







Thai Red Cross Society

Contribution to Implementing the Hyogo Framework for Action 2006-2013



With the financial support of the Government of Canada







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Abbreviations

ASEAN	Association of Southeast Asian Nations
CBDRR	Community-Based Disaster Risk Reduction
ICT	information and communications technology
IDRL	international disaster response law
IFRC	International Federation of Red Cross and Red Crescent Societies
OCHA	Office for the Coordination of Humanitarian Affairs
UNDP	United Nations Development Programme



Foreword

Thai Red Cross Society, Contributing to Implementing the Hyogo Framework for Action 2006 - 2013

It is said by some, that nowadays we live in a culture of individualism; a world in which people care more about themselves than others. To the contrary, I still hold onto the belief that there are many people who are kind and willing to help out whenever it is needed. Moreover, people will do so without prejudice, bias or the need for recognition.

It has been a great honor for the Thai Red Cross Society to be a party to the Hyogo Framework for Action 2005-2015. Over last decade, the Thai Red Cross has remained committed in complementing and supporting the efforts of the Royal Thai Government to implement each of the five priorities for action.

The following report outlines some of the key contributions of the Thai Red Cross under each priority of the Hyogo Framework for Action. From supporting participatory community-based hazard, vulnerability and capacity assessments, to conducting awareness-raising campaigns and establishing disaster early warning systems in communities, the Red Cross has implemented a wide range of disaster risk reduction activities and projects in communities across Thailand.

Many of these have been successfully completed, with some important results among them: more than 26,000 community members are better prepared for disasters after participating in drills and developing a preparedness plan.

Approximately 60,000 students aged 10 to 18 years received tailored educational materials. They are spreading important messaging to their families and wider communities across Thailand.

Yet our work is never done. While the Red Cross is proud to contribute to achieving the HFA goals, and building the resilience of vulnerable communities across Thailand, there is always more to do for the future.

On behalf of the Thai Red Cross Society, I wish to express my gratitude to the Royal Thai Government, local organizations, non-governmental organizations, United Nations Development Programme, the International Federation of Red Cross and Red Crescent Societies, the International Committee of the Red Cross, our National Society partners, honorable donors, and all Red Cross staff and volunteers who have lent their support and carried out the implementation for this esteemed Framework.

I do believe that by coming together, not just in times of disaster and hardship but also in times of peace, our shared humanity is strengthened.

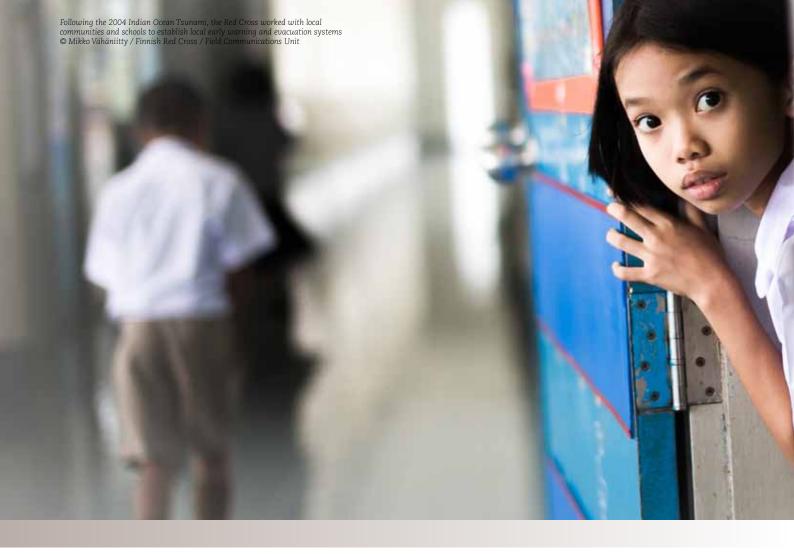
The key in building resilience to disasters is effective preparation, joint efforts and compassion. We will walk hand-in-hand to get through any kind of disaster together – and I will ensure that at Thai Red Cross Society, we will endeavor to leave no-one behind.



Mr. Phan Wannamethee

Than Wanname True

Secretary General, Thai Red Cross Society



Executive summary

Thailand, as a Member State of the United Nations, adopted the Hyogo Framework for Action 2005–2015. The Hyogo Framework is an instrument for implementing disaster risk reduction by building up the resilience of nations and communities to disasters and by substantively reducing disaster losses in lives and in social, economic and environmental assets. The Hyogo Framework presents five areas of priorities for action, which are (i) make disaster risk reduction a priority, (ii) know the risks and take action, (iii) build understanding and awareness, (iv) reduce risk and (v) be prepared and ready to act. It provides guiding principles and practical means for achieving disaster resilience for vulnerable communities in the context of sustainable development.

The Thai Red Cross Society, as a charity organization committed to humanitarian work and Red Cross fundamental principles, has been responding to the Hyogo Framework by implementing disaster risk reduction activities and community-based disaster risk reduction interventions in communities throughout the country since 2003.

After the Indian Ocean tsunami of 2004 severely hit the southern provinces of Thailand, the Thai Red Cross, through its Relief and Health Community Bureau and in collaboration and coordination with the International Federation of Red Cross and Red Crescent Societies (IFRC), partner National Societies of Canada, China, Finland, France, Hong KongBranch of the Red Cross Scoietry of China), Norway, Sweden and the United States and the United Nations Development Programme (UNDP), carried out many projects to rehabilitate disaster-affected communities and help residents return to some type of normalcy. The collaborative activities also worked to strengthen the capacity of community members and leaders in disaster management, including prevention, mitigation, preparedness and response, in the event of future catastrophes.

Across Thailand from 2006 and 2013, the Thai Red Cross, in partnership with Red Cross health stations, provincial Red Cross chapters, government agencies, local organizations and non-governmental organizations, achieved the following through its projects and programmes:

- Human resource development of staff in national headquarters, health stations and provincial Red Cross chapters was undertaken through a training scheme and an information and communication exchange programme, including an international study trip. The capacity-building programme enhanced the knowledge and skills of staff and volunteers in disaster preparedness, mitigation and response.
- Systems were developed and put in place for the efficient management of small-, medium- and large-scale
 disasters in conjunction with the upgrading of the Disaster Operations Center, its local network in disasteraffected provinces and regional health stations nationwide. As part of the disaster management systems, the
 communication system of the central Disaster Operations Center was installed and linked with local health
 stations and provincial Red Cross chapters through coordination with the Provincial Office of Disaster Prevention
 and Mitigation.
- A culture of safety in different sectors of the society was promoted through public awareness-raising campaigns
 in disaster prevention and mitigation and early warning, which were organized through various activities and
 channels.
- The capacity to reduce vulnerability of people in communities at risk or affected by disasters was built up through the community-based disaster risk reduction approach.
- Disaster management strategic plans, contingency plans and standard operating procedures for various types
 of disasters were developed with the assistance of IFRC and the American Red Cross through a cooperative
 effort among several Red Cross departments, health stations, provincial chapters, government agencies and
 community representatives. The disaster management plan provides a consistent and comprehensive
 framework in which all levels of the Thai Red Cross and the government can link networks, mobilize resources
 and work together to deliver disaster management that covers prevention, preparedness, response and
 recovery across the country.

These achievements have contributed significantly towards realizing the implementation of the Hyogo Framework priorities. The Thai Red Cross has committed to increasing coverage of its Community-Based Disaster Risk Reduction Programme in disaster-prone areas across Thailand.

A Thai Red Cross medical team on its way to visit communities isolated by the flood waters. Teams like these reached thousands of patients across Thailand, ensuring that the sick and the elderly had regular access to medical assistance.

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3. Strategic goals of the Thai Red Cross and the Hyogo Framework for Action

AREA 1

The more effective integration of disaster risk reduction into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic goal statement

The Relief and Community Health Bureau of the Thai Red Cross Society has performed its duties in accordance with three of the five programme areas under the organization's strategic framework. They are (i) disaster management, (ii) medicine and public health and (iii) promotion of the quality of life. The Bureau has taken a major role in disaster management. In the early days of the Bureau's work, the main focus of its disaster management efforts was to assist affected populations during a disaster period; later, it shifted towards building up the capacity of communities to prevent, prepare and respond to disasters by applying a community-based disaster risk reduction approach.

In line with its disaster management policy and with its own funds, the Bureau started implementing in 2003 an experimental disaster risk reduction project in Warinchamrarp District of Ubon Ratchathani Province, focusing on prevention, mitigation, preparedness and response. The project result was satisfactory. Since then, the implementation of disaster risk reduction programmes with a community-based approach has spread across several disaster-affected provinces. When Thailand was hard hit by the 2004 tsunami, the Thai Red Cross joined hands with the International Federation of Red Cross and Red Crescent Societies (IFRC), the American Red Cross, the Canadian Red Cross and other partner National Societies to carry out disaster management through the Thailand-Tsunami Recovery Programme, using the community-based disaster risk reduction approach. The programme ran from 2006 to 2010 in six tsunami-affected provinces and then from 2010 to 2014 (but not with tsunami funding) in provinces across Thailand that had been affected by floods and mudslides.

Disaster risk reduction initiatives require collaboration, coordination and, most importantly, strong commitment from communities and agencies to carry out activities in a sustainable way. Hence, a memorandum of understanding (MOU) was signed in 2007 by nine agencies on conducting such activities: the Department of Disaster Prevention and Mitigation (under the Ministry of Interior), the Department of Provincial Administration, the Department of Local Administration, the Community Development Department, the Ministry of Public Health, the Ministry of Education, the Department of Public Relations, the Ministry of Social Development and Human Security and the Thai Red Cross. Through the community-based disaster risk reduction process, contingency plans for disaster management, which encompass prevention, mitigation, preparedness, response and recovery, were produced with the participation of community leaders and local residents. The Thai Red Cross continuously promotes the integration of these plans into government disaster risk reduction plans and the local administrative organization development plans.



AREA 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic goal statement

Through its Relief and Community Health Bureau, the Thai Red Cross takes responsibility for assisting those who are affected before, during and after a disaster. The Bureau divides its activities between institutional preparedness and community preparedness. For institutional preparedness, the Thai Red Cross develops integrated disaster management plans for hazards at the national, provincial and local levels. The disaster management systems of the Thai Red Cross headquarters, its health stations and provincial chapters are continuously upgraded to cope with small-, medium- and large-scale disasters. All staff, members and volunteers are well trained and prepared for working with communities for disaster preparedness, early warning, mitigation and response.

The Thai Red Cross works with communities at risk to ensure they are well educated about those risks and are prepared to protect themselves from the negative impacts of a disaster.

AREA 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic goal statement

The Thai Red Cross Society's strategic plan for disaster management has been adopted and turned into action at the local and provincial levels through disaster risk reduction initiatives. These activities include monitoring and evaluation to ensure their progress and that challenges are identified for future improvement. At the local level, at-risk communities are educated and trained (through disaster risk reduction approaches) to build and strengthen their capacity to prepare and respond to disasters before any outside assistance arrives. The Thai Red Cross also engages recovery programmes after a disaster strikes, also applying community-based disaster risk reduction approaches.

Through the community-based process, a disaster-prone community will formulate disaster management plans by using the data from a hazard, vulnerability and capacity assessment, which is a tool for conducting a risk assessment, and implement the plans using systematic procedures to enhance disaster preparedness and response capacity. As part of this process it is essential for Thai Red Cross to develop close relationships with other stakeholders active in disaster preparedness and response within the community, the subdistrict administration office, the Department of Disaster Prevention and Mitigation and other local organizations.

4. Priority for action 1: Make disaster risk reduction a priority

Ensure that disaster risk reduction is a national and a local priority, with a strong institutional basis for implementation.

CORE INDICATOR 1

National policy and legal framework for disaster risk reduction exists, with decentralized responsibilities and capacities at all levels.

Government agencies were mandated to develop the National Disaster Prevention and Mitigation Plan 2010–2014, which was approved by the cabinet; the Thai Red Cross had no role in this process, thus indicator 1 is not relevant in this report.

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels.

The Disaster Prevention and Mitigation Act, 2007 and the National Disaster Prevention and Mitigation Plan, 2010–2016 have enforced and encouraged authorities at the national and provincial levels to create their own disaster risk reduction plans, with budget for implementing the plans and exercises allocated from the central government. The Disaster Prevention and Mitigation Act's mandate does not extend to authorities at the subdistrict and community levels; thus, the importance of disaster risk reduction measures is not well recognized at the community level. As a result, plans and activities for disaster risk reduction are not incorporated into local development plans.

At the Thai Red Cross headquarters, disaster management is a mission priority and receives sufficient budget and human resources for the organization to respond whenever a disaster occurs. Resources from Red Cross health stations and its chapters and local organizations are mobilized for disaster risk reduction activities. At the community level, for example, the Thai Red Cross works with communities in disaster-prone areas to recognize, through awareness-raising campaigns, the negative impacts of hazards in all forms. It promotes the Community-Based Disaster Risk Reduction Programme, and encourages communities to integrate a disaster management plan into the development plan of the subdistrict administrative organization so that financial and technical assistance will be provided to follow through on and sustain the disaster risk reduction plans and activities.

CORE INDICATOR 3

Community participation and decentralization is ensured through the delegation of authority and resources to the local level.

Community participation and decentralization through the delegation of authority and resources to the local level is solely under the management of the government.

CORE INDICATOR 4

A national multi-sectoral platform for disaster risk reduction is functioning.

At the national level, the Department of Disaster Prevention and Mitigation, which is the principle government agency responsible for disaster management, develops and carries out community-based disaster risk reduction interventions in disaster-prone communities across the country. To reach this goal, the Department coordinates with the Thai Red Cross, other government agencies and NGOs to implement community-based disaster risk reduction initiatives along with public awareness on risks and early warning signals. The Thai Red Cross implements community-based initiatives through its Relief and Community Health Bureau, which is the control unit for disaster prevention and response, in collaboration and coordination with its internal and external offices.

5. Priority for action 2: Know the risks and take action

Identify, assess and monitor disaster risks and enhance early warning.

CORE INDICATOR 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

At the national and the local levels, government agencies conduct risk assessments: the Department of Mineral Resources assesses geographical hazards; the Royal Irrigation Department and the Department of Water Resources assess water-related hazards; the Thai Meteorological Department handles the weather and earthquake monitoring; and the National Disaster Warning Center has responsibility for tsunami monitoring and warning.

The data and information collated from the risk assessments are promptly distributed to other agencies, such as the Department of Disaster Prevention and Mitigation, for developing disaster risk reduction programmes and projects and relaying the information to both regional and provincial offices for their timely preparation and response.

At the community level, the Hazard, Vulnerability and Capacity Assessments (HVCA) were conducted in communities at risk of disasters in phase I of the Thailand-Tsunami Recovery Programme, with multilateral support from the American Red Cross through IFRC. Through the assessment, communities were involved in disaster management decision-making and implementation processes to reduce their vulnerabilities and enhance their capacities. The first phase covered the period of July 2006 through December 2007, with a budget of nearly 286,000 US dollars in 2006 and around 2.1 million US dollars in 2007. The second phase ran from 2008 to 2010, with a budget of nearly 1.4 million US dollars from the American Red Cross. The HVCA was conducted from 2010 to 2014 under the Community Resilience Building and Analysis assistance, through the Community-Based Disaster Risk Reduction Programme and financially supported by the Canadian Red Cross, with 623,470 Canadian dollars (656,284 US dollars).

The HVCA was undertaken in 17 and 55 tsunami-affected communities in phase I and phase II, respectively, and 20 disaster-prone communities in five provinces in the country's northern and the north-eastern regions. The Thai Red Cross, through its Relief and Community Health Bureau, took a leading role in implementing the Community-Based Disaster Risk Reduction Programme, which was one of four focal areas of the first phase. Under the community-based initiative, the targeted communities were assisted in conducting the HVCA and then in using the data to develop a community plan and to determine training needs of community members.

Table 1. HVCA conducted by Thai Red Cross projects, 2006–2014

Initiative	Timeline	No. of beneficiaries	Budget (US\$)
Disaster Management Programme for Thailand-Tsunami Recovery Programme, Phase I	2006–2007	17 communities in Phang Nga, Satun, Trang and Ranong provinces (8,000 people)	2,360,553
Disaster Management Programme for Thailand-Tsunami Recovery Programme, Phase II	2008–2010	55 communities in Phang Nga, Satun, Trang and Ranong provinces (15,994 people)	1,375,512
Community Resilience Building and Analysis through the Community- Based Disaster Risk Reduction Programme	2010–2014	20 communities in Burirum, Surin, Chiang Mai, Ubon Ratchathani and Pethchaboon provinces (12,000 people)	656,285

Additionally, the HVCA was carried out through the Increasing Coastal Communities Capacity for Climate Change Adaptation Project, which was a collaborative initiative of the Relief and Community Health Bureau, the Department of Disaster Prevention and Mitigation, the Sustainable Development Foundation and the Global Change System for Analysis, Research and Training and funded by the Special Climate Change Fund and the Global Environment Facility (of the United Nations Development Programme, or UNDP). The project targeted areas in three provinces (Nakhon Si Thammarat, Patthalung and Trang) from 2011 to 2013, with the objective of developing mechanisms to help coastal communities articulate their climate risk reduction priorities and strengthen their capacity to analyse and implement risk reduction measures and adaptation. The results of the project were used to develop a proposal on disaster preparedness and response for climate change adaptation that was then submitted to the local administrative organization for a continuation of financial support.

CORE INDICATOR 2

Systems are in place to monitor, archive and disseminate data on hazards and vulnerabilities.

In 2006, the Thai Red Cross established two Disaster Operations Centers: one at its headquarters in Bangkok and the other in Phang Nga Province. The headquarters functions as a coordinator, providing disaster warning service to the Phang Nga centre, which then sends warning messages to Red Cross chapters and communities. For smooth and effective operation of the two centres in coordination and early warning of situations, the necessary information and communications technology (telephony systems, audio and video connectivity, database management and radio communication systems that are linked to the national early warning system) were installed.

In addition, a radio communication centre was established in each Thai Red Cross Disaster Operations Center using the existing system, such as computers, over-the-air radio, Internet, land and mobile communications. To manage the Disaster Operations Centers efficiently, Thai Red Cross staff were trained through a range of capacity-building activities, such as (i) a study visit to the National Disaster Warning Center of the Philippine Red Cross and (ii) disaster management workshops focusing on the control and operation of warning systems and English for communication (to enhance each person's communication skills). The capacity building became one of the most important components for a sustained successful tsunami recovery programme.

The Thai Red Cross Disaster Operations Center and the radio communication centres were upgraded during the first phase of the Thailand-Tsunami Recovery Programme, running from 2006 to 2007 and funded by IFRC, with a budget of 420,000 US dollars. Upgrades entailed installing hardware and communication equipment, such as systems for voiceover internet protocols and radio internet links, an audio-visual system for the Disaster Operation Center's meeting room, satellite sets to increase access to speedy channels of international information, an SMS alert system, internet connection between internal units or agencies within the Red Cross headquarters. As well, connections were upgraded between the Incident Command System, the emergency communication systems and the disaster database and the 12 Red Cross health stations and provincial chapters and the Disaster Prevention and Mitigation offices in the six tsunami-affected provinces.

For phase II of the programme, which ran from 2008 to 2010 and was financially supported by the American Red Cross with a budget of around 150,000 US dollars, the capacity of the Thai Red Cross Disaster Operations Center and the radio communication centres was further strengthened to prepare staff to function as the emergency control centre in terms of communication and the disaster database. The preparation entailed installation of the procured equipment, system testing and system training for headquarter staff of the Relief and Community Health Bureau and regional office personnel of agencies and volunteers. It also covered maintenance and use of equipment and further training on disaster management, information technology and emergency communication.

To widely receive and disseminate data on major disasters and vulnerabilities, it was necessary to set up an alliance network with the Department of Disaster Prevention and Mitigation, the National Disaster Warning Center, the National Electronics and Computer Technology Center, Internet Thailand Plc., Thai Airways' Crisis Management Center, the National Telecommunications Commission and the Radio Amateur Society of Thailand under the patronage of His Majesty the King.

Human resource development at the national and regional levels is a priority to empower Thai Red Cross personnel with operational skills and experience in disaster preparedness, mitigation and response through a training programme and courses, which are revised and updated on an annual basis. During phase I of the Thailand-Tsunami Recovery Programme, training activities were arranged for 212 Thai Red Cross staff as follows:

- 85 volunteers and staff of Red Cross health stations and provincial chapters attended two workshops on disaster management
- 39 staff and volunteers were trained on radio and other emergency communication systems
- 30 Relief and Community Health Bureau staff participated in two workshops on the use of information technology in coordination and communication
- 1 staff member attended a training on early warning rapid response systems
- 2 staff members participated in a regional logistics workshop.

During phase II, disaster management and information and communication technology (ICT) capacities of all Thai Red Cross staff and volunteers (including in the provincial chapters) and staff of the Provincial Disaster Prevention and Mitigation Offices and other disaster-related agencies (totalling 252) were strengthened through a training scheme, as follows:

- 31 personnel attended 2 two-day workshops on the use of communication vehicles in emergencies
- 15 staff members were trained in a two-day workshop on computer use and basic troubleshooting.
- 51 personnel joined a three-day workshop on communication systems and technologies for disaster management coordination
- 34 staff members participated in a one-day training course on basic radio operation
- 46 personnel attended a four-day workshop on disaster management
- 52 personnel joined domestic and international study visits on public and private organizations' systems of disaster management, disaster relief and ICT and use of the Incident Command System, such as Mobile Innovation Co., the Fire and Disaster Management Agency, the Japanese Red Cross Society and the Hyogo Prefecture Disaster Management Bureau
- 1 person joined a training session in Singapore on regional disaster response team IT and telecommunications technology
- 2 staff members participated in a training course on regional disaster response teams and a course on water and sanitation induction in Indonesia.

After the completion of the Thailand-Tsunami Recovery Programme, the capacities of the Thai Red Cross staff, Red Cross health stations, provincial Red Cross chapters and volunteers were further strengthened throughout 2011–2013 in the use of regional disaster response teams, the Incident Command System and planning processes.

CORE INDICATOR 3

Early warning systems are in place for all major hazards, with outreach to communities.

It is a mandate of the Thai Red Cross to deal with disaster preparedness, response and recovery. Early warning is the first and essential step of disaster preparedness measures, with which the Thai Red Cross Disaster Operations Center, as a partner in the warning network, collaborates with the National Disaster Warning Center. The Thai Red Cross Disaster Operations Center, housed within the Relief and Community Health Bureau headquarters, has access to real-time data and forecasts generated by the National Disaster Warning Center. It also receives timely warnings via fax and SMS from the National Disaster Warning Center and then passes them on to Thai Red Cross management and other bureaus or departments.

The early warning system components at the community and subdistrict levels, such as the warning tower, the radio broadcasting tower, the water-level measuring pole, the disaster warning pavilion and the hand-operated siren, were improved and put in place in 17 communities in four tsunami-affected provinces (Phang Nga, Satun, Trang and Ranong). These communities voluntarily participated in the Community-Based Disaster Risk Reduction Programme under the first phase of the Disaster Management Programme (within the Thailand-Tsunami Recovery Programme), which the IFRC funded from 2006 to 2007. A total of 55 vulnerable communities in four tsunami-affected provinces participated in the programme's second phase, which was financially and technically supported by the American Red Cross Society from 2008 to 2010, with a budget of around 1.2 million US dollars. The Relief and Community Health Bureau had the lead role in implementing both phases.



As part of the Community-Based Disaster Risk Reduction Programme, the targeted communities were trained on how to develop a disaster preparedness plan, which was then linked to the national early warning system. Exercise drills and evacuation drills were conducted by participating communities (10,158 people in phase I and 15,994 people in phase II) so that they know what to do when a disaster occurs.

After years of implementing the Community-Based Disaster Risk Reduction Programme, the Thai Red Cross was perceived as engaging in more proactive and concrete actions in dealing with disaster warning systems. This was expected to lead many local communities to embrace proactive measures to enhance their warning preparedness as well.

CORE INDICATOR 4

National and local risk assessments take account of regional and transboundary risks, with a view to regional cooperation on risk reduction.

The Thai Red Cross is a member of the Red Cross Red Crescent Regional Disaster Management Committee (part of the Regional Community Safety and Resilience Forum since 2013) and has been actively involved in Mekong Regional Meeting on Disaster Risk Reduction as well as the Asian Ministerial Conference on Disaster Risk Reduction, which enables government officials, organization staff and individual practitioners to meet, share experiences and information and discuss the way forward in reducing disaster risks in the region. The Asian Ministerial Conference also provided a unique opportunity for Asian disaster risk reduction organizations and practitioners to shape the Post-2015 Hyogo Framework for Action (HFA2), the successor arrangement of the Hyogo Framework for Action.

6. Priority for action 3: Building understanding and awareness

Use knowledge, innovation and education to build a culture of safety and resilience at all levels.

CORE INDICATOR 1

A national multi-sectoral platform for disaster risk reduction is functioning.

Relevant information on disasters is available and accessible at all levels to all stakeholders (through networks and information-sharing systems).

The Thai Red Cross Disaster Operations Center receives real time data on disasters and forecasts from the National Disaster Warning Center. It provides 24-hour communication and information management and operational support to the 12 Red Cross health stations, provincial Red Cross chapters, the Disaster Prevention and Mitigation offices and communities. And it rapidly disseminates disaster information to Red Cross chapters and local communities.

At the community and subdistrict levels, community-based action teams deliver disaster and warning information. Both the teams and the community disaster management committees, consisting of local residents who have participated in Community-Based Disaster Risk Reduction Programme activities, are responsible for following up disaster news, receiving information concerning all hazards from government agencies and continuously and rapidly relaying the information to communities through the warning tower, the radio communication tower, the warning and information pavilion and the public relations pavilion.

Training sessions and workshops were organized for community leaders and local residents, teachers and school students in tsunami-affected provinces and other disaster-prone provinces in the northern, eastern and north-eastern regions, reaching 144 communities, to build understanding and disseminate information on disasters, early warning, disaster risk reduction, disaster prevention, mitigation, preparedness, response and basic first aid. Some activities for students were arranged as recreation, such as a walk rally, a painting contest, student camps and mangrove reforestation. Other means of spreading disaster preparedness messages across the general public have involved exhibitions and radio and television broadcasts.



School curricula, education materials and relevant training sessions include disaster risk reduction and recovery concepts and practices.

Under the first phase of the Disaster Management Programme (2006–2007), implemented through the Relief and Community Health Bureau in collaboration with IFRC, a range of information, education and communication (IEC) materials on disaster preparedness, early warning and disaster response were distributed among school children and the general public in the form of brochures, booklets, VCDs, exhibition boards and mascots. In the second phase (2008–2010), the Thai Red Cross partnered with the Department of Disaster Prevention and Mitigation and Save the Children Sweden to republish the booklet *Fire Safety and Mudslide* and with Save the Children to publish the *Albert Rabbit* cartoon book, with funding by the American Red Cross. Additionally, 17,000 disaster preparedness cartoon handbooks and banners were published and evacuation bags and Snakes and Ladders games were distributed.



From 2012 to 2013, the Relief and Community Health Bureau led the Community-Based Disaster Risk Reduction Programme, with technical support from the South-East Asia Regional Delegation and provincial Red Cross chapters and health stations, and with financial support (328,000 US dollars) from the Hong Kong branch of the Red Cross Society of China. Additionally, 500,000 copies of a Thailanguage *Mr. Radar* booklet and 50,000 copies in English were distributed to 600 schools in 30 provinces; 300 schools in 17 provinces also received educational materials. Approximately 60,000 students aged 10–18 were direct beneficiaries and 240,000 students' parents and family members were indirect beneficiaries.



As a result of a joint monitoring trip that took place in Lopburi and Chai Nat provinces in 2012, the Hong Kong branch of the Red Cross Society of China decided to provide additional funding to the Thai Red Cross to produce disaster risk reduction education materials (posters, roll-ups, the disaster risk reduction Snakes and Ladders game and vinyl notice boards) for distribution to 300 schools affected by floods in 2011. Two other joint monitoring trips were carried out in 2013 in Nonthaburi, Ayutthaya, Nakhon Prathom, Pathum Thani, Nakhon Nayok and Ang Thong provinces to assess the knowledge and skills gained during project implementation. Students demonstrated skills gained through discussions and drawings. The gender issue was taken into account by maintaining the balance of male and female students and teachers who participated in the project.

The government of Thailand and partners in the Education Cluster of the Inter-Agency Standing Committee discussed disaster risk reduction education and began working on a relevant curriculum. The intervention also has helped the Thai Red Cross implement school safety plan for 2014 and onwards and has strengthened the link between ongoing community-based disaster risk reduction, early warning and early action and schools in some of the areas, which has further contributed towards strengthening community resilience.



The training for communities on the concept of disaster risk reduction and how to handle an incident before a disaster strikes and during an emergency was implemented under both phases of the Disaster Management Programme. A total of 562 community leaders from 17 communities in four tsunami-affected provinces received training in phase I; 53 sessions of community-based disaster risk reduction training were arranged in phase II for 1,912 community leaders from 55 communities in the same provinces as in phase I. In phase II, teachers and students were included in the training scheme, with the additional inclusion of basic first aid content. Forty-six teachers in four model schools participated in community-based disaster management training, and 108 students from Ranong and Phang Nga provinces attended the basic first-aid training (table 2). As a result of the training sessions, teachers and students reported that their understanding of disaster and risk management had increased significantly. Most importantly, they had learned how to prepare and respond to disasters in the future.



Table 2. Beneficiaries in both phases of the Disaster Management Programme, 2006–2014

Area of training	No. of beneficiaries reached
Disaster Management Programme, phase I: • Disaster risk reduction	562 community leaders from 17 communities
Disaster Management Programme, phase II: Community-based disaster risk reduction Community-based disaster management First aid	 1,912 community leaders from 55 communities 46 teachers from four model schools 108 students from Ranong and Phang Nga provinces

Regarding the recovery scheme, the Thai Red Cross tried to promote integrated issues of social development (empowerment, organization, education and training), economic development (job creation, market access and community-managed finance, such as microcredit) and ecological interventions (rehabilitating community mangrove forests and coastal resource management). Women's groups were given priority in receiving livelihood assistance through community-managed finance (in the form of group-based lending of cash grants and loans) and intensive practical training and equipment provision that subsequently increased incomes and the well-being of families. In 2006, beneficiaries of the Livelihood Recovery Project totalled 2,074 households in 18 districts, 38 subdistricts, 84 villages, 21 communities, 40 groups and 3 schools. This project, including its community-to-community learning exchanges, can be applied to other affected communities.

The Thai Red Cross, in collaboration with IFRC, provided recovery assistance to tsunami-affected communities through three main initiatives:

1. Health and Sanitation Project, with two subprojects

- Clean and safe drinking water and adequate toilets in 19 affected schools.
- Saladan Health Station upgraded to a ten-bed hospital and Koh Lanta hospital renovated to provide necessary health services to those who live in the remote areas of the island.

2. Disaster Management Programme with four subprojects

- Establishment and development of the Disaster Operations Centres at the Thai Red Cross headquarters in Bangkok and in Phang Nga Province.
- Community-based disaster risk management in six tsunami-affected provinces. The concept of community-based disaster risk reduction was used to build up the capacity of affected communities in preparedness for and response to future disasters. Communities were educated on disaster management skills in general and disaster risk reduction.
- Public awareness-raising campaigns and early warning through a learning process so that communities and schools learn about the nature of disasters, prevention, preparedness and response and the negative impacts of disaster on social and economic aspects.
- Strategic planning and policy in disaster management. The project established standard operating procedures for various types of disasters for use in other projects as well.



3. Recovery Project

- Coastal livelihoods in six tsunami-affected provinces. An assessment was conducted to determine coastal communities' needs; the ecosystem that impacted coastal livelihoods in affected communities was rehabilitated. The project also included skill development for alternative income generation.
- Women's livelihoods. The project created alternative options for women's groups to earn income, which should lead to a better quality of life for families.

In addition to the recovery assistance provided by the Thai Red Cross and IFRC, other partner National Societies offered recovery support as well. The French Red Cross and Thai Red Cross chapters, for example, enabled the following:

- Distribution of fishing gear to 82 families.
- Aggregate support to 182 families.
- Education scholarships to 68 children in Krabi Province and 23 children in Phuket Province (additionally, 13 children in Phuket received a scholarship from the Swedish Red Cross).
- Construction of four fish-landing sites and a fibre boat repair dockyard and training for 45 fishermen in repairing their new fiberglass boats, which benefited about 2,000 persons.
- Reconstruction of a school in Trang Province, which provides education to 240 children.
- Development of a Sunshine Village Project for 96 orphans at Koh Sirey. The Phuket Red Cross chapters and the French Red Cross joined with the Lions Club and Childwatch to implement the project.



The Hong Kong branch of the Red Cross Society of China and Thai Red Cross chapters collaborated in recovery schemes as follows:

- Temporary resettlement for disaster victims at Wat Pa Sarn, Kuraburi District.
- Distribution of fishing gear to 899 families in Phang Nga Province.
- Implementation of an organic farming project in 2007, with participating families of up to 100 families from four villages in Ranong Province.
- Reconstruction of a sport field in one primary school.
- Provision of computer and printer sets to 31 primary and secondary schools.
- Provision of fire prevention education to 1,009 community members in Phang Nga, Phuket, Ranong, Krabi and Satun provinces and distribution of 1,988 fire extinguishers.

The German Red Cross offered recovery assistance in 2006 to personnel of the Relief and Community Health Bureau and other National Societies in the South-East Asia region through a training workshop on how to produce clean drinking water in a disaster situation.

The American Red Cross took part in recovery initiatives by funding project implementation through the Thai Red Cross. The recovery initiatives, covering the three years from 2008 to 2010, included the following projects:

- Water, Sanitation and Health Promotion Project, with a budget of nearly 3.8 million US dollars, focused on increased access to sustainable sanitation facilities and water sources, in line with Thai standards in 104 targeted communities (45,400 persons) most severely affected by the 2004 tsunami disaster and on improvement in hygiene knowledge and practices.
- Community-based health provision in six tsunami-affected provinces, with a budget of 2 million US dollars. The project, implemented by the Thai Red Cross College of Nursing from 2007 to 2010, intended to address the health component by (i) providing 171,994 people from 135 affected communities with access to basic health services and psychosocial support through health education, hygiene promotion, basic health care and first-aid training and services; (ii) strengthening the capacity of community members, staff of the Thai Red Cross and the Thai Red Cross College of Nursing and volunteers to provide health services and promote social cohesion in communities to improve overall well-being; and (iii) building and strengthening the network of health-related organizations, including the Thai Red Cross, the Thai Red Cross College of Nursing, chapters and volunteers, and by improving the referral system.
- By participating in the Community-Based Health Project, the Thai Red Cross College of Nursing improved its organizational development, its skills in project planning and management and its human resources management, monitoring, evaluation and networking. With increased skills and knowledge from a series of training and international and domestic study trips and conferences, the college staff significantly gained more capacity and confidence for providing health care services and psychosocial support to communities when a disaster occurs. One of the most important impacts of the project was establishment of a Disaster Health Training Center, which provides courses to nursing students and other individuals. The centre has been useful in promoting the work of the Thai Red Cross and the Thai Red Cross College of Nursing and in building confidence in preparing for and managing future emergency situations.
- At the community level, 135 health committees and 2 migrant health committees were established and helped to assess their major health needs, prioritize those needs and design and implement a community health action plan in each of the 135 targeted communities, with the cooperation and coordination of stakeholders. A series of health trainings was organized for 150 community health trainers who later trained 2,514 community health volunteers. With this approach, the tsunami-affected communities, trained by volunteers in basic health knowledge and first aid, should be self-reliant in offering health care services to community members whenever disaster strikes.



The Norwegian Red Cross, the Swedish Red Cross and the Finnish Red Cross jointly initiated and funded a three-year Sea Rescue and Emergency Response Project, with a budget of nearly 2.2 million US dollars. The project operated from 2008 to 2010 through the Thai Red Cross First Aid and Health Care Training Center, with the aim of ensuring availability within communities of appropriately qualified volunteers for emergency response in sea search and rescue and first-aid practices. The collaboration and coordination of organizations working in search and rescue and the use of local communities in the preparation, implementation and monitoring of the project has instilled marine disaster preparedness, response and management in six tsunami- affected provinces. Using the insights obtained from this project, the sea search and rescue services and first-aid practices can be replicated in other coastal areas in Thailand.

In total, 402 volunteers completed the basic sea search and rescue training course, and 92 volunteers finished the advanced course. In addition, 62 search and rescue volunteers were trained in telecommunication equipment use and Sea Speak and Emergency Maritime Telecommunication. Sea search and rescue missions require an operating centre that can carrying out such a service; hence, community-based Sea Search and Rescue Centres were established in six tsunami-affected provinces and equipped with the necessary IT and telecommunication equipment.

Community-based sea search and rescue stations were also set up in Krabi, Phang Nga and Trang provinces, under the supervision of the sea search and rescue operation committee and the sea search and rescue management committee. A community-based sea search and rescue station receives messages from a volunteer team and provides a space for meetings and exchanging knowledge on both sea search and rescue and first aid among volunteers and for training volunteers in first aid.

In addition, 175 trainers working in six southern provinces affected by the 2004 tsunami received basic first aid training and 119 trainers received training in advanced first aid. The trained trainers then recruited volunteers from targeted communities and educated them on first-aid practices. Overall, the basic first-aid training course was offered to 12,497 volunteers and the advanced course to 702 volunteers. The trained volunteers live in communities severely affected by the tsunami.

Towards the end of the project, an evaluation revealed that the volunteers who finished the basic and advanced search and rescue training courses, as well as the trainers and the volunteers who attended the basic and advanced first-aid training courses rated highly in their on-duty performance.

In 2011, the Asian Development Bank funded a recovery project after several provinces in Thailand, including Bangkok, were severely hit by massive flooding that heavily damaged homes, schools and property and caused loss of life. The assistance was delivered under the joint responsibility of the Relief and Community Health Bureau and provincial Red Cross chapters and entailed the following activities:

- 1. Renovation of Red Cross station 11, repair of a communication vehicle and installation of additional telecommunication systems, costing around THB 3.5 million.
- 2. Organization of training on early warning, disaster prevention, mitigation and preparedness for communities in three provinces, totalling 100 participants; training on the Incident Command System for personnel at all levels; and training on the production of safe drinking water for 25 participants from Red Cross stations and the Disaster Operations Center, costing around THB 2 million.
- **3.** Physical renovation of 19 school facilities in eight provinces, such as school buildings, sport fields, canteens, libraries, school grounds, restrooms and other infrastructure, costing nearly THB 18 million.



Research methods and tools for multi-risk assessments and cost-benefit analysis are developed and strengthened.

The hazard, vulnerability and capacity assessment, as a disaster risk reduction planning tool, was developed under the Disaster Management Programme in 2006 and is conducted in communities at risk of disasters. The assessment uses several tools, such as mappings, history collection of hazards that have occurred in a community, a seasonal calendar and problem trees (for identifying and prioritizing problems and needs to prevent future problems). After the assessment process (which is one of the eight steps in the community-based disaster risk reduction process), a disaster preparedness and response framework is developed within each community. The framework includes a community contingency action plan and preparedness and response plans and the involvement of community committees and residents.

As part of the community-based disaster risk reduction intervention, community leaders and residents are trained in conducting Hazard, Vulnerability and Capacity Assessments so that they can carry out risk assessments in the future. Through the Disaster Management Programme, some 500 people were trained in the participatory risk assessment. Because the assessment is a complex process, partner National Societies would like to simplify it as a community planning tool.





A countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

The Thai Red Cross has designed and developed a long-term public awareness-raising strategy that relies on various activities and education channels to help build up a culture of safety, disaster preparedness and response. In 2006, the Thai Red Cross worked with IFRC to organize the first Disaster Safety Mind Campaign in six tsunami-affected provinces and nine areas where provincial Red Cross chapters are situated. The second campaign took place on the International Day for Disaster Risk Reduction in 16 provinces in 2007. Key disaster preparedness messages were delivered through a variety of activities and channels, such as a walk rally, a painting contest, exhibitions and radio and television broadcasts. Both awareness-raising campaigns worked in close coordination with the Thai Red Cross Youth Volunteers Bureau and the Non-Formal Education Center and reached a total of 40,134 people. Of them, 8,904 were students from 88 schools and more than 200 teachers. The campaigns were assessed as successful in building awareness on disasters and disaster preparedness. The experience, however, underscored that to reach a large number of children and youth, the awareness-raising activities should be conducted on National Children's Day.

From 2008 to 2010, the Relief and Community Health Bureau, in collaboration with public and private agencies, Red Cross chapters and the Red Cross Youth Volunteers Bureau, organized awareness-building activities with financial support from the American Red Cross. The activities included disaster information campaigns, a walk rally, painting and wall-art competitions and mangrove reforestation on the International Day for Disaster Reduction in schools within 55 communities in four tsunami-affected provinces. In addition, student camps and awareness campaigns on disaster and basic first aid were arranged for 249 teachers and students in Trang Province. The observation and evaluation records of the activities revealed that participants' knowledge on disasters and risk management had improved significantly.

On the occasion of the 2012 International Day for Disaster Reduction, the Thai Red Cross launched the Mangrove Reforestation Project (funded by IFRC) to further instil a culture of safety and disaster preparedness through the planting of 2,000 mangrove trees at the Mangrove Forest Research Center in Samut Sakhon Province. In 2014, the project focused on the role of women and children in reducing disaster risks, involving 505 participants, including Thai Red Cross staff, 40 soldiers from the Royal Thai Army, volunteers, a TV star, mass media journalists and the general public, especially women and children.

In 2013, the Thai Red Cross, with IFRC and financial support from the Canadian Red Cross, organized public awareness-raising activities on the International Day for Disaster Reduction at Red Cross station 1 in Surin Province, Red Cross station 3 in Chiang Mai Province and Red Cross station 7 in Ubon Ratchathani Province. The awareness-raising activities, including a walk rally and recreational games, were organized at three schools in Burirum, Surin and Chiang Mai provinces to educate students on disasters, first aid, safe driving and traffic rules. Residents involved in community resilience building through the Community-Based Disaster Risk Reduction Programme participated in the Red Cross station 7 walk rally. The participating communities gained knowledge and understanding of disaster preparedness and response through exhibitions, rescue demonstrations, fire prevention demonstrations, drill exercises, cover cropping, evacuation drill demonstrations and training in first aid and emergency medicine.

7. Priority for action 4: Reduce risk

Reduce the underlying factors.

CORE INDICATOR 1

Disaster risk reduction is an integral objective of environment-related policies and plans, including for land use and natural resource management and adaptation to climate change.

The Thai government adopted a National Strategy for Climate Change Management 2008–2012 that includes disaster risk reduction, which is an integral part of environmental-related plans and policies, especially in natural resource management, land use planning and climate change adaptation. However, requirements for implementation of the Disaster Risk Reduction and Climate Change Adaptation Action Plan under the national strategy framework were never translated into a specific action plan.

In responding to the national strategy for climate change adaptation, the Relief and Community Health Bureau, in partnership with the Sustainable Development Foundation, the Department of Disaster Prevention and Mitigation, the Global Change System for Analysis, Research and Training, initiated the Increasing Coastal Community Capacity for Climate Change Adaptation Project from 2011 to 2013, with support from UNDP and financial assistance from the Special Climate Change Fund and the Global Environment Facility. Of the 1 million US dollars provided, 100,000 US dollars were allocated to UNDP for operating procedures, nearly 31,000 US dollars for project proposal preparation and 869,091 US dollars for project operation. Coastal communities in Nakhon Si Thammarat, Phatthalung and Trang provinces were targeted.

The climate change adaptation (which was integrated into the community-based disaster risk reduction approach) was applied to the project in Nakhon Si Thammarat. Ecosystem-based adaptation, including watershed and natural resources management, was promoted in Phatthalung and Trang provinces because of their geographical locations along the coastline of the Andaman Sea. To increase the knowledge and awareness of climate-related risks and their impacts on vulnerable coastal communities, climate change vulnerability and community assessments were conducted with the involvement of those communities and provincial and local agencies involved in climate change adaptation.

Through community assessments of vulnerabilities (using GIS technology, physical surveys and analysis of factors related to risks caused by present and future climate extremes), a community-based climate risk reduction action plan was formulated. The action plan functioned as the guideline for communities to manage climate risks reduction and adaptation and, hopefully, will be integrated into provincial and local development plans. To date, there has been little progress with integration into the provincial development plan due to the centralized government and administrative structure. This is a challenging issue for future projects; there is need for a project strategy and methods that fit into the provincial development plan and motivate provincial officials to participate in project implementation.

The operation of the project in Nakhon Si Thammarat relied on the community-based disaster risk reduction concept, with the emphasis on disaster risk reduction, preparedness and response. Through the community-based process, climate change adaptation knowledge and abilities of coastal communities has increased, as has food security due to promotion of alternative livelihoods. In addition, climate change adaptation and disaster warning, through a broadcasting system for risk management and disaster preparedness, was installed, and evacuation drills were carried out. These adaptation measures help strengthen the safety and resilience of communities.

In Phatthalung Province, the adaptation measures for coastal communities, developed from the data obtained from the vulnerability and community assessment process, included (i) disaster risk reduction adaptation adaptation, (ii) risk reduction adaptation in livelihoods and income-earning methods, (iii) risk reduction adaptation for human settlements and basic infrastructure and (iv) adaptation for reducing and mitigating risk impact on natural resources and ecosystems that may arise from climate change.

In Trang Province, the adaptation framework, with a heavy emphasis on disaster risk reduction and capacity building of communities in climate change adaptation, consisted of natural resource management, land use planning, community mapping and alternative-skills development.

CORE INDICATOR 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

According to the National Disaster Preparation and Management Plan and associated local plans, residents whose communities are vulnerable to disasters are prioritized for assistance. However, the existing social development plans and policies as well as climate change adaptation and disaster risk reduction policies place heavy emphasis on building capacity of local communities, though not on the needs of specific vulnerable groups in an emergency situation, such as children, elderly people and people with disabilities.



It is a mandate of the Thai Red Cross to include all vulnerable groups in its assistance schemes, regardless of race, religion, language, economic class and beliefs. This mandate is evident in the community-based disaster risk reduction initiatives implemented by the Relief and Community Health Bureau. Women, children, single parents and people who are elderly, with disabilities, living in remote areas, are poor or are members of minority populations are covered in the community-based process, particularly in the participatory risk assessments (through the HVCA). During the assessment process, the special needs of vulnerable groups are taken into account. In particular, a gender perspective was integrated into the Community Resilience Building and Analysis Through CBDRR Project. Men and women in that project were encouraged to actively participate in project assessments, planning, implementation, monitoring and evaluation, taking capacities and vulnerabilities into account. A gender perspective was also integrated into training programmes, disaster preparedness and response plans. Regarding the management role, women were encouraged to participate in the community disaster management committee and action teams. It is obvious from this experience that the mainstreaming of social classes and gender into a project is crucial for resilience building in communities.

Economic and productive sectoral policies and plans have been implemented to reduce the vulnerability of economic activities.

The disaster risk reduction concept was adopted in the Increasing Coastal Community Capacity for Climate Change Adaptation Project in Nakhon Si Thammarat, Phatthalung and Trang provinces. The communities in these three provinces, especially along the Gulf of Thailand, have been severely affected by climate change, which has in turn negatively impacted their living conditions, livelihoods and other income-generating activities. As a result of the community-based risk assessment, climate risk reduction action plans were developed and implemented through the following activities related to economic vulnerability reduction.

In Nakhon Si Thammarat Province:

- Mud dredging
- · Community emergency warning through the broadcasting tower
- Evacuation drills
- Nipa palm plantation and marine species rehabilitation
- Community revolving funds for skill development and food security
- Life jacket production.

In Phatthalung and Trang provinces:

- Adaptation of a rice production system in response to heaving flooding and seasonal changes that had
 affected the agriculture sector, particularly rice farmers. To prepare for climate change adaptation, communities
 were advised to change their planting calendar and grow indigenous rice varieties that can tolerate extensive
 flooding.
- Setting up of a fishing gear revolving fund. The fund operates as a resource that helps disaster-affected fishermen whose fishing equipment is damaged.
- Intercropping rubber plantation. This activity aimed to decrease water current force and increase the capacity of earth in holding water, resulting in a higher level of soil moisture.
- Mangrove reforestation.

Challenges in implementing the project activities related to the frequent occurrence of natural disasters in Phatthalung and Trang provinces and the uncertainty of provincial and local politics, both resulting in delays. Working with various organizations with different levels of knowledge and understanding of climate change adaptation and disaster risk reduction required extra time and effort in helping them see the connection between climate change adaptation, disaster risk reduction issues and development.

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

In Thailand, the Department of Public Works and City and Town Planning has responsibility for human settlement planning and enforcement of building codes. However, in coastal communities in the six provinces affected by the 2004 tsunami, the Thai Red Cross has been involved in resettlements. Villagers residing in Kuraburi subdistrict, Phang Nga Province, for example, were resettled in three villages (Gachart Pruteou and Chaipatthana Gachart Villages 1 and 2), which were built in a location deemed safe, with assistance from the Thai Red Cross, the Chaipatthana Foundation and other agencies, with houses built according to building codes.



Disaster risk reduction measures are integrated into post-disaster recovery and rehabilitation processes.

Disaster risk reduction measures, including preparedness, response and mitigation, are considered vital measures for educating and building up the capacity of communities in preparing, coping with and responding to disasters. With the participatory community-based approach, which the Thai Red Cross has been using in the Disaster Management Programme, the Community Resilience Building and Analysis Through CBDRR Project and the Increasing Coastal Community Capacity for Climate Change Adaptation Project, communities at risk have been trained to be self-reliant to protect and assist themselves before aid from outside arrives or even seeking aid. This is to prevent or mitigate massive damage to lives, livelihoods, property and the environment caused by disasters.

The post-disaster recovery programme was designed according to the disaster-affected communities' needs that were identified in an assessment process. The Thai Red Cross, with partner National Societies, began rehabilitating coastal livelihoods by restoring lost economic, ecological and social capacities among tsunami-affected households and communities through a community-managed revolving fund and ecosystem and environmental rehabilitation and skill-training activities. The details of these recovery schemes were already highlighted under core indicator 2 of the third priority for action and core indicator 3 of the fourth priority for action. Volunteers trained residents and students in community-based first aid in the disaster-prone areas so that they are better prepared for future catastrophes.

For recovery of self-sufficiency and women's livelihoods, including working women, single or abandoned mothers, female-headed households, widows, orphans, females with disabilities and young girls, 28 women's groups were given employment opportunities through new or alternative income-generating activities, including productive asset replacement, revolving funds and skill development. For example, the women's group on Libong Island in Trang Province was trained to produce processed foods made from local fish, sea shells and other sea-living things. The quality of life of the women and their family members improved due to increased income from selling processed seafood. Through small group formation and organizational development at the community level, women have not only been empowered but also encouraged to stand up and face challenges. Children affected by the 2004 tsunami received educational assistance from the Hong Kong branch of the Red Cross Society of China and the Swedish Red Cross. The assistance enabled the children to finish high school and/or university, depending upon their needs.

Regarding ecosystem and environmental rehabilitation, mangrove reforestation and intercropping plantings were initiated in the tsunami-affected communities. These activities helped reduce disaster risks, the severity of disasters and negative impacts and, most importantly, helped restore fertility to the natural resources.

CORE INDICATOR 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

The impact of major development projects, such as dams, irrigation schemes, highways, mining and tourist development, on disaster risk reduction has been under study by Thai authorities and is not within the mandate of the Thai Red Cross.

8. Priority for action 5: Be prepared and ready to act

Strengthen disaster preparedness for effective response at all levels.

CORE INDICATOR 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management are in place, with a disaster risk reduction perspective.

The Disaster Prevention and Mitigation Act, 2007 is the legal framework for disaster management. Under this Act, the National Disaster Prevention and Mitigation Committee was set up to facilitate disaster risk reduction. The Thai Red Cross is honoured to be a committee member and have a role in complementing government efforts in disaster preparedness and disaster relief programmes, as follows:

- Prepare and secure blood donations, medicines, medical supplies, medical implements and the basic necessities for supporting and relieving the hardship of affected people.
- Arrange training courses for Thai Red Cross members, Red Cross volunteers, provincial Red Cross members
 and the public on disaster preparedness, first-aid practices and public health to become capable in helping
 themselves and others during a disaster.
- Ensure assistance to affected people during and after a disaster through the provision of curative and preventive medical services, distribution of consumables and household materials and utensils and other services that respond to needs.
- Contact and coordinate with international Red Cross Societies through IFRC.



As cited in the Disaster Prevention and Mitigation Act, the Department of Disaster Prevention and Mitigation is the government agency mandated to coordinate and collaborate with public and private sectors, NGOs and numerous foundations in achieving disaster risk reduction. The Department of Disaster Prevention and Mitigation works closely with the Thai Red Cross to implement community-based risk reduction initiatives, including public awareness and early warning dissemination, in all disaster-prone communities across the country.

The Committee of National Preparedness Policy aims to ensure that all sectors reach an appropriate state of preparedness for managing a disaster, security threats and emergencies and to ensure the effective and timely management and implementation during an emergency. The Thai Red Cross, as a member of that committee, has contributed to the policy framework for national disaster preparedness and response. It has helped to mainstream disaster risk reduction into the national system by establishing a Thai Red Cross Disaster Operations Center and operational disaster units at health stations and provincial Red Cross chapters and by developing national and provincial disaster management strategies and plans, which have fed into the Strategic National Action Plan for Disaster Risk Reduction 2010–2019.

More recently, the Thai Red Cross engaged with the Department of Disaster Prevention and Mitigation to promote the development of strong legal, policy and institutional frameworks to facilitate international disaster assistance in the case of large-scale, sudden-onset disasters, like the 2004 tsunami. In November 2014, the Thai Red Cross, together with IFRC, the Department of Disaster Prevention and Mitigation and the Office for the Coordination of Humanitarian Affairs (OCHA), organized a workshop on international disaster response law, or IDRL as it is commonly referred to. This brought together more than 60 participants from government ministries and departments in Thailand, NGOs, civil society organizations and United Nations agencies to discuss legal preparedness for disaster response.

As a critical outcome of the workshop, the Thai Red Cross continued working with the Department of Disaster Prevention and Mitigation as they developed new guidelines on international disaster assistance and cooperation, including the promotion and use of IFRC tools, such as the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (also known as the IDRL Guidelines). This is in support of commitments made by the Thai government and the Thai Red Cross at the 31st International Conference of the Red Cross Red Crescent in 2011 to work together and use these tools in strengthening their national legal frameworks. In the past, the Thai Red Cross engaged in regional dialogues and initiatives to discuss and improve legal preparedness for disaster response, such as the Asia-Pacific Regional Seminar on the Role of Customs in Natural Disaster Relief, in Bangkok in 2012 and which IFRC, OCHA and the World Customs Organization jointly hosted.

CORE INDICATOR 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are conducted to test and develop disaster response programmes.

As for institutional preparedness, the Thai Red Cross developed the integrated disaster management plan, which accommodates prevention, preparedness, response and recovery. Additionally, the organization developed contingency plans for all types of disasters, which provide a consistent and comprehensive framework in which all levels of the Thai Red Cross and government can link networks and work together to deliver effective disaster management across the country.

For the effective response to a disaster, a rapid action team will be set up immediately and will go out to affected areas to determine what immediate assistance is needed by victims and conduct damage and loss assessments. Under the coordination of IFRC, the Relief and Community Health Bureau has joined a regional disaster response team, which is readily available to be on duty in ASEAN countries within 24 hours after a disaster occurs. Thai Red Cross medical personnel were assigned to take part in the regional disaster response team to save lives of earthquake victims in Indonesia in 2006. Additionally in 2006 and 2009, Thai Red Cross staff joined the regional disaster response team to take missions to the Philippines to provide need-oriented assistance in the areas of health, water, sanitation and settlement to those affected by typhoons and intense storms.

As part of preparedness and response plans for different stages of a disaster, an exercise drill is a vital mechanism for testing and improving the efficiency of procedures and the respective plans. In 2010, the Relief and Community Health Bureau organized integrated mock exercises in Thailand's southern provinces. A field drill was conducted in Satun Province to allow the Satun Red Cross chapter, the Sirindhorn Red Cross health station and the Relief and Community Health Bureau's national office to practise emergency response while integrating their disaster plans into the Satun flood response plan. After the exercise, a lesson learned session was arranged to review and summarize what needed to be improved to ensure an efficient disaster response in the future. The Thai Red Cross conducted similar integrated mock exercises in 2013 and 2014 through 2015. Staff with the Relief and Community Health Bureau have been trained on how to use the Disaster Operations Center web site, including a table top simulation exercise and a functional exercise with the communication system from the web site.

Contingency and response plans, which are linked to the National Early Warning System and the community disaster preparedness plan approved by subdistrict administrative organization, will be developed by members of a community-based disaster management committee (formed under the community-based disaster risk reduction process) and Red Cross volunteers. These plans need to be updated periodically to reflect any changes in a community.

Emergency drills and simulation exercises are organized by the community-based disaster management committee, together with agencies involved in disaster risk reduction activities in targeted areas, such as the Department of Disaster Prevention and Mitigation, health stations, the district and subdistrict administrative organizations and local and international NGOs. After each exercise, a meeting is arranged with those involved to discuss what went well and what needs to be improved. These lessons are then incorporated into the contingency and response plans for better preparedness in future responses.

CORE INDICATOR 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

It is a practical rule of the Thai Red Cross to set aside a certain amount of donation funds as a financial reserve for emergency aid and response. This reserve allows the Thai Red Cross to provide assistance to those in need in an efficient and timely manner and to take action abruptly to mitigate and respond to a disaster without delay. With the financial reserve and disaster management and contingency plans in place, the Thai Red Cross is a dependable resource for people who are in a difficult situation.

CORE INDICATOR 4

Procedures are in place to exchange relevant information during hazard events and disasters and to undertake post-event reviews.

The Disaster Operations Center at the Thai Red Cross headquarters was established to control, monitor, order and coordinate with other bureaus and offices, such as health stations and provincial Red Cross chapters, the Department of Disaster Prevention and Mitigation and local communities. The Disaster Operations Center is well equipped with telecommunication and radio communication systems so that real-time information relevant to a disaster and early warning can be disseminated within and outside the organization. With the upgraded infrastructure and telecommunication system and the network platform, the exchange of relevant information among networks can take place during and after a disaster. In an emergency situation, the Disaster Operations Center becomes an operation room, with executives and chiefs of various divisions from the Relief and Community Health Bureau and other offices on duty to discuss the disaster situation and forward orders to relevant offices. In addition, the Disaster Operations Center provides requested data and gathers and records data that is used for decision-making.

9. Drivers of progress

a) A multiple-hazard integrated approach to disaster risk reduction and development

The Disaster Prevention and Mitigation Act does not require local authorities at the subdistrict and community levels to develop disaster prevention and mitigation action plans. As a result, disaster risk reduction is not integrated into local development plans, which typically place preference on infrastructure development rather than disaster prevention and mitigation measures. In several communities, there is no awareness that some infrastructure development has created disasters, such as the blocking of waterways with the construction of roads. Consequently, these communities are flooded and inundated during the rainy season. When implementing disaster risk reduction projects through a community-based disaster risk reduction and multi-hazard integrated approach, it is essential to develop close links and partnerships with stakeholders active in disaster risk reduction activities, such as the district and subdistrict administrative organizations, the Disaster Prevention and Mitigation Provincial Offices and other local organizations, and to involve them throughout a project's implementation process. At the policy level, collaboration with local governments needs to be built and strengthened, aiming at the integration of community disaster management plans into local government plans.

The majority of Thai society is not aware of the importance of disaster risk reduction, in particular as it relates to social, economic and environmental development at both the national and local levels. This can be addressed through public awareness-raising campaigns in communities and schools, with the aim of building a culture of prevention, safety and resilience through educational channels and various activities so that today's children and youth can take an active role in reducing the negative impacts of disasters in the future. For greater impact and sustainability, the cooperation and coordination with the public and the private sectors, domestic and international NGOs and other local organizations should be taken into account when organizing disaster risk reduction awareness-raising campaigns.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Gender dimensions in risk reduction and recovery initiatives, including the promotion of gender equity, have been given attention by government and other agencies. The Ministry of Human Resource Development, for example, signed an MOU with agencies in 2011 to include gender dimensions in the framework of social, economic and environmental development. In addition, NGOs and government agencies have worked together to develop a Gender-Based Post Disaster Response and Recovery Plan.

At the community level, people have different vulnerabilities and capacities, with some more vulnerable than others. A specific challenge is the incorporation of a gender perspective into disaster risk reduction and recovery projects. Due to traditional gender roles, men and women have different capacities and opportunities in, for example, jobs, education, training and land ownership, and they are differently affected by disasters, particularly women having less access to resources and restricted mobility due to domestic responsibilities and cultural values restricting their roles. Women, therefore, are more vulnerable during and after disasters than men. In the implementation of disaster risk reduction and recovery initiatives, a gender perspective must be taken into account by having men and women actively involved in all related processes. Women are to be encouraged to participate in the community disaster management committees and action teams. In addition, gender issues are to be integrated into training programmes and disaster preparedness, response and recovery plans as well.

c) Capacities for risk reduction and recovery identified and strengthened

The capacity for risk reduction has been identified and strengthened through needs assessments and human resources development as well as the development of infrastructure and equipment. The capacities of the Thai Red Cross staff and volunteers in its national headquarters, the staff at the 12 health stations and the provincial Red Cross chapter staff and volunteers have been enhanced through a series of training sessions on knowledge and skills in the management of the Community-Based Disaster Risk Reduction Programme and in disaster management generally. Local residents have been equipped with knowledge and skills to protect themselves and their community from the impacts of disaster, reduce risks and prepare for and respond to disasters.

The capacity of disaster management systems has been developed and upgraded through the scaling up of the Disaster Operations Center and its local network in tsunami-affected provinces and regional health stations nationwide. They are reinforced with appropriate telecommunications technology and management tools.

After a disaster strikes, a disaster risk reduction initiative is necessary in the recovery period because it will prepare communities to appropriately handle future disasters with their own efforts and local resources without relying on outside assistance. Consequently, the impacts of disaster on lives, livelihoods and productive assets of community members likely will reduce significantly. The livelihoods of community members, particularly women and children, will be rehabilitated through job training, psychological and schooling support and revolving funds. This support will help disaster victims return to degree of normalcy and to be self-reliant.



d) Engagement and partnerships with non-governmental actors, civil society and the private sector, among others, have been fostered at all levels.

Partnerships with government organizations and also NGOs are critical for the efficient implementation of disaster risk reduction and recovery programmes. Public-private partnership is a synergic approach that mobilizes efforts and resources with a society to yield multiple effects. With limited human resources and expertise, the Thai Red Cross should employ this approach in its disaster management framework, which will help pave the way for sustainability and exit strategies for its disaster risk reduction and recovery projects.

The Coca-Cola Foundation Thailand, in coordination with Thainamthip Co. and Haadthip Co., have distributed drinking water on behalf of the Thai Red Cross through provincial Red Cross chapters or the Relief and Community Health Bureau to disaster victims, with logistical support from Bangpoo Company, Siam Chore Site and other companies. The Coca-Cola Foundation Thailand and Dow Chemical Thailand provided bottled drinking water and a water production vehicle to those who participated in the ARF DiREx 2013, which took place in Cha-am District in Phetchaburi Province in 2013. ARF DiREx is an exercise to test international disaster response mechanisms and is organized every two years by ASEAN countries, who take turns in hosting it. In 2013, Thailand hosted the exercise, which the Thai Red Cross attended.

e) Contextual drivers of progress

With budget specifically reserved for its disaster risk reduction schemes, plus capable staff and networks across the country, the Thai Red Cross has an advantaged position to constantly and continuously undertake the implementation of community-based disaster risk reduction projects where disasters occur repeatedly. Cooperation with IFRC and partner National Societies helps strengthen the institutional capacity of the Thai Red Cross and its staff to push disaster risk reduction initiatives forward in a much more efficient and effective manner. In addition, it is a yearly activity for the Thai Red Cross, together with Red Cross health stations, provincial Red Cross chapters and the public and private sectors, to organize public disaster risk reduction awareness-raising campaigns among youth and the public on the International Day for Disaster Risk Reduction in Bangkok and where the health stations are situated. IFRC joins this activity with some financial support. The disaster risk reduction awareness-raising activity is now able to reach a large number of people.

The Thai Red Cross College of Nursing developed a disaster management curriculum for nursing students. This curriculum prepares nurses to assume duty whenever a disaster strikes.

10. Future outlook

AREA 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall challenges

It is difficult to link and combine national, provincial, local and community disaster management plans with the National Disaster Management Plan because each organization independently develops its own plan. The efforts in collaborating and integrating on disaster management among ministries, related agencies and communities are insufficient; each entity concentrates on implementing its own plans. Additionally, most communities lack knowledge, skills and modalities for implementing disaster management projects with the communitybased disaster risk reduction approach. Thus, the efficient and effective operation of disaster risk reduction preparation, risk mitigation and risk prevention at all levels, particularly at the community level, can have powerful impact.



The Thai Red Cross is considered a major organization in dealing with disaster management before, during and after disasters – and providing timely and needs-oriented assistance for disaster victims and vulnerable communities, with participation of society members, communities and volunteers. Because the Thai Red Cross is a big agency, consisting of several offices at its national headquarters, Red Cross health stations and provincial Red Cross chapters, each with action plans, there are problems with coordination and links between bureaus, including information sharing. Additionally, the human resources within the Thai Red Cross do not match the workload, especially when they undertake responsibility for disaster management programmes.

Future outlook statement

To promote the integration of all agencies' efforts on disaster management and to improve their operational systems, the following areas of improvement for disaster management are proposed:

- 1. Develop a single integrated disaster management plan and policy that provides a consistent and comprehensive framework in which all levels of the Thai Red Cross and government link networks and work together to deliver effective disaster management schemes across the country.
- 2. Build up strong and systematic coordination and links between the Thai Red Cross, particularly the Relief and Community Health Bureau, and provincial chapters. Strong support from local authorities, particularly the subdistrict administrative organizations, should be required to increase the efficiency of disaster management programme implementation and the disaster management services of the Thai Red Cross.
- 3. Increase awareness and knowledge among public authorities, schools, hospitals and the general public on disaster risk reduction through formal and informal education, training and awareness-raising campaigns, from the national to the community levels. This should emphasize the application of a community-based disaster risk management approach in areas at risk of disasters and community members' active participation in assessment processes, the formation of a community-based disaster risk reduction plan and the monitoring and evaluation of associated projects to decrease their vulnerabilities and escalate their capacities and sense of project ownership.
- 4. Install early warning systems, which will help mitigate the impact of any disaster.
- 5. Promote technical cooperation and technology transfer, including the exchange of information, knowledge and experts from various countries and agencies.
- **6.** Integrate disaster reduction into national, social and economic development plans through increased political commitment.

AREA 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall challenges

The capacities of Thai Red Cross staff and volunteers at its national headquarters, health stations and provincial chapters in disaster management, including project management, have been built up and strengthened through workshops, trainings and domestic and international study trips. After completing the capacity building programme, staff and volunteers have a better understanding and improved skills in preparing, coping with and responding to disasters in an efficient manner. Nevertheless, the Thai Red Cross experiences a high turnover of staff, especially those who work in the field, due to work overload and unattractive remuneration, compared with other workplaces. This situation hinders project progress and, at times, causes discontinuity.

At the community level, it is difficult to arrange training for community members because most people available for training are elderly, while the young are busy working. It is thus hard to set a definite training programme and schedule.



In an organizational learning setting, an open-floor session or a feedback session will be organized with community disaster management committees and community members to determine the strengths and weakness of a project and to propose areas and actions for improvement. This can be organized immediately after a training, workshop or drill exercise as well. Typically, most complaints and feedback are raised informally; thus, a formal system for complaints and feedback is a relatively new concept and has proved difficult to attract constructive feedback. Even a suggestion box, for example, did not work.

Future outlook statement

To improve the situation, several possible interventions for future project are proposed:

- 1. Designate full-time staff to take responsibility of programme implementation, with clear roles and responsibilities. This would relieve their workload; and they can fully put their time and efforts to support and guide communities through all steps of the community-based disaster risk reduction process, which takes time. As for monitoring, staff should regularly visit communities.
- 2. Organize orientation for new officers to create trust and loyalty towards the Thai Red Cross. It is important to learn the roles, missions and vision of the organization they work for on the first day of employment so as to build pride and positive attitudes towards their work and the organization. This will lay the firm foundation in working for the organization in the long run.
- **3.** Build relationships with community members and local leaders, particularly with the subdistrict administrative organization, to obtain strong commitment and support in running project activities.
- **4.** Give thorough attention to capacity building of staff and volunteers in provincial Red Cross chapters and health stations to ensure that they receive training based on their needs. Programme management must also look for creative solutions to attract and recruit new staff and volunteers to manage projects in the communities.
- **5.** Develop a culturally acceptable complaints and response mechanism, which could be done in several ways, such as a beneficiary complaints and response committee or a contact person.

AREA 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall challenges

The community-based disaster risk reduction approach has been applied to build up the capacity of disaster-prone communities to prepare and respond to disasters. It also has been used to help communities prepare for unexpected disasters. The community-based process consists of (i) community selection, (ii) programme orientation and establishment of relationships with targeted communities, (iii) vulnerability and community assessment training, (iv) setting up community committees, (v) conducting vulnerability and community assessment and developing disaster risk reduction plans, (vi) community capacity building, (vii) conducting desktop simulation exercises and drills and (viii) evaluating and then handing over projects. This process thus requires time, effort and strong commitment from communities and collaboration and leadership from community leaders. In addition, cooperation and coordination with government agencies and other organizations involved in disaster risk reduction are important for implementing disaster management programmes.

It is also crucial that project staff make sure that community members and leaders are fully available and willing to participate in a project and that local resources are available.

Future outlook statement

The Hazard, Vulnerability and Capacity Assessment is a complex process that may not be feasible for just anyone to conduct. To ensure that communities understand the situation and the potential risks to their environment and well-being, this community-led assessment process should be simplified yet remain comprehensive and capable of in-depth probing.

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Annex II. Resource persons

- 1. Lt Gen. Dr. Amnat Barlee, Director of Relief and Community Health Bureau, Thai Red Cross Society
- 2. Ms. Pavinee Yuprasert, Head of Relief Division
- 3. Mrs. Sunisthida Phetduang, Head of Preparedness Capacity Unit
- 4. Ms. Pensiri Mekhora, Deputy Director of First Aid and Health Care Training Center
- 5. Assist. Prof. Wannapen Inkaew, Thai Red Cross College of Nursing

The Fundamental Principles of the International

Red Cross and Red Crescent Movement

Humanity The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



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