

The Development of Community Welfare Fund in Thailand, and the Role of Related Agencies

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Community Welfare

The development of the welfare system in the Thai society, from the past, has been progressed as a basic-need based community welfare, on which family and temple have had the key operation roles. Later, the central government began its role to operate welfare only for the people who in need in line with the concerned agency criteria which be considered by the social worker in order to cover a comprehensive targets. For example, the Social Insurance Act that covers the welfare of the labors. In the period of the economic growth, the private companies had the major roles in an insurance of many aspects and the people whom of which in the middle to the high level of income could access to such services. When the country faced with the economic downturn, the Social Safety Net was focused by the leader of the community and the agency concerned. It helped safeguard the people from the external effects considerably. The welfare management based on the various activities of development was organized such as financial institution, community enterprise, religion principle, and resource management. These options could secure the grass root of the community to be in the globalization with its dignity and self reliance.

The Social Investment Fund has supported the urgent welfare management for the underprivileged between 1999 – 2000 and the community network was established in order to specify and help them in the community. The information was collected to cover the services. Hence, about 500 networks were created with 538,414 cases of the people who in need, some of whom were elderly, people living with aids, disabilities, children, and the disadvantaged. The budget volume was about 2,017 million baht, including the free budget which was arranged as the revolving fund and the additional budget for the existing community welfare fund. After the operation, there was the amount of 700 million baht of revolving fund.

Ever since, there has been an increasing of the awareness of welfare managing in the community. The rehabilitation to mapping out the welfare based on many financial fundamentals has been pursued as follows:

- **Savings Groups:** There were some savings groups such as the committed savings group which was set with aiming to operate the welfare by utilizing the income. The group formed the savings discipline and the integration of the networks of community funds to generate the interests in order to support the welfare. There were 20,000 financial groups with operating the welfare activities by their incomes. The samples of those enforced savings groups that operating the welfares were the savings network groups in Songkla province (Klong Pia, Nawah, Nam Khao, Khutao and etc), the committed savings network in Trad and Chanthaburi Provinces, the center of village bank in Phayao province, and the savings group for a production in Kham, Chaiyaphoom province.
- **Community Enterprises:** The production with less external dependents has increased the value of the products. Welfare has been operated by the income and the decrease of expenditures. These samples were at Khao Kram sub-district, Krabi province.
- **Natural Resource-based Welfare Management:** The community has handled the forests, the shores and the water resources as well as operating the resources rehabilitation. This secured nutrition of the area such as Thung Yao area in Lumphoon province.
- **Religion-based Welfare Management:** It was how to manage welfare both in physical and mind based on summon and the religion of Buddhist, Christian and Islam. For example how to use the Sagad principal to take care of 8 types of people.

In the year of 2000, the Office of Urban Community Development received the budget of 80 million baht from the project of alleviating the poverty in the city amid the crisis. Such budget had been arranged for the elderly welfare as 1 million for one province. This fund had integrated the networks of

elderly in each province and created various aspects of welfare for the elderly, such as revolving fund for the old or other generation investment loan. There was a transfer from such fund into assets by purchasing rubber and palm farms, building the dormitories and shops. The income from such activities was generated for the elderly welfare in sustainable means. Such areas served as the center for the elderly, the youths and many generations to join various activities. There was a transfer of wisdom from generation to generation. Some of money from these activities were arranged for the elderly who really in need. Over 28,667 elderly had directly received the benefits from the elderly fund management in 71 provinces and 104,495 indirectly obtained the benefits through the membership basis, for example the pension, investment loan, activities for elderly. This operation had reflected the support in terms of the flexible fund and linked the people thinking of welfare management. It also created the team work among elderly and other generations.

The network of the community organizations, then, has commonly consulted that the operation of development, having these organizations as the focal point did attribute the important roles of the community leaders. Most had not received a basic need of welfare, so the community leader welfare fund was established as the national central which was supported by Community Organizations Development Institute – CODI at the amount of 2 million baht. Hence, each province set the community leader welfare fund in order to nurture the leaders of any organizations by saving one baht per day as the basis. In this regards, CODI had distributed the supporting fund to each region in the country to operate for one year with 1,501 members. Some areas questioned why there had to be the fund for the leader separately and this caused the welfare expanding to the members by laying down the structure of the welfare fund management at the sub-district level (303 baht per case), the provincial level (12 baht per case) and at national level for the cases of serious illness and death (50 baht). Regarding to the leader, there would be the additional budget from the national fund but this system had been cancelled because of the high burdens of managing and it was centralized. So there was a focus on the welfare fund in the local areas, at which the leaders had commonly mapped out the key guidelines in arranging the community fund as follows:

1. Starting from the reality not imitating the whole model
2. Starting from the small to the higher scale
3. Budget is the tool not the target. Utilizing money to create development
4. Helping without community disparity
5. Integration as the unity. Beginning with any development means and expanding to others
6. Being to give and to get
7. Operating with love and patient.

The Development of Community Welfare between 2005 and 2006

Regarding to the welfare management based on the financial fundamentals of the community to the elderly and the leader of the community, there was a seminar entitled “Community Welfare and Sustainable Poverty Alleviation”. A definition of community welfare was to create the guarantee of community security including all means to make a better living as the forms of belongings, capital, moral support, caring and all that relating the way of life from birth, old, illness and death.

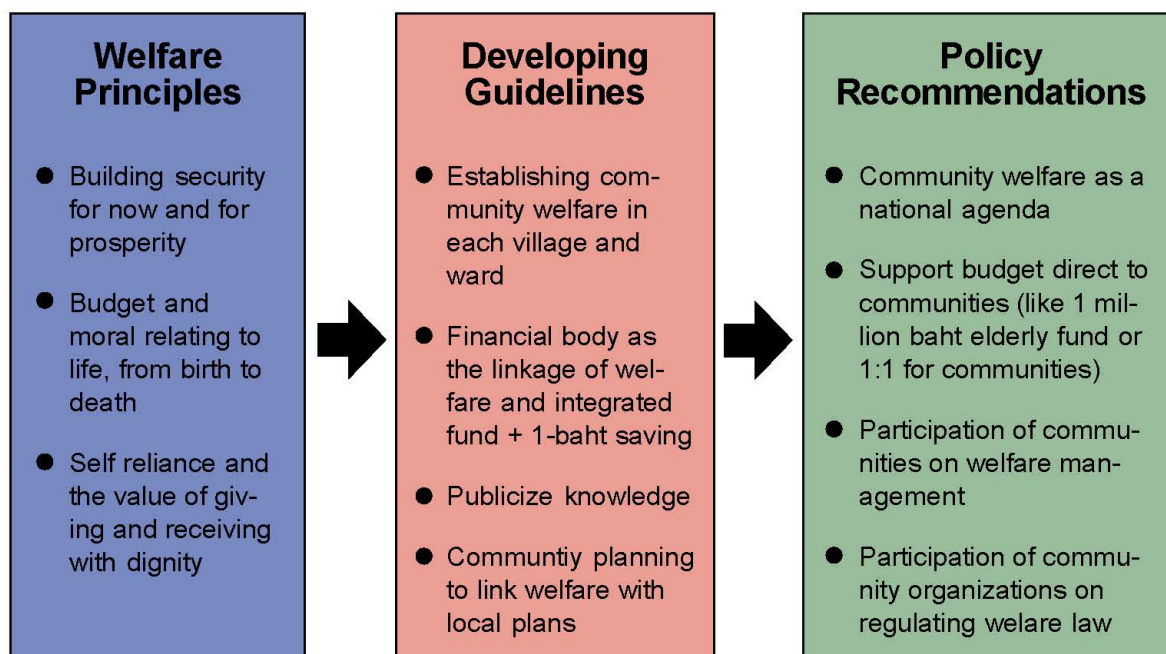
The key point of the welfare management was to be self reliance and supporting each other as “Valuable Giving and Receiving with Dignity” The welfare management was on the basis of respectfulness and harmonizing with natures, also on the basis of religions, local culture and wisdom and participation at all levels.

The outcome of the welfare management had created the community relationship, helping and caring each other, security, dignity, and proud to live with happiness both in physical and mind.

Resulting from the seminar, the community had been able to summarize the guidelines to drive the process of the welfare by pushing forward to “Sub-district Community Welfare Fund” funded by three parties, namely the community, central government and the local administration. In conclusion, the key concepts and the map to operate together with the policy recommendation are as follows:

DIAGRAM 1: Key Points of Community Welfare

Key Points of Community Welfare



After the National Operation Center of Fighting Poverty approved the budget to support the community welfare fund at the amount of 32.5 million baht, the Community Organizations Development Institute issued the rules of procedure on the project of village fund development, comprising of the project committee representing the community from each region, agency representatives and eminent persons to work together on the guidelines to support village welfare fund at the sub-district level with the conditions in terms of the support from local administration as proposed by the seminar of community welfare cited, according to the Planning and Decentralizing to the Local Administration Act B.E. 2542 (1999), that the central government has decentralized the functions on welfare management to the local administration and if there is a cooperation between the community and the local administration, there will be the sustainable local community welfare fund.

At the beginning, 14 areas had been supported in terms of welfare fund based on various financial fund both from financial institution (Klong Pia, the village bank center Phayao province, the committed savings Chanthaburi province), the committed one baht savings (Lampang, Nam Khao, Nakhon Choom), the integrated fund (Bann Kham, Nong Salai), the community plan (Pradoo Yeun, Puey sub district), the islam (PaKlog), finance and credit (Hug Mueng Nan) . Then, the support of the community welfare in sub-district had been expanded in many parts based on the readiness because the previous welfare arranging was happened at the village level. The guidelines in promoting the cooperation between the community and the local administration had attributed the establishing of the fund at the sub-district level which joined by 2 or 3 villages at the first stage but could expand to cover all villages.

As a result of the community welfare development during 2005 – 2006, there had been local community welfare funds, which supported by CODI, at 191 sub-districts. There had also been the community welfare areas without the funding supported by the CODI at 395 sub-districts/towns. The overall information as follows:

According to the information on community welfare fund at 191 sub-districts, from all 1,912 villages, there were 1,484 villages that joined the fund. The numbers of the members were from 67,256, in the beginning before receiving additional fund, to 133,100 as two times increased. The amount of the fund

has been 5.8 times increased from 18,441,663 baht at the beginning to 125,487,683 baht. This picture can be classified at each region as follows:

TABLE 1: Community Welfare Funds in 191 sub-districts

Region	No. of Funds	Village/community		Number of members		Funds (Thai baht)	
		All	Joined	Starting	Present	Starting	Present
Bangkok Metropolitan	5	149	32	678	1,614	295,385	1,020,339
Upper Central	17	171	156	6,797	13,092	1,106,877	11,385,278
West	17	166	137	5,309	9,536	718,852	4,582,854
East	29	159	148	7,446	12,838	1,697,747	42,919,589
Northeast	41	495	406	16,182	24,572	4,384,978	26,695,865
North	38	403	309	16,962	22,613	7,528,824	14,744,087
South	44	369	296	13,882	48,835	2,709,000	24,139,671
Total	191	1,912	1,484	67,256	133,100	18,441,663	125,487,683

Regarding to these community welfare funds, it can be classified into 6 levels. Most of 77 welfare funds or about 42.78 % had the volume between 100,001 – 300,000 baht. 36 funds or about 20 % had the volume between 300,001 – 500,000 baht. 22 funds or about 12.22 % had the volume less than 100,000 baht. 21 funds or about 11.67 % had the volume between 500,001 – 1,000,000 baht. 13 funds or about 7.22 % had the volume more than 2,000,001 baht. There were 11 funds or about 6.11 % with the volume between 1,000,000 – 2,000,000 baht.

The volume of the welfare fund in 5 regions of the country, namely the upper central, the west, the northeast, the north and the south, was mostly between 100,001 – 300,000 baht. The fund at the east had been slightly distributed at the same level in all parts of the region, one of each has 4 -7 funds with the highest volume at 1,000,000 – 2,000,000 baht. In Bangkok Metropolitan region, the fund volume was lower than 100,000 baht. The similarity and the difference of those funds could be considered based on savings and the adding of each region.

TABLE 2: Welfare Funds Volume (By Region)

Community Welfare Fund Volume (Thai baht)	Bangkok	Upper Central	West	East	North East	North	South	Total
Below 100,000	3	1	2	0	5	4	7	22
100,001 - 300,000	0	11	9	5	20	16	16	77
300,001- 500,000	2	5	3	6	3	7	10	36
500,001 - 1,000,000	0	0	1	4	6	3	7	21
1,000,000 - 2,000,000	0	0	1	7	1	0	2	11
More than 2,000,001 m	0	1	0	6	2	2	2	13
Total	5	18	16	28	37	32	44	180

** Remarks: As from the total of welfare fund in 192 sub-districts, 180 of which had the record of the fund volume*

Most funds were supported by the resources in the community which was the one bath savings basis of the members, most of whom were individual, some were family. Another source was from the income of the savings groups in the sub-districts. 85% were the internal sources at the amount of 88,029,079 baht. The adding money from CODI was 11,448,256 baht. And 4% was from the local administration at 3,669,580 baht. The additional budget was already in the plan but subjected to the budget approval.

DIAGRAM 2: Additional contributions to Community Welfare Funds

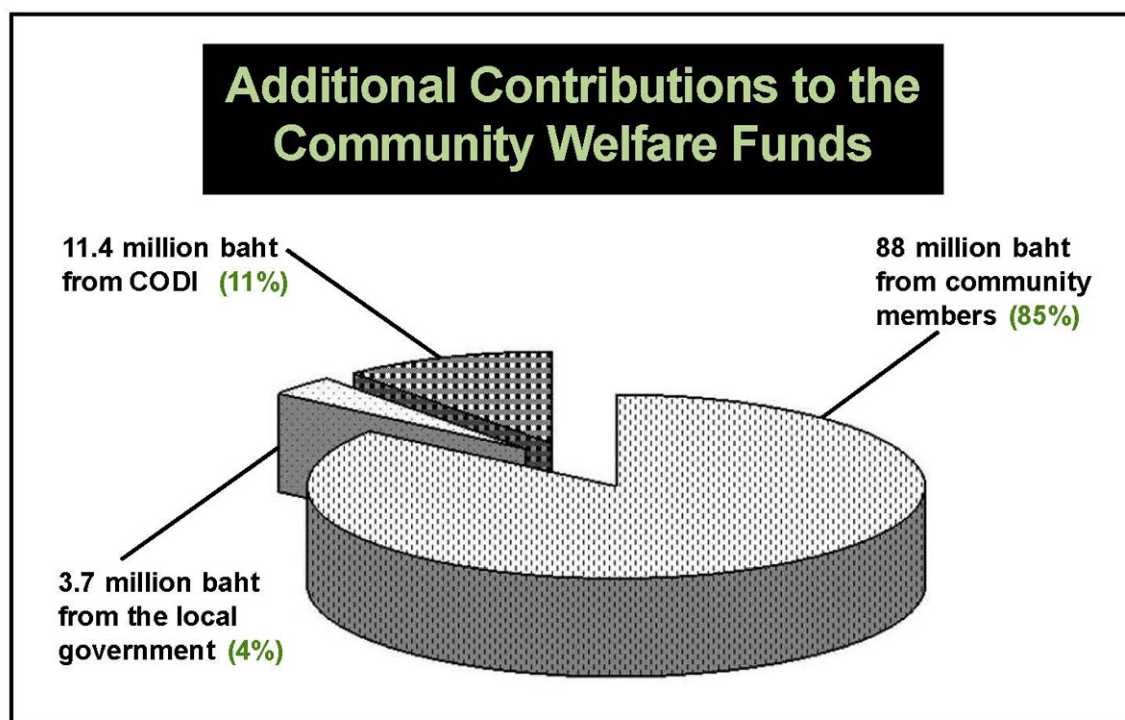
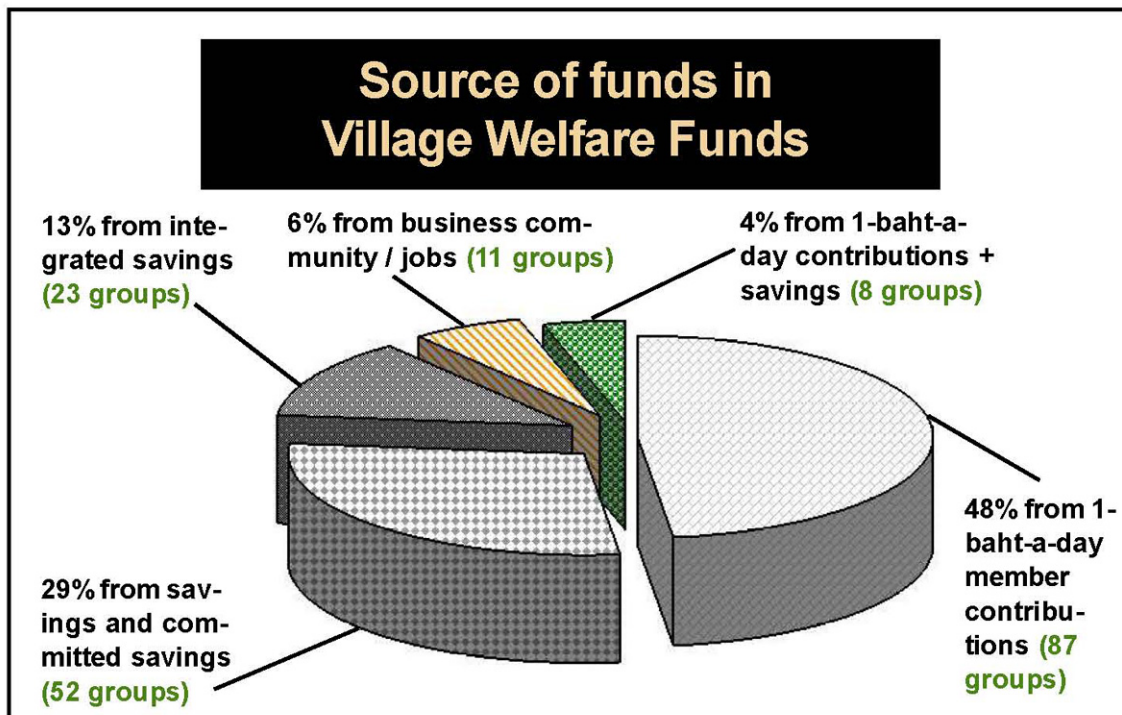


TABLE 3: General classification of the additional budget to community welfare funds.

Region	Welfare Funds	Source of additional funds (<i>Thai baht</i>)		
		Member/Group	Local Admin	CODI
Bangkok Metropolitan	1,020,339	697,279	0	250,000
Upper Central	11,385,278	1,741,580	242,000	925,905
West	4,582,854	3,461,450	430,000	1,120,621
East	42,919,589	41,180,589	239,000	1,500,000
Northeast	26,695,865	11,484,610	1,038,500	2,576,735
North	14,744,087	9,453,980	390,000	2,275,000
South	24,139,671	20,009,591	1,330,080	2,800,000
Total	125,487,683	88,029,079	3,669,580	11,448,261

Many funds had been added by various agencies such as the Office of Provincial Social Development and Welfare and the Office of Small and Medium Enterprise Promotion, or by the community itself with projects jointly funded by the government such as the credit for accommodation development, the assistance to the underprivileged and SML project.

DIAGRAM 3: Source of funds in Village Welfare Funds



Remarks: Among 191 funds, only 181 of which can be specified the type of welfare.

The community welfare funds in 191 sub-districts were classified according to the sources into 5 categories. 48 % or 87 groups were the one-baht savings. 29% or 52 groups were the committed savings. 13 % or 23 groups were an integrated funding. 6% or 11 groups were business community/community enterprise/occupation group. 4% or 8 groups were the one-baht mixed with savings/integrated funding.

The community welfare funds which had been added by CODI in 191 sub-districts in 2005 had led to the extending area in 2006, creating the funds without additional budget as explicitly recorded in the south and Bangkok Metropolitan as follows:

- **The South region** had 123 funds with 48,760 members and the amount of 21,282,596 baht. The total numbers of the welfare funds in the south, including the ones which had been added in budget, were in 167 sub-districts with 97,595 members at the amount of 45,422,186 baht.
- **The Bangkok Metropolitan Region** had 52 funds in 235 communities with 15,363 members and the amount of 18,137,261 baht fund. Most areas had joined the secure house program and community plan. 57 of 267 communities in 5 zones of Bangkok Metropolitan had the fund volume with an additional budget from CODI at 19,157,600 baht and having 16,977 members.
- **The Upper Central region** had 40 welfare funds without the additional budget, 15 of which had the explicit records of 5,087 members and the fund volume at 1,563,026 baht.

There were 395 funds with 89,216 members and the amount of 99,170,382 baht without the additional budget from CODI. Included with 191 funds with additional budget from the CODI, there were a total of 586 funds with 222,316 members and the volume of 214,658,065 baht. The community welfare groups set the goal to extend the program to 900 sub-districts in 2007.

Results and the development of community welfare funds in each region:

1. The South region

44 funds with additional budget had grown in numbers of members at 2.5 times from 13,882 at the beginning to 48,835 at present and the volume of the fund had increased 7.9 times from 2,709,000 baht since establishing to 24,139,671 baht at the moment. (Exclude the Klong Pia group that has increased the fund 5.3 times from an accumulated to 17,139,671) 82.23 % of these funds or about

20,009,591 baht were from the savings of the members and the revenue of the group. 5.5 % or about 1,330,080 baht were from the additional budget by the Tambon (Sub-district) Administration Organization- TAO and the Provincial Administration Organization- PAO. 11.5 % or about 2,800,000 baht were from the additional budget by the CODI.

Fund Sources: 22 groups or half of them got the sources from the committed one-baht a day savings. 9 groups utilized the interests of the welfare operating. 3 groups survived from the community enterprise. 3 groups could make from the elderly program. 2 groups existed by leader welfare. 4 groups seek the sources from the new birth, dead ceremony, fishery and religion respectively.

Type and Amount of Welfare: 162,750 baht was for 25 cases of new baby or in average of 628 baht per case. 367,381 baht was for 267 cases of education (1,375 baht per case). 1,615,162 baht was for 3,032 cases of hospitalized/OPD (352 baht per case). 52,243 baht was for 106 cases of the underprivileged (492 baht per case). 225,959 baht was for 566 cases of elderly (87 baht per case). 1,645,640 baht was for 293 dead cases (5,616 baht per case). Moreover, there was the welfare management for public affairs loan in the community, religion teaching, red cross fund, loan for dead ceremony, dead covering sheet (Muslim), assisting the victims from disaster, and welfare for workers.

Community welfare development in the South region was based on the income from the operated savings group and loan management. Its continuous growth could be seen as Klong Pia sub-district which partly arranged the welfare from the integration of the funds in the community. There was also a sample of the result from the sustainable elderly welfare management at Krabi province to purchase palm farm, at Satun province to buy rubber farm, and at Narathivat province to invest in dormitory building. The new development in this 2 years was the concept of decreasing an expenditure and the committed one baht savings by the master pranee Yodkaew foundation which rapidly expanded as in Songkla province that extend to 90 sub-districts with 64,000 members and 20 million baht fund and this was supported very well by the PAO, the governor including the learning process arranging to develop the financial institution by Walailak University in association with the Thailand Research Fund. This expanded from Songkla to Nakhonrachasima province and linked with the village fund network in Surathani and Phnagnga.

As per the support from the local administration, the development of the community welfare in two provinces of the south, Songkla and Phangnga provinces that the PAO had assisted which the plan to add the budget to every sub-disdripts within the TAO. For example, in Thakham sub-district of Hadyai district that the TAO played the important role on this matter, including the support as the pilot project, by the health insurance fund which organized by the Office of National Health Insurance. Many TAOs still need the additional budget especially in the three provinces of the south which mostly operated by their own.

In addition, there were 44 community welfare funds that received the additional budget by CODI. Another 123 fund, were yet to receive the additional budget, established with 48,760 members and 21,282,596 baht of fund. There are more 100 funds to come in 2007.

2. The North region

There were 38 funds with the members at the beginning of 16,962 but 0.3 times reaching to 22,613 at present, having the fund at the beginning at 7,528,824 baht and was increased to 14,744,087 baht. This fund had been divided into savings of members and interests at 9,453,980 baht or 78 % of all. It was supported by the TAO at 390,000 baht or 3.22 % and be added by CODI at 18.77 % or 2,275,000 baht.

Fund Sources: More than half was from the committed one baht savings of 25 groups which created from the concept of "One baht a day for welfare" at Lampang province even this community had already have its fundamental funding group. Some had continued their own committed one baht savings from the beginning.

There were 3 groups of one baht savings which mixed the old and the new funds. There were 8 groups of integrated funds as one baht savings + savings group profit + profit of village fund + profit of occupation group + donation/additional budget + donation/merit ceremony. At present, many areas

have the plan to integrate the fund in their sub-districts which on the process of making a clarification and understanding especially village fund and occupation group.

Moreover, there were still funds that hold on the one-source savings basis such as community welfare fund at Niong Bua sub-district of Nan province which based on 10 baht savings per day. Another was the community welfare fund of rice mill at Nernpor district in Phijit province where the members got the welfare from the business community partnership and extend the welfare to another group in the community.

Types of welfare allocated to member in community: Each group has 4 - 9 features of welfare which most of them, at the early stage, were welfare for new baby or birth giving + welfares for ill, death, workers. The new added welfares were education scholarship, poor people and the underprivileged. Whereas, pension for elderly had stated in the fund rules, but never allocated since the specified age was from 60 or 70. Yet, some funds had already allocated small numbers of cases of welfare such as Maeslong Nok subdistrict of Chiangrai province, and at Maena sub-district of Chingmai province. (credit union savings). The amount of the allocated money was similar from one area to the other. 500 bath per case of new baby and birth giving. 100 baht per night but not more than 5 – 20 nights per case of hospitalized. In case of OPD patient, some pay at 30 baht per diseases but not more than 6 times a year. As for accident be allocated 500 – 1000 baht per case but each fund could impose the difference of ceiling and not more than 50,000 baht within 10 years.

Community welfare development in the North region: Most were based on existing fundamental as savings group, occupation group and have allocated the welfare from the profit to members. Many communities had linked to the group of poor people and the underprivileged. Most funds have not much savings such as the committed savings which was about 10 – 30 baht a month. Even it changed to the community welfare fund in the form of the committed of one baht savings, it was no change to alter the old system it proceeded. The welfare management once focused for the dead ceremony considered as to help when people die but after considering the concept of the community welfare fund, there was more focusing on the assist when people still alive from the birth to death of time of all generations

The concept of “One Baht a Day for Community Welfare” of Lampang province was disseminated among communities in the north and created the integration of the community welfare funds.

Many communities had integrated by mixed the savings with the one baht committed savings but some had begun with only one baht savings and later pursued the integration. The form of Lampang province had the system of administration linking between sub-district and provincial levels. It was similar to the system in Songtham and Nakhonchoomchon sub-districts in Kamphangphet province instead with the system linking the sub-district and the village and divided the fund for the village at 235 baht and for the sub-district at 130 baht in order to arrange the welfare of dead ceremony. At Maena sub-district in Chiangmai also tried to operate this form in the village.

Besides, there was an arrangement of welfare fund without the additional budget from CODI within the new area such as community welfare fund at Maeslong Nok sub-district in Chiangrai and expanded to the nearby areas like Maeslongnai, North Chanyua, South Chanyua sub-districts of MaeChan district. These 4 areas had been operated the fund for one year. Also at Viangthangkham of Maesai district, Pasak of Chiangsean district and Pongnoi of Doilaung district have been in the process of learning or as the community welfare fund in Lomrad of Lampang province had expanded the operation to Phrabathwangtuang sub-district with 95,576 baht and to MaeWa sub-district of Thern district at 20,660 baht.

The pilot area of the community welfare had developed their funds such as the fund of Namkian sub-district and Hugmeungnan of Nan province were from the credit project which supported by the CODI, and the center of village bank in Nonglom and Kheuviang sub-districts of Dokkhamtai sub-district in Phayao province. Such areas in these two provinces had developed into the pilot zones to manage the health insurance fund which supported by local administration in associated with the National Health Security Office.

In 2007, the process of the community welfare fund in the north will expand to 101 sub-districts of 15 provinces, as from the areas which had been operated to the areas nearby and upgrade from the sub-

district to the provincial linkage. There was the implementation at the provincial level in Lampang province and at the district level in Srinakhon district of Sukhothai province.

3. The Upper Central region

There were 17 funds that were supported by the additional budget and its members increased from 6,797 at the beginning to 13,092 at present. The volume of the fund was 9.3 times increased from 1,106,877 to 11,385,278 baht. 59.86% was from the savings and interests of 1,741,580 baht, while 8.32 % or about 242,000 was from the TAO additional budget and 31.82% was added by CODI at 925,905 baht.

Fund Sources: 17 groups survived by the committed one baht savings since the upper central has a fundamental of the process in arranging welfare for elderly and the community leader before developing into the community welfare fund for everyone.

Types of Welfare: There were welfares for birth, illness, death, elderly, education scholarship, and helping the underprivileged as well as for the public affairs as the same as other funds in the other regions. The Upper central also had the revolving funds for job development.

Community Welfare Fund Development in the Upper Central region: Most of them had developed from the welfare fund for elderly in the province basis or the elderly club. There were 10 sub-districts in Singburi province that were supported by the CODI such Wihankhao, Huapa, Maidat, Phoprajak, Bangkrabue, Bangrachan, Thonsmor, Phikulthong, Nongkrathum and Thong-end. The management system was to save 365 baht per day, 62 baht for the provincial level and 303 baht for the link with sub-district. It was similar to the early stage of the management of the welfare fund of the leader of the community organizations even the most of the leaders who ran the process were elderly but the members gathered by all generations. It expanded the fund by the method of "friend helped friend" since there were 67 elderly clubs diversified in every sub-district in Singburi province compared with Angthong province, at which only 6 elderly clubs had been operated. Besides the cooperation with the TAO, Singburi province also proposed to be in the PAO, municipality, and social and welfare plans. Because the Office of Provincial Social Development and Welfare had the budget to support group of community organizations which registered with the office.

Moreover, they had developed from the agricultural and resources savings group such as the welfare fund of Khaochongun sub-district in Maewong district of Nakhonsawan. The welfare fund of Pradoo sub-district, Lansak district of Uthaitani was also developed from community enterprise basis. The community village welfare fair was organized gathered by the communities that operated the welfares from all regions.

In 2007, the community welfare fund process in the upper central had the plan to extend to another 100 sub-districts as divided in each province as 16 sub-districts in Suphanburi, 10 sub-districts in Chainat, 8 in Nakhonsawan, 12 in Lobburi, 11 in Singburi, 6 in Saraburi, 14 in Ayuthaya and 13 in Uthaitani. In addition, at the end of 2006 many provinces had faced the flood and many agencies were involved to help and it was the urgent plan of the Ministry of Social Development and Human Security. These areas were in the process of local rehabilitation which supported by CODI with the welfare plan.

4. The Northeast region

There were 41 funds which was supported by the additional budget and its members increased from 16,182 at the beginning to 24,572 at present. The volume of the fund was 5.1 times increased from 4,384,978 to 26,695,865 baht. 76.06% was from the savings and interests of 11,484,610 baht, while 6.88 % or about 1,038,500 baht was from the TAO additional budget and 17.06% was added by CODI at 2,576,735 baht.

Fund Sources: Among 41 groups, 16 groups got the source from savings/committed savings. 16 groups (including agricultural and village funds) 6 groups hold on business community/community enterprise/occupation group. 5 groups survived by one baht a day savings. 2 groups existed by mixing one bath a day/savings/integrated and 1 group was being by integrated fund.

Community Welfare Fund Development in the Northeast region: The fund had been developed from the existing fundamental such as savings, agriculture, resources, occupation, community enterprise and elderly groups. The fund was raised by one baht a day savings, integrated savings which focusing towards an understanding among local administrations and the Office of Provincial Social Development and Welfare to jointly add the budget to the community welfare fund which created the TAO network and help to intensify the concept of the fund to many sub-districts. The process of making an understanding must be pursued continuously to make members to understand on the fund that help people from birth to death, covering everyone in the community and to help each other not as welfare in the form of insurance which only focusing on the benefits.

The northeast had occasionally organized the forum to exchange and the field study in the region as in the beginning of 2005, there was the field trips to Puey sub-district, Lueamnat district in Amnatcharoen, and to Bankham sub-district, Jaturat district in Chaiyaphoom. Both trips was joined by Wangsaeng sub-district, Kaedam district in Mahasarakham. After the trip they had started to operated in their own areas and Wangsaeng sub- district, then, became the sample for the others in the region because a good cooperation by the TAO.

Moreover, the northeast had pushed forward to develop in the provincial level as in Roied province where 4 pilot groups of community welfare (supported by CODI) have intensified the concept by the assist from the Office of Provincial Social Development and Welfare in associated with local administrations. There was an extension from 17 to 21 sub-districts with the supported by this office at the amount of 60,500 baht for the pilot areas and at 30,000 baht for the extended areas. It realized the importance to support and extend to 23 and 20 sub-districts in 2007 and 2008 respectively. So, Roied province would cover the community welfare funds in 192 sub-districts.

5. The East region

There were 29 funds which were supported by the additional budget and its members increased from 7,446 at the beginning to 12,838 at present. The volume of the fund was 24 times increased from 1,697,747 to 42,919,589 baht. 95.95% was from the savings and interests of 41,180,589 baht, while 0.56 % or about 239,000 baht was from the TAO additional budget and 3.50% was added by CODI at 1,500,000 baht.

Fund Sources: Among 29 groups, 24 groups got the source from savings/committed savings. 5 groups survived by one baht a day savings. There fundamental were from 20 sub-districts of committed savings, 3 sub-districts of savings, 2 sub-districts of religion, 1 sub-district of savings for production, 1 sub-district of village bank and 1 sub-district of elderly.

Community Welfare Fund Development in the East region: Most of the areas joined the outgrowth of community rehabilitation by the welfare process which was classified into 2 major lines. The committed savings line that hold on the temple or the areas of the group for an operation according to the local culture basis. The villagers in the same area even in different sub-districts or districts could join the committed savings line and participate the activities at the temple and link the network. In Chanthaburi province there were 121 temples as member and 20 of which attended the process which supported by the CODI. This was to intensify the concept and the format of the community welfare fund through the religion and committed savings means, to the other areas, based on the principal to arrange the welfare from the profit and to be able to take care of members and people in the community in sustainable way. The other line was the one baht per day savings which was generated from the concept of the process of arranging the welfare for the leader of the community organizations. Regarding to the cooperation with the local administration, there was a good understanding. The committed savings group had the budget supported by the TAO then they need help only in terms of materials, venue, or job activities not additional fund. The one baht per day savings fund had been supported by the TAO at 3 sub-districts.

6. The West region

There were 17 funds which were supported by the additional budget and its members increased from 5,309 at the beginning to 9,536 at present. The volume of the fund was 5.4 times increased from 718,852 to 4,582,854 baht. 69.06 % was from the savings and interests of 3,461,450 baht, while 8.58

% or about 430,000 baht was from the TAO additional budget and 22.36 % was added by CODI at 1,120,621 baht.

Fund Sources: Among 17 groups, 6 groups got the source from integrating funds. 5 groups survived by one baht a day savings. 3 groups existed by mixing one bath a day/savings/integrated. 2 groups got from savings. And 1 group got from community business and community enterprise.

Community Welfare Fund Development in the West region: Most of them had developed the fund from the previous financial fundamental and community welfare. The fund management so mostly based on the integration and added the new savings of one baht per day. Many communities operated on the old basis. The region had organized the forum to exchange in the area of Nongsarai, Khanchanaburi province as the pilot area in order to expand the community welfare fund. Many funds had been supported by the additional budget from the TAO and be able to coordinate with the local administrations. Meanwhile the TAO had also helped to intensify the concept. In the west region, there was an arrangement of presenting knowledge on welfare fund assisted by local education institutes.

7. The Bangkok Metropolitan Region

There were 5 funds which was supported by the additional budget and its members increased from 678 at the beginning to 1,614 at present. The volume of the fund was 2.5 times increased from 295,385 to 1,020,339 baht. 73.60 % was from the savings and interests of 697,279 baht, while 26.40 % was added by CODI at 250,000 baht.

Fund Sources: 5 groups survived by one baht a day savings, each fund had the fundamental of savings group. After joining the process of community welfare, the one baht a day savings fund, so, was organized.

Community Welfare Fund Development in the Bangkok Metropolitan Region: Besides 5 funds, there was a community welfare fund management in the process of the secure house by the savings for habitat development. Among 52 funds in 235 villages, there were 15,363 members with the volume of 158,137,261 baht. These funds, were operated without the support of CODI, and be seen as the extension in 2007 of the process in Bangkok with a link between the secure house and the fund.

TABLE 4: Community Welfare Funds in the Bangkok Region

Space of Community Welfare Fund	No. Of Sub-district/Zone	Village/Community	No. of Funds	Members	Fund Volume (Thai baht)
Bangkok	11	48	11	2,860	3,900,000
Nonthaburi	7	17	17	4,160	13,432,270
Samut Prakan	18	121	10	8,613	796,880
Prathum Thani	10	81	19	1,344	1,028,450
Total	46	267	57	16,977	19,157,600
<i>Remarks : The total number after minus 5 extension areas with additional budget</i>		235	52	15,363	18,137,261

An Extension of the Community Welfare Development Format: After the development of community welfare fund in the last two years, it was found that the format of the extension was different form one to the other area. There was a variety on this mater in terms of the increasing of members of one sub-district welfare fund and the extension to the other sub-districts.

1. Increasing membership in the sub-districts:

The sub-district welfare funds would be started in 1-2 villages or all villages but the numbers of member were small compared with the number of the population ratio and all families especially in the area of new fund with one baht savings a day. The numbers of the member affected the budget for welfare. The support by the local administration and the extension of the members to cover and

relevant with population ratio was important. The increasing of the members could be done in many ways as follows:

- The leader in developing the fund would create an understanding in the forum within village/sub-district or would organize the road show.
- The leader or persons who trusted by community, such as a district officer, the director of the TAO would confer the welfare at any dead ceremony as well as introduce the information of the fund.
- A setting of campaign goal or issuing the rules for every one in the family to be a member. For example, in the case of the committed one baht a day savings in Songkla which not only increased the members but decreased in expenditure for welfare became a family activity. There would be a savings among children, the diversification of the welfare fund among all generations and it could lower the risk of welfare allocating.
- There would be a big meeting gathered by the leaders of villagers, TAO and related agencies in the area. A presentation of various welfares to the members would be organized including to present the welfare to the people who not the member but in need such as in Bann Kham sub-district of Chaiyaphoom where there was a presentation of welfare coupons to the 2 of disabilities (the coupon could be redeemed for the welfare money), a pension for elderly and the welfare for public affairs were also given. This made the participants to realize the outcome of the funds and join the fund and the TAO would also recognized the need of the fund.
- The merging of the new sub-district community welfare fund with the savings group, the villages fund would create the understanding through the existing funds. It would also set the network and integration of the funds with the profit to arrange the welfare and to inspire the increasing members of community welfare fund at the sub-district level automatically.

2. Extension to the other sub-districts or cities

2.1 Extension through the pilot area. The areas that been developed the welfare for a quite period of time became a learning centers fund for the community and be observed by the related agencies and back to organize the welfare in their own areas. The foresaid 14 pilot areas had attributed to the learning process on community welfare in the new areas. (but no records had been made to show how it worked).

2.2 Extension by the leader of community who had an aspiration and intention to intensify the community welfare management by performing as the speaker to introduce the welfare in many forums both in the seminar of community network and of the related agencies. When the leaders who had direct experienced could create the better understanding, the implementation would be carried out by the community accordingly.

2.3 Extension via learning organization: A learning organization was a tool to exchanges on welfare management continuously. A good sample of one area was consecutively learned by the other and it was better than a study trip or than the leader alone to speak. In recent years, the learning organization agency on community financial organizations of Walailak University with supported by Thailand Research Fund had played a key role in promoting the learning organization on community welfare and attributing to the extension through the new areas. These implemented areas were, for example, in Songkla and Nakhonsrithammarat provinces.

2.4 Extension through the network/club of local administration: In the areas, an awareness among local administration, in supporting the community welfare fund including many community development activities, had created working network such as the TAO club in the northeast which exchanged how to support the community. These included the procedure of work and rules that can help the community in proper means. Also an expanding of missions to the community by working with the people. This could help the local administration to link to each other and promote the community welfare fund.

2.5 Extension through the Ministry of Social Development and Human Security: Some areas had been supported by the ??? such as in Roi-et province where the leader of the community could coordinate with the Office of Provincial Social Development and Welfare to make an understanding in each forum in order to seek a way to manage the fund or form the plan together especially in the

period of changes within government, when Mr. Paiboon Wathanasiritham, Minister of Social Development and Human Security had played the important role on the strategy of caring society, area based working, people participation. This made several areas to join and work with the government.

2.6 Extension through the clear-cut "roadmap" and to push forward together according to such goal such as at the committed of one baht savings network in Songkla, which set the goal to drive for the welfare within 2007 to cover all sub-districts with the 50% of participants in each sub-district. The campaign to urge the member of the family to join was also carried out. In Chanthaburi province, there was a goal to give a loan to the members at the second year after 20 areas of committed savings groups network were added the community welfare budget in the first year. The first group would pay back with the contribution to the network and this could promote and support 22 new groups in the second year and 24 groups in the third year. In Chaiyaphoom province, there were 4 sub-districts which received the additional budget and 5 sub-districts were not added. It set the goal to extend to 17 sub-districts more and cover all in 2009.

2.7 Extension through the elderly network: Many areas with experienced elderly network, such as the provincial elderly fund, had arranged welfare, which might be a specific one for dead ceremony purpose. The welfare had covered many generations in the areas. The members had publicized the concept on welfare within their own areas. For example at the upper central region in Singburi province where the extension had been done. The leader of the community also introduced the community welfare to the elderly in Bann Bang Kae nursing home. (joined by the Ministry of Social Development and Human Security). The elderly, then, could publicize the concept within their areas.

2.8 Extension through the Baan Mankong ("Secure Housing") Program: The project of secure housing must be based on savings and its own funding. The welfare had been done together with the project. The extension of the project had attributed to the extension of the welfare accordingly. The sample of implementation was in the municipality of Choempae that increase an awareness on welfare among community and also encourage the major of each municipality to support the welfare fund.

Encouraging support from the local administration: Since the process of community welfare and the CODI had joined to set the condition that the community welfare fund must be promoted by the local administration in order to build cooperation between the community and the local administration in arranging the welfare. But many areas had some problems since the local administration could not understand the benefit of welfare fund and hesitate to assist the budget. Some were reluctant because of the plan and the fiscal year budget. Some thought that the numbers of the fund were small. Some worried that the groups could become their competitive runners in local election. Some had the conflicts with the groups. Some claimed that there was lack of budget to support.

From those limitations, there was a way to urge the local administration to support as follows:

- 1. Building good understanding by inviting the TAO Director** to join in establishing the welfare fund at the beginning and the local administration would understand and support ways and means to boost the fund. These could be done by invite the TAO to join the seminar with the community both at the region and the national levels. Also the creation of the TAO network could help the best understanding.
- 2. Issuing the rules on community welfare which were welcomed by the local administration.** The arranging of the welfare could be legitimate. For example, the provision on community welfare under article 16 of the Act on Plan and Process of Decentralizing to the Local Administration B.E. 1999 (2542) in order to form the mandate of the local administration to systemize the public services, and improve the quality of lives of children, women, aging people, and the underprivileged. TAO that already issued the regulation were Sainawang in Karasin province, Bannphue and Nongwangsokpra in Khonkan province. Some areas had no provisions but put the project of community welfare into the TAO plan and fiscal year plan, so the community could run the fund.
- 3. Managing the process of approving the status of community organizations:** The common process in approving the status of community groups should be set by the community together with the local administration and the agencies concerned for the sake of fairness in supporting any sub-districts.

4. **Inviting the director of TAO to participate the assembly:** The member could invite the director of TAO to present the welfare and to join the meeting or seminar at the region level on community welfare. The participation in the study trip by the TAO could create a good understanding.
5. **Extending the community welfare fund to cover more than half of all families in the sub-district.** The local administrations were interested in the fund and supported the fund after they realized the benefit of the fund especially for the underprivileged and for non-membership people. The local administration also transferred the mission to the community to handle such as the pension for elderly which could be merged with the community welfare to make the utmost benefit.
6. **Presenting information on community welfare to the local administration** continuously, as well as jointly working with the administration to escalate the welfare fund.
7. **Arranging regional seminars with exhibitions of welfare activities,** and inviting local administration and the communities in areas where no welfare funds yet existed, to learn from the examples and bring about the good understanding and the supporting to the fund.
8. **Bringing welfare funds under the umbrella of the work of local administrations,** to merge the welfare fund to the project of the Baan Mankong housing and to make a good sample from this practice.
9. **Using community plans as tools:** There were a good support to the merging of the community plan, which was set by the community and the administration, with the welfare plan.

The Risks of Community Welfare Fund Development

Even there was a development in the community welfare fund in helping the people and created the good cooperation between the community and the local administration in the last two years but according to the record of development there were the following risks and issues:

1. **The problem of imitating the format but not the overall concept:** Any introduction of the welfare by the leader of the community had not been implemented completely since there were still misunderstanding of the concept of the welfare which would rather helping each other instead focusing on the benefits as the private insurance.
 - There was an ignorance of savings for every day concept and the not every member in the family were interested to join the fund.
 - The number of the member was decreased when there was less of additional budget.
2. **The problem of setting high welfare payouts for deaths:** When one imitated the other on the format of welfare but it was not work sometimes since the small number of the members and most of them were elderly and the welfares for the dead were not enough. Some resolved by making an agreement upon the meeting to reduce the amount of the money for this case and also to arrange for other kinds of welfare (Nongbua sub-district, Sukhothai province) or in the case of the area in Songkla and Lampang provinces, at which the experts from the public health foundation to study on insurance mathematics and anticipated that the budget won't be enough in the future because of the ratio of the elderly members was so high (Lampang) and the life expectancy of the people was high which caused the high welfare for the hospitalized, dead and pension. In Songkla, there was a set of rules stated that member should be all people in family to diversify all generations as the member.
3. **Linking welfare funds to existing community development funds:** The community welfare fund were developed from the fundamental savings but the one baht savings per day were not enough to cover all welfares with a less linkage to other fundamental financial funds which had already been generated the income in the community. The integration of various existing funds with the welfare fund will benefit the members entirely
4. **Support from the local administration:** It was a time consuming to make a good understanding among between the community and the local administration since the later did not joined or acknowledged the fund from the beginning. Some communities were criticized in terms of political favored by the administration. The local election so attributed to the support in each area. The area that the welfare management led by the local officer was progress. But sometimes it could be seen as dependant area.

Government Policy and the Roles of Concerned Agencies

After the seminar entitled “Community Welfare and the Sustainable Poverty Alleviation” in September 2004, there was an extension and deployment of the community welfare process. The government policy and agencies concerned had played the key roles in promoting the community welfare management.

1. The National Center of Fighting Poverty had supported the budget of welfare management in order to build a Social Safety Net to help the poor. It supported the budget in 2005 – 2006 to the CODI and to the people center of fighting poverty at the amount of 32.5 million baht and 75 million baht respectively. Moreover it had supported the learning organization project, in order to develop the community development organizations, by giving the budget for the Thailand Research Fund. Such project was operated by the institute of learning organization on community financial organization of the university within 5 areas.

2. The Fiscal Policy Office of the Ministry of Finance involved in two sections concerning the community welfare management:

- **A draft master plan of grassroots financial systems development** had been formulated by the agencies concerned in order to have the financial organizations to be a fundamental in manage the welfare for the community and to integrate various funds existing in the community by using the community welfare as the linkage. Though the plan was yet to implement but it draw the intention from many who involved in grass root financial organizations.
- **Savings for elderly:** The role of the FPO in developing of savings and pension fund as the social protection structure and guarantee to the old people. The community can effectively operate the savings for the elderly which separated from the community welfare system. There was a study in 14 areas and expanded the concept to 4 experimental zones in Bangkok and to 4 southern zones in Lampang.

3. The National Public Health Foundation: A public policy development plan for a better quality of life had supported the project of finance for social and health. The seminar among sectors concerning the community financial organizations and the community welfare was organized. There were 2 projects of research on community welfare in the civil welfare fund of Songkla and Lampang provinces

1) The guidelines on sharing of work between central government, local administration and the community by Dr.Worawet. The calculation of insurance, forecasting the direction of the community welfare fund, based on the one baht savings, for 9 features of welfare. To this, the structure of population was also considered. The finding was that in the next 15-20 years the one baht savings a day would not cover the welfare as planned especially for pension. The welfare for the dead ceremony would also be not enough since the number of elderly is high. If there is no increasing of members so the options are to increase savings much more than one baht, to separate the pension, to have the additional budget from the government and the local administration. 2) The welfare management to cover all generations by Prof. Direk Patsirawat and the result of the reseach would further expedite in terms of the policy.

4. The Ministry of Social Development and Human Security: After the seminar entitled “Community Welfare and the Sustainable Poverty Alleviation”, the ministry begun to pay attention in community welfare but suspend until the changes in government when Mr. Paiboon Wathanasiritham, Minister of Social Development and Human Security had played the important role on the strategy of caring society focusing on the people in the community and realized the community welfare as the basis of caring society. Besides members, the fund should care to the underprivileged in the community. There was a proposal to set the social welfare fund, utilizing the existing ministry budget at the early stage and there were pilot projects in 12 provinces, beginning with 4 provinces, namely Pathalung, Lampang, Khonkan, and Chanthaburi. There was a learning process at the beginning of the projects. It draw the attention from the agencies concerned. Many areas had the experiences in coordinating between the Office of Provincial Social Development and Welfare and the community welfare network and be able to extend the fund such as in Roied province. At present, many agencies, under the ministry, in the region have cooperated with the community.

5. The National Health Security Office: According to the National Health Security Act B.E. 2545 (2002), the committee on national health security was set, comprising of the representatives from the local administration to support and coordinate with the local authority in managing the local health security. It established the health security fund at the sub-district level, beginning with the experienced area that used to operate the health promotion. There were 800 pilot areas in 2006 across the country. Some areas had operated the existing community welfare fund with the health security such as at the village bank network in Dokkhamtai sub-district of Phayao province. Regarding to the additional budget from the Office of national Health Security, it had subsidized at 37 baht/person/year.

6. Department of Local Administration: According to the law the local administration had supported the community welfare fund by promoting any projects which already listed in the budget plan. Some had formulated their own regulation as mentioned. Department of Local Administration had suggested the local administrations to support the community welfare fund in proper means. Director-General of Department of Local Administration had the idea to intensify the result from Songkla province to the other areas and was during to circulate the local administrations on the guidelines to support the community.

7. The Community Organizations Development Institute (a Public Organization) had supported the community welfare fund from the variety of elderly welfare by one baht savings, the welfare fund for leaders in order to accommodate the workers in the process of community development, the welfare for habitat in line with secure house program, which promoted the central house for old people and the underprivileged in the community. The community had operated by their own until they were supported the budget at district level from the national center of fighting poverty with the condition of an additional from the local administration as well. CODI had focused on the network building among experienced community. It also supported the seminar, the fair of exhibition on welfare, participated by the local authority in order to formulate the provincial plan. It linked the welfare development plan with other plans of developing especially to improve the financial organizations together with the welfare management. It also issued documents, visual materials to disseminate the welfares in the community. It coordinated on policy to support the system of community welfare.

8. Sub-committee on Human Security: The committee on Youth, Women, Elderly, Disable and Human Security of the National Legislative Council, which chaired by Master Chob Yodkaew with Master Mukda Intasan as the secretary and 8 committees from the NLC and other agencies, had realized the importance of the community welfare. It set the strategy to support the fund considerably and also studied on legislative matters to foster the fund. It urged the government to play the role in linking and assisting the welfare fund. Besides the orientation of the welfare in the country, there was also the review of this matter in international level. Prof. Midley of University of California at Burkley had collected the welfare management in many countries and found that in the present situation, the trend of the welfare management which was supported by the government would be more difficult because of the budget and the politicians are not dare to increase the tax for welfare which continuously need the increasing of budget. It also causes the laziness of the people, depending only to the welfare from the state. While the extreme capitalism countries have processed the system of private sector insurance to allocate the welfare, to which the poor could not access. The incoming important system is the one that the local community has the opportunity to play the key role in organizing. It is the Micro Insurance system which harmonizing with the culture, economic, social and political manner of the country.