

CHAPTER 5

OVERVIEW OF JAPAN'S GGP IN CHIANG MAI

Japanese Ministry of foreign affairs has experienced to reform GGP in every year and expanded the number of target group and diversified target projects. For the last half of a decade since initiating GGP, GGP targeted new objects.¹ Following, recycle project was initiated, that supplied Japanese second hand vehicles and fire engine to Thailand. These trial projects were operated in Thailand before done in other country.² We can find Japan chooses Thailand for new projects. A Japanese officer is thinking as follows. Japan had no special reason to choose Thailand actively, but it may be why Thailand contains proper social condition and recipients to accept these supports. He doesn't concern that Thailand is applied as a trial country of Japan's ODA, but it is the fact that Japan can easily initiate new projects in Thailand and a serious problem may not be found. By initiating new projects in Thailand, Japan can avoid the projects failing and moreover can get good success, too.³ Thailand has proper condition to accept Japanese assistance. To invest recipient list in 1993, it shows seven countries are improper countries for GGP target because their economic levels are upper than the proper economic level for grand aid. Thailand is certainly the one of improper countries⁴ (Table4.2), but Japan favored to offer support to Thailand. To overview past Japanese attitude on ODA Japan had handled ODA with political purpose or other purpose for the times. This would expect that Japan encouraged to flow GGP to Thailand because it contents some merit for

¹ Seminar was out of target for GGP. GGP target outline defined that it support on service matter like staff's salary, after-service fee of machine, seminar charge and so on. A Japanese staff said the reason why they are not included in GGP support. To be shortly, it is because it is difficult to manage and divide actual payment for activity and other activity. Moreover, it is not visual thing. It can't show Japanese support to general people and won't exist for long time. On the reason to initiate seminar project, another Japanese staff thinks that to support thing like machine, building or visual one can bring merit for recipient because they can develop their activity by utilize thing they got but not enough. Development for both material and human are needed for continual development. GGP could support material in Thailand enough but must develop support on human resource, too. Japan started to concern on the matter and in Thailand we can seek this kind of request, not difficult.

² Imanishi p10 Plaza for International Cooperation, Vol.64 International cooperation promote association, Oct 1999. Thailand got this new project because there was suitable recipient to get it for timely.

³ Interview with Mr.shiraishi

⁴ Malaysia, Micronesia, Costa Rica, Paraguay, Tonga and Fiji. While there are also 34 countries that GGP was not implemented as tough they are accepted to do because of insufficient operation system of government establish abroad. ODA situation and theme; Grant aid and Technical assistance, Gyousei kanri kenkyuu senta-, Soumouchou gyousei kansatu kyoku 1994 p. 65

domestic or international affairs and economic or political purpose. The Ministry of Foreign Affairs noted recipient condition in instruction as follows. To select recipient, following all points are taken into consideration. 1. National income level (basically countries qualified for general grant aid). 2. Property of the Japanese government establishes abroad condition in recipient countries. 3. Estimation to get favorable sound on assistant effect.⁵ To refer these categories, Thailand should meet on the second and third article, but it doesn't apply full condition, but Japan is favored to increase GGP to Thailand as years. For second feature, past aid performance showed Thailand was the country in which Japan easily initiated trial and new project as noted above. On this matter Japanese consulate official and a concerned official talked as follows. They said that in Thailand we could operate projects certainly and safety and could find out a lot of recipient, so these conditions might attract Japanese concerned staff in Japan. They can avoid a risk of projects to fail. Regarding third one, many kind of publishes evaluated GGP for good performance compared with performance of Japan's ODA in the past. Most of them are written in Japanese and English by Japanese. Evaluation by international organization or specialist of international team are not appeared. As I searched, there is no evaluation in Thai or by Thai people.⁶ If these evaluations have reliability on, Thailand has the best condition to operate GGP for Japan, but as Japanese official's opinion, regarding condition of the Japanese government establish abroad is not enough to operate GGP. They have enough staff to care GGP throughout all GGP procedure, since the first stage to seek recipient to do post-estimation. So, some management of each procedure hadn't been done well. Actually they report post evaluation of GGP by picking up some project and these are published, but to another project, they didn't invest how recipient utilize their materials they got as purpose in application. So, they actively support in giving materials but didn't bring any reform of GGP by regretting projects they had done. It is susceptible whether Thailand has good condition to accept new project and can bring satisfactory results. Anyway, regarding GGP, Japanese officials hadn't been intervened at any stage of project's procedure by Thai government, so it was sure that this was comfortable condition for them.

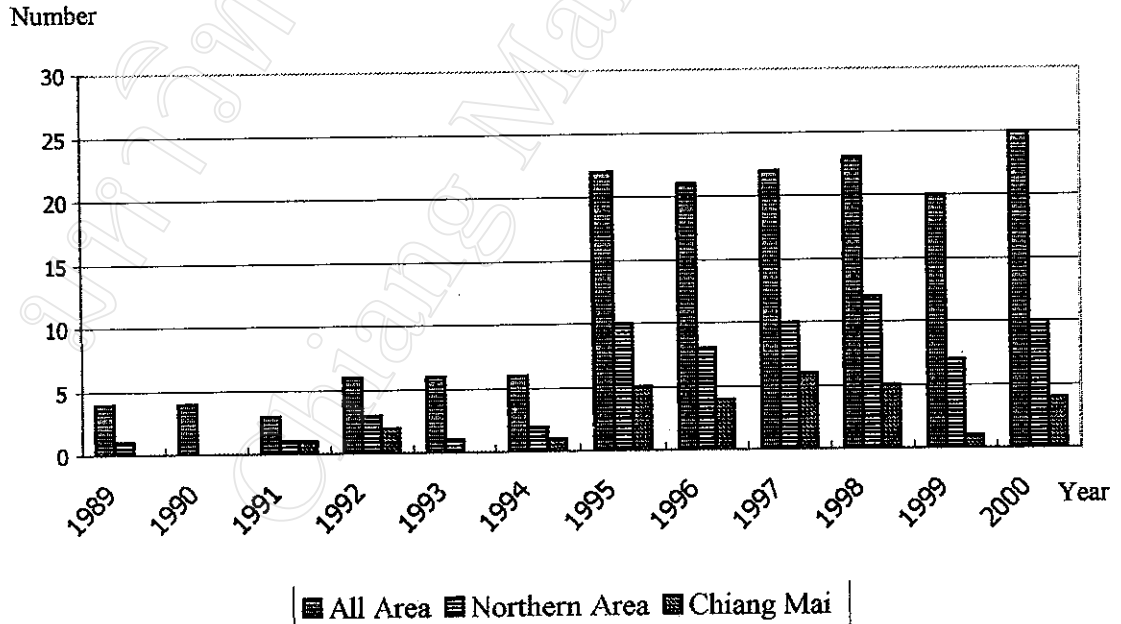
To see GGP performance since 1994 after cutting off grand aid project for Thailand, it recorded rapid expanding of it compared with whole GGP performance.(Figure4.10) It is hard to overview whole GGP performance by sector or the kinds of activity as Japanese official annual publish categorize, because recipients' activities are verified and complicated. So, here it dares not to be done and not analyze what sector in Thailand got GGP. It shows obvious feature of GGP to Thailand by the amount of budget and the number of project.

⁵ ODA's situation and theme ; Grant aid and Technical assistance, gyousei kanri kenkyuu senta-, soumuchou gyousei kansatu kyoku 1994 p. 65

⁶ Some report in chapter 4 and in other publishes (researcher, writer,)also put GGP into good project but some of them estimate from the point of that it is participation of civil.

GGP was enlarged in the amount of project and budget in a short time. It is not influenced by any political incidence and favorable economy in Thailand, but economic depression encouraged GGP performance since 1997. Japan favored to operate grant aid to Thailand that Japan could do after cutting out the general grand aid. What Japan put priority on Thailand is not special feature in recent years, but it has been appeared since Japan initiated ODA to Thailand. To simply concerning, regarding GGP is one of the grand aid projects of Ministry of Foreign Affairs, it can say that Japan seeks good relation with Thailand by flewing GGP into Thailand for much amount after another grant aid cut out. In official annual publishes, since then GGP and JICA project began to be focused in it each year, that appels they made favorite fruite for Thailand and Japan needs to tie good relation with Thailand. Regarding Japan expanded budget and project on GGP to Thailand in short time, another reasons are also supposed. Japanese local office improved GGP operating ssystem and could do efficient work. GGP in Thailand could get better management system of network to help GGP operation in BBK and Chiang Mai. (figure 5.1)

Figure 5.1 Trend of the Volume of Project by Area



Between BKK and Chiang Mai, they became cooperation well. Japanese officials in Chiang Mai could utilize NGO local network that Japanese development activists work or Japanese club in Chiang Mai well. To employ new Japanese staff in BKK could smoothly carry out GGP operation, who was familiar with social and economy condition in Thailand. After she was a staff of GGP section in BKK, lots of projects were appeared and carried out. She utilizes her network to search recipients and projects. As network in operating process of GGP, information source are required as follows. One is the relation between recipient and Japanese local officers. The other is network between Japanese local officers and local development activists or local specialists including Japanese development activist who lives in local for long time. They will support GGP in the stage to seek recipient and project. They act as an information source to Japanese officers, and can advise for them. Before she works in local office, no professional staff was in Japanese embassy. GGP section staff is not familiar with local affairs even Thai staff, especially on activity for development. A Japanese staff told that general Japanese manager of GGP had stayed in Thailand in only three years. Mostly they come back Japan before they knew well about development activities in Thailand and an environment and potential demands of development activists and recipients. They are not specialists on development in Thailand because they are just one of the members of Japanese combination of companies that must dispatch a staff by three years in turn such as the combinations of towel companies, apparel companies, shipping companies and so on. Old manager was from the combination of shipping companies and present one was from combination of steel industry companies. To speak the truth, they have not been interested in GGP when they were in Japan and they didn't know the condition on development and society in Thailand. Their way of thinking is businesslike and they intend to make themselves to be more famous more than effect for development. Actually, they have opportunity to learn it by participating seminar with other country's GGP staff. They are, however, not interested in and not participate it.⁷ So, they need some helpers for them to operate GGP in Thailand. This condition changed since Japanese embassy recruited a Japanese specialist for GGP section from 1997 to 2001. She was very familiar with condition on development and recipient in Thailand. She has much working experience at NGO in Thailand for ten years and had network to get information on NGO that is one of GGP targets. Recipients that she had worked at and concerned organization appeared in the recipient list to get GGP a lot since she started to work for GGP. These groups could repeatedly get GGP in BKK. In Chiang Mai, however, her influence is small because she had never worked at

⁷ Japanese staff in Chiang Mai said that we donor countries allocate share of support in Thailand for each other so as to not support same thing. Japan supports hard sector of materials because other countries support soft sector of management and human resource. But from interview with another staff, who participated in seminar is Japanese local specialist and the other side, GGP manager tend to get information from Japanese network.

Chiang Mai. She knew some groups in Chiang Mai because they are branch offices or a member of network in BKK but she isn't familiar with other groups well. So, in Chiang Mai, these kinds of groups got aid repeatedly but not many and variety kind of groups got aid.

GGP can help to construct network in ODA. A consulate staff told that we could say that we utilize new network to survey, collect information on recipient's activity and condition and estimate project effect. It is a network that we didn't have before initiating GGP because some activists wouldn't contact consulate and this network is not only in Thailand but also in Japan and the other countries. These networks cover internationally and we can contact with these people. A development activist in Chiang Mai told that consulate official contacted him often because they wanted to know recipient's condition in details but they have no way to know. On local environment around applicants and real action of their project are Japanese official are hard to know but Japanese local activists can do, because they can ask concerned people and third people to applicant by constantly contact with many activists. Japanese officials don't know recipient's detail though they search it by interview with people who live near recipient's office or concerned people by themselves, but it is not enough. They utilize Japanese local activist for development as an information source. In Thailand, there are many Japanese activists for development. They help to offer information that they search by their local and international network of a kind of their development action or connection of nationality to be Japanese. Japanese government connected with recipient directly. Thai government doesn't touch what Japan support for. Japan and Thai government have meeting of agreement on GGP once a year, but Thai government don't instruct and request on Japan's policy and action, Japanese official said. It is sure that in this decade many Japanese volunteers came to work in Thailand so Japanese officials can utilize their network because they generally contact by each other. In Thailand, there are many groups, NGO, study institutes that Japanese participate and they established their networks, but not official. Of course, Japanese and Thai people participate in them, so large network are expanded. A Thai development activist said that we constantly have chance to exchange our opinion to each other between groups that act on similar purpose and project, but not between other kind of action group. Basically it can say that GGP utilize network of Japanese, so groups can get GGP.⁸ GGP supports assistance to various kinds of action groups, but it doesn't bring to establish new action or network. A Thai development activist said that we had a chance to participate in GGP party offered by Japanese consultant for a time and knew lots of recipients that they have not seen before. But after that we didn't contact with each other and met at that party any more. It can say that any network is not brought

⁸ He acts on HIV network in Chiang Mai for ten years. He got know Japanese officials in a meeting and got GGP by her recommendation.

through GGP. Japanese officials said that we had new network in local here, but not sure Japan will utilize these network for something, not GGP in the future or not.

A Japanese official told that Japan consolation in Thailand may act for advertisement to present Japanese aid performance because Japanese ODA tends to be criticized that it can't show donor's existence who is donor of support for recipient as thought Japan used large amount of money. To question how they advertise it, however, he can't give clear answer. They are making some pamphlets and posters but they distributed at a few limited places. A Thai development activist for vocational project for local women in Lamphun province said that we didn't know GGP so I hadn't ever offer proposal but if I know it before. I had submitted proposal for my project because we had been in trouble of office, transportation, facility by lack of budget. I have heard a time acquaintance of my friend got assistance from Japanese government, who had Japanese volunteers. I have heard that she introduced that assistance for him. I seems that our group are not connected with other development groups and also no any Japanese volunteers at all, so don't have way to get it. (Table 5.1)

Table 5.1 Compare of Recipients' conditions

Group	A	B	C
Activity	Network and caring for HIV Children	Hospice for HIV Patients (Mostly Adult)	Dormitory for HIV Children
Place	A.Saraphee	A.Maehia	A.Hangdon
Number of service user	12 peoples	10 peoples	23 peoples
Activity Term	11years	5years	5years
Director(Dean)	Thai : a clergyman	Thai : a monk	Japanese : a designer
Main source of Budget	General Donation	CSC (Thai ministry)	Private Enterprise
Sub source of Budget	General Donation and HIV projects of Australia (1993-7)	General Donation and HIV projects of Australia (1993-7)	General donation of Japanese NGOs and Private enterprise
Participated network	Network on HIV in Thailand	Network on HIV in Thailand (Not so connected)	Japanese NGO in Japan and Thailand
Budget/Year for activity		50 million baht	3 hundred million baht
Motivation to apply GGP	Need car to take patients to places, make pamphlet and data management	Need to take patient to hospital, motorbike was very old. Meeting room was very small	Need to sterilize Towel and others of Patients to keep sanitary condition
Supported Materials	A box car, Computer, Fax, House for care	A pick up car, Fax, Slide, Building for Library and meeting	Sterilizer Machine
Amount	2,680,606 yen in 1997	8,582,366 yen in 1996	
Used Time to receive GGP	6-12months	6-12monthe	6 months
Present Condition	Good condition as requested	Good condition as requested	Good condition as requested

Group	A	B	C
Process to receive support	<p>STEP1 A Japanese official recommends GGP to the recipient</p> <p>↓</p> <p>STEP2 Meeting with staff before applying GGP</p> <p>↓</p> <p>STEP3 Japanese officials helped how to make proposal</p>	<p>STEP1 A friend recommend GGP to a monk</p> <p>↓</p> <p>STEP2 Meeting with staff before applying GGP</p> <p>↓</p> <p>STEP3 Submit a proposal in English no reply</p> <p>↓</p> <p>STEP4 A Thai woman helps to make proposal in Japanese</p> <p>↓</p> <p>STEP5 A Japanese officials requests a applicant to request materials for the more</p> <p>↓</p> <p>STEP6 A applicant makes proposal again in order to request more materials</p>	<p>STEP1 A Japanese official recommend o the recipient</p> <p>↓</p> <p>STEP2 Meeting with staff before applying GGP</p> <p>↓</p> <p>STEP3 Japanese officials helped how to make proposal</p>
A key person to help in the process of application	Japanese consulate staff : Aids network observer	Thai woman :Her husband is a Japanese	Japanese staff of NGO in BKK
Advanced Research by a Consolation staff	Staff in Chiang Mai and BKK came to see the activity and environment	Staff in Chiang Mai and BKK came to see the activity and environment	Staff in Chiang Mai and BKK came to see the activity and environment
Tied condition	-Nothing -Three supplier's quotation on materials	-Nothing -Three supplier's quotation on materials	-Nothing -Three supplier's quotation on materials
Condition between a recipient and Japanese government	Many study tour came to see the activity after receiving support.	Any special change was not found.	A Japanese staff came to interview and Japanese study sourest came to see.

	A	B	C
Remark 1	Privately use the supported materials	Some materials broken but they could use as requested. Staffs concerned they did wrong request because they couldn't keep good condition in their hard work.	Specialist to utilize the material
Remark 2	GGP for the recipient is wrote in Japanese official publishes.	Special changes were not found after receiving GGP.	GGP for the recipient is wrote in Japanese official publishes.

A development activist for HIV infected children project in Sankampaen district said that we got GGP because a Japanese women from Japanese consulate in BBK introduced him GGP and she helped how to write application in order pass the screen. She translated my application to Japanese, too. He knew her at seminar that my Canadian friend introduced him when he acts for project to construct Thai-Australia AIDs network. A Japanese development activist for dormitory project for HIV infected children in Hangdon district said that she'd knew GGP from her friend in BKK, who worked for the slums in BKK. She introduced GGP project to me that Japanese may get easily because they can submit proposal in Japanese.⁹ Actually GGP doesn't specify to offer application in Japanese. It designated to write in Thai and English, but Japanese officials gave a hint that Japanese application can pass examination easily because we would know applicants have Japanese to help them, that can help us to operate GGP when some trouble would be happened. It could operate GGP smoothly.¹⁰ A Japanese development activist for dormitory for hill tribe girl didn't know GGP before a Japanese development activist to manage NGO network in northern Thailand told him GGP. He didn't connect with Japanese so much before. Actually a Japanese official in Chiang Mai said that we didn't have action for advertising much, so only concerned people can get it and know GGP and he hopes to advertise through network of recipient by themselves. He added to say that actually GGP are not hoped let to know to a large number of people, now, because if Japanese officials got proposal from many applicants, their condition of small number of officials wouldn't afford to look through too much of proposals. This action has very small effect to present Japan's GGP to Thai people now, but we have support materials to recipient with logo sticker shows Japanese assistance. GGP

⁹ This point may be key point to screen project in official side. Proposal in Japanese would show there are Japanese participated in the project. This is interesting Japanese officials for project's credit. Her action group or related groups in BKK got GGP several times. Since Japanese officials, her groups are in high credit to them.

¹⁰ Japanese officials showed their concerns whether there are some local Japanese to help project when they faced some problems.

requires recipients to put sticker on materials and Japanese official hopes it has visual effect.

Regarding post evaluation, we can see favorite describe in Japanese official publishes and other general publishes and hard to see fails or problematic description. Mostly, GGP expected good result just because it is a small project and target local people and NGO and is evaluated favorite effect on recipient that utilized materials and facilities for their project. It is expected to promote authoritarian decentralism through GGP operation, too. To select project and times it depend on Japanese local official's concern. He got some ideas from Japanese officials in Japan what projects might be selected and reported for post evaluation, but it is basically just an idea, not direction. Generally they make post evaluation after three years when project had finished. They select some projects at random. Mostly they select proper project that can easily go to see, when they need to invest new applicant's project submitted. They check past project's effect at the same time to correct data on new project, because most of recipients lives in remote area that is hard to reach and consume lots of time as though lack of local officials in Japanese consulate. When they invest how recipient utilize materials from GGP, generally concerned officials don't inform their visit to recipient before their arrive. As though published post evaluation noted favorable effect on recipient's project, actually un-favorite cases are seen. A project to construct dormitory for hill tribes in school is one of un-favorite GGP project. It consumed much of time after proposal passed because it met a trouble with construct agency and make their plan smaller at first. When he went to look it, it was not used for hill tribe girls. It was left to be a store. It was not the purpose noted in proposal submitted to Japanese consulate. So, he asked why it was not used as first purpose, but after that he didn't search it how recipient improve it, because there is no way to continually invest how they utilize their dormitory or materials they got. A development activist in Chiang Mai told that it is truth that some recipients utilize materials they got as for private. As un-favorite case, recipient of project for hill tribe dormitory construction received budget from Japanese consulate but dormitory was not constructed. There is a NGO for HIV in Chiang Mai that an official continually should check how recipient use their materials they got. A leader of group got new computer from GGP but he exchanged his own old one in his home with it in order to use it in his home, and he rejects HIV infected patient to take on a car from GGP. When Japanese officials went to see for post-evaluation, he set computer form GGP at group's office again because they let him know their visiting with Japanese observer from Japan. Some problems, however, has be an appeared and now some of members are apart from this group and made new group. One of group staff that didn't leave from group told that she could use copy machine and computer in office and a car, so it helps group work well. It is better than they have nothing to use. It is hard to make clear what is private use and use for group. Japanese officials made report to present

good effect of GGP and invited general observers from Japan show how GGP made good fruit to local people. On the matter, general observers are hard to know if recipient told their action frequently. General observers came back to Japan and made report, too. They noted they were pleased to have chance to see work of NGO and GGP can be great help for them. It can say that Japanese officials can handle post-evaluation to bring favorable result on projects by picking up projects that will bring good effect from GGP work. General observer also may be involved into to support GGP with their good impression on it. Japanese officials said that we could give assistant as much as they can do, but unexpected problem may be happened with recipient's condition. Frankly speaking, we don't operate post-evaluation enough. This is regrettable matter of our work. To select recipient for general observer's trip, we select recipient that can easily show development work to general people and attract them. A Japanese development activist to manage dormitory for HIV infected children in Chiang Mai said that we received medical care kit to kill bacteria of towel or medical tools. These are very expensive so I want to say thank you. This development group was established by private agency of apparel maker's fund for social development. Most facilities and land was brought from its fund. This private agency has helped for four years and supports three million baht each year. It includes budget for staff's salary and dormitory management, which GGP doesn't support. She said that we cost for facility management and staff's salary as much because we need staff to take care HIV infected children every day and night. About eighty percent of budget is for that. Constant support is able to make stability management and work here. She moderately said that material support is important but a constant support in another way can help our work for long term. Since they are supported by big sponsor and lots of people, GGP support seems to make hazy impression.¹¹ Japanese specialist of GGP in BKK looks back upon her understand on GGP before she began to work at GGP section. She know GGP somehow that is an assistance just to give materials and not so impressive support.¹²

Though GGP is expected to bring good effect and it achieved a purpose for recipient's development at some levels but it is not satisfactory yet and needs to develop more. Japanese civil action for development has been appeared at the time to support the Indochina refugees but really Japanese interest on third country's development had suddenly rose since the last 1980s in Japan and began to work in Thailand. GGP was started since 1989 before officials began to operate support on civil level projects and local small projects and lack of enough experience

¹¹ A private textile company in France has been a largest sponsor since the starting of these activities.

¹² She retired from her job about two years ago. She told about GGP by comparing with another supports from various organizations and groups from the view of a recipient when she had worked at NGO,

and concept. A Japanese official pointed out some Japan's GGP in Chiang Mai for first period that is not satisfied GGP effect and it left us a suspect on suitability to select appropriate recipients. Some recipients were private organization that sought interest.¹³ That is why GGP was started without enough time to treat proper operating system and information resource before initiating. Another Japanese official said western countries operate project similar to Japan's GGP but their project for are very effective and they have enough experience because civil action had learned and developed it in a long time.¹⁴ Concerned officials, however, were trying to improve and develop GGP in order to really utilize it for recipient's development more. So, they think highly of Japanese officials' tackle on GGP that they turned their policy to diversified target and start new GGP projects including seminar and donate second hand fire engine as one of GGP in Thailand though in Chiang Mai, these projects are not carried out yet. In Chiang Mai these new projects are not operated yet, because there is not applicant to offer this kind of assistance. It seems that Japanese officials is not actively promote them because there are not enough staff to operate it.

On administrative distribution, Japanese government noted that they encourage GGP because GGP operation can develop favorite administration system to distribute authority. It has been the point that should be improved in ODA implementation. Through all GGP operating process, from the first stage: find projects, to the last stage: post evaluation of project, local Japanese officials are in response for all process. They can design all of them as their concern. No one direct local officials' operation. It is specific character of GGP, can't be seen at another project of ODA With concerning local affaires, Japanese local officials are in charge to select recipient. They are conscious to choose proper recipients correspond with Japanese priority issues on GGP policy that Japanese Ministry of foreign affairs set in Japan. Though local official holds all process and take responsibility, there is, however, exceptional case that limit local officer's authority. The projects consume large amount of budget must require approve of Ministry of Foreign Affairs in Tokyo. It is out of local official's authority. In the case of GGP in Thailand, these large-scale projects are increasing since 1993. This year is that Thailand became the target country that donor should be prevented to carry out grant aid. Japan put Thailand as the significant country that Japan hopes to fasten relations with good image. Grant aid had ever worked as tool for making favorite image, but since 1993, it became hard to continue. Then it can be seen that GGP took place of Grant aid whereas it was small scale. It can be carried out to the country at meddle economic level. As though most of them are small scale, totally Japan expanded its amount in number and budget. At

¹³ Some cases are seen, for example Payap University got GGP for LL laboratory.

¹⁴ He took part in the annual meeting for several times and knew as above. Their supports are systematic and they set up the especial section for that support with a specialist charged in that for a long period.

facing economic depression in 1997, Japan increased large amount budget projects by central authority in Japan and made approve to these project more and more. These large projects would be reflected central authority's policy. A Japanese local staff said that Ministry of Foreign Affairs in Tokyo screen proposal of large projects before we can operate it though officials in Tokyo are not familiar with local condition. These are some NGO that a Japanese politician supported and pushed the application ahead to pass screen. As you see, projects that Japanese politician helped to approve was mostly project for large amount of budget.¹⁵

Local staff have no authority to operate large projects by themselves, but the other matters, they don't have restrict from Japanese government. Ministry of Foreign Affairs set policy in Japan what sector and project should be taken priority in GGP. Local officials are conscious with it but they are easy to control it. They can focus on a purpose of recipient projects and categorize it in their report for Ministry of Foreign Affairs. As noted already, it is difficult to categorize recipient's activity what they are for, because their motivation and action contends various aims. For example, an action for hill tribe women's vocational training in NGO to support HIV means to tackle women self-help, hill tribe's life, poverty in local area, and children's education, that can help HIV infected children, too. So, Japanese official can pick up and stress one of these means so as to correspond with Japan's GGP policy. Then they report what project and recipients are supported. They can handle how they focus recipient's activity and categorize by their favor with easy. We can find a case that GGP had ever supported LL center for a private university in Chiang Mai that is for upper middle class. In Japanese official's report, this support is to develop tourism industry so that can help poverty, too.¹⁶ It is possible to strain whatever meaning to purpose.

On other matter, Prasert pointed out as follows. Japan's GGP trend showed that they favored the specific recipients and didn't favor the groups tackling on political issues. It tends to select groups act on general socio-economic development. In the list of recipient, for example, we do not find recipients' projects for democracy and human rights in the political sense. In list of GGP receivers, however, there was no labor unions, agriculture federation, nor civic groups actively campaigning for democracy and human rights. In order to contribute on democratic development and human rights through ODA action, It is not that no any groups act on political issues in Thailand, but actually Thailand has acting groups to tackle on political issues, thus it might require more courage and commitment from Japanese

¹⁵ Japanese officer in Chiang Mai's observation on GGP

¹⁶ It was operated in 1991. This recipient is the first and only recipient to be applied for GGP in the Northern area.

aid policymakers.¹⁷ It may be that Japan would pay attention of government support not to disturb NGO's independent. As a reason that government agency don't support civil group, some discussion are under going that civil groups may begin to lose their identities since they are under the patronage and bureaucratic supervision from the state organizations. Japanese official's opinion, however, is that they avoid that kind of group but it is not because they are concerned on government's effect on civil group's identity. That Japan's GGP didn't choose recipient above because Japan would not like to get involved in domestic political matters, Japanese officials said. He picked up a volunteer group to tackle with dam and irrigation issue in Eastern area and to tackle immigrant and displaced person from Myanmar as groups that they don't favor to have relation with. Third, most of past GGP recipient is the group that somehow has relation with Japanese development group or activist for development. Many recipients are found are from the parent organization, but acts by different name so recorded as an entirely different group. GGP flowed to specific development groups for many times and groups that share main body managed by one person. Basically Thailand doesn't indicate and request on Japan's GGP action. Japan can make action easy and Thai government doesn't screen strictly, but it may not be that Thailand accepts all of Japan's action freely. As noted above, Japanese local officials pay attention to avoid problem with Thai government since they supported action group on political issues in advance. So no case has been seen that Thai government intervene into GGP yet.¹⁸ Japanese officials carry out self-imposed control in order to avoid their risk to be claimed GGP from Thai government. It can say that they are confirmed their independence in GGP operation but self-imposed control that they carry out their action.

Regarding budget, Japanese administrators in Japan have authority to make decision for drew-up budget for each region in world, and then Japanese local officials in each country need to absorb distributed budget. Local officials concern to make full use of it so as to keep budget as much as previous year or get more one for next year. In recipient country, local officials can conduct GGP performance in decision to project acceptance, object selecting, regional distribution, and so on. Conduct from central administrate office in Tokyo is limited compared with other aid project. As Potter noted, Japanese ODA contains typical mechanism that bureaucratic pressures reinforce foreign policy considerations in the provision of larger annual aid packages,¹⁹ but GGP is small program to do it. So, we can see this type of pressure is small. Japan's ODA works under mechanism of anticipatory bargaining and accommodation occurs in an environment of institutional weakness.

¹⁷ Prasert .Ibid. 1995 p36

¹⁸ In Brasil's case, Brazil government manages and controls all projects of GGP. Regarding some project lack clearness on NGO action, so government claimed Japanese government and reject to receive all GGP.

¹⁹ Potter p430

We, however, found that typical mechanism of Japan's ODA is not observed in GGP program. Regarding there are so many applicants in ChiangMai that are hard to look over all application, all distributed budget is used as enough. As they get proposal more and more, they got budget for them. No any stress is not seen to consume budget. No private intermediate agency and persons who seeks their profit are not appeared.

To encourage authority-decentralization is one of new trial policy in Japanese ODA that is hoped to better the problem on centralized ODA operating system and utilize local network. Actually GGP utilized local network, but it was not brought from the aim of authority-decentralization. Management problem being lack of enough staff required local network support to carry out GGP. Actually only two Japanese staffs in Thailand manage GGP with Thai staffs. They live in Bangkok. An assistant staff was set in Chiang Mai province, which also hold another post. Two staffs are in charge for three area's projects; Central, Northeast and South areas and the other is in charge in Northern area. Then, they were indispensable to utilize local network because they were hard to treat much of projects by themselves. They utilize Japanese development activist in North area. They mainly rely on these activists' knowledge and network in this area and look for appropriate projects. A Japanese staff told that they rely on Japanese activist and their participating project because these credit are very high and almost of all they don't find any unjust on Japanese activist's work, so actively Japanese officers utilize Japanese network.²⁰ On their operation, they had never got direction from Japanese government and Thai government, and then they did by their policy with Japanese government basic policy. A Japanese officer said it could say that we are charged most of operation without no instruction from Japanese government, because on local delicate matter, Japanese basic policy didn't not detail so we are accepted freedom in decision on their action. If we have some problematic action to Japanese and Thai government, they would instruct local officer's action but no case had ever seen before. On Japan's ODA, we found consultant private agency had some authority in project development that they have power to submit their proposal and they handle their merit in it and abuse their merits between Japanese government and Thai recipient as intermediate agency as noted chapter three. On GGP in Chiang Mai, this kind of power was not seen. A Japanese officer said that they had got no proposal for development from specific company. Actually, GGP support materials but Japanese officials have no direction what company should be use in constructing building, purchasing materials like computer, fax and so on. GGP is very small assistant to interest Japanese or Thai

²⁰ At each stage of project procedure, the official asked the development activist to help to offer information on applicants. He has built Japanese network to exchange development activists' opinion and information between NGOs in Thailand and Japan for more than ten years. He played an important key person of information source for the officials of GGP.

private agency. They only accept recipients' demand. Any intermediate agency is not also appeared. A Thai development activist said they offer Japanese computer, fax and car because it wouldn't broke easily and could repair around his active area. He didn't think he should offer Japanese material to pass his application. He had never heard that to offer Japanese material could make proposal pass examination easy, too. A Japanese official said that he didn't concern this matter.²¹

There is no agency to offer proper project in order to get their profit form GGP, but we can find applicant that Japanese staff are working take priority at GGP application screening. Interest of Japanese manager attracted to select these recipients. He intends to become famous and selects applicants that Japan is concerned. It tends to fail as non-policy assistance. It is true that Japanese staff can help GGP operation when it met a trouble so Japanese officials favored these kind of applicants, but his interest strongly work on it. For GGP, it works on to make proposal and select recipient stronger than private consultant agency. In Chiang Mai, however, officials in Chiang Mai can carry out GGP procedure and can use their budget, so Japanese GGP manager's concerns are not appeared so much. So, officials can take priority on whether applicants could do their projects as their application or not.

²¹ It wasn't seen that GGP require applicants to request products made in Japan. GGP is not tied-condition. Some applicants concern that if they don't request Japanese products their proposal won't be passed. There are, however, not the cases that requesting goods became an obstacle at the stage of screening of a proposal.