

Country Name	The Project on Capacity Development in Disaster Management in Thailand (Phase2)
Kingdom of Thailand	

I. Project Outline

Background	The Department of Disaster Prevention and Mitigation (DDPM) was established in 2002 in the Ministry of Interior (MOI) in order to strengthen disaster prevention and mitigation. In 2006, the Government of Thailand made a request to the Government of Japan for technical cooperation with objectives of capacity development of DDPM and strengthening of disaster education. The Project on Capacity Development in Disaster Management in Thailand (Phase1) was implemented from August 2006 to August 2008. In 2010, the Phase 2 of the project was requested in order to improve and scale up the Disaster Prevention and Mitigation (DPM) activities at the national, provincial and municipal and community (village) levels.		
Objectives of the Project	Through formulating Disaster Prevention and Mitigation Action Plans at national level as well as provincial and local authority level (in the model provinces), capacity development of DDPM's staff on facilitating of Community Based Disaster Risk Management (CBDRM), revising curriculum, text books, teachers' guide on disaster education and providing training and etc, the project aimed at enhancing capacity of DDPM to scale up Disaster Prevention and Mitigation Action Plans, CBDRM and disaster education, collaborating with concerned agencies, provincial and local levels, and thereby improving and scaling up implementation of disaster risk management activities.		
	<ol style="list-style-type: none"> Overall Goal: Implementation of disaster risk management activities is improved and scaled up. Project Purpose: Capacity of DDPM is enhanced to scale up Disaster Prevention and Mitigation Action Plans, Community Based Disaster Risk Management: CBDRM and disaster education, collaborating with concerned agencies, provincial and local levels. 		
Activities of the project	<ol style="list-style-type: none"> Project site: Bangkok, Lampang and Lampun Provinces, Nakhon Si Thammarat and other Provinces Main activities: (1) formulating Disaster Prevention and Mitigation Action Plans at national level as well as provincial and local authority level (in the model provinces), (2) capacity development of DDPM's staff on facilitating of Community Based Disaster Risk Management (CBDRM), (3) revising standard curriculum on disaster management training of DPMA and providing training, (4) revising curriculum, text books, teachers' guide on disaster education and providing training, and (5) training on flood risk management Inputs (to carry out above activities) <ul style="list-style-type: none"> Japanese Side <ol style="list-style-type: none"> Experts: 13 persons Trainees received: 93 persons Training in Indonesia: 20 persons Equipment: radio communication system, siren, rain gauge and flood analysis software Project cost: printing, training expenses, project personnel expenses and others Thai Side <ol style="list-style-type: none"> Staff allocated: 154 persons Project cost: facilities, equipment, training venues, printing, and others 		
Project Period	June 2010 – May 2014	Project Cost	(ex-ante) 340 million yen, (actual) 395 million yen
Implementing Agency	Department of Disaster Prevention and Mitigation (DDPM) under Ministry of Interior (MOI) and Office of Basic Education Communication (OBEC), Ministry of Education (MOE)		
Cooperation Agency in Japan	Nagoya University, Hyogo Prefectural Government, City of Kobe, City of Nagoya, Asian Disaster Reduction Center, Plus Arts, IDEA Consultants, Inc. Earth System Science Co., Ltd.		

II. Result of the Evaluation

<Constraints on Evaluation>

- Field visits were not conducted as the implementing agency was not able to attend the field visits because many floods hit Thailand at the time of ex-post evaluation. The evaluation judgment was made based on the questionnaires and interviews with the implementing agencies.

I Relevance

<Consistency with the Development Policy of Thailand at the Time of Ex-Ante Evaluation and Project Completion>

The project was consistent with the development policy of Thailand. At the time of ex-ante evaluation, the "Disaster Prevention and Mitigation Act" (November 2007) articulated that DDPM is a primary organization which coordinates ministries and administrative coordinate parties related to disaster management. At the time of project completion, a new chapter was added to the "Disaster Prevention and Mitigation Act" and the "Disaster Prevention and Mitigation Plan" (2009-2014) respectively, and the Cabinet approved the additions in March 2013. Disaster education was not included in the five-year "Educational Development Plan No.11" (2007-2011), however, it is included in the "National Education Plan" '2017-2036'.

<Consistency with the Development Needs of Thailand at the Time of Ex-Ante Evaluation and Project Completion >

The project was consistent with the development of Thailand for the disaster management. At the time of ex-ante evaluation, DDPM was a relatively new organization which was established in 2002, and in order to disseminate the results of the phase 1 project, capacity and organizational structure for dissemination of DDPM needed to be strengthened. At the time of project completion, as the secretariat to the National Disaster Prevention and Mitigation Committee, DDPM was mandated to play the lead role in planning and promoting DPM activities. Therefore, it was needed to enhance capacity of DDPM with emphasis on planning and promoting DPM activities. All schools were encouraged to include disaster education in their curriculums. Therefore, it was needed to strengthen capacity of MOE.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan's ODA policy to Thailand. Under "Japan's Economic Cooperation Program for Thailand" (May 2006), areas for technical cooperation included "responses to issues that emerge with maturity of society". Disaster management was one of the areas under this category.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project Purpose was partially achieved at the project completion. "Plans for up-scaling are included in the National Disaster Prevention and Mitigation Action Plan" (Indicator 1) was not achieved at the project completion as the plans for up-scaling were not included in the National Disaster Prevention and Mitigation Action Plan. However, in the next National Disaster Prevention and Mitigation Plan (NDPMP), Local Administrative Organizations (LAOs) will be requested to take initiative in undertaking DPM planning and activities. On the other hand, "Plans for up-scaling within the provinces are included in the Provincial Disaster Prevention and Mitigation Action Plans of the model provinces" (indicator 2) was achieved at the time of project completion.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The effects of the project have mostly continued after the project was completed. DDPM has expanded LAO DPM Action Plan (LAO DPM-AP) in local authority organizations other than model provinces. The formation of LAO DPM-AP is an indicator under NDPMP 2015 (which is effective at the time of ex-post evaluation). After the project was completed, DDPM has continued taking following initiatives for up-scaling: (1) DDPM has regularly organized regional workshops for officials of provincial offices. (2) DDPM Head Office has secured the budget to support LAOs in order to prepare their LAO DPM-AP and train their staff. (3) DDPM's Disaster Prevention and Mitigation Policy Bureau, a main agency in charge of disaster policy management, has assigned DDPM Regional Centers to provide necessary advice, and support the staff of DDPM in Provincial Offices to prepare the provincial disaster management plan. (4) DDPM's Disaster Prevention Promotion Division and Human Development Institute of Disaster Prevention and Mitigation Resource Development have conducted training courses for staff of local authority and DDPM Provincial Office's officers to prepare local action plans.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal was achieved. All provincial governments drafted their respective Provincial Disaster and Mitigation Plans and Action Plans during the project period, and they were approved after the project completion and have been revised every year. As to LAOs, 8,291 LAOs (96% of all LAOs) developed LAO DPM-AP. At the community level, more than 100 communities have conducted CBDRM including preparation of evacuation plans every year. As to the disaster education, in 2013, OBEC published a supplementary book "Natural Disaster Learning for Students in Primary & High schools" and distributed it to 32,000 schools nationwide. By utilizing this book, teachers can apply the disaster knowledge to teach students in subjects. However, OBEC has no information about disaster education statistics.

<Other Impacts at the time of Ex-post Evaluation>

Some positive impacts have been observed, according to DDPM. At community level, the project has been promoting representatives of all groups in the community including women, youths and volunteers. The number of people who understand the risk has increased and people in community level have become able to assess risk.

No negative impact on the natural environment by this project has been observed and land acquisition and resettlement have not occurred either.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) Capacity of DDPM is enhanced to scale up Disaster Prevention and Mitigation Action Plans, Community Based Disaster Risk Management: CBDRM and disaster education, collaborating with concerned agencies, provincial and local levels.	Indicator 1: Plans for up-scaling are included in the National Disaster Prevention and Mitigation Action Plan.	Status of the Achievement: not achieved (achieved at the time of ex-post evaluation) (Project Completion) Plans for up-scaling are not included in the National Disaster Prevention and Mitigation Action Plan. (Ex-post Evaluation) DDPM has expanded LAO DPM-AP in local authority organizations other than model provinces. The indicator was achieved as the formation of LAO DPM-AP is an indicator under Disaster Prevention and Mitigation Plan 2015.
	Indicator 2: Plans for up-scaling within the provinces are included in the Provincial Disaster Prevention and Mitigation Action Plans of the model provinces.	Status of the Achievement: achieved (continued) (Project Completion) For the model provinces, all LAOs (103/103) in Lamphun and 97% (56/58) in Lamphang have drafted their LAO DPM-AP. (Ex-post evaluation) LAO DPM-AP have been reviewed annually and updated if necessary.
(Overall Goal) Implementation of disaster risk management activities is improved and scaled up.	Indicator 1: Provincial Disaster Prevention and Mitigation Plans and Action Plans are formulated in all 76 provinces and BMA, and revised (if necessary)	Status of Achievement: achieved (Ex-post Evaluation) - During the project period, all provincial governments drafted their respective plans. - After the project was completed, the Provincial Governor (as the chairman of the Provincial Disaster Prevention and Mitigation Committee) approved Provincial Disaster

		Prevention and Mitigation Plan in accordance with Disaster Prevention and Mitigation Act. 2007. Every year, it has been revised and updated.										
	Indicator 2: All 76 provinces and BMA conduct table-top exercise (TTX) at least one municipality/SAO* (Tedsabaan/Orbortor) together with the province to verify the disaster prevention and mitigation action plan at local level. *Sub-district Administrative Organization (=Orbortor)	Status of achievement: achieved (Ex-post Evaluation) 8,291 LAOs (96 % of all LAOs; remark: total number of LAO is 8,604) developed LAO DPM-AP.										
	Indicator 3: Evacuation plans are prepared by more than 100 communities every year (other than the Project model communities) with support of DPM Regional Centers and Provincial offices.	Status of achievement: achieved (Ex-post evaluation) The number of communities (villages) conducted CBDRM (including preparation of evacuation plans)										
		<table border="1"> <thead> <tr> <th></th> <th>2014</th> <th>2015</th> <th>2016</th> <th>2017</th> </tr> </thead> <tbody> <tr> <td>Number of communities</td> <td>952</td> <td>1,199</td> <td>1,205</td> <td>n.a.</td> </tr> </tbody> </table>		2014	2015	2016	2017	Number of communities	952	1,199	1,205	n.a.
	2014	2015	2016	2017								
Number of communities	952	1,199	1,205	n.a.								
	Indicator 4: Disaster education is implemented by at least four schools. Each school functions as a learning center at the initiative of ESA Office in four major regions in Thailand, respectively.	Status of achievement: not verified(Ex-post evaluation) OBEC has no information about disaster education statistics.										

Source : JICA documents, questionnaires and interviews with DDPM and OBEC

3 Efficiency

Although the project period was as planned (the ratio against the plan: 100%), the project cost exceeded the plan (the ratio against the plan: 116%). Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

There has been policy support for disaster management. Disaster management system in Thailand has been implemented under the global framework such as the “Sustainable Development Goals (SDGs)” (2015-2030) and the “Sendai Framework” (2015-2030), and integrated with national strategy/agenda (the “20-Year National Strategy Plan: (2017-2036), national development plan (the “12th National Economic and Social Development Plan” (2017-2036)). Also, the “Disaster Prevention and Mitigation Act 2007” and the “National Disaster Prevention and Mitigation Plan 2015” are the guidelines to initiative of LAO system for disaster management.

<Institutional Aspect>

DDPM has mainly consisted of Head Office, Regional Centers (18) and Provincial Offices (76 offices). The number of personnel is 154 in Head Office, 383 in Regional Centers and 912 in Provincial Offices. In the Head Office, the Disaster Prevention and Mitigation Policy Division (Policy Division) is responsible for formulating strategic plan of National Disaster Risk Management Plan and Master Plan of each type of disaster, preparing and allocating budget to DDPM Provincial Offices and Regional Centers, performing as a secretary of the National Disaster Prevention and Mitigation Committee and National Safety Council of Thailand and monitoring and evaluating National Disaster Risk Management Plan and budget allocation. The tasks of the Disaster Prevention Promotion Division (Promotion Division) include CBDRM. 18 Regional Centers in Head Office have supervised and supported DDPM Provincial Office to formulate DPM Provincial Disaster Prevention and Mitigation Plan. The Provincial Offices have acted as Provincial Disaster Prevention and Mitigation Committee Secretary, and have been responsible for formulating Disaster Prevention and Mitigation Plan and supporting LAOs to prepare LAO DPM-AP. According to DDPM, the number of personnel has not been sufficient, as DDPM has been assigned new responsibilities.

OBEC has been responsible for developing teaching curriculum for disaster education and promoting textbooks on disasters and distributing them to schools nationwide. The number of staff on disaster education at OBEC is three, and sufficient according to OBEC, as teachers can apply the knowledge on disasters to several subjects based on the educational instruction for primary schools prepared by OBEC. However, the number of staff has not been sufficient as OBEC were not able to collect data on disaster education and to follow up the schools.

<Technical Aspect>

The main divisions such as the Disaster Prevention and Mitigation Policy Division and Disaster Prevention Promotion Division Policy Division and the Promotion Division have had skill in conducting training to support Disaster Management activities (with budget from the government and additional financial support of private organizations). DDPM has had seven academies in seven provinces in order to provide knowledge for municipalities (so called “Training for Trainers”). DDPM has had a training system for its staff and head of local authority.

According to OBEC, OBEC does not have sufficient skills because the staff who implemented the project retired. However, OBEC continues to include disaster education in their educational instruction for primary schools, and disaster education has been mentioned in the textbooks for primary schools and high schools.

<Financial Aspect>

During the past three years, DDPM has obtained sufficient budget for promoting LAO DPM-AP and CBDRM. Although it was expected that LAOs allocate 2% of their annual budget for DPM activities, the budget has not been secured.

Budget of Disaster Prevention and Mitigation Policy Division

(Unit: Thai Baht)

	2015	2016	2017
Applied budget			
- of which, budget of LAO DPM-AP	-	-	-
- of which, budget for CBDRM	23,960,000	20,080,000	-

Approved budget			
- of which, budget of LAO DPM-AP	-	600,000	600,000
- of which, budget for CBDRM	23,960,000	20,080,000	20,080,000

No budget is allocated for disaster education at OBEC, as the disaster education did not continue after the staff who implemented the project retired.

<Evaluation Result>

Therefore, the sustainability of the effects through the project is fair.

5 Summary of the Evaluation

The project has achieved the project purpose. Although the plans for up-scaling was not included in the National Disaster Prevention and Mitigation Action Plan at project completion, DDPM has expanded LAO DPM-AP in local authority organizations other than model provinces after the project was completed, and the LAO DPM-AP have become an indicator under NDPMP 2015. The Overall Goal was achieved as actions plans have been formulated at provincial and LAO levels, and CBDRM have been conducted. As to sustainability, some problems have been observed in the institutional, technical and financial aspects, however, there has been no problem on the institutional aspect. As to the efficiency, the project cost slightly exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

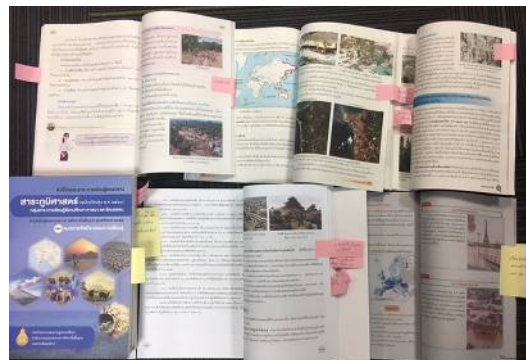
- JICA recommends that more budget and manpower should be allocated in order to promoting OBEC’s disaster education activities, disaster education should be kept in case of the revision of educational instruction. It should have efficient human resource management. When OBEC’s officials retire, other successors should be assigned to continue the work.
- During the ex-post evaluation, some annual data/information on nationwide activities which show the continuation of the project effects were not obtained. DDPM has to update annual data/information regularly on the nationwide disaster risk reduction activities, because such data are beneficial for its current and future disaster management plans.

Lessons Learned for JICA:

- Dissemination of disaster prevention and mitigation activities to the community level is successful as it was set in the Overall Goal because this goal was in line with the core activities of DDPM. In addition, DDPM was established under Ministry of Interior which oversees local administration and has strong authority over LAOs. The careful selection of counterparts and system design based on the responsible duties of the department, at the time of project planning, led to the achievement of the Overall Goal.



Interviewing DDPM’s officers



Textbook for primary school under the instruction by OBEC (Disaster education part are shown with colored sticky note)