Agenda 2.4 19 October 2018

### **Consumer Protection in Dental Services**

### 1. Definitions

Consumer protection in dental services means protecting consumers so that they will receive quality dental services that are of acceptable standards and safe, and have equal and fair access to dental services, including access to accurate and appropriate news and information on oral health.

**Having equal and fair access to dental services** means that people in the Universal Health Coverage Scheme, Social Security Scheme, and the Civil Servant Medical Scheme, as well as those who are not entitled to any welfare benefits, can have access to dental services of acceptable standards under the same fundamental dental benefit package.

**Illegal denture services** means denture services provided to the public by non-dental professionals without using accurate dental knowledge.

**Fashionable Orthodontics** means providing orthodontic devices to imitate orthodontic treatment by a service provider who is not a dental professional, including advertising or selling devices, equipment and materials to be hooked or attached to areas in the oral cavity or on a tooth, or any other similar act, for a cosmetic purpose, with no intention to achieve effective treatment results.

**Dental Laboratory** means a dental laboratory that manufactures dental devices for dentists.

### 2. Situation and problems

# 2.1 Current situation of dental service access

Thailand has successfully provided the Universal Health Coverage program for all Thais since 2001. This success was achieved through the public sector's three main schemes: the Universal Health Coverage scheme, the Civil Servant Health Benefit Scheme, and the Social Security Scheme, covering 99.15 % of the entire population (at 75.3, 7.5, and 16.4 percent respectively). All three schemes include dental services as part of the benefit package, thus according fundamental dental service benefits to Thai citizens. Nevertheless, the differences in payment mechanisms, benefit packages, and service usage requirements have impact on the motivation to provide services, resulting in service users in the three schemes receiving limited and unequal responses to their requirements for dental treatments.

According to findings from the Health and Welfare Survey conducted by the National Statistics Office in 2015, approximately 5.4 million Thais, or only 8.1 percent, received dental services during the 12 months prior to their interviews. When dental services were classified by the patients' welfare benefits, those using benefits under the Civil Servant Health Benefit Scheme received the most services, followed by insured persons in the Social Security Scheme and those under the Universal Health Coverage Scheme, at 13.1, 10.2, and 7.0 percent respectively. Approximately 60 percent of those having access to the services exercised their welfare rights. Apparently, Thai people's dental service access rate is very low (only 8.1 percent, when compared to the 31-71 percent access rate of people in OECD countries. Also, there is evident disparity in service accessibility among people in the three welfare schemes.

With regard to causes of people's inaccessibility to dental services, findings from the survey show that the main causes of their failure to get dental services they were entitled to, in all categories, were no time to get services, long lines and long waiting time, travel inconvenience, and unaffordable service costs. These findings are consistent with service usage data that over 40 percent of the people opted for services offered by private hospitals and were willing to pay their own dental bills. Such findings reflect the fact that current welfare benefits available mainly at public hospitals cannot respond to people's requirements, and also that because of limitations in some schemes, welfare benefits in such schemes do not cover people' needs to use the services.

The 20-year strategy of the Ministry of Public Health, aiming at revising the benefit packages to reduce the disparity among the three health insurance funds, indicate that the benefits with notable inequality are dental benefits. Although the three main health insurance schemes include essential dental benefits, in practice there is still disparity in terms of concept, system design, benefits, management, and mechanisms for paying the costs of the entitled services. The Civil Servant Medical Benefit Scheme provides the most benefits that cover fixed partial dentures, endodontics, and removable dentures without the minimum 5-year usage requirement for each disbursement, while the Universal Health Coverage Scheme and the Social Security Scheme require more than five years of usage for each time the denture service is used. The Universal Health Coverage Scheme and the Social Security Scheme provide similar fundamental dental benefits comprising tooth extraction, surgical extraction of impacted teeth, all kinds of fillings, scaling, removable partial dentures and acrylic full dentures. However, there is a ceiling of service costs each insured person is entitled to, i.e. at cost medical service fees not exceeding 900 Baht/treatment/year and the cost of a removable dentures not exceeding 1,500 Baht. The amount covers only one set of denture and in the case that two sets are required for upper and lower jaws, the insured person will have to absorb the extra amount. All in all, in practice dental benefits accorded to insured persons under the Social Security Scheme are the lowest. However there is one outstanding benefit not offered in the other two schemes. That is, only service users in this group can use services at private dental service establishments. The fact that private dental professionals cannot take part in providing services for users in the Universal Health Coverage Scheme and the Civil Servant Medical Benefit Scheme, which cover over 80 percent of the

- 1 population of Thailand, becomes the most important shortcoming despite the fact that private
- 2 dental professionals have higher capacity for service provision than the public sector.

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Table 1: Comparison of dental benefits under three main health security schemes of the public sector

Service Category	Universal Health Coverage	Social Security	Civil Servant Medical Benefits
Dental health checkup	V	V	V
Calculus removal	V	V	V
Tooth extraction	V	V	V
	V	V	V
Denture	Only plastic based dentures	Cost cap as determined by Social Security Office; one- time benefit within 5 years	Covering both fixed and removable dentures, with cost cap as determined by Comptroller General's Department
Endodontics	X	X	√
Preventive dentistry  (such as veneer treatment for teeth with small holes, fluoride treatment) (under all inclusive preventive benefits)	<b>√</b>		
Limitations in service usage	Service available as necessary from contracted service providers of NHSO (Nearly all are state-owned establishments)	<ul> <li>Services         available at both         public and         private         establishments,         but with cost cap</li> <li>900 Baht per         year for fillings,         extractions, and         calculus removal</li> <li>1,300 – 1,500         Baht for plastic         based removable         denture (one-         time benefit         within five         years)</li> <li>2,400 – 4,400         Baht for</li> </ul>	Services available only at public establishments

Service Category	Universal Health Coverage	Social Security	Civil Servant Medical Benefits
		removable full denture (one- time benefit within five years)	

# 2.2 Situation and problems of illegal denture services

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Findings from interviews with users of illegal denture services show that their main reason in using such services is that there is no gap between service providers and service users. Service users can bargain for prices and preferred denture designs in terms of size, configuration, and choices of hooks or attachments (which means that services are not based on accurate academic principles of dental practice). Most dentures are made within one visit. Moreover, in the case of home service, service users like the convenience of doing without travel expenses and travelling time. Shops providing illegal denture services are operated by Thais. Short training courses in providing illegal dentures services are offered, and the training fee including the cost of dental devices starts at Baht 20,000. After attending such courses, attendees can provide illegal denture services. In the case of home service, service providers tend to be foreigners who cannot speak Thai. They will contact brokers who will accompany them to housing estates and get clients for them. When competent officers are notified to make arrests, they tend to be able to get away. There have been reports on patients who wear illegal dentures and suffer from toothaches, gum abscesses, and food stuck and accumulated under the denture, causing foul odors and cannot be removed. A removable denture affixed to natural teeth can cause the teeth to become loose and fall out. The rubber base for suction of the upper denture continuously put pressure on the upper palate for a long period of time, causing bone melting and creating a hole into the sinuses. Wearing a denture with too short edges can result in lack of distributed force and too much pressure on the jaw bones, causing substantial melting of the bones and resulting in quick loosening of the denture. This makes it difficult for dental professionals to fix the problems when patients come for denture services, as a lot of bones have already melted. Another important consequence of wearing illegal dentures without proper fitting is that it tends to cause chronic inner cheek ulcers that can lead to oral cancer.

### 2.3 Situation and problems of fashionable orthodontics

Fashionable orthodontics has been a problem in Thailand since 2004. It started with 'beads stringing wires' bought by teenagers. The ends of the wire were inserted in space between canine and premolar teeth and folded towards the upper palate. From then on fashionable orthodontics has undergone development in terms of styles, techniques and materials, by means of copying orthodontic works of dental professionals. During 2005-2009, fashionable orthodontic trends were "retainer with attached brackets" or "fixed brackets" only on 6-8 front teeth. Fashionable orthodontic services were usually provided at shop houses, at temporary weekday/weekend markets, in department stores, or as extra service at beauty salons. It was not

until 2009 that Health Consumer Protection Program (HCCP), Chulalongkorn University, together with the Office of the Consumer Protection Board (OCPB), the Dental Council, the provincial Public Health Pharmacy Club, the Department of Local Administration, and Local Administration Organizations made collaborate efforts to implement a prevention program to educate students in schools and make arrests at shops providing illegal services. This program alleviated fashionable orthodontic problems during that period. Then came a new form of fashionable orthodontic trend in 2013. Various social media including Facebook and Instagram are used to advertise fashionable orthodontic products that can be used to open small shops or sold to individuals. The sellers claimed that they were dental laboratories, or that their materials and devices were of the same standard as those used at dental clinics. The products were further developed to become DIY products for home delivery. LINE was used for the payment process, conveying shops' location information, or making appointments for home service.

With information gathered from tipoffs on illegal fashionable orthodontic shops from illegal orthodontist busters on the Facebook page of the Dental Council, from April to December 2017, 252 cases of fashionable orthodontic services were found scattered in 54 provinces in every region of Thailand, with the top five highest numbers being 53 cases Bangkok, 10 cases each in Ratchaburi and Chonburi provinces, and 9 cases each in Nakhon Ratchasima and Songkhla provinces. Several online shops could not be located, making it difficult to make arrests. Moreover, such information was based on tipoffs on fashionable orthodontic shops provided by the public.

Information on fashionable orthodontics found in online media came in various forms. On Facebook, there were 30 shops in closed groups and 83 shops with fashionable orthodontics advertisements. These shops had approximately 140,000-200,000 followers who placed orders. For example, one major distributor of fashionable orthodontic products, having had a web page to offers services for four years, had 1.06 million hits, with more than 500,000 viewings. This testifies to the interest of young people who explore fashionable orthodontic products online. When Google's search engine was used to search for "Dangers of fashionable orthodontics", 566,000 related websites were found. When the key word for searching was "cheap fashionable orthodontics", 8,820,000 related websites were found. Such findings reflect the fact that the number of fashionable orthodontic advertising websites outnumbered websites providing knowledge or warning of dangers by 14.6 times.

Young people's interest in and their use of orthodontic services reflect youth's value and their self-esteem pertinent to pride in their appearance. Data were collected from a survey conducted by the Health Consumer Protection Program, Chulalongkorn University and dental professionals and pharmacists in 10 provinces covering all regions during the month of February 2017. The average age of respondents was 15 years and 67.95 percent were female. It was found that a large number of teenagers had not yet sought after orthodontic services. A large number of them, both those already having and not having orthodontic treatments, wanted to have braces. Some of those having previously used orthodontic products bought them at weekday/weekend markets. Choices of service providers were influenced by friends' advice and close proximity to their houses or schools. They preferred fixed braces and brackets with stringing wires and Orings or rubber bands. The purposes in wearing braces were to look good and to increase self-confidence. Some were advised by dental professionals, but most of them received information on fashionable orthodontics from friends and on-line media such as the Internet. Some teenagers thought that they could give it a try because they caused no harm and were not expensive.

The negative outcomes of fashionable orthodontics include the cleaning difficulty, higher risks of having tooth decay and gingivitis than other people, toothaches and gingivitis resulting from the braces' pressure on the gum. Moreover, dental impression trays used for these teenagers were reused several times. Although there was no evidence in terms of cleanliness, there was a risk of the germs being passed on from one person to another. There have been cases of patients using illegal fashionable orthodontic services that resulted in dislocation of individual teeth, as well as reports on patients who came to seek corrective treatments from dental professionals.

Although advertisements from online shops that their products/services have the same safety standards as those of dental laboratories, facts derived from random sampling of orthodontic rubber bands, colored tubes, wires, and brackets, received with cooperation of the Dental Council of Thailand, the Academic Development and Reinforcement of Mechanisms for Health Consumer Protection Work Plan (Chulalongkorn University – Thaihealth), the Health Consumer Protection Program (HCCP), Chulalongkorn University, and the Foundation for Consumers in February 2017. Two samples, a black tube and a pink tube from a total of 42 samples used in this survey were found to have a high level of cadmium, i.e. 695 milligram/kilogram in the case of the black tube and 692 milligram/kilogram in the case of the pink tube. With cadmium contained in colored tubes in their mouth for a long time, wearers could be exposed to heavy metal toxicity, which would eventually affect their health. Moreover, low quality imitations of medical devices were found, as well as fashionable orthodontic devices that were the same as those used by dental professionals.

# 3. Current policy and measures

# 3.1 Problem of unfair and inequitable access to dental services

Up to now the government of Thailand has continuously given importance to the development of the oral health system in order to increase accessibility to dental health services. Accomplishments include an effort to increase in the number of dental professionals through a program to produce more dental practitioners implemented by the Office of the Higher Education Commission as required by the Ministry of Public Health, and an effort to motivate and retain dental professionals in government agencies. These projects focus on having public sector services as the core implementation component. Yet in the context of dental health service system, private establishments are considered as an important component with high service provision capacity. There are altogether 4,171 private clinics in the country, with working hours that are more convenient to service users than government medical facilities. However, service users entitled to benefits under the Universal Health Coverage Scheme and the Public Servant Medical Service Scheme that cover over 90 percent of the population still cannot receive such benefits at private dental clinics.

As for provision of dental health services in Thailand, a public-private cooperation project has been implemented to provide dental services in two welfare systems, i.e. the Social Security System that allows insured persons to exercise their rights at public and private service facilities, and the Universal Health Coverage scheme that has implemented a public-private cooperation project to provide dental services in several provinces that are ready, based on creation of networks of private dental professionals and government agencies. The project evaluation results proved to be positive in terms of increased service accessibility and the satisfaction of the general public. In Nakhon Ratchasima province, for example, the rate of dental service usage has increased by 18-143 percent and the service user satisfaction rate was as high as 91 percent.

Concerning initial assistance given to damaged parties as a consequence of receiving dental services, the damaged parties under the Universal Health Coverage Scheme receive initial assistance in accordance with Section 41 of the Universal Health Coverage Act, B.E. 2545 (2002), and service users in the Social Security System are entitled to initial assistance as stipulated in Section 63(7) of the Social Security Act (No. 4), B.E. 2558 (2015). However, at present when there are cases of damage as a result of fashionable orthodontics, the damage tends to be about tooth alignment and related organs that are beyond the remedies that can be provided by dental professionals. So far the Dental Council had to seek cooperation with the schools of dentistry at various universities to admit patients, and the patients have to pay for their own medical expenses.

Although cooperation between the public and private sectors in providing dental services has resulted in the capacity to increase public access to services, this applies only to areas where it is possible to provide services in this manner. Due to limitations in several aspects, such as benefit package, budget management, and management of three different systems, and the lack of clear cut policy from the service level of the central administration, this arrangement still has not been in effect nationwide.

# 3.2 Policy on legal action and making arrests and prosecuting illegal denture cases and fashionable orthodontic cases

Solving the problems of fashionable orthodontics and illegal dentures entails several laws and different competent officers as defined by laws. For example, an offender in the case of performing fashionable orthodontic treatment in a shop commits an offence under the Medical Facility Act B.E. 2541 (1998), the Consumer Protection Act, B.E. 2522 (1979), and the Dental Profession Act B.E. 2537 (1994). Up to now action taken has been within the discretion of the competent officer concerned under each law. A person selling fashionable orthodontic equipment commits an offence under the Consumer Protection Act, B.E. 2522 (1979). In the case of a person selling fashionable orthodontic equipment online commits an offence under the Computer-related Crime Act, B.E. 2550 (2007), the Direct Sales and Direct Marketing Act, B.E. 2545 (2002). In addition, the fashionable orthodontic equipment may be controlled under the Medical Device Act, B.E. 2551 (2008). Because of this, solving the problems in terms of control and arrests becomes difficult. In a situation like this, law enforcement for dental consumer protection is not effective as it should be.

Up to now action taken includes arrests made at big fashionable orthodontic shops such as Judfunsmiley, Cheerfully Retainer, and shops in Talingchan District. Cheerfully Retainer is an online shop that uses net idols for advertising. The shop provides fashionable retainer services to well-known actors and singers and used them for advertisement online to lure youths to use their services. Despite legal action taken, the said web page is back to offer services as usual, with almost as high as two hundred thousand followers. As a result of the arrest, they were sentenced with a fine of 30,000 Baht, which is no comparison to their average monthly income of 1,500,000 Baht

Action taken **by** the Consumer Health Protection and Public Health Pharmaceutical Group, Provincial Public Health Offices led to prosecutions of 103 fashionable orthodontic cases. In most cases, the following laws were enforced: the Medical Facility Act, B.E. 2541 (1998), at 96.1 percent; the Dental Profession Act, B.E. 2537 (1994), at 92.2 percent, and the Consumer Protection Act, B.E. 2522 (1979), at 57.3 percent. The offenders found guilty of engaging in

business without permission (Section 16 of the Health Facility Act, B.E. 2541 (1998) accounted for 92.2 percent. This was followed by the offence of operating business without permission [(Section 24 of the Medical Facility Act, B.E. 2542 (1999)], at 86.4 percent; engaging in dental profession without permission (Section 28 of the Dental Profession Act, B.E. 2537 (1994), at 85.4 percent; selling prohibited products (Section 56 of the Consumer Protection Act, B.E. 2522 (1979), at 55.3 percent. However, when these cases were brought to court, the offenders tended to be fined 20,000 – 30,000 Baht. Thus the services were offered again repeatedly.

### 3.3 Measures to educate the public on the use of dental equipment

A study conducted by Nida Phodee et al. shows that lower secondary school children in the northern region embraced fashionable orthodontics because it is a value already accepted by their peers, despite their knowledge that they are imitations of real orthodontics. They were informed that they could suffer physical harm as a result. Their service providers were their classmates or upper classmen from the same school. Therefore, it is difficult to use social media to convey the message to teenagers to raise their awareness on dangers of fashionable orthodontics and to see through online advertising and propaganda of the business that make lucrative profits from selling fashionable orthodontic products and services, as well as to manage their needs, and help them develop their self-esteem to be wise enough to see through such advertisements and decide not to have fashionable orthodontics, because it calls for the change in attitude and values of Thai teenagers.

# Analysis of the problems and the roles of key stakeholders

# 4.1 Access to equitable and fair dental services

At present there are problems of the public health system that result in unequitable and unfair dental treatment. There are disparities among main dental benefit packages and the dental service systems are still not comprehensive enough to include all aspects. So far the service system with earnest cooperation between the public and private sectors has not yet materialized and dental service fees are still inappropriate and unfair as mentioned above. These problems can be solved through joint efforts of the following agencies involved:

- 1) The National Health Security Office (NHSO) plays a role of a service buyer in the health care service system on behalf of the people. In most cases, government hospitals will perform their service provision duty by offering services specified in the list agreed upon with the NHSO. So far there has been no system to address the problem of very long queuing time for dental treatments in government hospitals.
- 2) The Social Security Office plays a role of a service buyer for insured persons. At present the cap on the amount of the dental benefit package of insured persons in the Social Security Scheme contributes to limited accessibility of insured persons, particularly in the group of low income workers.
- 3) The Comptroller General's Department plays a role of a service buyer for those under the Civil Servant Medical Benefit Scheme, which is an important element in creating consistency among the three health security systems. Still, there is no system to address the problem of very long queuing time for dental treatments in government hospitals, and no remedial system for dental patients.

4) The Ministry of Public Health plays a role of the country's main dental service provider. The Ministry provides services at all levels, from primary dental services carried out by family dentists to promote good health, to complex dental services at the tertiary level. If it succeeds in creating productivity in dental service provision, unfairness in terms of accessibility to dental services will be reduced. It can also serve as a reference unit concerning appropriate dental service fees.

- 5) The Dental Council has the duty to make sure that dental professionals carry out their dental practice by adhering to professional ethics, and prevent those who are not dental professionals from engaging in this profession, in accordance with the Dental Profession Act, B.E. 2537 (1994). No competent officer under this law has been designated yet.
- 6) The Department of Health Service Support plays a role in overseeing medical facilities or dental clinics under the Medical Facility Act, B.E. 2541 (1998) to ensure that they are registered to be licensed establishments, and to control dental professionals to perform their works throughout working hours. However, with limited human resources, it cannot comprehensively control the operations of fashionable orthodontic and denture businesses.
- 7) The Department of Internal Trade plays a role in regulating prices of goods and services. At present no control/regulation concerning appropriate and fair service fees has been established yet.

# 4.2 System to ensure safe dental services with regard to fashionable orthodontics and illegal dentures

The situation described in 3.2 shows that dental consumer protection laws have not been effectively enforced by public agencies as it should have been because there are many laws and competent officers involved. At the same time, there are not many agencies from the private sector, civil society, and local administration organizations that play a problem solving role, such as raising awareness on dental and oral health, monitoring, involving community and local groups to deal with problems, as well as integrating primary service systems. Problems can be addressed through collaboration of the following relevant agencies:

- 1) The Food and Drug Administration to play a role in supervising and controlling medical devices under the Medical Device Act, B.E. 2551 (2008), defining control measures for manufacturing, import, and distribution of such devices without permission, ensuring that such devices are sold to dental professionals or licensed dental service facilities, and playing a part in registering dental laboratories.
- 2) Private dental laboratories and the Dental Technician Association to play a role in producing dental devices such as dentures and retainers. Dental laboratories are required to register with the Food and Drug Administration (FAO). Criteria will be established for facility inspections to make sure that they are suitable. The situations found include small sized laboratories that were not registered with the Food and Drug Administration and lacked physical readiness, with most technicians being trained by the owners. There were 398 dental technicians who graduated from Mahidol University School of Dental Technology. During several raids of fashionable orthodontic shops, dental laboratories not registered with the FAO were found to have produced retainers for online fashionable orthodontic shops.

3) Dental Traders Association of Thailand (DTAT), which imports and distributes dental devices, to play a role in product distribution. At present some dental device vendors are selling cheap wholesale dental devices to illegal online shops.

- 4) The Dental Council, playing a role in its capacity as the representative of dental professionals, to have the duty to oversee dental professionals and protect consumers from harm arising from non-dental professionals proving fashionable orthodontic services or illegal denture services. It also communicates with the public to keep people well informed.
- 5) Pharmacists or pharmaceutical professionals or dental professionals in Provincial Public Health Offices to play a role of competent officers under the Medical Facility Act, B.E. 2541 (1998), who will monitor and take legal action against providers of fashionable orthodontic services and illegal denture services.
- 6) The Office of the Consumer Protection Board (OCPB) to play a role in dealing with unsafe products used for fashionable orthodontics in accordance with the order of the Consumer Protection Board No.1/2561 on Prohibition of Sales of Fashionable Orthodontic Equipment and the Consumer Protection Act, B.E. 2522 (1979), as well as serving as a channel for consumers to lodge complaints regarding offences committed.
- 7) The Department of Health Support Service (DHSP) to play a role in controlling medical facilities under the Medical Facility Act, B.E. 2541 (1998) whereby shops providing fashionable orthodontic and illegal denture services are considered having committed an offence of operating/running medical facilities without a permit.
- 8) Consumer Protection Police Division (CPPD) to play a role of the competent officer under the laws governing consumer protection that will participate in arresting providers of fashionable orthodontic and illegal denture services in various areas.
- 9) The Department of Digital Economy and Society, the Office of The National Broadcasting and Telecommunications Commission (NBTC) and the Technology Crime Suppression Division (TCSD) to play a role in keeping control of online advertising and selling of goods. At present not so much action has been taken against those advertising or selling of dental goods and there is no warning system about unsafe goods for consumers.

At any rate, there should be a feasibility study on the establishment of a Dental Fund for the development of a service system and provision of initial assistance to damaged parties as a result of getting services in all schemes, and revision of the rates of dental service fees to be appropriate and fair. The fund can also be used to increase law enforcement efficiency in dental service consumer protection and for development of dental professionals by educational institutions or other agencies involved. It can also be used to support various local agencies such as the District Health Board, Local Administration Organizations, consumer protection networks, Provincial Health Assembly networks, and public health volunteers to work together for protection and safety of people in the community.

# 5. Issue for consideration of the National Health Assembly

- 1 The National Health Assembly is requested to consider Document NHA 11/Draft Resolution
- 2 4: Consumer Protection in Dental Services.

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