ASSESSMENT OF DEVELOPMENT RESULTS

EVALUATION OF UNDP CONTRIBUTION **THAILAND**

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ASSESSMENT OF DEVELOPMENT RESULTS: THAILAND

ACKNOWLEDGMENTS

FOREWORD

This report presents an independent country-level evaluation conducted by the UNDP Evaluation Office in 2010. The evaluation examines the strategic relevance and positioning of UNDP support, and its contribution to the development of Thailand under the two recent country programmes for 2002-2006 and 2007-2011.

During the past few decades, Thailand has experienced rapid economic growth and modernization. It has become a middle-income country, and its development needs shifted. UNDP together with the Royal Thai Government has been seeking to reposition their relationship, and has redefined it from the traditional donor-recipient one to the one based on a mutually beneficial partnership for human development, whereby UNDP acts more as a gateway for Thailand to gain international policy advice and experience and, at the same time, to provide its own knowledge and expertise to other developing countries.

This report points out that, while UNDP made a conscious effort to shift its approach from a project-based one to policy-level support, it still largely runs projects that are parallel to the government programmes and activities, relying on the funds it has raised. Given the shrinking funding base for UNDP programme activities in such a middle-income country as Thailand, this mode of operation has put a limitation on the impact that UNDP's interventions could have. It is also a part of the reason why many UNDP initiatives faced difficulties in ensuring the sustainability of the development results achieved.

To address the persistent disparities between the urban and rural population, and the hollowing out of traditional village life due to the economic pull of cities, the Government has put 'people-centred development' based on the Sufficiency Economy philosophy at the centre of its national development strategy. The strategy also aimed to achieve better balance between economic growth and environmental sustainability with self-reliant communities managing their natural resources.

Key elements of this strategy were decentralization of authorities to local governments, promotion of good governance, and community capacity development. UNDP has been supporting this effort especially at the sub-national level. The report finds that UNDP has been particularly effective in supporting communities to develop self-governance and in promoting participatory local governance. The challenge is to ensure that the results are sustained by national partners and local-level success is scaled up to the national level or replicated more widely.

The report also finds that there are high expectations among the Thai people for UNDP to represent and promote the values that UN espouses. While UNDP engages in a variety of advocacy activities, their scope has been rather limited. The report suggests UNDP to further enhance and broaden the outreach of its advocacy to general public.

This report is special in that it is one of the few Assessment of Development Results that were for the first time conducted entirely by national experts. It is our view that this has made the report reflect the perspective of the Thai people much more than otherwise. It is also hoped that the lessons provided in this report are useful not only for improving UNDP operations in Thailand but also for corporate UNDP in refining its strategy in middle-income countries.

Saraswathi Menon
Director, Evaluation Office

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Boxes

Tables

ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADR	Assessment Development Results
AIDS	Acquired immune deficiency syndrome
ASEAN	Association of Southeast Asian Nations
CBD	Convention on Biological Diversity
CBO	Community Based Organization
CCA	Common Country Assessment
CCF	Country Cooperation Framework
CNRLI	Community Network for Restoration of Lanta Island
CPAP	Country Programme Action Plan (Thailand 2007-2011)
CPD	Country Programme Document (Thailand 2002-2006)
CSO	Civil Society Organization
DAC	Development Assistance Committee
ENGAGE	Enhancing Democratic Governance and Accountability through Gender-Sensitive Engagement of Local Communities
EO	UNDP Evaluation Office in New York
FAO	Food and Agriculture Organization of the United Nations
GDP	Gross Domestic Product
GEF	Global Environment Facility
GTZ	German Technical Cooperation or the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ)
HIV/AIDS	Human immunodeficiency virus/acquired immune deficiency syndrome
IPDP	International Partnership for Development Programme
MDG	Millennium Development Goal
MIC	Middle-income country
NESDB	National Economic and Social Development Board
NGO	Non-Governmental Organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
PLEDGE	Partnership for Local Empowerment Through Democratic Governance
TICA	Thailand International Development Cooperation Agency
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change

UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIAP	United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Subregion
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women (In July 2010, UNIFEM and three other UN entities were merged into the new United Nations Entity for Gender Equality and the Empowerment of Women, or UN Women)
UNPAF	United Nations Partnership Framework
USAID	United States Agency for International Development
WRD	Water Resource Development

EXECUTIVE SUMMARY

DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

During the last several decades, Thailand has experienced remarkable economic growth and modernization, becoming a middle-income country (MIC). The human development index has steadily improved over the decades, placing Thailand at the higher end of medium human development countries.

Although Thailand has developed steadily from the macro-perspective, the benefit of growth had been unevenly distributed and the main human development challenge remained: the persistence of poverty, especially in rural areas and among vulnerable and marginalized population groups. The disparities remained also in the access to quality social services. The asymmetric growth between urban and rural areas has induced migration to cities, resulting in the hollowing out of traditional village society and economy. Rapid economic growth is threatening Thailand's eco-system and putting a strain on its natural resource base, such as forest and water resources. The economy relied heavily on external factors, and remained vulnerable to external shocks. Thailand also has a sizable unregistered mobile population, whose access to public services is still limited.

In the Ninth and Tenth National Economic and Social Development Plans (NESDPs) (respectively for 2002–2006 and 2007–2011), recognizing these challenges, the Government has given attention to balanced growth with 'people-centred development' based on the Sufficiency Economy philosophy, which emphasizes life in moderation, use of traditional wisdom and building resilience against external shocks.

Successive governments have enacted various programmes to reduce poverty with a varying degree of success. Key strategies have been to increase income and expand opportunities for the poor, as well as to empower communities for self-reliance. However, the disparities still persisted and, together with the sense of injustice fed by corruption and with political rivalry, bred the political tension that surfaced in open political conflict in recent years.

Especially since the landmark constitution of 1997, promotion of democracy and good governance has been high on the agenda both of the Government and the general public. Key policy strategies have been to promote participatory democracy and good governance through decentralization of authorities to local administrations, strengthening of civil society, and enhancing the community's capacity for self-reliance. These efforts were not without challenges, such as the lack of capacity of local administrations.

Decentralization and community capacity development also aimed to bring about improved environment management by communities based on local knowledge. Reflecting the national priority attached to the environment and natural resource management, the Government created in 2002 a new ministry to deal with natural resources and environment in an integrated and strategic manner. Environment consciousness among the general public has been on the rise. To cope with the impact of the fast-growing economy on environment and to deal with the tension between commercial and community interests however, further and tenacious efforts would be required.

The Government has successfully reduced the overall incidence of HIV/AIDS among the general population in the last decade. However, there has been a sign of resurgence of infection among vulnerable population groups, particularly the unregistered mobile workers. Recognizing this, the Tenth National Plan put the issue back on the agenda, with a view to reducing both the number of infections and their socio-economic impact.

In recent years, Thailand has emerged as a new provider of development cooperation, especially with neighbouring countries to enhance their development and reduce economic gaps, and to strengthen relationships between the governments and among the general public. The activities include providing soft loans and training, as well as facilitating cultural and public diplomacy. Thailand also engages in regional cooperation through such mechanisms as ASEAN, the Greater Mekong Subregion and the Bay of Bengal Initiative. The Government, by taking a leadership role in these regional initiatives, seeks to become a knowledge centre for the region.

UNDP RESPONSES

RESPONSIVE GOVERNANCE

Promotion of good governance has been a priority in the national strategy. UNDP supported Thailand to improve the responsiveness and quality of social services at the sub-national level, to strengthen people's participation in the decision-making process, and to promote transparency and accountability in governance. The approach taken was to strengthen the local administration capacity for strategic planning and programme implementation with greater participation of the poor and vulnerable groups, to implement anti-corruption and information disclosure initiatives particularly at the sub-national levels, and to strengthen community group capacities to hold public agencies accountable.

Tangible results were achieved in the promotion of participatory decision-making process. The introduction of 'people's audit' tool has led to the resolution of issues faced by the tribal people who had no access to citizenship. This tool was further integrated into the training programme for local civil servants conducted by a national institution. The innovative multi-sector community development initiative has improved the responsiveness of social services to the needs and priorities of local communities. At the same time, some initiatives faced difficulties because of the capacity constraint of local governments.

Policy impact has also been uneven, particularly in terms of promoting transparent and accountable governance.

UNDP paid particular attention to the plight of disadvantaged and vulnerable people. A human rights protection mechanism was set up for indigenous and highland ethnic people, and opportunities were created for the indigenous groups to raise the issues of their concern with key national counterparts. Participation of women was encouraged in initiatives for promoting participatory democracy.

ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

Another priority in the national strategy was to restore a sound environment and to achieve a better balance between economic growth and environmental sustainability. UNDP has initiated a number of activities to this end, from supporting the Government to align its policies to international environment agreements, and helping local governments integrate environment management into their planning and budgeting process, to conducting a demonstrative downstream project on alternative energy, and developing the community capacity to self-manage natural resources in a sustainable manner. The support was extended on a wide range of issues, including climate change adaptation, renewable and sustainable energy supply, energy efficiency in production and consumption, community-based natural resource management to protect forest areas or wetland biodiversity, disaster prevention, and restoration of livelihoods and ecology in post-disaster communities.

Many of these interventions have made tangible impact. Some initiatives influenced sectoral strategies at the national level. Development of community-based natural resource management was an area where UNDP was found to be particularly strong and responsive to the community needs. In some cases, there was a disconnect between the community-level activities and the policies and programmes of the local government, which resulted in difficulties for the communities to maintain the results achieved.

HIV/AIDS

UNDP supported local capacity building and multi-sectoral response programme to address the new wave of HIV/AIDS infections, involving provincial, district and sub-district level administrations. The initiatives resulted in a broad acceptance of HIV/AIDS policy guidelines, and a HIV learning network among local administrations in each province. The initiative to reduce HIV vulnerability among the target communities and mobile population contributed to enhanced knowledge and skills related to prevention, treatment, care and destigmatization of those infected.

INTERNATIONAL PARTNERSHIP FOR DEVELOPMENT

In support of Thailand's effort to enhance its contribution to South-South cooperation, UNDP supported institutional capacity development of Thailand International Cooperation Agency. As a result, the institutional capacity has increased, a strategic approach to development cooperation was introduced, and the cooperation framework has been established with some new recipient countries. At the same time, the challenge remains in strengthening internal coordination of assistance provided by various parts of the Government. Also, UNDP could not fully utilize its particular strength, the global network, to enhance the responsiveness of Thailand's assistance to the needs of recipient countries.

POLICY ADVOCACY FOR MDGS AND UN DEVELOPMENT AGENDA

UNDP has engaged in various forms of advocacy of MDGs and human development. It has paid particular attention to the issues faced by women or ethnic minorities in its various programme activities. It supported policy discussions through publication of national human development reports. It provided technical support for building up gender-segregated statistics and gender strategies. It initiated province-level MDG reports to support targeted policy-making to reduce disparities. It supported the advocacy activities of the

UN Resident Coordinator on such issues as human rights.

Some results were achieved, such as increased awareness in policy-making or related legislations. The impact of many of these initiatives, however, seemed limited in scope. Some initiatives targeted mainly policy-makers and academics, and did not produce much social impact. Some other initiatives were event-centred and their impact short-lived. The influence of reports on national policies and programmes was not always evident. Broader outreach and sustained campaigning might be needed to instigate social change and create lasting impact.

NEW PARTNERSHIP IN THE MIC CONTEXT

With Thailand becoming a MIC, its relationship with UNDP has been redefined from the traditional donor-recipient one to a mutually beneficial partnership for human development. UNDP was expected to act more as the gateway for Thailand to access international policy advice and comparative experiences, as well as to provide its own knowledge and experience to other developing countries. UNDP had accordingly added a programme to support Thailand's South-South cooperation efforts. It had also made a conscious effort to shift its approach from a project-based one to policy-level support.

However, shifting its relationships to a true partnership in the MIC context turned out to be a challenge. UNDP in Thailand has still been running projects largely with the fund it mobilized and, with Thailand becoming a MIC, the impact of its activities has become more constrained by the shrinking funding base. UNDP's projects, although run in close collaboration with the Government, have still been run parallel to the government programmes and activities. Consequently, UNDP often had difficulties in ensuring that the results of its initiatives are followed up, scaled up or replicated by the Government and other national partners after its intervention is completed.

MAIN CONCLUSIONS

Conclusion 1: Human development promoted by UNDP has been in consonance with the Sufficiency Economy philosophy that formed the basis of national strategies and policies. UNDP country programmes were aligned with the priorities articulated in national development plans, and addressed the country's important development challenges. To this end, UNDP's projects and activities have made policy contributions and had some tangible impact at the community level.

UNDP's efforts have aimed to meet Thailand's important developmental needs and challenges, and been well aligned to the government's priorities articulated in the Ninth and Tenth NESDPs. UNDP's projects and activities have been designed to contribute to this end and, in general, met their immediate objectives, thus having made policy contributions and had some tangible impact at the community level.

Conclusion 2: UNDP paid great attention and responded well in its programmatic initiatives to the plight of the most vulnerable or crisis-affected communities, as well as the vulnerable and disadvantaged population groups.

UNDP's needs-driven support to the most vulnerable and crisis-affected communities has had some impact on those communities, and was much appreciated. A noteworthy example was the speed of its response to the tsunami emergency of late 2004.

UNDP paid particular attention to those population groups that are vulnerable and disadvantaged. This was evident, for example, in targeting mobile populations for the HIV/AIDS programme, ethnic minority groups in the integrated sustainable livelihood project in Mae Hong Son, and women in the participatory approach to local governance.

Conclusion 3: UNDP in general used partnerships effectively with government agencies, civil society organizations, academic institutions and the private sector to achieve the immediate objectives of its initiatives. How-ever, in some cases, partnerships with local governments were not without challenges.

UNDP has partnered with the national and local government agencies, NGOs, and the private sector as well as academic institutions to implement projects effectively. It has worked well with central government ministries and departments as its traditional partners for many years. Its effort to involve the private sector and civil society is particularly noteworthy at a time when the traditional source of external funding is dwindling.

To reach out to vulnerable groups in the regions, UNDP has extended its partnerships to provincial and local governments, sometimes together with the private sector and civil society in an effort to create new partnerships for development. In some cases, it encountered difficulties due to rigidly applied rules and regulations, bureaucratic structure and behaviour, and local political interests.

Conclusion 4: UNDP has promoted national and local ownerships, but ensuring the sustainability of development results has been a challenge. UNDP's initiatives at the local level were not always taken over by national partners, or scaled up or replicated to the national level. UNDP's initiatives at the central level were not always taken over or integrated into programmes and activities of the national partners. These initiatives, though usually in line with broader national efforts, hence did not seem to have enjoyed a true national ownership.

Even though UNDP has emphasized participation in its initiatives by a widespread set of stakeholders, engaged in a variety of collaborative partnerships, and the initiatives have been broadly in agreement with national policy objectives, it has been facing a challenge in ensuring the sustainability of development results. UNDP's projects at the local level were not always maintained or followed up, scaled up to the national level, or replicated by national partners, despite their active participation during project implementation. The results of UNDP's initiatives at the central level were not always

taken over or integrated into programmes and activities of the national partners. This suggests that there may not have been a true ownership of these initiatives by the national partners.

Conclusion 5: UNDP has supported Thailand's effort to contribute to global partnership for development (MDG 8) and South-South cooperation, mainly through institutional support to TICA. However, UNDP has not fully utilized its strengths – its global network and the presence in recipient countries – that could have made valuable contributions in this area.

UNDP has supported Thailand's South-South cooperation effort mainly through institutional and technical support to TICA, and made some important contributions to this end. However, the support has largely come from UNDP Thailand alone, and has failed to take advantage of its corporate strength – namely its global network and presence in partner countries. Based on this strength, UNDP could have helped TICA to overcome its key challenge, to improve effectiveness of its assistance by identifying and responding effectively to demands and needs of partner countries. It could have also helped Thailand position itself better in the context of aid coordination in the partner countries to improve not only aid effectiveness but also TICA's position and aid-coordinating ability.

Conclusion 6: From the current programme cycle, UNDP has moved into a new partnership with Thailand as a middle-income country with a shift of emphasis from traditional development assistance to policy support, and from a project-based to programme-based approach. However, this transformation has not yet been fully achieved. UNDP still has been mostly implementing projects with the funds it mobilized, rather than leveraging the government's effort and programmes.

As Thailand has developed into a middle-income country, UNDP and the Government have entered into a new mode of cooperation, from traditional development assistance to that of a partnership. However, the fundamental shift in UNDP's role in Thailand has not yet fully been achieved – from fund mobilization and project implementation, to policy support, providing specific technical expertise and tools, and promoting such values as equity and human development. In large part, UNDP still has been implementing projects funded by the resources it has mobilized. Many of its projects hence tended to be 'additional' to, and not an integral part of the government's programme. This has affected the ownership of initiatives. Given the shrinking funding base, these initiatives could be effective but isolated, and thus lacking national impact.

Conclusion 7: UNDP's effort in advocacy often focused on raising awareness of policy-makers and providing information and tools for them to design appropriate policies. This was, however, not enough in making a social impact. Also, advocacy effort seemed much more effective when combined with support to operationalize corresponding policies.

There was a strong voice raised by many Thai people that the United Nations has an important role to play by presenting the values that it espouses and acting as a neutral and conscientious broker to promote social cohesion.

UNDP has made a great effort in promoting United Nations values through both advocacy, often in support of the UN Resident Coordinator, and its own programme activities. UNDP's advocacy effort, however, was largely geared towards raising awareness of policy-makers and providing information and tools for them to design appropriate policies. For the results of advocacy to have an impact and instigate social changes, however, there needs to be a persistent effort to garner support among a wide range of population so that concerned citizens could put the issue on the political agenda for a prolonged period.

Advocacy efforts also seemed most effective when combined with initiatives to support the operationalization of corresponding policies. Raising awareness of citizens without providing the means to address the issue did not yield much effect. If the advocacy aims to address a case of

injustice, for example, the means to redress such an injustice need to be made available to those affected by it.

Conclusion 8: There is a considerable need for UNDP Thailand to improve results-based management within itself, as well as of the national partners to ensure proper results monitoring and exit from interventions.

Even though UNDP is a strong advocate for results-based management, UNDP Thailand seemed to focus on inputs, activities and immediate outputs rather than outcomes or results. This was manifested in its monitoring and evaluation reports that emphasized the achievements and performance indicators at the activity and output levels.

Moreover, there is a strong need for capacity building of not only itself but also of implementing partners on project monitoring and evaluation. Without the understanding and practice of results-based monitoring at the implementation level, results monitoring at the country office in Bangkok would be standing on a very flimsy base and, upon the completion of a project, the national partners would not be able to properly take over the operation and continue to work for desired results.

RECOMMENDATIONS

STRATEGIC RECOMMENDATIONS

Recommendation 1: UNDP should transform itself into a true partner in the MIC context. It should strengthen national ownership and sustainability by designing its activities as an integral part of programmes and activities of the Government or other national partners, while refraining from mobilizing funds for and implementing projects of its own that are additional to national efforts.

UNDP should transform the way it operates into a true partnership in the MIC context with Thailand and the Government. This requires a fundamental shift in the role that it plays. It should aim to leverage appropriate government programmes and activities by providing policy advice, or models and tools, including through its innovative field projects. It should support national partners, such as civil society organizations, in addressing human development challenges. It should refrain, however, from mobilizing funds for and implementing projects that are additional to, and not an integral part of the government programme or the efforts by other national partners. UNDP must identify and design projects from the outset in such a way that the results are eventually taken over by national partners, and sustained, scaled up or replicated. UNDP would thereby strengthen national ownership and enhance sustainability as well as the chance to make a real difference.

After having identified the programmes and activities of the Government or other national partners to be strategically assisted, UNDP could focus on leveraging them by providing policy or methodology support, bringing in successful models of participatory governance or environmental technology use, or assisting in the partnership development. These initiatives should be designed and agreed on in such a way that, if the advice was useful or the application of a model was successful, it would be absorbed into the programmes and activities.

Recommendation 2: UNDP should significantly enhance and broaden its advocacy to reach out to Thai citizens at large, so that ordinary Thai people are aware of their rights and obligations, and the options they have. Further, such advocacy effort should be accompanied, whenever necessary, by support to operationalize corresponding policies and implement programmes.

UNDP should significantly enhance and broaden its advocacy to reach out to Thai citizens at large, to address fundamental issues faced by Thai people emanating from social inequality. UNDP should raise the awareness of not only policy-makers but also of a wide range of Thai people to recognize their rights and obligations, and be aware of the options they have. UNDP should answer the call by ordinary Thai people for UN to present the values that it espouses and, whenever necessary, provide support to

operationalize corresponding policies and implementing programmes that would provide means for citizens to take appropriate actions.

Recommendation 3: UNDP should work with national partners to sharpen focus on strategic priority issues that could produce national impact in the long term.

The current UNDP contribution may consist of too many small-scale and short-lived projects, which in turn result in high management costs. UNDP should work with national partners, including the Government and civil society, to refine strategic priorities that would benefit from UNDP's engagement. It should set the priorities around activities that address the critical issues of the country and would leverage the national efforts so that together they will have national impact in the long term.

Recommendation 4: UNDP should continue to expand and strengthen partnerships with local governments as well as to develop new partnerships with national civil society organizations, academic institutions, state enterprises and the private sector.

UNDP has an advantage in its long-term relationship with the Government, especially at the central level. Strengthening relationships with local and provincial governments, however, is needed. It should actively involve local governments in the design and implementation of initiatives at the very outset to promote ownership and effectiveness. At the same time, it needs to develop a more active partnership with national civil society organizations, academic organizations and other experts in Thailand. Some civil society foundations have a long history of social activism, are well resourced and are trusted by the Thai people. In addition, it should seek partnerships with the private sector and state enterprises. Many of these organizations have financial resources and are willing to participate in social activities.

Recommendation 5: UNDP should further explore ways to provide multi-sector response, especially in relation to its initiatives at the local level.

Support to promote good governance, especially at the local level, is a comparative strength of UNDP. Good governance at the local level will provide a platform to extend support also in other sectoral issues, such as natural resource management or health services. A multi-sectoral approach centred on local governance will also ensure proper linkage between community-based initiatives and the policies and practices of the local government. UNDP should take full advantage of such a synergy within itself and with other partners.

OPERATIONAL RECOMMENDATIONS

Recommendation 6: UNDP should examine conditions for sustainability much more carefully and systematically before embarking on and exiting from each intervention. UNDP should also put much more emphasis on the scaling up of pilot or other initiatives by developing such an understanding at the outset and conducting participatory evaluations before the exit.

While UNDP was successful in promoting national and local ownership in some projects, the sustainability issue remains a challenge. UNDP should systematically conduct sustainability appraisals and build exit strategies, before embarking on and exiting from interventions. In doing so, it could take into account the following factors:

- risks of premature withdrawal;

- political factors, which includes support from the central and local governments to maintain, scale up and replicate the results;

- financial factors, which is to ensure the ability of national partners to continue necessary activities and maintain the development results;

- technical factors, namely, the knowledge and skills that need to be in place at the end of interventions, including on monitoring and evaluating performance.

UNDP should put much more emphasis on the scaling up of pilot or some other initiatives with

a potential to generate substantial results. To this end, first, UNDP should seriously develop an understanding from the beginning with the key national stakeholders – relevant central and local government authorities, and possibly civil society organizations – that, if successful, the outcomes will be sustained, scaled up or replicated by appropriate national partners. Second, at the conclusion of a project or an initiative, it should conduct participatory evaluation with all key stakeholders to examine the strengths, weaknesses and lessons learned from the project, not only to plan for the way forward but also to have the key stakeholders recognize the value of sustaining, scaling up and replicating the outcomes. UNDP could also organize a forum to share the evaluation outcomes, discuss the way forward with key stakeholders, and solidify partnerships with them for long-term development results.

Recommendation 7: UNDP should use its global network more effectively and collaboratively in its support for South-South cooperation. UNDP's Regional Centre should play a more active role in this regard.

The most valuable role that UNDP could and should play to assist the Government in South-South cooperation is to facilitate Thailand in having effective linkages with its partner-countries, making full use of its global network and presence in the partner countries, so that Thailand can better target its assistance to where it is needed.

Moreover, UNDP could help TICA provide assistance in the context of the aid-coordination mechanism established in the partner countries, especially in the neighbouring least-developed countries – the main recipients of Thailand's assistance. Positioning TICA in the aid-coordination mechanism on the recipient side may also reduce the problem it has in not being able to effectively coordinate initiatives of other ministries and agencies, since TICA would be in a position to have a better overall picture and coordinate activities on behalf of the Thai Government.

UNDP should also actively seek the involvement of Thailand in its regional programmes and its support to regional initiatives and organizations, especially where Thailand could play a leadership role in a regional South-South cooperation framework.

To achieve these objectives, UNDP's Regional Centre must play a more active and perhaps a central role in support of South-South cooperation.

Recommendation 8: UNDP should qualitatively improve its results-based management, including with capacity building of both the country office and the national partners. Together with national partners, UNDP should develop a results-based roadmap towards intended long-term development results, clarifying the roles the partners should play. UNDP should also build into the projects capacity building of implementing partners on results monitoring and evaluation.

UNDP Thailand should improve the quality of its results-based management, shifting its focus from outputs to outcomes.

Together with national partners, UNDP should define objectives and indicators for long-term development outcomes and draw up a results-based roadmap towards those outcomes. In aiming at long-term results, the roles needing to be played by national partners and UNDP must be clarified. This will also clarify how UNDP initiatives should be taken over by the national partners if they are to produce long-term development results.

UNDP should build capacity on monitoring and evaluation both of itself and of its national partners. If results monitoring is weak at the implementation level, it is not possible to monitor results properly and implement results-based management at the programme level. Capacity building of national partners in this regard will also help them suggest or take necessary action to remedy any problem that may arise.

Chapter 1

INTRODUCTION

1.1 OBJECTIVES AND SCOPE OF EVALUATION

The Assessment of Development Results (ADR) in Thailand is an independent country-level evaluation conducted by the Evaluation Office of the United Nations Development Programme (UNDP) in 2010 to assess UNDP's overall performance and contribution to development in Thailand during the past two programming cycles under the Country Cooperation Framework 2002-2006 and the ongoing Country Programme 2007-2011. It aims to draw lessons for future strategies, particularly for the next programme for 2012-2016. It also looks at the context in which UNDP projects and activities are planned as part of the broader United Nations Development Assistance Framework (UNDAF) 2002-2006 and United Nations Partnership Framework (UNPAF) 2007-2011.

1.2 METHODOLOGY

1.2.1 METHODOLOGY USED

The ADR was conducted in accordance with the ADR Guidelines and the ADR Manual of the UNDP Evaluation Office[1] as well as standard evaluation practices such as the triangulation principle and the validation of facts and findings with relevant stakeholders. This evaluation was conducted in collaboration with the Thailand International Development Cooperation Agency (TICA), Ministry of Foreign Affairs, of the Royal Thai Government, by an independent national evaluation team, led by Watana Patanapongse, and comprising Chokchai Suttawet, Pasit Lorterapong, Pimprapai Intravitak and Prapasson Chaiwat,

together with the task manager from the UNDP Evaluation Office, Masahiro Igarashi.

The assessment of UNDP's contribution to development results comprises two main parts: (a) assessment by thematic areas; and (b) assessment of the strategic positioning of UNDP. UNDP's performance in achieving intended programme outcomes and its contribution to development results was assessed by thematic areas, using the following criteria: relevance, effectiveness, efficiency and sustainability. The strategic positioning of UNDP was assessed in relation to the country's development policy, how UNDP positioned itself and what strategies it took in assisting the development effort by the country. This assessment was made according to the following criteria: strategic relevance and responsiveness; use of networks and comparative strengths; and promoting UN values from a human development perspective.

The ADR employed a variety of data-collection methods to ensure triangulation of findings, which included:

- **focus group discussions/interviews** of 65 groups of informants;
- **survey** of 196 informants;
- **review of documentary data** obtained from the UNDP country office in Thailand, such as existing evaluation reports, and from related third-party research reports;
- **project site observations** at Mae Hong Son and Krabi Provinces;
- **semi-structured interviews** with several high-level officials.

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1   UNDP Evaluation Office, 'ADR Manual 2010', 2010.

In the interviews, focus group discussions and surveys, the stakeholders were categorized into three types: (a) policy-makers and administrators, and programme managers and coordinators; (b) project implementers; and (c) beneficiaries. The questionnaire and surveys were adapted according to the type of stakeholders therein.

The ADR adopted the following approaches to maintain quality, validity, and reliability of available information: (1) testing of the questionnaire with a sample group of informants; (2) re-interviewing in case informants were found not exactly related to the selected projects (for example, some selected informants had replaced previous holders of their positions at the time of project execution); and (3) re-selecting of projects when the sample was found to be not appropriate for any reason. Though the evaluation team has tried to maintain the quality and quantity of the collected information to the maximum extent possible, some limitations exist in terms of time and scope. Results obtained from different methods and different information sources were compared to ensure the validity of findings. Care was taken to use evidence and testimony before jumping to conclusions.

1.2.2 PROJECT SAMPLING

Given the scope of evaluation that spans over almost a decade of UNDP's work in Thailand, the team used a case-study approach, following the method used in other ADRs. For this purpose, a set of 20 sample projects were selected from the list of 87 projects effectively implemented in the period under review since 2002, provided by the UNDP country office in Thailand. Among the 87 projects, there were 57 project documents. Around 63 percent of the projects with implementation modality recorded are nationally executed (NEX).

As part of the sample selection process, the evaluation team had requested the country office and TICA to rate their strategic importance (high, medium and low). After consultation

with the UNDP country office and TICA, the evaluation team selected projects implemented in both cycles, based on the following criteria:

- degree to which the expected results (outcomes) are represented;

- degree to which UNDP's corporate areas and the main sub-thematic areas in the Thailand programme are represented;

- coverage of both programming cycles (2002-2006 and 2007-2011);

- the strategic priority of projects and programmes as assessed by the country office and TICA;

- the existence of evaluations done on the project;

- the possibility of visiting activities in the field; and

- coverage of projects with different sizes: large budget (more than USD 500,000); medium (USD 100,000 − 500,000) and small (less than USD 100,000)

The result was a sample comprising 20 projects in Table 1, whose strategic priorities are rated either high or medium by the country office and TICA.

1.2.3 THE PROCESS

Preliminary desk research and scoping work was conducted in early August 2010 to establish the evaluation framework and methods and to define more precisely the scope. Interviews were also held at UNDP's country office and at relevant government offices at an early stage. The main evaluation activities were undertaken primarily in September and October 2010, to collect and examine information and opinions from stakeholders and beneficiaries.

The inception report was submitted on 16 August 2010, outlining the methodologies to be used and defining the sample set of projects for

Table 1. Projects Selected for Case Study			
Thematic area	**Sample projects**	**Execution modality**	**Budget USD**
1. Responsive Governance	1.1 Partnership for Local Empowerment through Democratic Governance (PLEDGE)	DEX	1,100,000
	1.2 Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand	NGO	230,000
	1.3 Enhancing Democratic Governance and Accountability through Gender Sensitive Engagement of Local Communities (ENGAGE)	NEX	300,000
	1.4 Capacity Building and Civic Education in Support of Decentralization and Local Governance in Thailand	NEX	300,000
	1.5 Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son Province	NEX	1,650,000
2. International Partnership for Development	2.1 Support to Thailand International Partnership for Development (IPDP)	NEX	800,000
	2.2 Global Partnership for Development	NEX	100,000
3. Millennium Development Goals	3.1 MDG Advocacy and Human Development Analysis	DEX	1,165,000
	3.2 Partnership with Non-Governmental Organizations (NGOs)	NGO	81,250
	3.3 Partnership with Ministry of Social Development and Human Security on Gender Statistics	NEX	98,750
	3.4 MDG Monitoring and Strengthening Statistical Capacity (*Joint Project)	NEX	35,000
4. HIV/AIDS	4.1 Strengthening HIV Resilience in Thailand Mobile Populations' Source Communities	DEX	1,002,890
	4.2. Enhancing GFATM Grant Implementation in Thailand through Local Partner Capacity Building and Improved Multi-Sectoral Local Response Programming for AIDS	NEX	335,771
5. Environmentally Sustainable Development	5.1 Removal of Barriers to Biomass Power Generation and Co-generation in Thailand	NEX	6,850,000
	5.2 Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island	NGO	70,025
	5.3 National Capacity Self-Assessment for Global Environmental Management	NEX	200,000
	5.4 Integrated ONE AWP - Environment and Climate Change	NEX	273,000
	5.5 Support to Alignment of National Biodiversity Strategy and Action Plan with Convention on Biological Diversity Obligations and to Development of a Clearing-House Mechanism	NEX	359,090
	5.6 Indigenous Livelihood Restoration and Sustainable Ecology for Lanta	DEX	1,100,000
	5.7 Working with Communities to Meet Water and Sanitation Needs Sustainably in the Recovery of Selected Tsunami-affected Countries	DEX	347,000

Note: Execution modality column shows: NEX = national execution, supported by UNDP; DEX = direct execution by UNDP; and NGO = execution by a non-governmental organization

case study. The evaluation team then took the following steps:

i. clarification of the conceptual framework to be used in the ADR;

ii. interviews of core stakeholders based on the unstructured interview guideline developed with a view to helping the team prepare more elaborated tools;

iii. development of semi-structured interview questionnaire schedules (or focus group interview schedules) for the three types of stakeholders aforementioned, mainly to be used in focus group discussions and, in some cases, in interviews when open discussion is sought;

iv. development of structured interview questionnaire schedules (or survey interview schedules) mainly to collect wide data and information for statistical analysis and for generalization of opinions and recommendations;

v. selection of two project sites (Mae Hong Son and Krabi Provinces) for field visits for further observations of activities and results.

Data was collected during September and October 2010, based on the aforementioned tools. The list of persons consulted during this stage is provided in Annex 2.

A case study was conducted from 23 to 25 September 2010 in Mae Hong Son Province by two team members on the project Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son Province. At Krabi Province, case studies involved three projects, namely, Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island, Indigenous Livelihood Restoration and Sustainable Ecology for Lanta, and Working with Communities to Meet Water and Sanitation Needs Sustainably in the Recovery of Selected Tsunami-affected Countries. Two team members accompanied by the task manager undertook the field trip from 23 to 26 September 2010. In addition to the tools developed, an observation guideline and observation form were prepared and video and camera recording was used to improve the synchronic approach to the study.[2] Case studies on 16 other sample projects did not involve field visits to provinces.

After the data-collection period, the preliminary outcomes were prepared in the presentation format by 12 October 2010. The preliminary outcomes were presented and feedback was sought on two occasions: a meeting with UNDP country office personnel on 14 October; and a meeting with the International Cooperation Partnership, TICA, on 18 October.

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[2] Afantenos, S.D. et al., 'Synchronic and Diachronic Relations for Summarizing Multiple Documents Describing Evolving Events', *Journal of Intelligent Information Systems*, Vol. 30, 2008, pp. 183-225; Gerring, J., 'What Is a Case Study and What Is It Good For?', *American Political Science Review*, Vol. 98, Issue 2, May 2004.

Chapter 2

DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

2.1 DEVELOPMENT CHALLENGES

2.1.1 OVERALL TREND AND HUMAN DEVELOPMENT

Over the period of the Ninth and the Tenth NESDPs, from 2002 to 2011, Thailand has experienced strong economic growth and modernization. With real economic growth averaging 4.06 percent between 2000 and 2009, Thailand has become a middle-income country (MIC). The human development index has also steadily improved over the decade, roughly at the same pace as the global trend, placing Thailand at the higher end of medium human development countries. Its ranking has dropped however from 61st among 151 countries in 2002 to 92nd among 169 countries in 2010, mainly due to rapid development in other countries in the region. The national poverty incidence dropped drastically from 34 percent in 1990 to 21 percent in 2000 and to 9 percent in 2008, overshooting the poverty reduction target of the Millennium Development Goals (MDGs). The quality of life has been generally improving, with an emerging and buoyant middle class supporting the economic growth.

Although Thailand has developed steadily from the macro-perspective, the main human development challenges have remained essentially the same – disparities and uneven benefits from development. Prior to the current programme cycle (2007-2011), the UN Country Team, in its Common Country Assessment (CCA),[3] recognized that Thailand had made remarkable progress over the preceding 20 years. However, the document, acknowledging that this progress had been unevenly distributed, identified the country's main development challenges as:

- The persistence of poverty, especially in rural areas and among vulnerable and marginalized groups who are also often denied access to existing social security systems. As is becoming evident, this may be the most serious and potentially dangerous of all developmental problems.

- Problems associated with the decentralization of government to the provinces and localities, relating to the lack of capacity of local administrators to take on the new duties assigned to them, participatory democracy and quality of governance.

- Environmental degradation, pollution, soil erosion and loss of natural resources, together with a need to promote energy efficiency and the use of renewable energy sources.

- Remaining problems related to the HIV/AIDS epidemic, in spite of Thailand's success in controlling the epidemic, and the possibility of resurgence.

Box 1. Sufficiency Economy

"The Sufficiency Economy is an approach to life and conduct which is applicable at every level from the individual through the family and community to the management and development of the nation. It promotes a middle path, especially in developing the economy to keep up with the world in the era of globalization. Sufficiency has three key principles: moderation; wisdom or insight; and the need for built-in resilience against the risks, which arise from internal or external change. In addition, those applying these principles must value knowledge, integrity, and honesty, and conduct their lives with perseverance, toleration, wisdom, and insight."

('Thailand Human Development Report 2007: Sufficiency Economy and Human Development', Overview)

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[3]   UN Country Team in Thailand, 'Thailand: Common Country Assessment', Bangkok, 2005.

- Problems associated with migration and mobile populations, including refugees, ethnic minorities and internal migrants in search of employment. These are among the vulnerable populations most likely to suffer from poverty, discrimination and lack of access to social services.[4]

- Unequal access to and poor quality of education. This includes a significant gender gap, especially at the primary level.

Four years after this assessment, these chronic social and economic problems have not been satisfactorily solved. Educational opportunities and enrolment have increased at all levels, but there are still disparities in terms of quality and access. Health-care coverage has improved and 96.3 percent of the population now has some access to health services. But the distribution and quality of such services remain uneven, especially for the poor, disabled and rural population. Malnutrition and poor maternal and child health are still prevalent in the far north and south. There is more comprehensive social protection, and the rate of unemployment and underemployment is low, if one takes into account the large informal sector. However, most of the workers outside legal registration and many vulnerable population groups do not have access to the social security system. This uneven access to social security is also affecting the informal sector workers, whose incidence of work-related injuries and sickness is disturbingly high.[5]

From the Ninth NESDP onwards, the direction of development strategy has changed to one based on the Sufficiency Economy philosophy (See Box 1) and human capital. Aided by the rapid economic growth and the implementation of the strategy, the country has succeeded in reducing the overall incidence of poverty and improving the quality of life among the population in every region.

Further analysis, however, provides a picture of persistent disparities. Table 2 shows that

Table 2. Poverty Incidence By Region and Occupation, 2008 (percentage)						
Occupation group	National	Bangkok	Central	North	Northeast	South
All categories	0.26	0.55	2.76	12.61	14.03	3.89
Professionals	0.44		0.07	0.89		0.87
Technicians and associated professionals			0.07	2.73	0.21	0.81
Service workers, shop and market workers	1.94	0.41	1.32	3.02	3.03	1.51
Skilled agricultural and fishery workers	14.16		4.44	16.86	18.34	4.38
Plants and machine operators and assemblers	1.82	0.51	0.35	3.88	5.90	2.48
Elementary occupations	12.25	1.37	6.64	19.12	17.93	5.39
Workers with unclassified occupations	9.23	0.62	3.39	14.61	15.57	5.61

Source: MDG Report 2009
Data source: National Economic and Social Development Board, National Statistical Office

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[4] The CCA recognized the particular challenges faced by these population groups, such as migrants and mobile workers, which are not likely to be captured in national statistics and are in the worst human development conditions. It is estimated that nearly two million people belong to these population groups. For recent estimates, see: Martin, P., 'The Economic Contribution of Migrant Workers to Thailand: Towards Policy Development', International Labour Office, Bangkok, 2007.

[5] UNDP, 'Thailand Human Development Report 2007: Sufficiency Economy and Human Development', UNDP Bangkok, 2007; Office of the National Economic and Social Development Board, 'Thailand Millennium Development Goals Report 2009', Bangkok, 2010; and other national sources.

disparities exist between the regions, with the north and northeast having starkly high incidences of poverty. More detailed statistics show similarly high poverty incidence in the 'deep south' (Yala province at 7.11 percent, Pattani Province at 20.68 percent and Narathiwat Province at 12.83 percent in 2008). The disparities between occupation groups are also stark. Particularly high poverty incidence is observed in unskilled workers, informal sector workers, and agriculture and fishery workers – even among skilled ones in the latter two sectors.

The disparity exists between the urban and rural sectors of the population, between the capital, where wealth and power tend to be concentrated, and the rest of the country, and between the formal workforce in businesses and sectors that have been able to benefit from the globalization of the economy and the informal workforce in sectors that have often been left behind. Inequality, both economic and in access to decision-making authority, leads to insecurity and a sense of injustice. As the recent protests illustrate, this in turn can instigate political confrontation that threatens to derail the very real progress that has been achieved. The problem of political unrest and conflict cannot be successfully solved by paying attention to only political solutions and immediate measures and ignoring intermediate and long-term measures that would redress the underlying disparities.

2.1.2 GOVERNANCE

The 1997 Constitution was considered a landmark for democratization and good governance by many Thais. The Constitution has incorporated in clearer terms such concepts as human rights, and checks and balances, while promoting electoral and judicial reforms, separation of power between executive and legislative branches, and decentralization of the government.

Since then, promotion of good governance, at national and local levels, has become increasingly a matter of concern to the government and the citizens of Thailand, addressing such issues as transparency, accountability, combating

corruption, and access to information. Participation by the local community in decision making, planning and implementation, and civic education to empower civil society to hold local authorities accountable, form an essential part of the process.

The rapid modernization, industrialization and globalization of the economy have placed a severe toll on traditional agricultural communities, the building blocks of the Sufficiency Economy philosophy. Clear disparities in productivity have emerged between the agricultural and industrial sectors of the economy, with the earnings of the latter linked more to the foreign than the local markets. Village societies are hollowed out with a large portion of working-age population having migrated to cities in search of cash income. The discontent emanating from such disparities has also become an underlying factor in the polarization of the Thai society and the current political upheaval. Restoration of productive community life, through community empowerment and participatory local governance, is, therefore, considered an important engine to move the country forward based on the principles of Sufficiency Economy, and towards national unity and social cohesion.

In the past, Thailand's system of administration and policy-making was highly centralized. However, since the 1997 Constitution and the Decentralization Act of 1999, the Government has pursued ambitious plans for decentralization and devolution of administrative and decision-making authority to local government bodies. In 2002 the Department of Local Administration was set up within the Ministry of the Interior in order to provide support, monitor the performance and build the capacity of local government bodies. At that time, it was intended that local governments would deliver quality services in a transparent and responsive manner, with full participation and monitoring by the local people.

In practice, implementation has been slower than hoped for. The traditional patronage relationship is still in place in various facets of Thai life, thwarting efforts at reform. Challenges

to decentralization also include difficulties of coordination among various local government bodies, lack of incentive on the part of officials to move from central to local administrative posts, and lack of capacity of personnel to take on the new duties. Local administrators are being increasingly required to take on a variety of services, including services to vulnerable population groups, conflict management, and disaster responsiveness. Decentralization has also brought new problems such as the emergence of local power cliques leading to local conflicts. Local elections for Tambon administration sometimes involve violent confrontation among candidates and supporters. Corruption is also an inevitable part of the package because of discretionary power gained by locally elected officials. At the local level, politics is still based on traditional patronage relationships, and cronyism seems widespread. Lack of accurate data, disaggregated according to various demographic variables, also impedes responsible and evidence-based decision-making.[6]

Thailand is threatened by political polarization in recent years as tensions persist among rival political factions, while the decades-old communal conflict simmers in the deep south. Polarization led by political rivalry and fed by the discontent of the poor and by the sense of injustice brought the country to the brink of anarchy and violence stemming from disunity in the state power. Civil society is also increasingly split along the divide. Unless political reconciliation is achieved, the discontent of the poor addressed, and the sense of justice restored in the country, violence may resurge and polarization may be deepened.

By 2007, it was reported that, with increased decentralization, political participation had increased, as evidenced, for instance, by a nation-wide increase in electoral turnout. People have shown political awareness in other ways, taking part in debates and demonstrations, and taking issues to the Administrative and Constitutional Courts. Community organizations were becoming stronger, especially in the south, north and north-east.

Thailand has an open society where its citizens can freely debate most issues of concern. However, the private and civil society sectors still have limited opportunity to participate in the public-sector decision-making process. The justice and law enforcement systems have not yet won the full trust of citizens, and the patronage culture continues to impede governance in Thai society. These are in part issues of good governance.[7] There are still concerns raised on the problems of corruption and undue influence over the administration by political and financial vested interests.

2.1.3 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

Another development challenge is the impact of economic growth on the environment. Rapid development, urbanization, and the spread of industrial activity have had a serious impact on the lives of the people and ecosystems. During the last four decades, a total of 67,000,000 rai of forest area[8] has been destroyed, depleting about two thirds of the country's cover. Overuse of land and water is another challenge. The consumption of water continuously increases while development of additional large water sources is limited through lack of suitable areas as well as conflicts. Roughly, half of Thailand's rivers and lakes are classified as having poor water quality. Today, over 20 million tons per year of garbage and hazardous waste is disposed of, and the amount is continuously increasing.

Climate change threatens to have a major impact on Thailand, especially its low-lying central region – the most fertile area of the country – and coastal areas that are prone to flooding due to rising sea

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[6]   UN Country Team in Thailand, 'Thailand: Common Country Assessment', Bangkok, 2005.

[7]   Nikomborirak, D, 'Civil Service Reform and the Quest for Better Governance: The Thai Experience', *TDRI Quarterly Review*, Vol. 22, No.1, 2007, pp. 3-8.

[8]   *Rai* is the traditional unit of measuring land area commonly used in Thailand. One rai is equivalent to 1,600 square metres.

levels. CO2 emission per capita has increased from 3 metric tons in 1995 to 4.1 metric tons in 2007. Concerns also arise over access to land and resources by ethnic minorities. The problems were highlighted by the tsunami disaster of 2004. Mudslides in mountainous regions, caused by deforestation, resulted in the loss of many lives. There are also problems over urban pollution, declining marine stocks and many other environmental matters that require urgent attention.[9]

People are becoming more aware of environmental issues and the idea of sustainable development, the need for effective environmental and natural resource management, and for constraints on destructive and unsustainable developmental activities fuelled by short-term financial interests. Today, many civil society organizations are active in promoting protection of environment and bio-diversity. Conflicts relating to environment and natural resources have also been a hot issue since the 1990s. The pace of environmental degradation is so rapid that such activism alone does not seem to be enough in arresting the trend.

Sustainable development is an intrinsic part of the Sufficiency Economy philosophy. The communal village life, which managed and supported natural resources for generations, has been breaking down due to the lure of modern life and high income in cities. The asymmetry in political and financial power makes it almost impossible for traditional communities to resist commercial interests that bring in cash income but also inflict permanent damage on the local natural resource environment. The tenets of Sufficiency Economy point to the need for managing development at every locality so that every family and community can pursue life with their livelihood and the environment in harmony.

Decentralization of the government will bring the control of natural resources closer to the community level, but it is seen as a double-edged sword because of the difficulty of controlling corruption at the local level. To turn the situation around, all the forces would have to be marshalled together: instilling good environmental governance at all levels, ensuring stronger law enforcement, raising awareness of citizens on the consequences of environmental destruction and the measures to arrest it, encouraging stronger participation of communities in the local decision-making process and stronger means to address communal interests in the justice system, and ensuring access by inhabitants to communal natural resources and the collective right to control natural resource assets. To move into the future, it is also important to explore ways to create positive values for the protection of natural resources and biodiversity, for example, through eco-tourism, health products based on biodiversity, and high-quality food products.

2.1.4 HIV/AIDS

Thailand is regarded as one of the most successful countries in managing the prevalence of HIV and AIDS. HIV infections have been reduced by more than 80 percent since 1991.

However, there are clear signs of new infections, and the virus continues to spread among vulnerable groups, such as migrants, rural communities in the far north and south, along with the indigenous groups, that have not been benefiting from the overall economic progress.[10] There is a concern that HIV programmes are too passive. While Thailand has recently made progress in expanding access to HIV treatment, the prevention efforts do not reflect the new shifting epidemic. Therefore, the multisectoral response needs to be revised and strengthened with the focus on building capacities at the provincial and local levels for the implementation of a more inclusive, rights-based, gender-sensitive response to HIV/AIDS, with the emphasis on mobile populations and the communities that are vulnerable to HIV/AIDS.

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[9] Sources of information for this section include the Ninth and Tenth NESDPs, Thailand Human Development Report 2007, UNDP Thailand website and the World Bank database.

[10] UN Country Team in Thailand, 'Thailand Common Country Assessment', Bangkok, 2005.

2.2 NATIONAL DEVELOPMENT STRATEGIES

2.2.1 NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLANS

In developing the NESDPs, especially the Ninth (2002–2006) and Tenth (2007–2011) Plans, the Government recognized that,[11] over the decades, Thailand has attained higher levels of economic and social development and the Thai people have enjoyed better living conditions. However, economic growth has been at the expense of natural resources and the environment, leading to social problems. The situation was caused by unbalanced and unstable growth, as the economy relied heavily on external factors. Fundamental structures of the country remained weak, with no immunity for the vulnerable.

Thus, the Government has given attention to balanced growth with an attention to 'people-centred development' based on the Sufficiency Economy philosophy. The Ninth Plan was guided by the following principles: (i) use of Sufficiency Economy as a leading philosophy; (ii) continuing the integrated development paradigm of having people as the centre of development; (iii) a strong emphasis on social equilibrium, quality of life, wisdom, learning, reconciliation and generosity; (iv) gearing towards sustainable development and well-being

of Thai people; (v) creating and expanding a network of participation. Based on these principles, national priorities for action were identified, which are presented in Box 2.

The Tenth Plan has essentially kept the same guiding principles, restated as: (i) the pragmatic philosophy of Sufficiency Economy to create equilibrium within the country; (ii) continued development based on the Ninth Plan; (iii) movement towards a society for well-being of Thai people; and (iv) networking partners from all sectors to be involved at all stages of participation. The national priorities for this plan are presented in Box 3.

2.2.2 HUMAN DEVELOPMENT AND POVERTY REDUCTION

Addressing disparities and reducing poverty through people-centred development have been at the core of national strategies. Key strategies have been to increase the income and expand opportunities for the poor, as well as empower communities for self-reliance. A number of measures and programmes were implemented by successive administrations, often as a flagship policy of the administration.

An important measure was to support the poor and the disadvantaged to have more access to occupational and other funds, job opportunities,

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Box 2. National Priorities (Ninth Plan 2002-2006)

(1) Human development and social protection through education reform and skills development

(2) Restructured rural development, with emphasis on community empowerment and people's participation, along with sustainable urbanization

(3) Efficient management of natural resources and environment for a balanced ecology

(4) Macroeconomic management with the aim of maintaining financial stability and security for the economic system under a liberalized regime in trade, finance and investment

(5) Enhancing international competitiveness through application of modern knowledge and technology and skills improvement thereby increasing productivity

(6) Strengthening the scientific and technological base through more equitable access to appropriate technology and knowledge management in the context of Thai culture

(7) Development management for good governance with particular emphasis on transparency and public participation.

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[11] Royal Thai Government, Public Relations Department, Foreign Office, 15 May 2006.

Box 3. National Priorities (Tenth Plan 2007-2011)
(1) To address disparities of opportunities and outcomes and improving quality of social services (as stated in the MDG Report) and protection, as well as self-empowerment of the most vulnerable
(2) To promote participatory democracy and good governance within the framework of the 1997 Constitution of Thailand, including decentralization of duties to local administrative organizations and civil society development
(3) To reduce the number of new HIV infections and the socio-economic impact of HIV infection and AIDS in Thailand
(4) To restore a sound environment with more balance between economic development and environmental sustainability
(5) To enhance Thailand's contribution to the global partnership for development (MDG 8)

education, health care and social security. For example, measures to increase employment and enhance its quality were taken, such as occupational training programmes. Allowances were distributed to the elderly, as well as those living with disability or AIDS. Even a cash handout was provided to low-income wage earners. Universal health care was provided to cover those who did not have access to other schemes. Refinancing for individuals burdened with heavy debt was also attempted. Targeting the agricultural sector, where poverty is most prevalent, such measures as farm income guarantees, agricultural price stabilization and a commodity mortgage scheme were attempted. In addition, a number of measures were taken in sectoral areas, such as health and education, that aimed to improve the access and quality of services and contributed to the overall improvement in the human development situation.

Programmes and projects focused on community empowerment and development were also implemented. Such programmes as the Village/Urban Community Fund, Sufficiency Economy for Community Development, and the Community Welfare Fund, provided funding or budget allocation to communities. The One Tambon-One Product and Community Enterprise programmes aimed to facilitate the development of community products and small-and-medium-sized enterprises.

There are debates on the effectiveness of these measures or whether they really helped the poor, the farmers, the low-wage earners, the disadvantaged and the communities, or that they produced more political appeal than substance. The debate is repeated sometimes in frustration with the persistence of disparities, and sometimes in a political context. Nevertheless, addressing the disparities and poverty has been one of the central objectives of all administrations of the Government.

2.2.3 GOVERNANCE

Recognizing that good governance provides the foundation for Thai citizens to live in the way of Sufficiency Economy, both the Ninth and Tenth NESDPs specifically address the matter as a national priority issue. The policy objective of the Ninth Plan in this area was 'Development management for good governance, with particular emphasis on transparency and public participation', which was elaborated in the Tenth Plan as 'To promote participatory democracy and good governance within the framework of the 1997 Constitution of Thailand, including decentralization of duties to local administrative organizations, and civil society development'.

The Ninth Plan followed on from the Decentralization Act of 1999, which established the Decentralization to Local Government Committee to promote and monitor the process and quality of decentralization. The Act envisaged a three-stage programme: (1) overall strategies to be formulated, laws to be amended, and pilot implementations to be carried out; (2) full implementation of decentralization and strategies developed for people's participation in local governance; and (3) local governance and

people's participation to be fully operational, with technical support, monitoring and quality assurance by the provincial administration.

Six areas of operation are intended to be decentralized to local government: (1) basic infrastructure; (2) improvement of the quality of life; (3) community order; (4) local economic development and tourism; (5) management and preservation of the environment and natural resources; and (6) promotion and preservation of local culture, art, tradition and local wisdom.

The Tenth Plan sets out the following policy objectives of good governance: (1) to promote and develop democratic culture as part of the way of life in Thai society under the democratic form of government with the King as Head of State; (2) to adjust the structure and process of the national administration to be a process that opens the way for every party to participate better, along with decentralizing the administrative authority to regions and localities; (3) to enhance people's and civil society's strength and consciousness of their rights and duties in order to participate in the national administration process and take care of the benefit of every sector for justice in the society.

The Tenth Plan, also recognizing that community development is the key to social development, sets out the objectives in this regard as: (1) to strengthen community capacity and community networking by means of a systematic learning process and knowledge management that lead to community plans for development and problem-solving in local communities on the basis of self-reliance as well as interdependence; (2) to develop community economy and quality of life based on community strengths and balanced utilization of economic capital, social capital, and natural resource capital for safety net development, expense reduction, income creation, and an integrated way of solving poverty; (3) to develop the capacity of communities to coexist peacefully with the ecology for mutual benefit, as well as conserve, revitalize, and make use of natural resources and environment sustainably, which will bring about a happy and restorative society.

2.2.4 ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

Restoration and protection of natural resources and biodiversity require developing the economy of communities in such a way as to use those resources in a sustainable manner. The derivative of the Sufficiency Economy is to have communities manage their environment based on their local knowledge, and learn how to adopt their lives in face of modernization and globalization. The Ninth NESDP states as a national priority, 'efficient management of natural resources and environment for a balanced ecology', as well as 'restructured rural development, with emphasis on community empowerment and people's participation, along with sustainable urbanization' that would allow sustainable management of natural resources by the communities based on their local knowledge.

The Tenth Plan, in order 'to restore a sound environment with more balance between economic development and environmental sustainability', sets out policy objectives as: (1) to preserve and recover natural resources, environment and biodiversity; and upgrade values and quality of life; (2) to strengthen the economic capital, social capital and environment and natural resource capital to create a balanced and sustainable base for national development; (3) to adjust the economic structure leading to development based on biodiversity in the long term; and (4) to achieve equitable decentralization and benefit sharing at both local and national levels; and maintain the benefits of the nation in accordance with agreements stated in international obligations.

Reflecting the rising importance attached to the issue, in 2002, the Government put together its agencies dealing with natural resource management under a new Ministry of Natural Resources and the Environment. The new ministry was tasked with the preservation, conservation, rehabilitation of natural resources and environment, management and sustainable use of resources and implementation of related government services. Also, following

the Decentralization Act 1999, a number of local agencies have been given the responsibility for environmental and natural resource management, with varying efficiency of performance.

To achieve its mission, the ministry has set out a four-pronged strategy: (1) preserve, protect, conserve, use and rehabilitate the natural environment and biological diversity through public participation; (2) supervise, monitor and rehabilitate the environment and mitigate pollution; (3) support learning processes and people's access to natural resources based on equity; and (4) proactive and integrated administrative management.[12] What is notable in this strategy is that, besides the technical aspects of work that naturally fall within the mandate of a government ministry, an emphasis is placed on public participation, as well as learning and fair access to natural resources. This can be considered as the way to adopt the Sufficiency Economy philosophy at the policy level, and a reflection of the importance of environmental governance in Thailand.

Given the potential impact of climate change especially in the low-lying central regions and the coastal areas, with the ratification of the United Nations Framework Convention on Climate Change (UNFCCC), the Government established the National Committee on UNFCCC under the supervision of the National Environmental Board to prepare for the response to climate change.

2.2.5 NATIONAL BUDGET FOR DEVELOPMENT

According to government figures,[13] the national budget for 2010 has been set around 1.7 trillion baht (USD 56 billion). The budget for areas close to UNDP's concerns were: 506.6 billion baht (USD 17 billion) for social development and the improvement of the people's quality of life; 158.7 billion baht (USD 5 billion) for economic management; 29.7 billion baht (USD 1 billion) for land, natural resource, and environmental management; 241 billion baht (USD 80 billion) for good governance; and 12 billion baht (USD 400 million) for science, technology, research, and innovation.

2.3 SOUTH-SOUTH AND REGIONAL COOPERATION

In recent years, Thailand has emerged as a new provider of development cooperation, especially with neighbouring countries. This new role has become one of the thrusts of the country's foreign policy. Thai assistance aims to enhance development, reduce economic gaps in the societies of the neighbouring countries, and to strengthen relationships between Thailand and foreign countries through development assistance in various areas. Four main governmental bodies currently implement this policy: the International Institute for Trade and Development (ITD), the Neighbouring Countries Economic Development Cooperation Agency (NEDA), the Foreign Ministry's Thailand International Development Cooperation Agency (TICA) and the Department of Information. These agencies play a central role in providing knowledge in such areas as trade and development, education, and public health. The activities include providing soft loans and training, as well as facilitating cultural and public diplomacy to strengthen people-to-people relations.

Thailand is providing both bilateral South-South cooperation, as well as trilateral cooperation that involves an external financial supporter. Thailand has provided development assistance to Asian and African countries such as Cambodia, Lao PDR, Myanmar, Viet Nam, Nepal, Bhutan, Sri Lanka, Nigeria, Ghana, Somalia and Burundi. Currently Thailand, as one of the seven nations proposing 'health diplomacy' in the UN agenda, has addressed the importance of providing medical and healthcare assistance to other developing countries. In addition, physical and

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[12] Royal Thai Government Ministry of Natural Resources and Environment website <www.mnre.go.th/>.

[13] Royal Thai Government Public Relations Department <thailand.prd.go.th/>.

cultural connectivity, including building a sense of unity between the peoples of partner countries, is considered key to the success of development cooperation. The Ministry of Foreign Affairs has created a website 'East Asia Watch'[14] to provide general and analytical information to the public on neighbouring countries and to serve as a forum for users to exchange their views.

For regional cooperation, the Thai Government is looking at regional and subregional mechanisms – such as the Association of South East Asian Nations (ASEAN), the Greater Mekong Subregion and the Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation – as a venue to enhance its contribution to Global Partnership through South-South cooperation. The Government, by taking a leadership role in these regional initiatives, seeks to become a knowledge centre for the region.

Further, some proposed that Thailand be the centre for expertise development and training courses in areas that are not normally available in the region. For example, Thailand's Civil Aviation, Rubber Plantation, Gemstone Cutting, Grinding and Polishing, and Fishery Training Centres, could be alliance partners to play a role in South-South development cooperation. These partners and registered experts should be trained to work with recipient agencies in neighbouring countries and Africa. For this, TICA would need to further strengthen its role as a coordination agency of assistance beyond its role as a training and funding agency.

2.4 DEVELOPMENT COOPERATION

As Thailand has developed into a MIC, the role of development assistance from bilateral and multilateral agencies has been diminishing. In fact, since 2003, the total net ODA has largely turned into negative figures, as the repayment of earlier concessional loans has started to exceed received ODA amounts. Therefore, to look at trends, one needs to see more details than the total figures.

Table 3 shows the detailed ODA trends for the past decade.[15] In general, there is a declining trend in all categories. It must be noted that 2004-2006 are anomalous years due to the jump in humanitarian assistance and support for restoration related to the tsunami at the end of 2004.

While the ODA loans have been steadily decreasing, the loan repayments seem to have passed the peak, and to be decreasing. However, these concessional loans could jump in the future, for example, if there is an agreement to finance a big infrastructure project like a high-speed rail system.

The grant portion of the loan, which finances much of the development work, is also steadily declining but at a slower pace. It is possible that it will stabilize at a certain level to finance continuing development work.

The breakdown by the funding source is provided in Table 4. The figures show that a few donors, especially Japan, heavily influence the ODA amount. Japan, the Asian Development Bank and France provide most of the concessional loans.

The emergence of the Global Fund for AIDS, Tuberculosis and Malaria (GFATM) for the health sector and Global Environment Facility (GEF) for the environment sector reflects the new trend where assistance to MICs like Thailand is shifting towards financing specific sectoral policies, from traditional country-programme-based funding.[16] This is an important trend to notice, especially for MICs. For example, in the future, a major source of project funding could be found in relation to combating climate change and introducing measures to reduce greenhouse gas emissions, whether from these global funding mechanisms or bilateral assistance.

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[14] <www.eastasiawatch.in.th>

[15] The ODA data in this section includes only those reported to OECD/DAC.

[16] UNDP, an implementing agency of GEF, put into operation a project to strengthen government capacity to implement GFATM activities.

Table 3. Trends in ODA to Thailand 2000-2009 (USD millions, current price)

Aid type	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total grants	207.29	190.01	202.2	194.33	184.62	215.08	240.72	191.3	166.16	157.73
Gross loans	876.09	733.53	620.05	516.1	784.36	624.61	260.73	88.08	73.52	71.71
Loan repayments	-399.83	-652.05	-541.72	-1677.97	-970.21	-1050.15	-792.14	-673.44	-938.48	-321.95
ODA total net	683.56	271.48	280.52	-967.56	-1.24	-210.48	-290.7	-394.07	-698.8	-92.51
Technical cooperation	189.68	163.27	172.28	163.41	153.29	145.74	195.86	120.66	98.3	104.01
Interest received	-225.9	-201.99	-190.06	-203.73	-178.65	-154.36	-133.64	-112.32	-101.16	-95.84
Imputed multilateral ODA	48.61	31.31	38.61	55.81	94.93	68.37	110.28	135.43	99.22	78.83

Source: OECD database[17]

Table 4. ODA to Thailand by Donor (USD millions, current price)

	Disbursements		Net ODA	
	2000	2009	2000	2009
All Donors, Total	1,109.59	294.97	696.51	76.55
Bilateral donors				
Japan	994.95	115.32	635.25	-150.31
United States	15.51	26.71	12.64	23.6
Germany	32.39	22.64	19.22	1.86
France	10.08	18.87	-10.94	-11.71
Australia	13.75	4.13	13.75	4.13
Other bilateral donors*	10.72	39.58	8.00	38.07
Multilateral donors and agencies				
Global Fund (GFTAM)	—	30.22	—	30.22
EU Institutions	12.04	21.31	12.04	21.31
UNHCR	3.9	2.77	3.9	2.77
UNFPA	0.57	1.75	0.57	1.75
Montreal Protocol	1.61	1.45	1.61	1.45
Asian Development Fund	—	1.44	-2.09	-44.75
UNDP	1.97	1.36	1.97	1.36
UN Technical Assistance	5.09	1.17	5.09	1.17
UNAIDS	—	0.97	—	0.97
UNICEF	0.75	0.94	0.75	0.94
GEF	—	0.73	—	0.73

Source: OECD database
*Other bilateral donors include Austria, Canada, Demark, Italy, Republic of Korea, Spain, Sweden, Switzerland and United Kingdom.

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17   For more details on data source and definitions, see <www.oecd.org/document/0/0,3746,en_2649_34447_ 42398912_1_1_1_1,00.html>

Chapter 3

UNDP'S RESPONSE AND STRATEGIES

3.1 UNDP'S PARTNERSHIP STRATEGY

UNDP's response to development challenges is centred on its collaborative effort with national and international partners, as well as other agencies of the United Nations system. Its strategy and response can be traced from its mission statement as well as its value positioning and priority services in its internal document, 'UNDP Thailand Transformation Plan: Visioning and Positioning Process'. The document describes UNDP Thailand's mission as:

> *UNDP Thailand is the centre of excellence dedicated to providing policy advice and advocacy for change, in support of human development and partnership.*

UNDP Thailand specifies the challenges of operating in the MIC context as: (i) the lack of an integrated development approach; (ii) inadequate evidence-based data for policy decisions; and (iii) an ongoing decentralized development process. These challenges in turn point to a need for development facilitators and outreach to: (i) create a policy space for various stakeholders; (ii) facilitate two-way communication between policy and local levels; (iii) provide links with the global development network and agenda. These are niches that UNDP Thailand considers it has the strength and capacity to fill.

The value propositions and priority services UNDP Thailand could offer to major development partners can be summarized in the following table:

Table 5. UNDP Thailand's Partnership Strategy		
Target Groups	**Value Propositions**	**Priority Services**
Implementing Partners: Government, local governments, community based organizations (CBOs), NGOs	Accountable and trusted development partner/ broker	• Providing policy advice and advocacy • Bridging policy decisions with local initiatives • Providing project management services • Facilitating access to development funds
Donor Groups: Bilateral and multilateral	Local development clearinghouse	• Coordinating and partnership building • Facilitating knowledge and expertise exchanges • Being a hub of local development knowledge and network • Providing funds/project management services
Co-financing Partners: • Private sector • Local financial institutions	Change catalyst with neutrality	• Assisting in Corporate Social Responsibility achievement • Providing development service delivery • Creating a policy platform and 'marketplace for development'
Development Partners: • UNCT • Research institutes/ academics • Media • Private sector	Partnership and advocacy platform	• Facilitating dialogue to shape development agenda

Source: UNDP country office, Thailand

Following this strategy, UNDP has maintained its strong relationship with the Government and its agencies. It has also used partnerships with the non-governmental sector and the private sector effectively in its programme activities as described in the subsequent chapters.

UNDP is one of the core agencies of the UN Country Team (UNCT) in Thailand.[18] It often takes the leadership in UNCT efforts. For example, UNDP was instrumental in promoting MDGs as the policy framework for the Government, based on which UN agencies could focus on their respective specialized areas of work. As the agency supporting the UN Resident Coordinator system, UNDP has been bolstering the Resident Coordinator's advocacy effort.

In addition, UNDP Thailand receives advisory services on various technical issues from the UNDP Asia-Pacific Regional Centre in Bangkok, which supports UNDP's 25 country and multi-country offices covering 37 countries of the region. The Centre also provides the platform for supporting regional initiatives and programmes as well as South-South cooperation among countries in the region.

3.2 EVOLUTION OF UNDP'S PROGRAMME TOWARDS A NEW PARTNERSHIP

3.2.1 DEVELOPMENT OF A NEW PARTNERSHIP

The current UNPAF 2007-2011 and UNDP's Country Programme 2007-2011 declare that 'the traditional donor-recipient relationship between the Government of Thailand and UNDP was replaced by a relationship of mutually beneficial partnerships in areas of strategic importance to Thailand as a middle-income country'.[19] Although this transformation has been put on the forefront in the current programme, the attempt to shift towards such a new partnership had actually started more than a decade ago. It is therefore useful to trace the root of this transformation and the evolution of the country programme since then.

The Country Cooperation Framework (CCF) for Thailand 1997-2001[20] had proposed that UNDP would embark on the new partnership:

The strategy must build on the progress already made in transforming the relationship between UNDP and the Government from one of donor and recipient to one of genuine partnership. The strategy must recognize that due to Thailand's increased economic strength, its development cooperation needs differ from those of many other countries in which UNDP operates. The further transformation of the relationship implies new roles and responsibilities for UNDP and should be reflected in a programme of cooperation that is responsive to the new development challenges.

The CCF stated that UNDP's role and strategy should be built on its comparative advantages, namely:

UNDP comparative advantages that are particularly important to Thailand are its neutrality, its responsiveness to government priorities, its ability to play a catalytic role and undertake demonstration work, and its access

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[18]   UNCT in Thailand comprises the following United Nations and affiliated agencies: Asian Development Bank; Food and Agriculture Organization; International Civil Aviation Organization; International Finance Corporation; International Labour Organization; International Organization for Migration; International Telecommunication Union; Joint United Nations Programme on HIV/AIDS; United Nations Development Programme; United Nations Environment Programme; United Nations Educational, Scientific and Cultural Organization; United Nations Population Fund; United Nations Human Settlement Programme; United Nations High Commissioner for Refugees; United Nations Children's Fund; United Nations Industrial Development Organization; United Nations Development Fund for Women; United Nations International Strategy for Disaster Reduction; United Nations Office on Drugs and Crime; United Nations Office for the Coordination of Humanitarian Affairs; United Nations Office of the High Commissioner for Human Rights; United Nations Office for Project Services; United Nations Volunteers; World Bank Group; World Health Organization.

[19]   UNDP, 'Country Programme for Thailand 2007-2011', DP/DCP/THA/1, September 2006.

[20]   UNDP, 'First Country Cooperation Framework for Thailand 1997-2001', DP/CCF/THA/1, 2 July 1997.

to regional and global networks of expertise and information. UNDP strategy for cooperation will also stress its role in aid coordination, building new partnerships in support of people-centred development, simplification of operational modalities, especially in respect of national execution, and resource mobilization.

Further, the 1997-2001 programme had been designed on the basis of the mid-term review of the country programme undertaken in 1995. The review noted that 'programming activities with the introduction of the programme approach and the national execution modality had served to anchor programmes more firmly in government priorities, enlarged government "ownership" of programmes, enhanced sustainability of impacts and had increased overall cost effectiveness.'

All these statements made in the CCF in 1996 still seem remarkably relevant today.

In terms of the programme, it should be noted that UNDP's support to Thailand's contribution to South-South cooperation had also started in this CCF period. This was done so under the title of 'trilateral cooperation' among UNDP, the Thai Government, and countries in Asia interested in receiving assistance. It should also be noted that, in this period, there was still a concern over the capacity of the Government to tackle multiple challenges stemming from the rapid economic growth, the exposure to globalization and resulting economic and social transformation of the country. Hence, capacity development of government agencies seemed to be one of the main objectives of UNDP's support.

CCF 1997-2001 was extended to 2003 due the restructuring of the government unit dealing with UNDP's assistance.[21] The new programme hence started in 2004. The Country Programme for Thailand 2004-2006 noted that, during the CCF period, 'UNDP morphed from being a traditional

provider of technical assistance to the United Nations' global development network and MDG champion' and that '[t]he relationship between Thailand and UNDP has recently developed into a new 'partnership for human development' with both national and international dimensions'.

Country Programme 2004-2006 described this new partnership as the two-way exchange of knowledge and expertise. Hence, an emphasis was put on Thailand as a provider of knowledge and expertise to UNDP's global development network and other developing countries in need.

As for the role of UNDP, Country Programme 2004-2006 defined it as 'a crucial gateway for Thailand to access international policy advice, comparative experiences, ideas, as well as new sources of funding,' in the effort to achieve the overarching goal of UNDAF 2002-2006, 'to promote disparity reduction and sustainable human development'.[22]

Country Programme 2004-2006 also set the achievement of the MDGs as the prime objective of the UNDP-Thailand partnership. Since the MDG achievement was mostly on track at the aggregate national level, UNDP embarked on supporting Thailand to set MDG-Plus, which looks at qualitative aspects of the MDG achievements. It lays particular emphasis on policies to achieve MDGs in the less advanced regions of the country and for the disadvantaged segments of population.

3.2.2 THE MIDDLE INCOME COUNTRY (MIC) STUDY

In 2007, UNDP commissioned a case study to examine its role in Thailand as a MIC.[23] The study recommended that, in the MIC context, UNDP should become a provider of high-quality tailored policy advice in the area of its strategic intervention and where its interventions are backed up

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[21]   UNDP, 'Extensions of Country Cooperation Frameworks', DP/2003/8, 18 December 2002.

[22]   UN Country Team in Thailand, 'A Partnership for Progress: the United Nations Development Assistance Framework 2002-2006', Bangkok, September 2002.

[23]   Graves, S, 'The Role of UNDP in a Middle-Income Country: Thailand Case Study', Paper prepared for UNDP Thailand, December 2007.

by its normative values. The study also examined an alternative model in other MICs where UNDP acts largely as a programme manager, and recommended against it. Although not totally excluding the possibility of UNDP managing joint programmes or projects co-financed by the Government, it warned that such an attempt should not end up with UNDP engaged in too broad subject areas, and stressed that its normative role should not be weakened.

Given the MIC context, where the funding base for UNDP programmes is shrinking, and there is a need to seek added value, the study recommends prioritization of UNDP's area of engagement and to concentrate on the area of governance, while exercising greater selectivity in its engagement in activities and avoiding operating small fragmented projects. The study contended that, first, despite its economic growth, Thailand still suffered from governance deficiency, manifested for example in recurring political conflicts. Second, governance is an area where UNDP has expertise and which no other United Nations agencies or aid agencies has as deeply engaged in. UNDP's experience also extends to operating in sensitive conflict situations, maximizing its value as a neutral and trusted partner. Third, improved democratic governance is also a key to the realization of other development objectives. From the viewpoint of role sharing among United Nations agencies, UNDP is well placed to assist in improving democratic governance as a basis of policy implementation whereas other United Nations agencies could concentrate on more specialized areas of assistance such as health, education or environment. UNDP could thereby augment the value of assistance by other agencies and United Nations contributions as a whole.

The ADR team broadly concurs with the assessment and the recommendations of the study, including the importance it attaches to governance work, as well as the need to make use of its position as a neutral and impartial partner and the mandate to promote human development. The team, however, wishes to add remarks on its recommendation to concentrate on policy advice. Today, in this information age, as the study also recognized, Thailand

has sufficient capacity to draw on technical expertise or specialized knowledge from a wide variety of sources. The policy support of UNDP, as shown in the subsequent chapters, lies not so much in the technical expertise to support designing policies as in supporting the Government to implement policies effectively. For instance, the community-based approach it has taken, whether in demonstrative environment projects, HIV/AIDS prevention, or the restoration of tsunami-affected areas, was found to be highly effective. Demonstrating such an approach, or the method of policy implementation, should also be considered as important policy advice that UNDP could provide from its strength. Similarly, as in the above examples, UNDP showed it could continue to make important contributions in these environment or health sectors by bringing in this comparative strength, i.e., its experience in involving and mobilizing stakeholders' participation. Hence, the study recommendation to focus on governance could be broadly interpreted to encompass approaches in implementation of policies.

3.3 UNDP'S COUNTRY PROGRAMMES 2004-2006 AND 2007-2011

CCF 1997-2001 had a programme framework with three thematic areas of work, namely: (i) poverty reduction, focusing on rural areas, (ii) governance, focusing on emerging issues related to decentralization and community mobilization, and (iii) trilateral cooperation, focusing on training of government officials from other countries. Country Programme 2004-2006 reformulated the framework into four thematic areas: (i) capacity development for Thailand's international partnership for development programme, (ii) promoting responsive and democratic governance, (iii) environmentally sustainable development, and (iv) policy advocacy for the MDGs and the United Nations global development agenda. This framework was carried over to the current Country Programme 2007-2011 except that policy advocacy for the MDGs and the United Nations global development agenda was replaced by the HIV/AIDS thematic area.

Compared to its predecessor, Country Programme 2007-2011 has a more focused programme approach and clearer alignment with the national plan. Below, the intended outcomes from the two programmes are presented by thematic areas together with the corresponding objectives of the national plans and UN frameworks (Tables 6 through 10).

3.3.1 RESPONSIVE GOVERNANCE

The local governance initiatives are often linked with initiatives to bring in new concepts and tools to strengthen participation and value contents, such as the 'people's audit' to strengthen accountability, and gender-sensitive engagement of local communities. The Integrated Community Development for Livelihoods and Social Cohesion initiative adopted another new model in addressing the plight of highland ethnic people and the vulnerable groups through multi-sectoral local governance reforms.

The approach taken by the current programme is to strengthen the capacity of local administration bodies for strategic planning and implementation with greater participation of poor and vulnerable groups, and to implement anti-corruption and information disclosure initiatives, and of community groups to hold public agencies accountable.

The current programme has defined the intended programme outcomes in such a way that the activities to achieve the outcomes are clearer, compared to the previous programme:

Table 6. National Priorities/Goals and Country Programme Outcomes on Responsive Governance	
National priorities or goals (Ninth Plan 2002-2006)	**National priorities or goals (Tenth Plan 2007-2011)**
Goal 7: Development management for good governance with particular emphasis on transparency and public participation.	Goal 2: To promote participatory democracy and good governance within the framework of the 1997 Constitution of Thailand, including decentralization of duties to local administrative organizations and civil society.
Outcome: UNDAF 2002-2006	**Outcome: UNPAF 2007-2011**
1. Promotion of people's participation in the development process and decision-making at the local level. 2. Support of Thailand in promoting transparency and accountability in the implementation of public policy. 3. Support and promotion of decentralization and strengthening of local governance.	By 2011, sub-national administrations will effectively respond to people's rights in a participatory and transparent manner, based on quality data and evidence-based planning.
UNDP Country Programme Development Outcomes (Thailand 2002-2006)	
1. Capacity at local levels for participatory planning and effective implementation of poverty reduction programmes. 2. Partnerships between local authorities, NGOs, and community-based organizations (CBOs). 3. Increased accountability, transparency, access to information, and empowerment of people in local and national governance. 4. Increased citizen participation, knowledge and awareness of democratic processes.	
UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011)	
1. Improved responsiveness and quality of social services at the sub-national level. 2. Enhanced local democracy and meaningful participation of civil society, including children, youth, women and vulnerable populations in decision-making processes. 3. Policies, frameworks and measures in place to promote transparency and accountability at the sub-national level.	

- Instead of general capacity development of local administration to improve public participation, the desired outcome was clarified as aiming to improve responsiveness and quality of social services.

- Instead of aiming for improved transparency and accountability in general, the desired outcome was clearly defined as introducing policy frameworks and measures to this end.

In the current programme, a new intended outcome, 'Quality and disaggregated socio-economic data in place for evidence-based policy making and public dialogue', was added. This outcome subsumes the work undertaken under a separate thematic area 'policy advocacy for MDGs and the UN global development agenda'

in the 2004-2006 programme. In this report, this outcome is analysed under the 2004-2006 thematic area (in sections 3.3.3 and 4.3 below) so as to present the analysis on this line of work in one place.

3.3.2 INTERNATIONAL PARTNERSHIP FOR DEVELOPMENT

On international cooperation for development, or South-South cooperation, whereas CCF focused on training activities, the previous and current programme emphasized capacity development of TICA on such aspects as development of South-South cooperation strategy and new partnership modalities other than training and, later, the enhancement of the aid-coordination

Table 7. National Priorities/Goals and Country Programme Outcomes on International Partnership for Development	
National priorities or goals (Ninth Plan 2002-2006)	**National priorities or goals (Tenth Plan 2007-2011)**
Goal 5: Enhancing international competitiveness through application of modern knowledge and technology and skills improvement, thereby increasing productivity. Goal 6: Strengthening the scientific and technological base through more equitable access to appropriate technology and knowledge management in the context of Thai culture.	Goal 5: To enhance Thailand's contribution to the global partnership for development (MDG 8).
Outcome: UNDAF 2002-2006	**Outcome: UNPAF 2007-2011**
1. Promotion of growth of an efficient small-and-medium enterprise sector and increased cooperation with governmental agencies and educational institutions. 2. Strengthening of knowledge economy and technological base and promotion of skills development. 3. Fostering greater subregional as well as regional economic integration and cooperation. 4. Enhancing the competitiveness and environment of Thai businesses and financial institutions as a foundation for recovery and sustainable, private-sector-led growth in the medium term.	By 2011, Thailand has increased its South-South cooperation engagements and effectively delivers technical and financial support to other countries in Asia and beyond.
UNDP Country Programme Development Outcomes (Thailand 2002-2006)	
1. Increased economic and political cooperation between Thailand and other countries. 2. New partnerships for human development initiated with other countries. 3. Thai development knowledge and experience disseminated to other countries.	
UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011)	
Increased policy dialogue, ODA provided to countries with more strategic focus based on demand-driven process, policy document to guide participation in the Paris Declaration, and sharing of expertise and experiences among Thailand and countries in Asia and beyond through both public and private sectors.	

capacity of the institution. UNDP has supported TICA in introducing a programmatic results-oriented approach to assistance, and provided TICA with experts on ODA data management to review Thailand's data-collection mechanism.

It also facilitated donor coordination by taking a leadership role in the UN Thematic Working Group on South-South cooperation. The working group, co-chaired by UNDP Thailand and the World Bank, has involved such members as the United Nations Population Fund (UNFPA), United Nations Industrial Development Organization (UNIDO), United Nations Children's Fund (UNICEF) and other key donor agencies such as the Asian Development Bank (ADB), German Society for Technical Cooperation (GTZ), Japan International Cooperation Agency (JICA), United States Agency for International Development (USAID) and Australian Government Overseas Aid Programme (AusAID). Through this group, information was shared among UN agencies on how and what support from each agency would be provided.

3.3.3 POLICY ADVOCACY FOR MDGS AND UN DEVELOPMENT AGENDA

For the 2004-2006 programme, UNDP introduced a thematic area to advocate policies for MDGs and the UN Development Agenda. This was in line with the global UN effort to encourage countries to adopt MDGs as a basis for a policy framework and UNDP's effort to promote human development. With the expectation that MDGs will be achieved well in advance of the 2015 goal, Thailand adopted MDG-Plus in 2004.

Within the overall effort by the UN system, UNDP has focused on promoting the use of MDGs as the framework for policy and debate, and providing data and reports as the basis of policy discussion and design.

In the current 2007-2011 programme, however, UNDP no longer defines this as one of its main areas of work. This does not mean, however, that UNDP has stopped policy advocacy. It has continued its flagship activities under this

programme area, such as publication of the national human development report and the national and provincial MDG reports that provide a framework for policy debate in the country.

With MDGs already having been accepted as a policy concept, UNDP has been making a more focused effort to address specific problems of certain population groups that are lagging behind, such as highland ethnic minorities or mobile labour, instead of promoting MDGs in general. One notable achievement was UNDP's support to the Ministry of Social Development and Human Security in developing gender statistics, a gender development index, and gender strategies, which have been used by the Government to formulate gender policies.

3.3.4 HIV/AIDS

Given the successful reduction of infection in the 1990s, the issue of HIV/AIDS was not addressed directly either in the priorities/goals of the Ninth NESDP or in UNDAF 2002-2006 outcomes. Recognizing the new wave of infections among certain vulnerable groups, however, the Tenth National Plan put the issue back on the agenda, aiming to reduce both the number of infections and the socio-economic impact of HIV infection and AIDS in Thailand. The HIV/AIDS issue also is one of the goals addressed in MDG and MDG-Plus. Accordingly, UNCT has included in the UNPAF outcomes: 'By 2011, Thailand ensures increased access to and utilization of effective prevention, treatment, care and support services for HIV/AIDS'.

UNDP has made efforts to raise awareness of the socio-economic impact of HIV on sustainable human development since the mid-1980s. In 1998, UNDP launched its South East Asia HIV and Development Programme (UNDP-SEAHIV) with the focus on regional collaboration in population movement. UNDP-SEAHIV has built a knowledge base in South East Asia on the linkage between population mobility and HIV vulnerabilities. The Ninth National AIDS Plan of Thailand in 2002-2006 also provides the

Table 8. National Priorities/Goals and Country Programme Outcomes on Millennium Development Goals	
National priorities or goals (Ninth Plan 2002-2006)	**National priorities or goals (Tenth Plan 2007-2011)**
Goal 1: Human development and social protection through education reform and skills development. Goal 2: Restructured rural development, with emphasis on community empowerment and people's participation, along with sustainable urbanization. Goal 4: Macroeconomic management with the aim of maintaining financial stability and security for the economic system under a liberalized regime in trade, finance and investment.	Goal 1: To address disparities of opportunities and outcomes and improving quality of social services (as stated in the MDG Report) and protection, as well as self-empowerment of the most vulnerable.
Outcome: UNDAF 2002-2006	**Outcome: UNPAF 2007-2011**
1. Poverty Reduction 1.1 Promotion of pro-poor policies and strategies. 1.2 Promotion of sustainable agriculture and rural development through community initiatives. 1.3 Promotion of effective vulnerability and poverty reduction through decentralization and broad-based participation in national and local development.	By 2011, to have increased access to and utilization of quality social services and protection, especially for vulnerable groups and in underserved areas, resulting in reduced disparities.
2. Social Protection and Social Development 2.1 Strengthening of national policy and capacity for the pursuit of social protection and development. 2.2 Promotion and realization of standards and fundamental principles and rights of all workers in order to correspond to the international standard.	By 2011, to have increased access to and utilization of quality social services and protection, especially for vulnerable groups and in underserved areas, resulting in reduced disparities.
3. Human Security 3.1 Strengthen the information base for enabling effective multi-sectoral responses and increased collaboration on human security issues. 3.2 Strengthen the capacity of communities and local government to respond to human security issues. 3.3 Strengthen advocacy and build partnership with civil society and the private sector to improve national policy responses to human security issues and to promote subregional cooperation.	
UNDP Country Programme Development Outcomes (Thailand 2002-2006)	
1. Increased policy dialogue and public debate on the achievement of Millennium Development Goals (MDG-Plus). 2. Increased use by decision-makers of MDG-Plus framework in policy formulation and implementation. 3. Impact of the national human development report on public debate.	
UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011)	
Quality (quantitative/qualitative) and disaggregated socio-economic data in place for evidence based policy-making and public dialogue.[24]	

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[24]   In UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011), the thematic areas 'Responsive Governance and Millennium Development Goals' are grouped as 'Decentralization and local governance, including MDG monitoring and statistical strengthening'. The ADR team, however, thinks that this outcome should be under the MDG thematic area to match the ADR assessment objective and analysis. Consequently, the outcome is presented under the MDG thematic area.

Table 9. National Priorities/Goals and Country Programme Outcomes on HIV/AIDS	
National priorities or goals (Ninth Plan 2002-2006)	**National priorities or goals (Tenth Plan 2007-2011)**
—	To reduce the number of new HIV infections and the socio-economic impact of HIV infection and AIDS in Thailand.
Outcome: UNDAF 2002-2006	**Outcome: UNPAF 2007-2011**
—	By 2011, Thailand ensures increased access to and utilization of comprehensive HIV prevention, treatment, care and support services.
UNDP Country Programme Development Outcomes (Thailand 2002-2006)	
—	
UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011)	
1. Promotion of a broad-based policy dialogue and analysis. 2. Increased capacity for a decentralized, multi-sectoral response. 3. Stigma and discrimination on the basis of HIV/AIDS status is reduced.	

framework for developing responses to reducing HIV vulnerabilities of mobile populations.

Into the current 2007-2011 programme, based on the diagnosis of a new wave of HIV infections and a disproportionate national response, UNDP country programme has been targeting the vulnerable groups. To this end, UNDP has been making an intensified effort as a co-sponsor of the Joint UN Programme on HIV/AIDS (UNAIDS) and in line with the corresponding goal introduced in the Tenth National Plan.

3.3.5 ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

With the Government putting as a long-term development agenda the restoration of a sound environment with more balance between economic development and environmental sustainability, as well as the better preparedness to climate change, UNDP has been continuously engaged in this area of work of environment and sustainable development, as well as disaster prevention and recovery.

It has supported capacity development of national stakeholders, provided technical assistance, and implemented demonstrative downstream projects often with a strong community involvement. Its activity ranged from providing support to align policies to international environment treaties and conventions, to facilitating the implementation of such policies by introducing mechanisms or conducting demonstrative downstream projects. UNDP has conducted projects that took a community-based approach to natural resource management. Local governments were supported in planning and budgeting for pro-poor natural resource management. UNDP has been working closely with the Government at both national and local levels, as well as community-based and non-governmental organizations as partners in these efforts.

The support was extended to a wide variety of issues, including climate change adaptation, renewable and sustainable energy supply, energy efficiency in production and consumption, community-based natural resource management such as to protect forest areas or biodiversity in wetlands, disaster prevention, and restoration of livelihoods and ecology in post-disaster communities.

UNDP was able to provide such a wide range of support in this area, partly because of the resources made available through the Global Environment Facility (GEF), for which UNDP is an implementing agency. The GEF Resource Allocation Framework has committed USD 23.9 million to Thailand through 2010 for two focus areas: biodiversity and climate change.

Table 10. National Priorities/Goals and Country Programme Outcomes on Environmentally Sustainable Development	
National priorities or goals (Ninth Plan 2002-2006)	**National priorities or goals (Tenth Plan 2007-2011)**
Efficient management of natural resources and environment for a balanced ecology.	Restore a sound environment with more balance between economic development and environmental sustainability.
Outcome: UNDAF 2002-2006	**Outcome: UNPAF 2007-2011**
1. Support of Thailand's effort in achieving compliance with the various Multilateral Environmental Agreements by encouraging ratification and effective implementation of these agreements. 2. Assistance to Thailand in appropriately addressing trade and environment and trans-boundary environmental issues. 3. Support of environmental governance through capacity building and public participation. 4. Competitiveness enhancement in the tourism and agro-industry sectors by maintaining suitable environmental standards. 5. Encouragement of establishment of linkups between urban areas in Thailand and model environmentally friendly cities elsewhere. 6. Support of pro-poor and environmentally sound development policies and programmes.	Improved sustainable utilization and management of natural resources and the environment at national and community levels.
UNDP Country Programme Development Outcomes (Thailand 2002-2006)	
1. Improved capacity of national and local authorities, NGOs, CBOs, and private sector in environmental management and sustainable energy development focusing on the poor and disadvantaged. 2. Strengthened regional approaches to environmental management and sustainable energy development. 3. Global and regional environmental concerns and commitments integrated in national development planning and policy.	
UNDP Country Programme Action Plan Outcomes (Thailand 2007-2011)	
1. Efficient community network in sustainable use of local natural resources and energy with engagement in policy and decision-making processes. 2. Increased capacity of national focal points in addressing policy and removal of barriers in pursuing local sustainable management of environmental flow and renewable energy. 3. Knowledge management and evidenced-based and participatory policy-making strengthened.	

3.4 PROGRAMME RESOURCES

3.4.1 TRENDS IN RESOURCES

Figure 1 shows the trend in actual funding (projected for 2010) for UNDP's country programme in Thailand. It must be noted that the resources available during the 2004-2006 period were affected by the recovery effort from the tsunami disaster at the end of 2004. Even discounting the tsunami effect, one can see a decreasing trend in resources available in general, consistent with Thailand's status as a MIC. The decrease has been led by the declining non-core resources made available to UNDP's programme from external

sources, while resources from the core budget of UNDP have been increasing to partially offset this decline. In terms of the level of funding, the total amount is projected to be USD 6,277 thousand for 2010, with the core funding accounting for about a third at USD 2,028 thousand and non-core funding at USD 4,249 thousand.

3.4.2 RESOURCES BY PROGRAMME AREAS

Figure 2 shows the resource plan presented in the current 2007-2011 programme, namely the amount that UNDP considered required for the implementation of the planned programme. In

Figure 1. Programme Funding Trend (USD thousands)
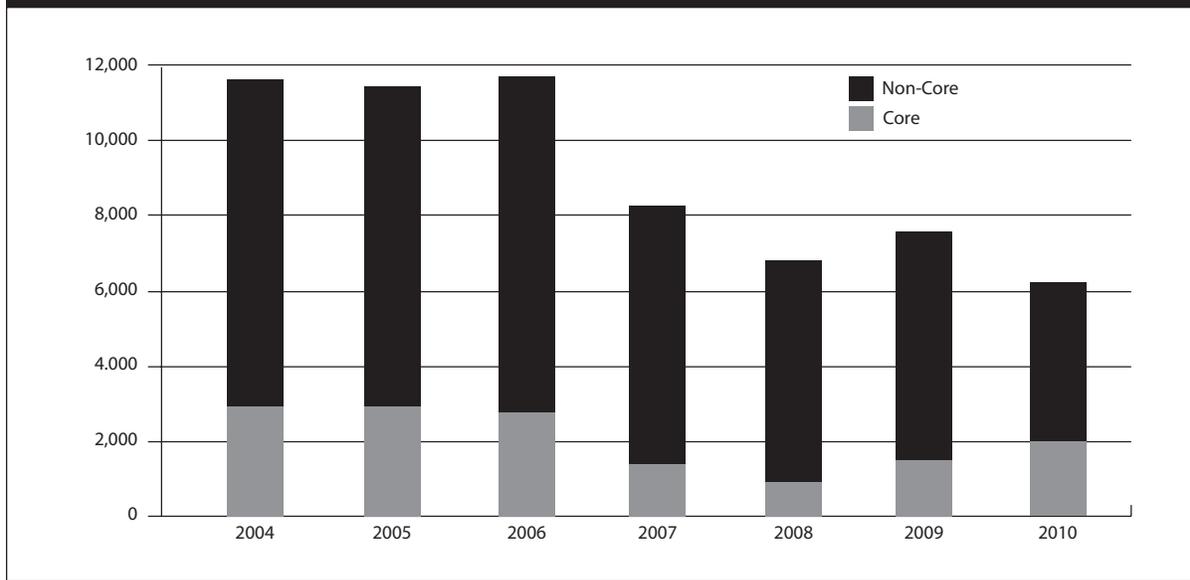
Source: UNDP Thailand

the figure, 'regular resources' indicates the amount planned to be provided from UNDP's core resources and 'other resources' the amount that UNDP wishes to mobilize from external sources.

UNDP planned to allocate the largest amount of its core resources to the area of responsive governance, reflecting the priority attached to and the breadth of activities in this area. It may also be a reflection of the relative uncertainty in the fund-raising possibilities for this programme area. The large amount of other resources planned for the areas of environmentally sustainable development and, to a lesser degree, HIV/AIDS reflects the greater opportunity to receive external funding, for instance, from such global funding mechanisms as GEF and GFATM. The relatively small amount allocated for the area of international partnership for development reflects the less costly nature of activities planned in this programme area.

While Figure 2 thus shows the resource plan, Figure 3 shows the actual cumulative expenditure by UNDP Thailand for ongoing and recent projects, categorized by programme areas (as of 28 October 2009).

In the chart, 'UNIAP' indicates the expenditure by the United Nations Inter-Agency Project on Human Trafficking. While this programme is

Figure 2. Resource Plan – CPAP 2007-2011 (USD thousands)
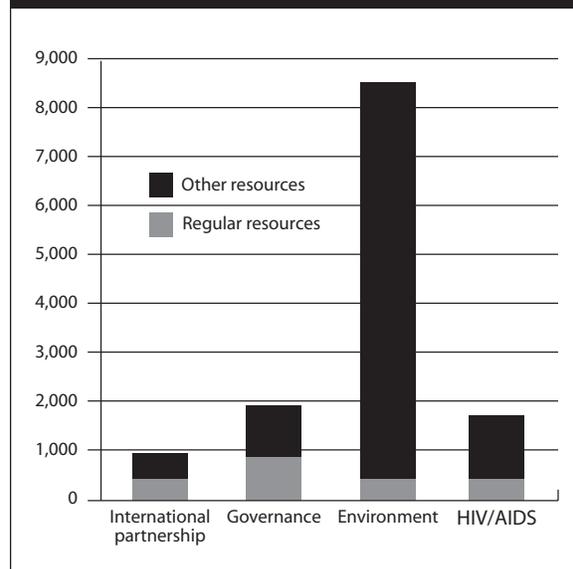
Source: UNDP Thailand, Country Programme Action Plan 2007-2011

organizationally classified under the governance programme area, it involves expenditure for the programme implemented in neighbouring countries (Cambodia, China, Lao PDR, Myanmar and Viet Nam) and hence shown separately in the chart. Also noting that the programme area 'Achieving MDGs and reducing poverty' was also partly

Figure 3. Cumulative Expenditures (USD thousands, percentage)

Fostering democratic governance 6,266 19%

UNIAP 5,485 16%

International partnership for development 150 0%

Achieving MDGs and reducing poverty 2,255 7%

Responding to HIV/AIDS 1,573 5%

Energy and environment for sustainable development 8,144 24%

Crisis prevention and recovery 605 2%

Management, coordination, security, etc. 9,170 27%
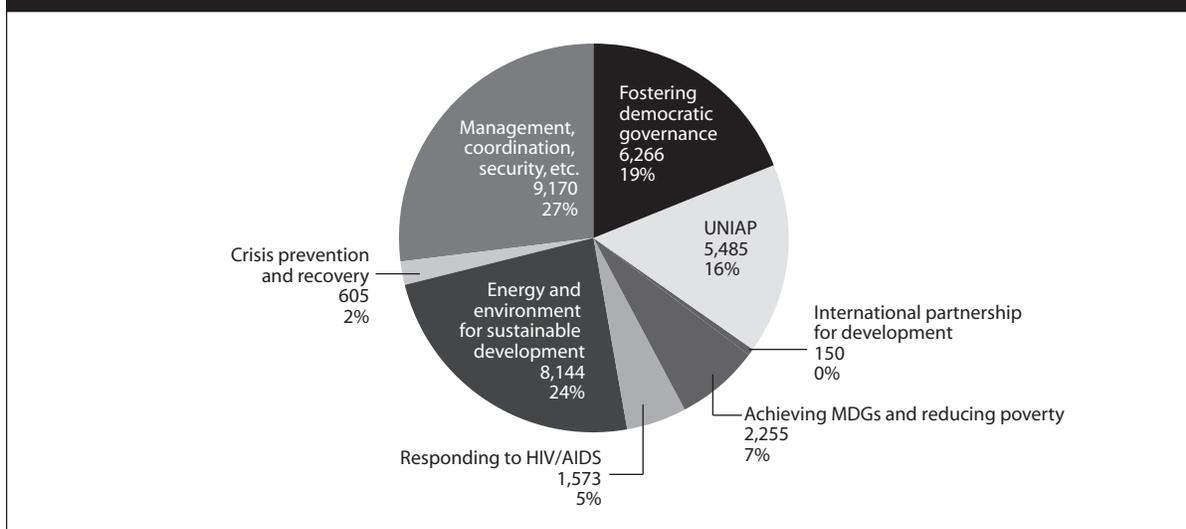
Source: UNDP Headquarters, Executive Snapshot

subsumed under the governance area, one could see that the governance area has performed well in fund mobilization and also gained importance in the work of UNDP Thailand.

'Crisis prevention and recovery' indicates the work done in restoration of tsunami-affected communities, and is organizationally subsumed under the environment programme area. The amount spent on the areas of environment and HIV/AIDS are, in their proportions, largely in line with the resource plan.[25] The expenditure on the programme area of international partnership for development is much less in proportion, probably reflecting a more reduced scope of work than originally envisaged.

3.4.3 COUNTRY OFFICE

In collaboration with the government coordinating agency, the UNDP country office is responsible for developing and managing the country programme to ensure that the programme outputs are delivered as planned, contributing to the achievement of programme outcomes and efficient and effective use of programme resources. The country office is also responsible for capacity assessment of implementing partners, appraisal and approval of projects, and oversight of project implementation.

In doing so, the office cooperates and coordinates with a number of government and other national partners, as well as other United Nations agencies. The national partners are engaged in UNDP activities in the capacities of the government coordinating or cooperating agencies, programme managers, implementing partners, responsible parties, or the members of the country programme board, the outcome board or the project board.

The UNDP country office in Thailand was staffed by 24 active members with two vacant posts, as of 20 October 2010.

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[25] The figures are not directly comparable between the two charts as one is calculated by year and the other based on projects.

Chapter 4

UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter assesses the extent to which UNDP has contributed to Thailand's development goals by aiming to realize outcomes as defined in its programme documents. As described in the methodology section, the assessment was made from data collected by multiple methods – desk reviews, workshops, group and individual interviews, field visits and surveys – to ensure its validity and reliability. Table 11 shows the quantitative results derived from 65 sets of focus group interviews and 196 sets of surveys, where stakeholders were asked to rate UNDP's contribution to development results on various dimensions, using the 6-point rating scale (6 = highest, 1 = lowest).

Overall, the stakeholders were most satisfied with UNDP's contribution to development results in the HIV/AIDS thematic area. This is evident from the highest average ratings given to the area by both the focus group interviews and surveys. The next highest ratings were given by the stakeholders in the MDGs thematic area. The ratings by thematic areas generally showed a similar pattern as between the focus groups and surveys, indicating that the ratings

Result Area	Responsive Governance	International Partnership for Development	Millennium Development Goals	HIV/AIDS	Environmentally Sustainable Development	Overall	
	Average ratings (6 = highest, 1 = lowest)					Average	Standard Deviation
Ratings from focus group interviews							
Sample size	15	6	12	5	27	65	
1 Relevance	5.38	4.40	5.56	5.50	5.15	5.23	0.614
2 Effectiveness	5.29	4.24	5.23	5.80	5.00	5.11	0.580
3 Efficiency	4.08	3.80	4.50	4.93	4.84	4.52	1.064
4 Sustainability	4.94	4.07	5.38	5.90	4.75	4.97	0.720
Average	5.08	4.10	5.17	5.53	4.95	5.00	0.588
Ratings from surveys							
Sample size	58	5	21	5	107	196	
1 Relevance	4.57	4.53	5.02	5.13	5.10	4.92	0.747
2 Effectiveness	4.46	4.07	5.22	5.58	5.05	4.89	0.776
3 Efficiency	4.38	4.08	4.87	4.53	5.00	4.78	0.948
4 Sustainability	4.47	4.20	5.11	5.90	4.96	4.84	0.755
Average	4.51	4.24	5.06	5.29	5.03	4.87	0.667

Table 11. Stakeholder Opinions by Thematic Area

provided are likely to be valid and reliable. Desk reviews also confirmed the success of Thailand in reducing HIV/AIDS infections and achieving MDG targets well before the global target year of 2015. UNDP's contributions in these areas are hence likely to be seen favourably. Nevertheless, the successful reduction of HIV/AIDS cannot be attributed to UNDP only, but is also due to the multisectoral approach at the local level that develops capacity of government, non-government, and civil society organizations at the local level to improve HIV programme planning, budgeting and monitoring.

While the overall pattern of rating is similar between the focus groups and surveys, there is a recognizable difference between the ratings on the relevance and effectiveness of UNDP's contribution in the area of responsive governance. Focus groups are composed of stakeholders who are more familiar with or involved in the projects than are the survey respondents. Hence, this difference may indicate that the project outcomes in this thematic area are less visible to a broader range of beneficiaries than those who the projects benefit more directly.

Among the thematic areas, the ratings were overall the lowest for international partnership for development. In the interviews, while most stakeholders were generally positive about Thailand's role in helping neighbouring countries per se, they may not have had a clear idea on how this has helped or would help Thailand, or considered there are other priorities such as governance or environment. These factors may have affected the ratings.

The results are discussed below in detail for each thematic area and corresponding outcomes, based on the analysis of the sample set of projects presented in Chapter 1.[26] The analysis was presented by the intended outcomes as defined in

Country Programme 2007-2011. For all practical purposes, these outcomes cover those defined in the preceding 2004-2006 programme, except in the area of policy advocacy for MDGs and UN development agenda (see Tables 6 through 10). For this area, in addition to the 2007-2011 outcome on socio-economic data, the 2004-2006 outcomes relating to policy dialogue, public debate, policy impact and advocacy products are discussed.

For each outcome defined in the programme document, results reported by UNDP country office and other stakeholders are presented in a table where effectiveness of initiatives is discussed (Tables 12 through 22).[27] The country office has recorded the results mostly at the level of outputs rather than outcomes compared to what is defined in the Country Programme Documents, although many of them might have been defined as outcomes in individual project documents. Hence, in the tables, reported results contain a mixture of outputs and outcomes in this sense. Results the ADR team identified in other documents, interviews and group discussions are also presented.

4.1 RESPONSIVE GOVERNANCE

4.1.1 RELEVANCE

Given the context of Thailand as elaborated in Chapter 2, the issue of improved government management to meet the persistent challenges of transparency, accountability, public participation and decentralization is extremely relevant to the country's development. The focus groups strongly agreed with the relevance of UNDP's contribution in this regard (see Chapter 3, Table 6), while the survey respondents moderately agreed with it (ratings of 5.38 and 4.57 respectively by focus groups and surveys). This difference may indicate

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[26] In the analysis, the ratings presented in Table 11 are quoted always in a pair, first of which is from the focus groups interviews, and the second from survey results.

[27] The source of information on reported results in Tables 12 through 22 are: (a) progress reports, self-assessment reports and monitoring and evaluation reports of the projects; (b) result-oriented annual reports of UNDP country programmes, as reported by the country office; (c) Thailand MDG reports; (d) field visit observations; and (e) individual and focus group interviews mainly of project administrators, coordinators and implementers, as well as beneficiaries.

that the broader range of the respondents are not aware of the linkages between UNDP's contribution and the national priorities as much as the focus groups who have actually participated in the projects and better understand the national policy and UNDP contribution.

UNDP's choice of projects and activities has been focused on key problems to be addressed in achieving these outcomes. UNDP has been trying, on the one hand, to bring about fairer public service delivery to the local people and especially the vulnerable groups. On the other hand, the organization has been attempting to improve the system of participatory democracy itself. Since many of the activities are implemented at the local level and, as such, could not cover more than pilot cases, their relevance rests on ensuring that successes ultimately become the general practice in the country. UNDP has already established working partnerships with the relevant parts of the national government (e.g., Department of Local Administration of the Ministry of the Interior, Ministry of Justice), national NGOs and academic institutions. Such partnerships would serve as a good basis to make this happen. Whether UNDP can mobilize these partnerships to scale up and replicate the successful cases will be the real test of the relevance of these activities.

4.1.2 EFFECTIVENESS

The stakeholders in the focus group interviews and surveys were respectively satisfied and moderately satisfied with UNDP's contribution in this area (rated 5.29 and 4.46 respectively), showing a similar pattern to their views on the relevance.

Outcome 1: Improved responsiveness and quality of social services at the sub-national level.

With the PLEDGE project, UNDP introduced the 'people's audit', an evidence-based planning tool that allowed people to provide feedback on the delivery of public services. This tool was tested in five provinces, and was later adopted by the Office of the Public Sector Development Commission and King Prajadhipok's Institute. These facts indicate the national partners' acceptance of the usefulness of this product. Further, there was evidence that this tool led to concrete development results. For instance, Mae Chan municipality in Chiang Rai province applied the people's audit methodologies to resolve the issue of the tribal people who had no access to citizenship. As a result, the tribal people were provided with temporary citizen cards, and a one-stop service for the registration of health and ID cards was established.

The Capacity Building and Civic Education in Support of Decentralization and Local

Table 12. Results Reported on Outcome 1	
Project	**Reported results**
PLEDGE (Partnership for Local Empowerment Through Democratic Governance)	Capacity of local administration for participatory, responsive and effective service delivery was developed and the people's audit tool of government service was tested.
Capacity Building and Civic Education in Support of Decentralization and Local Governance in Thailand	The Local Administration Department has more knowledge on civil rights, resulting in better provision of social services.
	Comprehensive policy recommendations on decentralization for local governance including structural organization, local finance, personnel administration and public participation improvement were put forward to stakeholders.
Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son province	Capacities of decentralized public service were enhanced to better address social, economic and welfare aspects of planning which mitigated tensions and enhanced livelihood opportunities of the vulnerable groups.

Governance in Thailand project helped raise awareness of people's rights and capacity of local government to understand the gap in the decentralization policy. This in turn provided the ground for delivering better provision of social services. The project made a comprehensive set of policy recommendations on decentralization to various stakeholders, covering key management aspects of local governance, local finance, personnel administration and public participation improvement.

The Constitution of 1997 and the Determining Plans and Processes of Decentralization Act of 1999 stimulated devolution of functions and authority from the central government to local administrations. An independent report on this UNDP project[28] detailed the positive advances made: increased local autonomy and increased opportunity for participation and monitoring by the local community, creation of a framework for transfer of functions and responsibilities to local authorities, increased local government revenue, and a simplified procedure for personnel management, based more on the merit system. The report points out, however, that challenges still remain to enhance the capacity of local administrations and their sense of ownership of their new functions, and further improvement in financial and human resource management. Political awareness and a sense of citizenship must be promoted among local community members, and the monitoring function, where needed, must be transferred from the central bureaucracy to local institutions.

The Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son project has also enhanced quality of social services. The stakeholders on all sides stated that the project process itself demonstrated alternative and participatory models in enhancing public service delivery, especially for the counterpart institutions of the provincial government. They confirmed that capacities for decentralized public service were enhanced to better address social, economic and welfare aspects of planning which, by being inclusive and responsive, mitigated tensions and enhanced livelihood opportunities of the vulnerable groups. One example of this observed in the field visit was the enhanced livelihood opportunities for vulnerable communities because of the improved irrigation systems that increased income from cash crop cultivation and fishponds.

Outcome 2: Enhanced local democracy and meaningful participation of civil society, including children, youth, women and vulnerable populations, in decision-making processes.

The promotion of the participation of various stakeholders was evident in the PLEDGE project. It had a National Steering Committee comprising not only the key government agencies (Department of Local Administration of the Ministry of the Interior, Office of The National Economic and Social Development Board, Office of the Public Sector Development Commission), but also civil society organizations (NGO Coordinating Committee, Local Development Institute) and key academics in the area of democratic governance (King Prajadhipok's Institute). The people's audit initiatives of the project ensured women's participation in all forums to assess the quality of public service delivery and to advocate for areas of action. King Prajadhipok's Institute also adopted the concept of people's audit in its official training course to enhance local democracy and meaningful participation of all stakeholders in decision-making processes.

The Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand project set up a mechanism for a work team to inspect and guard against human rights violations. A notable achievement was the forums attended by 300 indigenous people to analyse the political situation and make recommendations to the Constitutional Assembly for the 2007 Constitution. Further, the Network of Indigenous Peoples in Thailand was set up to lobby on

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28   UNDP, 'Executive Summary: Improving the Local Administrative Structure,' an independent report on the project "Capacity Building and Civic Education on Support of Decentralization and Local Governance in Thailand'", 2009.

Table 13. Results Reported on Outcome 2	
Project	**Reported results**
Enhancing Democratic Governance and Accountability through Gender Sensitive Engagement of Local Communities (ENGAGE)	The people used the people's manual tools to take part in Sub-District Councils, which further enhanced participation culture, encouraging people to participate more.
Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son	Local communities, NGOs, and local government agencies employed integrated community development methodology (Participatory Rural Appraisal), focusing on livelihood generation, capacity development of local government, and natural resource management.

issues of concern to indigenous communities. About five lobbying activities to the government agencies per year are being organized. The Indigenous Peoples' Fairs were organized for 2007 and 2008 with network members from all four regions comprising 25 ethnic groups. Networking activities also involved cooperation with the National Human Rights Commission, the Cross Cultural Foundation and organizations working on proposals to amend the 2007 Citizenship Act. It also engaged in activities on human rights, having developed a human rights protection mechanism for highland ethnic peoples and human rights defenders, and made recommendations to the Government on cases of extrajudicial executions. All these activities and achievements have thus substantially enhanced the voice of indigenous and ethnic groups and their participation in political decision-making.

The stakeholders reported that local communities used the manual developed by the Enhancing Democratic Governance and Accountability through Gender Sensitive Engagement of Local Communities project to take part in Sub-District Councils, which encouraged people to participate more actively. Similarly, the stakeholders in the Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son project indicated that the local communities, NGOs, and local government agencies employed integrated community development methodology (Participatory Rural Appraisal, or PRA), focusing on livelihood generation, capacity development of local government, and natural resource management. As a result, the community development plan was derived from community needs and their proposals.

Outcome 3: Policies, frameworks and measures in place to promote transparency and accountability at the sub-national level.

UNDP reported that with the Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand project, the

Table 14. Results Reported on Outcome 3	
Project	**Reported results**
Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand	Networks of highland ethnic people are strengthened to promote the protection of human rights in northern provincial area.
Enhancing Democratic Governance and Accountability through Gender Sensitive Engagement of Local Communities (ENGAGE)	The transparency and accountability tools established and tested at the sub-national level were useful and could be applied by other related agencies.
Integrated Community Development for Livelihoods and Social Cohesion in Mae Hong Son	The PRA brought together the communities and local government agencies. All groups of people therefore had the opportunity to share their needs and proposals.

networks of highland ethnic people are strengthened so as to promote the protection of human rights and transparency of legal enforcement. Moreover, the beneficiaries of the ENGAGE project indicated that the transparency and accountability tools established and tested at the sub-national level were useful and could be applied by other related agencies, in support of the promotion of transparency and accountability at the sub-national level. The PRA was also developed to bring together the communities and local government agencies so that all groups of people had the opportunity to share their needs and proposals, as evident in the development for livelihoods and social cohesion in the Mae Hong Son project. The aforementioned report and stakeholder interviews however merely indicated that attempts were made to achieve such an outcome. The evaluation team could not identify sufficient evidences indicating that UNDP's contribution has led to policies, frameworks, and measures that successfully promoted transparency and accountability at the sub-national level.

In summary, the stakeholders were on average satisfied with UNDP's achievement of outcomes. Compared with other institutions, they found that UNDP was better at identifying local needs. UNDP has also advocated for and paid attention to minority and vulnerable groups. Most officials from the Ministry of the Interior agreed that UNDP's contribution was most significant in institutional capacity development. The programme has made contributions towards the achievement of outcomes relating to institutional capacity building and community-based participation, but less so with the outcomes relating to improving governance through greater transparency and accountability, and closer monitoring and evaluation of government operations.

4.1.3 SUSTAINABILITY

One of the strong indications of the national partners having taken ownership of the effort to enhance citizens' participation and the local government responsiveness is the adoption of the people's audit tool by the Office of the Public Sector Development Commission, the

government agency that has the mandate for such public sector reform. Furthermore, the participation of King Prajadhipok's Institute as the national technical partner, providing training on the tool, strengthened the conditions for this tool to take root in Thailand's local governance. The actual use of the tool was also evident in Mae Chan municipality, which applied the tool to resolve the issue of the tribal people and the development of a one-stop service for the registration process.

Thus, a strong basis was created to sustain the results on people's participation. If there was thus ownership by key national partners, this practice would be replicated in many other provinces.

On the other hand, on Capacity Building and Civic Education in Support of Decentralization and Local Governance in Thailand, after a decade of efforts at decentralization a bottleneck still remains in the capacity of local administration, the ownership of devolved functions and political awareness in the local community. Thus, the project results do not appear to have reached the stage where the conditions for sustainability are met. These are important conditions not only for the UNDP project but also for the Government to achieve and sustain the results of its decentralization effort.

On Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand, the network created among highland ethnic groups remained active. For the sustainability of the results, the responsiveness of relevant central and local government authorities would be critical. UNDP may monitor the developments in the future and, if it considers necessary, engage in advocacy to keep the issue on the agenda to ensure these important development results are sustained.

4.2 INTERNATIONAL PARTNERSHIP FOR DEVELOPMENT

4.2.1 RELEVANCE

Thailand has become a MIC and has moved to become a contributor of official development assistance to other countries by providing technical

cooperation to least developed countries. In 2005, Thailand was the only non-OECD donor to report its contribution to global partnership for development (MDG 8).[29] The report shows that the global partnership is not only about rich countries helping poor countries, but also about South-South cooperation and MICs sharing their development experiences and lessons learned with other developing countries. The national goals in the Ninth Plan (2002-2006) to enhance international competitiveness have shifted in the Tenth Plan (2007-2011) to Thailand's contribution to the global partnership for development. Accordingly, the outcome in UNPAF (2007-2011) has put more emphasis on South-South cooperation engagements and effective delivery of technical support to other countries in Asia and beyond. (See Chapter 3, Table 7.)

The relevance of this area of work to the long-term interest of Thailand is clear though somewhat theoretical. Maintaining good relationships with other countries is a legitimate objective of national policy and diplomacy. Accelerating development of neighbouring countries in particular will eventually benefit Thailand, and potentially reduces the chance of unnecessary frictions emanating from social and economic disparities between the nations. The stakeholders in focus group interviews and surveys indicated that they only moderately agreed with the relevance of UNDP's contribution to Thailand's national priorities regarding international partnership for development issues (rated 4.40 and 4.53 respectively). This may be because the ultimate benefit of this area of cooperation is less visible to Thai people in general. Also, UNDP's activities in this area have been mainly to provide institutional support to TICA in organizing and managing international cooperation. Given that these were the initial years in which Thailand started to provide development cooperation, these capacity-building activities were relevant to the outcomes.

One of the challenges Thailand faces in South-South cooperation is the difficulty in basing its assistance on demands and needs of the partner countries. UNDP's support is largely provided by UNDP Thailand alone, however, and UNDP has not capitalized on its comparative strength, i.e., its global network and the presence in partner countries, to help Thailand overcome this difficulty. One could well argue that the most relevant support UNDP could provide is to use its global network in assisting Thailand's South-South cooperation to better respond to these needs and demands.

4.2.2   EFFECTIVENESS

The stakeholders in the focus group interviews and surveys were moderately satisfied with UNDP's achievement of country programme outcomes in this area (rated 4.24 and 4.07 respectively).

Outcome 4: Increased policy dialogue, ODA provided to countries with more strategic focus based on demand-driven process, policy document to guide participation in the Paris Declaration, and sharing of expertise and experiences among Thailand and countries in Asia and beyond through both public and private sectors.

As for increased policy dialogue, the government representatives indicated that the IPDP project resulted in a strategic framework for Thailand's partnership with Africa. With selected African countries, development cooperation programmes were formulated and implemented, and some activities already initiated. In addition, the institutional support mechanism was strengthened by the creation of linkages among 'centres of excellence' and other institutions in Thailand and in the partner countries. Such mechanisms expanded involvement of Thai public-sector institutions and private-sector enterprises in South-South cooperation. Beneficiaries from a country in the region also stated that the

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[29]   Graves, S., 'The Role of UNDP in a Middle-Income Country: Thailand Case Study', Paper prepared for UNDP Thailand, 2007.

Table 15. Results Reported on Outcome 4	
Project	**Reported results**
IPDP (Support to Thailand International Partnership for Development)	Strategic framework for Thailand partnership with Africa prepared, and development cooperation activities initiated between Thailand and selected African countries.
	Programme of Thai development cooperation formulated and implemented in selected African countries.
	Increased participation and expanded involvement of Thai public sector institutions and private sector enterprises in Thailand's development cooperation with developing countries.
	Enhanced programming capacity of TICA, which includes knowledge management, an information database, guidelines for administrative instruments for development cooperation, and monitoring and evaluation mechanisms.
Global Partnership for Development	Strengthened ODA management and coordination functions among Thai agencies involved in development assistance.
	New partnership modalities to enhance South-South cooperation with other countries developed with a results-based approach.
	UNDP successfully advised the Government on this programme shift to policy level and started to thoroughly review Thailand's own government capacity on aid management.
	UNDP assisted TICA in reviewing its ODA policies and strategies, which further led to the development of Thailand's Development Cooperation Framework, 2007-2011.

technical cooperation framework implemented for more than 10 years promoted partnership between the two countries. It supported the achievement of development goals of both countries in terms of trade, technical cooperation, and education, especially in the forms of study exchange programmes, information exchange, and training courses.

Despite the stakeholders' positive reports of the cooperation between Thailand and its partner countries, some concerns were raised. First, TICA should work more closely with the line ministries and agencies to undertake and monitor the project in order to improve accountability and effectiveness, and ensure consistency. At the same time, the representatives of executing agencies stated that, as the agency responsible for South-South cooperation, TICA should accumulate more substantial expertise in project management, training management or human

resource development in itself, rather than being just an administrative body. Even though TICA may continue to outsource training to outside institutions, capacity improvement is necessary for TICA to become a leading agency in South-South cooperation in the region. UNDP may have a niche to assist TICA in developing its organizational capacity by providing opportunities for in-house training and selective long-term training.

As for effective ODA, UNDP's support focused on strengthening ODA management and coordination functions. The stakeholders indicated that the IPDP project resulted in enhanced programming capacity of TICA. This included knowledge management, the information database, guidelines for administrative instruments for development cooperation, and monitoring and evaluation mechanisms. The Global Partnership for Development project also

strengthened ODA management and coordination functions among Thai agencies involved in development assistance. In addition, new partnership modalities to enhance South-South cooperation with other countries were developed with a results-based approach. The project manager indicated that UNDP was the only agency among the UN and donor partners that successfully advocated the shift from activity-centred assistance to a policy-led programme, and started to thoroughly review the Government's capacity on aid management.

The project manager, however, raised concerns on the actual degree of the achievements above. Coordination among key partners in Thailand is still minimal, and hence aid management is not properly functioning. The Thai implementing agencies are still working in a conventional way, such as organizing a series of training and study tours. The programmes are offered based on insufficient information on demands and needs in the beneficiary countries. Moreover, there is a lack of information on ODA delivery with more strategic focus based on a demand-driven process. The project implementers noted that, even though the ODA database system was set up with the support of UNDP, the system is not comprehensive and needs to be updated.

With respect to policy documents to guide participation in the Paris Declaration, the focus group interviews confirmed that UNDP helped TICA review its ODA policies and strategies on aid effectiveness in late 2007. Based on this review, TICA proposed to the Government and the Cabinet its own Thailand's Development Cooperation Framework 2007-2011 that focused more on policies and strategic directions for Thailand's ODA framework. Nevertheless, TICA's Thailand Official Development Assistance Report (2007-2008) indicated that Thailand's compliance with OECD DAC targets together with the Paris Declaration was likely to be achieved only gradually. The slow pace of progress might come from the fact that those targets may not be realistic for a country that recently started assistance to other developing countries.

In summary, the stakeholders who participated in the focus group interviews were only moderately satisfied with UNDP's contribution. UNDP has supported TICA to strengthen its institutional capacity to manage ODA during the current UNPAF period. With UNDP's knowledge-based and expertise support, TICA was able to expand its technical cooperation and sharing of experience with neighbouring least developed countries (LDCs). However, the programme has fallen short of the target outcome in several ways. First, TICA's organizational capacity as the leading knowledge centre in the region and beyond still needs to be improved. Secondly, much is still desired for the coordination among implementing partners, especially when other line ministries and agencies are also implementing their own cooperation activities, and not coordinating or managing through TICA. Lastly, Thailand's South-South cooperation has not yet been sufficiently based on the demands and needs of partner countries.

4.2.3 SUSTAINABILITY

With the Global Partnership for Development project, UNDP has assisted TICA to develop the strategic framework for Thailand's partnership with Africa and to strengthen the institutional mechanism to support development cooperation. Because this mechanism expanded involvement of Thai public-sector institutions and private-sector enterprises, and created linkages and relationships among these institutions and those in partner countries, it provided a good basis for sustainability of the results.

The project has also strengthened ODA management and coordination functions of TICA. Despite UNDP's effort in providing technical skills, however, some stakeholders raised concern over TICA's organizational capacity to become a leading agency in South-South cooperation in the region and to effectively coordinate line ministries and agencies in undertaking and monitoring projects. Therefore, the sustainability of effective aid coordination and delivery is still under question.

4.3 POLICY ADVOCACY FOR MDGS AND UN DEVELOPMENT AGENDA

As noted earlier, the country programme is discussed here not only in relation to the 2007-2011 outcome on socio-economic data, but also to the 2004-2006 outcomes on policy dialogue, public debate, policy impact and advocacy products.

4.3.1 RELEVANCE

UNDP supports Thailand in setting and monitoring the new and ambitious MDG-Plus targets via two sets of projects and activities – advocacy and support for vulnerable groups in sectoral areas. Both UNDP country programme outcomes in 2002-2006 and 2007-2011 focus on supporting MDG-Plus achievements. For this particular thematic area, the outcomes may be too narrowly defined to capture the relevance of UNDP's contribution to MDG-Plus achievements (See Chapter 3, Table 8) as they do not consider the effect of sectoral contributions. However, the stakeholders in both focus group interviews and surveys strongly agreed with the relevance of UNDP's contribution in this regard (rated 5.56 and 5.02 respectively).

The first set of activities comprises those designed to achieve these outcomes per se, namely, advocacy, publication of national human development reports, and statistical work, including gender-disaggregated data. These are all relevant activities in informing policy-makers on developing appropriate policies to achieve MDGs. The question remains whether these activities were the most relevant ones to the national needs in the context of Thailand. Even though the policy is appropriately designed at the technical level, it requires political interest to push the agenda through. The political interest arises when constituencies keep the issues on the agenda for a sustained period. This requires probably a much broader advocacy effort to raise the awareness of Thai citizens at large.

As noted elsewhere in this report, the United Nations is seen by many Thai people as an impartial body that represents human values,

such as equality and justice. The ADR team encountered voices of high expectation from the Thai people that the United Nations speak out more strongly, for example against corruption and for participatory democracy and social justice. Whether this responsibility falls on UNDP or the UN Resident Coordinator, it seems that UNDP's effort in this area is relevant in so far as informing policy makers and providing a better basis for policy making, but may not be sufficient to achieve the overall goal of MDG-Plus, in which redressing the disparities is a requirement.

The second set of activities comprises initiatives in sectoral areas targeting vulnerable groups, which also aim to achieve sector specific outcomes. The relevance of these activities is discussed in the respective parts of this report.

4.3.2 EFFECTIVENESS

UNDP is supporting Thailand in promoting its action on the MDG-Plus targets, which go beyond national achievements and focus on specific regions and groups. UNDP initiatives include publication of national human development reports; reports on Thailand's progress on particular goals, such as MDG 3 (women's political empowerment), MDG 6 (HIV/ AIDS), and MDG 8 (international partnership for development); and provincial-level MDG reports. Overall, the stakeholders in the focus group interviews and surveys were satisfied with the achievement of UNDP intended outcomes (rated 5.23 and 5.22 respectively).

Outcome 5: Quality (quantitative/qualitative) and disaggregated socio-economic data in place for evidence-based policy-making and public dialogue. (Outcomes 2004-2006: Increased policy dialogue and public debate on the achievement of MDG-Plus; Increased use by decision-makers of MDG-Plus framework in policy formulation and implementation; and Impact of the national human development report on public debate.)

The Partnership for MDG Advocacy and Human Development Analysis project aimed to support the follow-up of Thailand's MDG Report 2004,

Table 16. Results Reported on Outcome 5	
Project	**Reported results**
Partnership for MDG Advocacy and Human Development Analysis	Increased policy dialogue and public debate on the achievement of MDGs.
	Support for the follow-up of Thailand's MDG Report 2004, including advocacy campaign, provincial-level MDG monitoring, thematic analytical work on specific MDGs, and strengthening of statistical and monitoring capacity.
Partnership with Ministry of Social Development and Human Security on Gender Statistics	The Ministry of Social Development and Human Security, related government agencies, NGOs, private sector, and academic institutions used the Gender Disaggregated Data Report as the reference document for policy-making on gender issues in Thailand.
	The report on gender-disaggregated statistics was published and utilized by the officers of the Ministry of Social Development and Human Security, NGOs, CSOs, etc.
MDG Monitoring and Strengthening Statistical Capacity	Disaggregated socio-economic data were used for policy-making and planning in related government agencies.

including advocacy campaigns, provincial-level MDG monitoring, thematic analytical work on specific MDGs, and strengthening of statistical and monitoring capacity. After its implementation, the project stakeholders reported that there was more media attention to MDG-Plus and the National Human Development Report, that the MDGs were reflected in national and sub-national development plans, and that the MDG framework was used for public debate and policy-making.

The Partnership with Ministry of Social Development and Human Security on Gender Statistics project aimed at improving the availability of statistics and building capacity in data collection and analysis. Based on the new gender database, UNDP supported the National Statistical Office and the Office of Women's Affairs and Family Development to publish the 'Report on Thailand Gender Disaggregated Statistics' in 2008, and later 'Gender Development: Similarities and Differences' in 2009 to concisely present the gender-disaggregated data and their implications. The Ministry of Social Development and Human Security and related government agencies used the Gender Disaggregated Data Report as the reference document for policy-making in

gender issues in Thailand. Non-governmental and civil-society organizations, private-sector entities, and academic institutions also utilized the report. The government stakeholders in the MDG Monitoring and Strengthening Statistical Capacity project also reported that the disaggregated socio-economic data were used for policy making and planning in related government agencies.

In summary, the stakeholders were generally satisfied with UNDP's contribution in this area. UNDP has continually supported Thailand in its advocacy projects and activities. Besides the publication of MDG reports, one of the initiatives was to support the Government in publishing national human development reports, with the main purpose being to provide policy recommendations and priorities for policy-makers. Nevertheless, to what extent the national human development reports actually had an impact on public debate and policy-making was not very clear. While a number of government agencies seemed to have adopted some aspects from the reports to their policy formulation, more application and broader public debate on the issues identified in the reports must be promoted to create constructive impact on human development in Thailand.

Another issue raised was the further need for social and economic data that reflected social differences based on religion, ethnicity, gender, nationality and citizenship, and other relevant factors. In this respect, the capacity of national and sub-national institutions for data collection and analysis needed to be further developed, and the data and analysis should actually be used for policy-making and effective implementation, especially by other ministries and departments than the National Economic and Social Development Board and the Ministry of Social Development and Human Security, as well as by sub-national administrations.

4.3.3 SUSTAINABILITY

One of the concrete achievements in this thematic area is the introduction of gender-disaggregated data. To the extent that this data is being used for policy-making, the result is sustainable. Nevertheless, as noted above, the true long-term impact would be felt when collection and use of disaggregated data becomes the norm, for ministries and departments – particularly ones other than those focused on social issues – and for sub-national administrations to collect and actually utilize the data in policy-making and implementation.

The publication of provincial MDG reports was an extremely relevant initiative in achieving MDG-Plus, as it addressed the core issue of unbalanced development among the provinces. UNDP introduced the concept and the methodology in the provincial MDG reports, for Mae Hong Son Province in 2005 and Nakhon Phanom Province in 2006. However, in order to take effective policy initiatives to achieve MDG-Plus, such an initiative needs to be replicated in most provinces and within a relatively short period so that data will be comparable across provinces. In this way, they would make a valuable contribution to the basis of national policy. UNDP does not have the resources to undertake such an initiative nationwide. Indeed, it could only manage to publish one more, for Trang Province in 2008. Ownership by the Government is required to ensure sustainability.

Some of the advocacy activities have resulted in increased awareness and eventually in legislation or mechanisms. However, many advocacy activities, such as seminars and conferences, were too small in scale and too narrowly focused on policy-makers and academics so that their long-term impact is unclear. Even an innovative Human Rights Caravan in 2008, which aimed to bring awareness of human rights to ordinary Thai citizens, has been sent only to three provinces and no evidence was found of its continuation to reach broader population segments. Many of the advocacy initiatives by UNDP have failed to be continued and hence could achieve limited and not sustainable results.

4.4 HIV/AIDS

4.4.1 RELEVANCE

The stakeholders in focus group interviews and surveys indicated that they strongly agree with the relevance of UNDP's contribution to Thailand's national priorities regarding the combat against HIV/AIDS (rated 5.50 and 5.13 respectively). The activities in this thematic area, using a community-based approach to reach out to the target vulnerable groups, coupled with fund mobilization through GFATM grants, were very relevant in achieving the targeted outcomes.

4.4.2 EFFECTIVENESS

The stakeholders in the focus group interviews and surveys were very satisfied with the achievement of UNDP's intended outcomes in this area (rated 5.80 and 5.58 respectively).

Outcome 6: Promotion of a broad-based policy dialogue and analysis.

The UNDP-supported Enhanced GFATM Grant Implementation in Thailand through Local Partner Capacity Building and Improved Multi-Sectoral Local Response Programming for AIDS project indicated that a comprehensive local response to HIV was planned and implemented. Furthermore, Local Response Policy and Capacity Development Guidelines

Table 17. Results Reported on Outcome 6	
Project	**Reported results**
Enhanced GFATM Grant Implementation in Thailand through Local Partner Capacity Building and Improved Multi-Sectoral Local Response Programming for AIDS	Local Response Policy and Capacity Development Guidelines were developed and disseminated to improve local response programming in Thailand.
	A comprehensive local response to HIV was planned and implemented.

were developed and disseminated to improve local response programming in the country. Lessons learned and guidelines to mainstreaming the HIV programme into local development policy were developed in both provincial, district, and sub-district (tambon) level administrative organizations. The broad acceptance and successful application of HIV/AIDS policy guidelines in general supports the validity of reported results under this outcome.

Outcome 7: Increased capacity for a decentralized, multi-sectoral response.

The project resulted in the analysis and the strengthening of capacity at provincial and local levels in both the public sector and the civil society for the implementation of HIV prevention, treatment, care and support initiatives. A HIV learning network among local administrative organizations was also built up in each province. The stakeholders reported that with this project, a comprehensive local response to HIV was planned and implemented to improve local response programming. Moreover, the local governments as well as local communities worked together with multilateral partners in capacity building to enhance local response to HIV in Thailand.

Outcome 8: Stigma and discrimination on the basis of HIV/AIDS status is reduced.

UNDP launched the Strengthening HIV Resilience in Thailand Mobile Populations' Source Communities project to reduce HIV vulnerabilities of individuals, households, and communities. The activities were designed to introduce the project concept, inform the local community, arrange a civic forum in each

Table 18. Results Reported on Outcome 7	
Project	**Reported results**
Enhanced GFATM Grant Implementation in Thailand Through Local Partner Capacity Building and Improved Multi-Sectoral Local Response Programming for AIDS	HIV learning network among local administrative organizations built up in each province.
	The local government as well as local communities worked together with multilateral partners in capacity building to enhance local response to HIV in Thailand.

Table 19. Results Reported on Outcome 8	
Project	**Reported results**
Strengthening HIV Resilience in Thailand Mobile Populations' Source Communities	The mobility-related HIV-vulnerable individuals, households, and the target communities improved their understanding and possessed more knowledge and skills on HIV/AIDS prevention and destigmatization.
	Reduced stigma and discrimination against people living with or affected by HIV/AIDS and their families in the project communities.

sub-district (tambon), identify key development priorities within and beyond the HIV/AIDS issue, conduct prevention and destigmatization activities and knowledge dissemination, and follow-up HIV/AIDS prevention and destigmatization activities. Stakeholders reported that the mobility-related HIV vulnerable individuals, households, and the mobile population in the communities improved their understanding and possessed more knowledge and skills on HIV/AIDS prevention and destigmatization. They also reported reduced stigma and discrimination against people living with or affected by HIV/AIDS (commonly referred to as PWHAs) and their families in the project communities.

In summary, the stakeholders who participated in the focus group interviews on the HIV/AIDS programme were very much satisfied with UNDP. Such satisfaction seems to have come from the fact that UNDP used the community-based participatory approach in addressing the local response programming in Thailand. Second, UNDP's launch of projects directly addressed the new wave of HIV/AIDS epidemic groups such as the mobile populations and the vulnerable in the local communities. Third, UNDP has enhanced capacity building for both national and sub-national government institutions as well as those in targeted communities to be equipped with knowledge and skills necessary for HIV prevention, treatment, care and support services in a sustainable manner with self-help guidelines and community developed strategies.

4.4.3 SUSTAINABILITY

In HIV/AIDS, the design for sustainability is developed by capacity strengthening at provincial and local levels in both the public sector and the civil society for the implementation of HIV prevention, treatment, care, and support initiatives as evident in the Enhanced GFATM Grant Implementation in Thailand Through Local Partner Capacity Building and Improved Multi-Sectoral Local Response Programming for AIDS project. The stakeholders reported that a comprehensive local response to HIV was implemented to improve local-response

programming in Thailand. The local government as well as communities also worked together with multilateral partners in capacity building to enhance local response to HIV in Thailand. Additionally, the stakeholders in the Strengthening HIV Resilience in Thailand Mobile Populations' Source Communities project indicated that the mobile population in the communities improved their understanding and possessed more knowledge and skills on HIV/AIDS prevention and destigmatization. This also resulted in their enhanced capacity to prevent HIV/AIDS infection and to appropriately deal with those infected.

4.5 ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

4.5.1 RELEVANCE

Since achieving environmentally sustainable development is a top priority for Thailand, as detailed in Chapter 2, the relevance of this area of work to national development challenges is evident. It is also an important element for the realization of a development model based on the Sufficiency Economy philosophy. The relevance of activities in this area to national policies seems to be assured by the strong partnerships enjoyed by UNDP with the Ministry of Natural Resources and Environment, and the Ministry of Energy. The stakeholders generally agreed with the relevance of UNDP's country programme outcomes to Thailand's national priorities regarding environmentally sustainable development (rated 5.15 and 5.10 respectively).

The projects and activities undertaken in this area have generally been relevant to the outcomes, especially in relation to preservation of biodiversity, use of renewable energy and climate change mitigation and adaptation. As for the outcomes, focusing on communities and the civil society, substantial contribution was made through the Global Environment Facility's (GEF) Small Grants Programme, which UNDP manages. This programme has been demonstrating community-based natural resources and environmental management in Thailand since 1994 in hundreds

of projects, providing funding through a national steering committee comprising scientists, NGO representatives, technical experts, and government representatives, as well as a national coordinator from UNDP. The projects aimed at restoring livelihoods and water supply in tsunami-affected regions have also used a community-based approach and were relevant to these outcomes.

4.5.2 EFFECTIVENESS

Regarding the attainment of country programme outcomes, the stakeholders were generally satisfied with UNDP's achievement of intended outcomes (rated 5.00 and 5.05 respectively).

Outcome 9: Efficient community network in sustainable use of local natural resources and energy with engagement in policy and decision-making processes.

The Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island project, which aimed at empowering and strengthening the capacities of the Community Network for Restoration of Lanta Island (CNRLI) and establishing a platform for the people to manage their own natural resources, was regarded as part of UNDP's tsunami exit plan. The field visits and stakeholder interviews confirmed that the capacity of community organizations and the civil society to engage in effective natural resource and environmental management was enhanced, which further led to their more active roles in the policy- and decision-making process. With the Indigenous Livelihood Restoration and Sustainable Ecology for Lanta project, successful establishment of participatory

planning in the communities, including a natural resource inventory, ecology monitoring and environmental management, was identified.

Nevertheless, the major concern of many stakeholders was that the community network's policy agenda has not been reflected in local government regulatory policy. Thus, community organization and civil society engagement in decision-making on natural resource and environmental management is often limited to issues that could be addressed locally without the involvement of local government at the provincial level.

Outcome 10: Increased capacity of national focal points in addressing policy and removal of barriers in pursuing local sustainable management of environmental flow and renewable energy.

UNDP's achievement on this outcome was obvious in the Integrated ONE AWP-Environment and Climate Change project, which aimed to enhance environmental governance on climate change and natural resource management. The project resulted in a strategic framework and governance structure that mainstreamed climate change issues in policies and measures in non-environment ministries. In addition, the government stakeholders testified that the capacity of national focal points in addressing policy on removal of barriers in pursuing local sustainable management of environmental flow and renewable energy was increased.

The National Capacity Self-Assessment for Global Environmental Management project aimed to identify capacity gaps and develop an

Table 20. Results reported on Outcome 9	
Project	**Reported results**
Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island	Capacity of community organizations and civil society to engage in effective natural resources and environmental management was enhanced and the community is actively involved in the policy- and decision-making process.
Indigenous Livelihood Restoration and Sustainable Ecology for Lanta	Community participatory planning, which includes natural resource inventory, ecology monitoring and environmental management, was established.

Table 21. Results Reported on Outcome 10	
Project	**Reported results**
Integrated ONE AWP-Environment and Climate Change	The strategic framework and governance structure was developed to mainstream climate change issues in development policy and measures existing in non-environment ministries.
	Increased capacity of national focal points in addressing policy removal of barriers in pursuing local sustainable management of environmental flow and renewable energy.
National Capacity Self-Assessment for Global Environmental Management	The national capacity self-assessment was conducted and an action plan was developed to strengthen the capacity of stakeholders at all levels so that the policies, strategies and plans that facilitated implementation under the three conventions were effectively enforced.
Support to Alignment of National Biodiversity Strategy and Action Plans with the Convention on Biological Diversity (CBD) Obligations and Development of Clearing House Mechanism	National policy, strategies and action plan on conservation and sustainable use of biodiversity were aligned to meet CBD obligations.
Removal of Barriers to Biomass Power Generation and Co-generation in Thailand	The Ministry of Energy has brought the success story of biomass power generation to policy planning to apply the concept in the strategic energy plan.
	The biomass power generation success story brought the society's attention to alternative energy and renewable energy instead of relying heavily on fossil fuels such as oil, gas, and coal.
	Reduced greenhouse gas emissions which further lead to mitigated global climate change impacts, particularly in small island nations and coastal areas.

action plan to facilitate the implementation of obligations under three international environmental conventions: UNFCCC, Convention on Biological Diversity (CBD) and the United Nations Convention to Combat Desertification. The stakeholders confirmed that a national capacity self-assessment was conducted and an action plan was developed to strengthen the capacity of stakeholders at all levels. The established policies, strategies and plans to facilitate the implementation were fully endorsed by the Government and enacted.

The Support to Alignment of National Biodiversity Strategy and Action Plans with the CBD Obligations and Development of Clearing House Mechanism project strengthened national capacity to align national strategy and action plans with CBD obligations and to implement the convention. The stakeholders at different

meetings and interviews confirmed that the national policy, strategies and action plan on conservation and sustainable use of biodiversity were aligned to meet CBD obligations after the implementation of the project.

Global and regional environmental concerns and commitments were integrated in national development planning and policy as reflected in the Removal of Barriers to Biomass Power Generation and Co-generation in Thailand project. Most stakeholders regarded this project as a success story. During the project implementation, the Biomass Clearing House, which was fully operationalized to provide sufficient information and a database on biomass power generation and co-generation was established. Next, access to financing for biomass power generation and co-generation projects was increased. The Progress Report 2008 noted that

new financial tools – such as options, terms and conditions of Electricity Generating Public Company Limited Fund requirements – were introduced to small and medium-size enterprises. In addition, incentive measures were offered to promote very small biomass power plants at the community level.

The stakeholders testified that uncontrolled emissions and health hazards from field burning of biomass were avoided by plant incineration. The Ministry of Energy has brought the success story of biomass power generation to policy planning to apply the concept in its strategic energy plan. The longer-term outcome of this project was reduced greenhouse gas emissions, which would further lead to mitigated global climate change impacts, particularly in small island states and coastal areas. The biomass power generation success story also brought the society's attention to alternative energy and renewable energy instead of relying heavily on fossil fuels. Despite these achievements, the stakeholders noted that in the initial phase, the project faced delays in setting up the demonstration plants due to a protest in neighbouring communities in Trang Province. In this respect, UNDP showed flexibility, allowing the implementers to move the plants from Trang to Yala Province.

Outcome 11: Knowledge management and evidenced-based and participatory policy-making strengthened.

In the Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island project, CNRLI had succeeded not only in replacing boats, but also in reviving the cultural heritage and traditional way of life for the indigenous people. The CNRLI was also successful in administering four water resource development schemes to alleviate water shortage in Koh Lanta. The Participatory Monitoring and Evaluation Report (2007) of the project indicated that the majority of CNRLI members were comfortable in voicing their opinions and feelings, even among women and young people, as one community leader explained his experience from this project:

> *Before the tsunami, we felt like we were having our faces covered with both hands. Having worked in this project, it feels like having friends help take our hands away from our faces. We can now see a lot now that we had not seen before (p.15)… This type of learning gave us more confidence in our ability and our rights to speak out (p.11).*[30]

Project	Reported results
Capacity Strengthening and Empowerment of Community Network for Restoration of Lanta Island	Community and civil society network and consultative mechanism were successfully established to facilitate communication with the Government in participatory planning and environmental management.
	The capability of the community network was strengthened to develop community plans and set activity targets for environmental and natural resource management that further promote eco-tourism while preserving their own identity.
Working with Communities to Meet Water and Sanitation Needs Sustainably in the Recovery of Selected Tsunami Affected Countries	Community-based water resource management alleviates water shortage in Koh Lanta.

Table 22. Results Reported on Outcome 11

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[30] UNDP, 'Participatory Monitoring and Evaluation Report on "Working with Communities to Meet Water and Sanitation Needs Sustainably in the Recovery of Selected Tsunami Affected Countries" and "Indigenous Livelihood Restoration and Sustainable Ecology for Lanta,"' Mahidol University, Thailand, July 2007.

This statement reflects the success of the community and civil society network and consultative mechanism that were successfully established to facilitate communication with the Government in participatory planning and environmental management. The capability of the community network was strengthened to develop community plans and set activity targets for environmental and natural resource management that further promote eco-tourism while preserving their own identity. Potential community leaders, both men and women, became change agents working in the network organization and there was a great deal of learning and self-discovery. The project evaluation further confirmed that visible achievements for Water Resource Development (WRD) were evident from the availability of water for domestic and agricultural use in all four targeted communities. The ADR team's observations in field and group interviews with stakeholders also confirmed that a major achievement of WRD at Koh Por was complete community-based water resource management. This should serve as a successful model throughout the region.

The project evaluation however raised concern that the CNRLI had started to feel isolated from the Lanta-based government agencies and the business sector. Although they were confident in their WRD success, the CNRLI was still untested in the area of conflict resolution as well as full-scale programme administration and legal rights issues. They were also not equipped with technical knowledge to fully tackle community-based natural resource management. In addition, the evaluation suggested that the project should be continued to focus on up-scaling WRD to cover all parts of the island or with the strategic objective of developing sustainable community-based natural resource management. There should also be efforts to enhance entrepreneurial skills so that the communities can improve their livelihoods. The CNRLI is currently engaged in vocational training.

In summary, the stakeholders in the focus group interviews in relation to environmentally sustainable development were moderately satisfied with UNDP. The strong point was its use of a community-based approach in natural resource and ecology management, which has enabled the communities to address the local needs and responses, and build their own plans for natural resource and environmental management, on their own accord and at their own pace. In some cases, there was a weakness in terms of the impact on policy making when collaborative relationship between community groups and the local administration was lacking. Capacity development, especially in terms of policy and technical expertise of national partners, has generally been effective and produced tangible results, such as in national policies and strategies on biodiversity or renewable energy.

4.5.3 SUSTAINABILITY

In environmentally sustainable development, the sustainability of the UNDP contribution was evident in some projects, which reflected UNDP's strong point of a community-based participatory approach and the promotion of national and local ownership. National ownership is evident in the Removal of Barriers to Biomass Power Generation and Co-generation in Thailand project. The success story of biomass power generation has brought the society's attention to alternative energy and renewable energy and the Ministry of Energy has incorporated the project concept in policy planning to formulate a strategic plan. The stakeholders of National Capacity Self-Assessment for Global Environmental Management project also reported that the Government fully and effectively enforced the policies, strategies and plans to meet with obligations under the three conventions. Additionally, the Integrated ONE AWP-Environment and Climate Change project has resulted in increased capacity of national focal points in addressing policy on removal of barriers in pursuing local sustainable management of environmental flow and renewable energy.

Local ownership is dominant in the activities of the CNRLI. After the installation of water pump facilities by various donors during the tsunami recovery phase, the CNRLI turned its attention to natural resource management, particularly WRD which covered four villages: Koh Por,

Sanga-U, Hua Laem, and Je Li. WRD at Koh Por was a completely community-managed water system. Given the freedom to manage their own water system, the local community could effectively manage the water resources equitably and sustainably through the development of mutual trust and appropriate supervision. The water system was managed by members of the water user group called the 'Water Committee' elected by the people in the community. The Water Committee drafted the formal regulations regarding the management and use of the water system in Koh Por and the communities gave consensus to the regulations. Concern was raised however over the untested ability of communities and the network in certain areas, which resulted after UNDP project completion in the failure to transfer these areas into community-based natural resource management.

A larger issue of these community-based initiatives is the question over the ownership by local governments. The communities have been managing and maintaining the water supply themselves, and financing periodic maintenance needs from user fees and other internal sources. This has been quite a burden to the poor communities and the residents. In fact, some communities received assistance and installed the system, but could not maintain it and gave up. Since water supply is one of the common public services, once UNDP and other development partners have made an initial investment in the facility and the management structure, the local government, or a public utility company on its behalf, could take over the system. There was no evidence that this is happening, and the communities themselves have some mistrust of the political system and do not actively seek the involvement of the local government. Even in the successful communities that have managed to maintain the water supply system, once the need for major repair arises, one could easily imagine that the communities might not be able to afford to finance such repairs. Neither is there financial room in the communities to introduce a more efficient system such as to install water pipes to reach remote parts of the island. Thus, there is a limitation in the sustainability of the

community-based approach, if local government ownership is not involved, in such areas as public utilities that require financial resources to maintain.

4.6 EFFICIENCY

Given the scope of this evaluation, it was neither possible nor particularly meaningful to examine efficiency by thematic areas. Individual assessments of efficiency appeared to be affected more by certain episodes than by any systemic factors. Therefore, the assessment on efficiency here tends to be a collection of opinions and episodes that are reasonably backed up. Nevertheless, there are some lessons to be learned from them. In general, the stakeholders in both group interviews and surveys were only moderately satisfied with the efficiency of UNDP's initiatives (rated 4.52 and 4.78 respectively).

4.6.1 MANAGERIAL EFFICIENCY

The strong point of UNDP's use of resources has been its capability to build multi-stakeholder partnerships from inside and outside the country and draw on the strengths of each partner. This is how UNDP could leverage its small human and financial resources to achieve larger outcomes, and also efficiently complement each other's strength. Some examples of such partnerships that enhanced efficiencies are:

- Information sharing and cooperation at the UN Thematic Working Group on South-South Cooperation with the World Bank, ADB, UNFPA, UNIDO, and UNICEF, as well as such bilateral donors as JICA and GTZ, allowed development partners to reduce redundancies and take a more coordinated approach.

- The joint programme with UNICEF and UNAIDS to support GFATM grant implementation allowed multi-sectoral local response to combat HIV/AIDS. UNDP also engaged in joint projects and activities with OHCHR and UNIFEM on human rights and gender; OHCHR, UNIFEM and

UNFPA on domestic violence; and FAO on assistance to the displaced people along the Thai-Myanmar border. Such joint initiatives have brought together the strengths of each agency.

- In the Lanta livelihood restoration projects, UNDP worked with the private company Coca-Cola to successfully provide assistance to the tsunami affected communities within sixteen months of the recovery phase.

A weak point in human resource management was in the high ratio of projects compared with the number of UNDP programme staff. This seems to have caused difficulties for programme staff to attend to the projects to the best of their ability. One possible consequence of this is that the programme officers do not appear to have much time to follow up on the development results of completed projects, and this has affected the sustainability of results as discussed elsewhere. Some stakeholders of a community-development project also reported that the recruitment and placement of staff for running the project was delayed for three to four months, which would delay the completion of the project by eight months.

Some project implementing partners indicated that, after the project approval, UNDP could have provided them enough lead-time to make necessary arrangements before the project started. The bigger the projects in terms of the scope, the budget, and the geographical spread, the more the chances of the lack of sufficient lead time negatively affecting the projects. Furthermore, more lead-time should provide better outsourcing opportunities in selecting the most appropriate local implementers in the targeted areas.

Many project implementers stated that UNDP could have improved the timeliness of its financial management. This may be partly due to the differences in management systems and rules and regulations between UNDP and government agencies. The difference in management requirements also forced the national implementers to often write up documents and reports in duplication, in different languages and to satisfy

different demands. This consequently took their time and effort away from project implementation and solving the problems at hand.

4.6.2 PROGRAMME EFFICIENCY

Some stakeholders were of the view that UNDP's current programme is highly project-focused and consists of small fragmented projects, resulting in high management and transaction costs. Therefore, UNDP should settle the issue of priorities and become more selective for the next programming cycle. Assessing the appropriateness of the project portfolio is however not an easy task as such a broad statement implies. For example, some funding partners may allow UNDP to establish a large project aiming to achieve a broad outcome with a large trust fund from which individual activities could be financed, while other funding partners may require establishment of a separate project for each portion of a single activity that they directly finance. Thus, the number of projects could be quite different even for exactly the same set of activities if the funding partner is different. The nature of activities also affects the size of the project. For example, a field project with a multi-sectoral approach would be naturally larger in financial and other terms than a study to support a policy recommendation. However, the desirability of the types of project should not be judged by the size alone. If a study is required to achieve the outcome, for example, it should not be dismissed because it is 'small and fragmented'. There is also a tendency in some aid agency officials to assess UNDP's portfolio as 'small and fragmented' by applying the same yardstick as theirs, disregarding different roles that UNDP plays such as in coordination or policy support. Nevertheless, one yardstick that may approximate this type of efficiency is the ratio of management to programme expenditures. On this score, UNDP Thailand is moderate, spending nearly 30 percent of its funds on management, as compared to around 10 to 16 per cent for UNDP worldwide, and less than 10 percent for the regional average in Asia-Pacific.

Many stakeholders commented that UNDP's strong point is its flexibility in project design and implementation to adapt to the needs of an emerging situation. UNDP has been willing to adapt its original plans to suit the communities' needs, for example, in the architectural redesign of the houses for tsunami-affected areas to suit the local people's cultural heritage and traditions.

4.7 CROSS-CUTTING SUSTAINABILITY ISSUES AND LESSONS LEARNED

The sustainability of UNDP contributions depends upon the likelihood that the results and benefits generated will continue to be generated with a lower level of external support, as well as the existence of national or local 'ownership' of an initiative, such as commitment by the national or local government and other national stakeholders. Since this issue came up across the thematic areas of UNDP Thailand's work, it is worth discussing it briefly, and to see what lessons could be drawn. Overall, the stakeholders were only moderately satisfied with the sustainability of UNDP contributions (rated 4.97 and 4.84 respectively).

4.7.1 SUSTAINING PROJECT OUTCOMES

The ADR team tested a hypothesis 'The higher the level of participation in project implementation, the higher the value people give to the outputs or outcomes derived from the project.' The results of the surveys indicated that there was a moderate correlation (r = 0.636)[31] between: (a) the level to which the respondents participated in the project; and (b) the level to which they thought that the project provided value or satisfaction to them. The result was statistically significant; though the sample bias may have actually lowered the correlation (more than 95 per cent of samples were in the categories of moderate or high in the level of participation). When respondents were asked directly whether they agree with the statement "The more the people participate in the implementation of a

project, the more they value the output, outcome, and impact of the project", they strongly agreed in general (agreed with the average rating of 5.23). These results suggest that UNDP should involve as many stakeholders as possible in project implementation itself, and must involve especially those stakeholders who are in the position to take over the project outcomes, for example key local government officials. As they attach higher value to the project outcomes, they would presumably make greater effort to preserve the outcomes and the development results achieved.

For individual projects, UNDP should carefully appraise the conditions for sustainability and design the exit strategy at the project design stage as well as before it exits from the project. The conditions could be examined on the following factors, drawing lessons from the preceding assessments:

■ **Risks of premature withdrawal:** UNDP should assess the risks of premature withdrawal. Would the results achieved be relatively easily maintained or recoverable? For instance, the loss of functioning water supply facilities in some communities in the Lanta projects would be hard to recover without some heavy investments.

■ **Political factors including the ownership and/or support from authorities:** The issue of ownership is repeatedly raised in the preceding analysis. Even if there is ownership by a community or a non-governmental organization, support from the key government authorities may be crucial. For instance, in the Lanta projects, it was reported that a policy proposal on local environmental regulation by the community network has not yet been reflected in the regulatory policies of local government, and hence has not been acted upon.

■ **Economic/financial/budgetary factors**: Even if there is a willingness to take over the project or outcomes by a national partner, be

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31   Pearson Correlation Coefficient was used.

it the national or local government, NGO or a community group, if there is no prospect of adequately financing the continuation or scaling up of activities, the condition for sustainability is obviously not met.

■ **Technical/skill factors:** While UNDP engages in capacity development activities, it often does not monitor and follow-up on the participants' capacity after the project completion to identify the degree to which the participants have sufficiently gained the capacity to maintain the benefits and ensure the sustainability of the project results. For instance, some community groups were found to be still untested in their ability to deal with conflict resolution, programme administration, and legal rights issues.

4.7.2 SUSTAINABILITY OF DEVELOPMENT RESULTS

Sustainability of development results depends on the extent to which UNDP-supported initiatives are woven into the activities of national partners, and hence scaled up or replicated without further interventions. It relates to the Government's priorities and needs, or to the degree to which they are demand driven in the local community. The sustainability can be ensured when the initiatives were designed in the first place in this way.

As seen in the sectoral analysis above, initiatives do not appear in some cases to have been designed to ensure sustainability since it was observed that the national partners often have not taken over the initiatives and continue to implement or further develop them. This could

be a symptom of UNDP Thailand not yet having fully moved into the new partnership, as will be discussed in the next chapter.

4.7.3 MONITORING AND EVALUATION

Many stakeholders in the group interviews reported that, during project implementation, UNDP had systematic monitoring through its progress reports. The project implementers stated that in progress reports, they had to provide information on the achievement of the outputs, activities and indicators according to the terms of reference. These reports helped reveal critical success factors and problems needing to be addressed.

However, since the progress reported by implementers remained largely at the level of activities and outputs, the results-monitoring at the programme level was found to be very weak. This was manifested in the results reported by the country office that stayed mostly at the output level. Further, after the project was completed, UNDP could have helped the implementers and the beneficiaries to conduct participatory evaluation and to monitor and follow up the project results periodically. This would have helped UNDP obtain the perspectives of local communities, ensure the results are sustained, and possibly develop needs-driven initiatives in the future. Some project implementers suggested that a training component on project management, monitoring and evaluation should be included as a part of the project so that the implementers and the beneficiaries themselves could perform much of the participatory evaluation and the post-project monitoring.

Chapter 5

UNDP'S STRATEGIC POSITIONING

The UNDP-Thailand partnership has covered a number of areas including technical assistance, project support, policy dialogue, research and publication, capacity development, and advocacy. UNDP has developed a long-term trusted partnership with the Government at the national, provincial, and local levels. UNDP's credibility derives from its impartiality and neutrality. Unlike other organizations, UNDP has extended its support to address a wide range of concerns in many sectors. UNDP also takes a leadership role in supporting South-South cooperation through TICA, as well as providing support for Thailand to achieve its MDG-Plus targets. In general, most of the stakeholders expressed moderate satisfaction with UNDP's strategic positioning in group interviews and surveys. This chapter assesses the extent to which UNDP has strategically positioned itself to Thailand's development goals.

5.1 STRATEGIC RELEVANCE OF UNDP'S PROGRAMME

As discussed in the previous three chapters, UNDP's country programme in Thailand has generally been well aligned to policy goals embodied in the successive NESDPs, addressing important development challenges of the country. UNDP also responded well to the unforeseen challenge of the 2004 tsunami: the stakeholders made very positive comments on UNDP regarding its assistance in relief and recovery of the tsunami-struck areas. In a two-year relief and recovery phase, UNDP supported integrated local recovery planning and community-based livelihoods together with environmental and psychological restoration in the communities most severely affected.

5.1.1 LOCAL GOVERNANCE AS THE MULTI-SECTORAL PLATFORM

The analysis and observations made in the previous chapters allow the ADR team to fully concur with the MIC study to place the governance issue at the centre of the UNDP programme. Further emphasis on local governance is appropriate given the country context and the national policy direction based on the philosophy of Sufficiency Economy, as well as the expertise of UNDP. By strengthening local governance, and the responsiveness and accountability of local administration, UNDP is helping the Government not only improve public administration and enhance accountability, but also lay the foundation to address various sectoral policy issues, from natural resource management to agricultural or enterprise development, and to improving health services. It also provides the vehicle for UNDP to bring in value-based assistance, such as to promote participation of women in decision-making, or addressing the issues faced by minority groups.

Indeed, many stakeholders testified that UNDP sets itself apart from other aid or relief agencies, including other United Nations agencies, by painstakingly involving local stakeholders in its initiatives, addressing their needs and building up initiatives based on local capacities, and hence ensuring local ownership. Such endeavours as the Poverty-Environment Initiative show the strength of UNDP in addressing environmental governance by supporting planning and budgeting at national and provincial level for natural resource management. This demonstrates that the comparative strength of UNDP, when it engages in such areas as environment and health, is primarily in the governance aspects of these issues.

At the same time, one of the weaknesses of the UNDP programme is precisely that the cross-sectoral synergy between local governance and other sectoral initiatives has not always been exploited enough. In some instances, an environment project at the community level was run in total separation from the effort to strengthen local governance. An implication of this lack of synergy was the weak linkage between community-based initiatives and the policies and practices of the local administration. Such a blemish is unfortunate given the strength of UNDP's programme in promoting good governance especially at local levels. In this context, the relative success so far of the multi-sectoral integrated community development initiative in Mae Hong Son provides an excellent example of possible programme direction that UNDP could further explore.

As pointed out in Chapter 4, one of the main issues with these local initiatives is the sustainability of the results achieved and the lack of impact at the national level. There are exceptions but, despite UNDP's strong partnerships with central ministries and agencies and the effort to develop partnerships with other national actors, the results achieved by local initiatives were too often not scaled up to the national policy level, or replicated widely by national partners. This issue is further discussed in the next section on UNDP's strategic relevance in the MIC context.

5.1.2 SUPPORT TO CENTRAL GOVERNMENT AGENCIES AND ADVOCACY

At the central level, the results have been more mixed. The Thailand Human Development Reports have made sound contributions in analysing the policy implications of concepts that are embedded in the national policy framework, such as community empowerment and Sufficiency Economy. The work on MDGs, although having provided a framework for policy discussions and planning, especially in sectoral areas, does not seem to have clearly resonated with key national development strategies such as NESDP, and

MDG reports still seem largely to be UNDP initiatives. Some distinctively technical assistance, such as in building a database, seemed to have made some contributions but their impact is not evident. This is probably because, in Thailand, if national partners have a strong commitment to pursue a specific policy objective, they have the means and capacity to achieve it regardless of such types of technical support. On the other hand, UNDP's technical expertise seemed useful for the Government when it was aligning policies to international environmental conventions and treaties such as on climate change and biodiversity, and devising a way to implement those policies. Some advocacy efforts such as anti-corruption or energy efficiency were more effective than others, when they were combined with assistance to operationalize the policies. Some others, such as initiatives on human rights, while having raised the visibility of the issue, did not seem to yield a tangible impact probably because they were largely event-centred.

In general, the support provided at the central level seemed to be more effective and had some impact when:

- Support is provided in an integral manner: for example, combining studies, advocacy effort and support for operationalizing policies. This would normally require deeper and longer-term commitment to the issue than preparing one study, organizing a few events, or providing simple technical assistance.

- Support is provided based on the values that UN embodies and where UNDP has a strong expertise. This will provide the basis for persistent and deeper engagement with the national partners, and excludes activities that could have been done by someone else.

- Support is provided to and within the national effort. This means it is not a UNDP-led initiative but rather a direct support to the effort by a national partner or a joint effort with a national partner – whether it is a government agency or a well-resourced civil society entity.

5.2 STRATEGIC RELEVANCE IN THE MIC CONTEXT

As Thailand has developed firmly into a MIC, the nature of the relationship has been redefined from that of development assistance as in UNDAF 2002-2006 to a partnership for development as in UNPAF 2007-2011. UNDP has made a conscious effort to turn its relationship into this new partnership. Stakeholders at the policy-making and management levels stated that a transformation was seen in UNDP's approach, from a project-based one to policy-level support, from aiming to achieve specific development results to addressing national interests and challenges. In the current UNPAF period, UNDP has been working more at the level of national strategic planning, for example, with the National Economic and Social Development Board (NESDB), and at the national policy level with such government partners as the Ministry of the Interior on decentralization and local governance, and the Ministry of Social Development and Human Security on the human security agenda.

Still, the analysis of UNDP's portfolio shows that it is still largely run on projects and, with dwindling funding opportunities, many of them – while individually often successful – are too small in scale and short in duration to have a real national impact. The analysis showed that, in many instances, projects faced some difficulties in making a national policy impact, scaling up the results to the national level or replicating the results throughout the country. This should be a reflection of the fact that UNDP has not fully adjusted itself to the MIC situation and into a new partnership where UNDP should play a different role.

This raises a pertinent question. To what extent has the relationship actually shifted to the new partnership? Examining such a question could provide a perspective on the relevant role of UNDP in Thailand today and in the future.

In many MICs, UNDP is shifting its assistance to the policy level. This does not necessarily mean a shift from the local to national level. Local activities could be policy supporting if they are scaled up whether to the national or sub-national level. Rather, it comes from a shift in the role of UNDP from a fund mobilizer and a project implementer to a policy adviser, a provider of specific technical expertise and a promoter of such values as equity and human development.

Such a shift occurs for MICs as the human and financial capacity of the Government develops, while the funding opportunity for classical development projects dwindles. In Thailand, the development funding brought in by UNDP, around USD 6 million to 8 million per year under the current programme, is now dwarfed by the public expenditure of the Government (see section 2.2.5 on the government budget in related areas). While running a country and providing development assistance are obviously not comparable in their scope, the doubt raised on the relevance of UNDP as a fund mobilizer is quite appropriate in this case, as in many other MICs.

In the preceding chapter, success cases were presented in the use of the people's audit tool by the national partners and the inclusion of biomass power generation in the national policy. On the other hand, communities have struggled, for example, to maintain the water supply facilities created by the tsunami restoration projects since there is no real engagement of relevant local government. Even for the knowledge products, the innovative Provincial Millennium Development Goal Reports were published too few and too far between, probably because they still largely remain UNDP-led products. One would expect these reports to cover most of the provinces within a shorter period in order to make a solid impact on national policies to redress disparities. After UNDP showed the methodology for preparing provincial MDG reports, as it did in three provinces in 2005, 2006, and 2008, the Government did not take them over and apply it nationwide.[32]

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[32] UNDP has initiated the Provincial MDG reports in Mae Hong Son Province (2005) and Nakhon Phanom Province (2006). Since then, there was only one more report produced for Trang Province in 2008.

These difficulties in ensuring sustainability in some initiatives imply that there may have been agreements on and support to these initiatives but not a true ownership by the Government or the relevant national partner. In other words, the projects that UNDP could fund and implement were somewhat 'additional' to what the Government intended to do. Consequently, UNDP's initiatives were not taken over, and UNDP's contribution to development results was limited by the extent that it could mobilize funds and implement these projects.

One way to see the extent to which such a partnership with government ownership has been developing is to check the government participation in funding of activities. Table 23 shows the comparison of government funding by MICs with comparable levels of GDP per capita.

It is granted that no direct causal relationship can be established between the funding participation and the ownership in the sense of

sharing common strategic objectives. There is no inherent reason why the Government cannot own the results while UNDP provides all the funding. These figures also do not count other forms of government participation, such as parallel funding of activities or in-kind contributions. Nevertheless, these figures can be seen as indicative of UNDP's projects not really being a part of the regular government programmes and activities. For example, if the water supply project had been provided within the context of the public water supply programme of the local government, local communities should not have faced the same difficulty in financing operations and maintenance after the project's completion. Similarly, UNDP's projects and tools to facilitate participatory decision-making at the local governance level would make an impact if the weight, willingness and resources of the Government were behind these test cases of new methods and tools.

Table 23. Government Funding of UNDP Programmes (Comparable MICs) (USD thousands, percentages)							
Country	**GDP per capita (2008)**	**Funded by the government (2010*)**		**Overall (2010*)**		**Ratio of government funding**	
		Budget	**Expend**	**Budget**	**Expend**	**Budget**	**Expend**
Dominican Rep.	4,574	24,860	10,847	38,701	17,067	64.24%	63.56%
Belize	4,569	0	0	2,229	1,742	0.00%	0.00%
Peru	4,471	5,986	3,670	5,129	4,327	116.71%	84.82%
FYR Macedonia	4,407	3,770	3,176	10,326	8,017	36.51%	39.62%
Thailand	4,187	0	0	7,011	4,529	0.00%	0.00%
Albania	4,174	186	15	12,109	7,518	1.54%	0.20%
Namibia	4,143	200	151	13,647	9,113	1.47%	1.66%
Maldives	4,131	86	64	5,975	3,383	1.44%	1.89%
Ukraine	3,921	0	0	3,021	2,145	0.00%	0.00%
Ecuador	3,900	557	396	23,131	11,146	2.41%	3.55%
Armenia	3,877	286	253	8,727	7,609	3.28%	3.33%
Tunisia	3,876	767	182	4,627	1,162	16.58%	15.66%

Note: The countries included are those with GDP per capita within 10 percent range above and below Thailand's. Fiji is excluded from the list because it is with a multi-country programme. Some public sector funding is not counted such as those by municipalities (Ukraine) or ministries (Peru). The data is as recorded at UNDP headquarters as of the end of November 2010.

CHAPTER 5. UNDP'S STRATEGIC POSITIONING

5.3 USE OF PARTNERSHIPS AND UNDP'S GLOBAL NETWORK

5.3.1 BUILDING AND USING PARTNERSHIPS

Besides the global network, UNDP has had a strong relationship with the central government with around 63 percent of its work done with the national execution modality (NEX), and has extended its cooperation to local governments in the context of field projects. UNDP engagement with the provincial and local governments, however, has sometimes faced difficulties due to strict rules and regulations, the bureaucratic structure, and political conflicts at the local level.

UNDP has also been proactively pursuing and promoting partnerships with the private sector, academic institutions, and the civil society. During the period under review, for example, UNDP was instrumental in developing partnerships with the Community Organizations Development Institute and the Chumchon Thai Foundation in relief and recovery, as well as building a community network project in Lanta with Coca-Cola Foundation to address water and sanitation; with the Adventist Development and Relief Agency and Service for the Health in the Asian and African Region to address HIV/AIDS; and with King Prajadhipok's Institute for developing governance tools. UNDP's strategic partnerships with the right partners thus helped to sustain the results of the projects. Based on these successes, UNDP should systematically pursue such partnerships, even from the conceptualization stage of its initiatives.

5.3.2 PROMOTING JOINT EFFORT WITH UN AND OTHER INTERNATIONAL AGENCIES

Most of the respondents of questionnaire/interviews from related UN agencies indicated that they were highly satisfied with how UNDP leveraged its assistance through partnerships with other United Nations agencies. As typically stated: "When it comes to joint programming, UNDP is very keen to execute the projects under this modality and it is important for it to play the coordinating and monitoring roles in project implementation." UNDP's leverage of its assistance through partnerships with other UN agencies is reflected in these main areas:

- **Joint programmes:** Joint programmes bring together the wealth of diverse development-oriented expertise from UN agencies in a collective effort. UNDP and UNICEF have worked with local organizations and civil society organizations to conduct a sub-national-level MDG survey for Mae Hong Son, based on which the provincial MDG report was prepared and strategies to integrate outputs within the provincial development plan were identified. UNDP has also developed joint programmes with OHCHR and UNIFEM on human rights and gender; OHCHR, UHIFEM and UNFPA on domestic violence; and UNFPA, UNICEF and UNAIDS on HIV/AIDS.

- **Collaboration in projects:** For instance, UNDP worked collaboratively with FAO in the Sustainable Solution for Displaced People along Thai-Myanmar Border project, with UNDP working on policy aspects and FAO on food and agriculture. UNDP collaborated with UNEP on the Poverty-Environment Initiative. UNDP applied its strength on poverty reduction and development, whereas UNEP dealt with technical issues on environment. These collaborations hence allowed organizations to complement each other well on their respective strengths and weaknesses.

- **Collaboration in activities:** UNDP conducted seminars and other activities together with other United Nations agencies in common areas such as social decentralization and social service delivery, or environment-related issues. For example, UNDP collaborated with UNEP in convening two Development Cooperation Seminars on Climate Change that were considered highly satisfactory. UNDP worked closely with UNEP and contributed

to bridge the gap between the government and the civil society perceptions and policies related to climate change adaptation and mitigation, and allowed civil society inputs to inform Thailand's negotiating position at the Copenhagen conference.

- **Collaboration in donor coordination mechanism:** As noted earlier, UNDP co-chairs the Working Group on South-South cooperation, in which many other United Nations agencies participate. Some views were expressed, however, that: the working group could be co-chaired with a government partner in clear support of the partnership framework; division of responsibilities among United Nations agencies for the work of the Thematic Working Groups could also be clearer; the role of the United Nations Inter-Agency Support Unit in the UN Resident Coordinator's Office could be strengthened to be an effective secretariat of these working groups.

Some stakeholders raised the concern that coordination among United Nations agencies has still been minimal since each agency sets its own priorities and strategies, although all agencies should align themselves to the same development priorities under UNPAF and pursue joint strategies to achieve them. They saw programme activities of the United Nations agencies in Thailand still based on the 'individual agency approach' as opposed to the 'UN country team's joint approach'. Many agencies have their own counterparts; for instance, UNIDO with the Ministry of Industry, FAO with the Ministry of Agriculture and Cooperatives, and so on. Therefore, coordination of efforts among United Nations agencies has still been limited and there is no full picture of what each agency has provided to Thailand.

5.3.3 SUPPORTING SOUTH-SOUTH COOPERATION

UNDP has strongly supported Thailand's effort in South-South cooperation as one of its main programme objectives. The assessment of this programme area was made in the previous chapter. As for the regional cooperation, a view was expressed that South-South cooperation could be most effectively provided in the framework of common 'regional goals' and 'regional initiatives', so that the assistance by various agencies and organizations would be directed towards these regional goals or participate in these regional initiatives.

As noted in earlier, UNDP's contribution to South-South cooperation has rather been limited to support in institutional capacity development, and did not utilize its most valuable asset, which is its global network of country offices, linked to the government and aid coordination structure of the recipient countries.

5.4 PROMOTING UN VALUES

5.4.1 SUPPORTING POLICY DIALOGUES ON HUMAN DEVELOPMENT ISSUES

UNDP has supported the Government in monitoring progress towards the achievement of MDGs and setting MDG-Plus targets that go beyond national achievements to focus on specific regions and groups. Initiatives included publication of provincial MDG Reports, and reports on Thailand's progress on specific MDGs, such as MDG 3 (women's political empowerment), MDG 6 (HIV/AIDS), and MDG 8 (international partnership for development).

UNDP has also assisted the Ministry of Social Development and Human Security to set up a National Centre for Giving and Volunteerism in order to promote a concept of volunteering in Thai society and increase the number of Thai volunteers working in developing countries. As UNDP is widely regarded by government agencies, NGOs, and the private sector as a neutral and trusted organization, it has been a credible partner of national authorities in substantive and high-level policy dialogue on human development issues in Thailand. UNDP has collaborated with other United Nations agencies, and in particular through support to the United Nations Resident Coordinator, promoted

better understanding of human development issues through seminars for policy-makers, forums, advocacy tools, and studies. Some of the issues taken up by the United Nations system in Thailand in recent years included human rights, corruption, migration, human trafficking, gender statistics, gender-based violence, economic shocks and the vulnerable, climate change strategy, and so on. Notwithstanding the varying degree of UNDP's contribution to each output, many of these issues relate to the mandate of UNDP and they show that the United Nations and UNDP have continuously been raising these issues in front of the policy-makers and key national partners.

5.4.2 JUSTICE AND HUMAN RIGHTS

One area the United Nations system and UNDP have been working on and recently paying more attention to is the promotion of human rights. In 2009, the United Nations system organized jointly with the National Human Rights Commission workshops and a commemorative event on human rights on the 60th Anniversary of the Universal Declaration of Human Rights. A publication launched then, 'Dignity and Justice for All of Us: Our Voices are Heard in Thailand', provided the voices and experiences of the Thai people on each of the thirty articles of the Universal Declaration.

An interesting initiative was the Human Rights Caravan in 2009, jointly organized by the National Human Rights Commission and the United Nations in collaboration with the Ministries of Education, Foreign Affairs, Justice and Social Development and Human Security, under a UNDP-supported project. The caravan was sent to three provinces to organize forums and awareness-raising events on human rights. This initiative was noteworthy in that it brought the advocacy and knowledge to the ordinary people and those in need such as detainees in prisons, who in turn had their voice heard by senior government officials. This aspect is particularly important since, as Prime Minister Abhisit stated in the launch of the caravan, 'there was a gap between the laws and their implementation

on the ground'. In this sense, this was an initiative in the right direction although it would require much more effort in terms of quantity and perseverance to have social awareness of human rights at the national scale.

The United Nations also paid particular attention to the human rights of the vulnerable, such as migrant populations or detainees. Most notably, UNDP provides support to the multi-country United Nations Inter-Agency Project on Human Trafficking, established in 2000 to facilitate a stronger and more coordinated response to trafficking in persons in the Greater Mekong Sub-region.

In terms of promotion of justice, the Asia-Pacific Human Development Report 2008, published by UNDP's Regional Centre in Colombo, took up the theme 'Tackling corruption, transforming lives'. The report's theme was relevant to the challenges faced by Thailand and its analysis included examples from the country.

Another very important problem relating to justice and human rights is the issue of domestic violence. UNDP, along with other United Nations agencies, has been collaborating with the Government to address this issue for several years.

In addition, UNDP's policy advice has contributed to enhancement of legal empowerment for the people with the focus on four areas: access to justice, property rights, labour rights, and business rights.

5.4.3 CONTRIBUTION TO GENDER EQUALITY

UNDP has mainstreamed gender perspectives in country programmes, planning instruments and sector-wide programmes by analysing gender-sensitive issues and enhancing the active role of women in participatory workshops. Awareness of gender issues has been regularly raised and disseminated among project partners and beneficiaries. The stakeholders in the focus group interviews affirmed UNDP's emphasis on gender issues. All the UNDP projects

under the ADR study have addressed women's participation in the implementation of the projects and the workshops or seminars. The indicators on empowering women such as the maternal mortality rate, ratio of women representatives in the national parliament, Tambon Administrative Organizations, and executive positions in the civil service are included in the MDG-Plus targets.

The work on gender-segregated statistics and database could provide a basis for policy-makers and researchers to more effectively identify and address gender-related challenges.

5.4.4 SUPPORTING VULNERABLE AND DISADVANTAGED GROUPS, AND PROMOTING EQUITY

UNDP has paid special attention to vulnerable and disadvantaged groups and the ethnic minorities in its work in the areas of governance, HIV/AIDS, and disaster recovery. The Integrated Community Development project in Mae Hong Son aims to promote social cohesion and harmonious community development among ethnic groups living in the mountains. To achieve such objectives, UNDP supported Mae Hong Son's Governor's Office to promote equity among the different ethnic and vulnerable communities while encouraging sustainable use of existing resources, giving special attention to women and children. Furthermore, in the Promotion and Protection of Human Rights of Indigenous and Highland Ethnic Peoples in Thailand project, a human rights protection mechanism was developed for highland ethnic peoples and human rights defenders. In addressing the new wave of HIV/AIDS, UNDP identified the needs of population groups vulnerable to infection, especially in the source communities of Thailand's mobile population, and focused its effort on these population groups.

Next, UNDP's relief and recovery programme after the 2004 tsunami specifically addressed the urgent needs of the affected communities. The project beneficiaries further reported that UNDP raised the awareness of the communities on their basic rights through a series of training sessions to identify their needs and psychological distress and to ensure protection of the vulnerable communities. In one of the group dialogues, a participant stated the following:

The tsunami may have caused us tremendous damage and loss of lives. We are in constant fear of uncertainty. But the organization coming from outside allowed us to make choices as to which direction we the community choose to work toward…This type of learning gave us more confidence in our ability and our rights to speak out.[33]

5.5 STRATEGIC POSITIONING ON VALUE-BASED SUPPORT

As elaborated in Chapter 2, despite the efforts by the Government, and the support from United Nations and UNDP, the challenge in achieving an equitable and just society remains huge. Thailand still faces chronic problems of income distribution, corruption, emerging problems of severe political conflict, and environmental degradation. Another challenging issue for Thailand is transparency, in which the authorities tend to possess large discretionary power to interpret and implement the law. In this regard, Thailand's Ninth and Tenth NESDPs set goals for good governance and participatory democracy, including initiatives decentralization and civil society development. UNDP has supported Thailand by taking initiatives for decentralization, civic education, anti-corruption, rule of law, transparency, rights to information, women's political empowerment, and human rights. UNDP has also helped build the capacity of local governments to

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[33] UNDP, 'Participatory Monitoring and Evaluation Report on "Working with Communities to Meet Water and Sanitation Needs Sustainably in the Recovery of Selected Tsunami Affected Countries" and "Indigenous Livelihood Restoration and Sustainable Ecology for Lanta,"' Mahidol University, Thailand, July 2007. The quote is from page 11.

enhance participatory development planning and decision-making.

However, the impact of these UNDP efforts has not yet been fully felt by ordinary citizens. Many stakeholders interviewed have raised the issues related to social and economic inequalities, and corruption, as the largest challenges of Thailand. The difficulties appeared to be, first, in the proper implementation of policies at the local level in such a way that the policy objectives are actually pursued. For example, if a programme to subsidize the livelihood of the poor ended up benefiting those who are connected to local administration, income disparities and the feelings of unfairness and desperation might actually increase. Second, there is the lack of knowledge among the poor and disadvantaged on their options to redress injustices, often bred by their mistrust of the administration and justice system at the local level or the fear of reprisal. Without proper knowledge, the practice of relying on personal relationships persists, perpetuating the dysfunction of the rule of law. Third, the lack of political participation and transparency as elaborated above makes it difficult to break the situation.

To address such challenges, persistent campaigning to reach out to ordinary citizens is needed. Such campaigns could aim to raise their awareness of their rights and obligations, options they have in redressing injustice, opportunities created by economic and social policies, and the means of political participation to ensure policies are implemented in line with their true objectives. A couple of examples of such initiatives were described such as the Human Rights Caravan, and the campaigning against domestic violence. These were excellent initiatives in the right direction but more is needed. Moreover, advocacy alone would be insufficient: it must go hand in hand with an effort to operationalize the policy, for example, by further improving participatory local governance, and broadening and deepening the access to justice.

During the interviews and focus group discussions, many ordinary Thai citizens expressed high expectations of the United Nations and UNDP as the institutions that represent human values and impartiality. To wit, during the recent political turmoil, there was an expectation, although a misplaced one, that the United Nations should speak out. In fact, the high regard for the United Nations was a comparative strength that could be utilized more effectively in assisting the Government to redress social and economic inequalities, and to address the plight of the poor and disadvantaged. The national strategies already embody such human development values. The Government has been putting this agenda high. As a true partner, the United Nations and UNDP should help Thailand from their comparative strength, engaging much more in assisting Thailand to bring about the social changes that would redress inequality and injustice.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

6.1 MAIN CONCLUSIONS

Conclusion 1: Human development promoted by UNDP has been in consonance with the Sufficiency Economy philosophy that formed the basis of national strategies and policies. UNDP country programmes were aligned with the priorities articulated in national development plans, and addressed the country's important development challenges. To this end, UNDP's projects and activities have made policy contributions and had some tangible impact at the community level.

UNDP's efforts have aimed to meet Thailand's important developmental needs and challenges, and been well aligned to the government's priorities articulated in the Ninth and Tenth NESDPs. UNDP's projects and activities have been designed to contribute to this end and, in general, met their immediate objectives, thus having made policy contributions and had some tangible impact at the community level.

Conclusion 2: UNDP paid great attention and responded well in its programmatic initiatives to the plight of the most vulnerable or crisis-affected communities, as well as the vulnerable and disadvantaged population groups.

UNDP's needs-driven support to the most vulnerable and crisis-affected communities has had some impact on those communities, and was much appreciated. A noteworthy example was the speed of its response to the tsunami emergency of late 2004.

UNDP paid particular attention to those population groups that are vulnerable and disadvantaged. This was evident, for example, in targeting mobile populations for the HIV/AIDS programme, ethnic minority groups in

the integrated sustainable livelihood project in Mae Hong Son, and women in the participatory approach to local governance.

Conclusion 3: UNDP in general used partnerships effectively with government agencies, civil society organizations, academic institutions and the private sector to achieve the immediate objectives of its initiatives. However, in some cases, partnerships with local governments were not without challenges.

UNDP has partnered with the national and local government agencies, NGOs, and the private sector as well as academic institutions to implement projects effectively. It has worked well with central government ministries and departments as its traditional partners for many years. Its effort to involve the private sector and civil society is particularly noteworthy at a time when the traditional source of external funding is dwindling.

To reach out to vulnerable groups in the regions, UNDP has extended its partnerships to provincial and local governments, sometimes together with the private sector and civil society in an effort to create new partnerships for development. In some cases, it encountered difficulties due to rigidly applied rules and regulations, bureaucratic structure and behaviour, and local political interests.

Conclusion 4: UNDP has promoted national and local ownerships, but ensuring the sustainability of development results has been a challenge. UNDP's initiatives at the local level were not always taken over by national partners, or scaled up or replicated to the national level. UNDP's initiatives at the central level were not always taken over or integrated into programmes and activities of the national partners. These initiatives, though usually in

line with broader national efforts, hence did not seem to have enjoyed a true national ownership.

Even though UNDP has emphasized participation in its initiatives by a widespread set of stakeholders, engaged in a variety of collaborative partnerships, and the initiatives have been broadly in agreement with national policy objectives, it has been facing a challenge in ensuring the sustainability of development results. UNDP's projects at the local level were not always maintained or followed up, scaled up to the national level, or replicated by national partners, despite their active participation during project implementation. The results of UNDP's initiatives at the central level were not always taken over or integrated into programmes and activities of the national partners. This suggests that there may not have been a true ownership of these initiatives by the national partners.

Conclusion 5: UNDP has supported Thailand's effort to contribute to global partnership for development (MDG 8) and South-South cooperation, mainly through institutional support to TICA. However, UNDP has not fully utilized its strengths – its global network and the presence in recipient countries – that could have made valuable contributions in this area.

UNDP has supported Thailand's South-South cooperation effort mainly through institutional and technical support to TICA, and made some important contributions to this end. However, the support has largely come from UNDP Thailand alone, and has failed to take advantage of its corporate strength – namely its global network and presence in partner countries. Based on this strength, UNDP could have helped TICA to overcome its key challenge, to improve effectiveness of its assistance by identifying and responding effectively to demands and needs of partner countries. It could have also helped Thailand position itself better in the context of aid coordination in the partner countries to improve not only aid effectiveness but also TICA's position and aid-coordinating ability.

Conclusion 6: From the current programme cycle, UNDP has moved into a new partnership with Thailand as a middle-income country with a shift of emphasis from traditional development assistance to policy support, and from a project-based to programme-based approach. However, this transformation has not yet been fully achieved. UNDP still has been mostly implementing projects with the funds it mobilized, rather than leveraging the government's effort and programmes.

As Thailand has developed into a middle-income country, UNDP and the Government have entered into a new mode of cooperation, from traditional development assistance to that of a partnership. However, the fundamental shift in UNDP's role in Thailand has not yet fully been achieved – from fund mobilization and project implementation, to policy support, providing specific technical expertise and tools, and promoting such values as equity and human development. In large part, UNDP still has been implementing projects funded by the resources it has mobilized. Many of its projects hence tended to be 'additional' to, and not an integral part of the government's programme. This has affected the ownership of initiatives. Given the shrinking funding base, these initiatives could be effective but isolated, and thus lacking national impact.

Conclusion 7: UNDP's effort in advocacy often focused on raising awareness of policy-makers and providing information and tools for them to design appropriate policies. This was, however, not enough in making a social impact. Also, advocacy effort seemed much more effective when combined with support to operationalize corresponding policies.

There was a strong voice raised by many Thai people that the United Nations has an important role to play by presenting the values that it espouses and acting as a neutral and conscientious broker to promote social cohesion.

UNDP has made a great effort in promoting United Nations values through both advocacy, often in support of the UN Resident Coordinator,

and its own programme activities. UNDP's advocacy effort however was largely geared towards raising awareness of policy-makers and providing information and tools for them to design appropriate policies. For the results of advocacy to have an impact and instigate social changes, however, there needs to be a persistent effort to garner support among a wide range of population so that concerned citizens could put the issue on the political agenda for a prolonged period.

Advocacy efforts also seemed most effective when combined with initiatives to support the operationalization of corresponding policies. Raising awareness of citizens without providing the means to address the issue did not yield much effect. If the advocacy aims to address a case of injustice, for example, the means to redress such an injustice need to be made available to those affected by it.

Conclusion 8: There is a considerable need for UNDP Thailand to improve results-based management within itself, as well as of the national partners to ensure proper results monitoring and exit from interventions.

Even though UNDP is a strong advocate for results-based management, UNDP Thailand seemed to focus on inputs, activities and immediate outputs rather than outcomes or results. This was manifested in its monitoring and evaluation reports that emphasized the achievements and performance indicators at the activity and output levels.

Moreover, there is a strong need for capacity building of not only itself but also of implementing partners on project monitoring and evaluation. Without the understanding and practice of results-based monitoring at the implementation level, results monitoring at the country office in Bangkok would be standing on a very flimsy base and, upon the completion of a project, the national partners would not be able to properly take over the operation and continue to work for desired results.

6.2 RECOMMENDATIONS

6.2.1 STRATEGIC RECOMMENDATIONS

Recommendation 1: UNDP should transform itself into a true partner in the MIC context. It should strengthen national ownership and sustainability by designing its activities as an integral part of programmes and activities of the Government or other national partners, while refraining from mobilizing funds for and implementing projects of its own that are additional to national efforts.

UNDP should transform the way it operates into a true partnership in the MIC context with Thailand and the Government. This requires a fundamental shift in the role that it plays. It should aim to leverage appropriate government programmes and activities by providing policy advice, or models and tools, including through its innovative field projects. It should support national partners, such as civil society organizations, in addressing human development challenges. It should refrain, however, from mobilizing funds for and implementing projects that are additional to, and not an integral part of the government programme or the efforts by other national partners. UNDP must identify and design projects from the outset in such a way that the results are eventually taken over by national partners, and sustained, scaled up or replicated. UNDP would thereby strengthen national ownership and enhance sustainability as well as the chance to make a real difference.

After having identified the programmes and activities of the Government or other national partners to be strategically assisted, UNDP could focus on leveraging them by providing policy or methodology support, bringing in successful models of participatory governance or environmental technology use, or assisting in the partnership development. These initiatives should be designed and agreed on in such a way that, if the advice was useful or the application of a model was successful, it would be absorbed into the programmes and activities.

Recommendation 2: UNDP should significantly enhance and broaden its advocacy to reach out to Thai citizens at large, so that ordinary Thai people are aware of their rights and obligations, and the options they have. Further, such advocacy effort should be accompanied, whenever necessary, by support to operationalize corresponding policies and implement programmes.

UNDP should significantly enhance and broaden its advocacy to reach out to Thai citizens at large, to address fundamental issues faced by Thai people emanating from social inequality. UNDP should raise the awareness of not only policy-makers, but also of a wide range of Thai people, to recognize their rights and obligations, and to be aware of the options they have. UNDP should answer the call by ordinary Thai people for United Nations to present the values that it espouses and, whenever necessary, provide support to operationalize corresponding policies and implementing programmes that would provide means for citizens to take appropriate actions.

Recommendation 3: UNDP should work with national partners to sharpen focus on strategic priority issues that could produce national impact in the long term.

The current UNDP contribution may consist of too many small-scale and short-lived projects, which in turn result in high management costs. UNDP should work with national partners, including the Government and civil society, to refine strategic priorities that would benefit from UNDP's engagement. It should set the priorities around activities that address the critical issues of the country and would leverage the national efforts so that together they will have national impact in the long term.

Recommendation 4: UNDP should continue to expand and strengthen partnerships with local governments as well as to develop new partnerships with national civil society organizations, academic institutions, state enterprises and the private sector.

UNDP has an advantage in its long-term relationship with the Government, especially at the central level. Strengthening relationships with local and provincial governments, however, is needed. It should actively involve local governments in the design and implementation of initiatives at the very outset to promote ownership and effectiveness. At the same time, it needs to develop a more active partnership with national civil society organizations, academic organizations and other experts in Thailand. Some civil society foundations have a long history of social activism, are well resourced and are trusted by the Thai people. In addition, it should seek partnerships with the private sector and state enterprises. Many of these organizations have financial resources and are willing to participate in social activities.

Recommendation 5: UNDP should further explore ways to provide multi-sector response, especially in relation to its initiatives at the local level.

Support to promote good governance, especially at the local level, is a comparative strength of UNDP. Good governance at the local level will provide a platform to extend support also in other sectoral issues, such as natural resource management or health services. A multi-sectoral approach centred on local governance will also ensure proper linkage between community-based initiatives and the policies and practices of the local government. UNDP should take full advantage of such a synergy within itself and with other partners.

6.2.2 OPERATIONAL RECOMMENDATIONS

Recommendation 6: UNDP should examine conditions for sustainability much more carefully and systematically before embarking on and exiting from each intervention. UNDP should also put much more emphasis on the scaling up of pilot or other initiatives by developing such an understanding at the outset and conducting participatory evaluations before the exit.

While UNDP was successful in promoting national and local ownership in some projects, the sustainability issue remains a challenge. UNDP should systematically conduct sustainability appraisals and build exit strategies, before embarking on and exiting from interventions. In doing so, it could take into account the following factors:

- risks of premature withdrawal;

- political factors, which includes support from the central and local governments to maintain, scale up and replicate the results;

- financial factors, which is to ensure the ability of national partners to continue necessary activities and maintain the development results;

- technical factors, namely, the knowledge and skills that need to be in place at the end of interventions, including on monitoring and evaluating performance.

UNDP should put much more emphasis on the scaling up of pilot or some other initiatives with a potential to generate substantial results. To this end, first, UNDP should seriously develop an understanding from the beginning with the key national stakeholders – relevant central and local government authorities, and possibly civil society organizations – that, if successful, the outcomes will be sustained, scaled up or replicated by appropriate national partners. Second, at the conclusion of a project or an initiative, it should conduct participatory evaluation with all key stakeholders to examine the strengths, weaknesses and lessons learned from the project, not only to plan for the way forward but also to have the key stakeholders recognize the value of sustaining, scaling up and replicating the outcomes. UNDP could also organize a forum to share the evaluation outcomes, discuss the way forward with key stakeholders, and solidify partnerships with them for long-term development results.

Recommendation 7: UNDP should use its global network more effectively and collaboratively in its support for South-South cooperation. UNDP's Regional Centre should play a more active role in this regard.

The most valuable role that UNDP could and should play to assist the Government in South-South cooperation is to facilitate Thailand in having effective linkages with its partner countries, making full use of its global network and presence in the partner countries, so that Thailand can better target its assistance to where it is needed.

Moreover, UNDP could help TICA provide assistance in the context of the aid-coordination mechanism established in the partner countries, especially in the neighbouring least-developed countries – the main recipients of Thailand's assistance. Positioning TICA in the aid-coordination mechanism on the recipient side may also reduce the problem it has in not being able to effectively coordinate initiatives of other ministries and agencies, since TICA would be in a position to have a better overall picture and coordinate activities on behalf of the Thai Government.

UNDP should also actively seek the involvement of Thailand in its regional programmes and its support to regional initiatives and organizations, especially where Thailand could play a leadership role in a regional South-South cooperation framework.

To achieve these objectives, UNDP's Regional Centre must play a more active and perhaps a central role in support of South-South cooperation.

Recommendation 8: UNDP should qualitatively improve its results-based management, including with capacity building of both the country office and the national partners. Together with national partners, UNDP should develop a results-based roadmap towards intended long-term development results, clarifying the roles the partners should play. UNDP should also build into the projects capacity building of implementing partners on results monitoring and evaluation.

UNDP Thailand should improve the quality of its results-based management, shifting its focus from outputs to outcomes.

Together with national partners, UNDP should define objectives and indicators for long-term development outcomes and draw up a results-based roadmap towards those outcomes. In aiming at long-term results, the roles needing to be played by national partners and UNDP must be clarified. This will also clarify how UNDP initiatives should be taken over by the national partners if they are to produce long-term development results.

UNDP should build capacity on monitoring and evaluation both of itself and of its national partners. If results monitoring is weak at the implementation level, it is not possible to monitor results properly and implement results-based management at the programme level. Capacity building of national partners in this regard will also help them suggest or take necessary action to remedy any problem that may arise.

Annex 1

TERMS OF REFERENCE

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.[34] Based on the principle of national ownership, the EO seeks to conduct ADRs in collaboration with the national Government whenever agreed and possible.

The purpose of an ADR is to:

- provide substantive support to the Administrator's accountability function in reporting to the Executive Board

- support greater UNDP accountability to national stakeholders and partners in the programme country

- serve as a means of quality assurance for UNDP interventions at the country level

- contribute to learning at corporate, regional and country levels

The ADR in Thailand will be conducted in collaboration with the Royal Thai Government through its Thailand International Development Cooperation Agency (TICA). It will be undertaken in 2010 towards the end of the current programme cycle of 2007-2011 with a view to contributing to the preparation of the new country programme starting from 2012.

2. BACKGROUND AND KEY EVALUATION QUESTIONS

Thailand has made remarkable progress over the last few decades, marked by a period of sustained economic growth and human development, overcoming such challenges as the East Asian Crisis of 1997. Since the crisis, the GDP has steadily grown – at around average annual growth of 7 percent in national currency – from 4.6 trillion baht in 1998 to 8.5 trillion baht in 2007[35]. The country is now categorized as a middle-income country (MIC) with the per capita income at $3,179 in 2007[36].

Thailand has achieved or will achieve almost all the MDG targets well in advance, Thailand now has a human development rating of 0.768. The poverty rate has fallen from 38 percent in 1990 to 11 percent in 2004. The proportion of underweight children has dropped by nearly half. Most children are in school, with the average year spent in education increasing and universal primary school enrolment likely to be achieved soon. Malaria is no longer a problem in most of the country, and the annual new HIV infections have been reduced by more than 80 per cent since its peak in 1991.[37] Given the high expectation of achieving MDGs, Thailand has set its own goals (called 'MDG-Plus') much more ambitiously than the globally agreed targets. For example, with poverty already reduced by two-thirds,

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[34] <www.undp.org/eo/documents/Evaluation-Policy.pdf>

[35] Source: National Statistics Office of Thailand.

[36] Source: Office of the National Economic and Social Development Board, March 2007.

[37] UNDP, 'Thailand Human Development Report 2007'.

Thailand sets a target of reaching 4 percent poverty by 2009, which would mark a four-fifth reduction in poverty since 1990.

Thailand aspires to share its experiences with other developing countries in contribution to the global partnership for development – distinctively as a developing country to make MDG 8 as its own policy goal. Moreover, it has emerged as a donor of Official Development Assistance (ODA). In 2007-2008, Thai ODA totaled 6 billion Baht or USD 172 million, over 90 percent of which went to the least-developed neighbouring countries – i.e. Cambodia, Lao PDR and Myanmar.[38]

At the same time, Thailand still faces persistent development challenges particularly as regards to certain population groups and regions. Benefits of globalization and economic growth accrued greatly to those closely linked to the international economy, but those who remained in the domestic economy such as small-scale farmers generally received much fewer benefits. Poverty is still widespread in the rural northeast, far north and far south of the country. Persistent development challenges include: higher rates of maternal mortality in the Muslim south; enduring child malnutrition in remote northern hill tribe areas; and, unsustainable use of natural resources. Additionally, there are warning signs of a resurgence of HIV/AIDS. Despite a high level of school enrolment, the quality of education and inadequate training for workers risks undermining Thailand's ability to reap the benefits of globalization and, ultimately, its future human development.

Thailand has been signatory to such international conventions and agreements as the Universal Declaration of Human Rights, the Ottawa Convention on the landmines, Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), Kyoto Protocol on climate change, Convention on Biological Diversity, and a number of other international and regional agreements. This provides the basis for United Nations and UNDP to assist the development of Thailand in line with the normative framework provided by these conventions and agreements.

UNITED NATIONS AND UNDP IN THAILAND

During the last decade, UNDP, together with its sister agencies in the United Nations Country Team (UNCT) in Thailand, has continued to assist the Government achieve its development goals. In 1999, UNCT established the United Nations Development Assistance Framework (UNDAF) 2002-2006 for Thailand to help the Government achieve the goals of its Ninth National Economic and Social Development Plan (2002-2006).[39] This UNDAF 2002-2006, based on the assessment that there were many underlying disparities affecting Thai society – between income classes, geographic areas and population groups – aimed in particular to promote disparity reduction and sustainable human development, stressing that greater attention should be paid to equity and participation in order to promote a 'strong and balanced society'. Within UNCT, UNDP in its own Country Programme 2003-2006 focused on four main thematic areas, namely: (1) the contribution made by Thailand to South-South cooperation; (2) responsive governance, focusing on emerging issues related to decentralization and local governance; (3) environmentally sustainable development; and (4) policy advocacy for the achievement of the national MDG-Plus agenda.[40]

The tsunami that struck Thailand on 26 December 2004 has transformed the UNDP's programme in Thailand. As a part of a joint UNCT effort to assist in the recovery process, UNDP has turned its attention to longer-term challenges of: restoring livelihoods; community

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[38] Source: Thailand International Development Cooperation Agency, 'Thailand ODA Report 2007-2008', 2009.

[39] UNCT Thailand, The United Nations Development Assistance Framework for Thailand (UNDAF) 2002-2006', Bangkok, 2002.

[40] RTG and UNDP, 'Thailand: Country Programme Action Plan (CPAP) 2007-2011', Bangkok, 2006.

empowerment and participation in recovery planning and implementation; environmental rehabilitation, disaster preparedness and mitigation; and support to international assistance coordination.

For the current programme cycle of 2007-2011, the Government and UNCT decided to move beyond the traditional donor-recipient relationship into mutually beneficial partnerships in areas of strategic importance to Thailand as a MIC. Accordingly, in place of traditional UNDAF, UNCT established United Nations Partnership Framework (UNPAF) 2007-2011. The particular feature of UNPAF is the added emphasis on Thailand's contribution to the global partnership through its role as an emerging donor and sharing of its knowledge and expertise with developing countries in the region and beyond.[41]

In recognition of the development challenges and disparities that still remain, the Tenth National Economic and Social Development Plan (2007-2011) was established on the underlying principle of the sufficiency economy, and aims at achieving sustained prosperity, a more balanced structure and better distribution of resources and opportunities.[42] Accordingly, the new strategic approach of UNPAF 2007-2011, while assisting Thailand's effort to make contribution to regional and global partnership for development, aims to help create a policy and institutional environment necessary for the achievement of MDGs and focus on underserved areas to reach the most vulnerable groups. UNDP's Country Programme 2007-2011, as an integral part of this effort, takes up four UNPAF intended outcomes, namely: (1) contribution of Thailand to the global partnership for development (MDG 8); (2) decentralization and local governance, including MDG monitoring and statistical strengthening; (3) environmentally sustainable development; and (4) multi-sectoral response to HIV/AIDS.[43]

In late 2007, UNDP Thailand commissioned a study to examine the role of UNDP in Thailand as a MIC.[44] The study recommended that the UNDP programme in Thailand be more selective, based on Thailand's development needs and UNDP's comparative advantage. It recommended UNDP to prioritize on the focus area of democratic governance, develop in-house expertise so as to be able to provide high-quality policy advice and knowledge services, link UN's normative role and operational activities, and move from a small-scale project approach to a more programmatic approach. It recommended a more collaborative approach to the work on the environment, avoiding competition with other development actors, and to rely mostly on non-core resources for this area of work. It recommended to mainstream South-South cooperation within UNDP's work on substantive issues, rather than working on it as a distinct area of work. It also warned against UNDP offering programme management services as its primary function. Based on this study, UNDP's programme has been gradually shifted towards policy advocacy within the overall framework of UNPAF, while the cross-cutting issues (i.e. South-South cooperation, gender equality and human rights) are no longer treated as independent programme areas but have been mainstreamed throughout the programme. Partly as a sequel to this exercise, the UN Resident Coordinator's Office is currently engaged in a study on the role of United Nations in Thailand as a MIC. The outcome of this study is expected to be available during the first quarter of 2010.

Thus, UNDP and UNCT in general are going through the process of redefining their roles in Thailand as a MIC towards the next programme cycle. The present ADR is expected to make a contribution to this process of transformation.

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[41] UNCT Thailand, 'United Nations Partnership Framework (UNPAF) 2007-2011', Bangkok, 2006.

[42] RTG, 'Tenth National Economic and Social Development Plan (2007-2011)' Bangkok, 2007.

[43] UNDP Thailand. 2009.

[44] Graves, S. 2007, op. cit.

KEY QUESTIONS

The fundamental questions to be examined in this evaluation are:

- Whether UNDP has played the most relevant role in assisting Thailand to address its own development challenges, particularly in addressing its persistent problems of vulnerabilities, disparities and inequities, and based on the comparative strength that UNDP brings into the country;

- Whether UNDP rendered such assistance in a most effective, efficient and sustainable manner, and to what extent UNDP's assistance yielded development results;

- Whether UNDP has responded appropriately to the evolving country situation by transforming its role and approaches, in particular in relation to the impact of 2006 tsunami and the new partnership introduced in UNPAF 2007-2011 and UNDP's Country Programme 2007-2011.

Further, given the current country context, the ADR Thailand should pay particular attention to the following aspects:

- As Thailand has become a MIC and substantially developed its own capacity, there has been a shift in expectations from UN/UNDP and in the relevance of different roles it plays in Thailand. It is also expected that overall ODA to Thailand will continue to diminish, which implies a shrinking base for UNDP Thailand to raise external (non-core) programme funding. The ADR should examine how effectively UNDP has had adapted its role and functions to maintain their relevance and to maximize the use of its comparative strength, and what should be its future role and functions in this regard;

- The Royal Thai Government aspires to increase its contribution to global partnership, inter alia, through expanded South-South cooperation, by taking a leadership role in regional initiatives – including through ASEAN and such sub-regional mechanisms as Greater Mekong Subregion and Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation, and by becoming a knowledge centre for the region. The ADR should examine what would be the most relevant role that UNDP could or should play to assist the Government in this regard, including through its regional and global programmes and initiatives. It should pay attention to how various development partners (e.g., JICA, ADB, USAID, other UN agencies) are assisting Thailand in this regard and how they could better be coordinated to have maximum effectiveness;

- Together with other UN system agencies, UNDP has been promoting UN values, such as inclusive development, social cohesion and human rights. UNDP has done so through advocacy and other normative work, programmatic interventions addressing vulnerabilities and disparities, and so on. The ADR should examine what has been achieved, what modalities (or combinations thereof) have produced results most effectively and, given the current and future Thai context, what strategies UNDP could or should take in this regard;

- The ADR should examine how effectively UNDP has leveraged its assistance through partnerships with other UN agencies (e.g., through the joint project on HIV/AIDS), UN Resident Coordinator's Office (e.g., with advocacy efforts or contribution to coordinated approach by UNCT), UNDP's Regional Centre in Bangkok (e.g., through regional programmes), other country offices in the region (e.g., through the regional-based project on anti-trafficking) and other development partners working towards similar results such as South-South cooperation, aid effectiveness and poverty reduction (e.g., ADB, JICA, World Bank, GTZ).

These key questions should be addressed within the standard methodological framework of

ADRs, as provided in ADR Manual 2010 (to be provided by the task manager)[45]. Based on the above examinations, the ADR Thailand will make strategic recommendations for the future direction of the country programme and possible strategies to be taken.

3. SCOPE AND METHODOLOGY

The ADR will review the UNDP experience in Thailand under its two most recent country programmes (2002-2006 and 2007-2011), and assess its contribution to the national effort in addressing its development challenges, encompassing social, economic and political spheres. It will assess key results, specifically outcomes – anticipated and unanticipated, positive and negative, intentional and unintentional – and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components: the analysis of the UNDP's contribution to development results through its programme outcomes and the strategy and positioning it has taken. For each component, the ADR will present its findings and assessment according to the set criteria provided below. Further elaboration of the criteria will be found in the ADR Manual 2010.

(a) UNDP's contribution by thematic/programmatic areas

Analyses will be made on the contribution of UNDP to development results of Thailand through its programme activities. The analyses will be presented by thematic/programme areas and according to the

following criteria[46]: relevance; effectiveness; efficiency; and sustainability.

Within the analyses above, wherever applicable, particular attention could be paid to UNDP's effectiveness in promoting capacity development, gender equality, South-South cooperation, partnerships for development, and coordination of UN and other development assistance.

(b) UNDP's positioning and strategies

The positioning and strategies of UNDP are analysed both from the perspective of the organization's mandate[47] and the development needs and priorities in the country. This would entail systematic analyses of UNDP's place and niche within the development and policy space in the country, as well as strategies used by UNDP to maximize its contribution through adopting relevant strategies and approaches. The following criteria will be applied: relevance and responsiveness; exploiting comparative strengths; and promoting UN values from human development perspective.

4. EVALUATION METHODS AND APPROACHES

PRINCIPLES AND GUIDELINES

The ADR Thailand will be conducted in adherence to the Norms and the Standards[48] and the ethical Code of Conduct[49] established by the United Nations Evaluation Group (UNEG), as well as to the UNDP's Evaluation Policy.

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[45] ADR Manual 2009 is currently available and is under revision for ADR Manual 2010. The Evaluation Office will provide at the outset a workshop for the evaluation team to familiarize itself with ADR methodology.

[46] If the assessments on efficiency and sustainability are found to be rather common across the thematic areas, the evaluation team may choose to present them in one place across thematic areas in order to avoid repetitions and enhance the readability of the report. Also, the ADR does not require presentation and examination of all the projects and activities; a representative sample of them could be used to illustrate findings as appropriate.

[47] For UNDP's Strategic Plan, see <www.undp.org/execbrd/pdf/dp07-43Rev1.pdf>

[48] <www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4>

[49] <www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=102>

DATA COLLECTION

In terms of data collection, the evaluation team will use a multiple-method approach that could include document reviews, workshops, group and individual interviews, project/field visits and surveys. The set of methods for each evaluation criteria and questions should be defined in the inception report to be prepared by the evaluation team after preliminary research.

VALIDATION

The evaluation team will use a variety of methods to ensure that the data is valid, including through triangulation. All the findings must be supported by evidence and validated through consulting multiple sources of information. The evaluation team is required to use an appropriate tool (e.g. an evaluation matrix to present findings from multiple sources) to show that all the findings are validated.

STAKEHOLDER PARTICIPATION

A strong participatory approach, involving a broad range of stakeholders, will be taken. The ADR will have a process of stakeholder mapping that would identify both UNDP's direct partners as well as stakeholders. These stakeholders would include Government representatives of ministries/agencies, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and importantly, the beneficiaries of the programme. Furthermore, in order to identify key development challenges of the country, the evaluation team may conduct interviews and consultations beyond those involved directly or indirectly in the UNDP country programme.

5. THE EVALUATION TEAM

The Evaluation Office will form an independent evaluation team to undertake the ADR. The team will be constituted of three or more members:

- team leader, with overall responsibility for providing guidance and leadership for

conducting the ADR, and in preparing and revising draft and final reports;

- team specialist/s, who will support the team leader and provide the expertise in specific subject areas of the evaluation, and may be responsible for drafting relevant parts of the report.

For ADR Thailand, a national institution will be selected to form the evaluation team.

The task manager of the UNDP EO designated for ADR Thailand will also participate in the evaluation as appropriate, in the capacity of the manager and a co-team leader.

6. ROLES AND RESPONSIBILITIES, AND MANAGEMENT ARRANGEMENTS

UNDP EVALUATION OFFICE (EO)

UNDP EO will conduct the ADR in collaboration with the Thailand International Development Cooperation Agency. Its task manager will provide overall management of and technical backstopping to the evaluation. The task manager will set the terms of reference for the evaluation, select the evaluation team, receive the inception report, provide guidance to the conduct of evaluation, organize feedback sessions and a stakeholder meeting, receive the first draft of the report and decide on its acceptability, and manage the review and follow-up processes. The task manager will also support the evaluation team in understanding the scope, the process, the approach and the methodology of ADR, provide ongoing advice and feedback to the team for quality assurance, and assist the team leader in finalizing the report. The EO will meet all costs directly related to the conduct of the ADR.

THAILAND INTERNATIONAL DEVELOPMENT COOPERATION AGENCY (TICA)

TICA will collaborate with UNDP EO in conducting the ADR. TICA will provide inputs to the terms of reference particularly on key evaluation questions, to the selection process of the evaluation

team, and to the preliminary findings, conclusions and recommendations to be made by the team. It will facilitate the conduct of the ADR by the evaluation team by providing necessary access to information source within the Government; safeguarding the independence of the evaluation; and jointly organizing the stakeholder meeting with the EO. It will be responsible within the Government for the use and dissemination of the final outcomes of the ADR.

UNDP COUNTRY OFFICE IN THAILAND

The country office will support the evaluation team in liaison with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report. The country office will provide the evaluation team support in kind (e.g.: arranging meetings with project staff and beneficiaries; or assistance for the project site visits). To ensure the independence of the views expressed in interviews and meetings with stakeholders, however, the country office will not participate in them.

EVALUATION TEAM

The evaluation team will be responsible for conducting the evaluation as described in section 7 below on the process, in particular Phases 2, 3 and 4. This will entail, inter alia, establishing the evaluation plan in the inception report, conducting data collection and analysis, presenting preliminary findings, conclusions and recommendations at debriefings and the stakeholder workshop, and preparing the first, second and final drafts of the ADR report as well as a draft Evaluation Brief. The evaluation team will report to the task manager of UNDP EO.

7.   EVALUATION PROCESS

Phase 1: Preparation (by UNDP and TICA)

The EO will set up the terms of reference in collaboration with TICA, and establish the evaluation team. The EO will also undertake a preliminary research to prepare for the evaluation, and conduct a workshop for the team to understand the scope, the process, the approach and the methodology of the ADR.

Phase 2: Preliminary research and evaluation design

- **Preliminary research**: Desk review and briefings − Based on the preparatory work by the EO and other information and materials obtained from the Government, UNDP CO and other sources, the evaluation team will analyse, inter alia, national documents and documents related to UNDP's programmes and projects over the period being examined. The evaluation team may also request and hold briefing sessions with country office programme staff to deepen the understanding of their work portfolio and activities. With the preliminary research, the evaluation team is expected to develop a good understanding of the challenges that the country has been facing, and the responses and the achievements of UNDP through its country programme and other activities.

- **Evaluation plan: Inception report** − Based on the preliminary research above, the evaluation team will develop the evaluation plan and submit it as an inception report. The evaluation plan should include:

  - brief overview of key development challenges, national strategies and UN/UNDP response to contextualize evaluation questions

  - evaluation questions for each evaluation criteria (as defined in the ADR Manual)

  - methods to be used and sources of information to be consulted in addressing each set of evaluation questions

  - preliminary hypotheses reached from the desk study for each evaluation question, with an indication of the information source (e.g., an evaluation report) that led to the hypothesis

- selection of projects/activities to be examined in-depth

- possible visits to project/field activity sites

Phase 3: Data collection and analysis

- **Data collection** – Based on the inception report, the team will carry out the evaluation by collecting data.

  - The evaluation team should establish a tentative schedule of its activities in consultation with UNDP country office, TICA and task manager. The field visits and observations should normally be arranged through the country office. The schedule may need to be further adjusted during the data collection.

  - The team will collect data according to the evaluation plan defined in the inception report, inter alia, by conducting interviews, organizing focus group meetings, conducting surveys, and collecting further documentary evidences.

  - During the data collection phase, the team may start the validation of emerging hypothesis and findings to facilitate the process and to ensure all of its findings are well supported.

  - The task manager will join the evaluation team during this stage when possible and desirable.

- **Data analysis** – The evaluation team will analyse the data collected to reach preliminary assessments, conclusions and recommendations.

  - Once the data is collected, the evaluation team should dedicate some time (up to one week) to its analysis. The task manager will join the team during this phase to assist in the analysis and validation.

  - The outcome of the data analysis will be preliminary assessments for each evaluation criterion/question, general conclusions to answer key questions and provide overarching findings from the

analysis, and strategic and operational recommendations.

- Once the preliminary assessments, conclusions and recommendations are thus formulated, the evaluation team will debrief TICA and the country office to obtain feedback so as to avoid factual inaccuracies and gross misinterpretation.

- **Stakeholder workshop** – A stakeholder workshop will be organized at the end of the data collection and analysis phase to present preliminary findings, assessments, conclusions and recommendations to a wide range of stakeholders, and to obtain their feedback to be incorporated in the early drafts of the report.

Phase 4: Drafting and reviews

- **First draft and the quality assurance** – The evaluation team will further analyse information collected and incorporate the initial feedback from the stakeholder workshop. The team leader will submit to the EO the first draft of the report within three weeks after the stakeholder workshop. The first draft will be accepted by the EO, after revisions if necessary, when it is in compliance with the terms of reference, the ADR Manual and other established guidelines, and satisfies basic quality standards. The draft is also subject to a quality-assurance process through external reviews.

- **Second draft and the verification and stakeholder comments** – The first draft will be revised by the team leader to incorporate the feedback from the internal and external review process. Once satisfactory revisions to the draft are made, it becomes the second draft. The second draft will be forwarded by the EO to (a) UNDP country office and the Regional Bureau for Asia and Pacific (RBAP) and (b) the RTG through TICA, for factual verification and comments. The team leader will revise the second draft accordingly, preparing an audit trail that indicates changes that are made to the draft,

and submit it as the final draft. The EO may request further revisions if it considers necessary.

- **Headquarter briefings** – During this phase, the team leader may be requested to conduct briefings for the EO, RBAP and other interested bureaus possibly at the UNDP headquarters in New York.

Phase 5: Follow-up (by UNDP and TICA)

- **Management response – UNDP country office will prepare a m**anagement response to the ADR under the oversight of RBAP. RBAP will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre[50].

- **Communication** – The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new Country Programme Document. It will be widely distributed by UNDP EO and the country office and by TICA to stakeholders in the country and at UNDP headquarters, to evaluation outfits of other international organizations, and to evaluation societies and research institutions in the region. The report and the management response will be published on the UNDP website.[51]

8. TIME-FRAME[52]

The time-frame below is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the period.

The time-frame and responsibilities for the evaluation process are tentatively as follows:

Activity	Responsible	Estimated Time-frame
ADR initiation and preparatory work	EO	Nov.–Dec. 2009
Preparatory mission	EO	Mid-Jan. 2010
Selection of the evaluation team	EO	Mar. – Apr.
A workshop for ADR methodology for the evaluation team	EO	Mid-Mar.
Preliminary research	Evaluation team	Apr.
Submission of the inception report	Evaluation team	End Apr.
Data collection	Evaluation team	May. – Jun.
Data analysis	Evaluation team	Late Jun.
Stakeholder workshop	EO, TICA & Evaluation team	Early Jul.
Submission of the first draft	Evaluation team	End Jul.
Internal review and quality assurance	EO	Aug.
Submission of the second draft	Evaluation team	Late Aug.
Review by CO, RBAP and Government	EO & TICA	Sep.–Oct.
Submission of the final draft	Evaluation team	Mid-Oct.
Editing and formatting	EO	Nov.
Issuance of the final report and Evaluation Brief	EO	Dec.
Dissemination of the final report and Evaluation Brief	EO, TICA & country office	First half 2011

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51   <www.undp.org/evaluation>

52   Due to the mass demonstration in the spring of 2010, and the need to repeat the procurement process, the term was agreed and the contract was signed on 15 July to start the work on 1 August.

Normally, the EO estimates that the workload of the team leader is approximately equivalent to 60 work days, while that of a team specialist 30 to 40 work days' equivalent, depending on the expertise and the responsibilities assigned.

9.   EXPECTED OUTPUTS

The expected outputs from this exercise are:

- The report 'Assessment of Development Results – Thailand'

- The Evaluation Brief, and other dissemination materials

The expected outputs from the evaluation team in particular are:

- An inception report, providing the evaluation plan (as specified in the process section of this document).

- The first, second and final drafts of the report "Assessment of Development Results – Thailand" (approximately 50 pages for the main text, and annexes)

- Draft for the Evaluation Brief (two pages)

- Presentations at debriefings, as required, and at the stakeholder meeting

The final report of the ADR will follow the ADR Manual 2010, and all drafts will be provided in English.

10. TRAVEL

The evaluation team may undertake field trips for interviews, group discussions, surveys and/ or project site observations. For ADR Thailand, it is expected that two such field trips will be undertaken: one each to the northern and southern regions of Thailand where UNDP has a concentration of field projects. Such field trips should be an integral part of the data collection phase of the evaluation, and their cost should be integrated into the overall costing of the exercise by the evaluation team.

The team leader may be requested to travel outside Thailand, in particular to UNDP Headquarters in New York, to hold specific interviews, briefings or presentations. For such occasions, the arrangement will be made and the travel cost will be borne by the EO in accordance with applicable UNDP rules.

11. QUALIFICATIONS

The team leader must satisfy the following qualifications:

- have a solid understanding of evaluation methodologies relevant to ADR in Thailand, backed up by a proven expertise of research in social science;

- have a good understanding of the workings of the government, development assistance and UN/UNDP in particular;

- have a sound knowledge of development issues and challenges in Thailand in the areas relevant to the work of UNDP;

- have proven leadership and presentation skills in evaluation or research projects.

The team specialists must satisfy the following qualifications:

- have a good understanding of evaluation methodologies relevant to ADR in Thailand, and/or a proven expertise of research in social science relevant for the evaluation;

- have a sound knowledge of development issues and challenges, as well as the government policies, at least in one subject area relevant to the work of UNDP, and/or a sound knowledge of the workings of UN/ UNDP.

To avoid conflict of interest, the members of the team should not have engaged in the design or implementation of the country programme in question.

Annex 2

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Annex 3
DOCUMENTS CONSULTED

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