

Terminal Evaluation Report on  
The Project on Developing the Capacity of the  
Government to Post Evaluate the Externally  
Funded Project in Thailand

November, 2005

Japan International Cooperation Agency  
Thailand Office

TIO
JR
05-008



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## **Abbreviations**

PDMO	Public Debt Management Office
SPLD	Special Program Loan Division
LP-MIS	Loan Portfolio Management Information System
M&E	Monitoring and Evaluation
PDM	Project Design Matrix
JICA	Japan International Cooperation Agency
JBIC	Japan Bank for International Cooperation
TICA	Thailand International Development Cooperation Agency

## Summary of Terminal Evaluation

I. Outline of the Project		
<b>Country:</b> Thailand		<b>Project Title:</b> The Project on developing the capacity of the government to post evaluation the externally funded project
<b>Issue/Sector:</b> Fiscal and Financial Sector		<b>Cooperation Scheme:</b> Technical Cooperation Project
<b>Division in charge:</b> JICA Thailand Office		<b>Total Cost:</b> 22.4 million Yen <b>Cost of Training Participant in Japan:</b> 478 thousand Yen <b>Share of Japanese's Contribution:</b> 100.0 % (Thai side made in kind inputs such as dispatch of project coordinator and office utilities.)
<b>Period of Cooperation</b>	(R/D):Nov.19,2004 (Duration): Nov.21, 2004 – Nov. 21, 2005	<b>Partner Country's Implementation Organization:</b> Public Debt Management Office (PDMO), Ministry of Finance
		<b>Supporting Organization in Japan:</b> Japan Bank for International Cooperation (JBIC)
<b>Related Cooperation</b>	<ul style="list-style-type: none"> <li>• The Joint Evaluation for Forth Bangkok Water Supply Project and Fifth Project and Network System Improvement Project (JBIC)</li> <li>• Developing the Capacity of the Government to Monitor, Evaluation and Support Implementation of Externally-Funded Projects (World Bank)</li> </ul>	
<p><b>1. Background of the Project</b></p> <p>With the growing recognition of the approach of result-based management, more emphasis has been put on performance oriented evaluation in Thailand. Currently Thai government emphasizes efficient management of public investment including foreign loan. Along with this, Thai Government enacted Public Debt Management Act in 2005, which legally requires PDMO to report how the project is well performed or how the foreign loan efficiently and effectively utilized. Accordingly, it is indispensable for PDMO to improve its project monitoring and evaluation systems as soon as possible. In response to this recognition, the Government of Thailand requests the Government of Japan to carry out the Project on developing the capacity of the government to post evaluate the external funded project.</p> <p><b>2. Project Overview</b></p> <p><b>(1) Overall Goal</b> Public debt and externally funded projects are managed effectively and efficiently within fiscal sustainability framework, and it minimizes the cost of borrowing.</p> <p><b>(2) Project Purpose</b> The capacity in monitoring and evaluation (M&amp;E) and post evaluation of external funded of PDMO is strengthened.</p> <p><b>(3) Outputs</b></p> <ul style="list-style-type: none"> <li>• PDMO develops M&amp;E methodology and loan disbursement index and project performance index.</li> <li>• LP-MIS becomes fully operated and used as M&amp;E tool.</li> <li>• PDMO staffs acquire the knowledge of M&amp;E and post evaluation method.</li> </ul> <p><b>(4) Inputs</b></p> <p><b>Japanese side:</b> 1 Long-term Expert (21 Nov.2004~21 Nov. 2005, 12MM) Training in Japan (2 weeks for 2 persons) Training in Thailand (3 times, totally 63 participants) Joint evaluation with JBIC (8 persons)</p> <p><b>Thai side:</b> Project Coordinator and counterparts (4 persons) Working space, meeting room and utilities</p> <p><b>Cost:</b> 22,338 thousand Yen (Japanese share 100 %)</p>		
II. Evaluation Team		
<b>Members of Evaluation Team</b>	JICA Thailand Office Pacific Consultants International (Thailand) Co., Ltd. Joint Evaluators: PDMO, TICA(Thailand International Development Cooperation Agency)	
<b>Period of Evaluation</b>	26/9/2005~ 17/11/2005 (JFY2005)	<b>Type of Evaluation:</b> Terminal

### **III. Results of Evaluation**

#### **1. Summary of Evaluation Results**

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

The Ninth National Economic and Social Development Plan emphasizes good governance to enhance efficiency in government service delivery based on people's participation, resource optimization, transparency, and open access to information. For this purpose, the Plan emphasizes strategies for restructuring of public information management systems, result-based budgeting systems to enhance transparency and accountability of public administrative system. Along with this strategy, Thai government enacted Public Debt Management Act in 2005, which aims at properly managing public debt and reducing cost of borrowings. PDMO have an obligation to response the new act to prepare mentoring and evaluation report on the loan projects. In this sense, PDMO have to improve its capacity of M&E and post evaluation, so that the Project positions to respond such urgent and important requirement of PDMO.

Meanwhile, Economic cooperation Plan to Thailand (drafted as of September 2005) sets 4 focal areas of Japanese cooperation such as: enhancement of competitiveness for sustainable growth, development issues in maturing society, human security, and regional cooperation. The Thai Government and Japanese Government developed technical cooperation guideline, which includes improvement of fiscal and financial system under the focal area of the enhancement of competitiveness for sustainable growth. Since the Project is recognized as the capacity building for the fiscal and financial system, it is said that the Project exactly meets the Japan's ODA policy and Cooperation Plan to Thailand.

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

The Project achieved all outputs except for full operation and utilization of LP-MIS (Loan Portfolio Management Information System). Although improved LP-MIS could not be fully utilized due to an external factor, the Project provided diagnosis and guidance for improvement and utilization of LP-MIS. Through those outputs, the PDMO staffs acquire theory, procedure and methodology of M&E and post evaluation. According to the questionnaire survey, all of the participants answered increase of knowledge in M&E and post evaluation. In addition, it is observed that the PDMO staffs have a high motivation and confidence in M&E and post evaluation through the interview survey. The questionnaire survey also indicates that 80% of the participants think the knowledge from the training is applicable and useful to their daily works. As a supporting fact, high ranked officers also evaluate their staff improve capacity as well. Based on the facts and investigations above, it is accordingly clear that the Project contributes to strengthen capacity of PDMO staff in M&E and post evaluation in certain extent.

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

All inputs were made during scheduled Project period. Inputs from Japanese side were adequately managed in terms of inputs of JICA Expert and implementation of training programs. Inputs from Thai side were also appropriate. Project coordinator and counterparts were assigned and in kind inputs were done. Thai counterparts engaged in both the Project and own dairy tasks. Accordingly, when the counterparts were not available, the other staffs of Special Program Loan Division (SPLD) of PDMO supported the Project instead. Timing of training programs was re-scheduled to carry out later half of the Project period to avoid duplication with the joint evaluation with JBIC. By these inputs, the project accomplished more or less all activities and outputs as planned in the PDM except for LP-MIS.

Comparing amounts of inputs and outputs, the Project is evaluated to achieve a high efficiency. The Project accomplished three main activities with large work loads including development of M&E guideline (about 200 pages text), 71 indicators for 9 different fields of project, management of joint evaluation with JBIC and training course in Thailand within one year.

The Project spent total cost of 8,240,000 Baht (22.4 million Yen) in the Project period. Cost items were just JICA Expert, expenses for expert's activities and training in Japan. Although the Project is categorized as technical cooperation project, it is said that the nature of the Project is more similar to JICA individual expert scheme. Comparing the Project with other JICA individual experts, it is evaluated that the Project produced much various outputs within one year rather than that of the JICA individual expert under similar cost spent. It is therefore concluded that the Project was efficiently planned and implemented.

##### **(4) Impact**

With the circumstances that the outputs was almost achieved as above mentioned, and assumptions and conditions were not changed, the project goal of disbursement rate has been drastically improved from 55.3 % in 2003 to 70.7 % in 2005. It is obvious that this improvement of disbursement rate (accumulated disbursed amount divided by total loan amount) might largely depend on many other factors to such as strong mandatory from government and request from external funding organizations.

Periodical monitoring information from PDMO might have a certain contribution to this improvement, which was improved based on the learning from the Project.

SPLD seems to be a resource center of M&E and post evaluation in Thai government. SPLD was invited to a workshop of project evaluation by several government agencies as a lecturer. SPLD also organized project evaluation workshop in April 2005. In addition, SPLD was also requested by Vietnamese government to make a technical transfer on M&E and post evaluation. In the occasion that Vietnamese delegation visited to PDMO in October 2005, SPLD made a lecture regarding project evaluation to them. These are favorable by-products or ripple effects of the Project.

#### **(5) Sustainability**

Under the recognition of importance of good governance, effective and efficient budget use has been rapidly aware in Thai government. Public Debt Management Act (effective in 2005) is/will be a legal background that PDMO carries out the M&E in future. PDMO recognizes importance of preparing better tools and capable human resources to properly manage monitoring and project evaluation. Improvement of LP-MIS and introduction new GFMS (Government Fiscal Management Information System) are for the better tools to achieve it, and PDMO tries to carry out post evaluation studies for all of foreign funded projects from 2008 according to the PDMO Action Plan.

Organization and capacity of staffs are evaluated to have adequate potentials to respond it by maintaining the outputs of the Project. And, PDMO has planned to allocate the budget to do so, for example, they utilized own budget to improve LP-MIS and post evaluation studies. However, SPLD staff still has room to improve their capacity by acquiring "practical experience" in M&E and post evaluation. It will be overcome by practicing numbers of project evaluation. Meanwhile, PDMO is required to expand capacity to respond increasing volume of work load to carry out post evaluation for all foreign funded projects. Therefore, it is necessary to expand capacity more. Enhancement of capacity of young staffs will be a key on this.

It seems that foreign funded project is going to decrease in Thailand in accordance with its development. PDMO strongly intends to adopt the methodology and tools in M&E and post evaluation to the domestic funded projects. The outputs of the Project thus will be utilized to apply domestic projects in future.

### **2. Factors Promoting Sustainability and Impact**

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

The PDM assumes that strengthening of capacity in M&E and post evaluation would be achieved through trained staff remains to engage M&E works in the PDMO with using LP-MIS. The application of M&E and post evaluation methods learned from the Project is also an important condition to achieve the project purpose in the PDM. These important assumptions and conditions were unchanged during the Project and will be kept in near future because there is a strong mandatory of PDMO to carry out the M&E to realize result-based budgeting system in Thailand. It is pointed out that the PDM has been effectively formulated in response to such circumstances. It makes the Project implement smoothly.

#### **(2) Factors concerning to the Implementation Process**

Since the substantial input of the Project was just one person of long-term expert, the success of the Project seems to depend largely on the enthusiasm of Long-term Expert and support from SLDP even their inputs were sometimes part-time basis. Capability of the Expert was adequately fitted to the Project.

### **3. Factors Inhibiting Effects of Sustainability and Impact**

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

The Project planned to achieve improvement of LP-MIS which was planned and managed outside the Project. It means that the Project partially relied on the external inputs. Including the improvement of LP-MIS which was an external factor of the Project caused un-accomplishment of one of the outputs of the Project.

#### **(2) Factors concerning to the Implementation Process**

The Project had counterparts assigned by PDMO. These counterparts took care of both own works and the Project works. It may constrain some capacity to realize best performance of the JICA Expert and slightly affect re-schedule of training programs. If there is a full-time staff or supporting staff to off-set it, JICA Expert might be more productively worked.

### **4. Conclusions**

The effective and efficient budget use has been rapidly recognized. In particular, result-based budgeting system is urgently required in Thai government. Public Debt Management Act is positioned along this context. Under the Act, M&E and project evaluation is an inevitable action for PDMO. To response it, PDMO needed to preparing better systems and capable human resources to properly manage

monitoring and project evaluation. The Project is positioned in this vital context. The Project was effectively and efficiently managed to carry out the activities. The Project produced various important outputs within just one year such as PDMO Action Plan, M&E guideline, 71 of indicators, training programs both in Thailand and Japan, and joint evaluation with JBIC, however, LP-MIS can not completed within the Project period. Consequently, the Project contributes to strengthen capacity of SLDP in M&E and post evaluation in certain extend. It may construct sound bases to improve loan disbursement rate and fiscal sustainability of projects in future through better monitoring and evaluation system.

## **5. Recommendations**

### **(1) More Opportunity for Practice and Receiving Advice on Post Evaluation of PDMO**

The Project provided SPLD staff and others with adequate knowledge of M&E and post evaluation, and the SPLD staff practiced actual post evaluation through joint evaluation with JBIC. However, SPLD staffs still have room to improve their capacity by acquiring "practical experience" in M&E and post evaluation. They need more practice so as to produce evaluation report at the reasonable level by implementing actual practice of evaluation. Certain system like joint evaluation with funding institutions in which a resource person occasionally monitors the monthly monitoring report and post evaluation report, and gives minimum advice is recommended to be established.

### **(2) More Opportunity to Train Young Staffs**

PDMO plans to carry out post evaluation for all foreign funded project in 2008, and to expand the coverage to the domestic funded projects in future. It will largely increase number of target projects, resulted in increasing work loads. To tackle this problem, it is necessary to properly distribute work tasks among the PDMO and to expand working capacity. It is recommended to up-lift capacity of young staffs by increasing training opportunities for young staffs.

### **(3) Improvement of Feed-back System of Monitoring Results**

PDMO produces monthly monitoring report and distributes in MOF and to executing agencies. However, there is limited feed-back system to solve/mitigate problem to disturb loan disbursement. It is recommended to discuss among the stakeholders such as PDMO, budget bureau and executing agencies as to how the monthly monitoring report effectively utilized to take necessary action to improve disbursement, reduce borrowing cost, and enhance fiscal sustainability.

## **6. Lessons Learned**

### **(1) Preparation of PDM**

The Project could not accomplish one of outputs because of the delay of LP-MIS, which was managed outside the Project. It means that the Project relied partially on the external factor when it was planned. Since it is difficult to re-schedule or re-arrangement for short-time and small project like this Project, it need to pay more attention to produce PDM to minimize effects from such external factor.

### **(2) Concrete Indicators for Capacity Building**

The original PDM set up verifiable indicators descriptively for evaluation of the Project. It is sometimes difficult to investigate magnitude of improvement of capacity through training program. In order to implement project evaluation more objectively, it is recommended to analyze and compare the level of knowledge before and after the Project, in particular for evaluation of training program. It is also desirable to pay attention on reflecting it into considering project activities during the preparation of PDM.

### **(3) Practical Activity with Foreign Funding Institute**

SPLD evaluates the joint evaluation with JBIC as a variable opportunity of exercising post evaluation. It implies that the exercise with foreign funding institute is effective to show the required standard of project evaluation and is a good opportunity of learn practical training. With regard to the combination of practical activity and training program, the Project firstly provided the joint evaluation with JBIC and then organized training programs later on. There is other option that the training program comes first to offer theory and procedure, then the joint evaluation comes next to offer exercise. Capacity building method should be flexibly formulated in accordance with motivation, capacity and needs of trainees.

## **7. Follow-up Activity**

None.



## Chapter 1      **Scope of Evaluation Study**

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### **1.1 Background and Goal of Evaluation**

Tax payers pay more attention how tax is effectively and efficiently utilized recently. Depending upon such trend, more effective and efficient implementation of public administration and investment are strongly required and a government / an international agency is required to ensure their accountability. It is accordingly important to evaluate the outcomes that a project achieves and to feedback the evaluation results, lessons and recommendations obtained for a more effective and efficient implementation of development assistance. The project evaluation is recognized as one of measures.

Meanwhile, current Thai government emphasizes efficiency of public investment including foreign loan project so that Public Debt Management Act has been effective in 2005. The Act requires Thai Government to effectively manage the public debt by strengthening monitoring and evaluation. Public Debt Management Office (PDMO) of Ministry of Finance is responsible for it. In reflection to this requirement, strengthening of capacity of PDMO in monitoring and evaluating public projects is an important and urgent issue. In line with this, JICA has undertaken the Project on Developing the Capacity of the Government to Post Evaluate the Externally Funded Project (hereinafter referred to as "the Project"). The Project was completed in the JFY 2005.

In line with above mentioned trend, JICA Thailand Office calls for a terminal evaluation of the Project. The main objectives of the evaluation study are as follows:

- To confirm the process and outcomes of the Project and evaluate its achievement from the viewpoint of five evaluation criteria; 'relevance', 'effectiveness', 'efficiency', 'impact' and 'sustainability'
- To make recommendations to maximize the outcomes of the Project after termination of the Project through joint evaluation processes by PDMO, TICA and JICA
- To extract lessons-learned and recommendations to improve future planning and management for similar projects
- To enhance the knowledge of Public Debt Management Office (PDMO), Ministry of Finance in Thailand, on project evaluation

- To meet the accountability to the tax payers through producing terminal evaluation report.

## **1.2 Study Team and Time Frame**

### **(1) Structure of Joint Evaluation**

The joint evaluation team was formulated to carry out terminal evaluation on the Project. The team consisted of:

- Japan International Cooperation Agency (JICA)
- Public Debt Management Office (PDMO)
- Thailand International Development Cooperation Agency (TICA)
- Consultant Team (Pacific Consultants International Thailand)

Main participants to the joint evaluation is shown in Appendix 11.

### **(2) Time Frame**

The terminal evaluation study was conducted from 26th of September to 17th of November, 2005 (JFY 2005).

## **1.3 Project Overview**

### **(1) Background of the Project**

During the 1997 Asian Financial Crisis, the performance of Thailand externally projects was deteriorating. Thai Government executed project disbursed slowly below target. As a result, the loan disbursement stalled and yielded a high commitment fee for unproductive causes. The World Bank dispatched the mission to conduct Portfolio performance audit in Thailand in late 1998. The study indicated that the cause of the project performance problem derived from internal and exogenous factors of the project implementation. The internal factor was the limited capacity of government in executing and monitoring the project as scheduled, while the exogenous factors are the financial crisis and other natural causes that hampered the project progress. The Study also showed that the government lacked the effective monitoring and evaluation on the portfolio. Based on these understandings, the World Bank with the financial assistance from ASEAM Trust Fund granted the Government of Thailand to carry out the Project for developing the Capacity of the Government to Monitor, Evaluate and Support Implementation of Externally-Funded Projects. The Project aims at providing series of training, developing Loan Portfolio Management Information System (LP-MIS) and preparing guideline for project planning, evaluation and appraisal of public sector projects.

It has become a consensus of the international development community that project evaluation is an important management tool for enhancing effectiveness and sustainability of development projects. With the growing recognition on result-based management, more emphasis has been put on

performance oriented evaluation. Following such a trend, current Thai government emphasizes efficient management of public investment including foreign loan. Along with this, Thai Government enacted Public Debt Management Act in 2005, which legally requires PDMO to report how the project is well performed or how the foreign loan efficiently and effectively utilized. Accordingly, it is indispensable for PDMO to improve its project monitoring and evaluation systems as soon as possible.

In response to the recognition above, the Government of Thailand requested the Government of Japan to carry out the Project in accordance with the Agreement on Technical Cooperation between the Government of Japan and the Government of Thailand. Then, the Government of Japan has decided to cooperate on the Project, and assigned Japan International Cooperation Agency (JICA) to implement the Project with Public Debt Management Office (PDMO), Ministry of Finance, Government of Thailand. JICA and PDMO made a discussion regarding scope and implementation of the Project in details and agreed on the record of discussion on 19 November, 2004.

(2) Project Goal

Public debt and externally funded projects are managed effectively and efficiently within fiscal sustainability framework, and it minimizes the cost of borrowing.

(3) Project Purpose

The capacity in monitoring and evaluation (M&E) and post evaluation of external funded of PDMO is strengthened.

(4) Project Outputs

- PDMO develops M&E methodology and loan disbursement index and project performance index.
- LP-MIS becomes fully operated and used as M&E tool.
- PDMO staffs acquire the knowledge of M&E and post evaluation method.

(5) Project Activity

- Assessment of the need and existing tool for M&E and post evaluate the external funded project
- Development of PDMO M&E master plan & loan disbursement index and project performance index
- Diagnosis of the problem of LP-MIS and suggestions solution and alternative
- Assessment of the need for the training
- Implementation of training program on project M&E and post evaluation in Thailand
- Implementation of training program on project M&E and post evaluation in Japan
- Implementation of the joint evaluation program with JBIC

(6) Project Inputs

Japanese Government

In kind and financial support

- JICA Expert (12 MM)
- Training in Japan (1~2 person)

Thai Government

In kind support

- Program Coordinator (12 MM)
- Working space and utilities for JICA Expert
- Workshop room

(7) Project Duration

November 21, 2004 – November 21, 2005

(8) Counterpart Organization

Public Debt Management Office (PDMO), Ministry of Finance of Thai Government

Original project design matrix (PDM) is attached in Appendix 3.

## Chapter 2 Evaluation Methods

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### 2.1 Development of PDMe

The Project is one year project, and there is no change on overall goal, project purpose and activities of the Project comparing to the original project design matrix (PDM). Accordingly, stakeholders on the terminal evaluation agree not to make PDMe differently from the original PDM.

### 2.2 Evaluation Questions, Necessary Data and Indicator

Terminal evaluation is carried out at the end of the project to examine on a comprehensive level whether the project objective was achieved. The evaluation is made along with the five evaluation criteria such as Relevance, Effectiveness, Efficiency, Impact and Sustainability on the actual situation and performance of the Project. Accordingly, it is necessary to verify the Project performance and implementation in prior to the evaluation, then, to proceed to made evaluation adopting five criteria.

#### (1) Verifications

Verification questions are taken into account to clarify the Project from two aspects such as actual performance of the Project (verification of performance) and actual implementation of the Project (verification of implementation process). The questions belonged to the verification of performance are to clarify how the project achieve carry out along with the original plan and how the project achieve the expected outputs. While, the questions belonged to the verification of implementation process are to clarify how the project is implemented along with the original operation plan.

The actual questions regarding verifications are attached in the Appendix 4.

#### (2) Evaluation Questions

The Project was carried out to achieve project purpose by the outputs of the Project through the activities of the Project, whose project purpose, outputs and activities are defined in Project Design Matrix (PDM). The "Overall Question(s)" was (were) taken into account in relation to the project purpose. The strengthening of capacity of M&E and post evaluation of PDMO will be achieved with the

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outputs from the Project and the continuous efforts of the PDMO after the Project as well. On the other hand, the terminal evaluation should examine performance of the project as well. Along these considerations, the following overall questions were taken into account:

- **Is the capacity in monitoring and evaluation (M&E) and post evaluation of external funded of PDMO strengthened ?**
- **How is the M&E methodology applied to daily works in PDMO ?**
- **Was the project appropriately carried out ?**

Then, these overall questions were broken down into practical and concrete “Evaluation Questions” and “Sub-questions” to be more answerable. The brake-down of the overall questions are made from the viewpoints of 5 evaluation criteria such as “Relevance”, “Effectiveness”, “Efficiency” and “Impact” and “Sustainability”.

Actual evaluation questions and sub-questions were indicated in the Evaluation Grid which is attached in the Appendix 3.

## **2.3 Data Collection and Analysis**

### **(1) Necessary Data and Information**

To review performance of the Project and make evaluation with five criteria, the following data were collected:

- Policies of PDMO JICA and JBIC
- Outputs regarding auditing benchmarks, manual and guideline
- Diagnosis and suggestions on LP-MIS
- Results of trainings
- Opinions, insights of stakeholders

### **(2) Data Collection**

#### Face-to-face Interview and Documentation

The Study Team made face-to-face interviews with the following relevant organizations individually depending on their availability at their offices.

- JICA Expert
- Coordinator of the Project (Director of Special Loan Program)
- Staffs of PDMO
- Training participants
- Japan Bank for International Cooperation (JBIC)
- JICA Thailand Office

### Questionnaire Survey

The Study Team made a questionnaire for training participants to clarify the level of acquirement in M&E and post evaluation. The questionnaire delivered to all training participants, which is totally 63 persons.

#### (3) Data Analysis

The qualitative data based on the interview survey was used for analyzing promoting/impeding factors, issues and future vision. The quantitative analysis was made based on the results of the questionnaire survey.

## **2.4 Restrictions and Limitations in Evaluation Study**

#### (1) Timing of Terminal Evaluation

Generally, some results of the Project takes rather longer period to be emerged. In particular, impacts of the Project and sustainability of the Project may largely occur after few years later. Accordingly, the evaluation regarding "Impact" and "Sustainability" can be made based on the intermediate results and relevant schemes/policies to keep the outputs of the Project made by PDMO.

#### (2) Data Availability

The verifiable indicators were not set in the PDM due to difficulty of quantitative measurement on level of capacity in M&E and post evaluation. The evaluation was principally made based on the qualitative analysis with some supplemental quantitative analysis.

#### (3) LP-MIS

The Project includes diagnosis and suggestions to improve LP-MIS, however actual improvement of LP-MIS was not in the scope of the Project. It results that the Project could not control the project of LP-MIS improvement. Accordingly, the evaluation regarding LP-MIS should mainly focus on the diagnosis and suggestions on the LP-MIS.

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## Chapter 3 Project Performance

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### 3.1 Inputs

#### (1) Inputs from Japanese Side

##### JICA Expert

Mr. Hachiro Ida, 12 MM (Nov.21, 2004 ~ Nov.21, 2005)

##### Training Course in Thailand

Training	Date	Attendants	Major Topics
Course 1	19 September , 2005	26	Project planning, evaluation, appraisal and implementation
Course 2	22 September, 2005	23	Project monitoring and evaluation
Course 3	28 September, 2005	14	Project post evaluation

##### Training Course in Japan

Name of group training: Seminar on Evaluation of Japan's ODA Loan Projects

Period: 16 October, 2005 to 29 October, 2005 (2 weeks)

Training institute: JBIC

Trainee: Mr. Yuthapong Eamchang, Economist 6, Special Loan Program Division, Project Loan Operation Bureau, PDMO  
Ms. Anchana Wongsawang, Director, Consultant Database Center, Project Loan Operation Bureau, PDMO

##### Joint Evaluation with JBIC

Period: December 2004 and April 2005

Participants from PDMO: 8 persons

Participants from JBIC: Mr. Atsushi Fujino (JBIC consultant)

Target Project: Fourth Bangkok Water Supply Project and Fifth Project and Networks system Improvement Project.

Outputs: Post Evaluation Report

Feed-back Seminar: 29 April, 2005



(2) Inputs from Thai Side

Program Coordinator

Ms. Arunwan Yomjinda                      Director, Special Loan Program Division, Project Loan Operation Bureau, PDMO

Counterparts

Ms. Sukuma Sarahong                      Economist 5, Special Loan Program Division, Project Loan Operation Bureau, PDMO

Mr. Premjit Eurbunyanun                      Economist 5, Special Loan Program Division, Project Loan Operation Bureau, PDMO

Mr. Preksarek Polpritch                      Economist 3, Special Loan Program Division, Project Loan Operation Bureau, PDMO

Working space and utilities for JICA Expert

Working space and utilities were provided to JICA Expert.

Workshop room

Meeting room at PDMO was used.

(3) Budget Allocated for the Project

Total Cost:                      8,179,000 Baht from JFY 2004-JFY 2005

    Japanese share:              22,338,000 Yen ( 100 %)

    Thai share:                      Thai side made in kind inputs such as dispatch of project coordinator and counterpart, and provision of office spaces and utilities.

### 3.2 Outputs

The Project is expected to achieve the following outputs in accordance with PDM:

- Development of M&E methodology and Loan Disbursement Index and Project Performance Index
- Full Operation and Utilization of LP-MIS
- Acquirement of Knowledge of M&E and Post Evaluation Method

(1) Development of M&E methodology and Loan Disbursement Index and Project Performance Index

The Project originally planned to produce PDMO master plan, M&E guideline, loan disbursement index and project performance index as tools of M&E. As the results of the Project, the Project has produced following outputs through the project activities :

- PDMO action plan
- M&E guideline
- Loan disbursement index and

- Project performance index as tools of M&E

#### PDMO Action Plan

Through the investigation, the Project funded that PDMO had responsibility to monitor and report on the progress of disbursement, and all necessary actions of PDMO regarding E&M and post evaluation were systematically defined by the Ministry. Considering the plan to be more practical and action-oriented one, the Project decided to formulate action plan to quickly reinforce current weaknesses of PDMO in M&E and post evaluation instead of formulating comprehensive master plan. The action plan aims at develop capacity and tools of PDMO to apply E&M and post evaluation to all foreign funded projects in 2010 and consisted of practice of actual post evaluation studies, improvement and utilization of LP-MIS, and institutional development including human resource development.

#### M&E Guideline

The Project developed M&E guideline, which consist of six chapters such as:

- Chapter 1 Introduction: how to use the guideline
- Chapter 2 Project cycle and ex-ante evaluation
- Chapter 3 Monitoring and evaluation of on-going project
- Chapter 4 Ex-post evaluation
- Chapter 5 Performance monitoring indicators
- Chapter 6 Technical note

#### Loan Disbursement Index and Project Performance Index

The Project developed project performance indicators to monitor operational status and produced effect of the project through the several case study projects. The indicators are categorized into two groups such as operational indicator and effect indicator. The Project developed the indicators for the following typical types of the project:

- Thermal power generation project
- Electricity distribution project
- Roads and highway project
- Telecommunications project
- Water supply project
- Education project
- Tourism project.

To monitor these 9 kinds of projects, total 71 indicators were proposed by the Project.

#### (2) Full Operation and Utilization of LP-MIS

The Project aims initially at offering appropriate suggestions how to improve existing LP-MIS, which was developed under World Bank project in 2002. PDMO intended to reply the suggestions from the Project to the Terms of Reference for the improvement of LP-MIS, which was supposed to be under different project directly managed by PDMO and the project was supposed to be carried out by the local

consultant. By improved LP-MIS together with M&E methodology, loan disbursement index and project performance index, new LP-MIS intended to start full operation.

However, LP-MIS is under improvement by local consultant at this moment (as of end of October, 2005). It will be completed in March 2006, according to PDMO. The delay of the improvement of LP-MIS is caused by the delay of employing consultants, which was just September 2005 due to delay of confirming scope of the project. The delay of confirming scope of the project depended largely on taking more time to expand the coverage project from only foreign funded project to both foreign and domestic funded projects. Accordingly, the full operation and utilization of LP-MIS has not yet achieved in the Project.

(3) Acquisition of Knowledge of M&E and Post Evaluation Method

JICA Expert of the Project tried to take possible opportunities to transfer technology and knowledge in M&E and post evaluation not only through trainings and seminars but also through on-the-job training, advice on daily works of PDMO staffs. The Project provided three times of trainings and three times of seminars in the course of the Project such as:

- Seminar on ODA evaluation
- Feedback seminar (1)
- Feed back seminar (2)
- Ex-post evaluation seminar
- Training program in Thailand (1: project planning, evaluation, appraisal and implementation management, 2: project monitoring and evaluation, 3: project post evaluation)
- Training program in Japan (seminar on evaluation of Japan's ODA loan projects)

Through these seminars and trainings, PDMO staffs acquired project cycle management, monitoring method, and theory and procedure of project evaluation. PDMO staffs learned data collection, analysis and reporting of post evaluation in practical data through Joint evaluation with JBIC, too.

These activities contributed for PDMO staffs in acquiring knowledge of M&E and post evaluation. In particular, staffs of SLPD have accumulated adequate knowledge regarding M&E and post evaluation as much as SPLD can make a technical transfer to the other agencies as well as Vietnamese delegations to Thailand, which is one of the outputs of this project.

### 3.3 Project Purpose

The capacity in M&E and post evaluation of foreign funded project of PDMO is strengthened through the Project. The evaluation grid includes the following questions to examine achievement of the project purpose:

- Adequacy of target group
- Achievement of outputs
- Recognition of importance of M&E and post evaluation
- Capacity to develop PDM
- Capacity to understand project evaluation
- Capacity to carry out M&E and post evaluation

The target group of the Project was Special Program Loan Division (SPLD), which was assigned to carry out LP-MIS development, project monitoring and post evaluation, and counterpart of the joint evaluation activities with JBIC in the PDMO. Accordingly, as the target group of the Project, SPLD is the most appropriate office in the PDMO. Regarding the achievements of outputs, most of the expected outputs in the PDM are achieved only except for LP-MIS as mentioned in the previous section. The concerned directors and higher offices evaluate that the SPLD staffs and training participants have understood importance of project evaluation and basic knowledge in M&E and post evaluation. With those acquirements, it is also felt that the SPLD staffs have a favorable motivation to manage M&E and post evaluation of PDMO projects by themselves. It is also pointed out that the SPLD staffs are improved their capacity to develop PDM by themselves, and acquire theory, procedure of the project evaluation, which are the indispensable basement of the project evaluation. The SPLD staffs were selected to participate in the joint evaluation with JBIC. It gave the staffs opportunity in practicing data collection, interviews, analysis and evaluation. Even the actual skill-up or up-lift of capacity of staffs in M&E and post evaluation can not be quantitatively measured at this moment, such motivation, right knowledge and practice of the post evaluation through the Project will guide strengthening of their capacity in the right way.

### **3.4 Implementation Process of Project Management**

#### **(1) Organization of Project Management**

The Project carried out one JICA Expert and counterparts from PDMO. Director General of PDMO, Deputy Director General of PDMO and Director of Project Loan Operation Bureau of PDMO were assigned as project director, deputy project director and project manager, respectively. Works of the Project and decision-makings were substantially made by JICA Expert and Counterparts who were selected from SPLD. The counterparts were partially engaged in the project, and partially in the dairy works. Full-time counterparts were not always available in the Project through the project period. Instead, the other SPLD staffs also supported the Project occasionally when the counterparts could not sufficiently serve the Project.

#### **(2) Ownership and Support of SPLD**

SPLD had high ownership on the Project due to urgent necessity to adequately build capacity in M&E

and post evaluation. SLDP was also required to carry out two post evaluation studies by themselves according to their action plan, too. These situations made the SPLD be keen to deeply involve in the Project.

(3) Cooperation / Involvement of other agencies

Through the joint evaluation with JBIC, the counterpart team contacted Metropolitan Waterworks Authority (MWA) to carry out the post evaluation. According to the result of interview, MWA was very cooperative to the study team. Other than this, the Project has relatively less cooperation/involvement of other agencies.

(4) Monitoring and evaluation on the Project

The Project is smaller size compared to the other JICA technical cooperation projects. The Project period was just one year project. Accordingly, there was neither ex-ante evaluation nor mid-term evaluation. Instead, the joint coordination committee was formulated to review the overall progress and achievements of the Project, to exchange views on major issues arising from or in connection with the Project, and to approve the modification to activities depending on the necessity. The committee consisted of Director General of PDMO as chairperson with representatives from several organizations. The committee has held several times of meeting for joint evaluation and others.

### 3.5 Implementation Process of Activities

According to the PDM, the following seven activities were taken into account:

- Assessment of need and existing tools for M&E
- Development of PDMO M&E Master Plan, Loan Disbursement Index and Project Performance Index
- Diagnosis of the Problem of LP-MIS and Suggestions of Solutions and Alternatives
- Assessment of Needs for the Training
- Implementation of Training Program on project M&E and Post Evaluation in Thailand
- Implementation of Training Program on project M&E and Post Evaluation in Japan
- Implementation of Joint Evaluation Program with JBIC

(1) Assessment of need and existing tools for M&E

The assessment of need and existing tools for M&E was consists of two tasks such as (1) collection and review of the closed project and the on-going project data, and (2) preparation of a study of monitoring and evaluation of on-going project and post evaluation of the closed project. Each task was scheduled to take 3 months from December 2004 to February 2005, and 3 months from January 2005 to March 2005, respectively. It was on time of the schedule in the plan of operation. The result of assessment was compiled in the Issue Paper No. 1 prepared by the JICA Expert and delivered to the SPLD staffs.

(2) Development of PDMO M&E Master Plan, Loan Disbursement Index and Project Performance Index  
PDMO M&E Action Plan (instead of Master Plan)

As mentioned in the section of 3.2 (1), PDMO action plan was formulated instead of the PDMO master plan. It was presented at the joint meeting held in February 2005 as on schedule. The action plan was appreciated by both PDMO and JBIC.

Loan Disbursement Index and Project Performance Index

Loan disbursement index and project performance index were scheduled to develop at the end of July 2005 after spending four months, and to be presented at the joint meeting scheduled at August 2005. As an actual performance, the Project produced these indexes at the end of September 2005, and presented them at the joint meeting held in October 2005. It covered 9 types of project by total 71 indicators. The tasks took two more months comparing to the original schedule. It is due to more work loads to prepare project performance indicators than that of initial expectation. The joint meeting accordingly delay two months due to delay of development of these indexes and due to coordination of best timing of the meeting among the members.

Guideline for M&E of Development Project

Guideline for M&E of development project was scheduled to carry out between August and November 2005. And, the result was also planned to be presented at the joint meeting to be held in November 2005. The Project kept the progress on time as schedule. The guideline was submitted in November 2005, and presented at the joint meeting held in November 2005.

(3) Diagnosis of the Problem of LP-MIS and Suggestions of Solutions and Alternatives

The diagnosis of the problem on current LP-MIS system and suggestions of solutions and alternatives were properly made on schedule. In the plan of operation, this task was scheduled to carry out as a part of tasks in (1), and the results of this task was also planned to be presented in the joint meeting. PDMO intended to develop TOR for employing consultants to improve LP-MIS in reflection to the suggestions, and scheduled to complete within the Project. As an actual performance, the Project produced the diagnosis and suggestions as scheduled. However, PDMO could not employ consultants as schedule due to delay of confirmation of the TOR. Accordingly, outcomes of the diagnosis and suggestions by the Project can not be seen yet.

(4) Assessment of Needs for the Training

The Project was planned to have several trainings to up-lift capacity of PDMO staff in M&E and post evaluation. In prior to the trainings, the Project was required to assess needs of training. Based on the analysis on the needs for the training in (4), the Project planned to formulate most appropriate training program through the following tasks:

- Review the work plan and assessment of the need of training program
- Prepare and draft the outline of training program
- Joint meeting to discuss the training

These tasks were scheduled to be carried out from December 2004 to March 2005. As an actual performance, the Project carried out these tasks from May 2005 to September 2005. It is a result of reschedule of the operation plan. There are two reasons for re-schedule. One reason is inadequate man power of the Project to carry out both the joint evaluation and training in Thailand at the same time. It partially caused by lack of full-time staff in the Project. The other reason is to concentrate the joint evaluation activities with JBIC to practice post evaluation. JICA Expert as well as SPLD considered that the learning opportunities should be available through the project period. So, the joint evaluation activities were set in the first half of the project period, and the training course in Thailand was set in the latter half.

(5) Implementation of Training Program on project M&E and Post Evaluation in Thailand

The Project was scheduled to organize 3 times of trainings in Thailand. The trainings were scheduled to be held in sometime during April to July in the original operation plan, but it held in September 2005 due to the re-schedule of the operation plan. The contents of trainings were drafted by the JICA Expert based on the needs assessment as described in (4), and then all training materials were developed by the JICA Expert. The JICA Expert made series of lectures to transfer the theory and procedure of project management, M&E and post evaluation on 19, 22 and 28 September 2005 at PDMO meeting rooms. 28 persons of trainees (or 63 persons of the total number of participants for 3 times of trainings) was attended in the trainings. The timing of trainings was not on schedule, but adequate trainings were given by the Project.

(6) Implementation of Training Program on project M&E and Post Evaluation in Japan

Training in Japan was carried out more or less as schedule. Director General of PDMO selected trainees. One trainee was selected from counterpart of the Project and the other trainee was selected from the other division who is not counterpart of the Project. These two PDMO staffs visited to Japan to participate in the JICA group training course from 16 to 28 October, 2005.

(7) Implementation of Joint Evaluation Program with JBIC

Joint evaluation with JBIC was carried out during December 2004 and April 2005. It was on the schedule of the plan of operation. The target project was Fourth Bangkok Water Supply Project and Fifth Project and Networks system Improvement Project. JBIC assigned Japanese consultant to facilitate the Joint evaluation and PDMO assigned 8 staffs to carry out the post evaluation on the target project. The 8 persons of assigned staffs were mainly selected from SPLD. PDMO staffs carried out data collection, interview and questionnaire surveys with JBIC Expert at December 2004. PDMO staffs continuously proceeded analysis, and then finally made post evaluation based on the five criteria. As the result of the joint evaluation, the team of JBIC consultant and PDMO staffs formulated post evaluation report at mid April 2005. Feed back seminar was held at the end of April, 2005.

## Chapter 4 Evaluation Results

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### 4.1 Evaluation for Each of the Five Criteria

#### (1) Relevance

##### Relevance to Policy of Thai Government

The Ninth National Economic and Social Development Plan emphasizes good governance to enhance efficiency in government service delivery based on people's participation, resource optimization, transparency, and open access to information. For this purpose, the Plan emphasizes restructuring the public administrative system to be transparent and accountable, and public information management systems should be constructed, and a result-based budgeting systems should be adopted. Along with this strategy, Thai government enacted Public Debt Management Act in 2005, which aims at properly managing public debt and reducing cost of borrowings. In the act, the report of monitoring and evaluation how the foreign loan effectively and efficiently utilized to the parliament. PDMO's responsibilities on public debt are:

- To prepare government debt servicing payment programs including the management of debt servicing payments,
- To monitor debt servicing payments made by state owned enterprises and other public organizations to ensure compliance with their commitments, and
- To supervise, monitor and evaluate public borrowing and public debt management programs, as well as, the performance of project loan implementation.

It could be therefore mentioned that PDMO have an obligation to response the new act to prepare monitoring and evaluation report on the loan projects. In this sense, PDMO have to improve its capacity of M&E and post evaluation. The Project is adequately hit the urgent and important requirement.

##### Relevance to Policy of Japan's ODA Policy to Thailand

The latest Japan's foreign aid policy basically emphasizes four of focal issues such as "poverty alleviation", "sustainable development", "global issues" and "peace construction". The policy also emphasizes to respond indigenous issues of respective country. Along with Japan's ODA policy, Economic cooperation Plan to Thailand has been prepared for long time. Currently latest plan is drafted in September, 2005. The plan recognized that Thailand is highly possible to arrive at the position of



“upper-middle income country” and needs to strengthen international competitiveness for sustainable growth, and response to the issues that emerge in maturing society as well as put importance on human security and regional cooperation. Among the four focal areas, the enhancement of competitiveness for sustainable growth aims at cooperating to “dual track policy”, which seeks international competitiveness and domestic demand expansion at the same time. For this purpose, the Japanese Government set technical cooperation guideline, which includes improvement of fiscal and financial system under the focal area of the enhancement of competitiveness for sustainable growth. Since the Project is recognized as the capacity building for the fiscal and financial system, it is said that the Project exactly meets the Japan’s ODA policy and Cooperation Plan to Thailand.

Meanwhile, JBIC also develops “Basic Strategy of Japan’s ODA Loan” as own operation plan along with Japan’s ODA policy. JBIC emphasizes four focal areas such as (1) poverty alleviation, (2) infrastructure provision for sustainable growth, (3) global issues and peace construction, and (4) human resource development. In particular for Thailand, JBIC emphasizes (1) urban environment, (2) rural development, and (3) human resource development. In addition, the strategy also pointed out that “foster their evaluation capabilities through such channels as joint evaluation with them, moving toward a long-term goal of having the developing countries conduct their own evaluation. In this sense, the Project exactly meets JBIC’s strategy in evaluation capacity building. In this sense, The Project aims at improving capacity of PDMO in M&E and post evaluation, so that the Project adequately meets the JBIC plan.

(2) Effectiveness

Contribution of Outputs to achieve Project Purpose

The Project achieved all outputs except for full operation and utilization of LP-MIS. Through those outputs, the PDMO staffs acquire theory, procedure and methodology of M&E and post evaluation through the Project. However, PDMO or the Project does not set numerical target to be verified by the end of the Project. The terminal evaluation team could apply satisfaction rate of training participants obtained from the questionnaire survey. For this, all of the participants feel increase of knowledge in M&E and post evaluation according to the questionnaire survey. In addition, it is observed that the PDMO staffs have a high motivation and confidence in M&E and post evaluation based on such knowledge.

Even though the staffs acquires knowledge of M&E and post evaluation adequately and have high motivation, there is the next question that whether current skill of staffs in project evaluation led to practical level or not. According to the questionnaire survey, all of the participants feel increase of knowledge in M&E and post evaluation and 80% of the participants think the knowledge from the training is applicable and useful to their daily works. Other than series of trainings, the Project had several opportunities to transfer the technology through OJT, producing guideline and joint evaluation with JBIC. These activities might contribute to improve capacity of staffs. As a supporting fact, high ranked officers also evaluate their staff improve capacity as well through the interview survey.

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Based on the facts and investigations above, it is accordingly clear that the Project contributes to strengthen capacity of PDMO staff in M&E and post evaluation in certain extent.

#### Causal Relationships

The PDM assumes that strengthening of capacity in M&E and post evaluation achieved through trained staffs remains to engage M&E works in the PDMO with using LP-MIS as a tool of M&E. The application of M&E and post evaluation method learned from the Project is also an important condition to achieve the project purpose in the PDM. These important assumptions and conditions are kept during the Project until now. Even LP-MIS is under improvement at this moment, the PDMO keeps strong intention to use LP-MIS as a main tool of M&E. The Project Team held weekly meeting to discuss Project activities. JICA Expert gave topics and inputs (draft ideas) in the meeting. On-the-job training and advice on the daily works of SPLD helped to improve capacity of staff as well. The staffs of SPLD produced monthly monitoring report to submit executing agencies through Director General of PDMO.

### (3) Efficiency

#### Inputs and Outputs

All inputs were made during scheduled Project period. Inputs from Japanese side were adequately managed in terms of inputs of JICA Expert and implementation of training programs. Inputs from Thai side were also appropriate. Project coordinator and counterparts were assigned and in kind inputs were done. Thai counterparts engaged in both the Project and own dairy tasks. Accordingly, when the counterparts were not available, the other staffs of Special Program Loan Division (SPLD) of PDMO supported the Project instead. Timing of training programs was re-scheduled to carry out at the latter half of the Project period to release too much burden in the first half of the Project period. It created an advantage to provide training opportunities during whole Project period.

The project accomplished more or less all activities and outputs as planned in the PDM except for LP-MIS. M&E guideline, project performance indicators were accomplished, even there are some delays from the original schedule. The Project made suggestions how to improve LP-MIS as schedule. However, project of LP-MIS improvement was delayed due to delay of confirming TOR for consultant. PDMO intended to expand LP-MIS to cover domestic projects as well as foreign funded projects. To reflect such intention, PDMO took longer time to finalize TOR. It resulted in failing to complete within the Project period. It disturbs full-operation and utilization of improved LP-MIS during the Project period.

Through the project activities, PDMO developed own PDM format to be applied Thai project based on the leanings from the Project, and 4 benchmarks to apply monitoring report. Two of them such as DPI (disbursement progress index) and PPS (Progress of Project Status) are used for monitoring report at this moment.

Comparing amounts of inputs and outputs, the Project is evaluated to achieve a high efficiency. The Project accomplished three main activities with large work loads within one year including development of M&E guideline (about 200 pages text), 71 indicators for 9 different fields of project, management of

joint evaluation with JBIC and training course in Thailand.

Cost Efficiency

The Project spent total cost of 8,179,000 Baht or 22.9 million Yen in the Project period. Cost items were just JICA Expert, expenses for expert's activities and training in Japan. The Project is categorized as technical cooperation project among the type of JICA schemes. Comparing to the other technical cooperation projects under JICA, the Project is unique in terms of size and nature. The Project cost is very low and there is only one long term JICA Expert without any short-term expert input. There is no equipment as well. Accordingly, it is said that the nature of the Project is more similar to JICA individual expert scheme rather than the technical cooperation project. Comparing the Project with other JICA individual experts, it is said that the Project produced much various outputs within one year rather than that of the JICA individual expert, under similar cost spent. It is therefore concluded that the Project was efficiently planned and implemented from the cost efficiency point of view.

(4) Impact

Prospects for the Achievement of The Overall Goal

With the circumstances that the outputs was almost achieved as mentioned in section 3.2, and assumptions and conditions were not changed, the project goal of disbursement rate has been drastically improved from 55.3 % in 2003 to 70.7 % in 2005, while borrowing cost has also been drastically improved from 53.13 million baht in 2003 to 29.65 million baht in 2004.

Table Accumulated Disbursement Rate for External Loan Project during 2003 -2005

	2003	2004	2005
Disbursement Rate	55.28 %	58.81 %	70.72 %
Borrowing cost (million baht)	53.13	29.65	N.A

Note: The year shows Thai fiscal year.  
Source: PDMO

It is obvious that reduction of borrowing cost has little relation with the Project. The improvement of disbursement rate might largely depend on many other factors such as strong mandate from cabinet and request from external funding organizations. However periodical monitoring information from PDMO might have a certain contribution to these improvements, which were improved based on the learning from the Project.

As mentioned in the previous section (3.3), SPLD staffs and training participants have acquired adequate basis of E&M and post evaluation. It seems to create a sort of positive chain reaction in the PDMO. The Project rise awareness of importance of project management and evaluation in PDMO, too. It supports the motivation of the SPDL staffs and training participants to engage in the M&E and post evaluation works in the PDMO. The knowledge and practice on M&E and post evaluation learned during the Project will appropriately guide strengthening of their capacity in the right way. It is expected to enhance more contribution to improve disbursement and to reduce borrowing cost.

#### Causal Relationships

The logic of PDM is effective that the correctly trained staffs enhance capacity of PDMO in M&E and post evaluation. It is supported by the facts that the SPLD staffs has started to develop own PDM format to apply to the domestic project, and will start own post evaluation from the next year (2006). For this purpose, the PDMO can get budget for two post evaluation studies.

#### Ripple Effects

The SPLD is developed as a resource center of M&E and post evaluation in Thai government. SPLD was invited to a workshop of project evaluation by several government agencies as a lecturer. SPLD also organized project evaluation workshop with 80 attendants from various government agencies in April 2005. In addition, SLDP was also requested by Vietnamese government to make a technical transfer on M&E and post evaluation. In the occasion that Vietnamese delegation visited to PDMO in October 2005, SPLD made a lecture regarding project evaluation to them. These are not initially expected outputs of the Project, but also a favorable by-product or ripple effect of the Project.

### (5) Sustainability

#### Policies and Systems

Under the recognition of importance of good governance, effective and efficient budget use has been rapidly aware in Thai government. The establishment of Public Debt Management Act (effective in 2005) is positioned along this context. This Public Debt Management Act is a legal background that PDMO carries out the M&E in future. Good governance will be more importantly recognized gradually, and the project evaluation will be important more and more for the results-based budgeting. In line with this recognition, evaluation and monitoring will be more strongly required for public investment. To response it, PDMO recognizes importance of preparing better tools and capable human resources to properly manage monitoring and project evaluation. Improvement of LP-MIS and introduction new GFMS (Government Fiscal Management Information System) are for the better tools. According to the PDMO Action Plan, PDMO tries to carry out post evaluation studies for all of foreign funded projects from 2008. PDMO will start own post evaluation from the next fiscal year, targeting two foreign funded project as an initial stage. It is therefore said that the circumstances, in particular policies and systems, to sustain the outputs of the Project is prepared.

#### Organizational and Financial Sustainability

Organization and capacity of staffs are adequate to maintain the outputs of the Project. While, PDMO has reasonable budget, for example, they utilized own budget to improve LP-MIS and post evaluation studies. There is no anticipated obstacle on this aspect.

#### Technical Sustainability

As mentioned previous sections, SPLD improved capacity in M&E and post evaluation as much as performing as a resource center and lecturer to the other agencies. However, SPLD staffs have still very limited experience in M&E and post evaluation. It will be overcome by practicing numbers of project evaluation. To carry out post evaluation for all foreign funded projects by themselves, it is also

necessary to improve some more capacity to reply increased volume of work loads. In particular, it is necessary to up-lift capacity of young staffs.

Social, Cultural and Environmental Sustainability

It seems that foreign funded project is going to decrease in Thailand. PDMO strongly intends to adopt the methodology and tools in M&E and post evaluation learned from the Project to the domestic funded projects in future. The outputs of the Project, thus, will be utilized in future to apply domestic projects.

## **4.2 Conclusion**

Thai government has emphasized good governance. The effective and efficient budget use has been rapidly recognized. Public Debt Management Act (effective in 2005) is positioned along this context. In line with this, project evaluation will also be important more and more for the results-based budgeting. To response it, PDMO recognizes importance of preparing better tools and capable human resources to properly manage monitoring and project evaluation. The Project is positioned in this vital context.

The Project was effectively and efficiently managed to carry out the activities. The Project produced various important outputs within just one year such as PDMO Action Plan, M&E guideline, 71 of indicators, training programs both in Thailand and Japan, and joint evaluation with JBIC, however, LP-MIS can not completed within the Project period due to delay of finalizing TOR. As a result, the Project contributes to strengthen capacity of SPLD in M&E and post evaluation in certain extend. It may construct sound bases to improve loan disbursement rate in future through better monitoring and evaluation system.

## Chapter 5      Recommendations and Lessons Learned

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### 5.1 Recommendations

(1) More Opportunity for Practice and Receiving Advice on Post Evaluation of PDMO

The Project provides SPLD staffs and others adequate knowledge of M&E and post evaluation, and the SPLD staffs practiced actual post evaluation through joint evaluation with JBIC. It is evaluated that SPLD has built a sound basis to start own post evaluation activities through the Project. With some more experience, SPLD will stand alone in M&E and post evaluation activities. For this purpose, it is necessary to off-set shortage of actual practices. Some joint post evaluation studies with JBIC will be a big support. In addition, certain system like joint evaluation with funding institutions in which a resource person occasionally monitors the monthly monitoring report and post evaluation report, and gives minimum advice is recommended to be established.

(2) More opportunity to train young staffs

PDMO plans to carry out post evaluation for all foreign funded projects in 2008, and to expand the coverage to the domestic funded projects in future. It will largely increase number of target projects, resulted in increasing work loads. To tackle this problem, it is necessary to properly distribute work tasks among the PDMO and to expand working capacity. For this purpose, it is recommended to up-lift capacity of young staffs. Currently, young staffs have limited training opportunities, comparing to the senior staffs. So, training program for young staffs should be taken into account.

(3) Improvement of Feed-back System of Monitoring Results

PDMO produces monthly monitoring report and distributes in MOF and to executing agencies. However, there is limited feed-back system to solve/mitigate problem to disturb loan disbursement. It is recommended to discuss among the stakeholders such as PDMO, budget bureau and executing agencies as to how the monthly monitoring report effectively and efficiently utilized to take necessary action to improve disbursement, reduce borrowing cost and enhance fiscal sustainability.

## 5.2 Lessons Learned

(1) Preparation of PDM

The Project could not accomplish one of outputs because of the delay of LP-MIS, which was managed outside the Project. It means that the Project relied partially on the external factor when it was planned. Since it is difficult to re-schedule or re-arrangement for short-time and small project like this Project, it need to pay more attention to produce PDM to minimize effects from such external factor.

(2) Concrete indicators for capacity building

The Original PDM set up verifiable indicators descriptively for evaluation of the Project. It is sometimes difficult to investigate magnitude of improvement of capacity through training program. In order to implement project evaluation more objectively, it is recommended to analyze and compare the level of knowledge before and after the Project, in particular for evaluation of training program. It is also desirable to pay attention on reflecting it into considering project activities during the the preparation of PDM.

(3) Practical Activity with Foreign Funding Institute

SPLD evaluates the joint evaluation with JBIC as a variable opportunity of exercising post evaluation. It implies that the exercise with foreign funding institute is effective to show the required standard of project evaluation and is a good opportunity to learn through practical training. With regard to the combination of practical activity and training program, the Project firstly provided the joint evaluation with JBIC, and then organized training courses later on. There is other option that the training program comes first to offer theory and procedure, then the joint evaluation comes next to offer exercise. Capacity building method should be flexibly formulated in accordance with motivation, capacity and needs of counterparts.





## **Appendix**

- A1 Minutes of Meeting (17 Nov. 2005)
- A2 Study Schedule
- A3 Project Design Matrix (PDM)
- A4 Evaluation Grid
- A5 Questionnaire, Question Items, etc.
- A6 Main Interviewees
- A7 Minutes
- A8 Data Collection and Analysis Results
- A9 List of Collected Literature and Documents
- A10 Other Related Materials
- A11 Major Participants to the Joint Evaluation



## A1 Minutes of Meeting

**MINUTES OF MEETING  
ON  
JAPANESE-THAI JOINT EVALUATION  
FOR  
THE PROJECT ON DEVELOPING THE CAPACITY OF THE GOVERNMENT  
TO POST EVALUATE THE EXTERNALLY FUNDED PROJECT**

The Japan International Cooperation Agency, together with the Public Debt Management Office, Ministry of Finance, and the Thailand International Development Cooperation Agency, Ministry of Foreign Affairs (hereinafter referred to as “the organizations concerned”) conducted the joint terminal evaluation for the Project on Developing the Capacity of the Government to Post Evaluate the Externally Funded Project from September 26 to November 17, 2005.

During this period, the organizations concerned had a series of discussions and exchanged views on the project, and jointly evaluated the achievements of the project.

As the result of the discussions, the organizations concerned agreed to record the matters in the documents attached hereto.

Bangkok, November 17, 2005



Mr. Mikiharu Sato  
Resident Representative,  
Japan International Cooperation Agency  
Thailand Office



Mrs. Pannee Sathavarodom  
Director-General  
Public Debt Management Office,  
Ministry of Finance

A2 Study Schedule

Tasks	October				November			
	3-7	10-14	17-21	24-28	31-4	7-11	14-19	21-25
Kick-off Meeting	●							
Preparation of Evaluation Grid		●						
Survey and Analysis		■						
Prparation of Interim Report			■					
Submission of Interim Report			●					
Wrap-up Meeting			●					
Preparation of Draft Final Report				■				
Submission of Draft Final Report					●			
Comments					■			
Aditonal Survey and Analysis						■		
Preparation of Final Report						■		
Submission of Final Report							●	
JCC Meeting								●
Reproduction of Final Report								■

Project Title: Developing the Capacity of the Government to Post Evaluate the Externally Funded Project, Public Debt Management Office (PDMO), Ministry of Finance Thailand  
 Target Area: Monitoring and Evaluation of Externally Funded Project Target Group: Public Debt Management Office Staff (level 4-7) Duration: JFY 2004- 2005 (1 Year)

Version: PDM04  
 Date : 20/9/04

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<b>Overall Goal</b> -Public debt and externally funded projects are managed - effectively and efficiency within fiscal sustainability framework and minimize the cost of borrowing.	-The External funded project disbursement rate is improved. -The reduction in cost of borrowing : the commitment fee or service charge is being paid less than before.	-PDMO Master Plan. -The Lender's monthly statement.	-Thailand has a positive economic outlook. -The Project Implementation Unit achieves project disbursement target
<b>Project Purpose</b> -The capacity in Monitoring and Evaluation (M&E) and Post Evaluation of external funded project of PDMO is strengthened	-The external funded project is being monitored and evaluated by JBIC /International standard. - PDMO improves M&E methodology reflected by JBIC/International standard - Loan Portfolio Management Information System (LP-MIS) is functional and fully operated or is being modified to serve the current M&E trend of PDMO.	-PDMO M&E Plan - Project Loan Operation Bureau Monthly Report.	-PDMO's evaluation system isn't changed drastically. -LP-MIS is being used as the M&E tool.
<b>Outputs</b> 1. PDMO develops M&E methodology and Loan disbursement index and project performance index. 2. LP-MIS becomes fully operated and used as M&E tool. 3. PDMO staffs acquire the knowledge of M&E and Post Evaluation Method	1.1 Project performance auditing benchmark is modified 1.2 Guideline for project M&E is formulated 2. PDMO increases the usage of LP-MIS. 3.1 Training participants in Thailand understand the methodology of Project Planning, Evaluation and Appraisal, and Implementation Management 3.2 Training participants in Thailand understand the methodology of Project M&E 3.3 Training participants in Thailand understand the methodology of Project Post Evaluation 3.4 Training participants in Japan and participants of joint evaluation program understand the project evaluation method in JBIC	- The external funded project M&E quarterly monthly report. - The M&E and post evaluation manual. - The loan disbursement index and project performance index. - LP-MIS operation plan. - Training and joint evaluation reports from participants	-Targeted C/Ps and trained staffs remain in their working field in project evaluation.
<b>Activities</b> 1.1 Assessment the need and existing tool for M&E and post evaluate the external funded project. 1.2 Developing PDMO M&E master plan & Loan Disbursement Index and project performance index. 2.1 Diagnosis of the problem of LP-MIS and suggesting solution and alternative. 3.1 Assessing the need for the training 3.2 Implementing training program on project M&E and Post Evaluation in Thailand 3.3 Implementing training program on project M&E and Post Evaluation in Japan 3.4 Implementing the joint evaluation program with JBIC	<b>Inputs</b> < Japanese Government > In kind and financial support - JICA Expert (12 man-months). - Training in Japan (1-2 man-months)	< Thai Government > In Kind Support -Program Coordinator ( 12 man -months). -Working space and Utilities for JICA Expert -Workshop room.	-JICA provides the justified program support. -Availability of the workshop instructors and participants -Communication and coordination is properly managed among related divisions.  <b>Pre-Conditions</b> The Program is mutually agreed and approved by Thai and Japanese government and the program memorandum.

A4 Evaluation Grid

	Evaluation Questions		Criteria and Methodology for Judgment	Required Data	Information Source	Data Collection
	Question	Sub Question				
Relevance	Did the overall goal of the project meet relevant policies of Thai government ?	Was the necessity of goal of the project recognized by Thai Government ?		-PDMO Plan -5 year Plan	-PDMO -NESDB -JICA	-Review
		Was the necessity of goal of the project recognized by PDMO ?		-PDMO Plan	-PDMO -JICA	-Review
		Was it (and is it, and will it be) appropriate to assign responsibility of externally funded project evaluation to PDMO, within the framework of national result-based management system?		-PDMO Plan -Opinion of PDMO	-PDMO -JICA	-Review -Interview
	Was the selected target group appropriate ?	Why was it so important, and is it so important to improve the capacity of monitoring evaluation of foreign funded project ?		Understanding on the project of staffs of PDMO	-JICA -Concerned director(s) of PDMO -Staffs of PDMO	-Review -Interview/questionnaire
	Did the project meet Japanese ODA policy ?	In terms of MOFA's assistance policy to Thailand ?		Japanese ODA policy	MOFA Homepage	-Review
		In terms of JICA's Country assistance policy of Thailand ?		JICA's ODA policy to Thailand	JICA Homepage JICA Expert	-Review
		In terms of JBIC's operation strategy to Thailand ?		JBIC's operation strategy to Thailand	JBIC	-Interview -Review
Effectiveness	Was the outputs achieved?	Was project performance auditing benchmark modified ?	Availability of performance auditing benchmark	Performance auditing benchmark	-Concerned director(s) of PDMO -JICA Expert	-M&E quarterly report -M&E and post evaluation manual -Loan Disbursement Index and Performance Index
		Was guideline for project M&E formulated ?	Availability of guideline	Guideline	-Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview
		Did the Project carry out the diagnosis and suggestions on LP-MIS ?	Reort on diagnosis and suggestions	Contents	-Concerned director(s) of PDMO -JICA Expert	Interview
		Do PDMO staffs increase the usage of LP-MIS ?	Comparison before and after	Frequency of use of LP-MIS	-Staffs of PDMO -Concerned director(s) of PDMO -JICA Expert	Interview
		Does the training participants in Thailand understand the methodology of project	Evaluation of boss	Evaluation from boss and relevant persons	-Participants of training course	Review of Training reports Review of the joint

	planning, evaluation and appraisal, and implementation management ?			-Concerned director(s) of PDMO -JICA Expert	evaluation report interview
	Does the training participants in Thailand understand the methodology of project M&E ?	Evaluation of boss	Evaluation from boss and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview
	Does the training participants in Thailand understand the methodology of project post evaluation ?	Evaluation of boss	Evaluation from bosses and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview
	Does the training participants in Japan and participants of joint evaluation program understand the project evaluation method in JBIC ?	Evaluation of boss	Results of joint evaluation program with JBIC Evaluation from boss and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert -JBIC	Review of Training reports Review of the joint evaluation report interview
Did the outputs contribute to the project purpose ?	Is the external funded project being monitored and evaluated by JBIC/International standard ?		Opinion of PDMO and relevant persons	-Concerned director(s) of PDMO -JBIC -JICA Expert	interview
	Does PDMO improve M&E methodology reflected by JBIC/International standard ?		Opinion of PDMO and relevant persons	-Concerned director(s) of PDMO -JBIC -JICA Expert	Interview
	Is LP-MIS functional and fully operated or is being modified to serve the current M&E trend of PDMO ?		Current use of LP-MIS	-Concerned director(s) of PDMO -JICA Expert	Questionnaire
	Do staffs of PDMO use M&E tools (manual, index etc) produced in the project ? For what projects you applies the monitoring and evaluation tools, and ex-post evaluation methodologies ? And what is produced/is planned to produce by PDMO ?		Frequency of use of the tools	-Staffs of PDMO -Concerned director(s) of PDMO	Questionnaire
Was there any obstacles/constraints to achieve the project purpose in the course of project ?			Opinion of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO -JICA Expert	Interview
How has the importance of M&E and ex-post evaluation been recognized in PDMO through the implementation of the			Opinion of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO	Interview

	project ?				-JICA Expert	
Efficiency	Did the inputs adequate against the outputs achieved ?	Was the input of expert adequate ? (quality and quantity)		Actual input	-Concerned director(s) of PDMO -JICA Expert -PDMO staff	Interview
		Was the quality and quantity of trainings adequate ?		Number of training and trainees Programs	-Concerned director(s) of PDMO -JICA Expert -PDMO staff	Questionnaire survey Interview
		Was the M&E tools produced by the project (manual index etc.) adequate in terms of quality?		Opinion of PDMO	-Report -JICA Expert -PDMO staff	Interview
	Did the project input appropriate comparing to the other similar projects of JICA ?	Appropriateness of project cost	Comparison to terminal evaluation results of similar project	Actual figure	-Concerned director(s) of PDMO -JICA	Review of similar JICA projects Interview
		Appropriateness of training cost	Comparison to terminal evaluation results of similar project	Actual figure	-Concerned director(s) of PDMO -JICA	Review of similar JICA projects Interview
		Appropriateness of timing and duration of inputs in accordance with outputs	Comparison to terminal evaluation results of similar project	Actual figure	-JICA	Review of similar JICA projects Interview
	Was there any obstacles/constraints on project activities in the course of project ?			Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview
	Was implementation arrangements effective ?	How the project implementation was controlled within the project team (in working level) ? How was it monitored and controlled by the management of PDMO ?		Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview
		Was the support from JICA and JBIC sufficient ?		Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview
		How was the coordination/cooperation with other relevant organizations ?		Opinion of PDMO JICA Expert	-Concerned director(s) of PDMO -JICA Expert	Interview
Impact	How does the improvement of capacity and acquirement of know-how through the project influence PDMO ?	Is there any improvement of operation of M&E ?		Opinions of director, staffs of PDMO, and JICA Expert	-Concerned director(s) of PDMO -PDMO Staffs -JICA Expert	Interview
		Is there any influence organization of PDMO ?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview
	Is the overall goal going to achieve by the project in future ?	How does the external funded project disbursement rate improved in near future?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview
		How is the cost of borrowing reduced in near future ?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview



		What kind of actions does PDMO have to take/plan to take in order to materialize the expected impacts ?		Future plan	-Concerned director(s) of PDMO	Review of future plan Interview
	Will a contribution of the project be high for improvement of external funded project ?	In terms of improvement of disbursement rate	Based on comparison between before and after of the project in future	Opinion of staffs of PDMO Opinion of JICA Expert Opinions from relevant person	-JICA Expert -Concerned director(s) of PDMO	Interview
		In terms of cost reduction of borrowing	Based on comparison between before and after of the project in future	Opinion of staffs of PDO Opinion of JICA Expert Opinions from relevant person	-Concerned director(s) of PDMO -JICA Expert -Relevant person (PDMO, JBIC)	Interview
	Is there any other side impacts ?			Opinion of staffs of PDO Opinion of JICA Expert Opinions from relevant person	-Concerned director(s) of PDMO -JICA Expert -Relevant persons	Interview
Sustainability	Does PDMO have clear evaluation and monitoring policy, operation plan ?	Does PDMO set up adequate evaluation and monitoring plan based on results of the project ?		Evaluation and monitoring plan, if there is.	-Concerned director(s) of PDMO	Interview
		Does PDMO set up adequate organization to manage evaluation and monitoring works based on results of the project ?		Organization chart Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
	Does PDMO have enough capacity to continue to use M&E tools (manual, indicators) and LP-MIS produced /improved /modified by the Project ?	Operation and management capacity		Organization chart and staffing Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
		Financial Capacity		budget Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
		If you need to strengthen/improve your capacity, what kinds of program does PDMO implement in the future ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO -JICA Expert -JBIC	Interview
	Does the PDMO keep to use technology/know-how transferred by the project in future ?	What is your future plan to use and apply the tools and know-how obtained through implementation of the project ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
		What kinds of needs for M&E (PDMO's internal demand, and /or request from organizations outside PDMO) do you expect in the future ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
		With a declining trend of foreign funded projects (foreign borrowings), in which		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview

	areas (and how) do you utilize the tools and know-how acquired by the project ?				
Can PDMO technically transfer the monitoring and evaluation techniques to others ?	Does PDMO have adequate capacity to make a technical transfer of monitoring and evaluation techniques to the other project executing agencies ?	Manual, guideline Capacity of staff	Manuals, guideline etc. Staff capacity	-Concerned director(s) of PDMO -PDMO staff	Interview
	Does PDMO has any plan to have project executing agencies apply monitoring and evaluation techniques to their development projects ?		Availability of plan (written)	-PDMO plan -Concerned director(s) of PDMO	Interview
Will the PDMO keep to improve themselves based on the project?	Improvement of tools and system		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview
	Improvement of human resources		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview



**6. How much will you apply the knowledge you got from the training for you job?**

Highest                       High                       Fair                       Low

**7. Do you satisfy the training?**

(1) Course 1                       Very much                       Good     Unsatisfied  
(2) Course 2                       Very much                       Good     Unsatisfied  
(3) Course 3                       Very much                       Good     Unsatisfied

**8. Rank the topics that you satisfy from 1 (most satisfy) – 6 (less satisfy)**

(1) Project management cycle                        
(2) Project planning                        
(3) Project appraisal                        
(4) Project monitoring                        
(5) Project evaluation                        
(6) Project post evaluation                     

**9. In order to increase you ability/understanding in M&E, do you think should it be any other training course? Please specify the training topic.**

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**Thank you for your cooperation**

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**A6 Main Interviewees**

Mr. Teerasak Mongkolpod	Director, Project Loan Operation Bureau, PDMO
Ms. Arunwan Yomjinda	Director, Special Loan Program Division, Project Loan Operation Bureau, PDMO
Mr. Yuthapong Eamchang	Economist 6, Special Loan Program Division, Project Loan Operation Bureau, PDMO
Ms. Suribha Satayanon	Director, International Cooperation Division, Project Loan Operation Bureau, PDMO
Ms. Jindarat Viriyataveekul	Director, Fund Management Division, Payment Administration and IT Bureau, PDMO
Mr. Hachiro Ida	JICA Expert, PDMO
Mr. Taisuke Miyao	Senior Representative, JBIC Bangkok Office
Mr. Kensuke Fukawa	Representative, JBIC Bangkok Office

A7 Minutes

	Evaluation Questions		Criteria and Methodology for Judgment	Required Data	Information Source	Data Collection	Results	
	Question	Sub Question						
Relevance	Did the overall goal of the project meet relevant policies of Thai government ?	Was the necessity of goal of the project recognized by Thai Government ?		-PDMO Plan -5 year Plan	-PDMO -NESDB -JICA	-Review	Good governance, transparency and accountable administration, results-based budgeting system are the important key words of Thai Government.  Public Debt Management Act is effective in 2005.	
		Was the necessity of goal of the project recognized by PDMO ?		-PDMO Plan	-PDMO -JICA	-Review	Yes. Improvement of capacity in M&E is a strong requirement from the Government. It is written in the PDMO Strategy.	
		Was it (and is it, and will it be) appropriate to assign responsibility of externally funded project evaluation to PDMO, within the framework of national result-based management system?		-PDMO Plan -Opinion of PDMO	-PDMO -JICA	-Review -Interview	Yes. PDMO is assigned to prepare monitoring report of disbursement progress and post evaluation of foreign loan project.	
	Was the selected target group appropriate ?	Why was it so important, and is it so important to improve the capacity of monitoring evaluation of foreign funded project ?		Understanding on the project of staffs of PDMO	-JICA -Concerned director(s) of PDMO -Staffs of PDMO	-Review -Interview /question naire	Same as above answer	
	Did the project meet Japanese ODA policy ?	In terms of MOFA's assistance policy to Thailand ?		Japanese ODA policy	MOFA Homepage	-Review	Economic Cooperation Plan to Thailand focuses "International competitiveness" as one of focal cooperation areas. This includes strengthening of institutional and legal framework. One important issue of this is strengthening of fiscal and financial capacity.	
		In terms of JICA's Country assistance policy of Thailand ?		JICA's ODA policy to Thailand	JICA Homepage JICA Expert	-Review	Above plan is concerned with JICA.	
		In terms of JBIC's operation strategy to Thailand ?		JBIC's operation strategy to Thailand	JBIC	-Interview -Review	One of JBIC's focal area is human resource development. Capacity in M&E is an important subject for human resource development.	
	Effectiveness	Was the outputs achieved?	Was project performance auditing benchmark modified ?	Availability of performance auditing benchmark	Performance auditing benchmark	-Concerned director(s) of PDMO -JICA Expert	-M&E quarterly report -M&E and post evaluation manual -Loan Disbursement	Yes. The Project produced 71 indicators for 9 types of project.

					Index and Performance Index	
	Was guideline for project M&E formulated ?	Availability of guideline	Guideline	-Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview	Yes. M&E guideline is completed.
	Did the Project carry out the diagnosis and suggestions on LP-MIS ?	Report on diagnosis and suggestions	Contents	-Concerned director(s) of PDMO -JICA Expert	Interview	Yes. It was compiled in March as issue paper No.1.
	Do PDMO staffs increase the usage of LP-MIS ?	Comparison before and after	Frequency of use of LP-MIS	-Staffs of PDMO -Concerned director(s) of PDMO -JICA Expert	Interview	No. Improvement of LP-MIS is on going now. It will be finished in March, 2006.
	Does the training participants in Thailand understand the methodology of project planning, evaluation and appraisal, and implementation management ?	Evaluation of boss	Evaluation from boss and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview	Yes. The Project made a lecture on project cycle and project cycle management in the first training course held on 19 September, 2005. The participants understand the methodology of project planning, evaluation and appraisal, and implementation management.
	Does the training participants in Thailand understand the methodology of project M&E ?	Evaluation of boss	Evaluation from boss and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview	Yes. The Project made a lecture on monitoring and evaluation in the second training course held on 22 September, 2005. The participants understand the project evaluation and monitoring
	Does the training participants in Thailand understand the methodology of project post evaluation ?	Evaluation of boss	Evaluation from bosses and relevant persons	-Participants of training course -Concerned director(s) of PDMO -JICA Expert	Review of Training reports Review of the joint evaluation report interview	Yes. The Project made a lecture on project cycle and project cycle management in the third training course held on 28 September, 2005. The participants understand five criteria and procedure of post evaluation,
	Does the training participants in Japan and participants of joint	Evaluation of boss	Results of joint evaluation	-Participants of training course	Review of Training	Yes. The Project made a joint evaluation from Nov.2004 to April 2005 with adopting JBIC's methodology. The participants understand post

		evaluation program understand the project evaluation method in JBIC ?		n program with JBIC Evaluation from boss and relevant persons	-Concerned director(s) of PDMO -JICA Expert -JBIC	reports Review of the joint evaluation report interview	evaluation of JBIC through data collection, interview, analysis and report compilation.
	Did the outputs contribute to the project purpose ?	Is the external funded project being monitored and evaluated by JBIC/International standard ?		Opinion of PDMO and relevant persons	-Concerned director(s) of PDMO -JBIC -JICA Expert	interview	Partially Yes. According to the statistics of disbursement rate of PDMO, the rate has been improved 55% in 2003 to 70% in 2005. The Project may contribute to this partially.
		Does PDMO improve M&E methodology reflected by JBIC/International standard ?		Opinion of PDMO and relevant persons	-Concerned director(s) of PDMO -JBIC -JICA Expert	Interview	Yes. SPLD submitted proposal to adopt JBIC method into the monitoring report and post evaluation.
		Is LP-MIS functional and fully operated or is being modified to serve the current M&E trend of PDMO ?		Current use of LP-MIS	-Concerned director(s) of PDMO -JICA Expert	Question naire	No. LP-MIS is now under improvement. The improvement will be complied in March ,2006.
		Do staffs of PDMO use M&E tools (manual, index etc) produced in the project ? For what projects you applies the monitoring and evaluation tools, and ex-post evaluation methodologies ? And what is produced/is planned to produce by PDMO ?		Frequency of use of the tools	-Staffs of PDMO -Concerned director(s) of PDMO	Question naire	Yes. PDMO staffs use M&E guideline and indicators produced by the Project. Currently, these tools are used for the M&E of foreign funded project, but will be used for the domestic project as well in future.
	Was there any obstacles/constraints to achieve the project purpose in the course of project ?			Opinion of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO -JICA Expert	Interview	Project period is tight with many activities. Staffs have to take care the project and dairy works. It was difficult to manage the Project.
	How has the importance of M&E and ex-post evaluation been recognized in PDMO through the implementation of the project ?			Opinion of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO -JICA Expert	Interview	It was recognized even before the Project by Public Debt Management Act. The Project gave how to do it.
Efficiency	Did the inputs adequate against the outputs achieved ?	Was the input of expert adequate ? (quality and quantity)		Actual input	-Concerned director(s) of PDMO -JICA Expert -PDMO staff	Interview	Yes. JICA Expert was enough to produce outputs.



		Was the quality and quantity of trainings adequate ?		Number of training and trainees Programs	-Concerned director(s) of PDMO -JICA Expert -PDMO staff	Question naire survey Interview	Yes. 3 times of training course in Thailand were well prepared with hand outs ,and were well organized.
		Was the M&E tools produced by the project (manual index etc.) adequate in terms of quality?		Opinion of PDMO	-Report -JICA Expert -PDMO staff	Interview	Yes. M&E guideline and index was appropriate to use.
	Did the project input appropriate comparing to the other similar projects of JICA ?	Appropriateness of project cost	Comparison to terminal evaluation results of similar project	Actual figure	-Concerned director(s) of PDMO -JICA	Review of similar JICA projects Interview	Yes. Comparing to individual expert of JICA scheme, the Project produced various outputs within limited inputs.
		Appropriateness of training cost	Comparison to terminal evaluation results of similar project	Actual figure	-Concerned director(s) of PDMO -JICA	Review of similar JICA projects Interview	The Project spent very limited training cost only for training course in Japan.
		Appropriateness of timing and duration of inputs in accordance with outputs	Comparison to terminal evaluation results of similar project	Actual figure	-JICA	Review of similar JICA projects Interview	Training course was re-scheduled to the later stage of the Project period to avoid duplication of activities during the beginning of the Project. However, it has no problem observed as a output.
	Was there any obstacles/constraints on project activities in the course of project ?			Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview	Delay of LP-MIS disturbs to full operation and utilization of the Project.
	Was implementation arrangements effective ?	How the project implementation was controlled within the project team (in working level) ? How was it monitored and controlled by the management of PDMO ?		Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview	JICA Expert produced draft outputs and then it was discussed among the counterparts and JICA Expert. The activities were managed with weekly meeting between JICA Expert and SPLD.
		Was the support from JICA and JBIC sufficient ?		Opinion of PDMO	-Concerned director(s) of PDMO -JICA Expert	Interview	There was no support expected except for the joint evaluation with JBIC.
		How was the coordination/cooperation with other relevant organizations ?		Opinion of PDMO JICA Expert	-Concerned director(s) of PDMO -JICA Expert	Interview	The relationship with other agencies were limited. Coordination made for only joint evaluation and seminar. They were managed well.
Impact	How does the improvement of capacity and acquirement of	Is there any improvement of operation of M&E ?		Opinions of director, staffs of	-Concerned director(s) of PDMO -PDMO	Interview	SPLD will carry out post evaluation studies by itself based on the learning from the Project, in particular joint evaluation with JBIC.

	know-how through the project influence PDMO ?			PDMO, and JICA Expert	Staffs -JICA Expert		
	Is there any influence organization of PDMO ?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview	SPLD were invited to be a lecturer of M&E and post evaluation to the workshops organized by other agencies. Vietnamese delegation came to learn M&E and post evaluation.	
	Is the overall goal going to achieve by the project in future ?	How does the external funded project disbursement rate improved in near future?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview	Disbursement Progress Index (DPI) will be used to monitor disbursement of foreign funded project and report to D/G of PDMO and Disbursement Control Committee. D/G or the Committee reports to the executing agencies if the report find some problems.
		How is the cost of borrowing reduced in near future ?	Comparison between before and after	Actual figure	-Concerned director(s) of PDMO	Interview	Progress of disbursement positively affect to reduce commitment.
		What kind of actions does PDMO have to take/plan to take in order to materialize the expected impacts ?		Future plan	-Concerned director(s) of PDMO	Review of future plan Interview	PDMO plans to operate Government Fiscal Management Information System within 2 years.
	Will a contribution of the project be high for improvement of external funded project ?	In terms of improvement of disbursement rate	Based on comparison between before and after of the project in future	Opinion of staffs of PDMO Opinion of JICA Expert Opinions from relevant person	-JICA Expert -Concerned director(s) of PDMO	Interview	Yes. In fact, disbursement rate has been improved from 55% in 2003 to 71% in 2005. This supposes to continue.
		In terms of cost reduction of borrowing	Based on comparison between before and after of the project in future	Opinion of staffs of PDO Opinion of JICA Expert Opinions from relevant person	-Concerned director(s) of PDMO -JICA Expert -Relevant person (PDMO, JBIC)	Interview	Cost of borrowing is decreased.
	Is there any other side impacts ?			Opinion of staffs of PDO Opinion of JICA Expert Opinions from relevant person	-Concerned director(s) of PDMO -JICA Expert -Relevant persons	Interview	SLDP knew actual project operation and persons in executing agencies through the joint evaluation with JBIC. SPLD becomes a resource center of M&E and post evaluation to give lecture to other agencies and Vietnamese.
Sustainability	Does PDMO have clear evaluation and monitoring policy,	Does PDMO set up adequate evaluation and monitoring plan		Evaluation and monitoring	-Concerned director(s) of PDMO	Interview	In the Action Plan, SPLD will carry out evaluation studies by its self from next year. It will cover all foreign funded projects within 2008.

operation plan ?	based on results of the project ?		g plan, if there is.			
	Does PDMO set up adequate organization to manage evaluation and monitoring works based on results of the project ?		Organization chart Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	OSU is the team for M&E and post evaluation. It has 4 staffs.
Does PDMO have enough capacity to continue to use M&E tools (manual, indicators) and LP-MIS produced /improved /modified by the Project ?	Operation and management capacity		Organization chart and staffing Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	Current capacity is adequate in terms of ability and work volume to cover foreign funded project. In future, if coverage expanding to domestics funded projects, current capacity will be insufficient.
	Financial Capacity		budget Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	Financial capacity is adequate Even now, PDMO obtained budget for IP-MIS improvement and 2 post evaluation studies.
	If you need to strengthen/improve your capacity, what kinds of program does PDMO implement in the future ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO -Staffs of PDMO -JICA Expert -JBIC	Interview	Through the Project, PDMO learned M&E and post evaluation method of JBIC and JICA, the method of other organization should be learned. Based on the indicators, indicators for other types of project should be developed.
Does the PDMO keep to use technology/know-how transferred by the project in future ?	What is your future plan to use and apply the tools and know-how obtained through implementation of the project ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	To apply it post evaluation activities and expend it to cover domestic funded projects
	What kinds of needs for M&E (PDMO's internal demand, and /or request from organizations outside PDMO) do you expect in the future ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	In future, foreign funded project will be reduced, instead domestic funded project will be increased. The M&E and post evaluation will target to the domestic funded project gradually, too.
	With a declining trend of foreign funded projects (foreign borrowings), in which areas (and how) do you utilize the tools and know-how acquired by the project ?		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	Same as the answer above. In addition, M&E of mega-project will target projects.
Can PDMO technically transfer the monitoring and evaluation techniques to others ?	Does PDMO have adequate capacity to make a technical transfer of monitoring and evaluation techniques to the other project executing	Manual, guideline Capacity of staff	Manuals, guideline etc. Staff capacity	-Concerned director(s) of PDMO -PDMO staff	Interview	Yes. It has been done for other agencies and Vietnamese delegation.

	agencies ?					
	Does PDMO has any plan to have project executing agencies apply monitoring and evaluation techniques to their development projects ?		Availability of plan (written)	-PDMO plan -Concerned director(s) of PDMO	Interview	SPLD plans to distribute results of monitoring and evaluation report to other agencies. SPLD also plans to organize seminars on M&E and post evaluation method.
Will the PDMO keep to improve themselves based on the project?	Improvement of tools and system		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	Yes
	Improvement of human resources		Opinion of Director of PDMO	-Concerned director(s) of PDMO	Interview	Yes.

## A8 Data Collection and Analysis Results

## (1) Data Collection

- Name list of the attendants of Practical Training for Monitoring and Evaluation of Development Project Training Course (Thai)
- PDMO Organization Chart (Thai)
- Accumulated disbursement for External Loan Project during 2003-2005 (Table) (Thai)
- Remaining Debt and Interest Expense decreasing in the fiscal year 2003-2005 (Table) (Thai)
- Division, Budget in the year 2005, SWOT Analysis (Thai)
- Performance auditing benchmark (Indicators)

## (2) Questionnaire Survey

Total Number of Training Participants:

29 (total number of participants for 3 courses is 63 persons)

Total Number of Samples (respond the questionnaire)

20

1	Training Attendants	Samples	%
Course 1	26	17	65%
Course 2	23	19	83%
Course 3	14	10	71%

1	Attend	(%)
One Course	6	21%
Two Course	12	41%
Three Course	11	38%
Total	29	100%

2	Excellent	(%)	Good	(%)	Fair	(%)	Unsatisfied	(%)
(1)	2	10	17	85	1	5		0
(2)	3	15	12	60	5	25		0
(3)	5	25	14	70	1	5		0
(4)	4	20	12	60	4	20		0
(5)	1	5	15	75	4	20		0

3	Excellent	(%)	Good	(%)	Fair	(%)	Absolutely no idea	(%)
(1)		0		0	19	95	1	5
(2)	1	5	19	95		0		0

4	Highest	(%)	High	(%)	Fair	(%)	Low	(%)
	1	5	12	60	7	35		0

5	Highest	(%)	High	(%)	Fair	(%)	Low	(%)
		0	16	80	4	20		0

6	Highest	(%)	High	(%)	Fair	(%)	Low	(%)
	1	5	15	75	4	20		0

7	Very much	(%)	Good	(%)	Unsatisfied	(%)	Total
Course 1	3	15	13	65	1	5	17
Course 2	4	20	13	65	1	5	18
Course 3	2	10	8	40		0	10

8 The rank of topics they satisfy

	1	Point (=No*6)	2	Point (=No*5)	3	Point (=No*4)	4	Point (=No*3)
(1)	5	30	2	10	3	12	0	0
(2)	6	36	4	20	2	8	2	6
(3)	1	6	4	20	3	12	6	18
(4)	4	24	3	15	5	20	2	6
(5)	1	6	7	35	3	12	8	24
(6)	3	18	0	0	3	12	1	3

	5	Point (=No*2)	6	Point (=No*1)	Sum Point	Total	Rank
(1)	3	6	6	6	64	19	5
(2)	5	10	0	10	90	19	1
(3)	4	8	1	8	72	19	4
(4)	5	10	1	10	85	20	2
(5)	1	2	0	2	81	20	3
(6)	1	2	9	2	37	17	6

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A9 List of Collected Literature and Documents

- Issue Paper No.1 Loan Portfolio Management Information System
- Post Evaluation Report on Forth Bangkok Water Supply Project (II) and Fifth Project Networks System Improvement Project
- Seminar on Evaluation of Japan's ODA Loan Projects JFY 2005
- Minutes of Discussion on The Joint Evaluation for Forth Bangkok Water Supply Project and Fifth Project Networks System Improvement Project between Japan Bank for International Cooperation and Public Debt Management Office, Ministry of Finance
- The Record of Discussions between Japan International Cooperation Agency and Public Debt Management Office, Ministry of Finance, Kingdom of Thailand
- Technical Cooperation Project: Developing The Capacity of The Government to Post Evaluate The Externally Funded Project Progress Review Meeting
- PDMO's Action Plan for Monitoring and Evaluation of Developing Projects
- ASEM Trust Fund for the Asian Financial Crisis Implementation Completion Summary Thailand: Developing the Capacity of the Government to Monitor, Evaluate and Support Implementation of Externally-Funded Projects
- LP-MIS Manual
- Document from Public Debt Management Office : Vision, Task, Target & Strategy, present Organization structure (Thai)
- Report on Foreign Loan Project Status, September 2005 (Thai)
- Foreign Loan Project Efficiency Evaluation (Thai)
- Strategy of Operation Bureau: Vision, Mission, Goal, Project, Responsible (Thai)

A10 Other Related Materials

- The Ninth National Economic and Social Development Plan (2002-2006), 2001, NESDB
- Economic Cooperation Plan to Thailand (draft), 2005, EOJ
- JICA Guideline for Project Evaluation, 2004, JICA
- JBIC Post Evaluation Training Textbook, 2003



## A11 Main Participants to the Joint Evaluation

## (PDMO)

No.	Name	Department / Organization
1.	Ms. Arunwan Yomjindra	Director, Special Loan Program Division, Project Loan Operation Bureau, PDMO
2.	Ms. Siribha Satayanon	Director, Bilateral and Multilateral Cooperation Division, Policy and Planning Bureau, PDMO
3.	Mr. Yuthapong Eamchang	Economist 6, Special Loan Program Division, Project Loan Operation Bureau, PDMO
4.	Ms. Sukuma Sarahong	Economist 5, Special Loan Program Division, Project Loan Operation Bureau, PDMO

## (TICA)

No.	Name	Department / Organization
1.	Ms. Suthanone FUNGTAMMASAN	TICA, Ministry of Foreign Affairs of Thailand

## (JICA Expert)

No.	Name	Department / Organization
1.	Mr. Hachiro IDA	PDMO, Ministry of Finance

## (JICA)

No.	Name	Department / Organization
1.	Mr. Shoichi OKUMURA	Deputy Resident Representative, JICA Thailand Office
2.	Mr. Mikiya Saito	Assistant Resident Representative, JICA Thailand Office

## (Consultant Team)

No.	Name	Department / Organization
1.	Mr. Atsushi SAITO	Pacific Consultants International (Thailand) Co., Ltd.
2.	Ms. Chatsopa KLINPUN	Pacific Consultants International (Thailand) Co., Ltd.
3.	Dr. Sitang PILAILAR	Pacific Consultants International (Thailand) Co., Ltd.