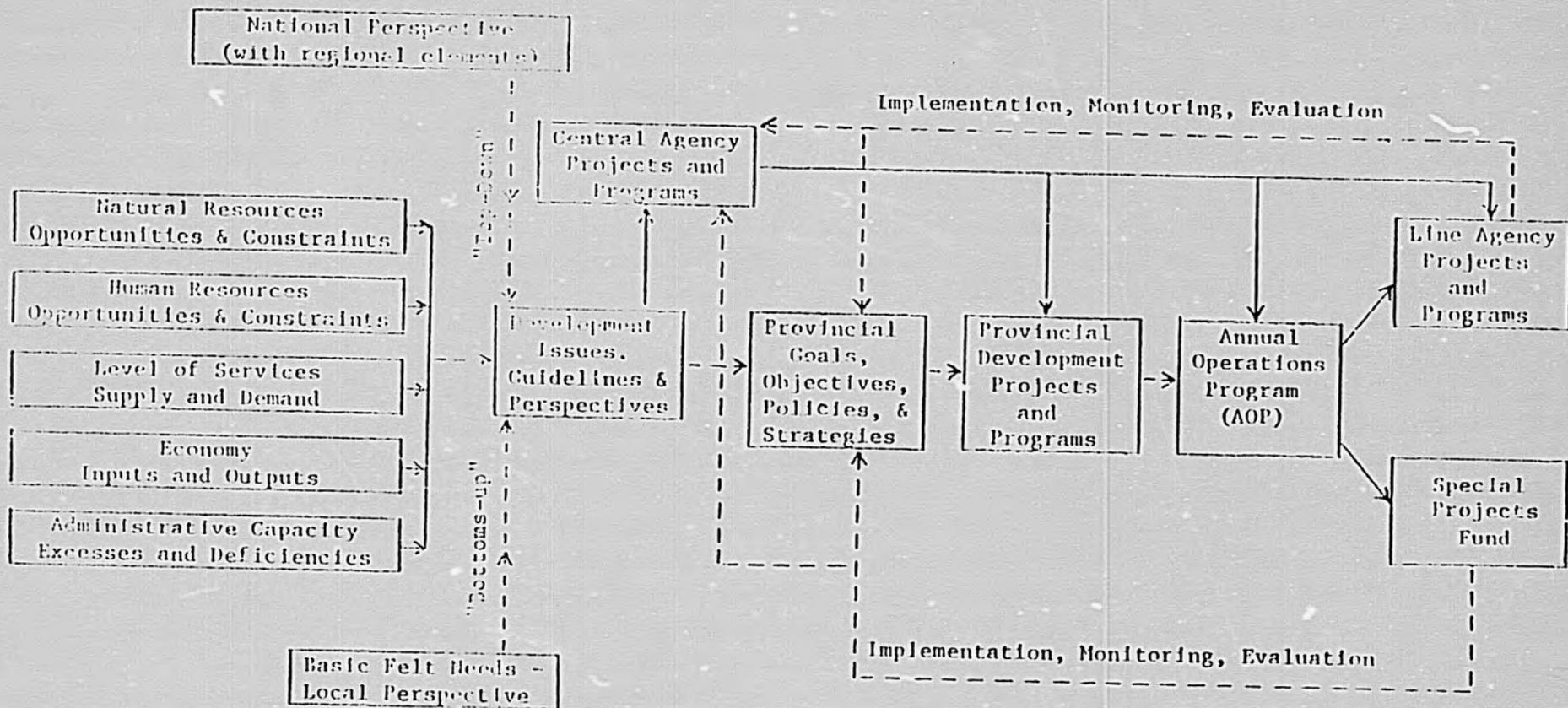
We recommend that the technique of project mapping for review purposes be initiated at the earliest time. By doing this, the groundwork is laid for moving towards a spatial planning dimension which is not conspicuous in the NESDB model. We would also recommend that project map be correlated with population distribution maps (not density maps, but rough dot maps showing actual population concentrations and their relationship to projects) and with per capita or household income distribution maps.

It is important to point out that though we would recommend accuracy in the project location map the two other maps should not be deferred because of lack of "adequate" data. From what we saw in the field, there is sufficient material available to produce these maps without great difficulty. It is important to remember that for policy purposes and judgmental decision making we need only gross information. The Swedes, who probably have the best track record in plan implementation among all nations, feel that the accuracy tolerance for planning data is somewhere around + 20 percent. We feel that the data currently available easily exceed this standard.

Other Recommendations

(a) There should be active and highest governmental attention given to methods for increasing the impact of "bottom up" planning by influencing the budgetary decisions of central line agencies. The CCPD provincial planning and Annual Operations Program review processes, and newly instigated national budgeting procedures offer a unique opportunity to take immediate action with great potential impact; but as noted elsewhere, we doubt the benefit/cost effectiveness of the entire planning decentralization effort unless the process can influence substantially greater levels of investment than the national Changwat Planning Fund.

Diagram 2
Draft Provincial Planning Framework



Provincial
Development
Planning
Framework

(b) Provincial allocations from the national Changwat Planning Fund be continued as a lump-sum block grant as was done during the current fiscal year with the following modifications: (i) that consideration be given to increasing the per capita income variable in the allocation formula; (ii) that in the solicitation of project requests from the Provincial Planning Committee, the Central Committee on Provincial Development indicate two or more levels of funding likely to be allocated from the Changwat Planning Fund. (For example, the Changwat budget might be prepared on the basis of the best available estimates of funding but the Changwats would be asked for an accompanying statement of which projects would be dropped or added if funding were 10% higher or lower); (iii) that consideration be given to requiring some local matching in order to qualify for financing projects from the Changwat Fund; (iv) that the CCPD mandate to each province a variable percentage of the total allocation that may be earmarked for municipal and sanitary district projects and other provincial/rural projects; and (v) that high-priority consideration be given to increasing the percentage of the national budget that is set aside for financing projects from the Changwat Planning Fund.

(c) Consideration be given to setting aside a small proportion of the Changwat Planning Fund for suitable experimental projects, in an attempt to encourage local innovation--in technically or institutional ways--in solving their problems at reduced cost.

(d) Consideration should be given to the establishment of a small discretionary fund drawn from the Changwat Planning Fund, to be used by the provincial governors, thereby strengthening their capacity to initiate and lead the Changwat project planning process.

(e) Staff capacity at provincial and subprovincial should be substantially augmented by greater involvement of academic institutions in different regions in both training and technical consultative activities; pilot testing by Thai agencies indicates this could readily alleviate shortages of certain skills essential to provincial, especially project level, planning.

(f) The NESDB Regional Planning Center program goal of preparing traditional comprehensive regional plans above the provincial level should be set aside except in special cases; and consideration be given to focusing the regional planning center staff effort at:

(1) data and information aggregation, management, and dissemination as appropriate;

(2) technical assistance in all aspects of the provincial planning and project proposal development process; (a) consideration might be given to a more efficient arrangement

for using national staff of NESDB and the Office of Policy and Planning, Ministry of Interior; (b) special attention should be given to limiting the involvement of the RPCs at the earliest possible time in plan-making for the Changwats;

(3) providing a limited regional perspective, based on data aggregation and selective issue analysis, in support of both national and local policy analysis and planning;

(4) vertical and horizontal coordination and information transfer;

(g) In order to help resolve the confusion we have described with regard to the planning process, we recommend development of two manuals as outlined below:

(i) A Provincial Plan Preparation Manual

(1) Statement of the purposes of planning.

(2) Description of plan qualities, etc.

(3) Description of basic plan elements.

(4) Simple techniques of element preparation with applications.

(5) Simple plan monitoring and project evaluation techniques with applications

(6) Coordination techniques with applications.

(ii) A Provincial Plan Users Manual

(1) Statement of plan utility with examples.

(2) Plan modification techniques.

(3) Contingency techniques.

(4) Other?

These should be developed in coordination with the project development aids and training as recommended elsewhere in this report.

B. Administrative Aspects of Decentralizers Planning

1. Planning and Administration at the Changwat Level:

The one-year Annual Operating Program is not yet a plan but a (hoped for) operating budget. Second, it is not currently a realistic budget, as it is subject to a distant and as yet poorly interfaced budgetary process in Bangkok, from which it is difficult to predict how much funding will be allocated, and from which of several channels this allocation might come. As a result, much effort has gone into a set of projects that must be immediately and substantially revised once the budget has been determined.

These ills could be remedied:

(a) Reasonable estimates of budgets, both province-wide and sector-specific, should be made early during the budget-preparation cycle, and the CCPD should supply sector guidelines as well as an overall budget ceiling for the provinces.

(b) Provinces should be afforded a systematic process of programmatic suggestions to sector ministries through preliminary plans prepared early in the year, and forwarded to the CCPD. With this latter body's growing authority over sector programs, influencing their "marketing" of programs to the provinces, the current scramble for programs and projects should diminish. In its place, increased planning and realistic budgeting can occur.

(c) The role of the Provincial Planning Committee should be strengthened to permit the development of the strategic dimensions of planning (i.e., to define provincial priorities vis-a-vis the budget guidelines), and to review the final plan/budget in order to assure consistency with budget and policy guidelines. To contribute to the effectiveness of the PPC in the above roles, the province needs a fully staffed planning office to perform staff and analytical duties for the PPC. It would be responsible for preparation of a comprehensive budget proposal and for revising that document to conform to final authorizations.

(d) Time frames for these activities must be carefully clarified and outlined. The complex process of popular input, project preparation, strategic determination, interface with national offices, budget estimation, tentative budget preparation, national level budget review and final budget authorization, all interrelate to one another, and some cross at least three administrative levels. Precise dates to commence and complete each step must be defined, and escape routines for the actors if one level fails to complete its responsibility must be outlined.

(e) An integrated approach to project planning, review, execution, and evaluation be developed and institutionalized so that priority setting, scheduling, and financing aspects can be streamlined and made more effective.

2. Coordination of the Diverse Participants in the Planning and Administration Process

These recommendations are intended to strengthen the role of the governor, to facilitate participation of each critical actor, to emphasize the strategic and area dimensions of the plan, to clarify the framework (budgetary) within which the changwat personnel will work, and to allow sector-specific input when necessary. However, additional suggestions are offered, particularly regarding non-changwat organizations and personnel.

(a) Central government field offices: Each provincial representative of the line ministries should have an explicit responsibility to inform the governor and the provincial planning office of all projected annual activities in the province. The governor must have the explicit right to request further information and to file objections with the pertinent Ministry office headquarters. Some national body must arbitrate these disputes. The most appropriate would appear to be the CCPD.

(b) Programming (recurrent costs, staffing assignments, training, etc.) and Projects: It is sensible to retain a central authority and role in programming responsibilities. Substantial economies of scale, personnel career stability, uniformity and continuity of performance, etc. are served by such central functions. On the other hand, central agencies can be unresponsive to specific area needs and variations, and be unwilling to accept the recurrent costs implied by local capital investment projects. There simply is no easy solution to this dilemma. However, there are some incremental steps which can make it easier to live with:

(i) The governor should have a comprehensive budget, including all program expenditures within his province, for his information so he can lodge requests for shifting personnel and programs with the appropriate ministry.

(ii) The governor should have more effective input into all personnel evaluations; regarding sector personnel, his evaluation might be quantified and have a specified weighting in promotion and compensation decisions at the center.

(iii) The governor should have an increased role in all appointments and re-appointments of any staff in his province

3. Planning and Administration at the District Level

District administration occurs in the context of the whole web of local government, and will be strongly affected by patterns and tones set over a long term, particularly as they relate to popular participation. Moreover, within this context, the District Officer faces several challenges pertinent to his performance as planner and as administrator: relating to and mobilizing the local populace, balancing area development with sectoral staff and traditions, relating a local plan to changwat level planning, building the capacity of local institutions, building his own management capacity, and balancing the need to act with the need for accountability. A number of specific suggestions follow:

(a) District Officers and their staff should be sensitized regarding the importance of local government for the populace's perceptions and conception the system in general, and willingness to engage actively in local level development.

(b) Expanded funds should be made available to the Tambon Councils and District personnel for small scale projects. This should include both gradual expansion of the 1% fund and increases in locally generated revenue. Over time higher level review of tambon projects should be reduced greater discretion and opportunity for quick action should be permitted in expenditure of these funds--especially for smaller projects. The current review procedure while useful for a transitional period in providing initial supervision and cooperation, communication appears to be excessive for the long term.

(c) Authority to make contracts, procure materials and labor, authorize payments and certify completion of project should be granted to the District Officer in order to expedite activity at this level. In the same context it might be desirable to explore the possibility of establishing the Tambon Councils as judicial bodies.

(d) Complete quarterly reports of all project activity should be made by the District Officer to the governor. It is our sense that the district officers have a good knowledge of affairs in their localities, but that the governors require better information on performance.

(e) District administrative staff should definitely be included in the training programs in project design and management suggested in the training section of this report. Such training would not only upgrade the technical skills of the administrative staff but also would instruct them in the coordinating role they must play if decentralized planning is to succeed.

(g) District plans of a general and prospective nature should be prepared by district officers in committee with their assistants, primary sector personnel and Kamnans. This would serve to broaden thinking of the personnel involved beyond sector and locale-specific projects, to approach district-wide solutions, encourage multisector activity, seek economies of scale, and seek "synergistic" opportunities. It should also by experience, strengthen the capacity of the Kamnans to organize and lead local groups, broaden their conceptions of development opportunities, and build rapport among the participants. Finally, distinct prospective plans when contributed to the PPC should encourage provincial area orientations at the changwat level of planning. It is, furthermore, the team's clear opinion that the personnel capacity for these activities currently exists at the district level. Some specific training is suggested, as noted below.

(h) Increased local tax capacity is essential to broaden the resource base for development, to involve the people more fully in their own affairs, and to invigorate local institutions. This should take various forms, including general revenues, special tax districts (constructed around users of capital improvements, particularly income generating ones), and service-specific taxes (school, health, roads, etc. levies).

(i) Use of tambon based committees to share project administration should be continued and encouraged. This eases some of the administrative burden from the district officers' shoulders and should strengthen tambon members' individual and collective capacities.

(j) As the scope for local initiative expands, as decentralized planning grows in complexity and responsibility, and as the level of public investment in the rural areas increases, the demands on local administration will increase considerably. It is not too soon to begin to examine the reward structures and terms of service of local administrators to ascertain if they are currently consistent with this expanded role. The team noted at the changwat level, for example, that the Governor's staff felt that contributions to changwat planning, as opposed to routine administrative tasks, were diversionary from their normal career paths. The team was of the opinion that special efforts would have to be made to provide adequate incentives for provincial planners. Similar observations might be made about lower level administrators. Emphasis in the system is on implementing orders from above and success tends to be defined in terms of mobility out of the district. It is evident that this is not a context conducive to decentralized and participatory development. The team is unable to make specific recommendations in this regard, however as it did not have the opportunity to explore the current situation. Nevertheless, the team was struck with the number of times that such personnel considerations did come up in the discussion of the problems of decentralized planning and feels that it should bring this problem to the attention of the Government.

C. Financial Aspects of Decentralized Planning

1. Allocation Criteria

Our understanding of the situation is that villages and tambons which have already received considerable public investment and are generally more advanced will generally be able to profit more from a given new investment because of complementarities with previous investments; they will generally be more successful and aggressive in presenting project requests to local authorities for funding; and will begin to have a wider demand for services and investment than the basic roads, electricity, and minor irrigation. Although at the national level planners are very sensitive to these differences at the local level (district and tambon), where the final allocation of resources are actually made, there is a strong and understandable tendency to distribute funds more or less evenly among geographical areas (allowing for population) and to assure that each village and tambon, and district "gets its share."

What the team would suggest is that the analytical capacity of the Regional Planning Centers might be utilized to establish a set of criteria for distinguishing among rural communities according to level of advancement and other factors listed above and that the terms of government grants be differentiated according to where the community stands on that scale. It is not necessary that the scale be complicated or that we demand complete accuracy. In all probability a very rough measure will provide all the differentiation which is required. The possible breakdown could be as follows:

- for "poorest" villages with little infrastructure: complete grant
- for intermediate villages: a 70% grant with 30% matching
- for the most advanced villages: 50% grant with 50% matching

This approach would have the advantage of spreading the same amount of funds over a wider number of villages and projects and would take some recognition of the community's "ability to pay." The team would argue that this procedure should be followed even if it is the policy of the government to effect a net resource transfer from the richer regions of the country to the poorer. This resource transfer, if it can be brought about, can only influence the total allocation of public investment to the region or province. Within a region or province, however, equity and efficiency would both seem to dictate a differentiation of terms among villages.

2. Local Resource Mobilization

The team is of the opinion that every effort should be made to increase the contribution of rural communities to their own development and to expand the financial capacity of the local authorities. In particular the team suggests two specific innovations.

(a) The reform of the rural property and land taxes currently under review by the MOI should include a provision for special tax districts which would enable local communities to voluntarily add to their own tax burden in order to fund certain capital projects. In addition, sufficient flexibility in tax rates would be provided so that local communities can make specific additions to the tax rates, at local option, to pay for additional services (e.g., a surcharge for ready maintenance, health services, education, etc.).

(b) The team also encourages the RTG to consider, in conjunction with an expansion of the tax base of the local authorities, the establishment of a Provincial Development Bank that would make loans to the local authorities for capital projects. It is recommended that, for the more advanced provinces, loan funding gradually replace grant funding for capital projects.

(c) The team recognized that both of these approaches are at variance with current fiscal practices and may require assistance from district administration (especially Community Development Department) to educate the populace and close collaboration with the local councils to assure proper exploitation of the opportunities created.

3. Project Approval Processes

(a) All project designs should require a specification of ongoing maintenance costs and the source from which these will be drawn. The Provincial Planning Officer should then review all project proposals for their combined impact on recurrent costs and it should be required that the provincial plan show revenue, from whatever source, sufficient to meet the new burden occasioned by the new investment.

(b) Generally, it is the local authority which must pick up the maintenance cost of projects-- the tambon and the village. It has been suggested by the team, therefore, that the government may wish to consider that the village or tambon be required to make a "down payment" of the first year's estimated maintenance cost at an appropriate point in the project development cycle. This would assure both that the local body is fully aware of the impact of the project on its recurrent budget and also that the sources of revenue to meet this cost are indeed available.

(c) It is also evident that adequate maintenance requires that someone perform the maintenance. The project design should show, therefore, where the competence and labor for maintenance will come from and this also should be reflected in the staff allocations and recurrent budget of the appropriate authority. In cases where the village proposes to undertake the job itself, the province may wish to make provision for appropriate training, supervision, etc.

4. Problems of the Budget and Project Approval Process

In its discussions with provincial planning and administrative staff the team encountered a number of problems which appear to be rooted in the character of the project approval and budget approval procedures in this initial year of the provincial planning experiment.

(a) The lack of any advance information as to the probable magnitude of the budget allocation under the 1% to the local authorities was cited everywhere as a major problem in project planning.

The team would recommend that in the future each province be given an estimate early in the fiscal year by NESDB and that the province should be asked to prepare a program based on that estimate and alternative programs based on allocation of +10% and -10%.

It would also appear to be desirable if a representative of the Bureau of the Budget could visit the PPC in each province early in the fiscal year to review the revenue estimates and then again when the final annual plan is being formulated. If inadequate staff prevent such a procedure nationwide, it might be worthwhile to experiment with such an exercise in one or two pilot provinces.

(b) It was the impression of the team that generally the Provincial Planning Officer had inadequate information about the programs/projects of the line ministries which would be undertaken in his province. The District Officers were somewhat better informed about activities in their district but in no case were we told that the District Officers actually aggregated all this information into a comprehensive budget for all public investment in the district and much of the information which was available at the district level was not, in fact, transmitted to the Governor's office either by the District Officers or by the provincial staff of the line ministries.

If this is indeed the case, it must be very difficult to ascertain the actual distributive effects of public investment within a province. In other words, the allocation of the 1% Changwat Planning Fund among tambons is made independently of the total allocation of public investment and, therefore, its actual equalizing or redistributive impact may be reduced. In addition it must be very difficult for local

authorities to plan for allocation of staff and resources for maintenance without such a comprehensive budget.

A simple reporting procedure could probably be worked out in collaboration with the line ministries which could then be updated by annual progress reports to the Governor's office by the line ministries. The Governor's office could then collate all this information and communicate it to the local councils and local authorities.

(c) Both project preparation and budgeting could be improved if District Officers were provided with standardized formulae for costing projects and with similar standardized project development aids and manuals and were trained in their use. In addition it might be useful to experiment, as suggested above, with alternative approaches to standards and construction in specific districts and to engage the District staff of MOI and of the line ministries in this experiment so that the total cost/beneficiary ration of the project itself and of the total district program becomes a matter of active concern to the district development staff. This is obviously a suggestion which will take some time to implement but might be taken as a proposal for experimentation in a pilot area for incorporation of the findings in the next five-year plan.

D. Training Requirements for Decentralized Planning

1. Training for Project Design and Management

The team is agreed that quick and significant improvements can be made in the effectiveness with which existing resources are utilized and interdepartmental coordination at the local level through the mechanism of an appropriately designed training program in project design and management. In consequence, the team recommends that such a program be given priority among other efforts to improve provincial planning.

A specific training program is suggested in Annex A. This is designed as a pilot effort in which it is proposed to build on work already completed at Khon Kaen University on water management to test the Accelerated Skill Development approach in the Northeastern Region for training on locally initiated minor irrigation projects.

2. In Chapter V, the team has made some very preliminary suggestions regarding the characteristics of an appropriate training program for improving existing provincial planning capabilities. Members of the team will be working on refining this training proposal over the next two months and would be glad to consult further with the NESDB,

Division of Regional Planning and to share their conclusions with our Thai counterparts. The team feels that the proposed training model is highly suitable for Thai conditions, possibly with minor modifications, but that this is a matter which will have to be explored further at a later date. In any case, the team suggests that, should the NESDB find the proposed training model attractive, that it be field tested in one or two pilot provinces first.

APPENDIX A

An Approach to Project Level Training in Thailand

4. Accelerated Skill Development

There are developments in modern training technology that make it possible to train large numbers of persons quickly and effectively. Such training is the basis on which modern armies succeed in training "inexperienced" persons in highly complex and varied skills. The purpose of this appendix is to describe the characteristics of accelerated skill development and relate it to local training needs and circumstances in Thailand.

Where changes in technology take place rapidly and a large number of skilled persons are needed within a short period of time, there is an urgent need for a capability of generating a large number of persons with relatively new skills in short periods of time and at low cost. Examples of such situations in developed countries are the development and distribution of a new weapon system or the creation of a new computer that is produced and sold in large numbers.

To train large numbers of persons in varied and complex tasks a methodology for training has emerged that has reduced the time and cost of training and at the same time given assurance of greater effectiveness than more traditional methods. This training methodology involves the following sequence of steps:

1. Determine Desired Outcomes
2. Determine Needed Skills
3. Define Required Skills In Detail
4. Design Learning Plan
5. Test Learning Plan
6. Redesign Learning Plan
7. Implement Learning Plan Full Scale

Each of the above will be described more fully.

Desired Outcomes

These are the end results that the decision makers hope to achieve. Such end results generally take the form of a hierarchy of results that go from broad goals to the means by which the goals will be reached. Figure 1 presents what the hierarchy of outcomes might be for the local project planners in Thailand.

Needed Skills

Taking into account the existing organizational structures and allocation of functions, it is necessary to determine the skills that can reasonably be carried out by the various participants in the process of planning and carrying out development activities. In general the skills will be whatever is necessary to achieve the desired outcomes. This can be the appreciation of logical and causative relationships, the application of analytical techniques or where necessary, the ability to carry out specific functions that meet the constraints of cost, calendar time and performance characteristics.

Detailed Specification of Skills

For each type of participant, the specific skills required are described in detail, carefully outlining the level and nature of skill required, providing only those skills and levels of skills (appreciation, understanding, ability to perform) that are absolutely essential to perform at the specified level. The test of any proposed skill is whether it contributes to the performance. In actual practice one would start out with a larger number of candidate skills and alternative levels of skill and prioritize each item as a basis for final choice of "learning objectives" leaving out those that are marginal. It should be recognized that most tasks will require a mix of intellectual understanding, technical understanding and skills, ability to relate to people of different disciplines and levels of authority.

Learning Design

A learning design is a complete detailed step by step plan for conducting training. Where the functions for which training is designed are carried out in an organizational environment, the various organizations and affected elements of organizations must participate in and coordinate the learning design. This helps to provide the necessary inputs into the design. But equally important, such participation and coordination is absolutely essential to assure ownership and confidence in the training process, content and coverage as well as creating conditions of trust.

Modern training as distinct from academic education is aimed at the whole person not merely his intellect. It involves changing attitudes and behavior as well as creating understanding. It provides whatever skills are necessary to successfully perform the functions contemplated. These can be psycho-motor, analytical, inter-personal, inter-organizational, procedural, conceptual, logical and behavioral. In general it starts from the participant's perceptions, feelings and experience, and provides a set of experiences which expand his understanding and provides practice in carrying out the functions in a sequence in which there is a high probability of his achieving success in the tasks undertaken in the training. As new concepts and techniques are used, there is practice on exercises and case studies, but then the participants apply what they have learned to real tasks that demand precisely the skills which they have to master. The final test is how well they perform these real tasks. To the extent that these tasks are real, of obvious value to their organization, and conscientious effort achieves successful performance - the motivation is very high.

Where performance of the function involves the manipulation of complex data, such data is organized in a systematic form in a manual and instruction and practice in using the manual is an integral part of the training.

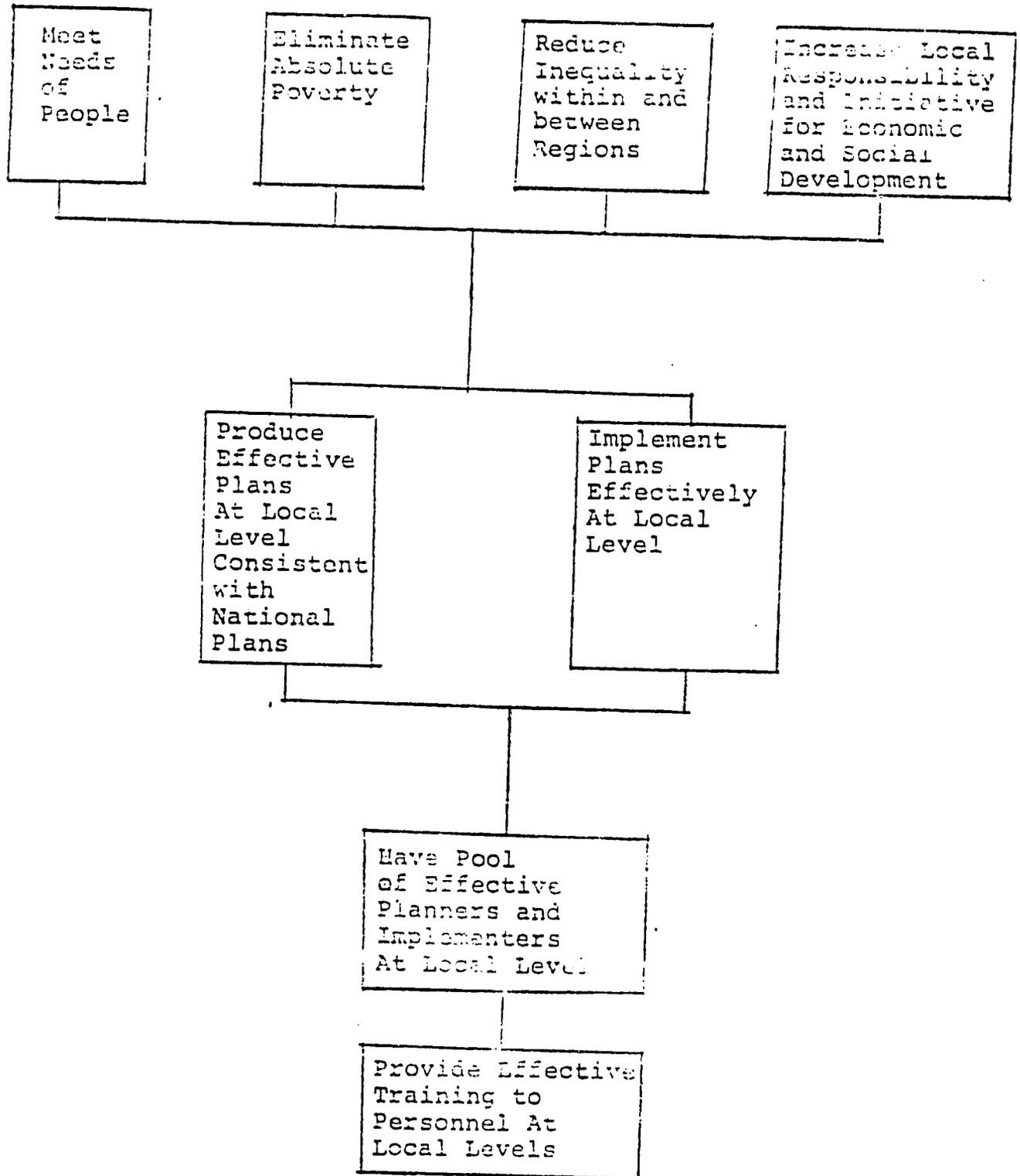


Figure 1 - Suggested Hierarchy of Outcomes for the Local Training Program for Planning in Thailand

It is commonly recognized that development requires an appropriate set of attitudes and behavior as well as knowledge and skills. Changing attitude and behavior is facilitated by an experiential structure of learning (rather than lecturing), respect for participants, promotion of interaction among participants and between trainers and participants. Some specific features of effective training are:

- Connection between training and goals that are meaningful to the individual is established.
- Structuring the training in such a way as to harness the participants' values, customs, attitudes and motivations. and avoidance of any violation of cultural or social norms.
- Sequencing of items to be learned to maximize learning based on proven psychological principles.
- Frequent and a large number of opportunities for the participant to apply what he is learning and rapid feedback on how he is doing.
- Building in a high probability of the participant experiencing a closely spaced series of "successes."
- Assurance of opportunity to apply what is learned during and after the training.

Learning Plan Tested

After the learning plan is drawn up, representing a consensus of the affected organizations, the learning plan is applied to a segment that is believed representative of the total required effort. Any shortcomings in results are carefully analyzed with a view to their correction.

Redesign of Learning Plan

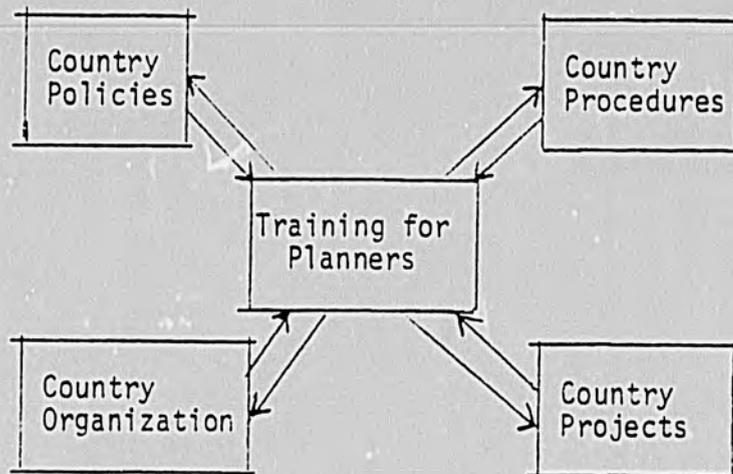
A test should reveal both the strengths and weaknesses of the learning plan and likely ways of strengthening future efforts. The analysis of the test forms the basis for a redesign of the learning plan. If the changes are very substantial, there may be need for another test before final acceptance of the learning plan.

Full Scale Implementation of Learning Plan

In testing the learning plan, one should try to make the conditions as realistic as possible. Yet inevitably the full scale implementation will be different from the test. Therefore one must be alert to detect both deficiencies and opportunities that manifest themselves and take appropriate corrective action.

The steps that have been outlined are fully applicable to the training of local planning personnel in Thailand. While outsiders can help, these steps have to be taken by the responsible Thai organizations. A general model of linkages that incorporates the major elements of the training environment and illustrates the tight linkages that effective training requires is illustrated in Figure 2.

Figure 2 - Strong Environmental Linkages to Training



B. Proposed Pilot Effort For Accelerated Skill Development In Thailand

Initial Focus: Small Scale
Irrigation Projects in
Northeast Region

At the start training would cover the planning, design and implementation of small scale irrigation projects, including all elements required for achieving the full benefits of such projects. Such elements might include the farmer water distribution system, choice of crops, marketing considerations and others.

Small scale irrigation has the potential for generating substantial increases in income of the affected farmers. The income actually achieved will depend on the degree to which inputs complementary to water are provided for. Therefore the training should be structured to foster greater integration of the various aspects of small-scale irrigation projects. The Northeast region is suggested as the pilot region because it has the greatest need for such integration.

The Regional Training and Consulting Unit

The entire training program for the Region should be under the direction of a professional trainer, preferably with some project experience and a capability of dealing with various Ministries and Governors both on an administrative and professional basis. Part of the regional training and consulting unit will be a regional training and consulting team that would actually carry out the training. The proposed organization of the regional training and consulting unit will be described later after the proposed activities are fully covered.

The regional training and consulting team would consist of four persons with capabilities and practical experience in the following:

- Training
- Small Scale Irrigation Engineering
- Agricultural Economics
- Agronomy
- Management or Public Administration
- Financial Analysis

They would work full time as members of the team and expect to continue on the assignment for a minimum of two years. The team leader should preferably be a trainer with qualifications in one of the other listed specialties. The choice of regional team members should be coordinated by the relevant national agencies so that there is a shared confidence in the team as a whole.

The team and the Unit Chief would meet with a representative number of Governors and possibly their Chief Planners to outline the proposed program and seek suggestions on how a training program can be conducted that will help the Governors carry out their planning responsibilities.

After taking note of the Governors' inputs, the team would study the present policies and procedures used by ARD and relevant policies of other agencies that would impact on small scale irrigation projects. This would certainly involve NESDB Agriculture, Ministry of Interior and possibly Health or some other ministries. They would then prepare a project proposal document and a set of instructions that is acceptable to all the technical agencies and is the official Changwat project proposal document for minor irrigation projects.

In a short Workshop, relevant agencies could consider the proposed document and at the same time come to an agreement on the learning objectives of future project training.

After the team agreed on the learning objectives it would prepare a training plan and training material. The team would review existing training material in Thailand (ALGA, Khon Kaen University Engineering Department, NIDA and other sources in Thailand). It would consider using the manual prepared by the Khon Kaen University Engineering Department for

design of small scale water storage areas, training material made available by the Development Project Management Center of the U.S. Department of Agriculture and whatever other sources seemed promising. Before training starts there should be a manual that can be used in both training and as a reference.

It is recommended that wherever possible training be conducted for inter-disciplinary teams who enter training with a project assignment and that the training be oriented toward the team being able to do their assigned project with the training team serving as consultants.

Training of Provincial Teams and District Teams

The Regional Training and Consulting Unit would perform the following:

- Arrange for the training of a provincial inter-disciplinary team with the Governors of six provinces, combining the training with the planning of a real small scale irrigation project. The team to be trained would be an engineer, an agriculturist or agricultural economist and 2 members of the Governor's planning staff. These should be chosen with the expectation that they will constitute a future provincial training and consulting team.
- Arrange for the provincial team, with assistance from the regional training and consulting team to train district teams so that there is a trained team in each of the districts of the six provinces, each team with an assigned project.
- Repeat the same sequence for six other provinces.
- Repeat the same sequence for the remainder of the provinces of the region.

Training of Governors' Planning Staff

The Chief Planner and the Assistant Chief Planner of the Governors' staff will be part of the Provincial Training and Consulting Team. First they will receive training in how to prepare, evaluate and carry out a project. Then with assistance they will participate in the training of district teams. In both efforts they will be involved in putting together real projects. After these two experiences the chief planner and the assistant chief planner will be in a better position to learn how they can coordinate the projects in their province, incorporate them into a province plan and supervise their implementation on behalf of their Governor. This would be the subject of a one week workshop for provincial planning staff.

Possible Follow-up Activities After Evaluation of Pilot

The program in the Northeast Region is proposed as a pilot effort. Whether a test effort is scheduled or not, it will be important to evaluate the results and modify the program accordingly. As the program becomes stabilized (large adjustments do not appear necessary), it would be appropriate to set up similar regional training and consulting units in the other regions. Once the training in the planning of small scale irrigation projects is stabilized, the Regional Training and Consulting Unit would turn its attention to providing training covering other types of projects.

Establish a Monitoring System

The Regional Training and Consulting Unit will establish liaison with the national agencies to receive systematic feedback on the projects coming out of the provinces of the region. Such feedback will be of two types, that of projects submitted and projects that have been implemented. This feedback will be used by the Regional Training and Consulting Team to modify training in the region.

Organization of the Regional Training and Consulting Unit

The Regional Training and Consulting Unit must perform its work in close liaison with a large number of organizations, both local and national. It would appear that a natural unit for it to report to would be the existing body that has been set up for coordinating local planning, namely the Committee on Provincial Development Planning (CPDP). For housekeeping the Unit could be attached to the NESDB regional office or some other regional office.

The Director of the Regional Training and Consulting Unit would have responsibility for regional training of local planners. He would have two assistants. One assistant would be in charge of liaison, evaluation and the production of training material. The other assistant would be the team leader of the 4 person regional training and consulting team.

While the training and consulting team will be evaluating their training, the ultimate evaluation must come from the organizations that have responsibility for projects such as the Governors, ARD, and the technical ministries such as Agriculture, Health, and Education and NESDB working through the CPDP. The Director will look to his Assistant to establish the necessary liaison with the relevant organizations, first in setting up the training and then in getting evaluation of the projects resulting from the training. The same assistant would be responsible for turning out training material.

Suggested Schedule For The
Regional Training and Consulting Unit

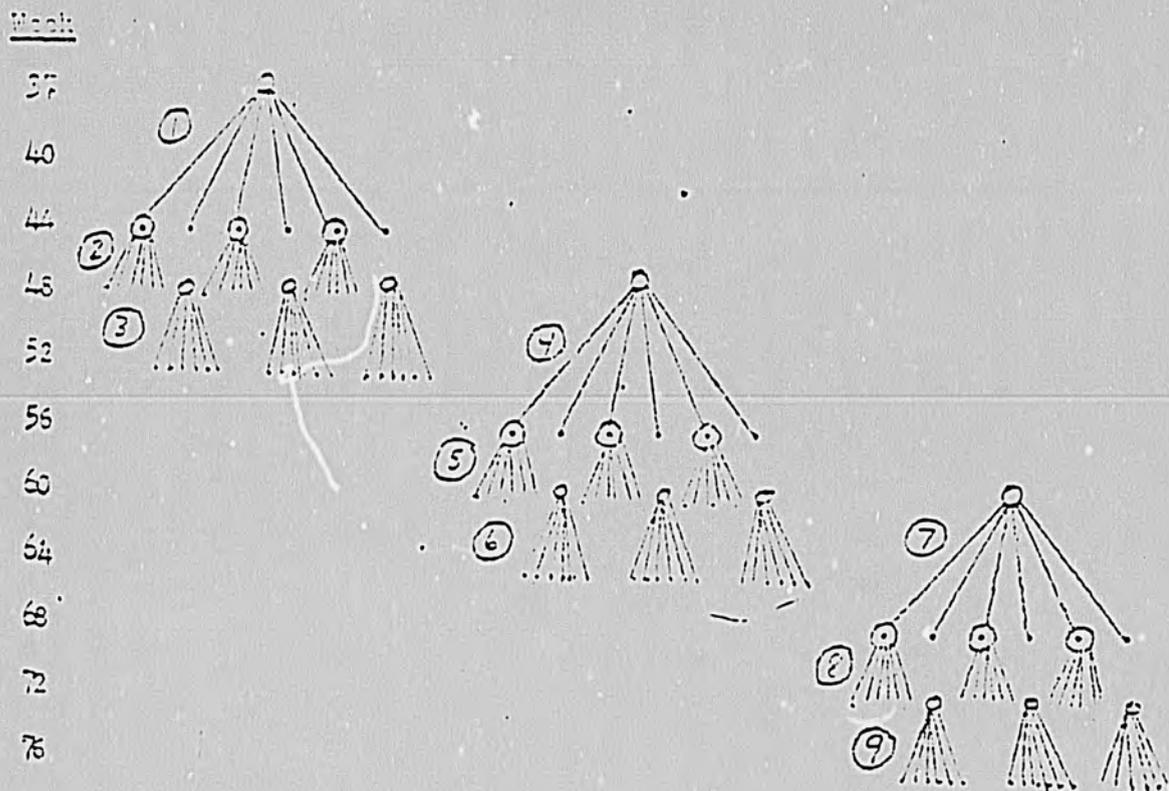
A final schedule should be the responsibility of the Director of the Regional Training and Consulting Unit. He in turn would formulate the schedule in consultation with his staff. Therefore the schedule that this report suggests is highly tentative especially in view of our unfamiliarity with Thai administrative conditions.

Table 1 offers a tentative schedule of pre-Workshop Activity. Chart 2 gives the schedule for Workshops. It should be borne in mind that many of the activities listed will overlap. The schedule given can be shortened if the program is given priority by the various agencies concerned. Similarly, the schedule should be lengthened if the activities will not be given suitable priority.

TABLE 1 - SCHEDULE OF PRE-WORKSHOP ACTIVITY

<u>Weeks (Inclusive)</u>	
0	Decision to go ahead and provide institutional Base For The Unit
1 - 4	Appointment of Director
5 - 12	Appointment of Rest of Staff
13 - 20	Study present policies and procedures covering small scale irrigation projects
18 - 30	Write and edit manual
16 - 22	Draw up proposed project document and circulate to relevant organizations
18	Meeting with Governors to discuss training program for local planners
20 - 24	Preliminary coordination of proposed project document by ARD, Agriculture, NESDB and other relevant organizations
25 - 27	Workshop For Regional Training and Consulting Unit
18 - 26	Team formulates learning objectives
27	Workshop For Agencies final coordination of project document and learning objectives
28 - 30	Visits to Provinces and Scheduling of Workshops
22 - 36	Prepare training plan and achieve coordination
30 - 35	Reproduce the manual

Chart 2 - TENTATIVE SCHEDULE OF TRAINING FOR FIRST REGION (NORTHEAST)



<u>Workshop Group</u>	<u>Number of Workshops</u>	<u>Weeks Given*</u>	<u>Instructors</u>
①	1 =	37-44	Regional Team (A + B + C)
②	3	45-48	Regional Team Member + Provincial Team of ①
③	3	49-52	Outstanding Province Participant of ② + Provincial Team of ①
④	1 =	49-56	Regional Team (A + B + C)
⑤	3	57-60	Regional Team Member + Provincial Team of ④
⑥	3	61-64	Outstanding Province Participant of ⑤ + Provincial Team of ④
⑦	1 #	61-68	Regional Team (A + B + C)
⑧	3	69-72	Regional Team Member + Provincial Team of ⑦
⑨	3	73-76	Outstanding Province Participant of ⑧ + Provincial Team of ⑦

* Period allowed includes preparation of project proposal by participant team.
 = Includes one week training in Provincial Planning for Provincial Planners.