

## Summary of the Terminal Evaluation

1. Outline of the Project		
Country: Kingdom of Thailand		Project title : Project on Long-term Care Service for the Frail Elderly and other Vulnerable People
Issue/Sector: Social Security		Cooperation scheme : Technical Cooperation Project
Division in charge : Social Security team, Human Development Department, JICA		
Period of Cooperation	(R/D): January 14 <sup>th</sup> , 2013 – August 31 <sup>st</sup> , 2017	Partner country’s Implementing Organization: MOPH, MSDHS
		Supporting Organization in Japan: Ministry of Health, Labour and Welfare
<b>1-1. Background of the Project</b> <p>The Project was launched in Thailand in January 2013 and will be completed in August 2017. JICA dispatched the Japanese Team to Thailand from 19<sup>th</sup> July to 27<sup>th</sup> July, 2017 for the purpose of evaluating the achievement of the project. The Terminal Evaluation has been undertaken jointly by Japanese Team and Thai authorities concerned.</p>		
<b>1-2. Summary of the Project</b> <p>[Project Duration] The Project is to be implemented from January 14, 2013 to August 31, 2017.</p> <p>[Targets Areas] Selected six pilot project sites as followings; Chiang Rai, Khon Kaen, Nakhon Ratchasima, Nonthaburi, Bangkok and Surat Thani.</p> <p>[Targets Groups] Government officers concerned, service providers engaged in medical/welfare services for the elderly in pilot project sites, elderly people who need long-term care services and their family members in pilot project sites.</p> <p>[Overall Goal] Policy recommendations on the long-term care for the elderly are reflected in the Thai government policies</p> <p>[Project Purpose] Policy recommendations on the long-term care for the elderly are accepted by the relevant ministries and organizations</p> <p>[Outputs]</p> <ol style="list-style-type: none"><li>1. Policy recommendations on the long-term care for the elderly are developed, based on the evidence from the pilot projects and Thai and Japanese knowledge and experiences.</li><li>2. “Model Services” are developed and implemented in an effective and sustainable manner at pilot project sites.</li></ol>		

3. Training programs of the care workers and coordinators are developed.

[Inputs]

(1) Japanese side

Long-term Expert: 7 in total

Short-term Expert: 11 in total

Trainees received in Japan: 125 persons

Local cost: Total of JPY 41,478,000

(2) Thai side

Assignment of the counterparts (C/P)

Project office and facilities

Operation expenses: Total of THB 15,979,700

## 2. Evaluation Team

Members of Evaluation Team	TASK	NAME	AFFILIATION
	Team leader	Mr. Masato KUMAGAI	Deputy Director General, Human Development Department, JICA
	Policies for aging Society	Mr. Kazuhisa TAKAHASHI	Deputy Assistant Minister For International Policy Planning Minister's Secretariat
	Elderly care	Mr. Akio KOIDE	General Manager of Policy Planning, National Rehabilitation Center for Persons with Disabilities
	Evaluation and analysis	Ms. Rika FUJIOKA	Senior Consultant, Koei Research & Consulting Inc..
	Evaluation and planning	Ms. Hiroka YONEDA	Associate Expert, Human Development Department, JICA
Period of Evaluation	19th to 28th July, 2017		Type of Evaluation: Terminal evaluation

## 3. Results of Evaluation

### 3-1. Project Performance

(1) Achievement of outputs

Output 1	Policy recommendations on the long-term care for the elderly are developed, based on the evidence from the pilot projects and Thai and Japanese knowledge and experiences.
Indicators	Policy recommendations are documented, which include "Model Services" with their financial arrangements.

Output 1 is achieved.

- In line with the process as agreed at the second JCC discussions in 2013, a Policy Discussion Group was organized, and policy recommendations on elderly care were formulated under the name of "Policy Recommendation on the Development of Long-term Care System for the Frail Elderly in Thailand". This was approved at the JCC held in September 2016. The policy recommendations relate to various subjects including (1) service, (2) labour, (3) information system, (4) technology, (5) financing, (6) leadership/governance, and (7) community participation. The Recommendation contains in its appendixes the information on the pilot sites as of April-May 2016.

Output 2	“Model Services” are developed and implemented in an effective and sustainable manner at pilot project sites.
Indicators	2-1. By the end of the pilot projects, evaluation results of the pilot projects by the service users (the elderly persons and their family members) are improved. 2-2. By the end of the pilot projects, evaluation results of the pilot projects by the service providers (care workers, coordinators, local government officers in charge) are improved. 2-3. Operation manual for “Model Services” is developed and used in the activity.

Output 2 is considered achieved, when considering the overall results of the surveys, hearings and interviews conducted during the Project.

- With regard to the indicators 2-1 and 2-2, a baseline survey and monitoring surveys were conducted, the results of which were compiled into a “Data Analysis Report”. This report presents conclusions focusing mainly on the contents of the services provided, and thus does not mention particularly to the “improvements of the evaluations” by the service providers and users. However, the differences among the sites were mentioned, which may be understood as indicating that services provided at the sites take into consideration the specific needs. As for the effects of LTOP, according to some parts of the hearings of local government staff, CM, CW, the elderly and the families, which were organized separately from the afore-mentioned surveys (mainly about the contents of the service provision), and the presentations from the pilot sites in 2017 National Seminar, a number of positive comments were expressed by those concerned, as follows:
- Provision of comprehensive and personalized care services, based on care plans (including the establishment / reinforcement of elderly health centres, day care centres)
- Capacity reinforcement and development of care personnel, and the improvement of coordination among the stakeholders\_
- Improvement of physical and medical conditions of the elderly and the reduction of the burden of the family
- Designation as a “model community” in terms of the elderly care
- As for the indicator 2-3, the “Operation Manual of LTOP Model Services”, which contains practical information, was prepared in Thai, Japanese and English and has been referred to in the implementation of activities at the pilot sites.

Output 3	Training programs of the care workers and coordinators are developed.
Indicators	3-1. Training curricula for the care workers and coordinators are developed, and training is implemented. 3-2. Training materials for the care workers and coordinators are developed and used in the trainings.

Output 3 is achieved.

- Under the Project, training sessions, seminars and workshops have been frequently organized, with a view to training CWs and CMs. Based on these training activities, and through discussions with JICA experts, MOPH drafted textbooks entitled “Elderly Care Training Manual” (for 70 hours and 420 hours). Using the Manual, there have been training sessions provided throughout Thailand.
- Management level officers from MOPH held discussions on the Manual with the teaching staff of the nursing schools and universities in several provinces of Thailand. Consequently, and agreed to incorporate a part of the Manual in the regular curriculum of these schools and universities.

## (2) Achievement of the project purpose

Project Purpose	Policy recommendations on the long-term care for the elderly are accepted by the relevant ministries and organizations.
Indicator	By the end of the Project, policy recommendations are found useful (in terms of effectiveness and fiscal sustainability) as a basis of the national policy planning by the relevant ministries.

The prospect of the project purpose to be achieved appears promising.

- According to the information provided during the interviews under this Terminal Evaluation, JCC approved “Policy Recommendation on the Development of Long-term Care System for the Frail Elderly in Thailand” was communicated officially from MOPH to the Ministry of Interior, NHO and MSDHS. However, the whereabouts of the original of this official communication document and the actual timing of the communication were not confirmed. Nevertheless, in the planning and implementation of various measures, the contents of the recommendations were taken into consideration. In this sense, despite the lack of official evidence as above, it can be considered that the project purpose is to be achieved, at least in terms of effectiveness. With regard to the fiscal sustainability, while a cost analysis was carried out, discussions on the tangible topics or detailed analysis did not seem to have been conducted.

### **3-2. Summary of Evaluation Results**

#### **(1) Relevance**

The relevance of the Project is assessed as very high.

- The Project is in line with a priority set forth by the Royal Thai Government namely, policy responses to aging society, and assistance to elderly. In addition to the reference to the rights of elderly in the Constitution, various laws and regulations have been devised in this regard, such as the Declaration on Thailand’s Older Persons (1999), the Act on Older Persons (2003), and the Second National Plan on the Elderly (2002-2021). Furthermore, assistance to elderly is attached importance in the overall framework of the national development, and the current government has been devising a series of relevant measures. In reference to Japan’s assistance to Thailand, the Project is in line with the priority area of “sustainable development of the economy and providing a response towards a maturing society”, basic policy of assistance as “promotion of mutual benefit and contribution to regional development based on a strategic partnership”, and Japan’s commitment to strengthening international cooperation on “Active Aging” in the ASEAN region. It also has linkages with the grant assistance for grassroots projects and Japan Overseas Cooperation Volunteers.
- Four of the six pilot sites were selected as the sites of the preceding Project, CTOP. Two sites were added newly, as to represent urban and populous areas of the country. Furthermore, a good variety is demonstrated among the implementation sites of the Project activities, in such a way as to match the Project’s aim of providing “model service” in line with the specific situations and needs. The selection of service users is based on the criteria prepared by the Project, in combination with site-specific criteria. Concerning the appropriateness of assistance method under this Project, the “model service” introduced under the Project, as based on the experiences of Japan, representing a comprehensive and systematic process of the long-term care based on care plans. This was considered very useful by service providers and users.

#### **(2) Effectiveness**

The effectiveness of the Project is assessed as relatively high.

- The policy recommendations referred to in the project purpose were drafted and approved based on the relevant agencies. Pilot site activities and the outcomes of CM / CW training were taken into account. Concerning the phrase of “are accepted” in the project purpose, it is difficult to evaluate the prospect of achievement by an official piece of evidence. However, In the planning and implementation of the measures by MOPH and MSDHD, the contents of the policy recommendations seem to have been considered. About fiscal sustainability, while a cost analysis was undertaken under the Project, discussions on the tangible topics on the subject or detailed analysis did not seem to have been conducted.
- Active initiatives by the Thai government (particularly MOPH) at the central and local levels on the enhancement of long-term care are considered to be a contributing factor to the project purpose, while the complexities involving the reception of policies among the relevant agencies are considered to be the hindering factor.

#### **(3) Efficiency**

The efficiency of the Project is assessed as mostly high.

- Active inputs from the Thai side were instrumental for efficient utilization of the inputs from the Japanese side, and to the production of outputs. The Japanese side contributed in terms of the dispatch of long- and short-term experts and training/study visits related costs. The Thai side, MOPH in particular,

contributed by assigning staff for the Project. It also provided inputs in the form of staff, budget and facilities for a number of Project activities. Specifically on training, a total number of trainees in Japan is 125, which appears rather small vis-à-vis the total inputs contributed to the Project. Nevertheless, many training programs have been organized in Thailand, and the former trainees broadly shared information upon their return to Thailand. These can be considered as forms of indirect transfer of techniques.

- There is an remaining issue of demonstrating project outcomes by “evidence”, which helps clearly illustrate the efficiency of the Project. The baseline survey and monitoring surveys conducted under the Project looked mainly at the provision of care services at the time of the surveys. The results of these surveys do not seem to imply chronological shifts or quantitative changes, which in fact would have been useful in exhibiting the tangible outcomes of the Project.

#### (4) Impact

The impact of the Project is assessed as relatively high.

- The overall goal, “policy recommendations on the long-term care for the elderly are reflected in the Thai government policies” has two indicators: i.e. “national policies such as the National Plan for the Older Persons are revised, reflecting the policy recommendations”, and “national programs on the long-term care for the elderly are implemented, reflecting the policy recommendations”. Such measures have been devised by the Thai government regardless of the Project. It is therefore difficult to evaluate the prospects for the achievement within 3 to 5 years from the end of the Project based on the afore-mentioned indicators. Nevertheless, in the sense the policy recommendation developed under this Project have been taken into consideration by MOPH and MSDHS in the implementation of some of their programs on long-term care for the elderly, it can be considered that the overall goal is to be (was) achieved as a result of the implementation of the Project.
- Impacts other than those expected in the Project include positive feedbacks from the service providers and users on the “model service” introduced, and the practical utilization of this model. More concretely, these positive feedbacks relate to the provision of personalized care services based on care plans, materialization of comprehensive service, strengthening of coordination among stakeholders, and the initiatives of pilot sites to engage voluntarily in information exchanges.

#### (5) Sustainability

The sustainability of the Project is deemed as high.

- From the policy and institutional perspectives, the issues addressed by the Project are expected to be of priority for Thailand and also more broadly in ASEAN. There is no immediate possibility of major policy shifts or ministerial reorganization in Thailand. The implementation structure of the Project and the mechanism of the “model service” were formulated with due consideration given to the existing structures and mechanisms at the central and local levels of Thailand. The knowledge and techniques acquired by the service providers at the training activities under the Projects have often been taken up in their conduct of daily work. In this sense, the organizational sustainability of the Project is high. For the fiscal sustainability, detailed analysis is desirable.
- From the technical perspective, many of the providers of care services supported by the Project have in the past been or at present are involved in the health-related work, and thus equipped with basic knowledge and techniques in this field. They have been utilizing the knowledge and techniques acquired through the Project in their regular work, and also sharing them with their colleagues and families of the elderly. Those without health-related backgrounds seem to supplement the consequent lack of familiarity with health-related subjects by cooperating with other stakeholders and/or CWs. The exchanges among the pilot sites, district- and/or province-side acknowledgement of the tambon implementing the “model service” as a model would contribute to the technical sustainability of the Project. From the socio-cultural and environmental aspects, traditional values held in Thailand especially in rural areas, such as volunteer spirits, Buddhist notion of accumulating merits, and mutual support in the community, are apparently useful for the continuation of the Project activities.

### 3-3. Factors promoting better sustainability and impact

#### (1) Factors concerning to planning

- The outcomes of the preceding project, CTOP, in terms of the measures to link medical and welfare aspects in the community, were utilized.

- Dispatch of both long-term and short-term experts was useful for the establishment of close coordination with the C/P agency, and at the same time, the technical transfer of practical and academic expertise through activities such as training sessions.
  - Factors concerning to the implementation process
- (2) Many of the activities under the Project were undertaken in such a way as to develop the existing activities and measures of the Thai government. This facilitated the C/P agency to incorporate the Project activities into its regular work at the central and local levels.
- The active participation of the C/P agency, MOPH, in terms of the staff assignment, budget and facility, contributed to the efficient and effective implementation of the Project.
  - Medical and health centers at the local level, which play an important role in the “model serve” were relatively well equipped in terms of facility and personnel. They were also prepared to cooperate with and participate in the “model service” implementation. This was instrumental in the provision of comprehensive care in the community.
  - The proactive activities of CMs and local government staff, the volunteer spirit of CWs, and the sense of mutual support in the community, worked in favor of the provision of elderly care.
  - The linkage with other schemes by the Japanese government, such as the grant assistance for grassroots projects and Japan Overseas Cooperation Volunteers, enabled enhancement of the service to be provided.

### **3-4. Factors inhibiting better sustainability and impact**

#### **(1) Factors concerning to planning**

- The overall goal and its indicators include reference to the existing measures by the Thai government, devised regardless of the Project. It is therefore difficult to evaluate the prospects for the achievement within 3 to 5 years from the end of the Project.
- Factors concerning to the implementation process
- The collection of tangible evidence, which could have been useful in the demonstration of the outcomes of the Project, was not carried out. Concerning the surveys and analyses conducted under the Project, the methodology did not seem to have been clearly described, and their result were not apparently utilized for the purpose of improving Project activities. This point is taken into consideration as lessons learned for the succeeding Project, at the time of its detailed planning of activities.
- There was not systematic compilation of information to easily illustrate the outcomes of the Project, such as concise introduction of “model service”, comparison among the pilot sites, and the presentation of good practices. This type of information would be useful when similar measures are to be undertaken in countries other than Thailand.

### **3-5. Conclusion**

The Project has been implemented without major delays in the undertaking of the activities, and in good collaboration with the Thai side. In terms of the five criteria evaluation, the relevance of the Project is assessed as very high. The effectiveness of the Project is assessed as relatively high, while its efficiency is assessed as mostly high. The impact of the Project is assessed as relatively high, and its sustainability is deemed as high. The outcomes of the Project are likely to be utilized by the Thai government in its implementation of various measures in the relevant fields.

### **3-6. Recommendation**

- The Project was implemented in 6 pilot sites with a degree of distinct features. The information and experiences acquired from these sites can be utilized in the succeeding project in Thailand as well as similar projects both in Thailand and abroad. Therefore, it is recommended to gather good practices in pilot sites with due attention paid to the aspect of diversity in terms of geographical features, inhabitants, administrative settings and so forth. The gathered information and experiences should be taken into consideration in the process of selection of pilot sites in the future projects. In addition, it is recommended to provide clear description of the “Model Service”. This will serve as a good reference when considering the replication of similar activities in neighboring or countries which face accelerating aging. In this regard, preparing a concise explanatory material which outlines the “Model Service” will be useful, in order to disseminate the outcomes of the Project more widely within and outside of Thailand.

- The Project conducted the baseline survey, the model service survey and the cost analysis survey for the purpose of monitoring the progress of the Project and providing evidences related to elderly care. This evidence was supposed to serve as a basis to demonstrate the validity of further expanding the positive outcomes of the Project beyond the Project site. From this point of view, in future projects, appropriately designing survey questions, collecting information and data on a regular basis, and analyzing them would contribute to demonstrating the changes in the situation of the stakeholders and shift in measurement of relevant data.
- Since aging society and elderly care are issues of common interest in the several Asian countries, the experiences of the Project would be particularly useful when planning and implementing similar projects and initiatives in Asian countries. In this regard, the key points to be considered include the following:
  - Especially in rural area, elderly service is likely to face difficulty in accessing care service. The continuous support and coordination among the stakeholders are particularly important to ensure such accessibility through outreach care service and facilitated availability of day care center service.
  - Due attention needs to be paid to the quality of life (QOL) of family caretakers of elderly, in view also of ensuring sustainable care and responding to their needs. Mental, physical and financial support for the families may be explored through such methods as public service, training family care givers and education on medical staff, care personnel and local self-government officials to advocate the needs of support on the families.
- It is recommended to reinforce the commitment and ownership of the local self-government to the promotion of sustainable community based elderly care. In parallel, the central level agencies are expected to encourage support community initiatives by, for instance, facilitating access to advanced knowledge and skills. The Government of Japan could also maintain interest in the situations of elderly care in Thailand.
- The networking and information sharing between the Project and other cooperation schemes of JICA, such as Japan Overseas Cooperation Volunteers (JOCV) were instrumental in ensuring the achievement of the Project outputs. This form of collaboration among different cooperation schemes of JICA will be useful in order to address the issue of aging society in a comprehensive manner.
- The Project paid close attention to the policies and the initiatives on elderly care by the Thai government, and took into accounts the existing mechanisms and organizational settings. This allowed the close collaboration between the initiatives from the Thai side and the Project, which in turn contributed to the materialization of feasible working plans and implementation structure of the Project. From this perspective, similar approach will be useful in future projects.