



Project Information Document/ Identification/Concept Stage (PID)

Concept Stage | Date Prepared/Updated: 06-May-2019 | Report No: PIDC188436



BASIC INFORMATION

A. Basic Project Data

| | | | |
|------------------------------|----------------------------|---|--|
| Project ID | Parent Project ID (if any) | Environmental and Social Risk Classification | Project Name |
| P170730 | | Substantial | Supporting the Socio-economic Reintegration of Ex-detainees and Ex-combatants in Southern Thailand |
| Region | Country | Date PID Prepared | Estimated Date of Approval |
| EAST ASIA AND PACIFIC | Thailand | 06-May-2019 | |
| Financing Instrument | Borrower(s) | Implementing Agency | |
| Investment Project Financing | The Royal Thai Government | The Southern Border Provinces Administrative Centre | |

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PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

| | |
|---------------------------|------|
| Total Project Cost | 2.00 |
| Total Financing | 2.00 |
| Financing Gap | 0.00 |

DETAILS

Non-World Bank Group Financing

| | |
|---|------|
| Trust Funds | 2.00 |
| Korea Trust Fund to Support Transitions | 2.00 |

B. Introduction and Context

Country Context

Thailand’s southern border provinces have experienced a protracted period of unrest since the resurgence of violent conflict in 2004. Political violence in the region, involving underground insurgents countered by government security forces, stems primarily from long-standing tensions between the nation state and minority Malay Muslim population rooted in economic, social and cultural differences. Since 2004, more



than 6,900 people have been killed and over 13,500 wounded; some 6,000 children have lost a parent, and at least 3,000 women have been widowed[1]. The conflict presents profound challenges to the social and economic development of the region.

Although decades of economic growth and expansion of state services have resulted in marked gains throughout the country, benefits are spread unevenly. Southern Thailand continues to lag behind the rest of the country on important social indicators. Poverty in the region is chronic and headcounts are above the national average. Access to services is comparatively limited, and government programs are widely perceived as lacking responsiveness to the needs of local communities. Strict security measures that constrain movement and limit economic opportunities have engendered a deep sense of injustice among residents in the region. Victims of violence and other vulnerable groups are calling for alternative grievance redress mechanisms beyond those offer by the governments. Despite significant and government increased investment in the area (about THB 30 billion in 2015-2016) and government policies which are becoming more tolerant, culturally sensitive and restrained, these measures have to date proved insufficient to reverse the legacy of grievances and resistances, and peace-building efforts such as providing funding to civil society organizations working on peace-building, supporting direct financial and social services to victims of violence and peace-dialogues with insurgent groups have yet to gain sustained traction.

The World Bank has been continually engaged in advancing conflict-sensitive development in southern Thailand since 2007, with support by grants from the State and Peace-building Fund (SPF) and the related Korea Trust Fund for Economic and Peace-Building (KTF). From 2007 to 2009, the Bank undertook a thorough conflict analysis, identified civil society organizations (CSOs) active in the area, and initiated capacity-building activities. A subsequent pilot project (2009-2013) tested the feasibility and validity of community-driven development (CDD) approaches and capacity-building investments in civil society (CS) to foster understanding of local issues and needs, and for improving the capacity of CS to effectively engage with the state on issues related to the areas of contestation. A third SPF grant (2013-2017) expanded the scope and scale of the pilot project with the aim improving state local service delivery approaches and programs, with a view to improving their effectiveness and strengthening legitimacy. For each project mentioned above, the completion report rated achievement of the project's development objective highly satisfactory.

The Bank's sustained engagement and demonstrated results in the region helped establish the Bank's credibility, trust and acceptance by state and non-state actors in the region, and attracted the interest of key state organizations central to the peace process. Policy discussions elevated during the final year of the project, and led to the joint identification of areas for potential future collaboration. As a result, the Royal Thai Government (RTG) has requested the Bank's support to strengthen its reintegration program for ex-combatants, former detainees, and their families

[1] data from the Deep South Coordination Center (DSCC)



Sectoral and Institutional Context

In line with its 20 Year National Strategy *2018-2037*, which prioritizes peace dialogue and conflict resolution in the conflict-affected southern provinces, the Government views an enhanced integration program as an important confidence-building measure in support of the overall peacebuilding process, as well as a practical measure to improve the socio-economic reintegration outcomes for target groups and their communities.

Thailand's existing approach to reintegration, started in 2009, has primarily prioritized security over the economic and social well-being of participants and their families. The Southern Border Provinces Administrative Centre (SBPAC) and the Internal Security Operations Command Region 4 (ISOC Region 4) co-manage the program along with the support from other line agencies such as the Ministry of Justice, the Ministry of Social Development and Human Security, and the Ministry of Labor. The current program, which has approximately 3,000 beneficiaries, is multi-sectoral in nature and includes judicial elements, skills training, livelihoods support and grants for reintegration support in areas of return. However, it suffers from fragmentation and is insufficiently responsive to the varying needs of ex-combatants and ex-detainees. There are also gaps in important areas (e.g., treatment for Post-Traumatic Stress Disorder); and there is limited monitoring and evaluation of results.

Following a Bank-initiated south-south learning mission in June 2017 to Colombia to learn from the country's long experience with reintegrating war-affected populations, the RTG has expressed its desire to review and improve Thailand's existing efforts by drawing on and adapting key elements of Colombia's and other countries' approaches to the socio-economic reintegration of former combatants and detainees. As an initial step, the World Bank, with KTF financing, is currently conducting a brief situational analysis of ex-detainees and ex-combatants in southern Thailand to help Government and other stakeholders better understand the strengths and weaknesses of the RTG's current program.

Building on the on-going efforts to strengthen confidence and trust in the region, the RTG has requested Bank support to strengthen its reintegration program for ex-combatants, former detainees, and their families. The SBPAC is responsible for the socio-economic aspects of the reintegration program, and will be the key partner for this pilot reintegration intervention.

Relationship to CPF

Thailand Country Partnership Framework 2019-2022 was approved in November 2018. It provides a broad and programmatic engagement on Thailand's transformation towards greater inclusion, resilience and competitiveness. Of the objectives listed in the CPF, supporting inclusion of vulnerable groups, particularly in the fragile, conflicted areas of Southern Thailand is listed as a key objective. This pilot initiative focuses on supporting the inclusion of vulnerable groups, namely the ex-detainees and ex-combatants and communities in conflict affected areas in the deep south of Thailand. It builds on lessons learned and relationships established during the Bank's sustained engagement in the region, and complements two additional Bank-support activities. A KTF grant is currently financing capacity-building support to selected civil society organizations engaged in peace-building efforts with the objective of further strengthening confidence-



building measures and state-civic engagement. The Bank is working with the Southern Border Province Administrative Centre in preparation of an expanded community-driven development project to be financed under a reimbursable advisory services arrangement.

C. Project Development Objective(s)

Proposed Development Objective(s)

The development objective of the proposed intervention is to assist the government in refining and operationalizing an enhanced socio-economic reintegration program pilot for selected ex-detainees and ex-combatants and strengthening the institutional capacity for the Southern Border Provinces Administrative Centre (SBPAC).

Key Results

The proposed intervention would assist the RTG in refining and operationalizing an enhanced socio-economic reintegration program pilot for selected ex-detainees and ex-combatants and strengthening the institutional capacity for the Southern Border Provinces Administrative Centre (SBPAC). The **overall outcomes** would be (i) a pilot socio-economic reintegration is operationalized and institutional capacity in place for government to scale up the socio-economic reintegration program; (ii) 240 ex-combatants/ex-detainees and communities have received safety net and reintegration support; and (iii) monitoring and evaluation system established.

Expected impact after the grant: The government aims to enhance its socio-economic reintegration program for ex-detainees and ex-combatants, taking into account lessons from the implementation of the program pilot.

D. Preliminary Description

Activities/Components

The envisioned program would be structured along three components:

Component I: Delivery of an Enhanced Reintegration Program Pilot (RE)

For this component, the government will provide an enhanced socio-economic reintegration program pilot for selected ex-detainees and ex-combatants as well as their families and communities of return. The SBPAC will ensure that the support from this grant complement to other existing support from relevant agencies such as from the Ministry of Social Development and Human Security, Ministry of Labor and Ministry of Public Health. It is expected that the reintegration pilot would provide support to approximately 200 existing returnees and up to 40 ex-combatants among those expected to return over the next 15 months.

1. Delivery of multi-sectoral socio-economic reintegration assistance (e.g., access to education/skills training opportunities, health and psycho-social services and livelihoods support) to approximately 240 selected ex-detainees and ex-combatants and their families based on their needs



assessment. The Program Advisory Committee headed by the SBPAC and the Ministry of Finance would develop selection criteria in close cooperation with the World Bank.

2. Delivery of a transitional safety net (initial funding support) to eligible ex-detainees and ex-combatants based on their needs assessment.
3. Identification and delivery of support measures for communities of return using participatory process. This support focus on socio-economic, livelihood and cultural aspects of the communities (no basic infrastructures).

Component II: Project Management (RE)

This component aims to provide an overall support for the management of the pilot intervention. A multi-agency Program Advisory Committee (PAC) would be established to provide guidance to the project. A reintegration unit housed under the Southern Border Provinces Administrative Center (SBPAC) will partner with agencies overseeing socio-economic aspects of the reintegration. Some services would be provided by line agencies and non-governmental organizations. Monitoring and feedback mechanisms would be established to facilitate adaptive learning. Activities include:

1. Establishment of a Program Advisory Committee (PAC) comprising representatives from relevant agencies and organizations, both government and non-government. The PAC would meet every six months to review project progress, provide strategic guidance, and identify key lessons for policy and programming.
2. Establishment of a reintegration unit within SBPAC with dedicated staff to manage the program. This unit would operate a “one-stop shop” for ex-combatants and ex-detainees to access counseling and refer beneficiaries to social and economic reintegration opportunities near their locations of resettlement.
3. Development of the operations manual of an integrated socio-economic reintegration program and attendant implementation modalities based on the findings of the needs assessment and informed by international experience.
4. Development and execution of the stakeholder engagement strategy (including communication and dissemination strategy) that supports public dialogue on this aspect of peacebuilding, informs the public, sensitizes communities, and gains support for the reintegration program
5. Conducting review on existing psycho-social assistance and livelihoods support and delivering support to ex-detainees and ex-combatants and families.
6. Training of unit staff workers.
7. Monitoring of program progress and results according to specific performance criteria.
8. Submission of regular progress reports and dissemination of findings.
9. SBPAC will contract non-governmental and private sector partners for the delivery of various services. For some activities, government line agencies may be tasked with implementation.

Component III: Technical Assistance, Implementation Support, Knowledge Management, and Evaluation (BE)



The World Bank will provide technical assistance to the government necessary for the redesign and implementation of the pilot intervention. The Bank will draw upon its global experts, network, knowledge and experience in supporting the governments in conflict-sensitive environment around the world. Activities include:

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1. Assist the government in the development of a comprehensive and context-appropriate needs assessment methodology to assess the needs and expectations of potential program participants, covering the range of challenges facing returnees, including health services, educational/skills needs and income-generating opportunities; and the timely implementation of this assessment.
2. Review and share good practice / lessons learned with respect to the Operational Manual for such a program.
3. Assist the government to develop a stakeholder engagement strategy (including communication and dissemination strategy) that supports public dialogue on this aspect of peacebuilding, informs the public, sensitizes communities, and gains support for the reintegration program.
4. Assist the government in the development of a database for the reintegration program that catalogues the target participants, socio-economic profile, and identified needs. This information would serve as the baseline data and the foundation of a “case management system” to support participants throughout the reintegration process.
5. Assist the government in the design and delivery of training strategies and systems for project staff.
6. Assist the government in reviewing and recommending existing psychosocial services and referral system, and skills development and livelihood support for target beneficiaries
7. Assist the government in the development of monitoring and evaluation tools, methods and arrangements to assess progress and identify strengths and weaknesses of the pilot in a timely manner. This information would serve to adapt and refine the program’s design over time as needed.
8. Provide Just-in-time support for the preparation and implementation of the pilot program.
9. Organize two south-south learning events on DDR and key aspects of reintegration. At least two knowledge management notes and two videos on key aspects of the pilot will be developed and disseminated.
10. Assist the Government to commission independent evaluation studies to assess the effectiveness of the enhanced reintegration program.
11. Undertake the required Implementation Completion Report (ICR).

Environmental and Social Standards Relevance

E. Relevant Standards

| ESS Standards | | Relevance |
|---------------|---|-----------|
| ESS 1 | Assessment and Management of Environmental and Social | Relevant |



Risks and Impacts

| | | |
|--------|---|------------------------|
| ESS 10 | Stakeholder Engagement and Information Disclosure | Relevant |
| ESS 2 | Labor and Working Conditions | Relevant |
| ESS 3 | Resource Efficiency and Pollution Prevention and Management | Relevant |
| ESS 4 | Community Health and Safety | Relevant |
| ESS 5 | Land Acquisition, Restrictions on Land Use and Involuntary Resettlement | Not Currently Relevant |
| ESS 6 | Biodiversity Conservation and Sustainable Management of Living Natural Resources | Relevant |
| ESS 7 | Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities | Not Currently Relevant |
| ESS 8 | Cultural Heritage | Not Currently Relevant |
| ESS 9 | Financial Intermediaries | Not Currently Relevant |

Legal Operational Policies

| Safeguard Policies | Triggered | Explanation (Optional) |
|---|-----------|------------------------|
| Projects on International Waterways OP 7.50 | No | |
| Projects in Disputed Areas OP 7.60 | No | |

Summary of Screening of Environmental and Social Risks and Impacts

The operation requires the undertaking of an Environmental and Social Assessment and preparation of a Stakeholder Engagement Plan that takes into account the key sensitivities around this intervention. The proposed intervention would be undertaken at a time when the parties to the conflict have not yet engaged in a formal peace process. Consequently, it is not without risk in both security and reputational terms. The following risks stand out. First, by working with the RTG on reintegrating ex-combatants and ex-detainees, the Bank may be perceived as associating itself with a program that is contested at the grassroots. Second, with conflict still ongoing, the RTG may reconsider its peacebuilding approach to reintegration and opt again for one that is based more on security. Third, beneficiaries under the program pilot (both communities and individuals) as well as staff of implementing agencies may become victims of acts of violence for having participated in the program. Fourth, the upcoming election on March 24th this year would potentially result in a change in the government, and/or in key government personnel.

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