

Joint Programme Document

A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund for Social Protection in Thailand
- 2. MPTFO Project Reference Number:** PSP 2019 THA
- 3. Joint programme title:** Accelerating progress towards an integrated and modernized Social Protection System for All in Thailand
- 4. Short title:** Social Protection for All in Thailand
- 5. Country and region:** Thailand, Asia and Pacific
- 6. Resident Coordinator:** Gita Sabharwal, gita.sabharwal@un.org
- 7. UN Joint programme focal point:** Vasu Thirasak, thirasak@ilo.org
- 8. Government Joint Programme focal point:** Patcharee Arayakul, Ministry of Social Development and Human Security
- 9. Short description:**

- Demonstrating proof of concept to support a comprehensive integrated programmatic approach to social protection and for political buy-in to scale up the child support grant (from 700,000 to 2 million by end 2021) and increasing coverage for informal, including domestic, workers.
- Thailand has solid position as regional leader on social protection with priority given to South- South learning exchanges and support
- New Government needs policy support as aging population and influx of migrants and domestic workers increase demand for social protection.
- UN team (ILO, UNICEF, UN, IOM and UN Women) has solid outreach to beneficiary level of community groups; while local (Thailand Development and Research Institute) and international expertise (EPRI) have led connection with global best practices and comparative advantage at national level
- WB and wider UN committed; ESCAP to bring regional economic aspects

Expected results:

- Integrated policy solutions developed following a review of the social protection system
- Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems
- Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

10. Keywords: Social Protection, Integrated, Policy Diagnostic, Innovation, Children, Domestic Workers

11. Overview of budget

Joint SDG Fund contribution	USD 1,999,815.00
Co-funding 1 ILO	USD 240,000.00
Co-funding 2 UNICEF	USD 230,000.00
Co-funding 3 UN Women	USD 100,000.00
Co-funding 4 IOM	USD 92,000.00
TOTAL	USD 2,661,815.00

12. Timeframe:

Start date	End date	Duration (in months)
1 January 2020	30 June 2022	30

13. Gender Marker: 2

14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children	X	
Girls	X	
Persons with disabilities		X
Older persons	X	
Rural workers		X
Migrants	X	

15. Human Rights Mechanisms related to the Joint Programme

- [Committee on Economic, Social and Cultural Rights](#) (CESCR) The Programme addresses the realization of Article 9 of the International Covenant on Economic, Social and Cultural Rights
- [Committee on the Rights of the Child](#) (CRC): The Programme addresses the realization of Article 26 of the Convention on the Rights of the Child
- Joint General Comment (JGC) on the human rights of children in the context of international migration, by the Committee on the Rights of the Child (CRC) and the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families (CMW). The programme will address the issue of migrant children, access to quality education, minimal age of criminal responsibility
- Convention on the Elimination of Discrimination Against Women. The programme will address the issue of women in poverty and violence against women.
- Convention on the Rights of Persons with Disabilities. The programme will address the capacity of persons with disabilities to address social protection and to managed independent living
- Universal Periodic Review: the programme will review the efficiency of the social protection mechanism in Thailand in contributing to Human Rights.

16. PUNO and Partners:

PUNO: ILO

Name: Buckley, Graeme

Position: Director, Country Office for Thailand, Cambodia and Lao Peoples' Democratic Republic

Email: buckleyg@ilo.org

Phone: +66-2288-2220

PUNO: UNICEF

Name: Kim, Kyungsun

Position: Representative

Email: kkim@unicef.org

Phone: +66-2356-9494

PUNO: IOM

Name: Ansart, Géraldine

Position: Chief of Mission

Email: gansart@iom.int

Phone: +66-2343-9300

PUNO: UN Women

Name: Naciri, Mohammad

Position: Regional Representative

Email: mohammad.naciri@unwomen.org

Phone: +66-2288-1579

Partners

Ministry of Social Development and Human Security

1034 Krung Kasem Road, Mahanak, Pomprapsattruphai, Bangkok 10100 Thailand

Email: intercorp.social@gmail.com

Office of the National Economic and Social Development Council

962 Krung Kasem Road, Pomprab, Bangkok 10100 Thailand

Email: webmaster@nesdb.go.th

Ministry of Labour

Mitmaitri Road, Dindaeng, Bangkok 10400 Thailand

Email: webmaster@mol.mail.go.th

Ministry of Finance

Rama 6 Rd., Phayathai, Bangkok, 10400 Thailand

Email: webmaster-eng@mof.go.th

Ministry of Interior

Thanon Asadang Bangkok 10200 Thailand, Email: webteam@moi.go.th

Social Security Office
88/28 Moo 4 Tiwanont Rd. Taladkwan Muang District Nonthaburi Thailand 11000
E-mail: info@sso1506.com

Civil Society Organization (Thailand Development Research Institution)
565 Ramkhamhaeng 39 (Thepleela) Wangthonglang, Bangkok 10310 Thailand

Mr Ekasit Kunanantakul, President
EMPLOYERS CONFEDERATION OF THAILAND (ECOT)
Global Electric Building 3rd floor, 888/8 Moo 5, Srinakarin Road, Samut Prakarn 10270
Tel: 66 2385 7177, 385 7117; Fax: 66 2 385-8577
Email: ecot@ecot.or.th


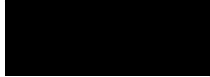
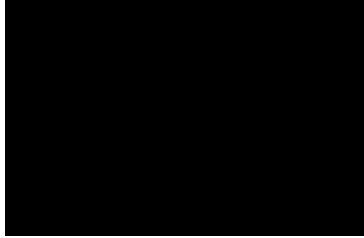
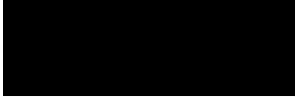
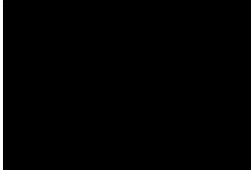
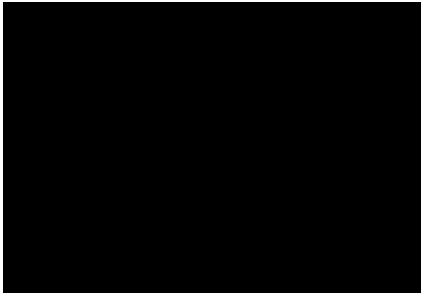

Mr Chinnachot Saengsank, President
LABOUR CONGRESS OF THAILAND (LCT)
420/393-394 Tipawan 1
Theparak Road, Samrong Nua
Samut Prakarn 10270
Tel/Fax (66 2) 758 3300

Mr Tavee Techateeravat, President
THAI TRADE UNION CONGRESS (TTUC)
420/ 393-394 Tipawan 1
Theparak Road, Samrong Nua
Samut Prakarn 10270
Tel/Fax: (66 2) 384 0438

Mr Tavee Deeying, President
NATIONAL CONGRESS PRIVATE INDUSTRIAL OF EMPLOYEES (NCPE)
4 Moo 8 Klongsamwatavantok
Klongsamwa
Bangkok 10510
Tel./Fax: (66 2) 989 5689

Mr Sawit Kaew-wan, Secretary-General
STATE ENTERPRISES WORKERS' RELATIONS CONFEDERATION (SERC)
44 Nikom Rodfai KM. 11
Vipawadeerangsit Road Soi 11
Jatuchak, Bangkok 10900
Tel: (66 2) 537 8973, Tel /Fax (66 2) 936 2450

SIGNATURE PAGE

<p>Resident Coordinator</p> <p>Gita Sabharwal </p> <p>27 August 2021</p>	<p>National Coordinating Authority</p> <p>Ministry of Social Development and Human Security</p> <p>Patcharee Arayakul</p> <p>Date 27 August 2021</p> <p>Signature </p>
<p>Participating UN Organization (lead/convening)</p> <p>ILO </p> <p>Graeme Buckley</p> <p>25 August 2021</p>	
<p>Participating UN Organization</p> <p>UNICEF</p> <p>Kyungsun Kim</p> <p>25 August 2021</p> <p></p>	
<p>Participating UN Organization</p> <p>IOM</p> <p>Géraldine Ansart</p> <p></p> <p>Date: 2021.08.26 10:24:49 +07'00'</p>	
<p>Participating U</p> <p>UN Women </p> <p>Mohammad Naciri</p> <p>26 August 2021</p> 	

B. STRATEGIC FRAMEWORK

1. Call for Concept Notes: 1/2019

2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
- Outcome 2: Additional financing leveraged to accelerate SDG achievement

3. Overview of the Joint Programme Results

Outcomes (interlinking and interdependent):

- Outcome 1: Integrated policy solutions developed following a review of the social protection system
- Outcome 2: Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems
- Outcome 3: Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

Outputs

- Output 1.1: Policy dialogue to foster dialogue on strategic directions for social protection in Thailand
- Output 1.2: Public Advocacy on the importance of social protection is increased, including among the public opinion and decision makers
- Output 1.3: A comprehensive review of the social protection system developed and followed by policy recommendations for a more inclusive, integrated and coherent system
- Output 1.4: National Social Protection Policy Framework and a National Social Protection Monitoring Framework
- Output 2.1: Improved capacity of the national identification system to register and monitor through the MIS the registration of new beneficiaries
- Output 2.2: National policy consultations on integration of the cash/non-cash under the Child support grant with transformative programs for ECD in place for maximizing the potential of the grant to all children
- Output 2.3: Evidence generation for the impact of the grant on young children in Thailand to inform further policy expansions towards UCSG
- Output 2.4: Improved public and programme communication
- Output 3.1: Policy assessment and design of innovative program solutions to eliminate the barriers for the coverage of domestic workers developed and discussed
- Output 3.2: Pre-test of suggested policy options with targeted domestic workers completed, and assessed

Expected results:

- Integrated policy solutions developed following a review of the social protection system
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4. SDG Targets directly addressed by the Joint Programme

At the end of the two years of implementation it is expected that Thailand has a more integrated social protection system that ensures coherence, effectiveness and efficiency and is scaled up particularly for groups until now being left behind in the social protection system.

In particular:

- The proportion of the population covered by social protection benefits is expanded, particularly for families with children (SDG 1.3)
- The expansion of the Child Support Grant and the establishment of further linkages with other Early Childhood Services is expected to contribute to reducing malnutrition (SDG 2.2)
- A more effective social protection system should increase the income of the bottom 40% of the population (SDG 10.1)

5. Relevant objective/s from the national SDG framework

With regards to the national framework, the 20-year national strategy (2018–2037) is the country's first national long-term strategy developed pursuant to the Constitution. Social protection relates to two of the six key strategies: (i) Development of human capital and (ii) Social equality and equity. In particular, the first guidelines for the fourth strategy on enhancing social equality and equity outlines two targets related to social protection:

- Creating comprehensive social insurance schemes that are adequate for everyone regardless of gender and age
- Conducting the targeting social investment to provide assistance to poor and underprivileged people

6. Brief overview of the Theory of Change of the Joint programme

If national policies are revised and harmonized to ensure full coverage along the life cycle, **then** the social protection system is likely to function in an effective and efficient manner and contribute to the acceleration of achievement of indicators under SDG 1.3.

If the monitoring and registration system for the Child Support Grant is fully upgraded and improved, **then** the projected 2 million children will be able to access and benefit from the policy and lead to acceleration on the achievement of SDG 1.3 and related indicators 2.2 and 4.2.

If the specific rights of migrants and domestic workers are reflected in social protection schemes, **then** the social protection system is likely to be more equitable and offer maximized potential for the achievement of SDGs 10.1 and related indicators 5.4 and 8.8.

The combined change of these outcomes is likely to reform the government's social protection system in a way to increase the social protection coverage towards universality, including for children and specific vulnerable groups (including domestic workers and migrant workers).

The theory of change rests on the following assumptions:

- The government and UN partners invest in closing the remaining coverage gaps through the adoption of an integrated system.
- The government and PUNOs maximize the effectiveness of the existing schemes which have a proven impact on poverty reduction, human capital development and financial inclusion on different groups.
- The government now in place following the elections continues to prioritize tackling inequality

- The political will and the commitment of the government on children's rights and to achieve the SDG will continue
- The economic situation in Thailand remains stable and follows the predicted growth trajectory, to allow the government to maintain or increase its investment in the social sector.

7. Trans-boundary and/or regional issues

Due to its nature, the joint programme has two different potential impacts beyond Thailand's borders. The first is the expected impact on migrant workers and consequently the positive expected impact in the economy of origin countries, particularly in relation to migrant workers families' well-being. The second impact results from the fact that Thailand has been a reference in the Region and that the policy progresses achieved in Thailand tend to have an inspirational impact in other countries in the region. The adoption of a more integrated approach to social protection has the potential to constitute an important input to national policy discussions taking place in the region.

The joint programme will also leverage achievement and good practices of other UN projects dealing with the inclusion of migrant workers and domestic workers. IOM's project on Promoting stability, wellbeing and harmony for Myanmar Muslim and host communities in Thailand will use best practices to feed into discussions related to access and coverage of social protection for Thai and non-Thai workers. IOM's work with domestic workers through skills development and enhanced job placement will also help address the review of the framework for social protection of domestic workers and options to improve upon its implementation. ILO TRIANGLE in ASEAN is other relevant project that delivers technical assistance and support with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN.

Furthermore, given that the Joint SDG Fund funded programmes will be implemented in Cambodia, Lao, Thailand and Viet Nam, the UN Country Teams in these countries will promote synergies and lessons learned in the design and implementation of these project through the organization of meeting of the respective teams and government counterparts (virtual or actual) and systematic sharing of challenges and best practices between countries in the Mekong Region, so as to contribute to a wider lessons learned in support of the SDGs.

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1 Problem statement

In the past forty years or so, Thailand has been internationally recognized for its continuous development, transitioning from a low-income country to a middle-income country in 2011. This reflects that **Thailand's efforts to reduce poverty** as part of its policies to improve the quality of life of its people can be **considered successful**.

This success can be partly explained by the Royal Thai Government's **relatively comprehensive social protection system**. There are **44 government welfare programmes** that take care of people in all age ranges. These programs are owned by 11 ministries, comprised of 27 cash welfare programmes owned by the Ministry of Social Development and Human Security (MSDHS), the Ministry of Interior, the Ministry of Agriculture and Cooperatives, and the Ministry of Education, and 17 non-cash welfare programs, such as subsidies for utilities cost, supports of land use rights, moratorium of loan repayment, provision of loans, and trainings. The non-contributory welfare programmes are complemented by a comprehensive social insurance scheme managed by the Social Security Office, including several branches such as pension; invalidity; working injury; family, health, sickness and maternity benefits.¹

But Thailand's **economic growth has not been inclusive**. Growth has been concentrated only in some areas, giving rise to geographical inequality and income inequality. Even though the government has continuously attempted to resolve these issues, circumstances have not significantly changed for the better as reflected in a slight decrease in Gini Coefficient from 0.487 in 1988 to 0.445 in 2015.

The allocation of welfare from the origin to recipient has **plenty of room for improvement**. For example, government agencies that run the welfare programmes focus on providing income assistance without taking other criteria into consideration; cash allocations are not always targeted to the people who need it most; welfare programs which are based on the discretion of government officers create problems when comparisons are made between those who receive the welfare and those who do not; lack of data leads to the lack of efficiency, effectiveness, and transparency in the allocation of welfare; and the distribution of cash entails an expenditure incurred by the welfare recipients as they have to travel to receive cash from the government agencies or to withdraw cash from the banks.

There are **four significant "last mile" challenges**:

(i) Policies are not integrated as there is no comprehensive programmatic approach to social protection

Despite the high level of coverage reached by some of its individual programmes, Thailand is one of the few countries that does not have a common and integrated social protection policy framework, impacting negatively on system efficiency and effectiveness, both now and in the longer term.

For its health insurance system, Thailand has developed a model that combines tax funded with contributory resources. However, contrary to the trend in more advanced social protection systems, Thailand has not yet taken a similar approach to its pension schemes and

¹ FisTech Social Welfare Policies in Thailand: Paper for FPO Symposium 2017

family benefits. Coverage in these areas is offered through different mechanisms and is not always consistent from a policy perspective. The lack of consistency and integration limits the effectiveness of the systems and the means resource allocations are not optimized.

The key challenge for the implementation of a more integrated social protection system is the lack of communication between the different partners involved in social protection and the absence of a clear leader in the sector. No single ministry is in charge of the whole system. The fact that the key players implementing the different pillars of the system are under the tutelage of different Ministries reinforces silos. This has been evident in recent years where a series of policy decisions have been taken by different ministries without consideration of what was happening in the other pillars of the system.

The lack of system integration, both at policy and implementation level, also stems from the existing gaps in expertise in each individual component of social protection and tools to promote coordination. Significant investment in capacity building is required to establish a level playing field in government that required to inform social protection policy dialogue.

Thailand has several legal instruments that regulate social protection interventions, but it still lacks a comprehensive policy vision. The 12th National Economic and Social Development Plan (NESDP 2017-2021) and the 20-Year National Strategy articulates a clear vision for greater security, prosperity and sustainability, and seeks to foster greater equality which aligns with greater regional integration through the Association of Southeast Asian Nations (ASEAN) Economic Community, and a bolder global development agenda elaborated through the Sustainable Development Goals (SDGs). But the National 20-Year Strategy requires institutions responsible for social protection to set out their own strategies. The promotion of a comprehensive assessment by this joint programme therefore has the potential to bring together different agencies to develop a harmonized vision and strategic approach to social protection supported by the development of integrated policy solutions. This approach has discussed with the leadership of the MSDHS and other line ministries and has their full support.

Contributing to the lack of policy integration is the fact that, to date, there is no common definition of social protection that is accepted by the different partners. The SDG 1.3 sub-indicators and International Standards (such as R202) provide a neutral guideline to the national discussion and a tool towards the adoption of a common understanding of social protection and the understanding of the specific role that each actor can and should play.

(ii) There are gaps in coverage for vulnerable groups, particularly migrant and domestic workers

Despite progress in many areas, Thailand lags behind on coverage. For pensions and social health protection the coverage is close to universal making Thailand an example in the region. However, this is not the case for maternity protection, child or unemployment benefits where the levels of coverage are much lower. For example, data from 2017 show that less than 20% of families with children were covered by cash benefits and only 40% of women giving birth received maternity benefits. In terms of unemployment benefits only 43% of unemployed persons benefit from the unemployment insurance, while only 35% of persons with severe disabilities received a disability benefit.²

The ongoing expansion of coverage must remain a government priority with particular focus on families with children, those working in informal employment and women. The low

² World Social Protection Report (2017)

numbers for maternity coverage clearly show that the exclusion of women in informal working arrangements requires special attention.

Women in the informal sector are still facing barriers in accessing social welfare and social security benefits due to their inability to afford the required contribution of social security or the lack of formally recognized employer/employee relation. This is particularly the case for women migrants as the majority are employed in informal sectors such as domestic works, construction and agriculture. Informal employment usually entails poor working conditions, long hours, low wages, fear of deportation due to legal status, lack of social insurance and access to social protection schemes. Although the Government has put in efforts to ensure the rights and protection for domestic workers, both Thais and non-Thais, its implementation of policies remain challenging and there are policy gaps that do not ensure protection for undocumented migrants and especially domestic workers who are most vulnerable, especially due to the excluded workplace of private households that hinder inspections by authorities and their inability to access social security and protection.

Migrant workers also find challenges in accessing social security or protection. The policy fragmentation caused by the development of separate, detailed provisions targeting various unique migrant worker categories is compounded by the fact that the social security status of migrant workers in Thailand is inextricably linked to their immigration status. One of the reasons contributing to the challenges faced by migrant workers is the fact that a significant share of migrant workers works in areas not covered by formal employment arrangements, what makes more difficult their compliance with social security regulations.

(iii) The poverty reduction impact of existing social protection benefits is limited

As mentioned above Thailand has reached a remarkable degree of coverage for some social protection branches. However, the drive to expand coverage is not matched by a comprehensive approach to ensuring poverty reduction as illustrated by old age pensions. The expansion of the Old Age Allowance ensured good coverage. Yet, data shows that the allowance amount is insufficient to guarantee a decent living, even in combination with other forms of old-age income. 42% of persons aged 60 or older have insufficient income to maintain their pre-retirement living standards. Furthermore, old-age allowance is not automatically indexed to inflation or per capita wages, or a combination of the two, leading to a progressive erosion of the benefit's purchasing power. As a result, the 2016 benefit level amounted to just 10.3% of the minimum wage. Combining the pension of the system's social insurance pillar, or the second pillar, managed by the Social Security Office to the old-age allowance improves the situation, but not by much. The picture is similar for the benefits linked to the Child Support Grant, maternity and unemployment. It is therefore critically important to assess the causes and identify solutions.

(iv) Ensuring the financial sustainability of the welfare system

As with other countries in the region, Thailand is going through a quick process of ageing, following the same positive dynamics observed in other regions with reductions in mortality, increases life expectancy and reduction on fertility rates. With the share of the elderly increasing and the share of young population declining, Thailand's population is expected to decrease from 66 million in 2020 to 63.9 million in 2040. As a result, the age dependency ratio of the younger population and the elderly population will rapidly increase from 56% cent in 2020 to 81.6% in 2040. An ageing society poses challenges on multiple fronts, for example, regarding the sustainability of pension systems, the pressure on young adults to support their parents, increasing needs in old age care and increase in health costs. The demographic situation in Thailand highlights the need to prepare for a long period of high dependency ratio, to raise productivity and strengthen social protection.

Gender analysis

Thailand has an increasingly progressive society when it comes to gender roles. Women are still under-represented in public and private sectors, including in the parliament, government, judiciary and administration both at national and local levels, protection from all forms of gender-based violence against women including domestic violence and sexual abuse and equal pay to men with the same work. Challenges remain, particularly for certain groups and geographical regions including indigenous women, displaced and migrant women, and women in the southern border provinces of Thailand in which violent conflicts have hindered human development, leading to serious human insecurity, inequality, deprivation, and socio-economic disparities. A gender responsive social protection system can play a strong role in terms of reducing the gender inequalities produced by labour market, both through contributory and non-contributory benefits.

1.2 Target groups

The target groups will be children and informal and migrant workers (often women who are domestic workers). This will require the joint programme to address geographical and age coverage, improvement of the governance system for social protection, including implementation and improved fiscal space, and improved methods for capturing the poor and invisible such as migrants, preferably through a better focus on universal schemes and specific provisions for groups hard to cover such as migrant and domestic workers.

The joint programme proposes a mixed approach for the inclusion of these. The central effort is to promote their integration within the existing system, avoiding the development of specific systems which can become itself an additional factor of exclusion. Recognition of the fact that their inclusion requires usually more than a general revision of policies. The proposal includes the elaboration of specific research and the promotion of dialogues regarding the barriers faced by specific groups through a diagnostic assessment. The assessment will be carefully designed to ensure that barriers to inclusion are not limited to the social protection system such as lack of documentation. Beyond the traditional life-cycle approach, particular attention will be given to groups such as homeless people and people with disabilities (as requested by MSDHS).

The PUNOs will advocate for human rights to be mainstreamed along the different elements of the process, particularly when dealing with groups such as migrant workers and stateless persons. The use of International Recommendations such as ILO C102 and R202 will be used as guidelines for the assessment and the realization of Article 9 of the International Covenant on Economic, Social and Cultural Rights monitored by the Committee on Economic, Social and Cultural Rights.

Children

Children are especially vulnerable to non-inclusive growth. The Thai poverty profile for 2015 shows the poverty rate for children is significantly higher than that of the overall population, with a poverty rate of 7.21% for the general population against 9.96% for children aged 0-17.12 The poverty rate among young children increases by over 30% between the age brackets of 0-3 to 3-6.³ Data from 2015/2016 Child Multidimensional Poverty Index (MPI) indicated that one in five child was living in multidimensional poverty.

Thai children enjoy an advanced level of social protection coverage. But the need for quality ECD services within the reach of every home is especially acute in a context where both

³ Ministry of Digital Economy and Society. The 2014 Socio-economic Survey. Bangkok, National Statistics Office, 2014. Source: The 2015 Socio-economic Survey. Bangkok, National Statistics Office, 2015.

parents commonly leave their children in the care of relatives to seek work in Bangkok and other big cities in order to support their family. As a result, almost one quarter of all children in Thailand (over 3 million) do not live with either biological parent. The next step towards full ECD coverage will involve addressing the “3:3 challenge” – the period between three months of age, when maternity leave ends, and three years of age, when free structured ECD services begin. Overseeing a standardized and regulated program of child-care for all children aged 0-3 presents several challenges for the Government, from regulating the curriculum, standards and caregiver qualifications to supporting relevant service delivery channels, which could include incentives for businesses.

The government has adopted the Child Support Grant in 2015 to close the gap in child social protection. It represents a non-conditional, non-contributory cash support scheme for children under six who come from poor and near-poor households with an annual income of less than THB 100,000. The scheme has undergone two expansions and currently benefits 700,000 children. However, national targeting assessment shows 30% of exclusion from the scheme. Therefore, the government’s objective is to ensure that all eligible children (2 million) benefit from the scheme by end 2021, thus addressing the realization of Article 26 of the Convention on the Rights of the Child.

Informal and migrant workers

There is an estimated 78.8% of workers in informal employment in Thailand. 68.5% work in the informal sector, and the remaining work in the formal sector under informal arrangements. The informal employment sector is comprised of 40.4% own-account workers, 33.5% employees and 29.2% contributing family (domestic) workers. Usually, women are highly represented in this last group, which is also where the level of labour protection (including social protection) is low. As of April 2019, there were 37.34 million people in the labour force of which 236,600 were employed in households as domestic personnel.⁴ In addition, Thailand is the main destination country for migrants from Cambodia, Lao PDR and Myanmar. As of July 2019, there were around 3 million migrant workers registered in Thailand. Of which 122,117 were employed in domestic work.⁵ Women are especially over-represented in domestic work (22,320 male/99,797 female). The nature of this work means many domestic workers are employed without appropriate employment contracts and this results in a lack of data. The actual number of domestic workers is likely to be much higher.⁶

Informal employment is typically associated with limited access to the social safety nets such as social security and employment related benefits. The high percentage of the labour force in informal employment underlines importance of finding solutions to provide adequate protection for these workers. Non-contributory benefits can play an important role but extending participation under contributory benefits plays a more important role in terms of protecting workers as this provides benefits for work injury, sickness, unemployment or maternity leave.

Thailand’s social protection coverage for migrant workers is the most comprehensive among destination countries in the ASEAN region. Registered migrants are provided with health benefits through the Social Security Scheme and Migrant Health Insurance Scheme, while the non-registered migrants can opt to enroll in the latter. The Social Security Fund also provides women migrant workers with maternity leave and child support benefits. However, these

⁴ Thailand Labour Force Survey, the National Statistic Office, April 2019

⁵ Department of Employment, Ministry of Labour, July 2019

⁶ FisTech Social Welfare Policies in Thailand: Paper for FPO Symposium 2017

benefits are only provided to workers in the formal sector and workers in agriculture, domestic work. Other informal sectors are excluded.

Under the Workmen's Compensation Act 1994, the stringent requirements for filing a claim can make it difficult for injured migrant workers to obtain compensation, particularly in terms of documentation and paperwork. High levels of informal employment effectively exclude large numbers of women migrant workers from compensation and other forms of recourse in cases of illness or injury. Moreover, the long duration and administrative complexity of the process can also prevent women migrants from receiving compensation, as many are unable to remain in Thailand long enough to see it through.

Enrolment and utilization of benefits has been increasing in recent years. In 2017, more than THB 250 million in benefits were paid out to migrant workers, mainly for maternity benefits and the child allowance. Although migrant workers are able to buy into the Migrant Health Insurance Scheme, the costs and administrative difficulties deter many individuals from enrolling. These difficulties to access coverage raise issue both for compensation of workers' in Thailand given that the majority are employed in 3D jobs (dirty, dangerous and difficult), where they are at high risk of accidents. With Thailand's ageing population, migrant workers are a workforce offering both challenges in terms of coverage, as well as opportunities of more workers contributing to social protection schemes.

Addressing the coverage of migrant workers allows a more comprehensive approach to key sectors of the Thai economy relying on foreign workforce, hence promoting regular employment, better skill matching and an improved level of care such as in sectors such as domestic work and care to the elderly.

Though the Government has put in place legislative instruments to ensure appropriate protection and welfare for all workers, both Thais and non-Thais, the coverage including social protection schemes and labour laws for informal employment remains limited. The Labour Protection Act 1998 and the Ministerial Regulation No. 14 under the Act provide protections and benefits to domestic workers, including provisions for a minimum working age, public holidays, sick leave and guarantee of wage payment. However, there are still gaps in the implementation due to legal status, private household limiting inspection by authorities and access to information and complaint mechanism as well as society's devaluing attitudes towards domestic work.

Currently own-account workers can be covered by provisions under article 40 of Social Security Office and by the National Saving Fund. However, protection is not comprehensive and there is a risk of lack of coordination between the schemes. There is also significant exclusion of workers in micro and small businesses. Even if legally employed employees are covered by Social Security Office, compliance under MSMEs is small, demonstrating the requirement to improve the system to better serve these group of enterprises and workers.

Under the Workmen's Compensation Act 1994, the stringent requirements for filing a claim can make it difficult for injured migrant workers to obtain compensation, particularly in terms of documentation and paperwork. High levels of informal employment effectively exclude large numbers of women migrant workers from compensation and other forms of recourse in cases of illness or injury. Moreover, the long duration and administrative complexity of the process can also prevent women migrants from receiving compensation, as many are unable to remain in Thailand long enough to see it through.

Enrolment and utilization of benefits has been increasing in recent years. In 2017, more than THB 250 million in benefits were paid out to migrant workers, mainly for maternity benefits and the child allowance. Although migrant workers are able to buy into the Migrant Health

Insurance Scheme, the costs and administrative difficulties deter many individuals from enrolling. These difficulties to access coverage raise issue both for compensation of workers' in Thailand given that the majority are employed in 3D jobs (dirty, dangerous and difficult), where they are at a higher risk of having accidents. With Thailand's ageing population, migrant workers are a much-needed workforce offering challenges in terms of ensuring coverage, as well as opportunities of more workers contributing to social protection schemes.

Addressing the coverage of migrant workers allows a more comprehensive approach to key sectors of the Thai economy that rely on foreign workforce, hence promoting regular employment, better skill matching and an improved level of care in sectors that migrants tend to work in such as domestic work and care for the elderly.

1.3 SDG targets

In addition to the expected impact on SDG1.3 (social protection coverage and poverty impact/incidence), the intervention is expected to accelerate progress on Target 10.1 (income growth to those on the bottom 40%), and Target 2.2 (malnutrition). The proposed solutions will therefore have a catalytic effect across the SDGs, systematically offering policy solutions for vulnerable groups and demonstrating a progressive approach to Universal social protection that can be replicated by countries in ASEAN and South Asia. The joint programme will facilitate the acceleration of these SDGs by addressing bottlenecks, trade-offs and synergies.

The measurement of results will be carried out through a close collaboration with NESDC and NSO which are co-responsible for monitoring progress on all national goals, including SDGs under sub-committee 3 of the National Committee for Sustainable Development. The specific result on impact evidence generation of the CSG under outcome 2 will help continue building the necessary evidence base for advocacy with the national partner on the accelerating effects of the grant. See below for more information on indicators for SDG 1.3 for Thailand.⁷

Indicator	%
• Percentage of persons above statutory retirement age receiving old-age pension	83
• Percentage of working age population contributing to the pension system	31.9
• Percentage of persons with severe disabilities receiving disability cash benefits	35.7
• Percentage of unemployed persons receiving unemployment cash benefits	43.2
• Percentage of women giving birth receiving cash maternity benefits	40.2
• Percentage of persons covered in the event of work injury	41
• Percentage of children/households with children receiving child or family cash benefits	18.9

⁷ WSPR 2017

SDG 1.3 will be targeted by work at policy and advocacy level (carried out mainly through the system diagnostic review and subsequent reforms) which is expected to lead to the identification of coverage gaps in the system and the development of concrete reforms that should lead to the expansion of coverage to fill the gaps. The work will include a financial review of the system and include an assessment of fiscal space options to ensure those gaps can be covered. Complementing the work at policy level, the work under Outcome 2 and 3 will put in place administrative and policy solutions to increase coverage of main two groups not covered - particularly families with children (currently only 18.9% coverage) and domestic workers (currently not covered). Of particular importance will be the focus on current bottlenecks in the coverage of groups left behind because of legal impediments and administrative barriers. To better understand these barriers, the joint programme plans to carry out not only a review of the system, but also organize dialogue with the main groups currently not covered by the system.

The joint programme will also target SDG 2.2. Secondary data analysis from the MICS 2015/2016 (MICS 5) by UNICEF shows significant increase in risk of stunting among children born with low birthweight that undernutrition in Thailand starts 'in utero' and therefore that nutrition-sensitive interventions should start from maternity care. Another driver is the low exclusive breastfeeding rate, with less than one quarter of children in Thailand exclusively breastfed for the first six months of their life, well below the WHO target of 50%.

The results from the National Impact Evaluation of the Child Support Grant (CSG) will be used to better understand the linkages between the SDGs and how SDG 1.3 can catalyze related indicators. Initial results demonstrate that the Child Support Grant provides income support, increased access to post-natal health services, and an opportunity for the mothers to return to work. More time at home enables mothers to breastfeed more. This set of outcomes also enable reductions in wasting.

Recent analysis from the Child MPI provides more information on the linkages between SDGs, in particular between 2.2.1, 2.2.2 and 4.2.1. which enables the measurement of SDG 1.2. The findings suggest that younger children face higher levels of multidimensional poverty compared to other children in Thailand. Given the importance of early learning as the foundation of building human capital and breaking inter-generational cycles of poverty and inequity, it is critical to strengthen cross-sectoral support during the early years in order to reduce the poverty rate among the youngest children. On the other hand, children aged 15–17 face higher levels of poverty and deprivation among those who are poor, driven by the education dimension where school dropout, particularly at the upper secondary level, is more likely to occur. Policies and programmes should focus on those who are more likely to be left behind in this age group, particularly those facing multiple risks in the areas of education, health or living standards.

Finally, the joint programme is also expected to tackle inequality (SDG 10.1). In 2015, the income of the bottom 40% of population grew 6.05% compared to the national rate of 1.66%. Thailand aims to increase the income growth of the bottom 40 to 15% by per annum by 2021. Working as a secondary form of redistribution, social protection has a significant potential to contribute to the transfer of income from those in higher income groups to those in the bottom of the distribution. Global evidence shows that an increase in the share of GDP allocated to transfers, if funded through a progressive taxation system, is one of the more effective tools in reducing inequality. The extension of coverage and the capacity to ensure that groups currently left behind (such as family with children, domestic workers, including migrant domestic workers) are covered by the system has a potential to generate a positive impact in reducing inequality and poverty and therefore contributing to address SDG 10.1.

Summary of SDG targets in the joint programme

SDG 1.3	Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable
SDG 2.2	By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons
SDG 10.1	Progressively achieve and sustain income growth of the bottom 40% of the population at a rate higher than the national average

1.4 Stakeholder mapping

The NESDC is the national planning agency responsible for the monitoring of the National 20 Year Strategy. Social protection is the key component under Strategy 2 of the plan: "Strategy for Creating a Just Society and Reducing Inequality". The NESDC is interested in increasing investment on comprehensive social protection and the joint programme aims to identify possibilities do so.

The Ministry of Social Development and Human Security (MSDHS) will be the Government lead and coordinate national stakeholders, including line relevant Ministries (Labour, Finance, Health, Education, and Interior); the Social Security Office; the National Economic and Social Development Council (NESDC); civil society organizations and employers and workers’ representatives.

The MSDHS’s mandate is to coordinate the non-contributory social protection schemes in Thailand that is the Universal Pension, the Universal Disability Grant and the Poverty-targeted Child Support Grant. The MSDHS is the Secretariat of four National Committees which social protection policies have to pass through before being submitted to the Cabinet. These committees include the National Child and Youth Committee, the National Elderly Committee, the National Committee on Disability, the National Social Welfare Committee and the National Committee on Gender Equality Promotion as a National Committee of which MSDHS is the Secretariat. Furthermore, social protection is a key component of the MSDHS’s recently established 20 Year Strategy and the MSDHS has agreed that the results of the Diagnostic Review on Social Protection (that will be delivered by this joint programme) will provide the foundation for the Ministry’s long-term vision on social protection. In view of its mandate, the MSDHS is assessed to be the appropriate agency to lead and coordinate the work under this joint programme. This will however require significant investment to build the capacity of relevant officials at the Ministry.

The Fiscal Policy Office (FPO) under the Ministry of Finance has recently become more active in the field of social protection in Thailand following the establishment of the National Social Welfare Card, Thailand's national poverty-targeting scheme. The FPO wants to improve the targeting of the National Welfare Card Scheme and is looking for recommendations on improving impact. The FPO recently became the Secretariat of the Committee on Social Welfare chaired by the Minister of Finance will be able to contribute relevant data and information to the joint programme as well as participate in relevant meetings hosted by the MSDHS and partners. This will improve overall coherence and coordination on social protection.

The Ministry of Labour (MOL) has authority and mandate in labour administration and protection, skill development and employment promotion. It has the responsibility to formulate labour and social policy, set standards, draft legislation and ensure its application. The MOL also monitors compliance with the law and provides support towards the improvement of social/ labour protection, working conditions and the working environment, promotes occupational safety and health, enhance competitiveness in trade while improving and promoting workers' good quality of life. Each line departments of the MOL are mandated to promote lifelong learning opportunities as part of skills development, decent work, promoting interactive industrial dialogues/ relations and strengthen capacities of workers and employers.

The Social Security Office (SSO) under Ministry of Labour is leading the provision and implementation of social insurance schemes for workers both in the informal and formal sector. The SSO is interested in the integrated social protection which would allow policy linkages between the Social Security Fund (SSF) and other social protection schemes to ensure wider coverage and adequacy of these benefits. The SSO has also become interested in the issue of social protection for migrants and domestic workers which has risen up the agenda of political and public discourse. The joint programme therefore responds to the SSO's welcome interest in these vulnerable groups. The SSO will take relevant recommendations to the Tripartite Social Security Board in order to come up with policy changes.

The Bureau of Budget (BOB) has realized that the Thai social protection system has been fragmented and the Government has been investing to the schemes that might not bring any impacts to its target population. The BOB is interested in understanding how to make improvement in budgeting to better allocate for social protection.

The National Health Security Office (NHSO) is managing the Universal Health Care Scheme which currently covers more than 48 million persons. The NHSO will benefit from the joint programme in increasing cohesion between different social health insurance schemes in Thailand.

The Ministry of Education is currently responsible for providing cash to poor and near-poor students. The scheme has used its own targeting criteria to define the poor and it does not link to other poverty targeted schemes. The MOE thus will benefit from the joint programme by consolidating the different poverty targeted government programmes into one integrated system.

The Ministry of Interior (MOI) is currently responsible for the registrations of most of the non-contributory social protection schemes (e.g. Social Pension, Disability Allowance, Child Support Grant). Currently, the registration of social protection schemes has been a challenge for MOI, in particular for poverty-targeted schemes where MOI plays a key role in identifying and verifying eligibility and this has led to some conflicts in communities. Having an integrated

system with one poverty-targeting mechanism would enable MOI to improve how it works at the local level.

The Employers' Confederation of Thailand (ECOT), and the workers organizations, which are Labour Congress of Thai Labour (LCT), Thai Trade Union Congress (TTUC), National Congress Private Industrial of Employees (NCPE) and State Enterprises Workers' Relations Confederation (SERC) are the key social dialogue parties in Thailand. The workers' and employers' organizations pushed for holistic description of existing social protection schemes in Thailand. They request for necessary measures to be established for a more inclusive, comprehensive, stable and sustainable social protection schemes, and expansion of coverage to all workers regardless of their contract modality and nature of work. They mobilized support for the expansion of benefits and the provision of adequate protection against poverty for all in Thailand while promoting decent employment and decent working condition. At May Day 2019, the workers groups requested for the improvement of quality and efficiency of social services and increasing access to them, mainly for vulnerable groups. Increasing income support schemes such as increment of old age pension, maternity protection, and disability allowances. They also demand for the extension of social security coverage to cover those in the informal economic sectors.

Civil Society Organizations have played a critical role in the adoption and implementation of social protection schemes in Thailand. The Thailand Development and Research Institute (TDRI) is a well-known research institution that has conducted research and advocacy for improved social protection in Thailand. One recent example is their leadership on conducting the Impact Evaluation and the Targeting Assessment of the Child Support Grant as well as their advocacy for the Universal Child Grant between 2016- 2019. Another important entity is the Coalition on Universal Child Grant which comprises of more than 100 NGOs working on children, disability, informal sector workers, women, formal sector workers, state-owned enterprises. This coalition has an interest in also advocating integrated social protections in Thailand.

2. Programme Strategy

2.1 Overall strategy

Transformational nature of the joint programme

The main strategy of joint programme is to integrate a mature and comprehensive government social protection system that is currently working in a siloed manner and reach those being left behind in an efficiently and sustainably. By bringing together the expertise and the contact points of different government agencies who have decades of experience on implementation, the UN system in Thailand can act as a catalyst to promote a more integrated approach. Initial work by the UN to support the nationalization of SDG 1.3 has revealed increased understanding from different government agencies that they require a more integrated approach is required to reach the objective of leaving nobody behind and that improved coordination and joint programme integration will deliver cost effectiveness and benefits. The joint programme combines several innovative and transformative components. Firstly, by comprehensively reviewing the whole social protection system it promotes an integrated approach that will bring the contributory and non-contributory schemes together under one framework. This component will be carried out jointly with government through a participatory diagnostic review of the social protection system. The review will innovate by drawing on analysis and recommendations for PFM adjustments (such as MTEF for social protection) and ensure continuous cross sectoral program funding for implementation of the

government's social protection policies and programmes. In line with the 20-year National Strategic Plan the review will provide the basis for a National Social Protection Policy with cross sectoral relevance for each sector.

Secondly, the joint programme will ensure the design to improve the delivery of the social protection system will (i) focus on finding solutions to address the coverage gaps and reach groups left behind (vulnerable children, migrant and domestic workers) and (ii) focus on MSDHS reform of its SP system to ensure the absorption of new entrants in the system. This includes upgrade of the registry and MIS, improved monitoring, addressing equity issues related to geography and integration with ECD supply side interventions.

Thirdly, the 20 Year National Strategic Plan creates an opportunity for structural reform of the sector, at a time when the Ministry of Social Development and Human Security (MSDHS) has been designated to provide leadership for increasingly integrated approach. A new Government is now in place following the elections tackling inequality remains one of its top priorities.

Finally, a focus on direct support to existing government programmes - the scale up of the Child Support Grant - and the design of concrete proposals to extend coverage to domestic workers, particularly foreign domestic workers, will ensure, in addition to policy change, that the joint programme has an immediate impact in beneficiaries, particularly for groups that until now have been left behind.

An alternative programme approach

The joint programme will therefore be a combination of policy work, program design and support to program implementation. It will pilot new technologies to deliver benefits and, as experience shows, can lead to significant reform to the way SP programs are implemented and improve their effectiveness and efficiency. The reform on SP will contribute to the national strategy for Thailand to achieve developed country status by 2036 (Thailand 4.0).

Accelerating progress to achieve the selected SDG targets

A large-scale return on the investment is mostly guaranteed through the governments' target to expand social protection coverage through scaling up the Child Support Grant (CSG) and providing social insurance coverage for informal workers, including domestic workers. This will accelerate progress on SDGs 1.3, 2.2 and 10.1. To date, the government has invested approximately US\$230 million for the implementation of the CSG. The Cabinet agreed in March 2019 that 2 million children under 6 from families with income under US\$3,000 per year annum should benefit from the CSG by 2021 (i.e. nearly 44% of the population of children under 6, more than doubling the current coverage of the CSG. The fact that the UNJP proposes the enhancement of a multi-dimensional approach to the CSG through combining cash with non-cash interventions, is expected to multiply the initial impact that would result from the government's investment. The investment of the joint programme will be mostly in system development, impacting on the efficiency of the government's programme.

The proposed design of solutions for the extension of coverage for domestic, particularly migrant, workers also has enormous potential in terms of scale. The Thai Labour force survey of 2013 estimated the number of domestic workers in Thailand to be over 250,000, and this excludes undocumented migrants and those working informally. Despite its size and importance, it is one of the groups left behind from the current provision of social protection services and benefits.

At the same time, it is expected that a more integrated approach will generate gains in the system in terms of efficiency what can ultimately contribute to additional available fiscal

space, allowing the extension of coverage to those excluded from the system and to increase the adequacy of existing benefits.

There is precedent to be confident about the impact of a diagnosis exercise proposed by the joint programme. In the past, the recommendations agreed between national partners and UN Agencies in the scope of the ABND played an important role in policy development. For example, the initial adoption of the CSG addressed a key gap in the life-cycle provision of social protection in Thailand.

Finally, considering Thailand's pioneering role in ASEAN on social protection, the impact of the joint programme is expected to be felt beyond Thailand borders. The result of innovative solutions developed in Thailand, particularly in the delivery of mechanisms and in the development of policy integrated solutions will help inspire social protection policies in the region and bring about opportunities for similar processes in other countries. Thailand has a strong and proven commitment to supporting South-South exchange, which also is one of the pillars of the current UNPAF for Thailand.

Added value of the UN

The UN is a long-term partner of the government in the development of Thailand's social protection system. At this stage, the government requires a combination of very specific and high level technical expertise on social protection, excellent knowledge of PFM and budgeting solutions for funding of cross-sectoral priorities, modern, innovative state-of-art approaches for evidence generation on policy impact and equity; technical advice on at-scale roll out of policies; improved effectiveness and efficiency of policy implementation; and methodological advice on the nationalization and monitoring of specific SDGs such as 1.3. The joint programme includes all these aspects related to social protection and also brings additional sectoral expertise from the UN country team in Thailand.

The joint programme is aligned with the Thailand UNPAF Outcome Strategy 1: "Collaborate at national and sub-national levels to strengthen systems, structures and processes for effective, inclusive and sustainable policymaking and implementation"

In addition, the UN brings its own rights-based approach which is essential for an effective, efficient and sustainable social protection system that targets specific groups such as migrant workers and stateless persons, who might otherwise be less visible in the dialogue on social protection.

Finally, as a result of its global and regional experience, the UN has the capacity to promote South-South cooperation bringing relevant experience and innovations from other countries and regions to support this joint programme, and to share the good practices from Thailand with the region.

Information on related initiatives

To strengthen the added value of the PUNOs, the joint programme will build on the achievements and lessons learned from the projects implemented by the partner UN agencies with the Royal Government of Thailand. Complementarities will also be promoted with ongoing Projects (see Annex 1). Synergies will be promoted with the Project "Strengthening Social Security Office capacities in policy design with a focus on research and actuarial services". The Project implemented by the ILO and the SSO is structured and implemented around one main objective – to contribute effectively to enhance national partners' capacity in gender responsive policy design with a focus on social security research and actuarial services, particularly the Social Security Office. In order to do so a diversity of tools, methodologies and activities are being applied.

The other relevant project is 'Safe and Fair: Realizing women migrant workers' rights and opportunities in the ASEAN region'. The project is part of the EU-UN Spotlight Initiative to eliminate violence against women and girls, a global, multi-year initiative between the European Union and UN. Safe and Fair is implemented through a partnership between the ILO and UN Women with the objective of ensuring that labour migration is safe and fair for all women in the ASEAN region.

The joint programme will also leverage on achievement and good practices of other projects dealing with the inclusion of migrant workers and domestic workers. IOM's project on 'Promoting stability, wellbeing and harmony for Myanmar Muslim and host communities in Thailand' will use best practices to feed into discussion related to access and coverage of social protection for Thai and non-Thai workers. IOM's work with domestic workers through skills development and enhanced job placement will also help addressing reviewing the framework for social protection of domestic workers and options to improve upon its implementation. ILO TRIANGLE in ASEAN is other relevant project that delivers technical assistance and support with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN.

Role of the Royal Thai Government

A National Steering Committee under the leadership of the MSDHS at the level of the Permanent Secretary, with the participation of main line Ministries, the RC and the PUNOs will be established to ensure the overall coordination of the UNJP. This Steering Committee will be involved in the design of the Project Document, validation of the annual work plans, evaluation of intermediary reports and on proposed policy recommendations. Progress will be reported in an Annual Report prepared by the lead UN entity. In addition, the Steering Committee will meet quarterly and the PUNOs will present a brief report of developments and assess the need for corrective actions. The NSA will be consulted by government to ensure the project is in line with the national security strategy.

The national multi-sectoral committee on Welfare, with MSDHS as secretariat, will be lead coordination of implementation and policy consultations on social protection. Participatory methodology proposed for the review will ensure voices of different groups are heard and included. The joint programme will contribute to the development of national capacities and mechanisms within government-owned programs. The sustainability of these measures will be guaranteed by the adoption of the policy proposals and the strengthening of domestic budget allocations for SP promoting the long-term sustainability of the actions proposed. It is also expected that these results will serve as a reference point for other countries in the region and will be shared by the government as part of its regular South-South exchanges, thus multiplying the impact.

A wide group of partners will also be consulted. These include groups representing beneficiaries, workers and employers, and private sector partners such as those involved in innovative pay solutions in Thailand.

Expected situation after the joint programme is completed

At the end of the two years of implementation, it is expected that Thailand will have a more integrated social protection system that ensures coherence, effectiveness and efficiency and is scaled up particularly for groups until now being left behind in the social protection system. Specifically, it is expected that (i) integrated policy solutions are developed following a diagnostic review of the social protection system; (ii) a national monitoring framework for social protection is adopted; (iii) Child Support Grant coverage is expanded from 700,000 to

2 million children; and (iv) solutions are developed to further extend coverage to domestic workers, including migrant workers.

2.2 Theory of Change

Long-term vision: Increase the social protection coverage towards universality, including for children and specific vulnerable groups (including domestic workers and migrant workers), through sustainable social protection systems, including floors, contributing to the implementation of the 2030 Agenda in Thailand.

2021 vision: The government's social protection system is reformed in a way to ensure effective and efficient implementation of policies for all population, including migrants and children.

Outcome 1: Integrated policy solutions developed following a review of the social protection system

Outcome 2: Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems

Outcome 3: Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

A theory of change which consolidates all three outcomes to articulate the change pathway to reach the long-term vision has been developed to enhance integration and complementarity among the outcomes.

The causal logic for the change is as follows:

- **If** the national policies are revised and harmonized to ensure full coverage along the life cycle, based on clear diagnostic evidence on the current status quo and impact; alignment and harmonization of targeting mechanisms; clear projections for fiscal sustainability; and clear policy coordination mechanisms for leadership of design and implementation of reform, **then** the social protection system is likely to function in an effective and efficient manner and contribute to the acceleration of achievement of indicators under SDG 1.3. Without the joint programme's interventions to support (i) a comprehensive policy assessment, (ii) additional evidence on the impact of existing schemes and (iii) improvement of delivery effectiveness, the government is unlikely to maximize the potential of the existing SP system to leave no one behind.
- **If** the monitoring and registration system for the Child Support Grant is fully upgraded and improved, including infrastructure system and vertical and horizontal human resources capacity; **if** the policy is revised to include statutory linkages with other existing high quality/impact supply side interventions; and **if** additional evidence is generated on the longer-term impact of the CSG, **then** the projected 2.4 million children will be able to have access and enjoy the developmental benefits from the policy. This is also likely to lead to the acceleration effects of the Child Support Grant on the achievement of SDG 1.3. and other related indicators such as 2.1. and 2.2. as well as 4.2.
- **If** the specific rights of migrants and domestic workers, are reflected in revised and expanded social protection schemes and adequate and sustainable social protection benefits are also considered for them under the social protection system in Thailand, **then** the social protection system is likely to be more equitable and offer a maximized potential for adopting a life-cycle approach that fully captures the potential current

population dynamics in Thailand and the region for influencing prosperity in Thailand, ensure inclusive growth as well as contribute to the achievement of SDGs, namely 5.4 and 10.1.

The overall change in the three outcomes above, will be based on the combined use of key strategies for enhancing social protection such as: strategies and financing; preparation and adoption of relevant policies and programs; improvement of administrative systems for implementation and monitoring; evidence and knowledge sharing; and partnerships and coordination. Each of these will be carefully considered and applied with respect to the individual outcomes, to ensure full implementation. The combined change of all these outcomes, individually and together, is likely to bring the desired 2021 vision stated above.

Assumptions

The theory of change and success of the joint programme rests on the following assumptions.

- The RTG and UN partners invest in closing the remaining coverage gaps through the adoption of an integrated system
- The RTG and PUNOs maximize the effectiveness of the existing schemes which have a proven impact on poverty reduction, human capital development and financial inclusion on different groups
- The new Government now in place following the elections continues to prioritize tackling inequality.
- The political will and the commitment of the government on children’s rights and to achieve the SDG will continue.
- The economic situation in Thailand remains stable and follows the predicted growth trajectory, enabling the government to maintain or increase its investment in the social sector.

See Annex 3 for the Theory of Change graphic and Annex 8 for the risk assessment.

Validation of the theory of change

The proposed theory of change is based on recent discussions with RTG⁸ and capitalizes on the advanced technical expertise of four UN partner agencies and well-established functional relationships of UN agencies with national partners on SP reform. By combining evidence-based policy work and the lessons from concrete solutions at implementation level, the UNJP is expected to influence a new generation of SP strategies and practices that will bring Thailand’s SP system closer to becoming one of the most advanced systems in the world and a leading example of comprehensive life-cycle coverage of the SP protection towards the 2030 agenda in the SEA region and worldwide.

The UNJP’s design will focus on further integration of the CSG with existing ECD supply side interventions, including Universal Health Care (UHC), community based social services, social workforce and other schemes for financial inclusion of working poor parents, such as the Welfare Card, as well as generating further evidence on the impact on all children under 6. Additionally, analysis and prototyping of different policy options for inclusion of domestic workers will help offer options to reduce existing equity and coverage gaps. The implementation of the UNJP will be regularly monitored and periodical stakeholder discussions will be held (through a National Steering Committee) to allow for potential adjustments and adaptations in the theory of change if required.

2.3 Expected results and impact

⁸ A one-day consultative workshop between the participating UN agencies, RCO and the MSDHS and MFA was held on 3 September 2019e second

Overall Result - The government's social protection system is reformed in a way to ensure effective and efficient implementation of policies for all population, including migrants and children

The project is structured around three Outcomes, the first that focus more at the macro/policy level and the second and third with a more directly focus on the scheme and beneficiary level

- Outcome 1: Integrated policy solutions developed following a review of the social protection system
- Outcome 2: Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems
- Outcome 3: Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

Relationship between the outcomes

The results framework has been developed around a cycle of self-reinforcing outcomes and outputs. A more integrated policy framework to be enhanced under Outcome 1 is expected to impact in the future on the expansion of the schemes supported under Outcomes 2 and 3. At the same time the work under Outcome 2, with a focus on a particular scheme (Child Support Grant) and Outcome 3, with a focus on particular groups of beneficiaries, will contribute to the large macro level policy discussion. The lessons and assessments from the work at scheme level will be important inputs also to the macro level dialogue, including in terms of providing evidence for high level policy advocacy.

To achieve Outcome 1 the work will be structured around a series of events to promote informed policy dialogue. This will involve a series of consultative high-level meetings; technical seminars, complemented by an effort in terms of advocacy. The effort will be to ensure that a wide group of stakeholders participate to guarantee that the voice of nobody is left outside of the policy dialogue. At the same time, media campaigns (including the use of social media) will be implemented to increase the outreach of the messages being discussed and ensure the public support to the measures to be proposed. High level players will also be included, with specific activities targeting this group. Promoting the membership of Thailand into the Global Coalition of Universal Social Protection will also be a measure to raise the attention of policy makers on the goal of Universal Social Protection for Thailand. These activities will be organized under Policy dialogue to foster dialogue on strategic directions for social protection in Thailand (Output 1.1) and Public Advocacy on the importance of Social Protection is increased, including among the public opinion and decision makers (Output 1.2).

To inform the policy dialogue the joint programme will conduct **a comprehensive review of the social protection system** followed by policy recommendations for a more inclusive, integrated and coherent system (Output 1.3). This output will include a series of background papers/researches including for instance: (i) Mapping of Welfare schemes, including the national welfare card (ii) Mapping of Contributory schemes; (iii) Review of the poverty identification and targeting mechanisms; (iv) Background Paper on social protection and migrant workers and (v) background Paper on SP and Gender, complemented by other specific researches to be identified. In addition, effort will be placed in the development of PFM tools such as SP expenditure review and Social Budgeting contributing to the elaboration of a MTEP.

Finally, these Outputs will be complemented by the adoption of a National Social Protection Policy Framework and a National Social Protection Monitoring Framework (Output 1.4). The

Project will support the draft of the Strategy and the discussion on the definition of the Monitoring Framework.

To achieve Outcome 2 the support will be organized in the following Outputs. The first will be regarding the improved capacity of the national identification system to register and monitor through the MIS the registration of new beneficiaries (Output 2.1). An important element will be the support to the development of a new MIS with inclusion of automatically reporting system, which will include the assessment of the existing system.

The second will focus on the promotion of National policy consultations on integration of the cash/non-cash under the Child support grant with transformative programs for ECD in place for maximizing the potential of the grant to all children (Output 2.2), including the revision of selected ECF intervention and the enhancement of their linkages with the GSG.

Essential for the continuation of the support to the joint programme will be the evidence generation for the impact of the grant on young children in Thailand to inform further policy expansions towards UCSG (Output 2.3). The Project will support a National Impact Evaluation of the GSG and its Targeting Assessment. Technical discussions will support the definition of this exercise. To ensure the continuation of public and political buy in of the CSG an effort will be placed on improved public and programme communication (Output 2.4), including the development of innovative training materials for front-line officials and communication programs.

Outcome 3 will be achieved through two main areas of intervention. One is the revision of existing schemes and structured under Output 3.1 Policy assessment and design of innovative program solutions to eliminate the barriers for the coverage of domestic workers developed and discussed. This Output will be mainly done in collaboration with the Social Security Office and the organizations that represent the voice of the contributors/beneficiaries. It will include technical assessments; seminars to discuss the needs, challenges and options and the design of technical solutions to overcome these challenges.

Output 3.2 will involve the Pre-testing of suggested policy options with targeted domestic workers completed and assessed. This component combines advocacy efforts to promote the adoption of the solutions that will be developed under Output 3.1; at the same time that includes activities of outreach to domestic workers (including products in migrant workers national languages) to ensure their understanding of their rights and obligations in relation to the social security scheme.

Expected results

- Integrated policy solutions developed following a review of the social protection system
- Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems
- Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

Expected impact

By 2022 we expect (i) to have a more integrated policy framework that will enhance a more effective, efficient and sustainable social protection system and (ii) more effective schemes covering additional people (children and domestic workers), particularly the more vulnerable that are currently not covered by the existing social protection system. Through its impact in systems the result of the joint programme is expected to go well beyond 2022 and beyond the social protection system, including its multiplier effect in the different SDGs listed earlier.

Partner accountability

The main line ministries accountable for delivering results will be the Ministry of Social Development and Human Security, Ministry of Labour, Department of Labour Protection and Welfare and Social Security Office. See section 4.1 for further details.

2.4 Financing

The overall budget is US\$2,661,815, to which the Joint SDG Fund will contribute US\$1,999,816 (75%). The allocations between PUNOs (ILO 33%, UNICEF 41.4%, IOM 13.6% and UN Women 12%) reflects the requirements per output. Funds will be utilized for the activities outlined in the preceding sections and detailed in the full budget (separate excel sheet). Anticipated inputs are: Staff; Technical Experts; Meetings, Workshops, Study Tours; Software development and operations; Monitoring and Evaluation; Communications and Advocacy. Given the scope of the joint programme and the fact that all interventions will be immediately at scale, the cost of the joint programme represents a high degree of value for money and cost-efficiency.

Cost sharing of around 25% will be provided by the PUNOs with contributions in the form of staff expertise. Specifically, ILO will provide US\$240,000 in cost-sharing from existing projects including US\$100,000 as in-kind contribution. UNICEF will provide US\$230,000 in cost-sharing from its own internal regular resources including US\$100,000 as staff time and expertise contribution. UN Women will link its work with the ongoing the EU-UN Spotlight Initiative and will provide US\$100,000 as in-kind contribution. IOM will contribute US\$92,000 for staff in cost-sharing from ongoing projects.

40% of the total budget will be allocated to gender equality and women's empowerment. The system comprehensive review cover to a large extent gender issues (a specific background paper will be carried out). The Child Support Grant has already demonstrated its impact on women empowerment. Specific data is expected from the MIS, disaggregated along different indicators and which lead to specific postpartum programs for the mothers. Finally, the work for the extension of domestic workers targets mainly women migrant workers.

2.5 Sustainability

From a macroeconomic perspective all the different pillars of the social protection system depend on the same source of funding. The fragmentation, lack of policy consolidation and lack of coordination is therefore an additional factor contributing to challenges around the financial sustainability of the system. The development of a comprehensive social protection system will therefore help bring about efficiencies and encourage upscale in government investment.

This element will be central in guaranteeing the sustainability of the intervention well beyond 2022. The US\$2 million invested through this programme is expected to generate a multiplier effect as the schemes it will support are run and funded by the Government. This ensures UN funding will have leverage. The improvement in the social protection system efficiency and effectiveness, including the expected increase in the allocation of government resources to social protection, is then expected to have a multiplier effect in several SDGs as described earlier.

2.6 Partnerships and stakeholder engagement

The Ministry of Social Development and Human Security will be the central partner for the implementation of this Program. It has the mandate to carry out the social protection diagnosis review. Its leadership is strongly committed to partner with the UN in this exercise. The experience with the ABND in 2012; the UN global leadership role in social protection and

the reputation built through years of technical assistance provide the capital of trust required to an effective partnership. In addition, the UN is already entering into an agreement with the MOF/Fiscal policy office on the analysis of the National welfare card, one of the biggest national social protection and financial inclusions schemes in the country.

The promotion of integrated solutions will also require the participation of a large group of stakeholders, including various departments at the MSDHS (Department of Children and Youth, Department of Empowerment of Persons with Disabilities, Department of Women's Affairs and Family Development, Department of Older Persons, Department of Social Development and Welfare, the Ministry of Finance (Fiscal Policy Office), the Ministry of Labour (Permanent Secretary Office, Social Security Office, Department of Employment, Department of Skill Development), the National Economic and Social Development Board, the Ministry of Public Health, the National Statistical Office of Thailand, the Ministry of Interior, the National Security Council and the Ministry of Education. A Committee was created under the leadership of the MSDHS to carry on the nationalization of SDG 1.3. The members of this committee are expected to lead the development of the comprehensive social protection review/diagnosis. The involvement of private sector, including but not limited to Social Enterprises was specifically requested by the Government and will be part of the consultative process.

The diagnosis methodology implies a wide national dialogue. In this regard, it will be important to ensure a strong participation from workers' and employers' representatives, other CSOs (particularly those representing groups of vulnerable population) and academia. Only a wide dialogue can generate a strong consensus required to put in motion important reforms and a change in the way social protection policy is thought and designed. Solutions will be developed to expand the consultation beyond the traditional elements by blending classical technical seminars with the use of more innovative solutions, including the use of technology. Consultations will be based on participatory methodologies organized at different levels to address the views of all the different stakeholders, including at decentralized level.

The process implies a strong element of capacity building. One of the challenges for moving up with consistent and coordinated approaches is the lack of a common knowledge ground. To address this need of alignment of understanding and conceptual agreement, UN has already started working with the MSDHS for the establishment and resourcing of a training center on social protection under ASEAN, which will address the key gap of lack of sound pre- and in-service training programs on social protection in Thailand. Depending on the programmes' development, additional training needs identified will be met by PUNOs.

Information sharing will be other area requiring a special attention from the joint programme. Right holders need to be aware of their right and the conditions to access to them. Again, organizations representing their interests will be essential in ensuring the message can reach even the most difficult to reach groups

The participation of organizations representing the interest of various groups in the society will be essential to ensure that the design of the solutions, being those at the policy, scheme or implementation level, fully reflects realities on the ground

During the preliminary discussions with the government regarding the organization of the diagnosis, the agreement is to follow a model of engagement with the different partners similar to what happened in the ABDN in 2012, in which not only different ministries and UN agencies were involved, but also trade unions, employers' representative and civil society organizations. Different working groups will be created to focus on specific topics and

modalities will have to be designed to ensure that all the groups with interest can be listen and find their way to communicate their positions.⁹

As a regional hub for the United Nations, the UNCT Thailand has easy and unparalleled access to regional UN expertise, including close links with the UN Economic and Social Commission for Asia-Pacific (ESCAP). PUNOs will not only engage their technical staff working at national level, but the collaboration of Regional and HQ experts will also be required particularly when the expertise available at national level will not be enough.

Preliminary discussions have already taken place with the World Bank in order to ensure that they will actively participate in the Social Protection Diagnosis. ISPA tools, owned jointly across all UN agencies and WB at global level, will be considered as potential basis for the Diagnosis exercise, in consultation with Thai counterparts. To ensure the ownership of the process, tools will be revised with Thai counterparts and adapted to respond to the national context.

Due to the importance of fiscal space regarding the extension of social protection, in addition to the partnership with the MoF, UN will also give continuity to existing contacts with IMF to ensure their involvement in those discussions.

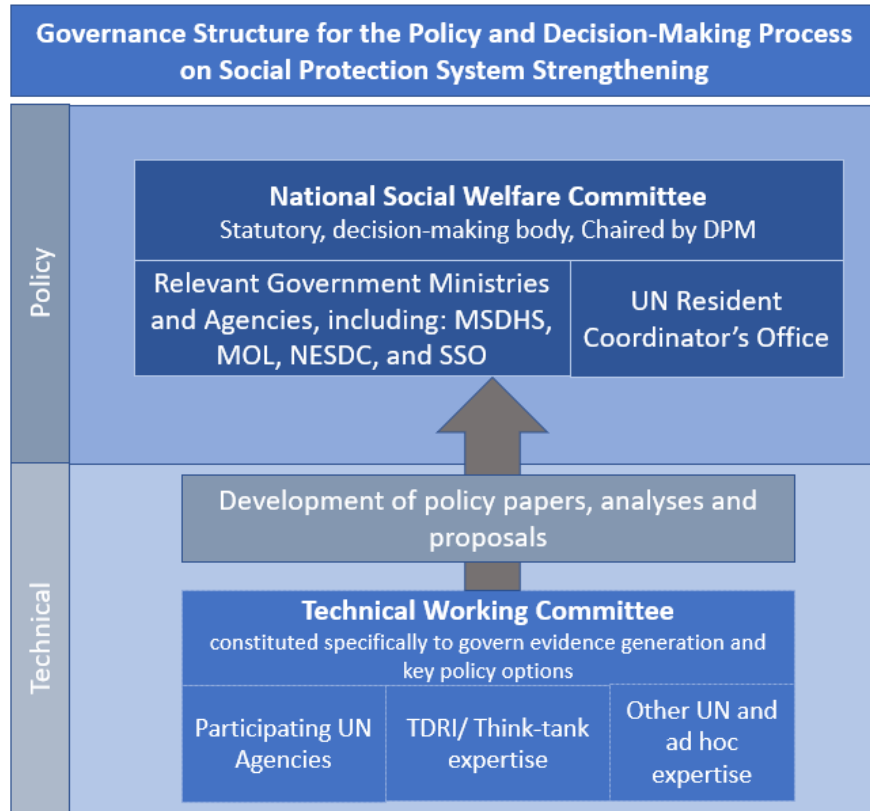
Other partners such as the EU will also be invited to be part of the discussions, particularly looking for synergies in themes in which their engagement is stronger, such as shock-responsive social protection.

3. Programme Implementation

3.1 Governance and implementation arrangements

Governance structure for the policy and decision-making process on strengthening the social protection system is shown below.

⁹ Participants UN agencies and the RCO consultations with RTG on the proposal: on 22 August 2019 (meeting with the Perm Sec/MSDHS) and on 3 September 2019 (a consultative workshop was held on 3 September 2019 with the MFA and MSDHS to discuss and agree the main components of the project proposal)



The National Social Welfare Committee will be the main decision-making body engaged at the policy level, with key government agencies participating and led by the National Economic and Social Development Council and Ministry of Social Development and Human Security (MSDHS). The Resident Coordinators Office will also engage at this level representing the PUNOs. With the Secretariat to the Committee based within MSDHS, this will provide the main channel for ongoing engagement with the Committee. As the main relevant statutory body, Chaired by Prime Minister and delegated to the Deputy Prime Minister, this Committee will ensure a high degree of integration with national level policy making and government ownership.

The Technical Working Committee will be convened to supervise and develop the overall Social Protection Review (the Diagnostic Review) and specific background papers as required, conducting quality assurance. Comprehensive policy recommendations will be developed by the Technical Working Committee and put forward to the National Social Welfare Committee. Through the process, the TWC will conduct and compile analyses, develop the conclusions and final recommendation options for policy level consideration. Sub-groups may be organized and convened for specific issues and groups in social protection, however all technical recommendations would be validated at the Technical Working Committee level before submission to the National Social Welfare Committee. Embedding the processes of this project within the existing structure will ensure it is nationally owned, build the capacities within the structure, and ensure sustainability.

Implementation arrangement between partner UN organizations

The RCO will play a central role in coordinating the work of the UN Agencies and leading the political dialogue, ensuring the UN delivers a harmonized message at different policy levels, including the high-level policy dialogue. ILO will be the lead UN entity on the overall system

diagnostic due to their active technical and advisory role on social protection in Thailand, as well as global role and expertise. UNICEF will take the lead role on the component associated with the Child Support Grant whilst IOM and UN Women will jointly co-lead the development of solutions for the extension of coverage for domestic workers and inclusion of migrant workers, in strong technical collaboration with the ILO.

ILO brings a comprehensive approach the different pillars and branches of social protection systems, based on established methodologies and tools, including quantitative and capacity building programmes. ILO is currently engaged with the government on issues related to social protection and has led previous work with the Government on a comprehensive approach to social protection.

UNICEF has worked with the RTG for the last 10 years on social and child sensitive social protection systems, including for vulnerable and hidden populations, and in the last four years, has driven policy advocacy, design, implementation, and monitoring and evidence generation on the Child Support Grant. UNICEF is also currently involved in the assessment of other social protection schemes, such as the Disability Grant with MSDHS, and together with ILO will provide technical assistance to evaluate the impact of the National Welfare Card.

IOM has a 40 years of field presence in Thailand. IOM has strong linkages with migrant communities and resource centers across the country which will inform the assessment phase of activities such as survey field-testing and data collection. IOM's strong working relationships with MSDHS, the Ministry of Labour, and the Thai Immigration Bureau will enable it to monitor and contribute to social protection policy design as it relates to migrants.

UN Women works with government partners to devise and implement social policies that can deliver results for women, such as links between women's paid work and inclusive growth, the impact of economic crisis. UN Women provides analysis and data to inform more gender-responsive policies and will assist public officials and gender equality advocates in acquiring skills to design and implement them.

All PUNOs are co-located with their Regional Offices or part of their Regional Offices. This provides each PUNO with immediate access to regional knowledge and expertise. In addition, PUNOs are co-located with UNESCAP, thus facilitating a smooth access to UNESCAP knowledge and expertise as needed.

This arrangement has allowed the active sharing of expertise between the PUNOs in the elaboration of this proposal, and the successful engagement and ownership of the Royal Thai Government in setting up preliminary discussions.

PUNOs will regularly meet for update and bilateral discussions, taking advantage of the UNESCAP facilities, while bimonthly meetings will take place to follow up on the implementation of the project. Ad-hoc meetings will also take place to prepare for specific activities that require expertise from various UN agencies.

They will ensure that the joint programme is consistent and complements with ongoing activities engaged by the agencies with the Royal Government of Thailand. Upon completion of the joint programme, they will design a strategy for each agency to build on the achievements and communicate with other UN agencies to support the

Additionally, the RCO will coordinate activities with other UN agencies through UNCT meetings to avoid possible duplication, and invite relevant agencies to contribute with their specific expertise, ensure the alignment of activities in the UN Partnership Agreement Framework

(UNPAF), and make sure contributions made through this joint programme are reported under this framework.

Progress will be reported through the regular meetings of the National Social Welfare Committee, where the PUNOs will provide updates of developments and assess the need for corrective actions. The Committee will assess the progresses made under each outcome, and recommend corrective measures, high level ad-hoc meetings or revisions of targets or methodologies. This will ensure that solutions are found, and revised strategies adopted if methodologies do not appear to be relevant anymore, if it appears target will not be reached, if participation of key entities is missing, or to adapt to unexpected changes and new government orientations.

Government ownership

The outcomes of the joint programme will be reached by ensuring that the right government entities and stakeholders are consulted on each of the main social protection issues. The National Social Welfare Committee will validate the relevant settings to discuss each of the outcomes and topics covered by the joint programme. The joint programme will rely as much as possible on existing government programmes and coordination mechanisms to avoid duplication with other frameworks. However, specific working group can be constituted if the participation of a specific range of stakeholders need to be consulted on technical issues going beyond the mandate of established mechanisms. In such cases, designated government entities will preside over the working group and ensure coordination with the other institutional framework, as well as invite representatives from other frameworks.

The National Social Welfare Committee, with MSDHS as secretariat, will lead the coordination of implementation and policy consultations on social protection, with sub working groups constituted to discuss specific issues. In order to develop and adopt a National Monitoring Framework for Social Protection, the discussion will take place within the National Economic and Social Development Council dedicated framework in charge of monitoring targets and indicators of the Royal Thai Government's action on social welfare. This will help ensuring that the SDG targets and relevant indicators are integrated within the Government monitoring system. The overall policy recommendations and strategic framework will be discussed under the National Social Welfare Committee, however individual policies, such as the Child Support Grant, may be subject to specific oversight by other committees. This will also be the case for specific policies related to migrant and domestic workers.

The initial consultation with government entities have identified the need to secure ownership at the highest level such as office of the Prime Minister to ensure the sustainability, security and stability of the process beyond the implementation of this project. Hence, the National Social Welfare Committee has been deemed the main decision-making body engaged by this project, with MSDHS as Secretariat, overseeing the joint programme due to its mandate, strategic role and responsibility. The office of the Prime Minister will have a role in presiding over main decisions. This will also help securing the participation of key ministries such as the Ministry of Finance and Ministry of Labour.

The joint programme will contribute to the development of national capacities and mechanisms within government-owned programs. The sustainability of these measures will be guaranteed by the adoption of the policy proposals and the strengthening of domestic budget allocations for SP promoting the long-term sustainability of the actions proposed. It is also expected that these results will serve as a reference point for other countries in the region and will be shared by the Royal Thai Government (RTG) as part of its regular South-South exchanges, thus sharing lessons and multiplying the impact.

To this end, a wide group of partners will be consulted. These include groups representing beneficiaries, workers and employers, and private sector partners such as those involved in innovative pay solutions in Thailand.

During the consultation with the stakeholders, government entities have identified the need to better understand the role and responsibilities of each government structure and their respective mandate, as well as ensure that working groups involved focal points in areas such as budgeting and financing, to complete the discussion on policy options. Hence, the UNJP will contribute to the development of national capacities and mechanisms within government-owned programs through these consultative processes.

The joint programme will also look closely at the implementation of the policy options which will be discussed. The discussion at national level will be complemented by targeted research at provincial level, to discuss the challenges and opportunities for the implementation of social protection schemes, and feed in the discussions about policy options. These consultations will specifically target civil society organization and private sector to benefit from good practices and technical advances which can be beneficial in scaling up and strengthening existing programmes, and ensure the different schemes have the means to access their target audience.

3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme¹⁰; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator. The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, and blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported

¹⁰ This will be the basis for release of funding for the second year of implementation.

by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

1. Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
2. A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After competition of a joint programmes, a final, independent and gender-responsive evaluation will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources. The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.3 Accountability, financial management, and public disclosure

The joint programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the joint programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and joint programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through joint programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme. Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund. PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

3.4 Legal context

Agency name: International Labour Organization

Agreement title: MOU between the Royal Thai Government, workers' and employers' organizations and the ILO on the Decent Work Country Programme in Thailand, 2019-2021 (Agreement date: signed on 11 April 2019)

Agency name: UN Women

Agreement title: The Agreement between the United Nations Special Fund and the Royal Thai Government (Agreement date: 4 July 2016)

Agency name: United Nations Children's Fund

Agreement title: Basic Cooperation Agreement (Agreement date: 15 August 1956)

Agency name: International Organisation for Migration

Agreement title: Exchange of Notes No 1002/776 from the Ministry of Foreign Affairs related to the Government of the Kingdom of Thailand and IOM (Agreement date: 20 May 2019)

D. ANNEXES

Annex 1. List of related initiatives¹¹

Name of initiative/project	Key expected results	Links to the joint programme	Lead PUNO	Other partners	Budget and funding source	Contact person
Promoting stability, wellbeing and harmony for Myanmar Muslim and host communities in Thailand	Improve the stability and empowerment of marginalized Myanmar Muslims & disadvantaged Thais in host communities through interventions to improve the living working & access conditions pertaining to health education, legal aid protection & livelihoods	Inclusion of vulnerable Thai and non-Thai workers. Access to social protection services and rights of migrant workers	IOM	Provincial and Local Government administrations, Community and Religious Leaders, NGOs and CBOs	Co-funded by the EU and the US	Chiaki LEE clee@iom.int
Poverty Reduction through safe migration skills development and enhanced job placement (PROMISE)	Migrant workers, especially women, receive greater protection through strengthened policy frameworks, enhanced assistance services, and skills, leading to poverty reduction	Access to social protection services, skill recognition and encouraging formal employment, including for domestic workers	IOM	Homenet	Swiss Agency for Development and Cooperation	Giulia MICOZZI gmicozzi@iom.int
"Strengthening Social Security Office capacities in policy design with a focus on research and actuarial services"	Enhance national partners' capacity in gender responsive policy design with a focus on social security research and actuarial services, particularly the Social Security Office	The Project share the objective of promoting the extension of social security coverage and synergies might be produced in the area of domestic workers. The quantitative component of the Project might also be helpful for the development of costing and forecasting models.	ILO	SSO, MoL	SSO Thailand	Simon Brimblecombe brimblecombe@ilo.org

¹¹ This is a list of the existing UNCT initiatives. The diagnostic assessment of the social protection system will map out the full set of initiatives including by other development partners.

Safe and Fair: Realizing women migrant workers' rights and opportunities in the ASEAN region	The project is part of the EU-UN Spotlight Initiative to eliminate violence against women and girls	Collaboration with this Project might be relevant in dealing with barriers to extend coverage to domestic workers that go beyond social security.	ILO, UN WOMEN	MoL	EU	Deepa Bharathi Bharathi@ilo.org
TRIANGLE in ASEAN	Delivers technical assistance and support with the overall goal of maximizing the contribution of labour migration to equitable, inclusive and stable growth in ASEAN	The experience of the Project in the topic of labour migration will be an important contribution for the discussion on the extension of coverage to migrant workers.	ILO	MoL, ASEAN Secretariat	Australia, Canada	Anna Engblom engblom@ilo.org
Ongoing collaboration with Department of Children and Youth	Policy advocacy for the Universal Child Support Grant and improved monitoring and implementation of the Child Support Grant policy	The work related to the Child Support Grant under this joint fund is a continuation of this collaboration	UNICEF	DCY, TDRI	UNICEF and DCY	kcheechang@unicef.org
Ongoing collaboration with Department of Persons with Disabilities	Policy assessment as of the Disability Grant in Thailand with a focus on children	The results from the study under this collaboration will serve as a basis for the Social Protection Review under the Joint Fund	UNICEF	DEPD, TU	UNICEF	kcheechang@unicef.org
Ongoing collaboration with Permanent Secretary Office, MSDHS	The Diagnostic Review on Social Protection System. The capacity building on social protection under the ASEAN Training Centre	This annual workplan had served as an entry point of the collaboration with the MSDHS under the Joint Fund.	UNICEF	ILO, MSDHS PS Office	UNICEF, ILO, MSDHS PS Office	kcheechang@unicef.org
Ongoing collaboration with the Fiscal Policy Office	The Evaluation of the Social Welfare Card Scheme	The results of this evaluation will serve as a background of the Social Protection Review	UNICEF	ILO	UNICEF	knuchsuwan@unicef.org

Annex 2. Overall Results Framework

1. Targets for Joint SDG Fund Results Framework

Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Joint programme targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ¹²	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ¹³	0	1

Outcome 2: Additional financing leveraged to accelerate SDG achievement

Indicators	Joint programme targets	
	2020	2021
2.1: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scope ¹⁴ (disaggregated by source)		
2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale ¹⁵ (disaggregated by source)		1

Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Joint programme targets	
	2020	2021
3.1: # of innovative solutions that were tested ¹⁶ (disaggregated by % successful- unsuccessful ¹⁷)		1
3.2: # of integrated policy solutions that have been implemented with the national partners in lead		1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened		1

¹²Scope=substantive expansion: additional thematic areas/components added in or mechanisms/systems replicated

¹³Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries

¹⁴Additional resources mobilized for other / additional sector/s

¹⁵Additional resources mobilized for the same multi-sectoral solution

¹⁶Each Joint programme in the Implementation phase will test at least two approaches. It is estimated that each joint programme in the implementation phase will cost US\$6 million in total on average and will be implemented over a period of 3 years.

¹⁷Success implies that the proof of concept is endorsed by the government and other stakeholders.

Output 4: Integrated financing strategies for accelerating SDG progress implemented¹⁸

Indicators	Joint Programme targets	
	2020	2021
4.1: # of integrated financing strategies that were tested (disaggregated by % successful / unsuccessful)		
4.2: # of integrated financing strategies that have been implemented with partners in lead ¹⁹		
4.3: # of functioning partnership frameworks for integrated financing strategies to accelerate progress on SDGs made operational		

Operational Performance Indicators

- Level of coherence of UN in implementing programme country²⁰
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or draw upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

¹⁸ There are no targets for Output 4 at this stage as although we make the case that there will be an impact of financing for SDGs, we cannot guarantee at this time that it will be an integrated financing strategy

¹⁹ This will be disaggregated by (1) government/public partners (2) civil society partners and (3) private sector partners

²⁰ An annual survey will provide qualitative information for this indicator.

2. Joint Programme Results Framework

Result / Indicators	Baseline (2019)	Target (2020)	Target (2021)	Means of Verification	Responsible partner
Outcome 1 - Integrated policy solutions developed following a review of the social protection system					
Outcome 1 indicator - <i>The RTG has a National Protection Policy with cross-sectoral relevance</i>	No	No	Yes	Draft Policy	MSDHS, National Welfare Committee
Output 1.1 - Policy dialogue to foster dialogue on strategic directions for SP in Thailand					
Output 1.1 indicator - <i># of high- level policy dialogue events</i>	0	1	1	High level meeting reports	MSDHS
Output 1.1 indicator - <i># of technical seminars associated with the development of a social protection review</i>	0	4	2	Report from the Seminars	MSDHS
Output 1.1. indicator - <i># of policy recommendations resulting from the high-level policy dialogue events and technical seminars</i>	0	4	4	Reports from the High-Level Policy Dialogue and Technical Seminars	MSDHS
Output 1.2 – Public Advocacy on the importance of Social Protection is increased, including among the public opinion and decision makers					
Output 1.2 indicator - <i>A media campaign to promote social protection is being implemented</i>	No	Yes	Yes	Report from the Media campaign	MSDHS
Output 1.2 indicator - <i>Level of public awareness on Social Protection</i>	Low	Low	High	Media content analysis	MSDHS
Output 1.2 indicator - <i>Number of policy advocacy events to be run by the National Civil Society Coalition</i>	No	Yes	Yes	Report	CSOs

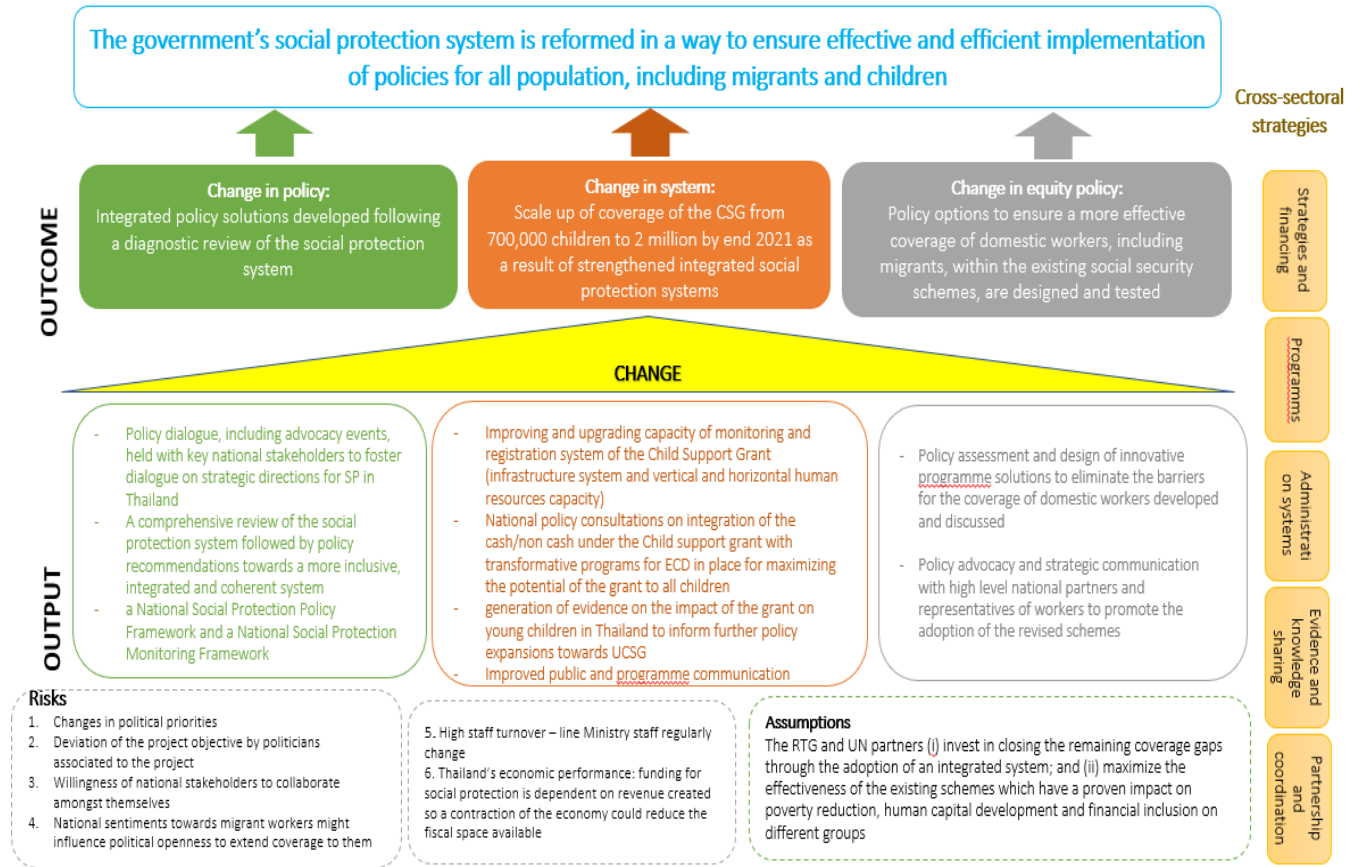
Output 1.2 indicator – # of meetings with key policy makers, parliamentarians and political parties	0	3	3	Meeting Report	MSDHS
Output 1.2 indicator – Thailand is a member of the Global Universal Social Protection Coalition	No	Yes	Yes	Report of the Global Coalition	MSDHS
Output 1.3 – A comprehensive review of the social protection system is developed followed by policy recommendations towards a more inclusive, integrated and coherent system					
Output 1.3 indicator - A Mapping of Welfare Schemes exists and is available for discussions by senior stakeholders	No	Yes	Yes	Final Mapping Report	
Output 1.3 indicator - # of background papers supporting the SP Review ready and available for discussion by National Welfare Committee or Cabinet	0	3	1	Validated studies	MSDHS
Output 1.3 indicator – A background paper on Social Protection and Gender is available	0	Yes	Yes	Validated study	MSDHS
Output 1.3 indicator – Background paper on Social Protection and Migrant workers is available	0	Yes	Yes	Validated study	MSDHS/SSO
Output 1.3 indicator – Background paper on Social Protection and Persons with disabilities is available	0	Yes	Yes	Validated study	MSDHS
Output 1.3 indicator – A Comprehensive Review of the SP System in Thailand is finalized and includes policy recommendations for the National Welfare Committee or Cabinet					MSDHS
Output 1.3 – A Budget Forecasting tool is developed and available for use by MSDHS/FPO and BB	0	Yes	Yes	Validate model	FPO/BB
Output 1.4 - National Social Protection Policy Framework and a National Social Protection Monitoring Framework					

Output 1.4 indicator - A draft of the National Social Protection Policy/Strategy is finalized before adoption by Cabinet	No	No	Yes	Advanced draft of NSP Policy/Strategy	MSDHS
Outcome 2 Scale up of coverage of the CSG from 700,000 children to 2 million by end 2021 as a result of strengthened integrated SP systems					
Outcome 2 indicator - Coverage of the Child Support Grant	700,000		2,000,000	Statistical report from MSDHS MIS	MSDHS
Output 2.1 Improved capacity of the national identification system to register and monitor through the MIS the registration of new beneficiaries					
Output 2.1 indicator - Technical assessment of the MIS system in place with recommendations for technical upgrade of the system, including resources (financial and human) required for its operation	No	Yes	Yes	Assessment report	MSDHS
Output 2.1 indicator - Revised MIS upgraded	No	Yes	Yes	Internal administrative decisions of the MSDHS for the upgrade of the MIS	MSDHS
Output 2.2: National policy consultations on integration of the cash/non-cash under the Child support grant with transformative programs for ECD in place for maximizing the potential of the grant to all children					
Output 2.2 indicator - Number of consultation meetings organized that resulted in policy proposals	0	2	4	Reports from high level policy meetings for the revision of the CSG policy, including a list of the policy proposals.	MSDHS
Output 2.2 indicator - Draft of revised integrated policy available for adoption by NCYDC	0	1	2	Draft Policy	MSDHS

Output 2.3: Evidence generation for the impact of the grant on young children in Thailand to inform further policy expansions towards UCSG					
Output 2.3 indicator - MoU in place for the research partnership for evidence generation	No	Yes	Yes	MoU	MSDHS
Output 2.3 indicator - Research design adopted for a longitudinal evaluation and implementation	No	Yes	Yes	Research plan	MSDHS
Output 2.3 indicator - Research is being implemented	No	Yes	Yes	Research reports	MSDHS
Output 2.4: Improved public and programme communication					
Output 2.4 indicator - Public communication strategy finalized and adopted by the MSDHS	No	Yes	Yes	Comms Strategy in place; Reports from implementation	MSDHS
Output 2.4 indicator - Program communication strategy in place on the revised CSG				Prog. Comms Strategy packages	MSDHS
Output 2.4 indicator - # of visits of the bilingual website on the GSC				Website visits	MSDHS
Output 2.4 indicator - # of staff trained on the new integrated policy design	0	100	500	Training reports	MSDHS
Outcome 3 Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested					
Outcome 3 indicator - Reform proposals for the inclusion and increased registration of domestic workers approved	no	no	Yes	Report containing the policy proposals	SSO
Output 3.1- Policy assessment and design of innovative program solutions to eliminate the barriers for the coverage of domestic workers developed and discussed					
Output 3.1 indicator - Report reviewing the existing policy, schemes and barriers and proposing solutions to reduce barriers and increase access of domestic workers to social protection is available	0	1	1	Final Report	SSO

Output 3.1 indicator – No. of workshops organized to discuss design solutions	0	3	1	Reports on the workshops	SSO
Output 3.1 indicator – Technical note detailing final scheme design proposal, including administrative elements, is available	0	0	1	Final Technical Note	SSO
Output 3.2 Indicator - # of female domestic workers attending dialogue sessions on the design of the scheme	0	150	150	Dialogue Sessions Report	DWs Representing Organization
Output 3.2 – Pre-test of suggested policy options with targeted domestic workers completed, and assessed					
Output 3.2 indicator – A campaign is being implemented to promote the extension of coverage to domestic workers	0	1	1	Media content analysis	SSO, DWs Representing Organization
Output 3.2 indicator – Level of awareness of DWs on SS benefits and regulations	Low	Low	High	Media content analysis	SSO, DWs Representing Organization
Output 3.2 indicator – Policy options assessed based on the results of the campaign	0	0	3	High Level Policy Event Reports	SSO

Annex 3. Theory of Change



Annex 4. Gender Marker Matrix

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	2	<p>The problem statement describes the social protection schemes available in Thailand and limited coverage and access by vulnerable groups including women, children and women migrant workers employed in informal sectors. The analysis discusses root causes and consequences of gender inequality and limited participation and access to different social protection schemes.</p> <p>Sex-disaggregated and gender sensitive data is provided for statistical and gender comparison including informal sector employment in feminized domestic sector which women are highly represented. The analysis also addresses how the Joint Programme (JP) improves and facilitates access to more inclusive coverage and evidence-based policy recommendations and advocacy.</p> <p>The analysis also touches upon linkages with SDG 5.4 in relations to gender equality and social protection and how the JP will contribute to the promotion and mainstream of gender equality in the social protection schemes to ensure coverage and access to all particularly vulnerable groups with a focus on women domestic workers both Thais and non-Thais. The policy options and recommendations will promote the recognition of unpaid domestic works and enhance practical policy options or schemes that address barriers faced by women domestic workers and informal sectors to ensure inclusive coverage as well as access and contribution by women.</p>	<p>Gender analysis mainstreamed in the context analysis MOV: analysis of coverage and challenges in accessing social benefits by vulnerable groups with a focus on women domestic workers; linkages with SDG 5.4</p> <p>Sex-disaggregated and gender sensitive data MOV: percentage of women giving birth with maternity benefits; sex-disaggregated number of migrant domestic workers</p>
1.2	Gender Equality mainstreamed in proposed outputs	2	<p>Gender equality and the empowerment of women is mainstreamed across outputs as the JP aims to improve the social protection schemes and monitoring framework to improve coverage and inclusiveness of all vulnerable groups particularly women and girls. Outputs 3.1 and 3.2 have specific focus on domestic sectors where Thais and non-Thais are overrepresented compared to men. Representatives from women workers will be empowered through participation in policy assessment and design of innovative program design solutions for social security schemes to eliminate the barriers for the coverage of women domestic workers. Women will also be engaged in policy advocacy and strategic communication to promote the adoption of the proposed schemes as well as awareness-raising on the economic, social and domestic contributions by women domestic workers. Recognizing their contributions will promote gender equality which will subsequently enhance access and provision of social security and welfare in line with SDG priorities particularly SDG 5.4.</p>	<p>Gender equality is mainstreamed in outputs, specifically under outcome 3</p> <p>MOV: Outcome 3 (Output 3.1 and 3.2) specifically focuses on SDG 5</p>
1.3	Programme output indicators measure changes on gender equality	2	<p>At least 35% of the output indicators aim to measure changes on gender equality.</p>	<p>Over 20% of indicators as indicated in the Results Framework MOV: % of indicators measuring gender equality</p>
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	<p>PUNO is in close consultation with the Permanent Secretary (PS) and the Foreign Affairs Division of the MSDHS since the project conceptualization process and concept note review and endorsement. MSDHS has agreed to be a co-leading agency from governmental sector and been actively engaging in the proposal development and the organization of the Stakeholders Workshop for the Development of the Project Document of the SDG Fund on Social Protection in Bangkok on 3 Sept 2019. The workshop brought together 40</p>	<p>3 consultative meetings with the PS and the Foreign Affairs Division, MSDHS MOV: meeting summary</p> <p>1 Stakeholders Workshop</p>

			representatives from 10 relevant governmental agencies with mandates related to social protection and SDG localization to discuss and provide technical inputs on the concept note particularly project outcomes and outputs to ensure inclusiveness of vulnerable groups. Particular attention was made to women workers both Thais and non-Thais in domestic sectors in accessing social protection schemes including social security schemes.	MOV: meeting summary
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	UNICEF has been working closely with NGOs and CSOs and a minimum of 2 women CSOs as part of the Coalition on CSG for technical inputs for the conceptualization and proposal development. IOM works with a CSO working on domestic workers. The programme implementation will engage a wide group of partners including beneficiaries, workers and employers, and private sector partners through review and advocacy by applying participatory methodology to ensure voices of different groups are heard and included.	3 CSOs consulted MOV: number of CSOs
3.1	Programme proposes a gender-responsive budget	2	The 40% of the total budget particularly is allocated to gender equality or women's empowerment through comprehensive review and recommendations on social protection policy. The Child Grant will its impact on women empowerment. Specific data is expected from the MIS, disaggregated along different indicators and which will lead to specific postpartum programs for the mothers. The focus on social security scheme will address barriers in accessing the existing scheme by women domestic workers including migrant workers. Women representatives will be empowered through engagement in consultative meeting and advocacy to ensure barriers are well addressed and proposed schemes can increase access by women domestic workers to social security schemes.	40% of the total budget allocated to gender equality MOV: percentage of budget
Total scoring		2		

Annex 5. Communication Plan

1. Overall narrative of the joint programme

- Demonstrating proof of concept to support a comprehensive integrated programmatic approach to social protection and for political buy-in to scale up the child support grant (from 700,000 to 2 million by end 2021) and increasing coverage for informal, including domestic, workers.
- Thailand has solid position as regional leader on social protection with priority given to South- South learning exchanges and support
- New Government needs policy support as aging population and influx of migrants and domestic workers increase demand for social protection.
- UN team (ILO, UNICEF, UN, IOM and UN Women) has solid outreach to beneficiary level of community groups; while local (Thailand Development and Research Institute) and international expertise (EPRI) have led connection with global best practices and comparative advantage at national level
- WB and wider UN committed; ESCAP to bring regional economic aspects

Expected results:

- Integrated policy solutions developed following a review of the social protection system
- Scale up of coverage of the Child Support Grant from 700,000 children to 2 million by end 2021 as a result of strengthened integrated social protection systems
- Policy options to ensure a more effective coverage of domestic workers, including migrants, within the existing social security schemes, are designed and tested

Thailand’s existing Social Protection is quite advanced in the region, but is not efficient, integrated and not completely inclusive. There are significant “last mile” challenges which can be categorized in four ways:

(i) Policies are not integrated

There are currently 44 government welfare programs, owned by eleven ministries, which support people in all age ranges. The key challenge for the implementation of a more integrated social protection system is the lack of communication between the different partners involved in social protection and the absence of a clear leader in the sector.

(ii) There are gaps in coverage for vulnerable groups, particularly migrant and domestic workers

Women in the informal sector still face barriers in accessing social welfare and benefits due to their inability to afford to contribute to social security or the lack of official employment contract. Migrant workers also find challenges in accessing social security or protection. The social security status of migrant workers in Thailand is inextricably linked to their immigration status. Moreover, a significant share of migrant workers work in areas not covered by formal employment arrangements. It is therefore more difficult for them to access social protection.

(iii) The poverty reduction impact of existing social protection benefits is limited

As mentioned above, Thailand has reached a remarkable degree of coverage for some social protection branches. However, the drive to expand coverage is not matched by a comprehensive approach to ensuring poverty reduction.

(iv) Financial sustainability of the welfare system

Thailand is going through a quick transition to an ageing society. An ageing society poses challenges to the sustainability of pension systems and leads to an increase in needs for old age care and an increase in health costs. The demographic situation in Thailand highlights the

need to prepare for an extended period of a high dependency ratio in the population, to raise productivity and strengthen social protection.

A reform of the social protection system is urgently needed in order to improve policy coherence and delivery. This project is designed to have a comprehensive intervention for the reform of social protection, through policy advocacy, program design and support to program implementation. This project will also contribute to the Thailand 4.0 National Strategy, which is the vision that the government has set to achieve by 2037.

Progress towards a more integrated social protection system has been stalled due to the range of different actors engaged in different aspects of the system, without a clear lead. This is compounded by a lack of a clear understanding of the approach to an integrated system that may be feasible in the country at its current level of socio-economic development.

As a result, policy advocacy is needed to bring attention both to the needs for a more integrated approach and the value and possibility in pursuing such policies. This can be supported concurrently by spurring political will through engaging public opinion and media, and interaction between the two. The different channels require different approaches as demonstrated through the project approach and further outlined below. A more detailed stakeholder analysis will be conducted to determine specific opportunities and challenges to progress with each key actor.

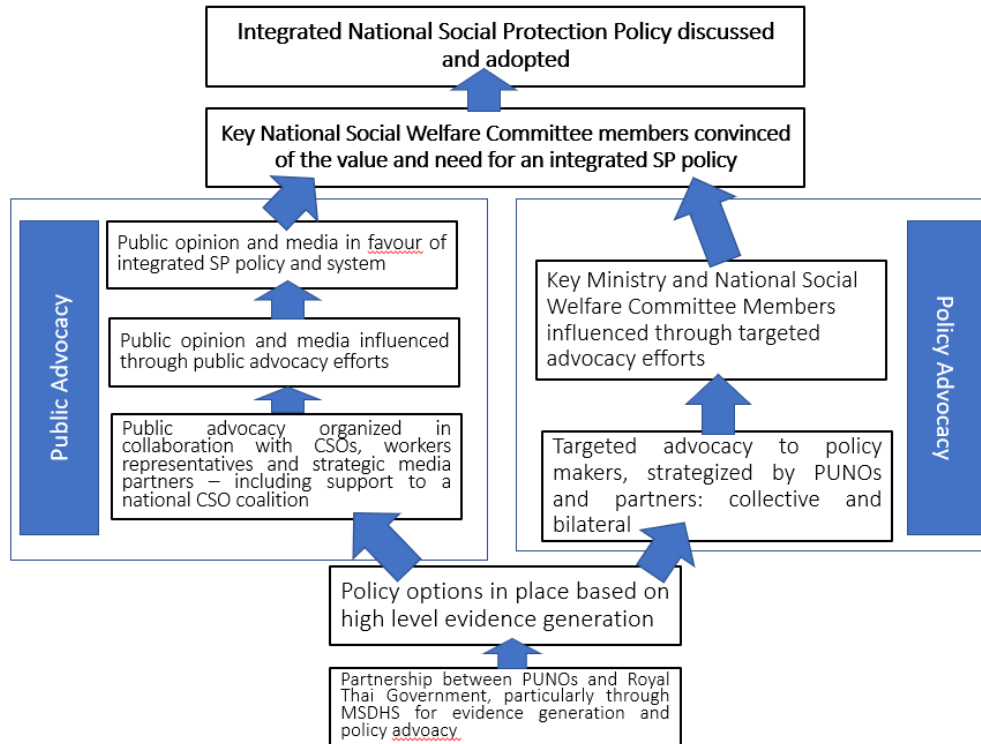
UN agencies will work with the Royal Thai Government, primarily through the Ministry of Social Development and Human Security (MSDHS), to improve the existing social protection system to become more integrated, inclusive and effective. This is in order to scale up coverage to reach vulnerable groups left behind, particularly domestic workers and migrant workers, and to cope with the foreseeable significant costs posed by ageing population. This, in turn, will directly have an impact on poverty reduction as per SDG 1.

2. Strategic approach to key audiences

To influence senior decision makers to adopt an integrated social protection policy, the project will use two channels of communication and advocacy: policy advocacy with relevant government agencies and public advocacy through civil society partners and media. The Diagnostic Review will provide the evidence base and PUNOs will engage in developing targeted messaging with the coalition, equipping key stakeholders with the arguments on how to approach the policy advocacy agenda. This will ensure greater sustainability, enabling partners to also pursue their own advocacy.

The Theory of Change for the significant advocacy components can therefore be summarized as follows: If (i) policy makers understand the challenges in the current social protection system, and how these can be addressed; and if (ii) public opinion is exercised to pressure policy makers to act; then the RTG is likely to make the needed improvements to the social protection system. This is depicted in the following figure:

Theory of Change for Communications and Advocacy Strategy



Civil Society Organizations

Civil Society Organizations (CSO) will be a key partner in reaching out to vulnerable populations and also affecting public opinion. PUNOs have engaged with a number of organisations advocating for the rights of domestic workers and migrant workers, through a range of different programmes, and which will be integral to this project. A network of CSOs, NGO and experts will be convened, with a view towards forming a national CSO coalition on social protection. A series of workshops will be held to ensure that they have a deep understanding and awareness of social protection, and developing an evidence-based targeted messaging, equipping them with key arguments on how to approach the policy agenda. Moreover, through their network, the project aims to push their supportive voices into social space and media and to utilise their networks to amplify the message with the general public.

The Project will engage with CSOs in order to:

- a. Support the coordination of the CSO network on social protection to ensure their supportive voices into social space, media and to utilise their networks to amplify the message
- b. Raise awareness with the general public and ignite social conversation on weaknesses of the current SP
- c. Help form policy advocacy agenda
- d. Strengthening knowledge on social protection with the general public and vulnerable populations

Media

Media will be engaged as a key influencer of public opinion on social protection. The project will work with national media outlets through innovative campaigns, such as national media competition and other events on the importance of social protection. The competition is to help set the agenda of the media and raise awareness among the media professionals themselves. Consequently, these media reports will ignite social conversation on the benefits of having an integral SP system in terms of efficiency and poverty reduction.

The Project will engage with national media in order to:

- a. Develop an understanding and awareness on the importance of social protection
- b. Raise awareness among the general public and ignite social conversation on the benefits of an integrated social protection system, and the current challenges
- c. Amplify voices of the CSO coalition on social protection

3. Objectives of strategic communication plan

The Objectives and indicators of the advocacy strategy are as follows:

Advocacy Objective	Indicators
To successfully advocate to decision-makers in responsible government agencies on the value and importance of an integrated social protection policy, and how that can be achieved	<ul style="list-style-type: none"> 1. Adoption of integrated social protection policy 2. Number of public fora held by national cso coalition on specific policy proposals 3. Number of bilateral meetings with senior stakeholders in the National Welfare Committee to inform national policy agenda 4. Number of policy proposals taken from the diagnostic to the National Welfare Committee and taken up for adoption by Cabinet
To successfully motivate and support rights-holders, civil society and media, to advocate for an integrated social protection policy	<ul style="list-style-type: none"> 1. Number of media visits and events 2. Policy advocacy events by the National Coalition of CSOs on social protection framework 3. Number of media outlets reporting on the topic and proportion reporting positively on national integration of social protection

4. Main activities

Activities	Method/tools	PUNO	Timeline/ milestone / deadline	USD
Policy and Seminars to foster dialogue on strategic directions for SP in Thailand	Seminars	ILO	Years 1-2	30,000
Public Advocacy on the importance of Social Protection, including public advocacy and with decision makers	Media campaigns, in collaboration with CSOs, and follow-up bilateral meetings with government agencies	ILO	Year 1	81,534
National policy consultations on integration of the cash/non-cash under the Child support grant with transformative programs for ECD in place for maximizing the potential of the grant to all children.	Consultations	UNICEF	Years 1-2	20,000
Output 3.2 – Policy advocacy and strategic communication with high level national partners and representatives of workers to promote the adoption of the revised schemes	Publication and high- level dissemination events	UN Women	Years 1-2	6,420

5. Comms coordination

UNICEF has the most experience in this field so will lead coordination. The implementation of comms activities will be the responsibility of the different agencies depending on their respective output responsibilities.

Annex 6. Learning and Sharing Plan

1) Strategic approach to learning and sharing

The joint programme aims at reviewing Thailand's social protection system using evidence-based analysis and comprehensive review of the existing social protection schemes. Discussions with main line ministries held in September 2019 have highlighted the interest and need of the Thai Government for this analysis to review and strengthening the social protection system.

The learning plan revolve around two methodologies that complement each other:

- The **Social Protection System Diagnosis Review using an Assessment Based National Dialogue**: a methodology used and refined by ILO, and previously experienced in Thailand for the Social Protection Floor (SPF) Assessment Based National Dialogue from 2011 to 2013.
- **Targeted research and background papers on vulnerable groups** to identify needs and gaps and best practices at the level of end users, using the technical expertise of PUNOs working with vulnerable groups (domestic workers, migrant workers) or specific issues (pensions, gender).

These two methodologies will ensure that a comprehensive participative review is established with relevant stakeholders at national level, while innovations, best practices and ad-hoc strategies are discussed to reach vulnerable groups who may lack access to social protection. ILO will lead on coordinating the Learning and Sharing Plan.

Social Protection System Diagnosis Review using an Assessment Based National Dialogue

This learning plan will map the key elements of the Social Protection system, analyze the SP system performance and develop recommendations. The assessment will cover the legal framework, strategy and national objectives, alignment of policies with social protection needs of the population, social protection policy implementation, public spending and financing, information dissemination and raising awareness and monitoring and evaluation system.

The first step will be to **build the assessment matrix** and identify priority recommendations: building on the assessment of schemes, the matrix bridges the elements learnt from consultation with line ministries and experts by identifying the existing situation in the country in key areas of the social protection system (under this proposal, the focus will be on children, working age, elderly, health, domestic workers and migrant workers).

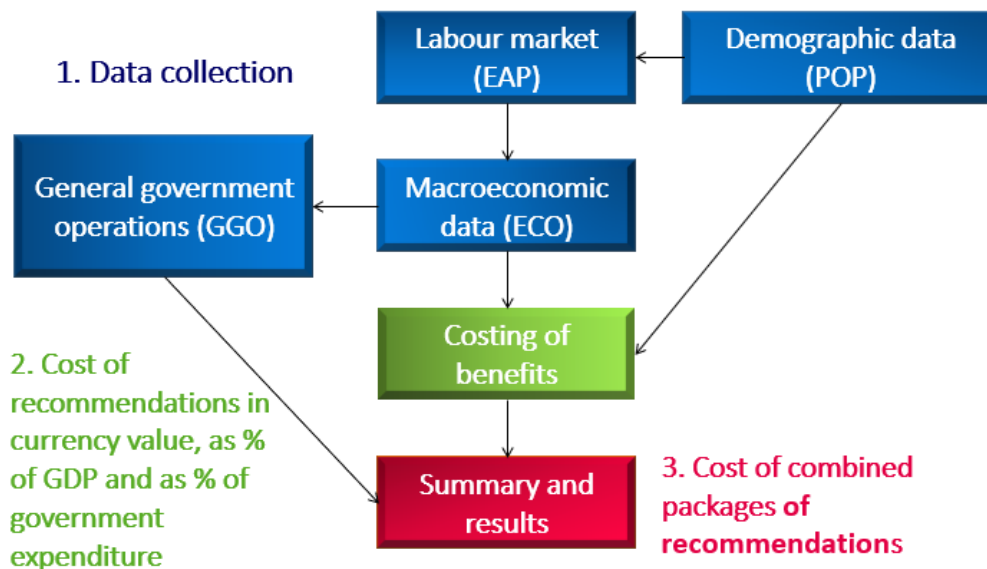
The situation for each area of social protection will then be complemented by identifying policy gaps and implementation issues which help understand the situation and challenges previously identified. The challenges, gaps and analysis will then be shared through a national dialogue with relevant working group and the steering committee to agree on the priority policy options. During the dialogue, and with the analysis provided, recommendations to introduce social insurance, improve quality of services or coordination between schemes and operations will be discussed. These recommendations will focus on implementation challenges, and delivery of services.

	Govt. strategy	Existing and planned schemes	Policy gaps	Implementation issues	Recommendations
Health	Identifying existing situation in the country		Identifying policy gaps and implementation issues, addressing which would complete the SPF		Agreeing on priority policy options through national dialogue
Children	Social protection pillars and target groups				
Women					
Domestic workers, migrant workers					
Working age					
Elderly					

Step 1: building the assessment matrix

Further structural changes identified will be addressed through the second step of a **Rapid Assessment Protocol** which analyses in detail the schemes which have been selected for review and propose options for non-contributory benefits, increase non-contributory benefit amounts and extend coverage. This will be done using a simplified excel tool developed by ILO to estimate the cost of providing Social Protection Floors benefits (for health, children, working age and the elderly) over the next few years. It gathers data related to the labour market, demographics and macro-economy, to propose a costing of benefits. The data will be gathered with the support of government branches and the analysis of benefits and options will be discussed in technical committee gathering the relevant experts.

The recommendations issued by the technical working groups will then be translated into scenarios, i.e. specific social protection policy options. Estimated costs can be linked to fiscal space (GDP and government budget) to check on their feasibility.



Step 2: Rapid Assessment Protocol

Through these two steps, gaps and challenges will be analyzed and policy options produced with the involvement of relevant line ministries.

Under a third step, the PUNOs will move for **finalization and endorsement** of the scenario together with the relevant technical departments for the schemes up for review. A report will be produced detailing the information gathered, and options produced with technicians from the line ministries who technically endorse them. These options will then be presented to higher levels of Government, with 'champion(s)', either from the administration or experts advocating for its endorsement by the Government, hence making sure the relevant information is shared at the highest level, with the consistent management of the gathered knowledge.

Targeted research and background papers on vulnerable groups

The social protection diagnosis review will be complemented by targeted research and background papers on vulnerable groups. As this project aims to reduce the chance of groups being left behind, PUNOs will use their expertise and networks to conduct targeted analysis on vulnerable groups who have a limited access to social protection schemes, such as migrant workers and domestic workers. Such a learning process will allow for an expansion of the scope of analysis of the social protection schemes, highlighting some barriers which may not be revealed through a traditional performance review of social protection scheme. Beyond addressing the difficulties encountered by beneficiaries of social protection in accessing such schemes, it can also propose implementation solutions for the deliveries of associated services, or best practices to increase contribution to the social protection systems.

The first research will focus on **targeted research in Thailand** among vulnerable groups. Using the experience from PUNOs and their partners in Thailand, such research will carry interviews and gather data among specific groups in the country to assess their knowledge on their rights to social protection schemes, their difficulties in accessing the existing schemes, and how the extent to which these schemes provide an answer to their vulnerabilities. They will also assess initiatives from civil society, trade unions and the private sector in facilitating information and access to social protection schemes by reaching out and assisting these groups or providing innovative technologies for employers and beneficiaries to contribute and access specific schemes. Such an approach will contribute to a participatory approach to social protection by feeding knowledge and information from the base to the top administration.

The research will be conducted through the involvement of academic partners with expertise and discussed in technical committees to ensure the sharing of knowledge and best practice. The project will also invite and share the knowledge produced with the *Thailand Research Fund* (TRF). The TRF was established in response to the 1992 Research Endowment Act and although it is part of the government system, it lies outside the government administrative bureaucracy. This freedom allows greater efficiency in research support. Since its creation, TRF has remained focused on its main duty: supporting at both local and national levels the creation of a knowledge-base to help those tackling societal problems. The project will also coordinate all research activities and the diagnostic review with the *Fiscal Policy Office* (FPO) under the Ministry of Finance, as this office also works as a think tank. Partners of the project will encourage sharing the evidence produced under this project with the Fin Tech annual

forum where the private sector and academics will be able to exchange ideas for leveraging technology that provide cost effective services contribution to the social security system.

PUNOs will also encourage **sharing of expertise from other countries through South-South cooperation**. Evidence from other countries can be useful, as they provide models and tools already tested. Such a model will highlight some of the challenges such as sustainability of the model or difficulties in reaching target groups, as well as provide best practices that help increase coverage and/or contribute to social protection schemes.

PUNOs will use their presence in other countries to identify relevant experiences, based on the gaps identified in the assessment matrix. Programmes that demonstrate the potential impact of policy options on reduction in poverty and inequality will be selected, and representatives from these programmes invited to share these modules in Thailand.

Both the experiences of external experts and reviews conducted in Thailand will be consolidated in background papers that will inform the specific working group dedicated to vulnerable groups (in particular, domestic workers), and this will be designed so it can inform other working groups which could benefit from these good practices and indicators.

Learning and sharing objectives and main activities

<p>Objective 1: Existing gaps, challenges and policy options are identified in an assessment matrix, highlighting the situation of the different target groups.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> - Matrix available - Number of target groups covered - Number of schemes analyzed - Number of recommendations proposed 	<p>A1.2.2 Mapping of existing literature and identification of information gaps</p> <p>A.1.2.3 Development of Assessment Matrixes using the SPF guarantees (children, working age, elderly and health)</p>
<p>Objective 2: Policy options are costed and available to policy makers</p> <p><i>Indicators:</i> Number of options costed</p>	<p>A.1.2.4 Production of a Social Protection Expenditure Mapping</p> <p>A.1.2.5 Development of a SP financial forecasting model</p>
<p>Objective 3: Best practices and challenges of specific groups are analyzed through background papers</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> - Number of background papers produced - Number of best practices analyzed - Number of meetings using intelligence from the background papers 	<p>A.1.2.6 Production of background research papers to feed the General Assessment (including gender, migrant workers, people with disabilities, financing)</p> <p>A3.1.1 - Review of existing policy, schemes and barriers for domestic workers access to social protection, including migrant workers</p> <p>A3.1.2 Workshops with representatives of beneficiaries and other relevant groups</p> <p>A3.1.3 Workshop to discuss the review and to review international relevant practices</p>

	A3.1.5 Workshops to validate proposals and select design model
<p>Objective 4: Policy options are shared and endorsed</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> - Number of workshop where policy options are presented; - Number of participants (government/academic/private sector/CSO/TU) 	<p>A.1.1.2 Workshops to discuss and validate the assessments and generate preliminary recommendations (general and topic specific workshops)</p> <p>A.1.1.4 National Media competition on the importance of Social Protection</p> <p>A.1.2.7 Development of the Report Review of the Social Protection System</p> <p>A.1.3.1 - Provision of technical inputs to the Working Group working on the definition of the social protection National Monitoring Framework</p> <p>A3.2.4 Organization of a national workshop to publicize the new scheme and modalities</p>

Annex 7. Budget and Work Plan

See attached excel sheet which is self-explanatory. The inputs are shown for 2020 and 2021 with breakdowns by PUNO.

1. Budget per UNSDG categories

See attached excel sheet which is self-explanatory.

2. Budget per SDG targets (estimate)

SDGs 1.3 – 25%

SDG 2.2 – 5%

SDG 4.2 – 5%

SDG 10.1 – 25%

SDG 5.4– 25% (also integrated in other SDGs)

SDG 8.8 – 15%

PUNO split approximately: ILO 33%, UNICEF 41.4%, IOM 13.6% and UN Women 12%

3. Work plan, with budget per outputs

See attached excel sheet which is self-explanatory. The comms activities (Activities: A1.1.1, A1.1.3, A2.2.2, A2.4.1, A2.4.2, A3.2.1, A3.2.2, A3.2.3, A3.2.4) in the workplans for each input for the duration of the joint programme totals about US\$267,000 or around 10% of the total budget emphasizing the importance of the comms and advocacy objectives of the joint programme. Together the comms and M&E and learning budget is expected to comprise up to 15% of the budget.

Annex 8. Risk Management Plan

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
Ongoing COVID-19 pandemic. Thailand is still struggling to contain the surge of outbreaks with numbers currently reaching more than 20,000 new cases and hundreds of reported deaths per day. Lockdown in red zones, covering 29 provinces (out of 77 provinces) including Bangkok, is	High	5	5	The JP has constantly adjusted its approach and strategies to ensure all results will be produced within the extension period.	RC and all PUNOS

<p>still in effect with restrictions of gatherings and activities extended until Q4 2021 when most of the population is expected to have been vaccinated. The priority of our government counterparts will remain focused on dealing with the COVID-19 situation and mitigating the impacts of the crisis. This will have a direct effect on the JP's action plans over the last few months of 2021.</p>					
<p>Changes in political priorities - elections were carried out in</p>	<p>High</p>	<p>3</p>	<p>3</p>	<p>The systematic involvement of partners in project implementation is key to handling these risks. Their engagement in the development of the programme document will be used as an</p>	<p>RC, with ILO, with support from UNICEF, IOM and UN Women on thematic issues</p>

<p>March 2019 and there is an expected slowdown in government operations amidst uncertainty regarding the constitution of the new cabinet</p>				<p>opportunity to reduce these risks. This will a wide participatory process under the leadership of the MSDHS. A workshop will be organized early on to define the work plan and ensure buy-in of national stakeholders. As this process will take place with the new Cabinet in place, the risks associated with political change will be reduced.</p>	
<p>Deviation of the project objective by politicians associated to the project</p>	<p>Medium</p>	<p>3</p>	<p>2</p>	<p>Engagement with politicians interested by this issue will be made early in the project to explain the methodology of the project, the need and objective pursued by the programme, and the support needed. Willing politician will receive briefings and be associated to the communication strategy, in order to avoid messages which would be detrimental to the implementation of the project.</p>	<p>Office of the Permanent Secretary of MSDHS with support from PUNOs</p>
<p>Programmatic risks</p>					
<p>Willingness of national stakeholders to collaborate amongst themselves</p>	<p>High</p>	<p>3</p>	<p>3</p>	<p>The development of a detailed work plan will involve the different line ministries. Their involvement early on is essential to increase the likelihood of collaboration between national agencies, one of the main challenges regarding the development of integrated policy frameworks</p>	<p>Each PUNO will be responsible in encouraging participation with the working group they are supporting. MSDHS to reach out to relevant ministries in case of difficulties in collaboration</p>

<p>National sentiments towards migrant workers vis-à-vis demands for labour might influence political openness to extend coverage to them. The COVID-19 pandemic has exacerbated and triggered these negative attitudes against migrant workers.</p>	<p>High</p>	<p>5</p>	<p>5</p>	<p>The UNJP will be complemented by ongoing efforts of the UN to advocate for the economic and social importance of migrant workers (including domestic workers) and the need to provide them with social protection. The promotion of advocacy and high-level policy dialogue will be a sustained consistently during the implementation of the UNJP to ensure that progress at technical level can generate the expected impact at the decision-making level.</p>	<p>IOM with support of ILO and PUNOs</p>
<p>Institutional risks</p>					
<p>High staff turnover – line Ministry staff regularly change</p>	<p>High</p>	<p>4</p>	<p>3</p>	<p>Several capacity building events will take place to ensure that new RTG leaders have the same access to the required SP expertise. Regular training will be essential to manage high staff turnover. Training will have to be targeted at different levels to ensure that not only a limited number of high-level officials have access to training opportunities and to ensure the</p>	<p>ILO to assess training needs. PUNOs to provide training material. MSDHS to encourage training of stakeholders and designation of focal points.</p>

				knowledge is not lost with the changes in departmental leadership.	
Fiduciary risks					
Thailand's economic performance: funding for social protection is dependent on revenue created so a contraction of the economy could reduce the fiscal space available	Medium	2	4	Advocacy messages about the importance of SP during economic crisis will be delivered at all levels to ensure SP allocations are not diverted if there is an economic downturn. The IMF can be an ally to deliver such messages. The UNJO will also be promoted with other IFIs such as the WB and ADB.	Resident Coordinator Office, with support from PUNOs, IMF, WB, ADB