

630

S252

theast Asia I
ASIA SOCIETY, 112

Developing Agricultural Sector; Role for the Social..

630 Southeast Asia Development Advisory Group
S252 (SEADAG).

Developing Agricultural Sector: Role for
the Social Sciences, Nibondh Sasidhorn. June
1969(?)
30 p.

70
13019

A.I.D.
Reference Center
Room 1656 NS

- S
1. Agricultural development.
 2. Development research.
 3. Agriculture - Sociological aspects. I. Sasidhorn, Nibondh. II. Title.

7
13019

DEVELOPING AGRICULTURAL SECTOR:
A ROLE FOR THE SOCIAL SCIENCES

by Nibondh Sasidhorn

LIBRARY OF
VIETNAM ACADEMY OF SCIENCES
HANOI
RETURN

Presented for discussion at a
meeting of the SEADAG Interna-
tional Research Conference, held
at Asia House, New York, on June
24-27, 1969.

*This paper is only for the information of and discussion among
SEADAG members and associates and is not for quotation except
with permission of the author and/or his publisher.*

*This paper, furthermore, is intended only to represent the views
and conclusions of the author.*

CHAIRMAN: KENNETH T. YOUNG
PRESIDENT, THE ASIA SOCIETY

COORDINATOR: JOHN J. QUINN
THE ASIA SOCIETY

JOHN C. BULLITT, ASSISTANT ADMINISTRATOR FOR EAST ASIA
JOSEPH A. MENDENHALL, ACTING ASSISTANT ADMINISTRATOR FOR VIETNAM
CLIFFORD C. MATLOCK, SPECIAL ASSISTANT, EAST ASIA BUREAU
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

DEVELOPING AGRICULTURAL SECTOR:

A ROLE FOR THE SOCIAL SCIENCES

By Nibondh Sasidhorn

I. *Social prerequisites for development: a role for the social scientists to know the society*

Although development and modernization or westernization are interrelated, they are not identical. One of the chief factors responsible for development failure to distinguish development from modernization and westernization. The result is a raw imitation of the fully developed society. Consequently, we tend to impose a development program suitable for a western society on our society, rather than accommodating such program to the existing social structure.

Development depends to a great extent on the importation of western technology, therefore it carries with it certain western characteristic. At present, development seems to be sheer westernization, with little regards to the prevailing social setting. As a result, we are creating social gaps and total frustration. Urban people are not satisfied with their existing city life; it is held to be far too inferior to that in a western city like New York, Paris or London. At the same time rural people want to leave their rural life; they feel it is backward, deprived and not as promising as that in the city. The result is increasing migration into town. Moreover, development in education, communication and sanitation tends to have some adverse effects, especially on the post-war generation. Better education causes the people to dream and demand more; easier communication emphasizes the difference between urban and rural life; improved sanitation increases the rate of population growth and consequently decreases the availability of land, it also increases the birthrate and therefore contributes to the poverty

of the people. For these reasons, rural people are increasingly driven into the city, with the result of a rising rate of social problems there. The existing town facilities become more limited, e.g., in 1963 a new system of water supply was established in Bangkok, the service was anticipated to be adequate for at least the next ten years. However, water shortage resulted right in the very first year. The responsible authority openly admitted that they had underestimated the rate of population growth in Bangkok. Besides the population problem, other social problems: crime, prostitution and other symptoms of moral deterioration, are also increasing at an alarming rate. All these can be attributed to the disproportionate development as well as the misplaced emphasis on modernization and westernization.

Real development calls for mobilization of resources in a society in order to produce efficient and continuous growth in that society. Before any development program can be launched, it is essential to do a thorough study of the related data, e.g. in the case of community development, which means the operation should be initiated on the part of the community itself, it must be realized that whereas the western community desire creation from within and no interference from outside, quite the opposite applies to the under-developed community. The latter has no propensity to resist outside force; on the contrary, they seek governmental support. The larger the degree of government intervention, the more honored the people feel.

Community development is by definition working together; this phenomenon is motivated by different factors in different societies. The Thai society believes in personal relationship, as can be exemplified by our tendency to greet one

another with personal questions like "Where are you going?" When Mr. X wants to build a house, he receives hearty support from his neighborhood. However, when it comes to building an impersonal village road, difficulties arise as there is no apparent personal identification. It is notable that our northern rural community is engaged in quite a few public works, the idea behind it is "to help someone you know." If that motive cannot be justified, other motives must be substituted.

For these reasons, it is necessary that a thorough investigation of social prerequisites be done before a project is attempted. This is a direct role of the social sciences.

II. *Decision-making: A role for the social sciences to supply information of regional and social differentiation of activities related to agricultural development.*

A developing country is characteristically an agricultural economy. Therefore it is obvious that a development program should be geared towards agriculture. Agricultural development, if evolves gradually, should present no significant problems. Unfortunately, today world is more demanding, realization of social justice is strong, development is pushed so fast that imbalance results. This in turn creates social gaps as argued earlier. Thus an agricultural-development program should begin by making the rural area more attractive. Population problem must also be solved.

There are many problems associated with agricultural development. One of them concerns the concept of increasing productivity. The real purpose of increasing productivity is to increase per capita income of the farmers. However, so much

stress is placed on increasing productivity that the real purpose is overlooked. Productivity increase may not produce a corresponding increase in per-capita income, therefore the farmers lack an incentive to participate in the development plan. In the light of the above, there is no significant increase in productivity to correspond to the increase in the construction of irrigation dams and so on. This is partly due to the ignorance of farmers to the utility of water, their resistance to change and so on. However, the main explanation lies in the fact that if productivity really increases, the farmers will encounter market problems e.g. insufficient demand, especially when the produce is perishable. In most cases where excessive supply results, prices sink far below the harvesting costs. It is urgent that we discontinue this trend and focus more on per-capita income increase.¹ The key is an emphasis on market. Income created on the market can act as an incentive to farmers as well as a further investment to increase productivity. The farmers are also required to have some business skill, to be capable of organizing groups to strengthen their bargaining power, to eliminate middlemen, and so on. The execution of this plan is the role of the social sciences.

¹ According to the First Technical Conference of the Thai-American Technical Cooperation Association held in Bangkok during November 20-22, agreement has been reached that our farmers are both intelligent and knowledgeable. Natural endowment is also favourable. The problem is nevertheless found in the planning of the development program, the efficient utilization of the involved officials, the well-defined classification of departmental work, including such arrangements to help the farmers to own the land, to find the market for their produce at relatively more stable prices. This implies that productivity as such is irrelevant. See details in appendix I.

Effective agricultural development is argued in this paper to rest on market development. To develop the market today is far more difficult than in the past. At present, the developing countries are not very competitive in the agricultural market compared to the developed countries. Therefore the developing countries cannot hope to rely on their overseas market. They have to turn to the domestic one. Unfortunately the demand in the domestic market is relatively inelastic. The best way out of this dilemma is to promote industry, so as to increase the level of employment and consequently enlarge the home market. For this reason, there exists a misconception that an agricultural development is in fact an industrial one.

It is the present writer's contention that neither an emphasis on agricultural development nor that on industrial development is justifiable, what is needed is the combination of the two: that is to increase efficiency in agricultural production as well as the market for it. Since we have a very limited amount of resources yet a great demand for them, we have to choose between the two alternatives. One is to rate various projects in order of priority. This method has certain drawbacks in that the whole process may lack equilibrium and continuity. Political and social pressure can also present problems. There is a more plausible method, namely an establishment of a central project with the other projects geared around it. The operation of the central development program will be accelerated as the resources, manpower and the whole capacity of the society are channelled specifically towards this focal point. With the central project progressing at a fast rate, all the other related projects will also be favorably affected.

Regarding agricultural development, an agricultural development program is to act

as this focal project. The secondary projects may be such projects as the educational development for agricultural purpose; communication development for agricultural purpose; religion development for agricultural purpose; youth development for agricultural purpose; industrial development for agricultural purpose and so on. This particular development system is named "The Solar System of Development." The Solar System of Development is in fact a coordination of various development projects in the fashion similar to the working of the solar system. Agricultural development, according to this system, represents the sun, other related projects the planets and satellites. The relationship is therefore threefold:

- (1) Each project is related with the central project.
- (2) Each project is related with other projects in the system.
- (3) Each project is independent.

This system ensures that development is geared towards a well-defined goal and also meets the true needs of the society. Mobilization of resources will become more effective. For example, if the solar system is not applied to an educational development, it will become only education for the sake of education. Hence it will serve only as a basis for development and not a direct force in the process.

The existing educational system is rather outdated. The emphasis is on classical study, which would be more appropriate for a society like the Roman Empire. Literature is admittedly necessary for a well-educated man, nevertheless it serves no concrete purpose in the present society which needs development. The existing educational system turns the university graduates into the street jobless.

Besides, each level of the existing education is not complete in itself. Students are continuously expected to go on for a higher level of education. This is a

ridiculously impossible requirement.² The result is crime, as the people are not equipped to do anything else.³

These social problems will be less severe if our educational development is agriculture-oriented. People will be able to stay in their homeland in the rural area once they complete the elementary education. The curriculum at this level may include subjects like elementary agricultural business, elementary cooperative study and so on.

For secondary education, emphasis should be placed on agricultural technology. This level may be regarded as the utmost important training as skill is stressed. It will also serve to lessen the present strong competition to enter a university.

For the university level, research and methodology should be the main emphasis rather than just a higher professional school.

Education, nevertheless, should not abandon the true educational purpose. Consequently, subjects like literature, languages, mathematics, etc. must also be included. These subjects refine man as well as prepare him for higher education.

Educational development should also be oriented towards the goals of other related

² See appendix 2.

³ It is notable that most of the people committing crimes are reasonably-educated, they are found to be of school age. See appendix 3.

projects. If the process can be made balanced, the society will achieve efficiency as well as the state of equilibrium. It will also eliminate waste and reduce social and political problems.

Other projects, e.g., industrial development should follow the same line.

Industrial development must be for agricultural purpose, in that it should widen the market for agricultural produce, e.g. development of industries that use agricultural produce as their raw materials, and so on. Industries manufacturing products that increase agricultural productivity such as fertilizers, tractors, etc. may also be supported.

Once a clearly-defined objective is established, the limited resources will be channelled to the most useful direction. However, if industrial development is strictly for industrial purpose, resources may be wasted. It may also create social injustice such as an imposition of tariff and so on, which directly reduces the national purchasing power.

Chronic unemployment has always been a problem for a developing country, due to the population explosion plus relatively few job opportunities. Industrial development should be devised with such problem in mind. Employment must be increased to accommodate the total labor force. Moves towards this aim are such things as an establishment of a large-scale typewriter industry, for instance, to create employment as well as to reduce prices. Other industries may, to be certain, serve this purpose. This calls for a cooperation among engineers, entrepreneurs and social scientists.

Industrial development for industrial purpose should stress foreign investment, in

order to save the limited domestic resources. However, it is to be expected that agriculture, once fully-developed, can facilitate industrial development for industrial purpose in the longer run, as capital will become more available.

The concept of the solar system of development may be applied to various other projects, e.g., communication, rural development and so on.⁴ The execution of this operation calls for a supply of information from social scientists in various fields.

Moreover, social support must also be sought; this can be done by creating a sense of mission in the general public, beginning with leaders then radiating it to other levels. This demands a close cooperation among social scientists in various fields.⁵

III. *Effective organization and management of developing agricultural sector: A role for the social sciences to find appropriate re-organization and programming for agricultural development.*

The next step from the formulation of projects and policies is the execution of the work. Experience has shown that the developing economy relies mainly on the public sector, due to the weakness of the private sector. This illustrates the importance of effective government administration. It is undeniable that the administrative inefficiency of the developing country can itself impede the success

.....

⁴ See appendix IV.

⁵ See David C. McClelland, "The Impulse to Modernization," *American Journal*, Vol. VII, No. 3, December, 1967, pp. 371-379; and Peter F. Drucker, "What Have We Learned About Economic and Social Development," *American Journal*, Vol. VI, No. 4, March, 1967, pp. 336-397.

of the development program. This shortcoming needs a corrective measure oriented towards agriculture, and this is where the social sciences step in.

The private sector is nevertheless indispensable. It is a pool of the social energy, and it must be included in the development program. The answer is a pluralistic society where various groups' interests are in balance. The people must be directed towards the formation of formal organization or secondary association. As informal organization predominates the developing society, it proves an obstacle to the development.

If this pluralistic society can be established, it will also serve as a solid base for democracy. It will unite the private and the public sectors together through political participations and parties. This reflects the necessity of the existence of systematic political parties and effective democracy. The social scientists are obviously responsible for this task.

This paper is only an attempt to account briefly for the role the social sciences play in agricultural development. It is essential that the role be recognized as its potential effects are immense. When the present writer is questioned, "Are you a medical doctor?" he usually replies, "No, I am a social doctor; I cure social ills." As the so-called "social doctors" are scarce in this country, the content of this paper shows no report on research findings nor any other reference. The non-existence of such material has motivated the Faculty of the Social Sciences of Chiangmai University into engaging in such movements as curriculum revisions and the recent establishment of the Lanna Thai Social Science Research Center.

Appendix I

BRIEF REPORT

ON THE FINDINGS OF TATCA'S FIRST TECHNICAL CONFERENCE*

By Nibondh Sasidhorn

Chairman of Conference Report Committee

Planning and Organization for Agricultural Development

In order to mobilize for agricultural development, it is important to promote productivity and increase income. The major part of Thailand's national income is derived from agriculture, and approximately 80 per cent of the population is engaged in farming. Therefore, the economic and social development of the nation are directly and indirectly related to agricultural development. As a result, there have been a great number of private and government projects, programs and agencies related to agriculture. It is necessary to specify clearly the policy, objectives, and goals in agricultural development. Specifically, this involves soil improvement, agricultural credit, price and revenue policies, organization of agricultural systems, education and training, irrigation and extension services.

It is agreed that Thailand has not yet laid down clearly the policy, objectives, goals and priorities of project importance in agricultural development. This failure results in inefficiency in the mobilization of resources and in coordination among agencies concerned. Phase I and II of the National Economic and Social Development both lack plans for mobilizing resources,

* At Sala Santitham, Bangkok, November 20-22, 1967

projects and programs to complement one another. One major drawback is the farmers' lack of motivation to work in cooperation with government development programs. It is believed that further study and research would help in the drafting of the National Economic and Social Development Plan Phase III, so that planning for the agricultural sector would be more complete. A well-laid out plan should be flexible, ready to be modified and changed when needs arise.

After technical advisors have drawn up plans, it is the responsibility of the administrators to carry out their work according to the plan. They have to supervise and coordinate work at every level, specifically the division, department, ministry and national levels. Today, it has been realized that high-level administrators are not capable of controlling, supervising, and coordinating closely and effectively enough.

The organizations of agencies and work systems are still confused. The number of agencies which are concerned directly and indirectly with agriculture is too large. No clear lines have been drawn to indicate the levels of authority and relationships between agencies. Therefore, duplications, wastes, and vagueness result. It is agreed that now is the time to reorganize government agencies and make them more suitable at the central and local levels. This can be achieved by grouping together the closely-related agencies. Their number could even be reduced to further facilitate coordination. In turn, this would reduce demands upon the government budget, which could be appropriated more directly to increase agricultural efficiency.

The rate of agricultural development will also depend on the farmers themselves.

There should be an effort to promote organization of agriculturalists into groups, so that they may help one another as much as they can. The support and encouragement being given to farmers' groups, private irrigation groups, and cooperative groups is a step in the right direction. This will be useful and effective only if objectives, goals and method for work implementation are laid down to admit the members to raise their output and income.

Education plays a very important role in the promotion of efficiency in agriculture. Every educational level, especially the elementary schools, should have more effective courses, so that students who complete their studies may make effective use of what they have learned. This effort should be continued throughout the secondary and out-of-school levels.

Mobilization of Resources for Agricultural Development

Planning and organization are merely structural preparation for agricultural development. Mobilization of resources must be considered next. The important resources include land, water, manpower and capital.

Regarding land and water use, it is considered that Thailand's programs for land and water conservation are inadequate. This can be seen, for example, in the destruction of forests. Little attention is paid to the use of these resources in promoting agricultural output. It is noted that in considering land and water use, the variety and differences of different crops should be taken into account accordingly. For example, one should not think only of rice, because cattle, fish, and natural beauty must be considered as well. The building of a dam may result in the extinction of certain species of fish; some crops may not

need that much water, etc. Careful calculation should be made for each locality concerning factors like prices, population migration, taste, income, etc.

With regard to manpower, it is agreed that greater emphasis should be put on quality. Proficiency of Thai agriculturalists is at a very low level. Educational standards for agricultural promotion are not yet high enough, and there is little incentive for people to take up "Agriculture" as their occupation. The demand for highly skilled technicians, high-school graduates and vocational-school graduates in agriculture continues to exceed supply. This situation can be improved by increasing the number of courses in agriculture and increasing the incentives for those who consider becoming agriculturalists.

It is also agreed that an efficient agriculturalist has to be in good health--in body, mind and intelligence. Today, agriculturalists or rural people tend to be weak, have poor health and lack vitality and alertness. This is because of nourishing food is lacking and the public health services are inadequate. One interesting point of view was agreed by some participants that, in Thailand, knowledge, intelligence and ability are all present in the rural people. There are few natural disasters compared to other countries. Therefore, the problems lie in correct planning, the application of manpower to the right job, a clear and suitable division of labor, a land policy which will enable farmers to own their own farms, and a market where they can sell their produce at a fair and stable price.

Capital: The Government may have to start allocating capital to help agriculturalists, especially for agricultural credit. It should also promote the mobilization of capital from the private sector of the economy for agriculture. There are various

ways in which this can be done; for example, the issue of a Government lottery whereby the purchasers have the same benefits as buying a Government bond; requiring commercial banks and insurance companies to buy such bonds according to their amounts of deposits, etc. At the same time, agriculturalists should be encouraged to save for future investment in order to increase productivity. However, other problems should also be solved at the same time--the farmers' habit of relying totally on nature, the fluctuation of the market, and the problems of the middle-men and money-lenders.

There is also an opinion that price guarantee for agricultural produce is very important. In addition to considering agricultural credit, the Government should also consider agricultural funds to help agriculturalists avoid debt.

Marketing of Agricultural Produce

Agri-business and The Development of The Domestic Market: An important part of agri-business is in the transmissions of produce from the producer to consumer. What is needed here is produce with the quality demanded by the market. Other services must also be considered: transportation, management, and long and short-range market forecasts. In addition, there is a need to promote the capability of the Thais in business dealings. This should be done within the farmers' groups through the promotion of agri-business.

At present, a great number of government and private organizations are related to agriculture, but they have been unable to help agriculturalists adequately. Their coordination is unsatisfactory and their services do not reach agriculturalists directly. Although markets in agriculture are adequate, they are limited to

certain crops, such as rice, corn, jute, oil seeds and beans. Market sizes and the market themselves should be varied according to the supply and quality of the produce demanded. The Government should first create and find the market, i.e. establishing a company to buy produce from agriculturalists, guarantee prices, and establish industrial plants to produce manufactured goods from raw materials and agricultural raw materials in the country. The number of industrial plants should be determined by the harvests of different crops, not concentrated in a few materials like jute. This has resulted in the large number of gunny-bag plants in this country exceeding the demand. There should be promotion of research, quality improvement, and utilization of different agricultural produce, e.g. higher quality salt, the use of jute for paper making, the use of castor seeds in cloth manufacturing, etc.

Capital is a major key to increase efficiency in agricultural production. It enables agriculturalists to pool resources, technology, and work implementation. The most suitable source of this kind of capital comes from the agriculturalists themselves, drawn from their money they earn from the market.

For Thailand, agriculturalists cannot much depend on the domestic market which is not quite sensitive to local supply. They have to rely more on foreign markets. However, foreign markets cannot be controlled and we must compete against other nations. There is a need for foreign market research which can predict accurately the long and short-term demands in a market in given countries. This can only be done by equating our production with the demand in that country regarding both the quality and quantity of the produce. In some cases, when competing against other countries it may be necessary to keep export prices down by (a) decreasing

the export tax rate, (b) benefit compensation and (c) decreasing production costs of some produce. At the same time, attempts must be made to advertise the produce by organizing and participating in international trade fairs, sending trade commissioners abroad, and publishing facts and figures and other related documents.

However, it is noted that our foreign market still depends on the produce of agriculturalists more than market research and other preparations. Therefore, there is a problem in supply exceeding demand and vice versa, or producers are unable to supply the demand of foreign market in time. At present, markets are not "looked for" but "followed" by the responsible Ministry. Markets have been found only by the agriculturalists and merchants themselves. This in turn results in low-quality produce, because of the great risk involved. Research should, therefore, be carried out to identify and prepare a market through market forecasting techniques. There should be a price guarantee system to help increase or stabilize quality. In quality control, apart from officials and related individuals being dishonest, maintaining a quality standard is attempted when it is too late, i.e. when the produce is ready to be shipped abroad.

Exporting merchants should be given more bargaining power. For example, in the case of corn which is very much in demand abroad, corn merchants should cooperate with agriculturalists to increase production efficiency so that they will be more competitive and have stronger bargaining power. In dealing with developed countries like the United States, cooperation in trade should be explored more realistically. At the same time, merchants and producers should cooperate to maintain quality and not be interested merely in immediate and short-sighted profits. Ways should be found to "build" a market rather than to "find" a market through improved quality

of produce and better understanding in order to create demand.

Existing Problems in The Development of The Domestic Market:

1. Agriculturalists do not know how to find markets because of their lack of business experience, the inadequacy of transportation, poor market information and the lack of price support system. All these problems have made agriculturalists turn to middle-men, who take the full advantage of the farmers.
2. Not enough markets have been "built" to promote the use of agricultural raw materials.
3. Existing markets for agricultural raw materials have not been fully developed, e.g. milk drinking could be made more popular.

To implement the above mentioned, the Government should lay down definite plans and policies, and refrain from switching to and fro. There must be a price guarantee system and the agriculturalists should be assisted and encouraged to help themselves. In agri-business, steps should be taken to prevent cut-throat operations, the use of power or authority to destroy or damage competing partners, and other unfair competition. Marketing, transport, and market information should be improved further to help agriculturalists. Intellectuals, wealthy individuals and others should be persuaded and encouraged to take the lead in promoting agriculture. There should be improvements in the fields of higher education for agriculturalists, and community development to make rural areas more attractive, safe and comfortable to live in. Farmers' groups should be organized for self-help projects, better use of capital and greater bargaining power. These things will in turn make agriculture a more attractive occupation. These will also increase efficiency in agricultural production which already possesses tremendous potential for rapid and successful development of Thai economy.

Appendix II - A

Number of Students in all levels (1961 - 1967)

Year	Elementary Schools	Secondary Schools	Vocational* Schools	Universities
1961	4,092,922	270,592	54,973	36,101
1962	4,180,488	294,475	47,766	36,938
1963	4,291,235	302,834	44,246	36,803
1964	4,500,374	311,664	45,342	36,488
1965	4,630,424	316,238	48,944	36,430
1966	4,806,255	334,931	52,398	35,035
1967	4,982,967	358,221	59,653	31,575

Source: Office of the National Education Council

*including technical institutes and teacher training schools.

Appendix II - B

Number of Higher Education * Applicants
and Successful Applicants, (1962-1968)

Year	Total Applicants	Qualified Applicants	Successful Applicants
1962	19,015	15,298	3,742
1963	20,962	19,015	3,869
1964	16,921	12,412	4,505
1965	19,246	14,462	6,458
1966	22,078	18,354	6,994
1967	23,907	19,291	8,231
1968	25,613	20,052	8,535

Source: Office of the National Education Council

*including College of Education, College of Design and Construction, Thonburi Technical Institute and College of Telecommunication.

Appendix III-A

Total Number of Youth

(As shown by level of education)

Level of Education	Youth					Remarks
	1958	1959	1960	1961	1962	
Below Pratom 1	177	128	97	125	110	
Pratom 1	141	49	92	55	43	
Pratom 2	172	83	119	76	78	
Pratom 3	194	148	116	107	105	
Pratom 4	370	331	329	322	312	
Matayon 1	80	74	77	76	63	
Matayon 2	88	86	73	68	70	
Matayon 3	99	80	78	82	89	
Matayon 4	106	67	50	69	84	
Matayon 5	60	39	38	41	62	
Matayon 6	26	34	48	39	83	
Above Matayon 6	35	16	26	22	38	
Total	1548	1135	1143	1080	1113	

Source : Report of Central Youth Court, Bangkok

Appendix III-B

Total Number of Youth Accepted

(As shown by age)

Age	No. of Youth					Remark
	1958	1959	1960	1961	1962	
Under 7	..	-	..	-	1	
Over 7	2	3	4	4	4	
" 8	3	3	10	9	6	
" 9	8	9	20	10	11	
" 10	32	8	17	22	14	
" 11	79	25	39	26	26	
" 12	84	45	45	66	54	
" 13	111	67	83	94	95	
" 14	135	121	137	133	117	
" 15	219	235	198	203	196	
" 16	332	239	255	194	203	
" 17	395	309	262	241	222	
" 18						
but under 20	144	71	67	63	83	
Total	1546	1155	1143	1080	1118	

source : Report of Central Youth Court, Bangkok.

Appendix IV

MOBILIZATION OF RESOURCES IN THE PROCESS OF DEVELOPMENT*

By Nibondh Sasidhorn

The Solar System of Development

An administrative system of development comprises of two important factors: manpower and the method of operation. These two elements must be properly related if effective development is to result. A system stressing one and neglecting the other is misstructured. Development in a true sense is the development of the entire system, in other words, the correlation between the two elements must be preserved. Development, as distinct from evolution, should not be merely disjointed changes.

A method of operation is usually guided by the prevailing policy. Consequently an efficacious method of operation is a product of a well-formulated policy. A development policy should be devised in such a manner that the overall relevant resources are mobilized and utilized to their optimum capacity. These resources must also be channelled towards a clearly-defined goal. The idea is analogous to that of mobilization of water power by using a hose rather than a shower. Particularly for a developing country like Thailand awaiting the stage of the "take-off", we need a device with powerful acceleration.

Due to the limitation of resources, our choice is also limited. One possibility

* An article (in Thai) from document of the Municipal League of Thailand, tenth annual conference at Sala Santitham, Bangkok.

is to rate the importance of each project according to priority. It is more feasible to attempt at one project at a time. A gradual extension to other projects will be attained in the long run. This method, however, has certain drawbacks, in that it lacks equilibrium and continuity. The political and social problems can also exert great pressure.

A more plausible method is to establish a central project to be a core in the development process. All other projects will be geared to support this focal project. As the central project progresses, its subsidiary projects will automatically move in the same direction. This notion is parallel to the following phenomenon "Raindrops form a brook, brooks form a river, rivers form an ocean, which in turn produces raindrops." By the same reasoning, each secondary project will receive a feedback from the central project.

Physical energy, willpower and mental ability are represented by manpower, which is a human element. Unless this fact is realized, development cannot be achieved. A fruitful development plan must unite the minds of the people constituting the manpower. This can only be achieved through the formulation of a precise as well as concise objective representing a certain ideology.

The importance of an ideology has manifested itself throughout the history of development. Development results when people realize they have obligations towards their nation. This sense of mission can be produced by such pressure as war defeats, poverty, etc. The argument is illustrated by the rapid recovery of Japan and Germany after the War. On the contrary, power and prosperity tend to undermine the people's sense of responsibility, e.g. the fall of the Roman Empire. This weakness can be remedied by injecting into the society the required

sense of mission. Examples of this kind are "Whiteman's Burden"; "Western Destiny"; "New Deal"; "New Frontier" and the like.

Thailand is relatively a lucky country. The people are entrenched in the rut of the following myth: "There are always fishes in our waters; there is always rice in our fields." The result is we lack motivation. There was an exception to this rule at one point in our history. When the western powers were hunting for colonies in the reign of King Rama V, we were forced to reorganize on a large scale our political, social and economic system. That event could be properly regarded as the true and utmost revolution in our history. It follows that if we lack motives for development, we should create some.

Mobilization of Manpower

In mobilizing manpower, the emotional element inherent in man must be tactfully manipulated. Hence, in formulating a policy, the psychology of man must also be considered.

There is a psychological impediment in the process of development, namely groups' dissatisfaction, which may occur as a result of inequality. Experience has shown that a revolution may occur in a flourishing country, if inequality exists.

The main psychological factors in policy formulation and administration are:

1. *Mass persuasion.* The emotional factor must be taken into account. The development objective should correspond with the people's needs. Persuasion is required in order to tap the available manpower.

2. *National morale.* The idea is to unite the people and their government together, so that full cooperation can be secured.
3. *Nationalism.* This must be encouraged, with some reservations.
4. *Leadership.* The ability to secure enthusiastic cooperation from the people.
5. *Administrative system and method.* Mobilization and unification of relevant resources towards a collectively-shared goal.

Project Organization

Apart from mobilizing manpower, other resources must also be channelled towards the same goal. Projects should be centralized so as to avoid confusion as well as to secure the optimum use of leadership and administration.

Thailand, being a developing economy, should establish an agricultural development program as our central project, for the following reasons:

1. Agricultural development is a basis for the economic "take-off".
2. Agriculture is our main occupation and the major source of incomes. Other occupations, to some degree, depend on agriculture.
3. Our natural endowment is favorable for agriculture.
4. World demand for food is rising, due to the increase of population. If we can make our agriculture more productive, the world market will become more dependent on our produce.

After the agricultural development program is established as a core of the development, a slogan should be devised to stimulate people's enthusiasm. The people should be convinced that the project is beneficial to mankind. Instead of employing a sterile slogan like "Agricultural Development for more efficiency",

a phrase like "Agricultural development will make Thailand the stomach of Asia" may be more effectively used. This task requires the assistance from psychologists.

We should follow Japan's example. Japan's success may be attributed to domestic competence rather than foreign aid. Japan and Thailand started development movement at about the same time, and considering the two nations' prevailing economic and social conditions, we should have progressed more rapidly. It is the present writer's contention that the main factor responsible for Japan's rapid development is the ability of her statesmen to stimulate the people. The aggressive project was launched: "Japan is to be powerful, equal with the Western powers." The whole nation was obsessed with this exciting goal. The result was Japan could beat an European power in less than 20 years.

It is advisable for Thailand to follow Japan in this fashion. Agricultural development should be made our core project, with other projects geared to support it.^I

1. *Education for agricultural purposes.* Fundamental curriculum organization should be devised in such a fashion that people can earn their living comfortably

^I It must be emphasized that the writer is not suggesting that agricultural development be given the highest priority. Industrial development is of equal importance, although it should be agriculture-oriented. The present world market problem forbids the stress solely on agriculture. Rapid population increase also presents a serious problem.

in the rural area. This necessitates a study of natural endowment, crops, market and other relevant factors. Emphasis should be placed on the promotion of natural inclination, agricultural interests, and the like. This may be included in the elementary education. There should also be up-to-date agricultural training for adults.

2. *Youth projects for agricultural purposes.* Formulation of youth projects should be done with agricultural development as the ultimate objective.

3. *Religion for agricultural purposes.* Religion plays a paramount role in the rural area. Consequently, cooperation from religious institutions should be sought.

4. *Industry for agricultural purposes.* Emphasis should be placed on the use of agricultural produce as raw materials. This will have favorable effects on prices and the market. It will also promote communication and transportation.

5. *Commerce for agricultural purposes.* Agricultural development depends to a great extent on the stability of prices and the market. The authority responsible for this task must see that both the domestic and overseas markets are favorably sustained.

6. *Community development for agricultural purposes.* The rural area should be made more attractive. Rural development facilitates urban development, as the two are closely correlated. To develop the urban area first can be detrimental, in that it will attract more rural people into town and create various problems e.g. crimes, unemployment.

7. *Communication for agricultural purposes.* The system of communication should not link only cities together, it should also join commodities with the market. Communication facilities should be complementary rather than competing. The system should produce dissemination of progress from the center, rather than centralize the progress at one particular spot.

8. *Administrative system for agricultural purposes.* The main problem is the coordination of tasks. Effective coordination of resources calls for the following two methods:

1. *Reorganization.* Consolidating related tasks with the purpose of reducing time, labor and finance.
2. *Coordination by programming.* A more systematic assignment of tasks with clearly-defined goals.

This system of establishing a control project with the secondary projects geared to support it has two important consequences:

1. Development can be achieved rapidly as all the resources are channelled towards one point. This will also eliminate duplication and waste. The notion of consolidated development being more efficient than scattered one is parallel to the notion that water from a hose is always much more effective in reaching the target than water from a shower.
2. As the central project progresses, all the subsidiary projects will progress too. Agricultural development will bring about development in other related fields e.g. education, industry, communication, community development and so on.

It is the writer's hope that some day Thailand will become another Holland, when her agriculture is industrialized whereas her industry is agriculture-oriented.

The Mobilization of Social Force

A social system comprises of two components: the public sector and the private sector.

There are two elements in the public sector: politics and administration. The most appropriate political system for developing a country is democracy. As to administration, although bureaucracy represents an important instrument, it suffers some serious limitations.

Bureaucracy must be guided by a systematic national administrative policy if efficient operation is to result. The existing administrative policy tends to undermine rather than strengthen the operation of various governmental institutions. Correction is immediately needed.*

The existence of the private sector requires that the organization of such sector be included in our policy. The tools to consolidate the private and the public sectors are political parties, election system, various groups' interests and so on. Interest groups are important because they produce a so-called "pluralistic society." As each group tries to preserve its interests, countervailing power results. The pluralistic society forms an important basis for democracy. As these groups strive to attain their goals, they indirectly shape the national policy to correspond with their interests. If there are only two groups, one will monopolize the power while the other will form the resistance. Such society is apt to a collapse as the rich become richer whereas the poor become poorer. The more diversified the society, the easier is the maintenance of equilibrium.

The mobilization of manpower, tasks and social force may be termed "The Solar System of Development." This is the system where development reaches every corner of the society.

* Problems concerning Bureaucracy and Administrative System in Thailand are not developed here, as the author believes material on such subject can be easily found elsewhere.