

Terminal Evaluation

Asia

1. Outline of the Project

Country:

People's Republic of China

Project title:

The Project for the Beijing Municipal Education and Training Center for Fire Fighting and Prevention

Issue/Sector:

Vocational Training

Cooperation scheme:

Project-type Technical Cooperation

Division in charge:

Social Development Cooperation Dept
First Technical Cooperation Division

Total cost:

1,264 Million Yen

Period of Cooperation

01 May 1997 - 30
Sep 2002

Partner Country's Implementing Organization:

Beijing Fire Fighting Bureau
Beijing Scientific And Technology Committee

Supporting Organization in Japan:

Fire and Disaster Management Agency, Ministry of Public Management, Home Affairs, Posts and Telecommunications

Related Cooperation:

Grant Aid "The Beijing Fire Fighting and Prevention Project"

1-1 Background of the Project

In China the importance of disaster-prevention measures has increased with economic development, triggering urbanization in the major cities and its attendant population growth, traffic congestion, and concentration of buildings. To assist China's effort to address the issues, the Government of Japan provided Grant Aid for a set of communications systems and thirty-one fire trucks in 1991 and 1992.

Meanwhile, in October 1995, the Beijing Fire Fighting Bureau decided to establish the "Beijing Municipal Education and Training Center for Fire Fighting and Prevention" in order to implement a wide range of capacity building from fire department staff to business establishment and general public projects. However, China still faced insufficiency both in terms of experience in formulating a systematic education system in recent fire fighting techniques, and in technical know-how. To address the situation, the Government of China requested Project-type Technical Cooperation from Japan, whose fire fighting techniques are advanced.

1-2 Project Overview

The project aims at transferring techniques to the staff of the Training Center in Beijing and to the Beijing Fire Fighting Bureau in the following three fields; rescue, civic education for fire prevention and fire-fighting administration.

(1) Overall Goal

Countermeasure against fire fighting in Beijing is improved.

(2) Project Purpose

The ability of Beijing Fire Fighting Bureau to operate fire fighting and to give appropriate instruction to business establishment and the public is improved, to the extent they can respond to the complicated and diversifying problems of fire fighting.

(3) Outputs

- 1) Operation systems by Training Center is established.
- 2) Equipment for practical work and training is installed.
- 3) The Training Center provides trainings for fire-fighting staff and for the person responsible in business establishment.
- 4) Educational campaign on fire prevention to the public is improved.

(4) Inputs

Japanese side:

Long-term Experts	16		
Short-term Experts	30	Local Cost	67 Million Yen
Trainees received	27		

Chinese Side:

Counterparts	39		
Local Cost	42.9985 Million Yuan (690 Million Yen)		

2. Evaluation Team

Members of Evaluation Team

Team Leader: Eiji INUI, JICA Director of First Technical Cooperation Division, Social Development Cooperation Dept., JICA
Training Management: Takehide WATANABE, Fire and Disaster Management Agency, Ministry of Public Management, Home Affairs, Posts and Telecommunications
Fire Engineering: Ken SAITO, Fire Protection Equipment and Safety Center of Japan
Evaluation Planning: Yuka MITSUMA, First Technical Cooperation Division, Social Development Cooperation Dept., JICA
Project Evaluation: Masato ONOZAWA, RECS International Inc.

Period of Evaluation 04 March 2002 - 21 March 2002
Type of Evaluation: Terminal Evaluation

3. Results of Evaluation

3-1 Summary of Evaluation Results

(1) Relevance

In terms of purpose and overall goal, this project retained its appropriateness through to the end of the project. In particular, the content of the project is in line with the purpose of "protecting assets and the lives of citizens," as is intended in the Chinese Fire Defense Law and the Beijing Municipal Bylaw for Fire Fighting. In addition, with the economic development of China, the importance of disaster-prevention measures has been increasingly recognized; especially, the improvement of the capacity of the fire department is necessary considering the public nature and immediacy, and taking the 2008 Beijing Olympic Games into account.

(2) Effectiveness

During the project period, the Training Center conducted training as many as 258 times, educating a total of 21,631 people including firefighters, city residents and business people. A questionnaire survey indicated that all of the staff of the fire department participated in the training (111 people) and all respondents said they had acquired new skills in the training. Thus, it was confirmed that knowledge, technology and a positive mental attitude were transferred to the fire department's fire-fighting staff, the disaster-prevention personnel of companies and the citizens in Beijing. Also, most parts of the training have already been implemented at the initiative of the China side and the capacity and structure of the training center as a training institution is established.

Given the above, the project has made a significant contribution to the capacity development of the fire fighting staff in Beijing; hence, the effectiveness of the project is confirmed.

(3) Efficiency

The inputs both from Japan and China were generally appropriate in terms of quality and quantity. However, a part of the resources was not fully utilized as planned, due to unpredictable delays, such as a one-year delay in procuring equipment from Japan because of a procedural problem, and a delay in the construction of the Training Center in China. Nevertheless, the project attained most of its expected outputs, owing to flexible adjustments of the target population of training and the activity plan according to a priority shift of Beijing fire-fighting policies. As a result, the Training Center established a foundation as a sole base for training in the Beijing Fire Fighting Bureau. Hence, for the most part, the project has been implemented efficiently.

(4) Impact

The foundations to achieve the overall goal have been established; especially in the field of fire-fighting strategy and firefighter training, and there is a clear vision of achieving the overall goal. In the field of rescue skills, the Training Center is accredited as the model training center of the whole nation and the base for disseminating new skill. In addition, there are other positive impacts, such as the introduction of a Hazardous Materials Safety System. Over time, these could also contribute to both system and technology of the fire fighting administration in Beijing. As outlined above, the project has contributed to the improvement of fire-fighting measures in Beijing.

(5) Sustainability

Sustainability of this project is high from the technical, organizational and financial points of view. For instance, regarding organizational sustainability, the Ministry of Public Security is promoting the establishment of fire-fighting training centers under its direct control which have the same function and role as the Training Center in thirty-one provinces and cities. In Beijing, the Training Center is given the status of the base for capacity building, and thus the Center will continue to play central role in the field of fire fighting.

The Training Center is foremost in China in the ability to implement technical training, and it is in the leading position to provide instruction in advanced technology to fire departments in other cities of China. Also, it has been made known that the Ministry of Public Security is committed to disseminating fire-fighting techniques through the Training Center. However, the stability of the Training Center needs to be watched in the aspect of finances, since Beijing Fire Fighting Bureau does not make its budget public, and since public-sector institutions in China have been under reform that involves striking change with regard to their financial base.

3-2 Factors that promoted realization of effects

(1) Factors concerning Planning

The Project plan met the increasing needs of disaster prevention in China.

(2) Factors concerning the Implementation Process

The project's active public relations activities have increased the visibility of the Center, resulting in larger participation of city residents in the training as well as fire-fighters.

3-3 Factors that impeded realization of effects

(1) Factors concerning Planning

Due to the insufficiency in planning in terms of specifications, timing, and the use of provided equipment, revision of the activity plan was needed and part of the inputs such as experts was not used to full potential.

(2) Factors concerning the Implementation Process

N/A

3-4 Conclusion

It was confirmed that the Project was implemented effectively and efficiently in line with the initial project purpose, and that the project purpose is likely to be achieved. However, China made a request for further practical technical support in these three fields of rescue, civic education for fire prevention and fire fighting administration.

3-5 Recommendations

- (1) The staff of the Training Center should play the central role in implementing the 2002 training program which has already been prepared. In the course of its execution, the Center should also take the advice of experts and coordinate activities with the relevant departments of the Beijing Fire Fighting Bureau and with the Ministry of Public Security when necessary. In addition, the Training Center should also take the initiative in formulating its future plan.
- (2) The plan for smother heat training building should be formulated and effectively utilized; currently the plan is underutilized.
- (3) The Training Center should establish a plan addressing the reservation of spare parts and maintenance costs, on prevention check service, and on processing method, as well as on the use of equipment maintenance manuals.
- (4) A detailed plan on issues such as schedule, budget, maintenance of facilities, organization, and human resources development is necessary, in order for the Center to secure its position as a core training base satisfying the standard of Ministry of Public Security. Also the content of the plan and its progress should be provided to Japan accordingly.
- (5) Roles and responsibilities on human resources development in fire fighting should be clarified among the related institutions, namely; the Fire Fighting Department of Ministry of Public Security, Beijing Fire Fighting Bureau and the Training Center. In so doing, enabling reasonable and efficient operations should be given the priority.
- (6) The system of managing licensed personnel such as for fire prevention supervisors, danger handling administrators and so on, should be established.

3-6 Lessons Learned

- (1) In projects aiming at upgrading the task performance capacity of particular departments or bureaus, improvement of the regulations and the institution itself should be brought in the scope of the project as well as the development of the institution's human resources.
- (2) In the case of supplying highly specific equipment such as smother heat, its supply, timing, and use should be considered sufficiently in advance. In addition, in a case involving installation, the contract should include instructions on operation as well as purchase and installation in order to ensure a smooth equipment supply process, not to mention project progress.

3-7 Follow-up Situation

In the two years since 1 October 2002, follow-up cooperation has focused on the two fields of rescue skills and equipment maintenance technology to raise city-resident awareness of fire prevention.