The Role of Public Policy in Private Sector Development
National Institute of Development Administration (NIDA)
&
Leadership Academy for Development (LAD)

1-5 February 2016

Introduction

This four-and-a-half-day intensive program for a select group of mid- and high-level government officials and business leaders is designed to address how government can encourage and enable the private sector to play a larger, more constructive role as a force for economic growth and development. A driving principle of this LAD-NIDA program is that policy reform is not like engineering or other technical fields that have discrete skills and clear, optimal solutions. Instead, successful reformers must be politically aware and weigh a broad range of factors that influence policy outcomes. For example, they must have a solid grasp of country-specific economic, financial, political and cultural realities. Most importantly, they must have a sense of how to set priorities, sequence actions and build coalitions. This program is designed to provide participants with an analytical framework to build these leadership abilities and operate effectively under adverse conditions. Major themes are: 1) Industry promotion, 2) Investment promotion, 3) Public private partnerships in infrastructure, and 4) Access to finance.

This program is designed to reinforce and illustrate three critically important hypotheses about the role of public policy in private sector development:

1. Public policy matters! The performance of the private sector and its role as either a catalyst or an obstacle to economic growth is closely connected to how well or badly government policies are designed and implemented.

2. The public officials responsible for enhancing private sector participation must acquire a range of analytical skills to be effective. But policy reform is not like engineering or other technical fields where there is a clear optimal solution to a problem. Designing and implementing meaningful policy reform requires a broader, more interdisciplinary knowledge of economics, politics, local history and culture, combined with a sense of how to set priorities, sequence actions and build coalitions.

3. Successful policy outcomes that encourage and strengthen private sector participation are contingent upon the capacity of government officials and business leaders to understand and appreciate the interests, motivations and objectives of their counterparts.
Program Organizers

The program is offered as a result of a partnership between NIDA and LAD.

National Institute of Development Administration (NIDA).

NIDA, established in 1966, is a state-supported graduate institution with university status that offers exclusively graduate degree programs to support national development in Thailand. NIDA has been committed to strengthening the quality of public services in order to serve the dynamic needs of Thailand’s ever changing society in the context of globalization in order to bring about sustainable development. This objective has been expanded to encompass regional development in countries outside of Thailand, with the aim of producing advanced degree graduates who can serve in the public, business, and non-profit sectors.

Leadership Academy for Development (LAD).

LAD is an executive level training program offered by the Center for Democracy, Development and the Rule of Law, part of Stanford University’s Freeman Spogli Institute for International Studies, and supported by the Center for International Business and Public Policy at the School of Advanced International Studies, Johns Hopkins University. The LAD mission is to provide future leaders working in the public and private sectors in developing countries with relevant training about specific government policies designed to encourage the private sector to play a more productive role in economic growth and development.

The Case Method

The “case method” is a technique of teaching and learning through the analysis of actual events that have occurred, allowing participants to gain a realistic understanding of the roles, responsibilities and analytical skills required of decision makers, as well as the tensions that may arise between various stakeholders with different objectives. The cases in this course (drawn primarily from Asia) highlight both the political challenges and analytical tasks encountered by government officials in different countries who are responsible for formulating policies and programs designed to encourage a larger, more constructive private sector role in the local economy, such as improving consumer credit information in China, mitigating pervasive corruption in Indonesia by establishing an effective government commission, strengthening the governance and financial performance of the Government Pension Fund of Thailand or restructuring a public water and sewerage authority in India. Most cases are written from the point of view of a practitioner—usually a government official—who was responsible for initiating or reforming policies designed to encourage or strengthen the private sector’s role as a constructive force for economic growth and development. As the reader of the case, you are required to assume the role of the decision maker who must thoroughly analyze the problem, identify and assess alternative courses of action, and make a defensible decision on whether to proceed, and if so, how.
The case method differs from more traditional approaches to learning in which participants listen to lectures by professors (i.e. passive learning). In contrast, with the case method participants are expected to actively engage in a structured class discussion of the case that is led by the professor. It cannot be stressed too strongly, therefore, that success with the case method hinges on your willingness and ability to prepare meticulously in advance of each class, and then participate actively in the case discussion. Because this is a relatively realistic, “hands-on” method of learning, the case method is designed to help you develop the skills needed to analyze some of the complex issues you encounter in your work, and strengthen your ability to make difficult decisions and communicate effectively.

**Study Groups**

You will be assigned to a study group consisting of about five members on the first morning of the course. Time will be set aside during the course for groups to meet to discuss the case assignments after you have completed a careful reading of the case. These group sessions provide an opportunity to exchange views and discuss some issues likely to arise during class discussion. Reaching a group consensus is not the objective. Ultimately, the goal of this process is to challenge all participants to be more effective class participants, which heightens the quality of class discussion for everyone.

**Final Study Team Assignment**

Each study team will prepare a 15-minute presentation that will be given before the entire class on the final day of the course. The presentation will outline a specific policy challenge regarding an aspect of private sector development and recommend a new government initiative to address this challenge, drawing on lessons learned during the course. For example, the presentation might focus on a policy initiative designed to combat corruption that has adversely affected private sector performance, or a new program to facilitate SME access to affordable financing, or a regulatory change that would attract higher levels of infrastructure investment via public-private partnerships (PPPs).

This assignment is designed to encourage you and your study team colleagues to apply what you have learned during the course to a real world problem that is impacting private sector performance in your country. This assignment is a central component of the course. Study teams are expected to dedicate significant time during the week to this task, and produce a quality presentation that demonstrates original thinking. On the afternoon of the first day, instructors will assist each group to identify the policy challenge that they will address, and they will be available throughout the week to provide guidance on the presentations. One session at the end of each day is dedicated to working on the assignment.
Course Program

DAY 1: MONDAY 1 February

09:00-09:30  COURSE OVERVIEW: Roger Leeds (Main Lecture Room #4013, 4th Floor)

09:30-11:00  INTRODUCTORY LECTURE: “The State and Private Sector Development”—Mary Hilderbrand (Main Lecture Room #4013, 4th Floor)

The lecture focuses on (i) how to conceive the social institutions that support economic growth and development, and (ii) some of the key issues in providing a sufficiently nuanced understanding of the relationship between the state and markets.

11:00-11:15  BREAK

11:15-12:00  Study Team Prep for Case 1 (Study Team Meeting Rooms, 4th Floor)

12:00-13:00  LUNCH (Rajapruek Room, 2nd Floor)

13:00-14:30  CASE 1 DISCUSSION—Mary Hilderbrand (Main Lecture Room #4013, 4th Floor)

Case 1: The Hyderabad Metropolitan Water Supply and Sewerage Board (India):

This case discusses the efforts by the state of Andhra Pradesh and the Hyderabad Metropolitan Water Supply and Sewerage Board to provide water services to its poorest inhabitants. Andhra Pradesh must respond to the demands of politicians and private investors all while ensuring the provision of a public good. Undermining this challenge is the reality that Hyderabad is located in a comparatively dry region of India, and the Water Board is only able to provide water for an average of two hours per day. To attract investment, the government decides to privatize the Water Board, but the World Bank conditions its support for this privatization on Andhra Pradesh’s ability to develop a program that will provide water to the city’s slums.

Study Questions:

1. What are the goals of the HMWSSB? How should it prioritize among its various goals? (Which goals should it prioritize, and on what basis?)

2. To whom does Mr. Gopal answer? Whose interests does he have to be concerned with? Why? What resources does he have, and what constraints does he face, for managing this external environment?

3. What are the constraints on privatization facing the HMWSSB? How attractive would it be to international water companies?

** ** All workshop activities will be held at Navamintrathiraj Building
4. Note the gap between income and expenditure in Table 1, at the end of the case. What are the implications of these figures for the ability of the HMWSSB to finance service improvements?

5. What strategies should HMWSSB pursue to achieve its priority goals? The case identifies three options related to the question of privatization. But there may be other alternative or additional strategies or actions to take. (For example, you might consider increases in user charges, improving collection efforts, adjusting the labor force size, etc.) What are the advantages and disadvantages of each strategy? Make sure to consider constraints that may limit feasibility.


14:30-14:45 BREAK

14:45—16:15 LECTURE: “Economic Growth, Poverty Alleviation and Financial Sector Development” —Roger Leeds (Main Lecture Room #4013, 4th Floor)

This lecture will make the case that a critically important determinant of the pace of economic growth and poverty alleviation is the level of development of a country’s financial sector. Although foreign investment is important, most investment in developing countries comes from the efficient mobilization and allocation of domestic savings into productive investment through banks and other financial intermediaries. In many developing countries, however, large segments of the population do not participate in the formal financial sector because they lack confidence that their savings will be protected and used productively. This lecture will highlight a range of public policy challenges for governments seeking to encourage higher levels of participation in the financial sector, and how successful outcomes impact economic growth and reductions in poverty. Some of these challenges are technical, but many others are political, such as the government’s ability to mobilize public support for reforms that may be resisted by stakeholders with a vested interest in maintaining the status quo.

Reading:


16:15-16:30 BREAK
Case 2: Building Effective Financial Institutions: The Government Pension Fund of Thailand: Pensions are the single largest repository of savings in almost every country, and they serve as a major source of funds available for investment in domestic financial markets. Thus, pensions are not only critically important as a source of long-term savings for a country’s workforce, but also as a deep pool of financial resources that can be used as a catalyst for financial sector development.

In the aftermath of the devastating consequences of the 1997/98 Asia Financial Crisis, triggered by events that began in Thailand, the Thai government focused on reforming the rudimentary Government Pension Fund (GPF), the largest savings institution in the country. The review focused on alternative approaches to strengthening GPF investment policies, governance practices and other aspects of its operations. Ultimately, the government’s reform efforts were expected to expand participation in GPF and improve its financial performance by making major adjustments to GPF’s investment policies. This case focuses on the range of tasks undertaken by the reformers in the early 2000s, and the initial results of their efforts.

Study Questions:

1. Why do countries consider pension funds a critically important catalyst for financial sector development?

2. Who are the key stakeholders in Thailand that will be affected by proposed changes to the pension system, and why is each likely to oppose or support the reforms?

3. From a governance point of view, what are the pros and cons of the GPF Board of Directors structure post-2001? Would you recommend specific governance reforms?

4. Why, according to the case (pp. 13/14), was a weak domestic financial sector a key cause of the 1997/98 Thai financial crisis? What measures did the government take post-crisis to strengthen the financial sector?
5. Do you agree/disagree with the GPF policies regarding what type of securities are acceptable/unacceptable investments (see p.11)?

6. In August 2001 the new Secretary General identified three specific objectives he believed would strengthen GPF performance. Do you agree/disagree with his agenda? Are there other reforms you would recommend?


11:15-11:30 BREAK

11:30-12:00 Study Team Prep for Case 3 (Study Team Meeting Rooms, 4th Floor)

12:00-13:00 LUNCH (Rajapruek Room, 2nd Floor)

13:00—14:30 CASE 3 DISCUSSION—Roger Leeds (Main Lecture Room #4013, 4th Floor)

Case 3: Creating a Consumer Credit Information System (China): This case examines (i) why governments must serve as the catalyst to ensure the creation of a credit information system (CIS) that is designed to encourage banks and other domestic financial institutions to increase their lending to local consumers; (ii) alternative strategies/models for implementing a new CIS that have been used by different countries; and (iii) the complex issues encountered by the government officials who are responsible for assessing the strengths and weaknesses of the alternative approaches to creating a new CIS. The case describes the critical role of officials in the central bank of China’s (PBOC) who were in charge of designing the country’s CIS, and their interactions with technical advisors from the International Finance Corporation (World Bank affiliate) who were recommending a CIS model that differed from what the Central Bank believed was appropriate for conditions in China.

Study Questions:

1. What is the main explanation for why fewer than 25% of households in many developing countries deposit their savings in a bank?

2. What specific reasons explain why banks and other financial institutions resist lending to consumers and SMEs in many developing countries?

3. How does a well-functioning credit registry system (CRS) mitigate risks and strengthen incentives for banks to increase lending to ordinary citizens and SMEs? (For background please read Chapters 1 & 2 of IFC’s “Credit Bureau Knowledge Guide” in the reading packet.)
4. As the case explains, China had no previous experience with a CRS and had to create a system from scratch. What are the similarities and differences between China’s experience creating a CRS and circumstances in your country?

5. Did Mr. Dai and his Chinese colleagues encounter specific political and policy challenges that are similar to what your country would likely experience in creating a CRS? For example, are the stakeholders who have a vested interest in the final CRS structure similar?

6. Why did the International Finance Corporation (IFC) advocate a private rather than a public model for the Chinese CRS, and why did Mr. Dai decide not to take the IFC advice? Based on your perception of the realities in your country, which model would be most appropriate, and why?

7. If you were responsible for the design and implementation of a CRS in your country, would you recommend the approach taken by Mr. Dai and put the Central Bank in charge? Is there another institution in your country better suited for this responsibility?

8. What are the broader lessons learned from China’s experience creating a CRS that are relevant to your country today?

**Reading:**

14:30-14:45 BREAK

**14:45-16:15 LECTURE:** “Promoting Behavior Change Among Businesses and Individuals”—Mary Hilderbrand (Main Lecture Room #4013, 4th Floor)
This lecture focuses on implementing public policies that are intended to enhance private sector activity and economic development. These efforts often require getting individuals and businesses to change their behavior, a challenge for government policy makers that is often overlooked or underestimated.

16:15-16:30 BREAK

**16:30-18:00 STUDY TEAM MEETING** (Study Team Meeting Rooms, 4th Floor)
DAY 3: WEDNESDAY 3 February

09:00-9:15 Plenary—Framing the day (Main Lecture Room #4013, 4th Floor)

9:15-10:15 Study Team Prep for Cases 4 and 5 (Study Team Meeting Rooms, 4th Floor)

10:15-10:30 BREAK

10:30—12:00 CASE 4 DISCUSSION—Mary Hilderbrand (Main Lecture Room #4013, 4th Floor)

Case 4: Diminishing the Size of the Informal Sector in Medellin (Colombia): The new mayor of Medellin, Sergio Fajardo, arrived to office in 2004 pledging to remake the social contract between society and the state. He campaigned to introduce innovative social programs designed to lessen the high levels of poverty and violence in the city. But the mayor needed money to finance these programs. The Minister of Planning, Federico Restrepo Posada, was charged with engaging the private sector, increasing tax revenue and promoting job creation. To do this, Restrepo needed to address the high levels of informal economic activity hindering economic dynamism and depressing the tax base. The state could not provide the necessary services because it did not collect enough taxes, but businesses refused to pay taxes because they did not believe the state capable of delivering the services that they required. The case looks at how Restrepo addressed this dilemma.

Study Questions:

1. From the perspective of a person starting or operating a business, list the benefits and costs associated with operating in an informal context and in a formal context.

2. What are the causes of having a large informal economy? What are the consequences (positive and negative) for a country or a city of having a large informal economy?

3. Why does Restrepo want to decrease informality in Medellin?

4. What are the major challenges in getting Medellin businesses to formalize? How does Restrepo go about thinking about this problem?

5. What constraints does Restrepo face in reducing the informal sector? What tools does he have at his disposal?

6. What are his options? Identify the advantages and disadvantages of each option.

Case 5: Samut Prakarn Wastewater Management Project (Thailand): The Klong Daan wastewater treatment project was constructed in Samut Prakarn with financial support from the ADB and the Government of Thailand. Samut Prakarn is a highly industrialized province with serious water pollution problems. When the original construction plan for the facility was changed to the new location at Klong Daan, some 60,000 local residents were sufficiently alarmed about the risks to their health and livelihoods to protest against the project. Nonetheless, the government and the project contractor pushed the plant and wastewater collection system through to completion. After years of futile resistance from the affected communities, some community members became convinced that the plant’s siting was motivated more by desires to enrich a handful of powerful politicians than by any proper assessment taking into account the public interest. Moreover, the ADB failed to consider corruption issues during the project and appraisal stages in violation of the ADB’s anti-corruption policy.

Study Questions:

1. Was the Samut Prakarn wastewater management project well formulated?

2. If you were part of the Thai cabinet, what decision would you make regarding a merger of the two plants and a change of location as proposed by the contractor?

3. What were the major factors leading local residents to oppose the project?

4. What are the lessons learned from this project for each of the following stakeholder groups?
   i. The government
   ii. The government agencies
   iii. The contractor
   iv. An international donor organization, and
   v. People who are directly impacted by the project.

**Case 6: Yogyakarta Bus Terminal**: In 2009 the Mayor of Yogyakarta, an Indonesian city of 400,000 inhabitants, was confronted with the possible failure of his first effort to attract a private company to finance and operate a municipal infrastructure project: the Yogyakarta Bus Terminal. The firm selected to build and operate the bus terminal five years earlier, was now contesting the original contract, claiming that the government had failed to comply with the terms and conditions of the concession agreement. As a result of this claim, the private firm was taking legal action to nullify the deal and receive reimbursement for its investment. The Mayor was struggling to determine the reasons why this high profile project had gone wrong, and what his government should do now.

**Study Questions:**

1. What are the pros and cons for governments to do public-private partnerships rather than assume all the responsibility to build, operate and own (BOT) infrastructure projects, such as the Yogyakarta Bus Terminal?

2. Were the four criteria used to award the bus terminal concession sufficient? Would you have advised the Mayor to make revisions to the selection criteria?

3. What factors contributed to the “outstanding success” of the bus terminal during the first two years of operation?

4. What were the problems that led PTPK to announce its intention to withdraw from the bus terminal concession? Could the Mayor have taken steps to mitigate some of the problems that emerged before PTPK announced its intentions?

5. What options does the government have to resolve the dispute with PTPK?

6. What would you advise the Mayor to do?

NIDA-LAD: February 2016

**DAY 4: THURSDAY 4 February**

<table>
<thead>
<tr>
<th>Time</th>
<th>Event Description</th>
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<tbody>
<tr>
<td>09:00-9:15</td>
<td><strong>Plenary—Framing the day</strong> (Main Lecture Room #4013, 4th Floor)</td>
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<tr>
<td>9:15-10:15</td>
<td><strong>GROUP PHOTO</strong> (In front of Siam Boromrajakumari Building)</td>
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<tr>
<td>10:15-10:30</td>
<td><strong>BREAK</strong></td>
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<tr>
<td>10:30-12:00</td>
<td><strong>SPECIAL GUEST LECTURE: ASEAN and Private Sector Development</strong>—Dr. Surin Pitsuwan, Former Secretary-General of ASEAN (Lecture Room #3001, 3rd Floor)</td>
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<td>12:00-13:00</td>
<td><strong>LUNCH</strong> (Rajapruek Room, 2nd Floor)</td>
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<tr>
<td>13:00-14:30</td>
<td><strong>CASE 7 DISCUSSION</strong>—Mary Hilderbrand (Main Lecture Room #4013, 4th Floor)</td>
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**Case 7: Listening to the Public: A Citizen Scorecard in the Philippines:** In 2007 the Philippine Congress passed the Anti-Red Tape Act in an effort to improve the delivery of public services and reduce opportunities for corruption among government employees. Three years later, in 2010, the Civil Service Commission began to conduct annual social audits to assess public satisfaction with frontline government services and the degree to which government workers were adhering to the provisions of the 2007 Act. The survey results revealed that, despite some modest progress, changing the behavior of both civil servants and the public was proving to be more difficult than anticipated. Now the government was reassessing what needs to be done to make the original Act more effective and instill greater public confidence in government effectiveness.

**Study Questions:**

1. What steps were taken to ensure that the citizen scorecard was effective? How well did they work?
2. What were the limitations of the Anti-Red Tape Act (ARTA) and the citizen scorecard? Are these a result of how they were designed and implemented?
3. What would you advise the Civil Service Commission to do to make it more effective going forward?
4. After reading about the experience in the Philippines, do you think that the citizen scorecard is a valuable tool for improving agency performance? For reducing corruption? How would you need to adapt the approach to fit your own setting?
5. Are there other ways to get citizens involved that would strengthen demand for improved government performance? That would hold agencies and public officials accountable?
6. The reading mentions “trust” as being especially important? What is trust and why is it important? Do you agree that it is important?


14:30-14:45 BREAK

14:45—16:15 CASE DISCUSSION—Roger Leeds (Main Lecture Room #4013, 4th Floor)

Case 8: Indonesia’s Corruption Eradication Commission: The prevalence of widespread corruption in Indonesia has, among other consequences, distorted markets, increased business uncertainty, and undermined the development of a dynamic and efficient private sector. Believing that serious anti-corruption reform was an imperative in order to unleash Indonesia’s significant economic potential and strengthen private sector capacity, in 2003 the government created the Indonesian Corruption Eradication Commission (KPK). Despite high public expectations, many were skeptical that the government was sincere about cracking down on corruption and would provide the KPK with the political support necessary to be successful. In July 2004 the KPK commissioners faced the first major challenges to its credibility: bringing the powerful and well-connected governor of Aceh to justice for corruption.

Study Questions:

1. What is the nature of corruption in Indonesia? Who is involved? Why have previous anti-corruption Initiatives failed?

2. Do you expect the KPK to be successful where other anti-corruption initiatives in Indonesia and elsewhere have failed? If so, why? If not, why not?

3. What are the pros and cons of ordering Megawati to suspend Puteh?

Reading:
1. Michael Goldfien, “Indonesia’s Corruption Eradication Commission,” Leadership Academy for Development Case Study

16:15—16:30 BREAK

16:30—18:00 STUDY TEAMS AND REHEARSAL FOR FINAL PRESENTATIONS (Study Team Meeting Rooms, 4th Floor)
DAY 5: FRIDAY 5 February

09:00—12:30  FINAL PRESENTATIONS AND BRIEF WRAP-UP
PRESENTATION OF DIPLOMAS
(Main Lecture Room #4013, 4th Floor)

12:30—13:30  LUNCH (Rajapruek Room, 2nd Floor)
Workshop Location

All workshop activities will be held in Navamindaradhiraj Building

Workshop Coordinators

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4th Floor Navamindradhiraj Building
Map and Directions

National Institute of Development Administration

National Institute of Development Administration
118 Moo 3, Seri Thai Road, Klongchan, Bangkapi, Bangkok 10240
Tel: 0-2727-3000

You can travel to NIDA conveniently by many routes as follows:

By Car

- Ramkhamhaeng Road: Coming from Lam salee Intersection head east and turn left at Ban Ma Junction onto Sriburapha Road, then turn left again at NIDA intersection onto Seri Thai Road. NIDA will be on your left hand side.
- Ladprao Road: Head straight through Bangkapi Market, then Seri Thai Road. You will see NIDA on your right hand side. Continue straight through NIDA intersection and make a U-turn.
- Ramindra Road: Turn right onto Nawamin Road, then turn left onto Sriburapha Road. At NIDA Intersection turn right. You will find the NIDA campus on your left hand side.
NIDA Campus Map and Facilities

1. Bunchana Atthakor Building อาคารบุญชนะ อัตถากร
   - Bangkok Bank Ltd., NIDA Branch (Lobby Floor)
   - SE-ED Book Store (Lobby Floor)
   - Main Library (2nd to 4th Floor)
2. Recreation Building อาคารนันทนาการ
3. Malai Huvanan Building อาคารมาลัย หุวะนันทน์
   - Copy Center (Ground Floor)
   - Coffee Shop (Ground Floor)
4. Sports & Student Union Building อาคารกีฬาและสโมสรนักศึกษา
   - NIDA Medical Center (Ground Floor)
   - 7/11 Convenience Store (Ground Floor)
5. Siam Boromrajakumari Building อาคารสยามบรมราชกุมารี
   - Group Photo on Feb. 4 at 9:15 am (In Front of Building)
6. Parking Structure อาคารจอดรถ (อาคารนิด้าสัมพันธ์)
7. **Navamindaradhiraj Building** อาคารนวมินทราธิราช
   - ATM (Ground Floor)
   - NIDA Shop (Ground Floor)
   - Canteen, Coffee & Bakery Shops (2nd Floor)
   - PPPSD 2016 Workshop Location (4th Floor)
   - Graduate School of Public Administration (10th and 11th Floor)
   - ASEAN Library (21st Floor)

8. **Prince Naradhip Bongsprabandha Building** อาคารนราธิปทรงคิศโปรดิษฐ์

9. **H.M. the King’s 6th Cycle Birthday Anniversary Auditorium** หอประชุมเฉลิมพระเกียรติ 6 รอบ พระชนมพรรษา

10. **Building 6** อาคาร 6

11. **NIDA Centre for Integrated Tourism Management Studies (NITs)** ศูนย์ศึกษาการจัดการการท่องเที่ยวแบบบูรณาการ

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You will be provided with username and password to get internet access on campus (February 1, 2016)