SAVING LIVES
CHANGING LIVES

Strengthening the capacity of ASEAN Member States to design and implement risk-informed and shock-responsive social protection systems for resilience

Thailand Case Study

WFP
World Food Programme

Oxford Policy Management

European Union
Civil Protection and
Humanitarian Aid

December 2018

Cover photo: WFP/Anon Panochit

Strengthening the capacity of ASEAN Member States to design and implement risk-informed and shock-responsive social protection systems for resilience

Thailand Case Study

Acknowledgements

This report – and all outputs of the Joint-UN and ASEAN Project on "Strengthen Capacity of ASEAN Member States to Develop Risk-informed and Shock-responsive Social Protection Systems for Resilience" – are greatly appreciative to the European Civil Protection and Humanitarian Aid Operations (ECHO).

The key partners in this grant are Food and Agriculture Organization (FAO), World Food Programme (WFP), United Nations Children's Fund (UNICEF), International Labour Organization (ILO), United Nations Office for Disaster Risk Reduction (UNISDR) and ASEAN Secretariat.

This report was carried out by Oxford policy Management Ltd. (OPM) through WFP Regional Bureau for Asia and the Pacific. The study team leader and the author of this report is Rodolfo Beazley. The project manager is Maham Farhat. The remaining team members are Virginia Barberis and Felicity Le Quesne, (OPM) and Chitraporn Vanaspong (independent consultant). The technical oversight was done by Aphitchaya Nguanbanchong and Ruben Villanueva Rodriguez.

The contact point for WFP Regional Bureau for Asia and the Pacific is Ellen Kramer, Regional Programme Adviser, and Aphitchaya Nguanbanchong, Regional Programme Policy Officer. For further information, please contact ellen.kramer@wfp.org and/or aphitchaya.nguanbanchong@wfp.org.

Executive Summary

Introduction

The complementarity of social protection and disaster risk management (DRM)[1] is increasingly acknowledged by the Association of Southeast Asian Nations (ASEAN), as reflected in recent agreements and declarations concerning both subjects. This is in line with the increased global interest in shock-responsive social protection, with several development partners, regional coordination bodies, and country governments initiating research and policy dialogue on the issue[2].

The World Food Programme's (WFP) Regional Bureau for Asia and the Pacific has commissioned a Regional Study on shock-responsive social protection in the ASEAN to Oxford Policy Management (OPM). The overarching research question is: **What factors enable social protection systems and programmes in ASEAN countries to be responsive to shocks and to deliver effective response?** This report presents the findings of the Thailand case study.

Thailand is highly exposed and vulnerable to natural disasters caused by hydro-meteorological hazards such as floods, landslides, storms, droughts, etc. In the last few decades, Thailand has faced a number of major natural disasters, including the 2004 Indian Ocean tsunami, the 2011 Mega Flood, the 2015/16 droughts, and other shocks.

DRM in Thailand

Since the devastating tsunami in 2004, Thailand has been strengthening its capacity to prepare and respond to shocks. The country has developed a legal framework, a national plan for DRM, and an early warning centre, and has adopted the SENDAI framework and has moved for a focus on disaster 'response' to DRM. Thailand's DRM system is described in Section 4; here this report describes briefly the main gaps in the provision of support to the affected population which could be potentially filled by social protection.

Thailand's capacity to respond to small-scale and recurrent floods seems to be fairly adequate. However, as shocks become larger, the capacity of the government to respond can be challenged, as it was the case in the 2016/2017 floods and the 2011 Mega Flood.

There is limited medium-term support for those affected by shocks. Current strategies involve one-off cash transfers, small-scale vocational trainings, and others. However, this is unlikely to be adequate for every case. There seems, therefore, to be a focus on providing relief in the immediate aftermath of a shock, but less so in relation to medium-term support (from relief to recovery) which would enable people to not only cope but also to recover. This is an area where there is a potential role for social protection: existing schemes could be used as platforms to provide support for a period longer than the emergency, in order to ensure that affected households can recover from the shocks.

In particular, this report identifies the following areas where social protection could potentially play a role:

[1] DRM is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses (UNISDR, 2009).
[2] ADB 2018; Hallegatte *et al.* 2016; OPM 2015; OPM 2018.

- Reponses to large-scale shocks could be strengthened with a programme or strategy that enables the provision of large-scale and rapid support. The delivery of timely and extensive in-kind support using regular protocols can experience challenges when facing large-scale shocks.
- From relief to recovery – there seems to be a need to develop a strategy to provide longer-term support to households that are severely affected.
- Cash transfers could be used more systematically and at a larger scale in shock responses.
- Social protection could provide predictable ex-ante support to those living in high-risk locations, to enable them to enhance their coping capacity.

Social protection in Thailand

This section describes the factors that can enable social protection schemes to be more responsive. A description of Thailand's social protection system can be found in Section 5).

In theory, programmes with higher coverage present more opportunities for responses. The Social Welfare Card (SWC) is the cash transfer programme with highest coverage: it reaches more than 11 million individuals. The coverage of the Child Support Grant (CSG) is still limited (456,070 children), while the Social Pension reaches virtually every elderly person without a contributory pension (8.4 million). The Social Security Fund (SFF) provides insurance to 14.6 million employees in the country. Given the fact that it targets employees in the formal economy, a priori the correlation between its target population and the vulnerable population may not be as high as in the case of poverty-targeted schemes (assuming good targeting) or universal schemes targeting vulnerable populations (like the CSG and the Social Pension).

Beyond coverage, it is also important to understand how institutionalised these schemes are. For example, the SWC is technically a pilot and, at least until April 2018 it had not yet been decided to extend it. This uncertainty about the future of the programme can reduce its potential for making it more shock responsive, since it could be argued that it is better to invest in more embedded programmes. In addition, the fact that a non-contributory social protection scheme like the SWC is within the Ministry of Finance (MoF), and not within MSDHS, raises additional questions about the sustainability of the programme.

Targeting systems

The main cash transfer programmes do not have targeting protocols that can be temporarily revised or rules and requirements that are softened in response to shocks, allowing for scale-up.

The poverty-targeted cash transfer programmes may be undermined by targeting inaccuracies. A recent evaluation of the CSG indicates that there are high errors of inclusion and exclusion[3].

Delivery systems

The delivery mechanisms of cash transfer programmes are possibly their most promising feature in relation to the shock responsiveness of the social protection system. In Thailand, cash is almost always delivered electronically, and this could allow for quick top-ups in response to emergencies (vertical expansion). However, horizontal expansion would require registering households and giving them electronic cards, bank accounts or other payment mechanisms.

Information systems

[3] Conducted by MSDHS, UNICEF and Thailand Development Research Institute (TDRI). The report is not available yet. We had access to a summary with the key findings.

The Ministry of Digital Economy is leading the implementation of the Government Big Data project, which aims to coordinate and integrate government data, including social protection data. This is a nascent project, which emerged in response to high levels of fragmentation in terms of data collection, management, and use, and very limited data sharing within government. However, for the time being, most of the social protection data available are programme-level data and are largely about beneficiaries and there is no integration of databases.

Existing beneficiary data could potentially be used for vertical expansion or piggybacking. Inevitably, this type of response excludes non-beneficiaries. There is therefore a risk that focusing on supporting existing social protection cohorts through vertical expansion risks missing shock-affected households.

Since most social protection data available are programme-level data and relate to beneficiaries only, horizontal expansion would require collecting new data. There are no protocols in place that make it possible to use the data collected with the post-disaster needs assessments done by local authorities for horizontal expansion (or piggybacking) of cash transfer programmes.

Towards risk-informed and shock-responsive social protection in Thailand

The study of the social protection system shows that there are a number of opportunities and risks/constraints in relation to the role that such systems could play in shock response.

Opportunities	Risks and constraints
The DRM Plan clearly establishes a role for MSHS and MoL in providing support to people affected by shocks	The social protection sector is fragmented
The widespread use of e-payments an opportunity to deliver cash quickly	Inaccuracies in targeting mechainsms can represent a risk[4]
The high coverage of the SWC represents an opportunity for vertical expansions	The uncertainty about the future of the SWC is a risk factor
The Social Pension is a well-established programme with universal coverage. The CSG is still evolving, but there seems to be a strong committment to keep strengthening the scheme	The lack of no beneficiary socio-economic data and the lack of integration of social protection programme data constrain the use of pre-positioned data for emergency response
The SSF already has protocols for vertital expension in response to shocks	DDPM has limited capacity to enforce the implementation of the DRM Plan
It is expected that the Big Data project will improve data collection, sharing, management and integration	Shock-responsive social protection is a new concept for MSDHS
	Disaster risk financing processes do not establish protocols for vertical or horizontal expansion

This report proposes some areas of investment to make Thailand's social protection system more risk-informed and risk-responsive.

[4] Targeting errors should not necessarily prevent use of the data for vertical expansion or piggybacking. However, it is important to assess this carefully, since the poorest could end up being excluded from the support through scale-up.

Adapting the social protection system:

- It is recommended that ministries develop protocols and strategies to play the roles assign by the current DRM Plan and by new DRM strategies that may emerge after this study.
- Although the SWC could potentially be the best social protection platform for emergency response (due to its coverage), since MSDHS is in charge of implementing non-contributory social protection it would be important to keep investing in strengthening the capacity of this ministry (for regular programming and potentially for emergency response), rather than focusing exclusively on the SWC, which is implemented by MoF.
- The Big Data initiative could provide key information for timely and large-scale social protection responses. It is important that this initiative enables data integration, while guarantying data quality, privacy and security standards.

Responding through the social protection system:

- Based on the gaps in the provision of support to the affected population above, social protection could cover the following gaps: the provision of rapid large-scale support, cash assistance, medium-term support bridging relief and recovery, and the enhancement of coping capacities in high-risk regions.
- The response through social protection could entail scaling up multiple programmes. Coverage through existing beneficiary databases can, of course, be extended if vertical expansion takes place across multiple programmes.
- If horizontal expansion is considered in the DRM strategies, then it will be important to design methodologies for collecting new data in the aftermath of a shock. This could entail linking post-disaster needs assessment data with social protection databases.
- Since droughts and floods are recurrent and seasonal shocks in Thailand, programmes could develop ex-ante strategies to mitigate and respond to them (see Section 6.1 for two strategies to be explored).
- Finally, protocols for both horizontal and vertical expansions could be linked to early warning indicators. This would require further research to assess, design, and test the effectiveness of index-based trigger mechanisms.

Contents

List of tables, figures, and boxes

1. Introduction

Southeast Asia is one of the most disaster-prone regions of the world[5]. Between 2000 and 2015 more than 200 million people in the region were affected by disasters and the estimated total economic loss reached US$8 trillion[6]. Climate change causes an increase in the frequency and severity of hazards, which is expected to lead to more frequent disasters. Addressing the root cause of disaster vulnerability in the region and building long-term resilience is vital to breaking the cycle of recurrent humanitarian crises, alongside eradicating the remaining high levels of poverty.

The complementarity of social protection and disaster risk management (DRM)[7] is increasingly acknowledged by the Association of Southeast Asian Nations (ASEAN), as reflected in recent agreements and declarations concerning both subjects. This is in line with the increased global interest in shock-responsive social protection, with several development partners, regional coordination bodies, and country governments initiating research and policy dialogue on the issue[8]. Social protection systems, if informed by risk variables and equipped with flexible delivery modalities, can not only enhance the effectiveness of disaster response and recovery but also reduce vulnerabilities and strengthen resilience, while encouraging livelihood transformation.

As part of the ASEAN-UN Joint Strategic Plan for Disaster Management 2016–2020, the United Nations Food and Agriculture Organization (FAO), in collaboration with the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the United Nations International Strategy for Disaster Reduction (UNISDR), and the World Food Programme (WFP), is implementing a joint project, funded by the European Commission's European Civil Protection and Humanitarian Aid Operations (ECHO), entitled **'Strengthening the capacity of ASEAN Member States (AMS) to develop risk-informed and shock-responsive social protection for resilience'**. The project aims to strengthen the capacity of ASEAN Member States to design and implement risk-informed and shock-responsive social protection systems to reduce the vulnerabilities of at-risk populations, strengthen their capacity to respond to and recover from shocks, and thus enhance households' resilience in order to mitigate the effects of shocks and improve preparedness for further crises.

In this context, WFP's Regional Bureau for Asia and the Pacific has commissioned a Regional Study on shock-responsive social protection in the ASEAN to Oxford Policy Management (OPM). The overarching research question is: **What factors enable social protection systems and programmes in ASEAN countries to be responsive to shocks and to deliver effective response?** This research includes the following studies:

1. A regional literature review – which includes a general overview of recent shocks experienced by countries in the region, and of poverty and vulnerability, and identifies experiences in the use of national social protection mechanisms to respond to shocks.
2. A case study in Thailand – which aims to identify the factors that would enable the national social protection systems to be responsive to shocks.
3. A case study in Lao People's Democratic Republic case study – which aims to identify the factors that would enable national social protection systems to be responsive to shocks.

[5] ASEAN Secretariat 2016.
[6] Babel 2016.
[7] DRM is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses (UNISDR, 2009).
[8] ADB 2018; Hallegate et al. 2016; OPM 2015; OPM 2018.

- A regional synthesis report – which synthesises the findings of the other research outputs and provides recommendations to the ASEAN Secretariat, ASEAN Member States, and cooperating partners.

Table 1 below provides information about key socio-economic indicators in Thailand. This information provides a quick overview of the socio-economic characteristics of the country, which could be compared with other countries in the region and elsewhere.

TABLE 1: THAILAND'S KEY SOCIO-ECONOMIC INDICATORS

Indicators	Value	Year
GDP per capita in current $	5,910	2016
GDP per capita, PPP (constant 2011 international $)	15,683	2016
Total population	69,037,513	2017
Male population	33,664,899	2017
Female population	35,372,614	2017
Population ages 0-14 (per cent)	17%	2017
Population ages 15-64 (per cent)	71%	2017
Population ages 65 and above (per cent)	11%	2017
Life expectancy (at birth) (years)	75	2016
Mortality rate, infant (per 1,000 live births	11	2016
Net migration rate (per 1,000 population)[9]	0.282	2015-2020
Unemployed	0.7%	2017
Underemployed	0.9%	2016
Informal employment as percent of employed[10]	0.9%	2016
Poverty headcount ratio at national poverty (% of population)	57%	2016
Population in multidimensional poverty (%)	10.9%	2013

[9] This is the number of immigrants minus the number of emigrants over a period, divided by the person-years lived by the population of the receiving country over that period. It is expressed as net number of migrants per 1,000 population. See http://data.un.org/Data.aspx?d=PopDiv&f=variableID%3A85

[10] Do not have a written contract nor social security coverage. See http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=524&_afrLoop=1316632620566420&_afrWindowMode=0&_afrWindowId=null#!%40%40%3F_afrWindowId%3Dnull%26_afrLoop%3D1316632620566420%26MBI_ID%3D524%26_afrWindowMode%3D0%26_adf.ctrl-state%3D3vte23emz_133

Human Development Index	1%	2015
GINI coefficient	37.8%	2013
Gender Inequality Index (GII)[11]	0.366	2015

Source: World Bank, ILO, and UNDP databases.

This report presents the findings of the Thailand case study. Section 2 describes the scope of the research, the conceptual framework, and the research tools. In Section 3, this report describes the context of Thailand in terms of poverty, risk, and vulnerability. Section 4 describes Thailand's DRM policy, while in Section 5, this report describes the social protection system. In Section 6, the report suggests some recommendations and highlight opportunities and risks in relation to making the social protection system more responsive to shocks. Finally, in Section 7, the report presents conclusions.

[11] The GII is an inequality index. It measures gender inequalities in three important aspects of human development—reproductive health, measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education; and economic status, expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older. See http://hdr.undp.org/en/content/gender-inequality-index-gii

2. Scope of the research and research tools

2.1 Scope of the research

The ASEAN Declaration on Strengthening Social Protection was adopted by the 23rd ASEAN Summit in October 2013, in Brunei Darussalam. In the declaration, social protection is defined as 'interventions that consist of policies and programmes designed to reduce poverty, inequalities, and vulnerability by assisting the poor, at risk, vulnerable groups such as but not limited to persons with disabilities, older people, youth, women, children, undernourished, victims of disasters, migrant workers, as well as families and communities to: i) enhance their capacities to better manage risks and ii) enhance equal access to essential services and opportunities on a rights based/needs based approach.'[12] Within the social protection spectrum, our research focuses on schemes implemented by governments (with or without external financing) and includes the following types of programmes:

1. Social assistance: non-contributory transfers, excluding fee waivers and subsidies; including:
    - Social transfers provided in cash and in-kind. This includes social pensions. In relation to in-kind transfers, this report only looks at social protection schemes and not the DRM support provided in the immediate aftermath of a shock.
    - In-kind transfers include school feeding programmes.
    - Public works or cash-for-work programmes.
    - Social insurance: contributory transfers, including:
    - Old-age pensions;
    - Unemployed benefits; and
    - Child allowances.

Social care services and active labour market policies are not among the social protection policies studied in this research.

Citizens of ASEAN Member States are exposed to a range of shocks which can impact their well-being. Covariate shocks affect large numbers of people and/or communities at once, in comparison to idiosyncratic shocks (such as the death of a breadwinner) that may affect only individual households or household members. For the purposes of this research, the focus is on covariate shocks only and, given Thailand's risk profile (briefly described in Section 3) in relation to hydro-meteorological hazards,[13] this report focuses on floods and droughts.

[12] ASEAN Secretariat 2013, page 3.

[13] Hydrometeorological hazards are of atmospheric, hydrological, or oceanographic origin. Examples are tropical cyclones (also known as typhoons and hurricanes); floods, including flash floods; drought; heatwaves and cold spells; and coastal storm surges. Hydrometeorological conditions may also be a factor in other hazards, such as landslides, wildland fires, locust plagues, epidemics and in the transport and dispersal of toxic substances and volcanic eruption material (https://www.unisdr.org/we/inform/terminology).

2.2 Conceptual framework

Our research is based on the theoretical framework developed by OPM[14] and adapted in the OPM-WFP research for the Latin America and the Caribbean region[15] and further adapted for this study and for the wider ECHO and UN project.

An in-depth analysis of the factors enabling social protection systems to be responsive requires studying several different aspects of such systems, from high-level policies to operational mechanisms. For the current case study, this report categorises these different aspects in the following manner:

Coordination and capacity

A responsive social protection system requires that DRM and social protection sectors, as well as others, work together to maximize their impact. In this component, the report studies existing mechanisms to promote such coordination.

In addition, the capacity of the sectors is fundamental for their ability to respond. This report focuses on studying their mandates, plans and strategies.

Delivery systems

Delivery systems are the tools, processes and administrative mechanisms that a programme has in order to operate. Although every deliver mechanisms has an important role to play, international evidence shows the following two are the key ones for a system to be responsive and hence the ones we focus on:

- **Targeting systems** – the capacity of the system to identify and select people affected by shocks;
- **Delivery mechanisms** – the capacity to transfer cash or in-kind support.

Information systems

Socio-economic and disaster risk and vulnerability information systems can play an important role in helping to plan responses (ex-ante) and to identify the affected households (ex-post).

This component studies the role of data in the social protection sector in responding to shocks, as well as Early warning systems (EWS) used to inform social protection planning or responses, either automatic, like when an index triggers an automatic expansion, or not automatic – the provision of information and data for social protection policy decision making.[16]

[14] OPM 2015 and OPM 2016.
[15] Beazley et al. 2016.
[16] This report do not assess the effectiveness of early warning systems. The report will limit the analysis to identifying experiences in which such systems have been used to inform or trigger social protection responses.

Financing mechanisms

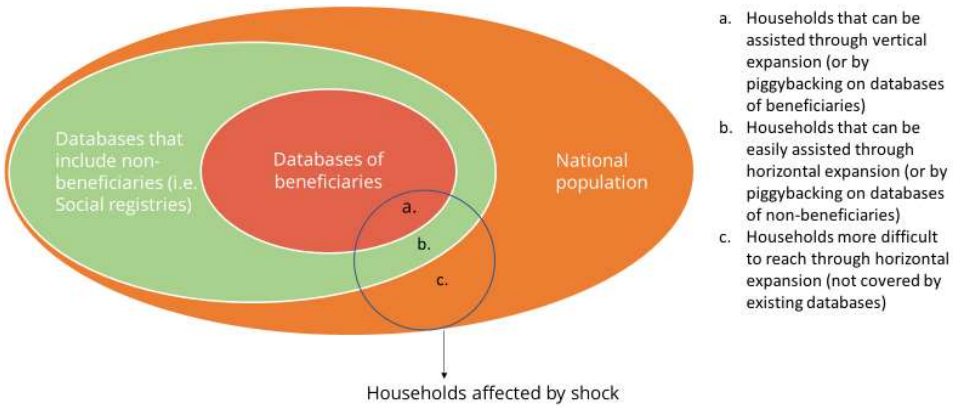
Responses require predictable and protected funding sources. Although this report does not conduct a thorough assessment of disaster risk financing, the existing mechanisms and their capacity to fund social protection responses was reviewed.

All the components above determine the capacity of social protection to respond to emergencies. Based on OPM's framework, when policymakers consider the use of a social protection systems to address emergency needs, there are a number of strategies that they may employ to scale up the overall level of support that the system provides to vulnerable people:

1. **Vertical expansion**: increasing the benefit value or duration of an existing programme or system;
2. **Horizontal expansion**: adding new beneficiaries to an existing programme or system;
3. **Piggybacking**: using a social protection intervention's administrative framework, but running the shock response programme separately;
4. **Alignment**: describes designing an intervention with elements resembling others that already exist or are planned, but without integrating the two. Governments may align their systems with those of humanitarian agencies or vice versa.
5. **Design tweaks**: making small adjustments to the design of the core programme.

The figure below shows the targeting challenge that systems face when they are expanded vertically or horizontally, or when they allow responses to 'piggyback' on them. First, the basis of the targeting challenge is the fact that the households affected by the shocks are not necessarily beneficiaries of existing social protection programmes, or included in the social registry or other registries. Consequently, despite having strong targeting programmes and systems, horizontal expansion would be necessary in any case. However, the greater the coverage of programmes and registries, and the better the quality of the data they contain, the easier it will be to respond. In principle, if beneficiaries of social protection programmes could be easily reached with vertical expansion and non-beneficiaries whose information is in the registries could be easily reached with horizontal expansion, then the challenge would be reaching those affected households that do not belong to either of these two categories.

FIGURE 1: TARGETING CHALLENGE IN THE EXPANSION OF A RESPONSIVE SOCIAL PROTECTION



Source: Adapted from OPM (2015) and Barca (2017).

2.3 Research tools

The research for this case study consisted of three phases: a literature review, fieldwork, and analysis. In relation to the first phase, this research conducted a thorough review of legislation, policy plans and strategies, manuals of operations, periodic reports, and programme reviews, assessments and evaluations.

Fieldwork was conducted from 17 to 26 April 2018. The research team was led by Rodolfo Beazley (OPM), with the participation of Aphitchaya Nguanbanchong (WFP) and Chitrapon Vanaspong (consultant with FAO). The research was conducted in Bangkok and in two locations frequently affected by floods: Nakhon Si Thammarat and Ayutthaya. The research tools used were as follows:

Key informant interviews: Key informant interviews are useful to triangulate findings from other data sources, and to generate questions, since key informants are able to share information that is not known to most people. Data from key informants was collected using semi-structured interviews. Key informants:

Government

- **Ministry of Interior**: Department of Disaster Prevention and Mitigation (DDPM), Department of Provincial Administration (DOPA),
- **Ministry of Social Development and Human Security (MSDHS)** – Department of Children and Youth; Department of Older Persons
- **Ministry of Finance (MoF)**: Fiscal Policy Office and The Comptroller General's Department
- **Ministry of Labour (MoL)**: Social Security Office
- **Provincial and district governments** in Nakhon Si Thammarat and Ayutthaya, Sahathai
- **UN Agencies:** United Nations Development Programme (UNDP), FAO, UNICEF and the World Bank
- **INGOs/ Foundations**: SahaThai Foundation, Foundation for Children with Disability, World Vision Thailand
- Research Institutions: Thailand Development Research Institute (TDRI) and Health System Research Institute (HSRI)
- Interview with households: Household case studies were conducted using semi-structured interviews with beneficiary households and households affected by floods in Nakhon Si Thammarat and Ayutthaya, to develop a picture of their lives before and after the floods, and to understand how the emergency response has supported them and how the social protection systems support them on an ongoing basis.

The list of key informants interviewed can be found in Annex A and the list of main research questions can be found in Annex B.

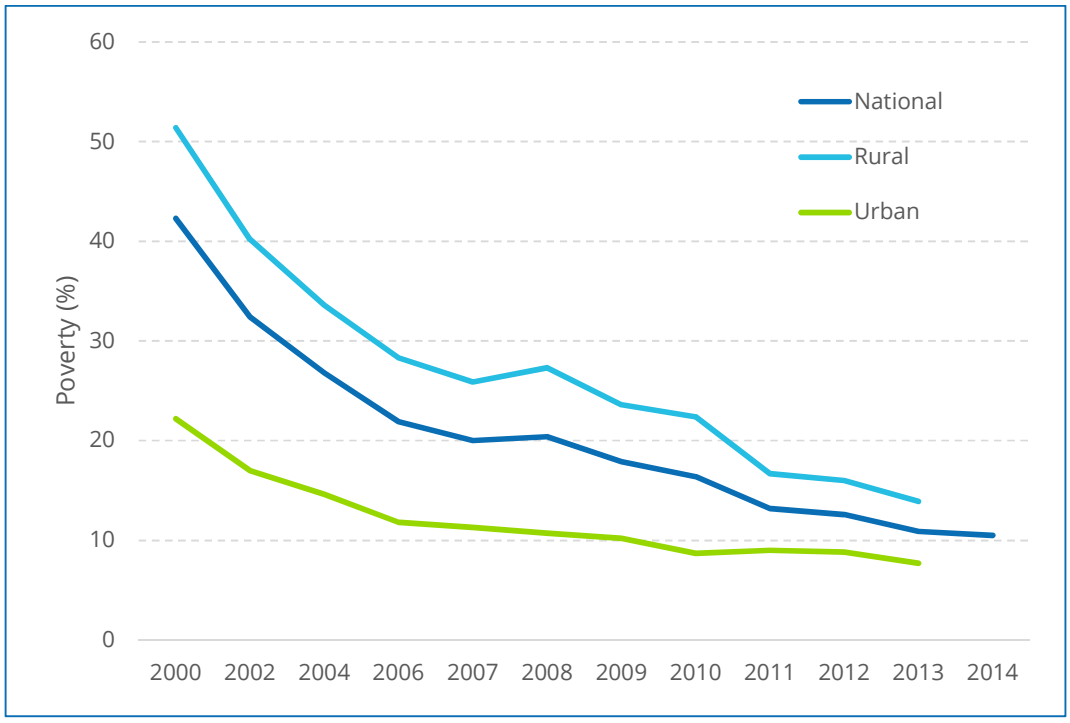
The third phase of the research consisted of analysing the data collected, triangulating the information gathered with the literature review, and the interviews at central and local level, and finally answering the research questions.

3. Poverty, risk, and vulnerability in Thailand

Thailand has made outstanding progress in social and economic development over the last four decades, moving from being a low-income country to an upper-income country[17]. Thailand's economy has grown at high rates during long periods over the last few decades, creating millions of jobs that have helped pull millions of people out of poverty.

Poverty has declined substantially over the last 30 years, decreasing from 67% in 1986 to 10.5% in 2014, driven by periods of high growth and rising agricultural prices. Long after the booming 1960s, the country has managed to sustain a sharp reduction of poverty: over the past 14 years the poverty headcount went from 42.3% in 2000 to 10.5% in 2014.

FIGURE 2: POVERTY HEADCOUNT (%) – NATIONAL, RURAL AND URBAN (2000-2014)

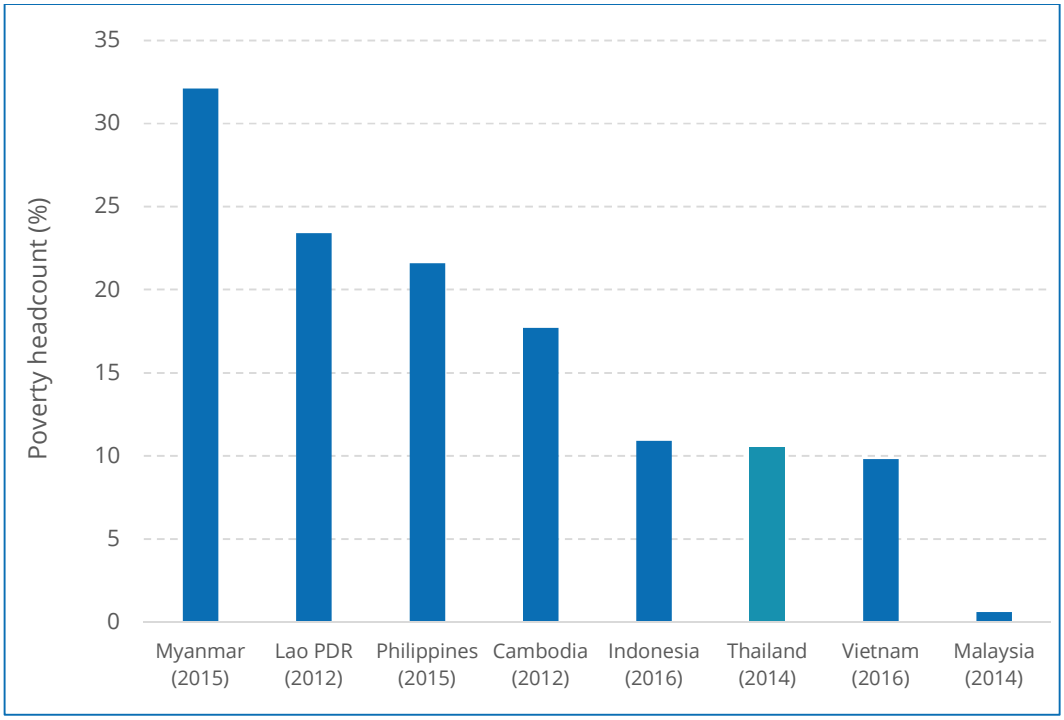


Source: World Bank, Global Poverty Working Group, based on national poverty lines

Thailand has one of the lowest poverty rates in the ASEAN region. Figure 3 below shows that Thailand has poverty levels similar to Viet Nam and Indonesia, and is only significantly higher than Malaysia (there is no data available on Brunei Darussalam and Singapore).

[17] http://www.worldbank.org/en/country/thailand/overview

FIGURE 3: POVERTY HEADCOUNT (%) – ASEAN COUNTRIES



Source: World Bank, Global Poverty Working Group, based on national poverty lines. Most recent year available.

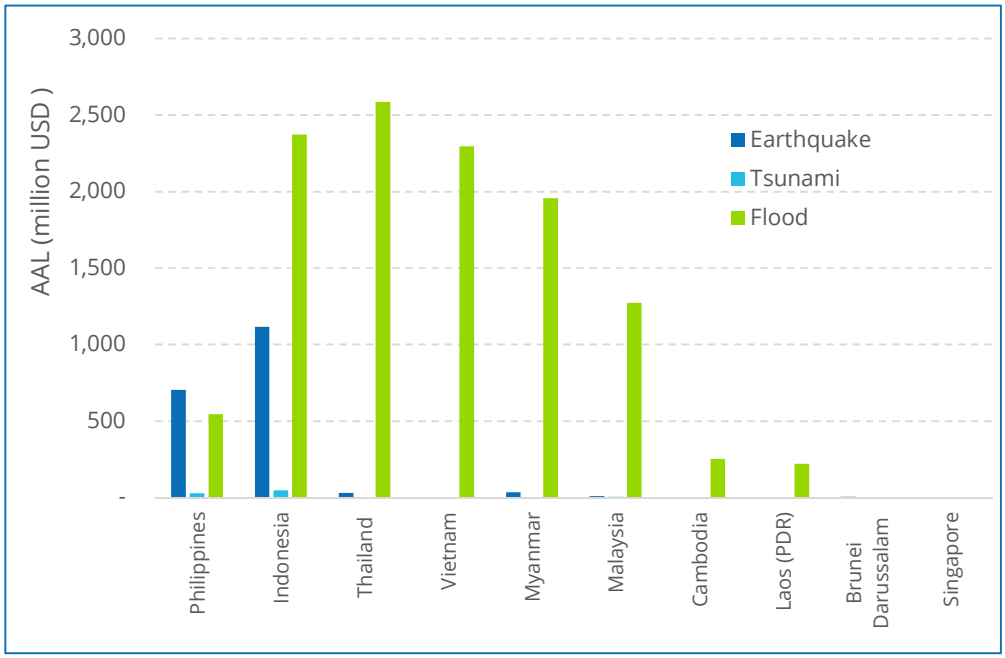
However, according to the World Bank, faltering economic growth, falling agricultural prices, and recurrent disasters can create challenges to the eradication of poverty – in particular in the rural areas: 'As of 2014, over 80% of the country's 7.1 million poor live in rural areas. Moreover, an additional 6.7 million were living within 20% above the national poverty line and remained vulnerable to falling back into poverty.' [18]

Thailand is one of the countries with the lowest level of exposure to natural hazards overall in the ASEAN region: according to the World Risk Index (WRI)[19] in 2016 Thailand ranked eight out of 10 ASEAN countries, with Philippines (first), Brunei (second) and Cambodia (third) as the countries with the highest exposure, and Singapore (tenth), Lao People's Democratic Republic (ninth) and Thailand (eighth) as the least exposed. According to the WRI, Thailand is a medium-risk country.

However, Thailand is the country most affected by floods in the ASEAN region, in terms of economic loss. Figure 3 below shows the average annual loss (AAL) caused by earthquakes, tsunamis, and floods. 'The AAL is the average expected loss annualized over a long time frame. It represents the amount that countries would have to set aside each year to cover the cost of future disasters in the absence of insurance or other disaster risk financing mechanisms.' (UNISDR, 2015).

[18] The World Bank. The World Bank in Thailand. Online at www.worldbank.org/en/country/thailand/overview (retrieved 25 April 2018).
[19] Bündnis Entwicklung Hilft 2016, 'WorldRiskReport2016' (Bündnis Entwicklung Hilft, United Nations University – EHS, 2016), http://weltrisikobericht.de/wp-content/uploads/2016/08/WorldRiskReport2016.pdf.

FIGURE 4: AAL BY HAZARD IN ASEAN COUNTRIES



Source: UNISDR (2015)

Thailand is highly exposed and vulnerable to natural disasters caused by hydro-meteorological hazards such as floods, landslides, storms, droughts, etc. In the last few decades, Thailand has faced a number of major natural disasters, including the 2004 Indian Ocean tsunami, the 2011 Mega Flood, the 2015/16 droughts, and other shocks. The main types of disasters affecting the country are as follows:

- **Floods** are the dominant risk in Thailand (UNISDR and World Bank, 2010). They are the most frequent natural disaster and are seasonal and recurrent in some regions of the country. Floods are caused mostly by the influence of the monsoon (DDPM, 2015). The Mega Flood of 2011 was Thailand's most catastrophic flood, affecting 64 out of its 77 provinces, including Bangkok, and a total of 5,247,125 households (16,224,304 people); 1,026 people were killed, and total economic damages and losses reached Thai Baht (THB) 1.44 billion (approximately US$45.7 billion) (DDPM, 2015). In late 2016/early 2017, continuous heavy rains caused widespread flooding across 11 provinces in southern Thailand; almost 100 people were killed[20]. Some regions of the country are affected by smaller-scale floods every year.
- **Droughts** affect mostly the north-eastern region and the central plains, and are also seasonal and recurrent. 'The phenomenon of drought occurs as the consequence of the sharp decrease in the amount of rainwater, water stored in reservoirs or other natural water sources, or in the underground water level over the period of time, to the extent that it has resulted in the lack of sufficient water supply to meet the demands of humans and animals and for vegetation. This subsequent drought induced shortages of water for domestic consumption and for industrial and agricultural purposes in any area for an extended of time can have significant and widespread impacts on people and communities as well as causing extensive damage to overall economy of the country.' (DDPM, 2015). In addition to rainfall shortages, droughts are also the consequence of urbanisation and industrialisation, and uneven water resources distribution (Franzetti *et al*., 2017).
- Although not as frequent as floods and droughts, **earthquakes and tsunamis** have caused mass destruction in the country. The 2004 tsunami was the most devastating catastrophe in recent decades, killing 8,345 people, affecting 67,007 people, and causing an economic loss of US$1 billion (UNISDR, 2015)

[20] Relief Web. Thailand: Floods – Dec 2016. https://reliefweb.int/disaster/fl-2017-000004-tha (retrieved 25 April 2018)

4. DRM in Thailand

This section first describes the DRM system in Thailand, with its main policies and actors. Secondly, based on the responses to recent floods, this report identifies gaps in the provision of support to the affected population which could be potentially filled by social protection.

It is important to mention that the report focuses on government DRM systems. In Thailand, responses to shocks are largely funded, led, and implemented by the government, despite the support that can be provided by international partners like the UN.

4.1 DRM system

Since the devastating tsunami in 2004, Thailand has been strengthening its capacity to prepare and respond to shocks. The country has developed a legal framework, a national plan for DRM, and an early warning centre, and has adopted the SENDAI framework and has moved for a focus on disaster response to DRM.

Despite the substantial progress, a few important challenges still remain. Boonreang (2015) identifies the following: cooperation between related organisations is not unified; resources (i.e. budget, personnel, and material) for disaster management are not adequate; recovery is delayed; areas dedicated to housing and settlements are at risk of disaster; and people have low awareness of disasters.

The Disaster Prevention and Mitigation Act of 2007 provides the legal framework and basis for national DRM. The act mandated the DDPM, under the Ministry of Interior, to be responsible for the development of a national DRM Plan. The existing plan was developed under the leadership of the DDPM, through a participatory planning process which engaged different government sectors and civil society, and was endorsed by the Cabinet in 2015. This endorsement enforced the development of action plans in related sectors and the incorporation of DRM strategies in their annual plans.

The DRM Plan sets the following objectives for the DRM system: 'i) to ensure overall readiness of the national DRM system to deal with potential disaster incidents through integrated and coordinated collaboration with stakeholders across multiple sectors and countries to timely provide disaster relief and emergency assistance to disaster affected people as well as undertaking the immediate and long–term disaster recovery and reconstruction in the affected areas in a fair and thorough manner with a view to establishing standards and practices for national DRM; ii) to cultivate a lifelong learning culture among, and boost the natural disaster immunity of all sectors of society in Thailand aiming to gain a better grasp of the ways to manage disaster risk through providing spaces and opportunities for individuals, communities, civil society and other stakeholders to participate in disaster risk management practices towards sustainable development; iii) to increase public safety awareness through highlighting the creation of body of knowledge, awareness, and safety culture as well as developing local and community capacity gearing towards building community resilience to disasters.' (DDPM, 2015)

According to the DRM Plan, the key actors in terms of disaster preparedness and response are as follows (also see Figure 4):

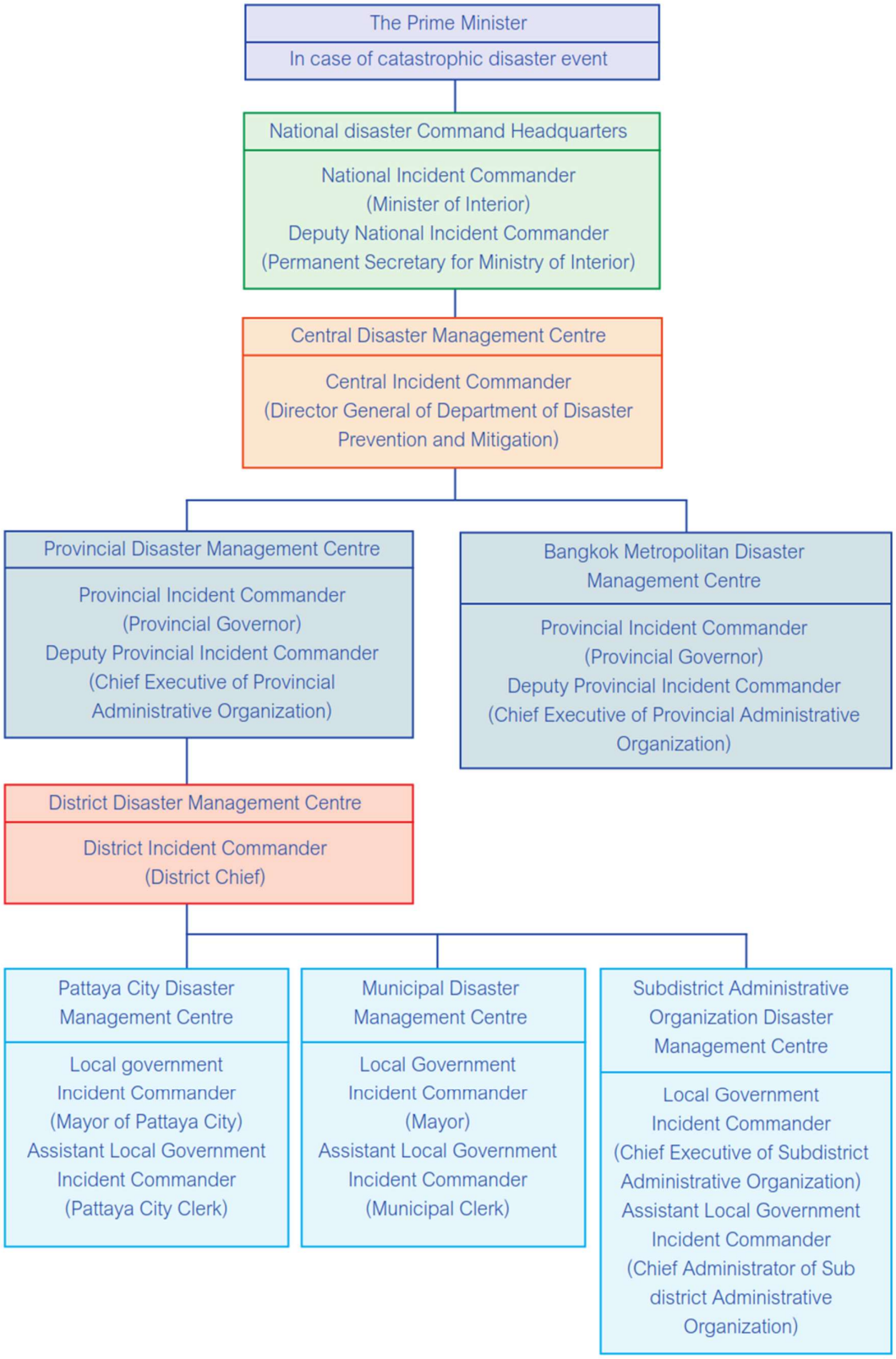
1. The National Disaster Command Headquarters (NDCH) has the responsibility for directing, overseeing, and coordinating the emergency management practices of all lower level disaster management centres. The Minister of Interior is the National Incident Commander. The NDCH leads the responses to large-scale disasters (level 3) and catastrophes (level 4),

The Central Disaster Management Centre directs, integrates, and coordinates the joint response operations for small (level 1) and medium-scale (level 2) disasters and provides support to the NDCH in relation to level 3 and 4 disasters. DDPM's director is the Central Incident Commander.

At subnational level, the following centres are in charge of leading and coordinating the responses in the respective jurisdiction and providing support to other jurisdiction when required by a higher level. They are also in charge of developing a DRM Action Plan for its own jurisdiction, conducting situation analysis and assessments, collecting data, and identifying affected people.

1. The Provincial Disaster Management Centre – where the provincial governor is the Provincial Incident Commander.
2. The District Disaster Management Centre – where the chief district officer is the District Incident Commander.
3. The Municipal Disaster Management Centre – where the municipal mayor is the Local Government Incident Commander.
4. The Sub District Administrative Organization Disaster Management Centre – where the chairman of the sub district administrative organisation is the Local Government Incident Commander.
5. The Bangkok Metropolitan area and the Pattaya city have their own disaster management centres.

FIGURE 5: DRM STRUCTURE



Source: DDPM (2015)

The National Disaster Warning Centre (NDWC) was established under the Order of the Office of the Prime Minister, then transferred to the Ministry of Information and Communication Technology, and recently to the DDPM. It was originally conceived to provide warnings about earthquakes and tsunamis. More recently, its mandate and capacity has been extended in order to cover the other hazards affecting the country. Early warning 'aims at notifying and alerting government agencies, units, the Disaster Management Centres at all levels and the general public of significant likelihood of hazardous event in areas at risk in order to monitor and conduct surveillance of the evolving situation of the ongoing incident on a continuous basis. The timeframe for notification of early warning information varies in accordance with types of hazard.' (Asian Disaster Reduction Centre, 2016)

Other organisations, like the Thai Meteorological Department, the Royal Irrigation Department, and the Department of Mineral Resources, among others, provide information that helps different government levels to foresee the threats caused by natural hazards.

The DRM Plan also describes the role of different line ministries and other government and non-government organisations, as well as the budget process. In relation to the former, the Ministry of Interior has the mandate to issue disaster declarations, to direct and coordinate responses to large-scale disasters and catastrophes, and to provide assistance to affected people. Moreover, the DRM Plan assigns roles to social protection ministries in the provision of support to the people affected by a disaster:

Ministry of Social Development and Human Security (MSDHS)

- To enhance the capacity of social development and social welfare networks and partnerships to function as support mechanisms that contribute to disaster prevention efforts at the grassroots levels.
- To support the provision of social welfare services to disaster-affected people, as well as providing care and support to orphans, persons with disabilities, and the elderly in disaster-stricken areas.
- To develop and implement social and psychological rehabilitation plan for disaster victims and persons with social problems.
- To promote welfare activities and rehabilitation services in temporary shelter areas.
- To take responsibility for temporary shelter arrangements and management.

Ministry of Labour (MoL)

- To prepare and seek technical workers for the purpose of implementing the DRM mission.
- To arrange specific learning, training and practising programmes for labourers working in entrepreneurial establishments for the purpose of their occupational safety, as well as enabling them to better protect themselves and to maintain safety in the workplace (Department of Skills Development).
- To conduct a survey, and prepare to source the equipment and tools needed for implementing DRM activities through demanding, requesting, or leasing them.
- To examine data related to labourers affected by disasters for the purpose of assisting them to claim the rights they are entitled to, as stipulated under the Labour Act (Department of Labour Protection and Welfare).
- To arrange vocational training for people affected by disaster, as well as helping them seek employment (Department of Skills Development).
- To set up a social security services centre to provide the relevant services to labourers affected by disaster (Social Security Office).

The Box below describes the disaster risk financing strategy according to the DRM Plan and the corresponding financial regulations.

Box 1: Disaster risk financing regulation

According to the DRM Plan, all government levels, ministries, and departments are required to include in their annual budgets the resources required for carrying out their DRM functions, in line with the national DRM Plan. If those resources are not sufficient to respond to a disaster, such agencies or government levels can request to receive contingency funding.

Thailand's Financial Ministerial Regulation on Emergency Contingency Fund BE. 2556 (with Revision B.E. 2559) establishes the following contingency funds:

1 Office of the Prime Minister – THB 100 million THB (US$3.3 million)[21]

2 Ministry of Defense – THB 50 million (US$1.6 million)

3 MSDHS – THB 10 million (US$333,000)

4 Ministry of Agriculture and Cooperative – THB 50 million (US$1.6 million)

5 Ministry of Public Health – THB 10 million (US$333,000)

6 Ministry of Interior – THB 50 million (US$1.6 million)

- DDPM central level – THB 50 million (US$1.6 million)
- Provincial Offices of DDPM – THB 20 million (US$666,000) (each province)

The Ministry of Finance (MoF) is in charge of authorising the allocation of contingency funds to other ministries. In the case of contingency funds for provinces, it is the DDPM that should approve the allocation. Provincial Governors are authorised to allocate budget to districts as appropriate, with a maximum of THB 500,000 per district.

The regulation establishes that the contingency fund should be spent in the following way:

1) Survival – in cash and in kind, including food, survival kits, oil, materials to repair houses, house rental, temporary shelters, clothes, cash for injured people, cash for funerals; a maximum amount for each item per head/household is specified.

2) Social welfare – cash for students who lose caretakers during disasters, vocational training for short-term relief, training courses, seed money for small business investment.

3) Medical care and public health – provision of budget to buy medical equipment, medicines, hygiene, water sources, drinking water, supplement food, air pollution measurement kits.

4) Agriculture – priority is given to affected farmers who have registered with Ministry of Agriculture prior to disasters.

5) Disaster/emergency relief – provision of water containers, fixing water containers, fixing infrastructure.

6) Operation costs to provide assistance to affected people – expense for repairing equipment, including vehicles used to provide assistance to people; petrol, electricity, rental of water pumps, labour cost for provision of assistance, overtime for officials.

According to the regulation, the contingency funds should be used within three months. An extension can be granted upon request.

Source: Financial Ministerial Regulation on Emergency Contingency Fund BE. 2556 (with Revision B.E. 2559) and DDPM (2015)

[21] Exchange rate as per May 2018.

4.2 Gaps in disaster response

This section identifies the main gaps in the provision of support to the population affected by covariate shocks by Thailand's DRM system, which could be potentially filled by social protection.

In relation to Thailand's capacity to respond to shocks, the key informants interviewed for this research, including families affected by floods, and studies that conduced assessments of recent responses, highlight **that the responses to small-scale and recurrent floods are fairly adequate** and in line with what is established in the national DRM Plan. In the case of provinces that are subject to recurrent events, they are more prepared to mitigate and respond to such events precisely because of their frequency.

As shocks become larger, the capacity of the government to respond can be challenged. In the case of the 2016/2017 floods, the DDPM office in Nakhon Si Thammarat reported that some districts/areas were isolated and they did not receive any support for weeks or even two months. In addition, it took the province almost three months to put in place a full registry of affected households. The capacity of local administrations to conduct post-disaster assessments has been questioned by experts interviewed in this research, highlighting that local politicians tend be biased. In the same vein, the huge effects of the 2011 Mega Flood presented a challenge in relation to the provision of timely and extensive support. Moreover, medium-to-large-size shocks tend to require the use of contingency funds; however the application process for accessing such funds has been assessed as slow and cumbersome by key government staff at the central and provincial level in Nakhon Si Thammarat and Ayutthaya.

There is limited medium-term support for those affected by shocks. Current strategies involve one-off cash transfers, small-scale vocational trainings, and others (see Box 1). However, this is unlikely to be adequate for every case. There seems, therefore, to be a focus on providing relief in the immediate aftermath of a shock, but less so in relation to medium-term support (from relief to recovery) which would enable people to not only cope but also to recover. This is an area where there is a potential role for social protection: existing schemes could be used as platforms to provide support for a period longer than the emergency, in order to ensure that affected households can recover from the shocks. There are many international experiences in this regard (see WFP, FAO, and UNICEF, (Forthcoming), and Beazley and Solórzano, 2017).

In particular, this report identified the following areas where social protection could potentially play a role:

- Improving the scale of assistance - Reponses to large-scale shocks could be strengthened with a programme or strategy that enables the provision of large-scale and rapid support. The delivery of timely and extensive in-kind support using regular protocols can experience challenges when facing large-scale shocks – in particular, floods, earthquakes, and tsunamis. This challenge could call for using social protection systems to deliver support.

- Improving targeting of assistance - disasters disproportionately affect the poor and vulnerable. While DRM strategies often express an intention to prioritise these vulnerable groups, doing so in practice can be challenging. Data from the social protection system could inform shock preparedness and response.

- Improving the speed of assistance – relying on existing delivery mechanisms could improve the timeliness of responses.

- From relief to recovery – there seems to be a need to develop a strategy to provide longer-term support to households that are severely affected.

- Cash transfers could be used more systematically and at a larger scale in shock responses. There is an increasing use of cash in humanitarian aid globally. International evidence has shown that cash transfers are associated with positive effects across various dimensions, from the reduction of poverty and inequality to the enhancement of empowerment and dignity, the promotion of social rights and others (Beazley and Solórzano, 2017). In Thailand, one-off cash transfers were provided in response to the 2011 Mega Flood (World Bank, 2012) and, in a smaller scale, MSDHS does provide ad hoc cash assistance through schemes like the Welfare for Elderly in Difficult Situations or the Welfare Cash for Children in Poverty[22].

- Another gap which could potentially be filled by the social protection sector is the provision of predictable ex-ante support to those living in high-risk locations, to enable them to enhance their anticipatory capacity[23] (Bahadur et al., 2015). Since some households are affected almost every year by the same shock, social protection could contribute to enhancing their anticipatory capacities.

Finally, Thailand's capacity to conduct timely post-disaster needs assessments and to produce registries of affected households seems to be limited as well. This gap affects the potential for responding through social protection, for example, by using horizontal expansions. It does not seem, however, that this is a gap that could potentially be filled by social protection for the time being as MSDHS does not have the capacity to conduct assessments and collect data at local level.

[22] These schemes are not designed for emergency response in particular, but they could be used for that purpose.
[23] Anticipatory capacity enables systems and people to anticipate and reduce the impact of shocks (Bahadur *et al*., 2015)

5. Social protection in Thailand

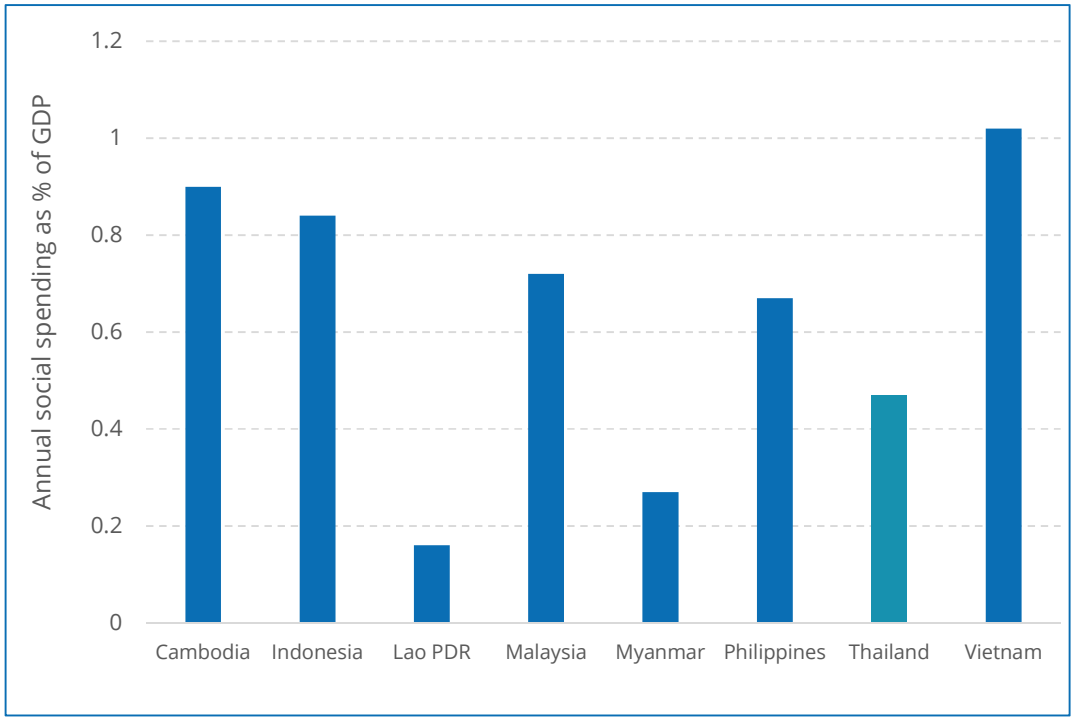
The provision of social protection in Thailand is fragmented (ILO, 2013): 'It first centred on civil servants and their dependents, and workers in the formal private sector. Civil servants and their dependents accounted for 7.1 per cent of the population in 2010 and benefit from tax-financed comprehensive coverage schemes. Private sector employees accounted for 15.6 per cent of the population or 27.0 per cent of the economically active population in 2010. The Social Security Fund (SSF) provides sickness, maternity, invalidity, death, unemployment, old-age benefits, and a child support grant, while the Workmen's Compensation Fund (WCF) provides sickness, disability, death, and survivors' benefits to private sector employees.'

During the 2000s Thailand made significant progress in extending social protection to those in the informal economy, through universal schemes. The Universal Coverage Scheme was introduced in 2001 to provide universal healthcare coverage to the remaining majority who were not covered by existing public health protection schemes. The package includes general medical care and rehabilitation services, high-cost medical treatment, and emergency care. The Non-contributory Allowance for Older People (referred to in this report as Social Pension) was established in 2008 to provide income security to the elderly over 60 years of age who do not receive any other public pension. The Universal Non-contributory Allowance for People with Disabilities (Disability Allowance) was established in 2007 but came into effect in 2010, while the Universal Non-contributory Allowance for People with HIV/AIDS was launched in 2004 (ILO, 2013).

More recently, however, the support to those in the informal economy has been driven by a focus on poverty-targeted schemes. The Child Support Grant (CSG) was launched in 2015 and targets households with children under three years of age and with low income. The Social Welfare Card (SWC), launched in 2017, gives transfers to adults with low incomes.
Despite the increased investment in social protection, Thailand is still not among those countries in the ASEAN region that have the highest social expenditure. Some of the programmes, like the CSG, have very limited coverage, while others, like the SWC and the Social Pension, transfer small and medium-size amounts[24]. Figure 5 below shows social spending as a percentage of gross domestic product (GDP) in ASEAN countries.

[24] See ILO (2015) on the adequacy of benefits.

FIGURE 6: SOCIAL ASSISTANCE SPENDING IN ASEAN COUNTRIES (AS % OF GDP)



Source: ASPIRE database

Note: Latest year available; includes conditional and unconditional cash transfers, social pensions, school feeding, public works, food and in-kind transfers, among other types of social assistance.

Table 2 below describes the key features of the main social protection programmes in Thailand. It is worth noting that there are no large-scale public works programmes in the country. The characteristics of the schemes listed below, and their potential for contributing to shock responses, are presented in the following sub-sections.

TABLE 2: MAIN SOCIAL PROTECTION PROGRAMMES IN THAILAND

Type of scheme	Programme	Lead agency	Year	Benefits	Eligibility	Coverage
Social assistance	CSG	MSDHS	2015	THB 600 per month (US$ 20)	Children 0–3 years Monthly income < THB 3,000 (US$ 100) household per member Community validation	456,070 children (women are selected as recipients)
Social assistance	Social Pension	MSDHS	1993	Between THB 600 (US$ 20) and THB 1,000 (US$ 33) per month	Universal	8,408,498 people
Social assistance	Disability Grant	MSDHS	2004	NA	Universal	1,607,505 people

Social assistance	SWC	MoE	2017	Between THB 200 (US$ 7) and THB 300 (US$ 10) per month Transport and gas subsidies	Individual annual income < THB 100,000 (US$ 3,333) Other requirements in terms of land use and housing	11.6 million people
Social assistance	School meals	Ministry of Education and Local Administration	1992	School lunch	Universal	About 1.8 million primary school children and nearly 700,000 kindergarten children
Social insurance	SSF	MoL	1990	NA	Contributory	Unemployment benefit – 140,000 Old-age pension – 440,000 Child allowance – 1.3 million
Other	Universal health coverage	Ministry of Public Health	2003	Covers a pre-defined set of medical treatments and expenses	Universal	48.3 million

Source: Author based on official data.

Following the conceptual framework described in Section 2.2, below this report studies the following aspects of the social protection system in order to identify factors that would enable it to be more responsive to covariate shocks: coordination and capacity, delivery systems and information systems. The financing mechanisms for disaster response has already been described in Section 4.1.

It is important to highlight that this report does not analyse in detail the school meals programme and the universal health coverage. In relation to the former, although it has substantial coverage and could be potentially used as a platform for delivering support, the scheme is decentralised, with different approaches in different locations. For example, the process for procuring supplies and cooking and delivering meals differs from school to school. This type of organisation can constrain the opportunities for scaling up during emergencies, since the people who are in charge of procuring supplies and delivering meals may themselves be affected by the shock and, in addition, local markets may be disrupted. Moreover, based on the interviews, this report carried out in Bangkok, Nakhon Si Thammarat and Ayutthaya, schools have no food stocks and the capacity for rapid scale-up seems to be limited. Regarding universal health coverage, although this is probably the most important social scheme in the country, it does not have a platform to transfer resources directly to beneficiaries and therefore its potential for scale-up is limited. Universal health coverage data could potentially be useful to inform responses; however, the lack of data integration in the country is a constraint (see Section 5.3).

5.1 Coordination and capacity

This section reviews the mandates of ministries implementing social protection schemes that transfer cash and which could be potentially scaled up. This report studies their mandates to understand if it is within their domain to respond to emergencies with cash support.

- MSDHS – The national DRM Plan establishes that MSDHS has the responsibility to 'support the provision of social welfare services to disaster affected people'. As a result of this Plan, developed in 2015, MSDHS extended its mandate to 'provide protection to people affected by disasters'. It is within MSDHS's mandate to respond to emergencies with the provision of cash support, if required, although in doing so it must follow the regulations on the use of contingency funds (described in Box 1). This regulation is very rigid in relation to both the amounts and the use of contingency funds, resulting in MSDHS often providing one-off transfers to cover mostly specific needs. There are no provisions for the scale-up of the CSG or the Social Pension in emergency situations.

- MoL – The national DRM Plan establishes that MoL has the responsibility to 'set up the social security services centre to provide the relevant services to the labourers affected by disaster'. The Social Security Act B.E. 2558 establishes a protocol to reduce employee and employer contributions and to extend the duration of unemployment benefits during emergencies (vertical expansions). Both strategies were used in response to the 2011 Mega Flood and the economic crises of 2008–2009. There are no provisions for topping up other transfers like the old-age pension or the child allowance.

- MoF – According to the DRM Plan, the role of the MoF is to put in place monetary and financial measures to support the implementation of DRM activities, and to establish relevant legal provisions/regulations and procedures. Since the SWC was launched after the development of the Plan, there are no provisions for scale-up.

It is also important to mention that DDPM does not have the mandate to enforce ministries and other agencies and government levels to design and implement DRM strategies or activities. The DRM Plan provides a framework, but it is the responsibility of each agency to develop their own strategies.

Finally, in relation to the coordination of different sectors involved in DRM, multiple actors participate in disaster management centres at different levels. These centres are platforms for aligning and coordinating the work of different government agencies at different levels.

Programme

When studying the capacity of social protection programmes to be more responsive, the coverage of such schemes is a key factor. In theory, programmes with higher coverage – geographic coverage (national coverage or in vulnerable regions) or individual coverage (higher coverage of vulnerable households) – present more opportunities for responses.

The SWC is the cash transfer programme with highest coverage: it reaches more than 11 million individuals. The coverage of the CSG is still limited (456,070 children), while the Social Pension reaches virtually every elderly person without a contributory pension (8.4 million).

The SSF provides insurance to 14.6 million employees in the country. Given the fact that it targets employees in the formal economy, a priori the correlation between its target population and the vulnerable population may not be as high as in the case of poverty-targeted schemes (assuming good targeting) or universal schemes targeting vulnerable populations (like the CSG and the Social Pension). However, a note of caution is required here: this correlation depends on the type of shock. Although

droughts may affect the poor more severely, earthquakes and tsunamis may affect those in the formal economy as negatively as those in the informal.

Beyond coverage, it is also important to understand how institutionalised these schemes are. For example, the SWC is technically a pilot and, at least until April 2018 it had not yet been decided to extend it. This uncertainty about the future of the programme can reduce its potential for making it more shock responsive, since it could be argued that it is better to invest in more embedded programmes. The fact that the SWC is a pilot is not a problem per se – since this could be seen as an opportunity to tailor the design of the programme from its inception to be more responsive. The risk is, however, that the government decides to discontinue the programme in the near future. It is still too early to know whether this will in fact be the case. In addition, the fact that a non-contributory social protection scheme like the SWC is within the MoF, and not within MSDHS, raises additional questions about the sustainability of the programme.

Other schemes, like the SSF and the Social Pension, and even the CSG, which is more recent, have been operating for a number of years, within ministries with relevant mandates, have been rigorously evaluated, like in the case of the CSG, showing the intention of learning and improving the programme, and hence seem to be more institutionalised.

5.2 Delivery systems

Targeting systems

The main cash transfer programmes do not have targeting protocols that can be temporarily revised or rules and requirements that are softened in response to shocks, allowing for scale-up. These targeting mechanisms have been designed with the objective of reaching the poor and/or vulnerable segments of the population, but not necessarily those affected by sudden or slow onset shocks.

The poverty-targeted cash transfer programmes may be undermined by targeting inaccuracies. In the case of the CSG, a recent evaluation conducted by MSDHS, UNICEF and the TDRI, indicates that there are high errors of inclusion and exclusion. Moreover, MSDHS has reported concerns about the fact that the programme caseload is substantially higher than the projections: they argue that this is due to problems with the targeting mechanisms. In relation to the SWC, although the targeting mechanism has not been evaluated yet, there are reasons to believe that it may not be as accurate as intended. The mechanism consists of an on-demand process in which people have to register in certain banks. This type of process could potentially lead to important levels of exclusion if the poor face substantial barriers that prevent them from applying (long distances, lack of information, etc.). The eligibility assessment is based on self-reported income, with few checks and verifications, most of them based on information from the formal economy only (MoL and Revenue Department). Since many applicants work in the informal economy, it is difficult to verify the accuracy of the reported income. Moreover, the programme assess eligibility at an individual level; consequently, a person could be eligible even when he/she is member of a household that is not poor.

Delivery mechanisms

The delivery mechanisms of cash transfer programmes are possibly their most promising feature in relation to the shock responsiveness of the social protection system. In Thailand, cash is almost always delivered electronically, and this could allow for quick top-ups in response to emergencies (vertical expansion). However, horizontal expansion would require registering households and giving them electronic cards, bank accounts or other payment mechanisms.

In the case of CSG and the Social Pension, cash is transferred through bank accounts. Some beneficiaries of the Social Pension prefer to collect the cash over the counter. Social security benefits are also transferred to bank accounts. SWC cash benefits are delivered through an e-voucher. SWC beneficiaries can use the cash in registered stores.

5.3 Information systems

The Ministry of Digital Economy is leading the implementation of the Government Big Data project, which aims to coordinate and integrate government data, including social protection data. This is a nascent project, which emerged in response to high levels of fragmentation in terms of data collection, management, and use, and very limited data sharing within government.

The Big Data project may lead to the development of a social registry, consisting of databases/registries that collect and house comprehensive information on potential beneficiaries within the country, mostly related to socio-economic data that allow social protection programmes to target based on poverty or demographics (Barca, 2017). However, for the time being, most of the social protection data available are programme-level data and are largely about beneficiaries.

Social protection databases are also not integrated. In this regard, although the SWC verifies the eligibility of applicants with databases from other departments, such as DOPA, MoL, and the Revenue Department, there is no integrated beneficiary registry in Thailand yet. Such a registry operates as a data warehouse that collects information from different social programmes and their benefits administration systems, such as the number and characteristics of beneficiaries, value of benefits, expenditure on social programmes, performance of programmes (such as the frequency of payments/transfers, speed or cycle-time of key processes, number of complaints received and resolved). Integrated beneficiary registries allow for monitoring and coordination of 'who receives what benefits', and for identifying intended or unintended duplications across programmes (Leite et al., 2017). Due to the absence of an integrated beneficiary registry it is not possible for the MoF, for example, to know if the SWC beneficiaries are also receiving benefits from MSDHS schemes.

Existing beneficiary data could potentially be used for vertical expansion or piggybacking. Inevitably, this type of response excludes non-beneficiaries. There is therefore a risk that focusing on supporting existing social protection cohorts through vertical expansion risks missing shock-affected households. As a result, the accuracy of responses based on beneficiary data will depend on the correlation between the targeting criteria (and implementation) and the effects of the shock (Barca and Beazley, Forthcoming).

However, the usefulness of existing data and information systems is determined by a number of factors. In line with the literature, this report defines 'data quality' as data that are fit for use by users (Wang and Strong, 1996) – and it focuses on five main dimensions of data quality: completeness, relevance, currency, accessibility, and accuracy (Barca and O'Brien, 2017), as described in Table 2 below.

TABLE 3: WHEN ARE SOCIAL PROTECTION DATA FIT FOR EMERGENCY RESPONSE?

	Implications for the use of existing social protection data	Implications of different types of shocks
Completeness Refers to the number of records compared with that would be perceived as a full set of records	Depends on the overlap between the households in the registries and the households affected by the shock	Registries can extend their coverage to cover regions affected by recurrent shocks. The overlap between poverty and vulnerability depends on the type of shock.
Relevance Data are relevant if they contain the variables required for the intended purpose	Need to contain operationally relevant information (e.g. location, bank account details, etc.). In the case of non-beneficiaries, socio-economic data can make it possible to prioritise the support.	Operational information is relevant for any type of shock. Socio-economic data may be more relevant for certain types of shock: economic, slow onset, recurrent.
Currency The degree to which data are up to date	Data will never reflect the situation after the shock, but the more up-to-date they are, the better.	Conflict or rapid-onset disasters may cause widespread internal displacement, split up households, and significantly change their material circumstances.
Accessibility Refers to the ease of use for potential users	Digitally maintained and stored data can increase accessibility. Provisions for data security and privacy should be in place. Some interfaces enable quicker and more secure access than others.	The challenges of accessing a database are compounded in a conflict or rapid-onset natural disaster. In conflict situations, security concerns around the sharing of personal information are particularly worrying.
Data accuracy and usability Data are considered to be accurate if they are free from errors and omissions	Processes for verifying and validating existing data increase accuracy. In poverty-targeted schemes, high errors of inclusion and exclusion reduce the accuracy of regular programming and may affect the usability of data for emergency response.	Relevant for every type of shock.

Source: Barca and Beazley (Forthcoming) and Barca and O'Brien (2017)

Due to its coverage, the SWC database is a potential platform for vertical expansions and piggybacking. The database includes approximately 11 million eligible people, out of 14 million applicants. However, there are a few issues to consider.

- First, as already mentioned, the SWC is a pilot and it is not clear yet if it is going to continue in the future.
- Second, due to the lack of clarity about the future of the programme, there are no protocols for updating data.
- Third, the SWC collects data at an individual level and it is not possible to identify households in its database. As a consequence, any response based on the SWC would have to target individuals instead of households – a key difference between the SWC and other social protection programmes.

- Fourth, if the targeting mechanism is not accurate, and therefore the database contains individuals who are not the poorest, policymakers would face a trade-off: on the one hand, one of the reasons for using databases of poverty-targeted schemes and not, for example, tax and revenue ones, is that it is expected that the poor, in theory included in the former databases and not in the latter ones, are going to be worse affected. This relates to the correlation between poverty and shock effects. However, if the targeting mechanism is ineffective, then the database, and hence the response, may reach those who are not so poor and exclude the poor. On the other hand, regardless of the targeting accuracy and the correlation, this database could represent the best platform for reaching a substantial proportion of the population quickly, and therefore may be the best alternative, even with the accuracy issues.

The CSG database may face the same challenges in relation to its accuracy, based on the problems with the targeting mechanisms. However, as in the case of the SWC, this does not necessarily mean that it should not be used for emergency response. The limited coverage of the CSG programme and its database may constrain its use in emergency response; however, on the other hand, children may need to be prioritised during a response and this database could represent the best platform for doing so. This is a policy decision. The same applies to the Social Pension, although due to its universality there are no targeting issues with this.

Since most social protection data available are programme-level data and relate to beneficiaries only, horizontal expansion would require collecting new data (see Figure 1 about the use of data for social protection expansions). There are no protocols in place that make it possible to use the data collected with the post-disaster needs assessments done by local authorities for horizontal expansion (or piggybacking) of cash transfer programmes.

Early Warning Systems (EWS)

As described in Section 4, NDWC, within the DDPM, is in charge of monitoring natural threats and issuing alerts. There are, however, no protocols for automatic responses (social protection or not) based on EWS data. Decision makers at various levels use the alerts to inform the mitigation and response actions, but there are no automatic triggers.

The extent to which existing EWS data could be used as triggers requires further research. The effectiveness of EWS-index-based trigger mechanisms depends essentially on the correlation between the index and need on a series of characteristics: easily measured, objective, transparent, independently verifiable, and available in a timely manner (Bastagli and Harman, 2015). These correlations should be studied in the case of Thailand.

Early warning has been assessed as timely and appropriate in the case of the most recent large-scale shock, the 2011 Mega Flood (UNDP, 2011). Key informants interviewed for this research argued that since 2011 the system has been further strengthened.

The extent to which NDWC's warnings inform decisions in relation to shocks others than earthquakes and tsunamis, the sole focus of the centre in its inception, needs to be further assessed. The provincial informants in Ayutthaya, which is affected by recurrent floods, stated that they use data from other sources, like the Thai Meteorological Department and the Royal Irrigation Department, to predict the floods, and that NDWC's data were only for earthquakes and tsunamis. It is not possible to draw conclusions based on only one case, but this issue may require further research.

6. Towards risk-informed and shock-responsive social protection in Thailand

Social protection in Thailand is still an evolving sector. The recent creation of programmes like the CSG and the SWC shows that the sector is growing and that the government is investing more resources in social protection. International evidence suggests that more mature social protection systems are often able to play more important and effective roles in emergency response, as opposed to less developed systems. Stronger systems, processes and administrative capacity, greater coverage, a wider variety of services, and a higher level of integration provide systems with more scope to expand or refocus when a shock hits, and create greater opportunities for piggybacking. More incipient social protection systems, with low coverage and weak processes and operational systems, and limited political traction and tax-payer support, are more constrained when it comes to responding to emergencies (WFP, FAO, and UNICEF (Forthcoming), and Beazley and Solórzano, 2017). As a consequence, investing in strengthening the social protection in relation to its regular programming would also lead to increasing the opportunities for its use in emergency response.

In Section 4.2, this report identified a few gaps in the provision of support to people affected by shocks in Thailand, which could be potentially filled by social protection. In particular, the provision of rapid large-scale support, cash assistance, medium-term support bridging relief and recovery, and the enhancement of anticipatory capacities in high-risk regions. **Although the social protection system in Thailand has not been designed to provide this type of support, some opportunities and risks can be identified:**

TABLE 4: MAKING THAILAND'S SOCIAL PROTECTION SYSTEMS MORE RESPONSIVE TO SHOCKS: OPPORTUNITIES, RISKS AND CONSTRAINTS

Opportunities	Risks and constraints
The DRM Plan clearly establishes a role for MSDHS and MoL in providing support to people affected by shocks. **Consequently, there is an existing framework for assessing and potentially developing strategies for the scale-up of programmes or for using their data or administrative capacity to respond (piggybacking).**	The social protection sector is fragmented, with, for example, MoF implementing the SWC and MSDHS implementing the Social Pension and the CSG, imposes a challenge in terms of coordination and aligning the different strategies and programmes. The same applies to data management.
The widespread use of e-payments an opportunity to deliver cash quickly	Inaccuracies in targeting mechanisms can represent a risk. Targeting errors should not necessarily prevent use of the data for vertical expansion or piggybacking. However, it is important to assess this carefully, since the poorest could end up being excluded from the support through scale-up.
The high coverage of the SWC represents an opportunity for vertical expansions	The uncertainty about the future of the SWC is a risk factor
The Social Pension is a well-established programme with universal coverage. The CSG is still evolving, but there seems to be a strong commitment to keep strengthening the scheme	The lack of non-beneficiary socio-economic data and the lack of integration of social protection programme data constrain the use of pre-positioned data for emergency response. For the time being, social protection scale-up would have to rely on programme-level data or on data collected after the shock.
The SSF already has protocols for vertical expansion in	DDPM has limited capacity to enforce the implementation

response to shocks	of the DRM Plan.
It is expected that the Big Data project will improve data collection, sharing, management and integration.	Shock-responsive social protection is a new concept for MSDHS. There is little awareness of the experiences of other countries – like the Philippines, for example – in the use of social protection to respond to emergencies.
	Disaster risk financing processes do not establish protocols for vertical or horizontal expansion.

6.1 Policy recommendation

This section proposes some areas of investment to make Thailand's social protection system more risk-informed and risk-responsive.

Coordination and capacity

It is recommended that ministries develop protocols and strategies to play the roles assigned by the current DRM Plan and by new DRM strategies that may emerge after this study.

It may be required that DDPM plays a stronger role in coordinating, supervising and supporting the development of sectoral plans for shock response, including social protection.

Although the SWC could potentially be the best social protection platform for emergency response (due to its coverage), since MSDHS is in charge of implementing non-contributory social protection it would be important to keep investing in strengthening the capacity of this ministry (for regular programming and potentially for emergency response), rather than focusing exclusively on the SWC, which is implemented by MoF.

A new round of registrations for the SWC could represent an opportunity to collect data that are operationally relevant for emergency response (if the programme continues). This could range from bank account details and addresses, to data that make it possible to measure vulnerability to floods and/or droughts and therefore inform DRM strategies. It could also be important to collect data that make it possible to identify households even when the eligibility for SWC is assessed at individual level.

Delivery systems

Targeting systems - Protocols to temporarily revise, soften or waive conditionalities and rules could be put in place. This would need to be complemented with contingency processes and procedures to register new beneficiaries, including an IT platform able to manage the new caseload, all backed with the necessary funding.

Delivery mechanisms - If horizontal expansions are envisaged, the delivery mechanisms would need to be adapted for managing additional caseloads. This could include protocols for increasing coverage, transfer values and frequency, defining operational and transaction costs, requirements and processes for enrolling new beneficiaries, and even pre-printing temporary programme identity cards. Likewise, the IT platform behind the delivery mechanism also needs to be ready to operationalise these special protocols. The adaptation of the delivery systems would entail assessing which mechanisms could be scaled up quickly (e.g. transfers to bank accounts, disbursing e-vouchers) and setting up such mechanisms (e.g. ensuring that data collection instruments collect bank account details).

Information systems

Data management - The Big Data initiative could provide key information for timely and large-scale social protection responses. It is important that this initiative enables data integration, while guarantying data quality, privacy and security standards. If the objective is to respond to shocks through social protection, then data need to be 'fit' for this role as described in Table 2.

Until the Big Data system is developed, MSDHS and other ministries could develop protocols for data sharing and collect data relevant for assessing people's vulnerability and planning response strategies.

Financing mechanisms

The disaster risk financing strategy may need to be adapted in order to enable social protection to respond to shocks. Existing rules for the use of contingency funds are very rigid and do not allow for large-scale expansions of existing programmes.

Social protection responses:

Based on the gaps in the provision of support to the affected population described in Section 4.2, social protection could cover the following gaps: the provision of rapid large-scale support, cash assistance, medium-term support bridging relief and recovery, and the enhancement of anticipatory capacities in high-risk regions.

- **The response through social protection could entail scaling up multiple programmes.** Coverage through existing beneficiary databases can, of course, be extended if vertical expansion takes place across multiple programmes (as in the case of Fiji in the aftermath of Cyclone Winston), as opposed to expanding one single programme. This could include programmes like the CSG, the Social Pension and the SWC.
- **If horizontal expansion is considered in the DRM strategies, then it will be important to design methodologies for collecting new data in the aftermath of a shock and adapting the delivery mechanisms for managing new caseloads.** The post-shock data collection strategy could entail linking post-disaster needs assessment data with social protection databases.
- **Since droughts and floods are recurrent and seasonal shocks in Thailand, programmes could develop ex-ante strategies to mitigate and respond to them.** One option is to actively register and enrol households in high-risk locations and even give bank accounts or e-payment cards to those households that are not eligible for routine transfers (see the case of Kenya, in WFP, FAO, and UNICEF (Forthcoming)). However, depending on the number of people to be registered this could be an expensive and administratively complex measure. Another option could be to give top-ups right before the lean season to all the beneficiaries living in high-risk areas, enhancing their anticipatory capacity. This can become a permanent feature of the programme, already included in annual budgets.
- **Protocols for both horizontal and vertical expansions could be linked to early warning indicators.** This would require further research to assess, design, and test the effectiveness of index-based trigger mechanisms.

Research and knowledge sharing

Further research is required in order to assess the performance of the DRM and social protection sectors. In relation to social protection, it is important to assess the performance of the SWC, the Big Data project and the changes to the CSG that may be implemented in light of the findings of the recent impact evaluation. In the case of DRM, it is of particular interest to study the role that EWS could play in triggering responses.

Following the research agenda, knowledge sharing will also be important. Given that shock-responsive social protection is a fairly new policy area, with only recent global debates and evidence, it will be important to share and disseminate the international experiences and the opportunities in Thailand.

7. Conclusions

The social protection sector in Thailand is still growing and evolving. It combines well-established programmes like the Social Pension and the universal health coverage, both with universal approaches, with more recent programmes like the CSG and the SWC, both poverty-targeted. Despite the increased investment in social protection, Thailand is still not among the countries with highest levels of social expenditure in the ASEAN region, due to the limited coverage of some schemes and the small transfer amounts of others.

The DRM sector has also been evolving, with the development of the national DRM Plan in 2015 being a major milestone. Despite the government's capacity to respond to shocks, a few gaps in the provision of support to the affected population have been identified, which could potentially be covered by social protection. These are: the provision of rapid large-scale support, cash assistance, medium-term support bridging relief and recovery, and the enhancement of anticipatory capacities in high-risk regions, like the north-eastern region and the central plains in the case of droughts and the southern region in relation to floods.

Given the level of fragmentation in the social protection sector, response through the sector could entail scaling up multiple programmes simultaneously. Coverage through existing beneficiary databases can be extended if vertical expansion takes place across multiple programmes, as opposed to expanding one single programme. In addition, the widespread use of e-payments in social protection presents an opportunity to deliver cash quickly, particularly to those already receiving benefits (vertical expansion).

Given the absence of data on non-beneficiaries (social registries) and the lack of data integration, horizontal expansion would require designing methodologies for collecting new data in the aftermath of a shock to identify who should receive support. This could entail linking post-disaster needs assessment data with social protection databases.

There are two key lessons from international debates that are worth taking into account when considering making Thailand's social protection system more risk-informed: i) more mature systems tend to present more opportunities for responding – this implies that investing in social protection for its routine operations increases the possibilities for shock response; and ii) ex-ante planning and preparedness in terms of making social protection systems more flexible and risk-informed is important for a timely and adequate response (WFP, FAO, and UNICEF (Forthcoming), and Beazley and Solórzano, 2017).

There is also an important need for further research and knowledge sharing, since there has been limited engagement by key government agencies with the international debates around shock-responsive social protection.

Finally, the ASEAN declaration on social protection provides a unique opportunity for making social protection systems in the region more responsive. The declaration emphasises the role of social protection systems in responding to the effects of climate change, disasters and economic crises. This momentum can be leveraged by Thailand to invest in its own social protection system while learning from and contributing to the developments in other ASEAN countries.

References

ASEAN Secretariat (2013) 'Declaration on Strengthening Social Protection.'

ASEAN Secretariat (2016) 'AADMER Work Programme 2016-2020'. Jakarta: The ASEAN Secretariat.

Asian Development Bank (2018) 'Strengthening Resilience through Social Protection Programs: Guidance Note'. Asian Development Bank. Available at www.adb.org/documents/strengthening-resilience-social-protection-guidance-note, accessed 23 April 2018.

Asian Disaster Reduction Centre (2016) 'Thailand Country Report 2016'. DDPM

Babel, M. S. (2016) 'Disasters in ASEAN Countries: Current Status and Research Needs'. Presented at the The First Symposium on JASTIP Disaster Prevention International Cooperation Research (JASTIP-WP4 Symposium), Kyoto University, Japan.

Bahadur, A.V., Peters, K., Wilkinson, E., Pichon, F., Gray, K. and Tanner, T. (2015) 'The 3As: Tracking resilience across BRACED'. BRACED Knowledge Manager Working Paper. London: ODI.

Barca, V. (2017) 'Integrating data and information management for social protection: social registries and integrated beneficiary registries'. Canberra: Commonwealth of Australia, Department of Foreign Affairs and Trade.

Barca, V. and Beazley, R. (Forthcoming) 'Using social protection data for disaster preparedness and response'. OPM and Australia's Department of Foreign Affairs and Trade.

Barca, V. and O'Brien, C. (2017) 'Factors affecting the usefulness of existing social protection databases in disaster preparedness and response'. OPM.

Bastagli, F. and Harman, L. (2015) 'The role of index-based triggers in social protection shock response'. Overseas Development Institute.

Beazley, R. and Solórzano, A. (2017) 'Study on Shock-Responsive Social Protection in Latin America and the Caribbean: Summary of key findings and policy recommendations'. Conference version. OPM in collaboration with WFP.

Beazley, R., Solórzano, A. and Sossouvi, K. (2016) 'Study on Shock-Responsive Social Protection in Latin America and the Caribbean: Theoretical Framework and literature review'. OPM in collaboration with WFP.

Boonreang, E. (2015) 'The Capacity Building in the Natural Disaster Management of Thailand'. World Academy of Science, Engineering and Technology International Journal of Economics and Management Engineering Vol 9, No. 5, 2015.

DDPM (2015) Disaster Risk Management Plan. Government of Thailand.

Franzetti, F. Pezzoli, A. and Bagliani, M. (2015) 'Rethinking Water Resources Management under a Climate Change Perspective: From National to Local Level. The Case of Thailand'. Chapter 9 in M. Tiepolo et al. (eds.) (2015) Renewing Local Planning to Face Climate Change in the Tropics, Green Energy and Technology.

Hallegatte, S.; Bangalore, M.; Bonzanigo, L.; Fay, M.; Kane, T.; Narloch, U.; Rozenberg, J.; Treguer, D.; Vogt-Schilb, A. (2016). Shock Waves: Managing the Impacts of Climate Change on Poverty. Climate Change and Development; Washington, DC: World Bank. © World Bank.

ILO (2013) 'Social protection assessment based national dialogue: Towards a nationally defined social protection floor in Thailand'.

ILO (2015) 'The state of social protection in ASEAN at the dawn of integration.'

Leite, P. G., Karippacheril, T.G., Sun, Cg, Jones, T. and Lindert, K. A. (2017) 'Social registries for social assistance and beyond: a guidance note and assessment tool (English)'. Social protection and labor discussion paper; no. 1704. Washington, D.C.: World Bank Group.

OPM (2015) 'Shock-Responsive Social Protection Systems Research Working Paper 1: Conceptualising Shock- Responsive Social Protection'. www.opml.co.uk/projects/shock-responsive-social-protection-systems.

OPM (2016) Study on shock-responsive social protection in Latin America and the Caribbean: Theoretical framework and literature review. OPM in collaboration with WFP.

UNDP (2011) 'Post Disaster Needs Assessment for Sustainable Recovery. Thailand Floods 2011'.

UNISDR (2009) 'Terminology on DRR'.

UNISDR (2015) 'Making Development Sustainable: The Future of Disaster Risk Management. Global Assessment Report on Disaster Risk Reduction'.

UNISDR and World Bank (2010) 'Synthesis Report on Ten ASEAN Countries' Disaster Risks Assessments'.

WFP and Fiji Government (2017) 'Tropical Cyclone Winston. Lessons Learned Workshop Report'.

WFP, FAO, and UNICEF (Forthcoming). Strengthening the capacity of ASEAN Member States to design and implement risk-informed and shock-responsive social protection systems for resilience – synthesis report.

World Bank (2012) 'Thailand 2011 Flood: Rapid Assessment for Resilient Recovery and Reconstruction Planning'. World Bank with the Ministry of Finance, Thai Government.

Acronyms

AAL	Average annual loss
ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
CSG	Child Support Grant
DDPM	Department of Disaster Prevention and Mitigation
DOPA	Department of Provincial Administration
DRM	Disaster risk management
ECHO	European Civil Protection and Humanitarian Aid Operations
EWS	Early warning systems
FAO	United Nations Food and Agriculture Organization
ILO	International Labour Organization
MSDHS	Ministry of Social Development and Human Security
MoF	Ministry of Finance
MoL	Ministry of Labour
NDCH	National Disaster Command Headquarters
NDWC	National Disaster Warning Centre
OPM	Oxford Policy Management
SSF	Social Security Fund
SWC	Social Welfare Card
TDRI	Thailand Development Research Institute
THD	Thai Baht
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNRISD	United Nations Research Institute for Social Development
UNISDR	United Nations International Strategy for Disaster Reduction
WFP	World Food Programme
WRI	World Risk Index

Annex A List of institutions interviewed for this research

Position	Organisation	Date of interview and consultation
Policy and Plan Analyst, Research and International Cooperation Bureau	CSG	MSDHS
Disaster Prevention and Mitigation Policy Bureau	Social Pension	MSDHS
Human Resource Officer, Disaster Prevention Promotion Division	Disability Grant	MSDHS
Policy and Plan Analyst, Disaster Victim Relief Bureau	SWC	MoE
Scientist, National Centre of Disaster Early Warning System	School meals	Ministry of Education and Local Administration
Director, Provincial Affairs Bureau, Regional Administration Division	SSF	MoL
Director, Development Promotion and Welfare for Children and Family Division	Universal health coverage	Ministry of Public Health
Director, CSG Operational Centre	SSF	MoL
Director, Research and Development Group, Strategy and Plan Division	Department of Children and Youth	18 April 18
Social Development Officer	Department of Elderly	18 April 18
Director, Technology Administration and Development, Registration Administration Division	DOPA – Ministry of Interior	18 April 18

Director of Macroeconomic Forecasting and Modelling	Fiscal Policy Office, MoF	19 April 18
Economist	Fiscal Policy Office, MoF	19 April 18
Foreign Relations Officer, Policy and Planning Bureau	Social Security Office, MoL	19 April 18
Director, Information Technology Bureau	Social Security Office, MoL	19 April 18
Labour Officer, Benefits Bureau	Social Security Office, MoL	19 April 18
Legal Officer, Legal Bureau	Social Security Office, MoL	19 April 18
Labour Officer, Office of Investment Management	Social Security Office, MoL	19 April 18
Officer, Office of Investment Management	Social Security Office, MoL	19 April 18
Labour Officer, Research and Development Division	Social Security Office, MoL	19 April 18
Statistician, Research and Development Division	Social Security Office, MoL	19 April 18
Chief, Victim Relief Division	Nakhon Si Thammarat Provincial Office of Disaster Prevention and Mitigation	20 April 18
Policy and Action Plan Analyst	Nakhon Si Thammarat Provincial Office of Disaster Prevention and Mitigation	20 April 18
Chief	Nakhon Si Thammarat Provincial Social Security Office	20 April 18
Social Development Official	Nakhon Si Thammarat Provincial Office of Social Development and Human Security	20 April 18
Director	Ban Kuan Subdistrict Hospital	20 April 18
Chief	Khon Had Subdistrict, Cha Uad District	20 April 18

Teacher	Early childhood development centre, Kuansomboon Subdistrict	20 April 18
Teacher	Kindergarten, Tapracha Subdistrict	20 April 18
Teacher	Kindergarten, Baan Toon Subdistrict	20 April 18
Teacher	Kindergarten, Baan Khon Had Subdistrict	20 April 18
Teacher	Early childhood development centre, Khon Had Subdistrict	20 April 18
Coordinator	Community Organisations Council of Cha Uad Subdistrict	20 April 18
Chairperson	Community Organisations Council of Kreng Subdistrict	20 April 18
Representative	Thammasat University Alumni of Nakhon Si Thammarat	20 April 18
Member	Income generation group of Cha Uad District	20 April 18
Chairperson	Children and Youth Council of Cha Uad District	20 April 18
Administration Officer	Sahathai Foundation	21 April 18
Social worker	Sahathai Foundation	21 April 18
Staff member	Sahathai Foundation	21 April 18
Capacity Development Officer	Foundation for Children with Disability	21 April 18
Programme Officer	World Vision Thailand	21 April 18
Disaster Prevention and Mitigation Officer	Ayutthaya Provincial Office of Disaster Prevention and Mitigation	23 April 18

Chief	Ayutthaya Provincial Office of Social Security Office	23 April 18
Social Development Officer	Ayutthaya Provincial Office of Social Development and Human Security	23 April 18
Assistant Community Development Worker	Ban Pho Subdistrict, Ayutthaya	23 April 18
Team Leader, Democratic Governance and Social Advocacy	UNDP	24 April 18
Project Coordinator	UNDP	24 April 18
Project Coordinator	FAO	24 April 18
Project Coordinator	FAO	24 April 18
Social protection expert, Health Insurance System Research Office, Health System Research Institute	Ministry of Public Health Thailand	24 April 18
Director	TDRI	25 April 18
Senior economist/ social protection specialist	World Bank	25 April 18
Director	Poverty Eradication and Gender Division, ASEAN Secretariat	26 April 18
Assistant Director	Poverty Eradication and Gender Division, ASEAN Secretariat	26 April 18
Assistant Director	ASEAN Secretariat	26 April 18
Deputy Director	Electronic Government Agency	30 April 18
Programme Manager	Asian Disaster Preparedness Centre	4 May 18

Annex B Research questions

SP: Social protection

HA: Humanitarian aid

DRM: Disaster risk management

SRSP: Shock-responsive SP

EWS: Early warning system

Sectoral context	1. What are the strengths and challenges of SP / HA / DRM in the region / country? (main programmes and strategies, coverage, effectiveness) – overview
Shocks	2. Which are the typical shocks affecting the region / country? What have been the specific major covariate shocks in recent years? What are the characteristics of shocks affecting the country or region (natural vs man-made, onset, etc.)?
	3. How does vulnerability to shocks relate to poverty? Do shocks tend to affect areas / sub-groups characterised by higher poverty rates?
SRSP	4. In your opinion, can SP contribute to preparing and responding to shocks? How?
	5. Is there an appetite for enhancing the role of SP in shock response? (from governments, partners and regional bodies)
	6. Are you aware of any SRSP experience in your country or in the ASEAN region? *(give examples to explain what SRSP is)*
	7. What SP schemes would be better placed to flex and respond during emergencies?
	8. What design and implementation features of the SP system have elements of flexibility and adaptability to facilitate rapid and adequate shock response? *(ask in particular about targeting, data and delivery mechanism)*
	9. Which stakeholders (public, private, communities, donors, etc.) support and which might oppose the use of SP systems to respond to humanitarian emergencies, or closer collaboration between SP and HA, and why?
SP and DRM	10. Has there been any recent experience of coordination between, or integration of, SP and DRM policies?
	11. Is there space for dialogue and collaboration between these two sectors? How could this dialogue be promoted?
	12. Have EWS been used to trigger SP or HA responses? What kind of responses? Have these responses been effective and timely?
	13. Do national emergency response plans provide a role for SP in the immediate response? What kind of role?

Finance	14. How are emergency responses typically funded? (domestic vs foreign resources)
	15. Are there *ex-ante* financial mechanisms for emergency response, such us regional or private insurances or contingency funds? If yes, for what can they be used? And how are they triggered?
	16. What are the main financing and budgetary constraints to timely and adequate SP shock response according to the literature and experts? In planning future responses, how can these be resolved?
EWS	17. Is there an EWS? What agency implements it? What data does it use? What indicators-alerts does it produce?
	18. Do early warning indicators/indexes trigger automatic responses? How are they used?
HA	19. Are there examples of ways in which humanitarian interventions have piggybacked on social protection system components or existing policies? Are there examples of efforts to strengthen the coordination between humanitarian and social protection shock response?
	20. What is the role of humanitarian agencies in emergency response?
Data sources	21. Are there any relevant reports and assessments that you could share with us?
Other questions / comments	

World Food Programme
Regional Bureau for Asia and the Pacific
55 Wireless Road,
Bangkok, Thailand 10330
T +66 65 54115
wfpinfo@wfp.org