



Formative Evaluation of the Welfare Card Policy in Thailand
การประเมินผลระหว่างการดำเนินนโยบายบัตรสวัสดิการแห่งรัฐในไทย
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Researchers

Ora-orn Poocharoen
Supanika Leurcharusmee
Nathanon Ratanathamwat
Thorn Pitidol

Acronyms

4Ps - Pantawid Pamilyang Pilipino Program	IDPoor - Identification of poor
ALMP - Active labor market policies	ILO - International Labour Organization
AMK - Autonomous microfinance agency	INST - Connecting and installing new devices
AO - Account Officers	IO - Output analysis,
ARSP - Using basic arithmetic formula in a spreadsheet	IT - Information Technology
ATMs - Automated teller machine	KEQ - Key Evaluation Questions
BAAC - Bank of Agriculture and Agricultural Cooperatives	KPI - Key Performance Indicator
BMR - Bangkok Metropolitan Region	KTB - Krungthai Bank
CBA - Cost-benefit analysis	LGPR - Leading Group for Poverty Reduction
CCT - Conditional cash transfer	LPG - Liquefied Petroleum Gas
CGE - Computable general equilibrium analysis	M&E - Monitoring and Evaluation
CGD - Comptroller General's Department	MEF - Ministry of Economy and Finance
CMFL - Copying or moving a file or folder	MICS - Multiple Indicator Cluster Survey
CMU – SPP - Chiang Mai University School of Public Policy	MOC (DIT) - Ministry of Commerce (Department of internal trade)
COPA - Using copy and paste tools to duplicate or move information within a document	MoH - Ministry of Health
CSG - Child Support Grant	MoP - Ministry of Planning
CSIRO - Commonwealth Scientific and Industrial Research Organization	MoSVY - Ministry of Social Affairs Veterans and Youth Rehabilitation
DOPA - Department of Provincial Administration	MPC - Marginal Propensity to consume
DSD - Department of Skill Development	MSDHS - Ministry of Social Development and Human Security
DSWD - Department of Social Welfare and Development	NAC - National Advisory Council
ECD - Early Childhood Development	NaN - not a number
ECD – Electronic Data Capture	NESDC - Office of the National Economic and Social Development Council
EEF - Equitable Education Fund	NIT - Negative Income Tax
EEF-CCT - Equitable Education Fund Conditional Cash Transfer	OECD - Organization for Economic Co-operation and Development
EIRC - earned income tax credit	OECD/DAC - Organization for Economic Co-operation and Development or Development Assistance Committee
EMAIL - Sending e-mails with attached files	PC - Personal computers
e-Payment - Electronic Payment System	PCPR - Writing a computer program using a specialized programming language
EPRS - Creating electronic presentations with presentation software	PEA - Provincial Electricity Authority (PEA).
E-Social Welfare database - Electronic Social Welfare database	PMT - Proxy Mean Tested
FBK - Fund Against Child Labour	PPP - Purchasing power parity
FEWC - Formative Evaluation of the Welfare Card Policy in Thailand	PRC – People's Republic of China
FPO - Fiscal Policy Office	PWA - Provincial Waterworks Authority (PWA)
FPO/MOF - Fiscal Policy Office, Ministry of Finance	Q1 – First quarter
GSB - Government Savings Bank	Q2 - Second quarter
ICT - Information Communication Technology	QR code - Quick Response Code
ID - Identity document	RCT - randomized controlled trial
	ROI - return on investment
	RTC - Royal Thai Government
	SAM - social accounting matrix analysis

SDGs - Sustainable Development Goals	UBI - Universal Basic Income
SOFT - Finding, downloading, installing, and configuring software	UCT - Unconditional Cash Transfers
SP - social protection	UN - United Nations
SROI - Social return on investment	UNEG - United Nations Evaluation Group
TDRI - Thailand Development Research Institute	US\$ - United States Dollar
THB - Thai Baht	USD - United States Dollar
TRAF - Transferring files between a computer and other devices	UXE - User Experience Evaluation
TV - Television	VDO - Video
	WCP - Welfare Card Programme

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PART 1 The Welfare Card Policy

1.1 Introduction

Thailand's welfare card is a flagship programme of the Royal Thai Government (RTG), initiated by the Fiscal Policy Office (FPO) in 2016 to more efficiently allocate assistance to those most in need. The Welfare Card Policy is a mixed of cash and in-kind transfer program targeting the low-income earners who earned less than 100,000 Baht per annum. The RTG had a vision of consolidating all existing welfare programmes to achieve greater poverty reduction and more equitable income redistribution under the Welfare Card Policy.

Additionally, the welfare card programme also provides a close linkage to children in poverty as they are over-represented compared with other age groups. Thus, influencing the Welfare Card Programme, which becomes the pinnacle of the government welfare policies, would affect the welfare of children at scale.

The research team would like to feed into the design of government welfare programmes by encouraging the use of evaluation as learning tools for policy formulation and by evidence generation under formative evaluation to support inclusive and child-sensitive social policy. It is critical to conduct a formative evaluation to understand the successes and shortcomings of the current policy design and implementation to improve the impact, particularly on children, in the future rounds of the policy.

1.2 Purpose of a Formative Evaluation

The 'Formative Evaluation of the Welfare Card Policy in Thailand' (FEWC) aims to improve the national evaluation capacity by raising awareness of using the monitoring and evaluation (M&E) framework for RTG to reach better policy formulation based on evidences. Moreover, close participation from FPO, who is considered as a leader in policy generation among other public sector agencies, would generate a great awareness of having a programme evaluation to other government partners.

- First, FEWC aims to generate research evidence, based on formative evaluation, to improve the policy design and implementation of the national welfare card policy.
- Second, it aims to strengthen the national capacity, knowledge, and awareness of using M&E framework for policy-making process by engaging the high-level decision makers at the Ministry of Finance.

These two objectives would work under an assumption that the government would increase the use of data and evidence from evaluations to inform policies for children, which would then lead to a more inclusive national policy, planning and budgeting environment for children.

PART 2 Overview of the Welfare Card Program in Thailand

2.1 Background and Objectives of the Welfare Card Programme (WCP)

At present, Thailand has 44 welfare programs under eleven ministries, which takes care of citizens throughout their lifespan. Out of all the available programs, 27 are cash transfer program in the form of benefits for low-income people, newborn children, the abandoned; while the other 17 are in-kind transfer, such as land rights, utilities subsidies, and training etc. Although basic eligibility criteria were set for beneficiaries, other important socio-economic criteria were not applied for screening process, which leads to inclusion error.

In addition, the provision of welfare to some beneficiaries depends on the severity of their affliction, thus complicating decisions to grant benefits and leads to the issue of unfairness. In the past, measures related to welfare or social assistance often rely on the discretion of the processing staff which may be arbitrary. What's more, while many types of monetary benefits have monthly recurring payment cycles, data is not updated. As a result, government resources which could have been available for the target recipients are wasted.

Therefore, these problems are then turned into the development of an efficient welfare allocation system. In order to achieve effective, objective, fair and sustainable results to alleviate the long-term inequality problem, there is a need to modify the process from the beginning, middle, and end. This incremental strategy, or a three-step ladder approach, for welfare allocation comprises "Target - Formulate - Integrate".

The first step is to target need groups. With this objective, the government pioneered the welfare registration program to build a database of aggregated individual data, which will enable them to target groups which need government assistance. The second step is to formulate welfare transfer model using the data stored in the database to screen the target groups. This innovative database system and welfare transfer formulation will enable the government to allocate appropriate resources to the accurate target group without any wastage. The last step in the ladder is to integrate the welfare allocation mechanisms to the target beneficiaries. Various government agencies such as the Ministry of Social Development and Human Security, the Ministry of Labour, the Ministry of Finance, and the Ministry of Agriculture and Agricultural Cooperatives, etc. will be able to utilize this database to design targeted welfare programs either through their respective Ministry or via e-Payment. As such, these ladder components serve as a stepping stone towards seamless, transparent, and efficient development of the state welfare program.

The state welfare card program was developed concurrently with the registration program, and was seen as the pioneering attempt to accurately target beneficiaries using individual level data. At the start of the program in 2016, the benefits were one-off, with two-tiered amount based on the beneficiaries' income threshold. This one-off benefit spearheaded the subsequent social assistance program inspired by the Negative Income Tax approach in the form of cash transfer, subsidies for basic necessities, and later on, career training for beneficiaries in 2017. The program continued to develop with added functionalities into the electronic state welfare card and further expanded to other vulnerable groups.

2.2 Benefit Packages and Training Programs

The 2016 State Welfare Registration Program

One of the important projects of the Government is the implementation of The National e-Payment strategy, which covers the government e-Payment project, part of which is aimed at building the social welfare database integration. This led the Ministry of Finance to initiate the State Welfare Registration Program to build a database for welfare arrangements of government agencies for low-income groups. Subsequently, the Cabinet passed a resolution on June 14, 2016 to acknowledge the 2016 State Welfare Registration Program.

This program provides opportunities for low income earners who meet the following qualifications: 1) Thai nationality, 2) Age of not less than 18 years old, and 3) Earn income of not more than 100,000 baht per year, to register at the Bank of Agriculture and Agricultural Cooperatives (BAAC), Government Savings Bank, and Krung Thai Bank Public Company Limited (between 15 July 2016 and 15 August 2016).

After the registration closed, the Fiscal Policy Office of the Ministry of Finance created a database of 8,375,383 people who registered, which divided into three registering agencies: 4,684,548 from the BAAC, 4,684,548 from the Government Savings Bank, and 1,107,545 from Krung Thai Bank. The database is then sent to relevant agencies to verify the eligibility of the registrants. These agencies compose of 1) Department of Provincial Administration, Ministry of Interior which verified age and nationality with civil registration data 2) The Revenue Department, Ministry of Finance which verified income data with personal income tax, withholding tax, and value-added tax data. 3) The Bank for Agriculture and Agricultural Cooperatives verify farmer's status with the data base of the Department of Agricultural Extension, the Department of Livestock Development and the Department of Fisheries. In the 2016 State Welfare Card registration round, out of 8,375,383 people who registered, 7,715,359 passed the screening by the three verification agencies.

Following the completion of the beneficiary database, the Ministry of Finance proposed two measures to increase income for people with low income, which are: 1) Cash transfer for farmers and non-farmers according to the Cabinet Resolution on 27 September 2016 and 22 November 2016 with reference to the poverty line at 30,000 baht per year. 2) Cash transfer for registrants with income between 0 - 30,000 baht per year in the amount of 3,000 baht, and 1,500 baht for beneficiaries whose earning is between 30,001 - 100,000 Baht per year. These measures were in effect since 1 December 2016 and ended on 31 January 2017. Of the total 8,375,383 people who were eligible to receive the cash transfer, 7,715,359 people were eligible. And after the program ended, it was found that there was a total of 7,525,363 recipients, representing 97.5% of all eligible persons.

In summary, the state welfare registration program, which was implemented in 2016, enabled the government to collect information on people with low incomes, check for eligibility, and create a central database that the government can use to screen and analyse beneficiaries in all six dimensions: age range, occupation, income range, possession of land and building, debt, and geographical locations.

The 2017 State Welfare Registration Program

The 2017 State Welfare Registration program is one of the flagship strategies of The Ministry of Finance under the Government's 20-Year National Strategy to combat economic inequality and improve quality of life of low-income earners. The state welfare registration program in 2017 set higher aims than the in the previous year. Firstly. It aims to increase the number of registrants to expand public welfare coverage of low-income earners. The government was keen to understand the geographic distribution of people with low income in order for the government to use the appropriate mechanism in each area to alleviate the problem. The success indicators of the project's in the next phase are yearly reduction in the number of low-income earners with an exception of the year where the economic downturn was relatively more pronounced.

Secondly, the program aims to acquire more in-depth personal information because the problem of each low-income groups differs by physical condition, location, occupation, debt burden, family support burden, educational qualification, and settlements in different regions and provinces. The analysis of these individual data will allow the government to accurately solve problems without wasting its resources, which will be an improvement from the past where social welfare was inaccurately targeted to those with low incomes. Finally, the welfare program designed will be appropriate and desirable for people with low incomes, which will help improve their quality of lives and lift them out of poverty. In brief, it can be concluded that the welfare registration program in 2017 aims to continue providing social welfare with improved efficiency that better targets the beneficiaries, ultimately lift low income groups out of poverty.

The 2017 phase of the welfare registration program centered its approach based on the target group's income and position relative to the poverty line. The aim is to improve the living condition of these three groups: groups with no income, groups with income between 1-30,000 Baht per person per year, and groups with income between 30,001 – 100,000 Baht per person per year. Following from these ideas, two approaches were pursued, namely the Negative Income Tax (NIT) approach and capacity building for low-income groups.

Phase 1 of the 2017 state welfare card registration program (April 2017 – September 2018)

Registration for this round of state welfare program started on 3 April and ended on 15 May 2018. In addition to last year, registration agencies include the District Office of Bangkok and Comptroller General's Department (Provincial Treasury) in addition to the similar agencies in the last phase Krung Thai Bank, Government Savings Bank, Bank for Agriculture and Cooperatives. The registering agencies were requested to store and transfer data electronically to the ICT Centre in the Ministry of Finance.

To be eligible, the registrants must be 18 years or more, unemployed or with income generated in the year 2016 of not more than 100,000 baht. The scheme's recipients are required to be 18 years or above, unemployed or have an annual income of 100,000 baht or less in 2016. Their savings, savings certificates and bond holdings must be worth less than 100,000 baht combined. If they own property, the area must not exceed 35 square metres for a condominium unit, 25 square wah for a townhouse, or 10 rai of land for agricultural

purposes. In the case of non-agricultural land, the area must not exceed 1 rai and. This year, the registrant must voluntarily disclose information on their possessions and allow the government to use the identity card for issuing a state welfare card.

Eligible persons can collect the 'State welfare card', from the unit they registered and receive

- 1) Credit for the purchase of consumer goods From Thong Fah Pracharat stores (Pracharat Blue Flag stores) specified by the Ministry of Commerce in the amount of 300 and 200 baht per month (for those with income in 2016 not more than 30,000 baht and more than 30,000 baht but not more than 100,000 baht, respectively)
- 2) LPG voucher from stores specified by the Ministry of Energy in the amount is 45 baht per 3 months.
- 3) 500 per month fare for the Bangkok mass transit bus and sky train
- 4) 500 Baht per month for bus fare
- 5) 500 baht per month train fare.

The payment will be disbursed monthly. Any unused expense will not be kept in the card.

As of June 2017, there were approximately 14.2 million beneficiaries who are eligible for the state welfare card. However, only 11.1 million people claimed the State Welfare Card, with 300,000 people missing. In total, 11.4 million were counted as eligible persons.

Improving Quality of Life for state welfare card beneficiaries (January – December 2018)

The second phase of assistance for State Welfare Card holders is a voluntary program which aims to create 4 dimensions of opportunities: employment, vocational training and education, access to funds, basic necessities such as housing, arable land, savings.

The Working Group for the Development of the Quality of Life of the District State Welfare Card or 'Pracharat Sukjai Doctor Team' was established and consists of the working group at the district level. The district chief was appointed as the chairman of the Working Group. Government Savings Bank's staff, the Bank for Agriculture and Agricultural Cooperatives staff were then assigned as Account Officers (AO) to perform advisory function. This includes providing advice to welfare card applicants and interviewing the holders of the state welfare card to analyse the challenges they may encounter during the vocational training. One AO is responsible for at least 30 state welfare card holders.

The benefit for this phase includes additional payment for purchasing essential consumer products from Blue Flag stores, and other stores designated by the Ministry of Commerce. People with income less than 30,000 baht will receive an additional 200 baht per month and those who earn more than 30,000 baht but not more than 100,000 baht will receive an additional 100 baht per month until December 2018. However, during the last four months of the project, from September to December 2018, the Cabinet agreed as proposed by the Ministry of Finance to provide credit for the beneficiaries' e-wallet. Therefore, beneficiaries who participate in the career training can withdraw cash within this period.

Around 4.15 million people participated in the career program, 3.27 million of which completed the training. Out of the 3.27 million, 1.45 million earn more than 30,000 baht per year, and 115,116 participants earn more than 100,000 baht per year.

Additional registration for state welfare benefits under the 'Thai Niyom Yang Yuen Project' for people with disability, the elderly, bed-bound patients, and those who were not able to register in 2017 (May - June 2018)

Because there were some people who passed the criteria as low income earners but were unable to register due to physical limitations, the National Development Steering Committee under the Thai Niyom Yang Yuen project became the core team to collect more information from 15 May to 30 June 2018 and record the information for the electronic registration database by 31 July 2018. There were 4.5 million additional registered applicants who met the criteria, while 3.1 million received the state welfare card.

State Welfare Card payment for the mass transit fare (July 2018)

The Comptroller General had a meeting with the Office of Transport and Traffic Policy and Planning, Mass Rapid Transit Authority of Thailand, Bangkok Mass Transit Authority to develop the state welfare card which will allow the beneficiaries to pay for the train cost by deducting the service fee for the mass transit from 20 July 2018. Any fees that exceed the credit limit will be deducted from the amount received in the next month.

Subsistence allowance payment for the low-income elderly, 2017 (July - September 2018)

The Ministry of Social Development and Human Security worked with the Ministry of Finance to provide cash assistance for low-income seniors who possess a state welfare card. The Comptroller General's Department has transferred money from the Elderly Fund to an electronic wallet from July to September 2018. The card holders can withdraw money from Krung Thai Bank ATMs or use it to purchase consumer products at the Pracharat Blue Flag stores. 100 Baht per month transfer is provided to the elderly with income not exceeding 30,000 baht who receive an allowance of 100 baht per month, and 50 Baht per month transfer for the elderly who earn more than 30,000 baht but not more than 100,000 baht. In this round, the number of beneficiaries is approximately 3.7 million.

The development of the 'Pracharat Money Bag' (August 2018)

The government coordinated with Krung Thai Bank to develop an application called 'Pracharat Money Bag' and started operating on 8 August 2018. This allows other stores which did not install electronic payment system or Electronic Data Capture (EDC) machine to accept payment from state welfare card via the app. Interested stores could apply to participate in the program at the provincial commerce office, then file appropriate documents at Krung Thai bank for data processing and application installation.

Those who have a State Welfare Card can make payments through said channel by first setting up a 6-digit PIN number on the card which was originally registered using the digits from the national ID card. Payment through the application can be done by having the merchant scan the QR code on the card, enter the price of the product that they which to pay, and have the cardholder press the 6-digit PIN number to verify their identity. The system will be able to debit the card immediately, the payment information will go to Krungthai Bank's system. And the bank will transfer money to the merchant within the next day.

Pracharat Welfare (October 2018 - Present)

The benefit remain the same as in the year 2017-2018. Registration is not opened at the end of the year as in the past two years. Measures are added or adjusted as follows: 1) Adding money to the state welfare card e-wallet. The Ministry of Finance has considered this measure by referring to 'A weaker economy and increasing internal and external risks.' Therefore, they decided to give the state welfare card holders more choices by dividing the credit limit for consumer goods into 2 slots: 200 Baht added into the e-wallet for those who earn less than 30,000 baht, and 100 Baht for those who who earn more than 30,000 but not exceeding 100,000 baht, during February to April 2019, which can be withdrawn for cash or spent on products at the Pracharat Blue Flag store.

Additional support for low-income people through state welfare card (December 2018 - September 2019)

Measures to relieve the burden of electricity and water bills for those who use less than 50 units of electricity consecutively for 3 months (in the amount of not more than 230 baht per household per month) and support for water users of not more than 100 baht per household per month effective from December 2018 to September 2019. The holder of the State Welfare Card pay their electricity and water bills at the Provincial Waterworks Authority (PWA) and Provincial Electricity Authority (PEA). The PWA and PEA will send the payer's name to the Comptroller General's Department to reimburse the money to the state welfare card holder in the electronic wallet slot.

Phase 2 of the measures for improving the quality of life of those with state welfare cards and additional payment for the Electronics State Welfare Card (January - June 2019)

Since the Ministry of Finance believes that the measure to improve the quality of life of the State Welfare Card in Phase 1 has been effective, and can lift people out of the poverty line, it proposed an extension for another 6 months to promote opportunities for continuous personal development and sustainable career development. The target of this extension is people who have not received career development training and those who have already received the training but still earn no more than 30,000 baht per year. The benefits received is the continuous top-up of payment into the electronic wallet.

On March 15, 2019, the Ministry of Finance has proposed a request for budget allocation for the fiscal year 2019 from the central budget item on reserve fund for emergency or necessity for the Pracharat Welfare Fund for Grassroots Economy and Society, under the Pracharat Welfare Management Act, in the amount of 43,100 million baht in order to implement measures that will give additional support for low income groups and continuously improve the quality of life of welfare card holders in the second phase. In March 19, 2019, the Cabinet approved the budget for the fiscal year 2018 that the Ministry of Finance has approved the allowance for annual disbursement of 37,900 million baht as expenses of the Pracharat Welfare Fund for Grassroots Economy and Society, according to the agreement of the Bureau of the Budget.

Economic stimulus measures in mid-2019 through the state welfare card

The Ministry of Finance proposed additional measures to the Cabinet on 30 April 2019 due to the weakening economic signal in the first quarter of 2019. Therefore, they would like to stimulate the economy through the state welfare card and help reduce the cost of living of cardholders with a total budget of 13,210 million baht using the following sub-measures

Measures to increase the allowance for people with disability: By adding another 200 baht credit for people with disability who have a state welfare card from May to September 2019. This additional credit will be placed in the slot for purchases in the Pracharat Blue Flag stores, which can be also be used to withdraw cash. The total budget is expected to be 1,160 million baht.

Measures to relieve the cost of living for farmers: By adding a one-time additional 1,000 baht in the slot for purchases in the Blue Flag store or for cash withdrawal for the purchase of inputs such as fertilizers and pesticides. The total budget is expected to be 4,100 million baht.

Measures to relieve parental expense burden during the opening of the school year: By adding a one-time additional 500 baht per child in the slot for purchases in the Pracharat Blue Flag store or for cash withdrawal for the purchase of student uniforms and educational equipment. The estimated budget is 1,350 million baht.

Measures to support the consumption of low-income groups: By filling the slot for purchase of items in the Blue Flag Store with 500 baht only, and cannot be withdrawn for cash for two months from May to June 2019. The estimated budget is 6,600 million baht.

These economic stimulus measures in mid-2019 will utilise the funds from the Pracharat Welfare Fund for grassroots economy, which was proposed for approval from the central budget in March 2019.

2.3 The WCP Performance and Challenges

Benefit distribution

In terms of the distribution of benefits The State Welfare Card is a top-down program, the screening process is carried out centrally, and the government agency requests cooperation from the registration agency to submit the applicant's profile to the central agency for processing. Therefore, it should help reduce the problem of cronyism and exclusion of a particular group. In a paper by Pitidol and Phattarasukkumjorn (2019), the problem of cronyism was not found among the participants' who participated in the focus group discussion.

The distance and travel cost to Pracharat Blue Flag Shop for each state welfare card holders differ. Although there is a Pracharat money bag application to solve the problem of travel fare, it has not yet been evaluated and reported on how the eligible shops are geographically distributed.

It was observed that the condition tied to the welfare card limits the choice of the card holders, which may imply cronyism (iLaw, 2017; Post Today, 2018; Workpoint News, 2018).

Additionally, the Bank of Thailand released an evaluation of the welfare card economic stimulus program, and revealed that while the program incur high expense, its effects on economic growth is only around 0.1% (Thairath, 2017).

Apart from credits for purchasing products, none of the focus group participants in Pitidol and Phattarasukumjorn (2019) study take advantage of any other benefits, i.e. utility reimbursement, LPG voucher, and transportation fare, especially in groups residing in provinces outside of Bangkok, where they claimed that they were not aware of the conditions. Nevertheless, the distribution of benefits varies by location and occasion in which the card holders was able to use it.

Effectiveness of the program to reduce poverty and inequality

Targeting error: Both inclusion and exclusion error occurred. Some people who receive welfare card benefits did not satisfy the eligibility criteria, and some are excluded from the program. Examples of inclusion error were illustrated in several news reports of fraudulent claims. Exclusion error also occurred. Among people who hold group savings accounts in their name, the system was not able process their application because the money in the account exceeds the maximum income threshold of 100,000 Baht. In the study by Pitidol and Phattarasukumjorn (2019), focus group discussion participants remarked that although the state welfare card help support their cost of living, extra expenses are still incurred for purchase of goods to satisfy their monthly consumption.

Targeting accuracy: NESDC (2018) shows the proportion of welfare card recipients (%) in each wealth decile (10 being the wealthiest). Generally, people with lower economic status have a higher proportion of welfare card recipients than those with higher economic status. However 33.4% of the Top 60 receives the welfare card. The NESDC reports highlights targeting problem caused by the use of average individual income data rather than average household income data. NESDC (2018) shows that 35.3% of the welfare card recipients are in the bottom 20, and 68.58% of welfare card recipients are in the bottom 40.

Coverage of the poor: 14.46% of the population are welfare card beneficiaries. Out of this percentage, 15.53% are poor, which is equivalent to 22.8% of the poor group.

	Welfare benefit beneficiaries of total beneficiaries (%)	Proportion of beneficiaries in each group (%)
Non-Poor beneficiaries	84.47	13.55
Poor beneficiaries	15.53	22.80
Total	100.00	14.46

Source: NESDC (2018)

Job creation

3,267,941 welfare card holders participated in the government provided career training. A follow up survey in 2018 revealed, people who participated in the career training program received a higher income. The number of those with income between 30,000 - 100,000 Baht per annum increased from 553,626 to 1,451,237 people; and those with income over 100,000 increased from 0 to 115,116. However, there are still 1,040,842 people who earn less than 30,000/year. The study by Pitidol and Phattarasukumjorn (2019) revealed that among the

participants interviewed for the study, people who chose not to participate in the job training program stated that there are opportunity costs related to participation such as loss of income from the current job and transportation cost associated with travels to training centre, which was not compensated by the program.

Implementation challenges

Data-related issues: 1) The data in the registration form was not reviewed by the agencies responsible for program registration due to the lack of review procedures. 2) Because the E-Social Welfare database contains inaccurate and sometimes incomplete beneficiaries data, it lacks the credibility to be used for meaningful program management. In addition, there is no database linkage with other government agencies that work with low-income and vulnerable groups.

Limited preparation time and lack of communication: The agencies responsible for program registration had a limited time (31 days) to publicise the program, making it difficult for the rural poor to prepare necessary documents and apply for the program. In December 2018, people from Loey province submitted a complaint to the town hall stating that many of the poor were not included in the state welfare card program because they did not have timely access to public relations from the government, in addition to the problem of short registration period (Matichon Online, 2018).

Under-utilised budget and benefits: From 2017-2019, only 77.54% of the designated budget for the welfare card program was used. Out of this expenditure, 79.65% was used to purchase consumer goods. The least utilised benefit was subsidies for household electricity and water bills (1.73%). This statistics is consistent with a qualitative survey conducted by the State Audit Office, where recipients responded that these subsidies are not relevant to their way of life and geographical context.

Blue-flag shops pricing and stocking failure: The government's blue-flag shops were found to sell goods at market price. Additionally, 83.47% of the shops did not sell items in the list that was assigned by the Ministry of Commerce.

PART 3 Review of Related Literatures and Publications

3.1 The Concept of Poverty Targeting Social Assistance Program

The Welfare Card Program (WCP) is a part Thailand's social protection system. The social protection (SP) system is defined as *"The set of public measures that a society provides for its members to protect them against economic and social distress that would be caused by the absence or a substantial reduction of income from work as a result of various contingencies (sickness, maternity, employment injury, unemployment, invalidity, old age, and death of the breadwinner); the provision of health care; and, the provision of benefits for families with children"* (OECD, 2018).

The SDGs initiative recognizes the importance of the SP system and set SDG 1.3 to monitor the SP system in each member country. In particular, SDG 1.3 is to implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

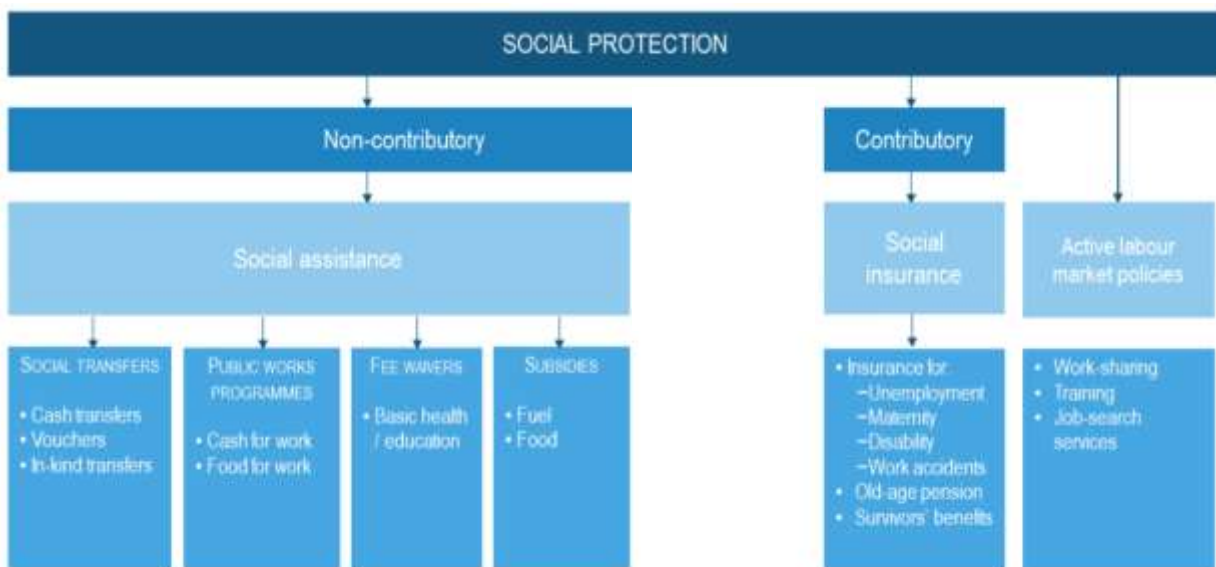


Figure 1: Social protection components

Source: Modified from Social Protection Topic Guide (Carter et al., 2019)

A set of social benefit programs are structurally designed to ensure the relevance, coverage, effectiveness, efficiency and sustainability of the SP system. The SP system composes of three pillars including (1) social assistance, (2) social insurance and (3) active labor market policies (ALMP). Social assistance and social insurance are social benefits, which are "the payments made to households ... when certain events occur, or certain conditions exist, that may adversely affect the welfare of the households concerned either by imposing additional demands on their resources or reducing their incomes" OECD (2013). The distinction between social assistance and social insurance is that social assistance programs require no contributory payment, but social insurance requires some forms of private contributions.

ALMPs are designed to equip people with skills which lead to ability to improve their livelihoods and are considered a social protection for a sustainable long-term well-being.

Thailand's WCP is a non-contributory program to assist people under poverty comprising two sets of policies, which are (1) social assistance benefits and (2) ALMP benefits.

Social assistance for poverty alleviation: Mean tested program vs. universal basic income

As poverty still persists in many regions, many countries implement social assistance programs that target the poor. The World Bank defines people under poverty as people with the household consumption expenditure per head under the poverty line (World Bank, 2020). However, household's consumption expenditure is unobserved. Many developed countries then use income as a criterion to target the poor. For most development countries, a large portion of labor force are informal workers and governments cannot observe their income (Hanna and Olken, 2018). Therefore, targeting process is more challenging causing both inclusion and exclusion error problems. The governments then have two options, which are (1) investing in targeting mechanism and (2) turning into universal basic income.

For targeting mechanism, Hanna and Olken (2018) summarizes that most methods share basic steps as follows. First, the government takes another household surveys that are collected with no strong incentive to lie. From the dataset, the governments then analyze potential variables, such as assets, that are highly correlated to households' income or expenditures to construct proxymeans (observable measures of poverty). From the analysis, Step 3 sets a threshold for eligibility from households' proxymeans. The universal basic income is a mean that ensure no exclusion. The process is simple. However, it requires a higher cost per targeted beneficiary. With government's budget constraint, the universal basic income can lead to a lower benefit per beneficiary.

It should be noted that Hanna and Olken (2018) also discusses **alternatives targeting systems**, such as community-based targeting and self-targeting strategies. The community-based strategy relies on the fact that there is less asymmetric information among neighbors. The self-targeting strategies try to increase cost for the middle income and the rich to register or acquire the benefits.

The WCP is a mean-tested social assistance targeting.

Unconditional vs conditional cash transfer

Conditional cash transfer (CCTs) are cash transfer programs that are conditional on beneficiaries' actions. The objectives of CCTs are "short-term poverty reduction via cash transfers and long-term poverty reduction through enhanced investment in human capital" (Millán et al., 2019). Arguments for CCTs include the existence of market failures that lead to suboptimal levels of human capital investment, such as the lack of information on value of education, intra-household bargaining problems, or positive externalities due to education (Baird et al., 2014).

The main argument for unconditional cash transfers (UCTs) is that, if the key constraint for the poor is lack of money and not knowledge, then they can optimally decide the spending of their additional cash. Therefore, any conditions can distort their behavior. Moreover, conditions from CCTs may deter segments of the poor that need the benefits but do not have the ability to comply with the conditions (Baird et al., 2014). In addition, the success of CCTs require effective implementation, monitoring and evaluating, which are costly.

In addition to the CCTs to induce human capital investment, CCTs can also conditional on labor market participation in the form of earned income tax credit (EIRC), provides cash transfer to alleviate poverty and also encourage the poor to work (Rothstein, 2010).

The five main benefits of the WCP are not conditional on the beneficiaries' action. However, the ALMPs requires the beneficiaries to attend skill improvement courses for additional cash transfers.

3.2 Poverty Targeting Social Assistance Program: National Reviews

As the WCP is a mean-tested social assistance program to alleviate poverty situation, this part reviews other mean-tested poverty targeting program including (1) Child Support Grant (CSG) and (2) Equitable Education Fund Conditional Cash Transfer (EEF-CCT).

3.2.1 Child Support Grant (CSG)

The CSG program

The Child Support Grant is a basic welfare benefit that subsidizes a variety of children's expenses in order to develop the full and equitable capacity of children in the community. The objectives of the program are to support the basic rights of newborns to quality upbringing, to provide social protection that mitigates inequality in social and income terms, encourage parents to register their children with public service programs to help ensure that young children have a better quality of life, and to encouraging age-appropriate development for newborns and young children, offering a basis for continuous improvement across subsequent stages of life.

The project began in 2016 and the subsidy will be paid to a newborn - 6 years, where eligible persons are households with an income not exceeding 36,000 baht/person/year and expanding to 100,000 baht/person/year in 2019, the family who participated in the project will receive a subsidy 600 baht per person/month.

Internal monitoring

MSDHS (2018) identifies key activities of the CSG program to be (1) searching for the beneficiaries (2) registration (3) benefit payments and (4) program operation. The key outcomes is Children aged 0-3 from poor and vulnerable families have access to the CSG program and have healthy development according to the childhood development growth standard and the impact is children whose enrolled in the program find a healthy

development for 85% of them, as families use more subsidies to purchase newborn supplies, and the program also helps 84.6% of parents reduce the cost of raising children.

For internal monitoring, there are two levels of indicators. The first level is the program's activities. This group of indicators focus on the effectiveness of the targeting mechanism, the registration system, the timely disbursement of grants, and the effective management of the National Early Childhood Development Committee. The second level indicators are (1) Percentage of women who are poor and vulnerable to poverty who register for subsidized (number of poor and vulnerable women who register for subsidized / number of women who are poor and vulnerable to poverty) and (2) Percentage of all women who are poor and vulnerable to poverty who register for subsidized (number of all poor and vulnerable women who register for subsidized / number of women who are poor and vulnerable to poverty).



Figure 2: Internal outcome evaluations of Child Support Grant (CSG)
Source: MSDHS (2018) < <https://csg.dcy.go.th/th/evaluation/framework> >

Impact evaluation

In 2019, The Economic Policy Research Institute and Thailand Development Research Institute developed a design guided by 3 dimension that would best enable the evidence to influence transformational policies which compose of

- **Impact:** assesses the primary and secondary short and mid-term effects produced by the CSG both positive and negative as well as intended and unintended results

- **Effectiveness:** evaluates whether the CSG implementation processes inhibit or maximise programme impact
- **Efficiency:** measures the targeting effectiveness, i.e., the extent and efficiency with which the CSG reaches the intended population/target group

All of the indicators will measure by the Propensity score matching model which constructs a statistical comparison group by matching observations on beneficiaries to those on non-beneficiaries with similar propensity scores, defined as the likelihood of participating in the program. The calculation of propensity scores reduces the problem of matching to a single dimension, with the propensity score value. The results chain can be represented with the following theory of change.

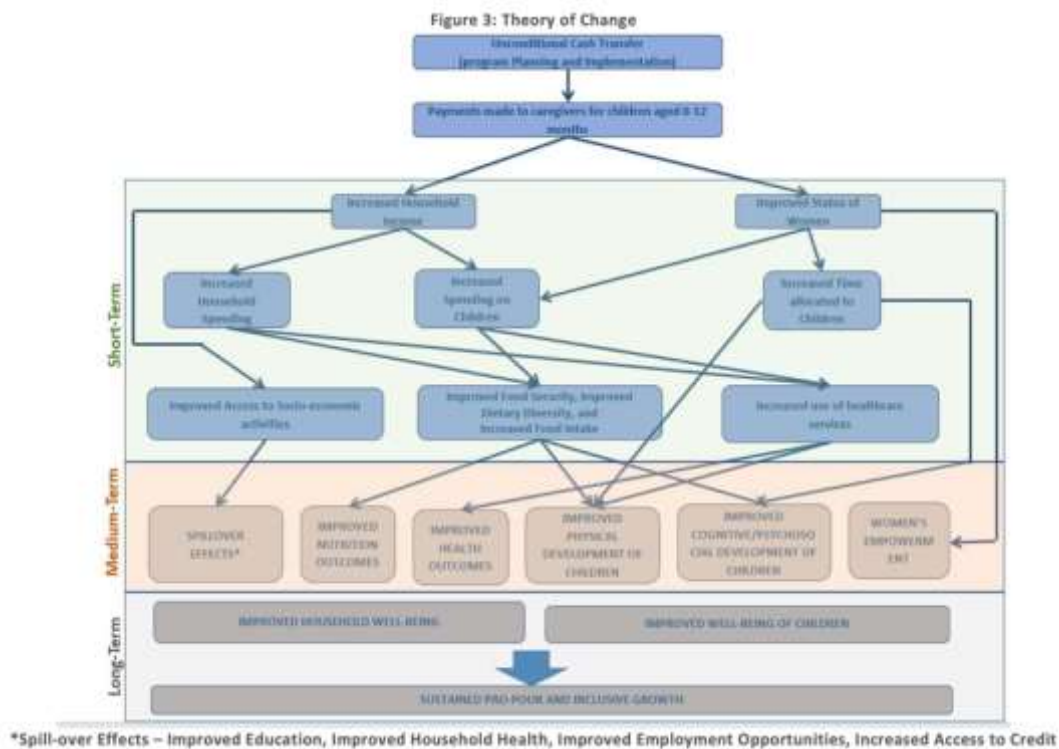


Figure 3: Theory of change

Source: Thailand Child Support Grant (CSG) Impact evaluation report (2019)

From the theory of change, key indicators of the CSG impacts include Income, Expenditure, Food expenditure, Expenditure on children, Uptake of health care, Uptake of education for siblings, Improved breastfeeding, Improved time allocation for children, Uptake of ECD-siblings, Low reliance on formula, Women’s empowerment, Stunting, Wasting, Underweight, and Poverty reduction

The impacts that were proven significant are Food expenditure, Uptake of health care, Improved breastfeeding, Low reliance on formula, Women’s empowerment, Wasting and Underweight

Table 1: Indicators of the CSG impacts and their significance

Key Indicators	Demonstrated impact	Key indicators	Demonstrated impact
Income	No	Uptake of ECD-siblings	No
Expenditure	No	Low reliance on formula	Yes
Food expenditure	Yes	Women's empowerment	Yes
Expenditure on children	No	Stunting	No
Uptake of health care	Yes	Wasting	Yes
Uptake of education for siblings	No	Underweight	Yes
Improved breastfeeding	Yes	Poverty reduction	No
Improved time allocation for children	No		

Source: TDRI (2019)

The impact evaluation of each dimension shows that

- **Impact:** The program has shown significant changes in key development indicators related to the health and nutrition of young children and the fight against chronic malnutrition among young children in Thailand.
- **Effectiveness:** Households were able to register for the grant without much difficulty, this result was based on the feedback of households, expectations of government officials involved in the implementation, insufficient preparation, complicated targeting procedures, and poor communication of program regulations.
- **Efficiency:** Delayed payments have been the most widely reported problem. Delays in payments often lead beneficiaries, registration officials, and villagers to lose confidence in or consistency of the program and deters potential beneficiaries from applying for the grant.

It can be inferred from the result that there is a need to reduce exclusion errors, the government must consider the extension of the grant to provide universal coverage for age-eligible beneficiaries. The government needs to progressively expand age eligibility to cover all young children in order to provide appropriate coverage and support. In addition, in order to protect program success and continue to retain the purchasing power of the grant, it is important to annually update the benefit value in line with inflation (at a minimum). The obstacles arising from a lack of inter-departmental cooperation needs to be addressed urgently. In order to ensure consistent implementation, improving inter-ministerial cooperation at the national level, and ensuring cooperative transparency is necessary. Besides, to ensure consistency of program delivery across regions and over time, the provision of training and capacity-building activities for implementers at the Tambon level and the building of a network of officials to support the implementation of the CSG are important. Moreover, to generate a widespread impact, cash alone is not sufficient. Cash flows must be linked to and facilitated by vital services, thus ensuring that high-quality service provision transforms revenue increases into results for health, nutrition, education, and other sectors.

3.2.2 Equitable Education Fund Conditional Cash Transfer (EEF-CCT)

Equitable Education Fund was established on the basis of the proposal of the Independent Committee for Educational Reform. It appears in the Constitution of the Kingdom of Thailand 2017, Section 54 of the Educational Equality Fund Act 2018, which came into force on May

14, 2018. The fund is under the administration of the Prime Minister and an independent administration operates and the budget is allocated by the state.

The Equitable Education Fund's objectives have been to encourage a healthy development of early childhood and being eligible to join the educational system, to assist children and youth in need of funding and the underprivileged to complete basic education, supporting and assisting the vulnerable and the disadvantaged of all ages to obtain education and improve appropriate occupational skills in accordance with potential, encourage education - learning institutions that are suitable for the growth of learners according to their capacity and potential, Strengthening and improving the quality of teachers in teaching and learning to develop children and young people on the basis of various potentialities, Study and research on the development of model teachers who are proficient in the management of teaching and learning to reduce educational inequalities and to study, analyze, and develop expertise in order to develop human capital and to reduce educational inequalities and meet the needs of the labor force and improve the Thai people's competence.

Some Equitable Education Fund (EEF) Conditional Cash Transfer Program assessments in Equitable Education Fund Annual Report 2019 showed that the programs helped increase the overall poor student attendance to 89.4% from 69.4% and the enrollment rate has continuously risen to 91% of the number of students earning in two-semester subsidies.



Figure 4: Average enrollment rate of poor students receiving extra pay for two semesters subsidies

Source: Equitable Education Fund Annual Report (EEF, 2019)

3.2.3 Summary of poverty targeted welfare programs in Thailand

Table 2: Summary of Mean-tested social assistance programs in Thailand

Welfare program	Child Support Grant			EEF Conditional Cash Transfer
Thai name of policy	เงินอุดหนุนเพื่อการเลี้ยงดูเด็กแรกเกิด			โครงการจัดสรรเงินอุดหนุนแบบมีเงื่อนไข
Time of implementation	1 October 2015 - 30 September 2016 (1 year)	1 October 2016 – 30 September 2019 (3 years)	1 October 2019 to present	14 May 2018 - present
Key responsible government organization(s)	MSDHS			EEF
Eligibility criteria				
Income criteria (USD/year)	Total household income of less than 3,000 THB or 96.40 USD per person per month or less than 36,000 THB or 1,156.81 USD per person per year	Total household income of less than 100,000 THB or 3,213.36 USD per person per year	Total household income of less than 100,000 THB or 3,213.36 USD per person per year	Total Household income of less than 3000 THB or 96.40 USD per person per month
Others	<ul style="list-style-type: none"> - The total number of persons in the household, who have spent at least 180 days in the past year, including children, whose income has been added up and divided by the numbers of persons in the household. - Applications can be filed during pregnancy or after childbirth. Those who are eligible to apply for the Child Support Grant are pregnant women or the mother of a [newborn] child who is a Thai national. For a child born in and after October 2015 to September 2016, each child will be cared for 1 year. - The child must not be the beneficiary of the social security fund, welfare, other benefits from government agencies, or state enterprises (this does not include receiving occasional financial allowances or 	<ul style="list-style-type: none"> - The total number of persons in the household, who have spent at least 180 days in the past year, including children, whose income has been added up and divided by the numbers of persons in the household. - Applications can be filed during pregnancy or after childbirth. Those who are eligible to apply for the Child Support Grant are pregnant women or the mother of a [newborn] child who is a Thai national. For a child born in and after October 2015, each child will be cared for until the age of 3 (36 months). - This includes the monthly or annual income of all members living in the 	<ul style="list-style-type: none"> - The total number of persons in the household, who have spent at least 180 days in the past year, including children, whose income has been added up and divided by the numbers of persons in the household. - Applications can be filed during pregnancy or after childbirth. Those who are eligible to apply for the Child Support Grant are pregnant women or the mother of a [newborn] child who is a Thai national. For a child born in and after October 2015, each child will be cared for until the age of 6 (72 months). 	<ul style="list-style-type: none"> Proxy Mean Tested (PMT) score is 0.91-1.00 (Extremely poor). The PMT criteria include - the number of members of dependent households (with disability or no income) - worsening housing conditions. - No vehicles. - No arable land, you must have no more than 1 rai of arable land if you are a farmer. - Living, like a home or a rented home. - Sources of drinking water. - main source of electricity. - Household appliances, TV, fridge, washing machine, PC, air conditioner.

Table 2: Summary of Mean-tested social assistance programs in Thailand (Continued)

Welfare program	Child Support Grant			EEF Conditional Cash Transfer	
Others	disability allowances), and is not under the care of a state agency. - This includes the monthly or annual income of all members living in the household whether they are related by blood or marriage or otherwise by law, but does not include those who are employed or have been allowed to stay.	household whether they are related by blood or marriage or otherwise by law, but does not include those who are employed or have been allowed to stay.	- This includes the monthly or annual income of all members living in the household whether they are related by blood or marriage or otherwise by law, but does not include those who are employed or have been allowed to stay.		
Benefits					
Cash transfer (USD)	400 THB/month or 12.85 USD/month	600 THB/month or 19.28 USD/month	600 THB/month or 19.28 USD/month	1,600 THB or 51.41 USD per person per year	3000 THB or 96.40 USD per person per year
Subsidies (USD)	-	-	-	1600 THB or 51.41 USD per person per year	3000 THB or 96.40 USD per person per year
Number of registrations	205,812 Children (2016)	428,811 Children (2017) 761,839 Children (2018) 1,080,147 Children (2019)	-	-	-
Number of eligible beneficiaries	202,716 Children (2016)	415,169 Children (2017) 681,629 Children (2018) 880,893 Children (2019)	-	-	-
Number of beneficiaries that receive the benefits	90,216 Children (2016)	310,041 Children (2017) 518,174 Children (2018) 513,702 Children (2019)	-	610,000 Students (2018)	711,536 Students (2019)
Beneficiaries' contribution (USD/year)	-	-	-	-	-
Total value of benefits	278,571,000 THB or 8,951.51 USD (2016)	1,912,787,200 THB or 61,464.88 USD (2017) 3,499,825,200 THB or 112,462.25 USD (2018) 4,353,617,200 THB or 139,897.72 USD (2019)	-	953.5 million THB or 30,639,46.15 USD (2018)	914.1 million THB or 29,373,393.31 USD (Q1-Q2, 2019)

Table 2: Summary of Mean-tested social assistance programs in Thailand (Continued)

Welfare program	Child Support Grant			EEF Conditional Cash Transfer	
Operational budget (USD/year)	-	-	-	-	-
Total budget (USD/year)					

Note: (1) Exchange rate 9 October 2020 1 USD: 31.120 THB.

(2) Thailand’s budget year start from 1 October of the previous year to 31 September of the specified year.

Table 3: Summary of evaluation

Outcome and impact evaluations	Welfare programs	
	Child Support Grant (CSG)	Equitable Education Fund Conditional Cash Transfer (EEF-CCT)
Evaluators	TDRI	EEF
Key outcomes/impacts	1. health and nutrition 2. improve empowering women to make important decisions 3. Poorer households demonstrate larger improvements than the households who live closer to the poverty line.	Rate of class attendance more than 80% for each extremely poor student.
Method	Propensity score matching method	Hypothesis testing
Indicators of key outcomes/impacts and key results	Significant impacts include Low reliance on formula, Food expenditure, Women's empowerment, Uptake of health care, Wasting, Underweight, Improved breastfeeding	Rate of class attendance of extremely poor student.

3.3 Poverty Targeting Social Assistance Program: International Reviews

This section reviews international poverty targeting welfare programs that have been evaluated to both learn about (1) policy design and (2) evaluation methodology and results. The programs include (1) Poverty targeting program in China (2) Pantawid Pamilyang Pilipino Program (4Ps) in the Philippines (3) Oportunidades (then named PROGRESA) in Mexico and (4) Transfer Pilot Project for Pregnant Women and Children in Cambodia.

3.3.1 Poverty targeting programs in China

Between 1970s to 1990s, PRC has made great strides in poverty reduction as measured by the official poverty line. This has been made possible by a combination of economic growth and targeted poverty reduction programs, although the impact of the latter was rather weak.

Poverty in China is a rural phenomenon. Rural-urban migration is limited, so growth in rural areas is critical to poverty reduction. In 1986, the government rolled out major rural poverty reduction initiative with **the objectives of stimulating economic development in poor areas**. It was then reinforced in 1994 when the 'Eight-Seven Poverty Reduction Plan' (8-7 Plan) was launched to lift the majority of the remaining 80 million poor above poverty line. **Location or regional targeting has been mainly used** in PRC but there is little evidence on who received the program benefits. The central government first **designated poor countries** then channeled funds to poor counties through different government departments and state-owned banks. Then each organization channel poverty alleviation funds to the provincial

government and then to county governments. **The 8-7 Plan focuses on three main programs: subsidized loans, food-for-work and budgetary funds.** Over half of the total funds went to subsidized loans, which covered mainly enterprises and later households with activities in industry and agriculture. The food-for-work program, representing almost 30 percent of total poverty funds, used surplus farm labor mainly to develop infrastructure. Government budgetary grants, accounting for less than 20 percent of the total poverty funds, supported investment in poor areas across sectors. (Wang et al. 2004).

The process and accuracy of poor county designation had a critical effect on targeting effectiveness. The original criteria: average net per capita of all rural residents within the country should be less than 150 yuan, however some counties receive preferential treatment, which showed that the selection process was largely political. It was then raised to 200 for minority counties and 300 for revolutionary base counties (Meng, 2013). Although the first-round designation covered a reasonable amount of poor population, approach for program placement was criticised for being heavily compromised by politics (Park et al., 2002). In certain provinces, inclusion of politically favored counties even crowded out counties below the mandated poverty line (World Bank, 2000).

In 1993, as part of the preparation for the Eight-Seven Poverty Reduction Plan, **adjustments were made to the list of state-designated poor counties. It was made on the basis of poverty line** recommended by the National Bureau of Statistics. Many previously neglected poor counties were added. In 2001, another adjustment took place after the problem of absolute poverty had been resolved. Poor county list was adjusted to focus on poverty problems of inland provinces. In the same year, **village targeting** was proposed. Targeted villages were identified by county governments given the quota by the central government.

Targeting Measures at the Project Level

A. Subsidized loan program

This subsidized loan program provided low-cost credit to support productive activities in poor areas. Beginning in 1986, it aimed to solve poor farmers' lack of available capital and inability to gain access to the formal credit system. Technical assistance was also given in addition to the loans. Loans were distributed directly to poor households to develop cropping, animal husbandry, and agricultural processing. These loans could only be used for investment, not consumption.

In 1989, the allocation of subsidized loans switched from households to county and township enterprises. The switch reflected the government findings that most poor households failed to make good use of subsidized loans because they lacked the necessary technological and management ability and could not achieve economies of scale in their economic activity. (Wang et al., 2004). Leading Group for Poverty Reduction (LGPR), the implementation body therefore opted for the development of economic entities to assist the poor. The loan comes with a condition that only economic entities which employ more than half of employees from poor household will be qualified for subsidized loans. In 1996, the government return to providing direct loans to poor households for cropping and animal production.

In terms of impact, the **subsidized loans to enterprises only produced minimal poverty reduction** impact because many of the supported rural enterprises were capital intensive and connection to the poor was much less direct. Local poverty officials often used past performance as criterion to award new loans, so projects with higher financial benefits were chosen in regardless of whether or not they help reduce poverty. **Rent-seeking and corruption** sometimes led to diversion of the inexpensive subsidized loans to influential and ready-to-bribe non-poor groups. Two implementing agencies' **conflicting interest in loan repayment and revenue generation** led to their unwillingness to grant loans to poor farmers and diversion of funds to enterprises. Even when loans were lent directly to households in poor villages, in many cases they were not given to the poorest households. "Loans received before 1990 went to poor households 45 per cent of the time. Loans received in 1990 and after went to such households only 36 per cent of the time, indicating a weakening of targeting effectiveness." (Rozelle et al., 1999)

B. Food-for-Work

The Food-for-Work program make use of surplus labor in poor areas to build infrastructure, such as roads, water conservancy and drinking water facilities, whilst at the same time providing poor farmers with job opportunities and income sources. The central government distributed coupons to relevant local planning commissions to pay for physical inputs and labor under the program. The central and provincial governments made decisions on the types of investment, county governments selected sites, and village committees were responsible for the allocation of project investment and labor mobilization. (Meng, 2013)

The **payment of project cost is in-kind**. Project recipients receive coupons for grain, cloth, and daily necessities in exchange for their service to the project. Wages may or may not be paid to project workers. If there were, the involvement of workers became a form of **informal tax in kind**.

In terms of effectiveness, only relatively few funds have been diverted for other uses, which has been common for many earmarked budgetary items, especially in poor counties (Park et al., 1996). The program performed well in terms of constructing infrastructure that has benefited poor areas, but could have done better in immediate poverty alleviation. Improvements in rural infrastructure - particularly in transport, irrigation, and flood control - have indirectly contributed to rural poverty reduction. (Wang et al., 2004)

C. Budgetary Development Funds (began before 1986)

The Budgetary Development Funds support productive construction projects and other investments in poor areas by means of special funds. These funds could be used to support promising activities in industry, infrastructure, agriculture, education and healthcare. The funds will be matched by local governments. Wages were not usually paid to project participants, except where skilled workers or specialized construction teams were needed.

Equity of poverty fund distribution

Allocation of poverty funds across the officially designated “poor” counties under the 8-7 Plan was correlated with their level of poverty incidence (Wang et al., 2004). The size of the rural population has a significantly negative impact on the per capita allocation of all poverty funds, indicating that large counties are at a disadvantage. Ravallion and Lipton (1995) found that regional targeting is a blunt instrument to reach the poor. Leakage to the non-poor in poor regions and lack of coverage of the poor in non-poor regions. This is supported by Wang et al. (2004) findings that special poverty reduction investments had negligible impact on the actual number of poor in the short term, which means non-poor residents of poor countries received a greater share of growth in income.

Overall, poverty programs in the PRC have had a positive impact on household income and poverty reduction in poor areas, although there is also evidence that the impact from other non-poverty focused investment has been even greater. The 8-7 Plan resulted in an approximately 38-percent increase in rural income for counties that were treated between 1994 and 2000. A study by Rozelle et al. (1998) revealed that targeted poverty funds allocated directly to households for agricultural activities have a significant and positive effect on growth. In contrast, investments in township and village enterprises or county state-owned enterprises do not have a discernible effect on growth. Similarly, Sichaun, Zhang et al. (2002) found growth of income per capita in poor program counties was positive and exceeded the very small rise for non-program poor counties; however, it did not keep pace with the increase in the non-poor counties. Rural household net income per capita is found to increase 2.2 per cent faster annually in poor counties than in non-poor counties (Fan et al., 2002).

Urban Poverty Reduction

China is currently experiencing economic transition from a planned system to a market system. At the same time, the social protection system is in transition, worsening the condition of laid-off and unemployed workers who may fall into poverty. Hence the nationwide introduction of Dibao program or **urban minimum living standard guarantee program** in 1999. The beneficiaries of these program are people whose per capita household income falls below a locally determined minimum living standard. The assistance that a household receives equals household size times the gap between per capita household income and minimum living standard. Earlier empirical research has identified Dibao to be the only progressively distributed social benefit in urban China, highlighting its non-negligible role in redistributing toward the poor and reducing poverty and inequality (Gao & Riskin, 2009).

Wang 2007 used China’s Urban Employment and Social Protection Survey in 2004 and found that the dibao program can **help in reducing poverty rates**, but it is quite limited. After adding dibao to household income, poverty rates do not decrease very much. **The targeting efficiency of the dibao program is very low.** 39 percent of all poor households receive the assistance and 4 percent of non-poor households also receive assistance. However, Gao et al. (2015) showed that Dibao’s performance improved afterwards. From **2002 to 2007, Dibao’s leakage rate was lowered** while its mis-targeting rate was increased, and, participating families received greater amounts of Dibao benefits in 2007 than in 2002.

Rural Dibao Program

Chinese government extended the Dibao program to rural areas in the early 2000s in the hope to **alleviate the hardship of those under poverty and improve the livelihood of the poor in the countryside**. Rural and Urban Dibao programs are similar in design, but with different minimum living standards among local areas. Despite its rapid expansion in terms of both participation and expenditure, the impact of the rural dibao program on inequality has been limited, although it has been effective in reducing poverty. Analysis from Deng and Li (2010) showed that dibao allowance has a noticeable impact, **reducing poverty incidence** by 21 percent, the poverty gap by 33 percent and the squared poverty gap by 38 percent. However, Kakwani et al. (2017) found **very high leakage** at 82.07% when per capita consumption as a welfare measure is employed and exclusion error based on per capita consumption is 86.6%. Furthermore, they pointed out that rural Dibao suffers from serious **inequity in the distribution of benefits** going the poor and nonpoor, where on average, the poor beneficiaries get much less than those non-poor beneficiaries who were not supposed to get in the first place.

3.3.2 Pantawid Pamilyang Pilipino Progam (4Ps) in Philippines

Pantawid Pamilyang Pilipino Progam (4Ps) is a project taking place in the Philippines. Regulated by the Department of Social Welfare and Development (DSWD) with the objective of providing cash assistance to the poor in order to relieve their immediate need and to break the cycle of intergenerational poverty by investing in human resources. The program has one of the world's most comprehensive poverty targeting databases today, covering 75 % of the population of the country. It has been used widely by national and local government initiatives to classify poor and near-poor beneficiaries.

Along with a nationally standardized targeting scheme such as Listahanan, DSWD selected beneficiaries and performed eligibility reassessment or recertification of beneficiary targeting every three years. The legislation extends the eligibility requirements to include, at the time of enrollment, "near-poor" households with pregnant women and children 0-18 years old. Income equal to or below the provincial poverty line and having children 0 to 18 years of age and/or a pregnant woman are the program conditions that help beneficiaries improve their quality of life (e.g. health center check-ups, attendance at school)

The project raises health benefits by 50% and senior high school benefits by 40% (health benefits increased from 500 to 750 pesos and senior high school benefits from 500 to 700 pesos), which would allow the program to minimize malnutrition, dropouts and improve secondary education completion. As the Act mandates the NAC to review the true benefit of the value over time, the benefit levels are secured against the risk of inflation. The Act explicitly defines the level of benefits, the frequency, and length of the payment of benefits, and the rules for exit/suspension.

The project restricts the length of beneficiaries to seven years in the program. The Act also provides specific instructions on the termination and/or withdrawal of requirements from the program for non-compliance.

The World Bank's impact assessment on the project in 2017 found that:

- General impacts include 1.5 million less poor Filipinos or an approximate effect of 1.4 percentage points per year on poverty reduction. Household heads, spouses, and other adults are more motivated to work and set up their own businesses, and 87 percent of 4P parents are now more positive about their situation and the future of their children.
- Health impacts include reduction in extreme stunting among beneficiary infants, lower maternal mortality in the last five years because more mothers deliver babies in health facilities (7/10 live births), a dramatic reduction in alcoholism in 4Ps households (39% lower spending on vices), 4Ps recipients eat more rice and cereals than non-recipients
- Education impacts are that 10.18 million children benefit from CCT, 1.9 million of whom are in high school, near-universal enrollment of elementary school children for 4Ps households (98 percent), 6 percent higher gross enrollment rate for recipient high school students, higher education expenditure among 4Ps households (206 pesos more per month per school-aged child vs non-4Ps), decrease in child labor da 4Ps households.
- For local economies impacts, households in the Philippines spend more on working assets than non-beneficiaries (livestock, machinery) and Households spend more on basic needs such as food, education, and medicine that stimulate local economic growth.

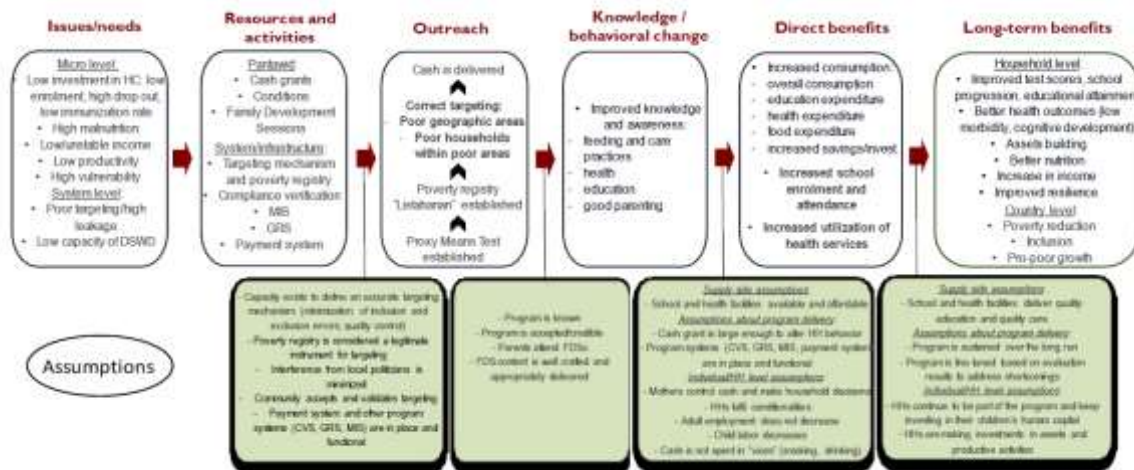


Figure 5: The theory of change in Pantawid Pamilyang Pilipino Program

Source: Independent Evaluation Group, based on project documents; Bastagli and others 2016; Browne 2013; Kabeer and Waddington 2015; Orbeta and others 2014; World Bank 2014c. The change theory reveals that the design of the project followed a rational thread between activities and planned performance. The figure contains elements and observations that have been identified as important for the achievement of direct and long-term benefits. Pantawid Pamilyang Pilipino Program was designed to work on the demand side, which shifts the awareness, perceptions, and behaviors of parents (and children) about the use of education and health services and decreases the direct, indirect, and opportunity costs of investing in health and education.

3.3.3 Oportunidades (then named PROGRESA) in Mexico

Oportunidades (then named PROGRESA) has received widespread recognition since its formation in 1997 for its success in helping millions of poor families break the cycle of poverty. Opportunities are based on nutrition, fitness, and education. Coverage of 300,000 families in established rural areas began in 1997; the initiative expanded to include semi-urban areas in 2001 and reached urban areas by 2002. More than 5.5 million poor families (approximately 25% of the population of the country) are protected by Oportunidades nationally

The objectives of the program are (i) To increase the capacity of poor families to provide health, nutrition, and education through investments in human resources by encouraging frequent health check-ups, enhancing health status, and increasing school enrollment and attendance rates. (ii) Ensuring that all members of the household attend health centers at least twice a year (more often, according to proven guidelines, for pregnant women, newborns, and children under 24 months). (iii) Ensuring that children or young people from third grade to 21 years of age participate in school and attend classes no less than 85% of the time for all students from the third grade of primary school to the third grade of secondary school. (iv) Ensuring that a family member of an adult (greater than 15 years of age) attends a monthly health information session and (vi) Create a sustainable connection between the Government of Mexico's project and other social programs with a view to enhancing health and education outcomes for program participants.

The program has expanded rapidly, from 300,000 families in its early stages, mainly rural peasants, to being an integral part of the social policy of the country. 5.2 million households in 95,000 localities were registered at the end of 2009. The project witnessed a 9 percent raise to 5.8 million families from predominantly urban areas by December 2010. For the identification of qualifying households, a combination of regional targeting and proxy means testing is used. The program recertifies the eligibility of participating families every 5 to 6 years. Families who do not want to apply after the re-certification process obtain or leave the program with an alternative restricted support scheme. Poor households from the multidimensional poverty line. (international Poverty Line: 22.5 in Mexican peso (2018) or US\$1.90 (2011 PPP) per day per capita (i) Lower Middle-Income Class Poverty Line: 37.9 in Mexican peso (2018) or US\$3.20 (2011 PPP) per day per capita and (ii) Upper Middle-Income Class: 65.1 in Mexican peso (2018) or US\$5.50 (2011 PPP) per day per capita), living in marginal neighborhoods according to a specially established marginality index, and having a list of beneficiaries at a city meeting are some of the requirements for entry into the program.

Oportunidades disburses cash transfers (grants) to extremely disadvantaged households, subject to certain conditions. There is a complete cash transfer structure covering education, children, elderly people, health, and nutrition. In 2010, the cash transfer to families for health and nutrition was US\$ 16.2 per month. The program offers in-kind transfers in addition to cash transfers: a basic package of free nutritional care and a bi-monthly supply of food supplements for small infants, malnourished infants, pregnant and lactating mothers.

The World Bank's impact assessment on the project in 2011 found that:

Health impact,

- Less morbidity of beneficiaries below the age of 2 during the last 15 days compared to non-beneficiaries: 35.5 percent vs 39.9 percent
- Less prevalence of diarrhea in beneficiaries below the age of 2 compared to non-beneficiaries: 9.1 versus 11.8 percent.
- Increase of 57 percent in the use of contraceptive methods in female beneficiaries between 15 and 49 years.

Nutrition impact

- Reduction by 22.2 percentage points in the prevalence of stunting in beneficiaries below the age of two.
- Reduction of 11.8 percentage points in the prevalence of anemia in beneficiaries below the age of two.
- Reduction by 5.4 (urban areas) and 14.2 (rural areas) percentage points in the prevalence of anemia in pregnant women between 17 and 22 years.

Education impact

- Increase in additional years of schooling
- Female and male beneficiaries (17-22 years): 0.85 and 0.65 additional years in school
- Youth (19-20years): 0.9 additional years in school
- Indigenous beneficiaries 0.64 (women), 0.84 (men) additional years in school
- Increase of 10 percent in the scores on the Woodcock-Johnson exams in mathematics for men and women between 19-22 years.

3.3.4 Transfer Pilot Project for Pregnant Women and Children in Cambodia

Transfer Pilot Project for Pregnant Women and Children in Cambodia is a project taking place in the Cambodia. Regulated by the Council for Agricultural and Rural Development, and UNICEF Cambodia Country Office with the objective of (i) To increase utilization of basic health and nutrition services by poor pregnant women and young children. (ii) To develop the overall design of the operations cycle and test the effectiveness of the proposed mechanisms for beneficiary enrolment, case management, community participation, benefit payments, and monitoring and evaluation. (iii) To identify good practices and challenges in implementing such projects through the existing government structure without the creation of any external implementation body, but using existing government structures.

The project targets pregnant women and children under the age of five living in poverty and provides them with cash transfers and others. Cash transfers and education sessions on the subjects of maternal health, child health, and nutrition were given to the target recipients once every two months. Each qualified woman and child were entitled, unconditionally upon registration, to receive a basic transfer of US\$ 51 per month along with bonus transfers totaling up to a maximum amount of US\$ 90 per year. The incentive payment was related to the completion of pre-natal check-ups, institutional distribution, and post-natal check-ups, the attendance of growth screening sessions, the procurement of recommended vaccines for children under the age of five, and the attendance of health and nutrition education sessions.

In 2018, the evaluation of the Council for Agricultural and Rural Development, and UNICEF found that

Relevance: With regard to the nutrition and health status of pregnant women and children under the age of five, the CARD and UNICEF cash transfer pilot projects have been found to be important to the Cambodian context. Recipients and implementers preferred the choice of receiving cash rather than in-kind assistance. Accordingly, an IDPoor card was one of the conditions for the acceptance of the cash transfer by the qualifying beneficiaries. However, the shortcomings of the IDPoor scheme, there were some weaknesses in the identification of beneficiaries under the cash transfer pilot, leading to the exclusion of refugees and other disadvantaged groups who do not have access to IDPoor cards. Analysis of the survey data reveals that most beneficiaries used the cash transfer to purchase food, and the project induced health seeking behavior and improved knowledge on nutrition.

Effectiveness: The recipients and sub-national staff have found that the cash transfer project is effective in increasing the use of certain health services, such as growth monitoring and consumption of foods that are more nutritious and diverse. The majority of beneficiaries reported that cash transfer money was used on food, in particular cereals and fish. Improved knowledge has been reported on health and nutrition, sanitation and care for children. Regarding negative impacts, no evidence of cash usage on adverse items like alcohol or tobacco was found. The health and nutrition education sessions, which were appreciated by everyone, could perhaps be attributed to a significant portion of the success of the cash transfer pilot.

Efficiency: Instead of relying on externally-financed and costly project staff, the use of the existing government structure helped improve the project's cost-efficiency. One of the main achievements of the cash transfer pilot has also been the prompt distribution of basic payments to all beneficiaries. The use of an autonomous microfinance agency, AMK Microfinance, helped facilitate cash transfers in a seamless manner. However, Infrastructural problems such as inadequate public transportation, lack of rural banking facilities, erratic internet access, and limited telecommunications networks were challenges for the process of project

Impact: During the project period from May 2016 to November 2017, A total of 1,298, which included 59 pregnant women and 1,239 children. The pilot involved an average of 1.1 to 1.2 children per household and the coverage was about half of the total poor households in the district. A total amount of US\$ 109,344 was disbursed to these beneficiaries over 9 payments during this period, with each payment delivery having an average duration of 9 days

Sustainability: The pilot has been useful in identifying deficiencies and planning a roadmap to resolve the limitations of a better-designed national cash transfer program. It is possible to rectify gaps identified in this pilot and mostly require one-time expenses, which would be efficient in a larger project. Added to its longevity was the reliance on government institutions. However, there are limitations on the capacity of local governments to provide cash transfer, as well as IT and telecommunications networks, which are crucial for project sustainability. Other aspects, which should have been considered to enhance sustainability of gains include inflation, climate change and disaster resilience, and dietary shifts. Further, the

stakeholder consultations revealed that coordination with various bodies, including government departments, such as Ministry of Planning (MoP), Ministry of Economy and Finance (MEF), Ministry of Health (MoH) and Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY); information system developers; local banks or other financial institutions, is imperative for successful and sustainable design and implementation of such projects.

Cash increases income, enabling households to buy food of higher quality, contributing to increased food protection, quantity, quality, and variety of diets. Women's availability of cash will directly increase their influence over wealth, economic empowerment, and the power to make decisions.

The conditionality of health check-ups can depend on contextual factors such as the quality and distance of health services, increase the overall use of health services. The condition for receiving nutrition education may change household preferences for nutrient-rich foods, and through an increase in women's knowledge and awareness, improve feeding and care practices.

There are multiple assumptions for each of these effects underpinning the expected chain from actions to results. One ultimate assumption is that the cash transfer mechanics run smoothly, such as that the correct amount of cash is disbursed in a timely manner to qualified recipients without leakage or transaction costs, that recipients and implementing staff are adequately aware of the pilot, and that recipients have all the necessary documentation to register for the pilot.

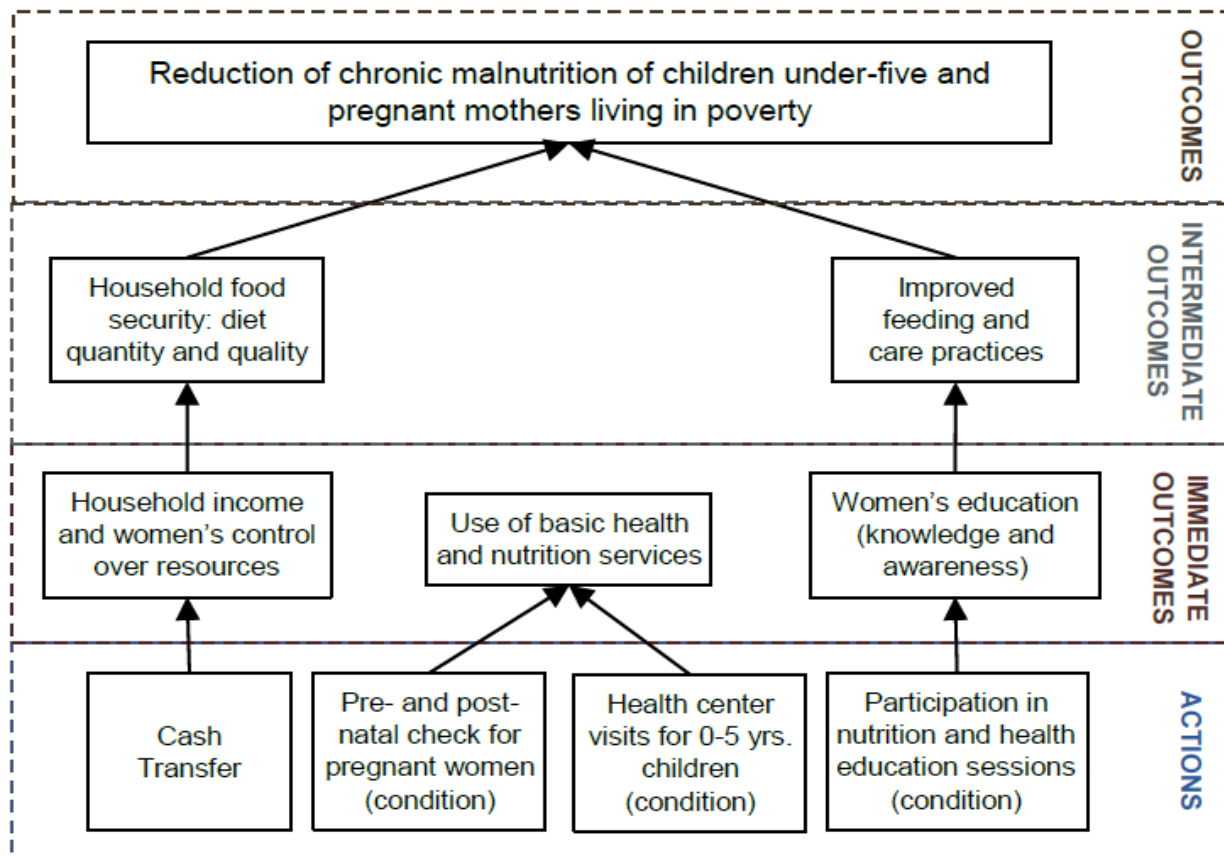


Figure 6: The theory of change in Transfer Pilot Project for Pregnant Women and Children in Cambodia

Source: UNICEF (2018)

3.3.5 Summary of poverty targeted international welfare programs

Table 4: Poverty situation

Poverty situation	Country		
	Philippines	Mexico	Cambodia
Income per capita	10,740	19,340	4,070
Poverty rate	16.6%	44.2%	13.5%
National poverty line	21.6%	41.9%	12.9%
National poverty definition	<p>Income = 39.5 in Philippine peso (2015) or US\$1.90 (2011 PPP) per day per capita</p> <p>Consumption = 36.9 in Philippine peso (2012) or US\$1.90 (2011 PPP) per day per capita</p>	<p>The poor are deprived in at least one of the social dimensions</p> <ol style="list-style-type: none"> 1. Educational lag 2. Lack of access to health services 3. Lack of access to social security 4. Housing with inadequate quality or insufficient space 5. Lack of basic housing services 6. Lack of access to food) and whose income falls below the wellbeing Threshold <p>And</p> <p>International Poverty Line 22.5 in Mexican peso (2018) or US\$1.90 (2011 PPP) per day per capita</p> <p>Lower Middle-Income Class Poverty Line 37.9 in Mexican peso (2018) or US\$3.20 (2011 PPP) per day per capita</p> <p>Upper Middle-Income Class 65.1 in Mexican peso (2018) or US\$5.50 (2011 PPP) per day per capita</p>	<ol style="list-style-type: none"> 1. Population with no income. This includes for instance a large share of disabled people. 2. Communities/households who have lost their land and/or access to foraging. This includes households who are evicted from their homes also in urban areas. 3. Farming households with small land-holdings, vulnerable to natural and man-made natural resource degradation; exacerbated by absence of social protection. 4. Own account workers with small unregistered businesses, vulnerable to negative shocks, and natural resource degradation - more women than men. 5. Children who are stunted and malnourished, in particular in resource-poor rural households 6. Elderly persons, particularly women, left behind as caretakers for children of migrating family members.

Table 5: Details of the welfare programs

Welfare program characteristics	country		
	Philippines	Mexico	Cambodia
Welfare program name	Pantawid Pamilyang Pilipino Progam (4Ps)	Oportunidades	Transfer Pilot Project for Pregnant Women and Children in Cambodia
Time of implementation	2007 - Present	1997 - Present	May 2016- November 2017
Key responsible government organization(s)	Department of Social Welfare and Development	The Government of Mexico's	the Council for Agricultural and Rural Development, and UNICEF Cambodia Country Office
Program Objectives	To provide cash assistance to the poor to alleviate their immediate need and to break the intergenerational poverty cycle through investments in human capital.	<ol style="list-style-type: none"> 1. Increase capacities in health, nutrition and education of poor families through human capital investment by promoting regular health checkups, improving health status, and raising school enrollment and attendance rates. 2. Ensuring that all household members visit health centers at least twice a year (more frequently for pregnant women, newborns, and children under 24 months, all according to established protocols) 3. Assuring that children or youth from third grade to 21 years old enroll in school and, for those students from the third grade of primary school to the 3rd level of secondary school, attend classes no less than 85% of the time; and 4. Assuring that an adult (greater than 15 years of age) member of the family attends a monthly health information workshop. 5. Build sustainable connection between project and other social programs of the Government of Mexico in order to improve health and education outcomes for Program participants. 	<ol style="list-style-type: none"> 1. To increase utilization of basic health and nutrition services by poor pregnant women and young children. 2. To develop the overall design of the operations cycle and test the effectiveness of the proposed mechanisms for beneficiary enrolment, case management, community participation, benefit payments, and monitoring and evaluation 3. To identify good practices and challenges in implementing such projects through the existing government structure without the creation of any external implementation body, but using existing government structures.

Table 5: Details of the welfare programs (Continued)

Welfare program characteristics	country		
	Philippines	Mexico	Cambodia
Eligibility criteria			
- Income criteria (USD/year)	Have income that are equal to or below the provincial poverty line.	poor households from a multidimensional poverty line *International Poverty Line 22.5 in Mexican peso (2018) or US\$1.90 (2011 PPP) per day per capita *Lower Middle-Income Class Poverty Line 37.9 in Mexican peso (2018) or US\$3.20 (2011 PPP) per day per capita *Upper Middle-Income Class 65.1 in Mexican peso (2018) or US\$5.50 (2011 PPP) per day per capita	Households identified as IDPoor 1 59 - 68 points or IDPoor 2 45 - 58 points from questionnaire
- Others	Have children 0 to 18 years old and/or a pregnant woman at the time of assessment. (Criteria for additional benefits)	1. live in marginal communities according to specially developed marginality index 2. have the list of beneficiaries at a town meeting.	1. Households located in the district selected to implement the cash transfer pilot: Prasat Bakong district of Siem Reap province. 2. Household included a pregnant woman and/or child aged 0-5 years. ▪ For pregnant women to have at least one essential pre-natal check-up (before the 14th week of gestation) at a Health Centre with confirmation stated in the mother health book ▪ For young children to have a birth certificate or at least a child health yellow book for confirmation
Benefits and number of beneficiaries			
- Cash transfer (USD)	1. 9.80 USD per household every month, or a total of 117.64 USD every year (4,353,597 household in 2015)	US\$ 16.2 per month (about 6.5 million households in 2012)	Each eligible woman and child were entitled to receive a basic transfer of US\$ 5 per month unconditionally upon enrolment along with bonus transfers totaling to a maximum amount of US\$

Table 5: Details of the welfare programs (Continued)

Welfare program characteristics	country		
	Philippines	Mexico	Cambodia
- Cash transfer (USD)	2. 5.88 USD per child every month for ten months, or a total of 58.82 USD every year (a household may register a maximum of three children for the program and in 2015, The program also covers 10,235,658 schoolchildren aged 0 to 18.)		90 per year. The bonus payment was linked to the fulfillment of conditions related to health-seeking behaviors, namely prenatal check-ups, institutional delivery, and post-natal check-ups, attending growth monitoring sessions, obtaining recommended vaccinations for children under five, and attending health and nutrition education sessions. (total of 1,298 beneficiaries received the cash transfer, which included 59 pregnant women and 1,239 children.)
- Fee waivers (USD)	-	Basic package of health services free of charge	-
- Subsidies (USD)	-	-	-
- Others		Bimonthly delivery of food supplements for young children, malnourished children, pregnant and lactating mothers	-
Beneficiaries' contribution (USD/year)	566 million USD (2015)	-	109,344 USD/1.5 y 72,896 USD/y
Operational budget (USD/year)	8.4% of total budget	less than 5 cents of each invested peso	21,460/1.5 y 14,306 USD/y
Total budget (USD/year)	USD 1.7 billion (2018)	5.3 billion (2012)	189,589 USD/1.5 y 126,392 USD/y

Note: Poverty targeting program in China (and more countries) will be added for comparisons

Table 6: Outcome and impact evaluations of the welfare programs

Outcome and impact evaluations	country		
	Philippines	Mexico	Cambodia
Key outcomes/impacts	1.5 million less poor Filipinos or an estimated poverty reduction impact of 1.4 percentage points per year	<ol style="list-style-type: none"> 1. Less morbidity of beneficiaries below the age of 2 during the last 15 days 2. Reduction by 5.4 (urban areas) and 14.2 (rural areas) percentage points in the prevalence of anemia in pregnant women between 17 and 22 years. 3. Increase in additional years of schooling 	<ol style="list-style-type: none"> 1. The beneficiaries and sub-national staff found the cash transfer project to be effective in increasing the utilization of some health services, such as growth monitoring and consumption of more nutritious and diverse food. Most beneficiaries claimed to use the cash transfer money on food, especially cereals and fish. Improved knowledge on health and nutrition, sanitation, and childcare 2. helped improve the cost-efficiency of the project. Timely delivery of basic payments to all beneficiaries was also one of the key successes of the cash transfer pilot.
Indicators of key outcomes/impacts	<ol style="list-style-type: none"> 1. Health 2. Education 3. Local Economies 	<ol style="list-style-type: none"> 1. Health 2. Nutrition 3. Education 	<ol style="list-style-type: none"> 1. Health 2. Nutrition 3. Equity, gender equality and human rights
The program has M&E process (Yes/No)	Y	Y	Y
The program has impact evaluation (Yes/No)	Y	Y	Y

Note: Poverty targeting program in China (and more countries) will be added for comparisons

PART 4 Research Methodology, Framework and Scope

4.1 Formative Evaluation: User Experience Evaluation (UXE)

4.1.1 Purpose and Objectives

The purpose of this exercise is to conduct an evidence-based, analytical reflection on the Welfare Card Policy from user experience. This includes looking at the previous registration round and identifying successes and shortcomings of the current policy design and implementation based on the users' point of view. The results of this User Experience Evaluation (UXE) will be used as an input for development of Monitoring and Evaluation (M&E) framework and impact evaluation design so that the future rounds of policy may be systematically monitored and evaluated.

FEWC has two objectives:

- Generate research evidence, based on user experience evaluation, to improve the policy design and implementation of the national welfare card policy;
- Strengthen the national capacity, knowledge, and awareness of using M&E framework for policy-making process by engaging the high-level decision makers at the Ministry of Finance.

4.1.2 The Formative Evaluation

Evaluations may be classified into two main types: summative and formative. Summative evaluations focus on the effects of the intervention on the target groups and its achievements and are often undertaken at the end of the programme or beyond. The examples include final evaluations, impact or ex-posts evaluations, and mid-term evaluations.

On the other hand, formative evaluations focus on improving the design of the intervention and are generally conducted during programme development. Formative evaluations seek to understand what works, what does not work; and to identify the factors behind performance so that the programme or intervention could be revised or re-designed.

With an aim to strengthen the national M&E capacity, formative evaluations make internal stakeholders highly participative and engaged during the inception phase. Close consultation and direct interaction are important for organizational learning.

4.1.3 The components of the evaluation

The review of the implementation of the previous registration round and the M&E framework development are the core components of FEWC.

- **Review:** *What worked, what did not work and why?*
This component comprises two parts: a user experience evaluation and a review of related national studies and international best practices.
- **M&E framework:** *What changes does the policy pursue, how could they be tackled and measured?*
This component explores the theory of change and results framework for the welfare card programme as well as the impact evaluation design with economic multipliers.

4.1.4 Formative Evaluation Methodology

Approach: User Experience Evaluation (UXE)

UXE investigates how users feel about the current policy programme design, which reflects the current state and development needs. User experience depends greatly on personal situation and environment, so the experience with the same design in different circumstances is often vastly different. This means that the research team will not only observe the users' experiences and behaviours, but also consider a broader view on their attitudes, motivations, needs and pain points. Thus, qualitative methods such as focus group and interview will be employed to create 'Personas' of welfare card programme beneficiaries.

Personas are frictional characters, created based upon qualitative research to represent the different types of the government's target group, i.e., poor Thai citizens. Because qualitative personas are based on real personal data, they are accurate and offer better key insights about user motivations than demographic information or user assumptions alone. Effective personas would give a strong picture of the welfare card holders' expectations and their attitudes toward the current provided benefits, which in part reflect successes and shortcomings of the current policy design.

Steps to develop accurate and useful personas and citizen journey maps:

- Data collection**
Interviews typically help capturing rich qualitative data such as beneficiaries' behaviours, preferences, opinions as well as their needs and pain points. A pilot focus group will be conducted to develop the guiding questions for interviews. Then one-on-one interviews will be conducted through VDO calls.
- Assumption development**
The collected data will be analysed. After the patterns of behaviours, preferences, opinions, needs, and pain points are investigated; assumptions about the beneficiary segments will be formed and validated by making additional calls to beneficiaries and/or review any existing data.
- Persona creation**
Developing personas by giving them attributes will help putting the policy maker in the shoes of the beneficiary segment. A persona must contain a distinctive name, image, short descriptor on beliefs, attitudes, and motivations. Effective personas are generally memorable and different from one another. They represent the main

needs of different citizen segments, so that policy makers can recall and empathize with them easily.

iv. Journey mapping

Citizen journey mapping creates an overview of what citizens experience when they use different services. It helps portraying how poor citizens go through welfare offerings across all touchpoints over a time.

v. Presentation

The key research findings in a form of ‘citizen experiences’ will be presented to stakeholders to gain approval or feedback.

Personas and journey maps are the key tools in UXE. Citizen journey mapping will help visualize citizen experiences. Policy makers can refer to these personas and ask what they would want and what their needs and pain points were whenever there is a policy design decision.

Analytical Framework

According to FPO, Thai citizens who are eligible for welfare benefits had undergone a journey of welfare card registration and qualifications check before they could receive the provided benefits. Thus, the research team will explore the citizen journey as shown in Figure 7.

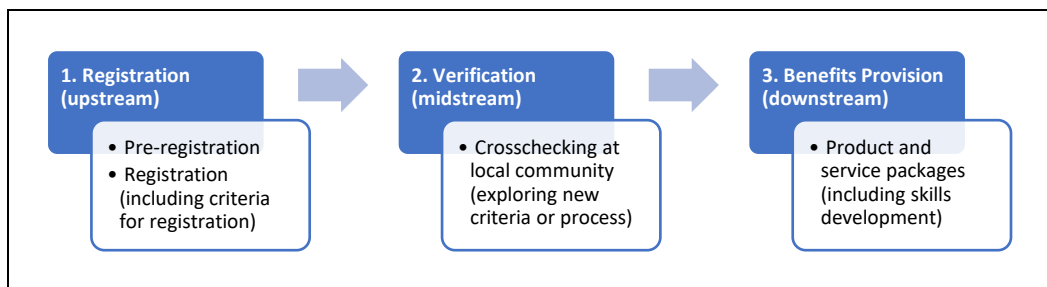


Figure 7: A citizen journey

Along the journey, there are citizen interactions at each touchpoint. Figure 8 illustrates the components of a persona when going through a journey. This framework is the combination of the citizens’ motivations, needs, barriers (pain points), their mindset along the journey through the welfare card programme.

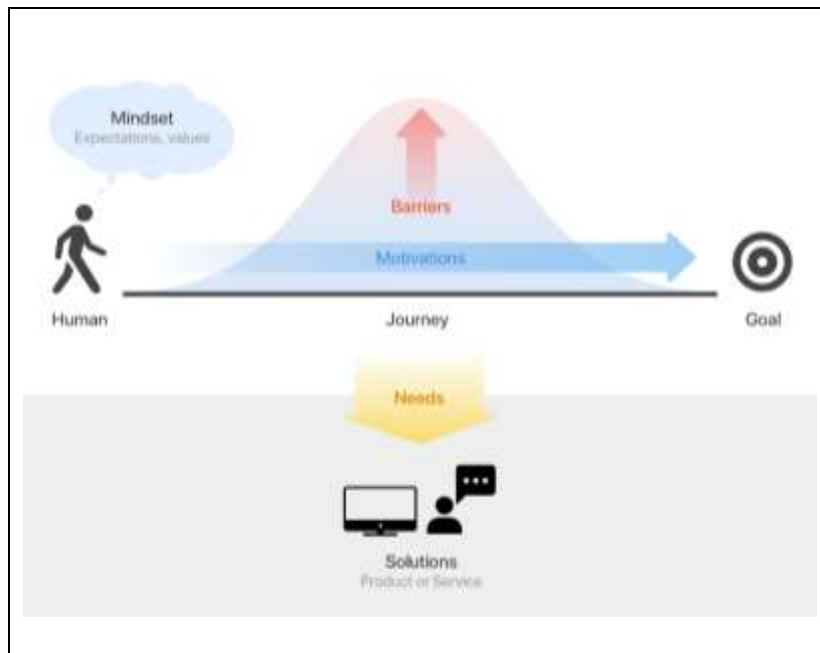


Figure 8: Components of a Persona

Source: Reprinted from *A Framework for Building Personas*, by Saad Ansari 2017, <https://medium.com/@irasnadaas/a-framework-for-building-personas-24f6ed16fb1>

Positive and negative experiences will be recorded. The research team will focus on pain points and gather improvement ideas that address citizen needs, alleviate pain points, and identify the areas that could potentially be improved. The findings will serve as a basis for M&E framework development and impact evaluation design.

Tools for data collection

a) **Desk research**

A study of secondary data sources such as publications and reports provided by FPO and other stakeholder agencies involved in the welfare card programme implementation.

b) **Semi-structured individual interviews**

One-on-one interviews will be the main tool used for primary data collection. Semi-structured interviews will be used to collect narrative descriptions of welfare card holders' experiences in all geographical regions of the country. The interview will be conducted mostly via VDO calls.

c) **Group discussions**

Focus group consists of interviews conducted with more than one person at a time, generally to a group of beneficiaries living in close proximity to a meeting location. The guiding questions for group discussions will be the same as for the semi-structured interviews.

Sampling

Purposive sampling or selective sampling is the main method used in this qualitative research as it allows the research team to target information-rich cases of interest, to obtain specific

data points from niche demographics, and to save time and budget on primary data collection. The data collection methods include one-on-one interviews and focus group discussions. The details are as follows:

- 30 interviews of beneficiaries and non-beneficiaries
- 4-5 focus groups: 1 pilot with beneficiaries and 3-4 with stakeholders

In addition, the following recruitment criteria to select the 30 interview participants are set to ensure that the samples reflect the diversity of citizen backgrounds and characters.

- a. A minimum of 3 participants from each of the eight regions nationwide: North, Northeast, Central, East, West, South, Deep South, and Bangkok Metropolitan.¹
- b. A minimum of 12 participants living in urban and rural areas.²
- c. A minimum of 12 male and female participants.
- d. A minimum of 4 participants who are raising children.
- e. A minimum of 4 participants who are poor but do not have the welfare card.
- f. A minimum of 2 participants who are not poor but have the welfare card.
- g. A minimum of 2 participants with ID Card for Persons with Disabilities.
- h. A minimum of 2 participants who participated in skills development courses.
- i. A minimum of 2 participants from each of the six age groups: below 25, 25-34, 35-44, 45-54, 55-64, and 65 and above.

While in-depth interviews will provide rich insights, focus groups are used to develop and test some interview questions as well as to validate specific information collected from interviews. Thus, focus group recruitment will highly depend on ad-hoc situations within the given time and budget constraints.

Limitations and lessons learned from the pilot focus group and interview

- a) The use of comparison groups between beneficiaries and non-beneficiaries will not be appropriate for this study, because the current benefits given by the welfare card programme to individual card holders are not enough to make a significant change in their lifestyles, not to mention the small sample size.
- b) Since this research is based on small samples, it is not possible to determine the proportion of the beneficiary population that each persona represents. For example, there will be no evidence to suggest that 'Somchai the Thriving Farmer' is 10% of the welfare card holder base. Moreover, some beneficiaries with unique characteristics can possibly be overlooked; while outliers that have uncommon viewpoints can be overrepresented.

¹ According to the Office of the National Economic and Social Development Council (NESDC), Thailand is divided into six regional groups of provinces: North, Northeast, Central, East, West, and South. The research team has separated Bangkok Metropolitan from Central, and Deep South from South; because the socioeconomic structures of the Bangkok Metropolitan Region (BMR) and the Deep South are clearly distinct from other provinces in Central and Southern Thailand. **BMR** covers Bangkok and its five adjacent provinces: Nakhon Pathom, Pathum Thani, Nonthaburi, Samut Prakan, and Samut Sakhon. Thailand's **Deep South** includes three southernmost provinces: Pattani, Yala, and Narathiwat.

² The research team defines urban areas as municipal areas, while rural areas are locations outside the municipal areas and the capital district (Amphoe Muang).

- c) Any positive or negative experience of an individual is insufficient to reflect how well the entire organization performed as each stakeholder organization has numerous channels and touchpoints throughout the country.
- d) Conducting a one-on-one interview has proven to be more effective than running a focus group since the main goal of beneficiaries' data collection is to understand each person's experiences, needs, pain points, and motivations. Two obvious disadvantages of conducting a focus group are that: (1) it allows one personality or a few personalities to dominate the discussion, which makes qualitative data more difficult to analyze as it is not as clear cut; and (2) some participants were reluctant to share their personal information and their feelings in front of other participants.
- e) Many welfare card holders refused to participate in online interviews for several reasons, e.g., distrust of talking to a stranger via a smart phone application, dislike being VDO recorded. On the other hand, those who agreed to participate were the tech-savvy or well-educated types, which may not well represent the majority and the diversity of poor citizens.

4.1.5 Timeline and deliverables

Timeline

Table 7 represents the timeline for UXE by quarter and task. The proposed timeline is tentative, which may be subject to adjustments.

Table 7: Tentative timeline of user experience evaluation

Task	Timeline
Q1: August – October 2020	
Project start date	24 August 2020
Project setup and mission preparation	August 2020
Documentary review and online team meetings	September 2020
Kick-off meetings with stakeholders in Bangkok	30 September – 2 October 2020
Pilot focus group and interview	10-15 October 2020
Draft questionnaire for citizen interviews	18 October 2020
Citizen interview recruitment and scheduling	18-31 October 2020
Q2: November 2020 – January 2021	
Remote interviews (zoom) with target groups	November – December 2020
Secondary data collection and analysis	November – December 2020
Personas and citizen journey maps development	November – December 2020
UXE draft report	24 December 2020
Comments from UNICEF and FPO	10 January 2021
UXE final report (part of the interim report)	31 January 2021

Deliverables

The user experience evaluation will generate 30 personas and 10-30 citizen journey maps. A smaller number of citizen journey maps could occur when two or more personas produce an indifferent journey map. As a result of research, this would happen when two or more distinctive personas; when going through similar experiences; perform similar actions because they have indifferent feelings, perceptions, and expectations.

Journey mapping is a tool to learn more about the target groups and understand their experiences. Citizen journey maps not only give governmental institutions a bird's eye view of the citizens' needs and pain points, but they also encourage alignment across the entire working group on how to better serve the citizens to achieve social good and delivering effective and enjoyable services.

The conclusion of UXE will be presented in the project interim report and will be part of the final report.

4.2 Impact Evaluation Design with Economic Multipliers

The objective of this part is to discuss potential methodologies and available data for future impact evaluation of the WCP including economic multipliers. This part first discusses the frameworks and steps to develop impact evaluation design. Then, the frameworks and steps are applied to the case of the WCP.

4.2.1 Toward impact evaluation design

Impact evaluation design depends on the timeline of the design. If the impact evaluation can be design before the program is implemented, then data collection pre and post interventions can be collected. ILO (2018) published "*Guide on measuring decent jobs for youth monitoring, evaluation and learning in labour market programmes*" with a step-by-step guide to impact evaluation. The steps are

- (1) Prepare for the impact evaluation
- (2) Define timeline and budget
- (3) Set up an evaluation team
- (4) Develop an evaluation plan
- (5) Develop and pilot a survey instrument
- (6) Conduct a baseline survey and analysis
- <Program implementation>**
- (7) Conduct follow-up survey and analysis
- (8) Disseminate findings

The ILO (2018) steps are a complete set of planning and evaluating activities for projects or programmes that pilot, baseline and follow-up surveys are required and feasible. Alternative methods for data collection should be considered for different types of impact evaluation.

Focusing on the key design steps of impact evaluation, this report focuses on (1) preparing the impact evaluation and (2) developing an evaluation plan.

Phase 1: Prepare for the impact evaluation

This phase involves (1.1) understanding the program's potential impacts and (1.2) developing elevation questions.

Phase 1.1: Understand the program’s potential impacts

The key to impact evaluation is to first define and identify impacts. Following Rogers et al. (2015), impacts are *“the longer-term results produced by a program, project or policy, usually in conjunction with other factors and activities by other agencies. They include intended and unintended results, positive and negative, direct and indirect impacts”*. The intended impacts can be derived from the purposes of evaluated policies. Unintended impacts may come from spillovers or externalities.

Impacts can be classified into economic, social and environmental impacts. By the nature of the WCP, relevant impacts include economic and social impacts. Rogers et al. (2015) summarize CSIRO (2014)’s list of impacts. Examples of the impacts relevant to the WCP are shown in the following table.

Table 8: Relevant economic and social impacts of poverty targeting programs

Impact	Description
Economic impact	
Macro economy	The capability to influence or change at the macroeconomic level i.e. economy-wide impact such as changes in unemployment, national income, rate of growth, gross domestic product, inflation, and price levels.
Micro economy	The capability to influence or change the section of the economy that analyses market behaviour of individual consumers and firms to understand the decision-making process of firms and households. It is concerned with the interaction between individual buyers and sellers and the factors that influence the choices made by buyers and sellers. In particular, the micro economy focuses on patterns of supply and demand and the determination of price and output in individual markets (e.g. dairy industry).
Economic frameworks & policies	The capability to influence or change economic systems and policies, for example, the taxation, government expenditure systems, the Carbon and Emissions Trading Scheme and ecological economic systems.
Management & productivity	The capability to influence or change the management, management systems or production of products and services. This also includes not only the risk, marketing, profitability, and productivity aspects but also sustainability of the production and consumption system.
Social impact	
Life & Health	The capability to be alive and healthy.
Equity and equality	Equity involves trying to understand and give people what they need to enjoy full, healthy lives. Equality, in contrast, aims to ensure that everyone things to enjoy full, healthy lives. Both aim to promote fairness and justice.
Standard of living	The degree of wealth and material comfort available.
Resilience	The capacity to recover from a disturbance.

Source: Selected from *“Choosing appropriate designs and methods for impact evaluation”* (Rogers et al., 2015)

Identifying potential intended impacts of the program

The framework of impact evaluation design must start from understanding the purposes of the program to be evaluated. A welfare program usually creates impacts by solving existing social problems. It is imperative to understand the problems that the program aims to solve, solutions that the program aims to provide, impacts that the program aims to create, as well as the path that the program pursues to achieve such impacts.

Key activity: Interview with all key relevant organizations.

Diagnose the problem situation and needs

Once the problems to be solved and intended impacts of the program are identified, it is useful to step back and look at the problems in a bigger picture. Specifically, the problems should be analyzed in terms of needs of the target beneficiaries and the root causes of the problems.

Key activity: User experience evaluation.

Constructing the results chain: Theory of change

UNEG (2013) emphasizes that, “for impact evaluation to be useful, it is important to adopt methods and approaches that can indicate why a given approach did or did not result in impact, along with implications of this for future directions”. Therefore, it is crucial to understand the path how the impacts are created. A common illustration of the results chain is the theory of change. Specifically, the theory of change links between the inputs, process/activities and outputs designed within the program and the outcomes and impacts that potentially occur due to the program.

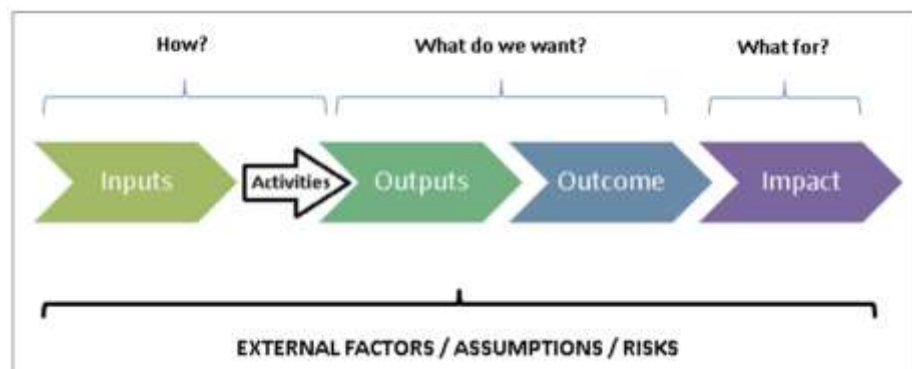


Figure 9: Purposes of evaluation

Source: FBK Theory of Change Guidelines (FBK, 2020)

Key activities: Interview with all key relevant organizations, draw lessons from the user experience evaluation, review Thailand’s and international case studies and discuss with advisors and consultants.

Phase 1.2: Develop evaluation questions

The first step to develop useful evaluation questions is to identify the audiences and the purpose of evaluation. In a broad sense, there are four purposes including (1) project management, (2) knowledge generation, (3) accountability and (4) credibility and sustainability analysis. From the understanding of the program together with the purposes of the evaluation, evaluation questions can be developed.

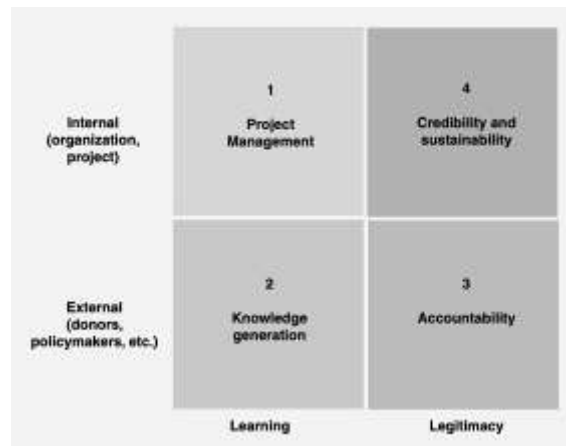


Figure 10: Purposes of evaluation

Source: Guide on measuring decent jobs for youth monitoring, evaluation and learning in labour market programmes (ILO, 2018)

Types of impact evaluation questions

There are two types of evaluations for the WCP.

(1) Specific output, outcome, or impact evaluation

For each intervention (benefit or training) via the WCP, each output, outcome and impact can be selected to be measured and evaluated. This type of evaluation help understanding the effectiveness and impacts of each intervention. The findings can help select superior interventions and improve them.

(2) Overall impact evaluation

For the nature of program, the WCP has multiple benefits with multiple objectives. The program is large in the numbers of beneficiaries and budget. Therefore, the program can create large multiplier effects to the entire economy. As the program aims to improve the livelihood of the poor, it can also create social impacts.

Key activities: Interview with all key relevant organizations, draw lessons from the user experience evaluation, review Thailand’s and international case studies and discuss with advisors and consultants.

Notes on preparing an impact evaluation

The impact evaluation preparation phase requires a deep understanding of the program to be evaluated on the intended results, inputs and processes leading to the results. For evaluations to be useful, it also should address issues or obstacles to reach the intended impact goals. Therefore, in this phase, the evaluation team will work closely with organizations involved in designing and processing the program, review best practices and interview outside experts with different experiences to share new insights. ***In addition, this study will also collect insights from the beneficiary side to construct more relevant evaluation questions.***

For the impact evaluation preparation phase, ILO (2018) also provides examples of potential

problems in preparing the evaluation. One of the most important steps is to identify the program's key objectives. A potential problem is unrealistic objectives of the program, which may be due to the change in mission or expectation. Assessing indicators for unrealistic objectives is difficult and may not be useful as the evidence will show no impact.

Recognizing the potential mismatch of the ultimate desired impact and the interventions, this impact evaluation design will map out all intended outputs, outcomes and impacts from the program objectives and propose several evaluation questions along the results chain to the ultimate goals.

Phase 2: Develop an evaluation plan

Once evaluation questions are established, UNEG's report "Impact Evaluation in UN Agency Evaluation Systems: Guidance on Selection, Planning and Management" suggests to plan three elements for *each evaluation question* including

- (1) the theory of cause and effect, which will be accepted as providing sufficient answers to the questions;
- (2) definition of the data necessary to examine the theory and;
- (3) framework for analysing the data to provide adequate explanation of performance against the theory.

The theory of cause and effect

Impact evaluations follow scientific method, which starts from theories and hypotheses to statistical evidence.

Key activities: Review Thailand's and international case studies and discuss with advisors and consultants.

Data collection

There are two main types of data (1) qualitative data and (2) quantitative data.

The **qualitative data** are necessary for structuring the theory and framework for impact evaluations, as well as explaining and applying the finding of the evaluations to improve policies. Main methods to acquire qualitative data includes interview, focus group and user experience evaluation methods.

The **quantitative data** are used to monitor progress, statistically prove the cause and effect relationships and measure impacts. Data are separated into

- (1) Existing data
 - a. Public data such as census, national household survey data, aggregate macro data.
 - b. Internally collected data such as registration and benefit provision data.

(2) New data

- a. Monitoring/internal survey data
- b. Specialized survey data for specific purposes such as impact evaluation

As data collection is a costly process, both M&E and impact evaluation design should first consider existing data. For any new data collection, M&E design should consider a possibility of automatic data collection using technology.

Key activities: Review Thailand's and international case studies, interview with relevant organizations for data availability and restriction and discuss with advisors and consultants.

Analyzing data

There are multiple classes of impact evaluation methods. This study discusses three relevant classes by the types of evaluation questions.

(1) Specific output, outcome or impact evaluation

For this type of evaluation, each WCP's benefit is treated as **intervention** and each result as outcome of the intervention. Methodologies for this type of evaluation are such as randomized controlled trial (RCT) and quasi-experiment methods.

(2) Overall impact evaluation

There are two main types of methodologies for overall impact evaluation.

- (2.1) The WCP as **investment** type. The methods are such as cost-benefit analysis (CBA), return on investment (ROI) and Social return on investment (SROI).
- (2.2) The WCP as **injection** in the economy type. The methods are such as input-output analysis (IO), social accounting matrix analysis (SAM) and computable general equilibrium analysis (CGE)

There are tradeoffs among all evaluation methods. The tradeoffs are accuracy of the impact estimates, resource required and scope of evaluation.

For accuracy, three basic issues to be addressed including:

- (1) The establishment of a counterfactual (baseline), which is the outcome that would have happened in the absence of the interventions.
- (2) The elimination of selection effects, which might lead to differences between the intervention group (or treatment group) and the control group.
- (3) A solution for the problem of unobservable variables, which might lead to omitted variable biases.

With tradeoffs and restrictions in methodologies, most evaluations applied **mix methods**.

Key activities: Review Thailand's and international case studies and discuss with advisors and consultants.

Notes on developing an evaluation plan

A list of impact evaluation questions will be prioritized by the needs for policy improvement and academic feasibility. Therefore, the information for the prioritization come from interviews with relevant organizations and experts. For each evaluation question, this report will review literatures for potential methodologies and data sources used to evaluate impacts of social protection programs in Thailand and other countries.

Expected output of the impact evaluation design

From the impact evaluation preparation and design phases, the impact evaluation plan will include the following topics.

1. The program's objectives and results chain	4. Suggested evaluation methodologies
2. Need analysis	a. Conceptual framework and hypotheses
3. The evaluation design	b. Data collection plan
a. Objective of the evaluation	c. Data analysis plan (Measuring impacts)
b. Researchable evaluation questions	5. Risks and proposed mitigation
	6. Audience and dissemination
Phase 1: Evaluation preparation	Phase 2: Evaluation design

Figure 11: Topics to be included in the impact evaluation plan

4.2.2 Understanding the intended results and results chain of the WCP

The objectives or the key changes that occurs due to the WCP from the interviews with relevant organizations are as follows:

The **short-term objectives** of the WCP are to

- (1) provide cash-transfer to alleviate consumption risk of people under poverty and;
- (2) develop complete database of people under poverty.

The **longer-term objective** is to

- (3) reduce poverty.

Theory of change

The short-term objectives are direct intended outputs of the WCP including (1) the database for people under poverty, (2) cash transfers/subsidies distributed to target beneficiaries and (3) training programs to improve skills for target beneficiaries. The cash transfers/subsidies, if effective, would yield the outcomes of sufficient nutrition intakes and access to basic services. In addition, the cash transfers can lead to more time available for self-improvement for their longer-term goals. Moreover, the requirement to spend the cash transfers at local Blue-Flag shops allows the money to circulate more among smaller sellers in the area, which

leads to more employment and income. For the training, the benefits aim to increase productivities, which leads to decent job and higher incomes. Eventually, all the outcomes aim to deliver the long-term intended impact, which is poverty reduction. The theory of change that connects the program design to the outputs, outcomes and impacts is shown in Figure 12.

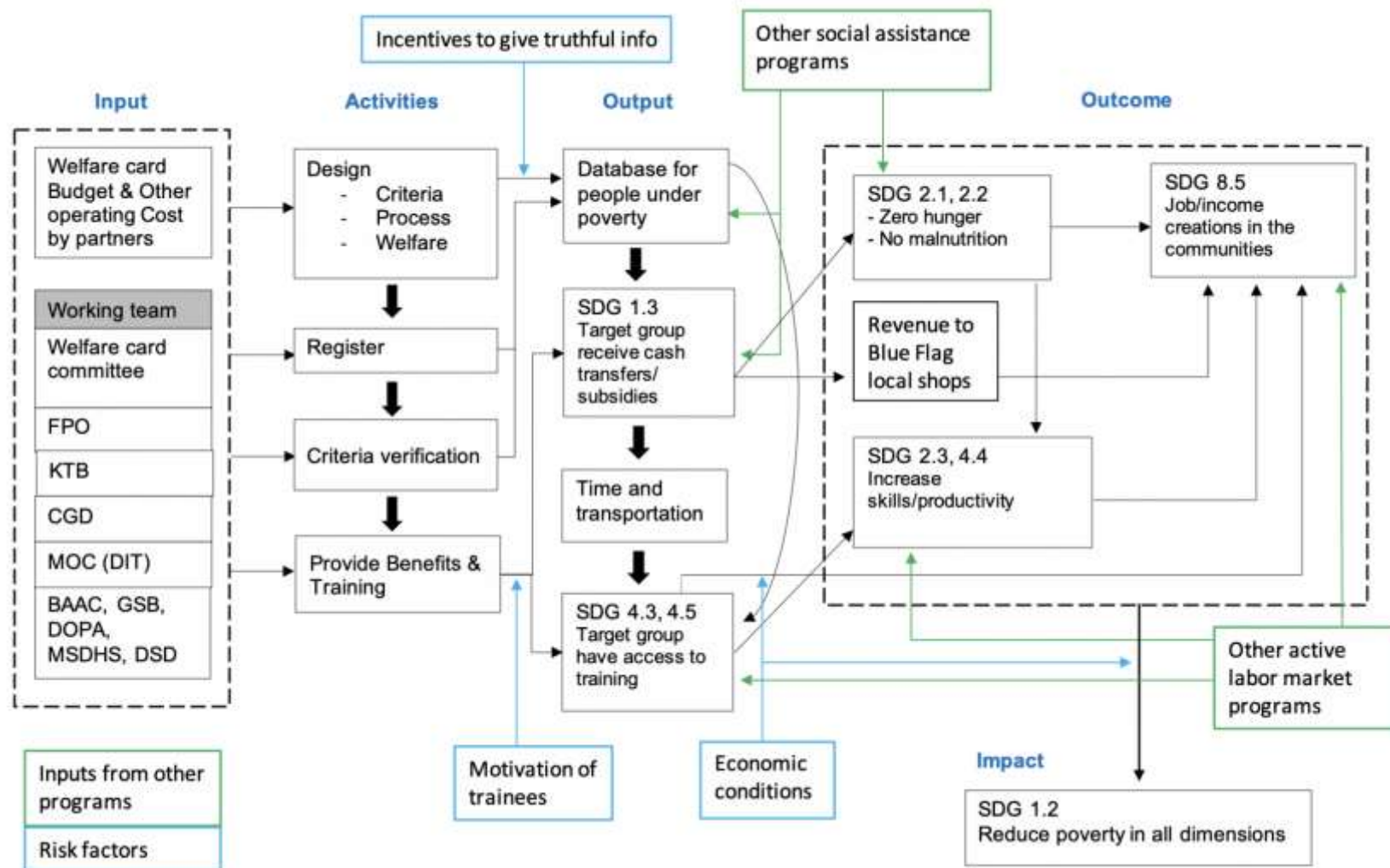


Figure 12: Theory of change for the outcomes/impacts of the WCP

Beyond the intended outcomes and impacts to key target beneficiaries

The intended outcomes and impacts focus on micro economic impacts on people and household under poverty. However, the WCP also has economic frameworks and policies impacts through the database development. As the WCP has a large database with a collection of benefits, the WCP has a potential to be developed into a welfare platform that provide a one-stop service for poverty alleviation and reduction benefits with unified feedback process. The sizable spending of people with the welfare cards can also create indirect impact on the macro economy. In addition, all economic impacts can lead to social impacts, such a better health and livelihood. The WCP also can function as a safety net allowing people to recover from a disturbance, such as unemployment. From Thailand's social protection mapping, informal workers, which are accounted for more than 50% of the labor force, do not have unemployment insurance or benefits (OPM, 2021). This is mainly due to the lack of their employment and income data. With the WCP, informal workers who can have some benefits that they can rely on in difficult time³.

4.2.3 Understanding needs of target beneficiaries

In term of poverty reduction, it is crucial to recognize the following facts about needs.

- (1) There are many groups needing different forms of short-term and long-term benefits.
- (2) Relationship between needs and outcome/impact are complex. Banerjee and Duflo (2011) points out extensively that the poor faces more barriers in self-improvement (investing in human capital) than the middle class or the rich. In general, the main barrier that deters underprivileged people from investing in self-improvement process is the opportunity cost from absenting from work or family responsibilities. In addition, the poor also faces psychology barriers such as low expectation. Specifically, Banerjee and Duflo (2011) states that "*Expectations about what people are able or unable to do all too often end up turning into self-fulfilling prophecies*". Not only that the needs are complex, but they are also interdependent. Satisfying one need may not lead to the intended outcome/impact if other complement needs are not met.
- (3) It is also possible that beneficiaries cannot identify their own longer-term needs as they are occupied by the shorter-term needs.

Therefore, to achieve the effectiveness, the intervention logic may have to address a bigger picture of the poverty situation beyond the scope of the program to be evaluated.

As different groups of people under poverty need different benefits or interventions, different classification of the poor can be analyzed as follows.

³ For the WCP to function as an unemployment insurance or a safety net against business cycle, the program must be opened for registration routinely and more frequently.

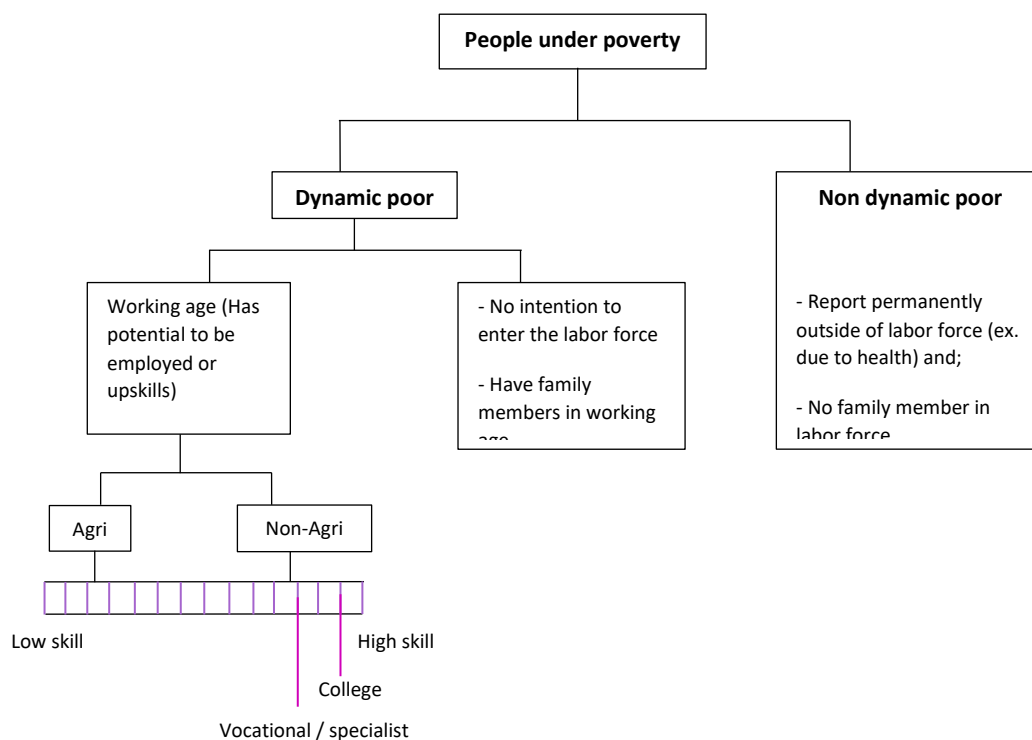


Figure 13: Classification of people under poverty

Findings from the User Experience Evaluation (UXE) will be added here.

4.2.4 Suggested evaluation questions for the WCP

A. Specific outcome or impact evaluation

Each of the WCP's key benefits, namely cash transfers or skill training, can be considered as an 'intervention'. Each intervention will be mapped to specific and measurable outcomes and impacts that occur to the targeted beneficiaries.

After finalizing the output, outcome, and impact of the WCP, this part will set-up specific evaluation questions and suggest data and methodology.

B. Economic impact evaluation with multiplier effects

After finalizing the output, outcome, and impact of the WCP, this part will set-up specific evaluation questions and suggest data and methodology.

Note: Impact evaluation should measure impact relative to the cost. Specifically, some forms of cost-benefit analysis should be used to report evaluation results.

4.2.5 Existing data for the WCP impact evaluation

The existing quantitative data

As the intended outputs, outcomes and impacts of the WCP are align with the SDGs, the SDGs' indicators are a potential source of M&E data.

Table 9: Selected SDG indicators as outputs, outcomes and impacts of the WCP

SDGs	Indicator	Value of indicators					
		World		Asia		Thailand	
		Year	Value	Year	Value	Year	Value
Output							
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						
	[ILO] Proportion of children/households receiving child/family cash benefit (%)	2016	34.9	2016	30	2019	15
	[ILO] Proportion of population above statutory pensionable age receiving a pension (%)	2016	67.9	2016	55.9	2019	82
	[ILO] Proportion of unemployed persons receiving unemployment cash benefit (%)	2016	21.8	2016	21	2019	61
	[ILO] Proportion of population covered by at least one social protection benefit (%)	2016	45.2	2016	39.7	2019	76
	[ILO] Proportion of population with severe disabilities receiving disability cash benefit (%)	2016	27.8	2016	10.4	2019	73
SDG 4.3	By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university						
	Participation rate in formal and non-formal education and training (%)	-	-	-	-	2016	0.46
SDG 4.5	By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations						
	Adjusted gender parity index for completion rate, by wealth quintile (Upper secondary education level)						
	Total (national average) or no breakdown	-	-	-	-	2016	1.19
	Quantile 1 (poorest)	-	-	-	-	2016	1.38
	Quantile 2	-	-	-	-	2016	1.22
	Quantile 3	-	-	-	-	2016	1.27
	Quantile 4	-	-	-	-	2016	1.05
	Quantile 5 (richest)	-	-	-	-	2016	1
	Adjusted location parity index for completion rate, by wealth quintile (Upper secondary education level)						
	Total (national average) or no breakdown	-	-	-	-	2016	0.77
	Quantile 1 (poorest)	-	-	-	-	2016	0.62
	Quantile 2	-	-	-	-	2016	1.12
	Quantile 3	-	-	-	-	2016	0.88
	Quantile 4	-	-	-	-	2016	1.02
	Quantile 5 (richest)	-	-	-	-	2016	1.04

Table 9: Selected SDG indicators as outputs, outcomes and impacts of the WCP (Continued)

SDGs	Indicator	Value of indicators					
		World		Asia		Thailand	
		Year	Value	Year	Value	Year	Value
	Adjusted wealth parity index for completion rate, by sex, location, wealth quintile and education level	-	-	-	-	2016	0.35
Outcomes							
SDG 2.1	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round						
	Prevalence of undernourishment (%)	2019	8.9	2019	8.3	2018	9.3
	Prevalence of moderate or severe food insecurity in the adult population (%)	2019	25.9	2019	22.3	2018	NaN
	Prevalence of severe food insecurity in the adult population (%)	2019	9.7	2019	9.2	2018	NaN
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						
	Proportion of children moderately or severely stunted (%)	2019	21.3	-	-	2016	10.52
	Proportion of children moderately or severely wasted (%)	2019	6.9	-	-	2016	5.39
	Proportion of children moderately or severely overweight (%)	2019	5.6	-	-	2016	8.2
SDG 2.3	By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment						
	Productivity of small-scale food producers (agricultural output per labour day, PPP) (constant 2011 international \$)	-	-	-	-	2016	NaN
	Average income of small-scale food producers, PPP (constant 2011 international \$)	-	-	-	-	2016	NaN
SDG 4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship						
	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill (%)						
	TRAF: Transferring files between a computer and other devices	-	-	-	-	2018	11.26
	ARSP: Using basic arithmetic formula in a spreadsheet	-	-	-	-	2018	15.09
	EMAIL: Sending e-mails with attached files	-	-	-	-	2018	14.67
	SOFT: Finding, downloading, installing and configuring software	-	-	-	-	2018	4.56
	CMFL: Copying or moving a file or folder	-	-	-	-	2018	19.67
	EPRS: Creating electronic presentations with presentation software	-	-	-	-	2018	8.52

Table 9: Selected SDG indicators as outputs, outcomes and impacts of the WCP (Continued)

SDGs	Indicator	Value of indicators					
		World		Asia		Thailand	
		Year	Value	Year	Value	Year	Value
	COPA: Using copy and paste tools to duplicate or move information within a document	-	-	-	-	2018	19.77
	INST: Connecting and installing new devices	-	-	-	-	2018	9.22
	PCPR: Writing a computer program using a specialized programming language	-	-	-	-	2018	1.09
SDG 8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value						
	Average hourly earnings of employees by sex and occupation (local currency)	-	-	-	-	2016	192
	Unemployment rate, by age (%)						
	Age 15+	2018	5.39	-	-	2019	0.77
	Age 15-24	2018	13.62	-	-	2019	4
	Age 25+	2018	4.02	-	-	2019	0.39
Impact							
SDG 1.2	By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions						
	Proportion of population living below the national poverty line (%)	-	-	-	-	2016	8.6
	Proportion of population living in multidimensional poverty (%)	-	-	-	-	2017	17.6

Source: <https://unstats.un.org/sdgs/indicators/database/>

In addition, Thailand has two main relevant national household surveys, which are:

- (1) Socio-economic Survey (SES) by Thailand’s National Statistical Office (NSO). The survey provides the data for the Office of the National Economic and Social Development Council (NESDC) and the World Bank to calculate the poverty rates. Therefore, it is the key source data for monetary poverty.
- (2) Multiple Indicator Cluster Survey (MICS) by UNICEF. The survey provides additional data on health and livelihood of the people.

4.3 M&E Framework Development

The objective of this part is to assist FPO in developing a monitoring and evaluation framework for the implementation of the WCP. In particular, the study will propose indicators for monitoring the implementation (with baseline and target data), who will be responsible for collecting the relevant data and how it should be collected, the reporting process, and how the M&E framework will be used to inform policy and implementation.

4.3.1 Defining the scope of M&E

While impact evaluation aims to periodically assess causal effects of program's interventions on the changes that happen to the targeted beneficiaries, the M&E continuously tracks implementation and primary results to generate lessons learned to inform the decision-making entities.

Monitoring

Monitoring process answers descriptive and normative questions regarding the program. The **descriptive questions** are those aim to portray each aspect of the program. Following the theory of change framework, monitoring questions should describe the programs' inputs, activities, outputs, outcomes and impacts. The **normative questions** compare the program's current situation to the target intention.

Performance evaluation

Performance evaluation assesses results of an ongoing or completed projects/programs. The performance evaluation indicators are constructed using the OECD/DAC (2019)'s evaluation criteria, which are relevance, coherence, effectiveness, efficiency and impact.

The scope of the M&E questions comparing to the impact evaluation questions is shown in Figure 14.

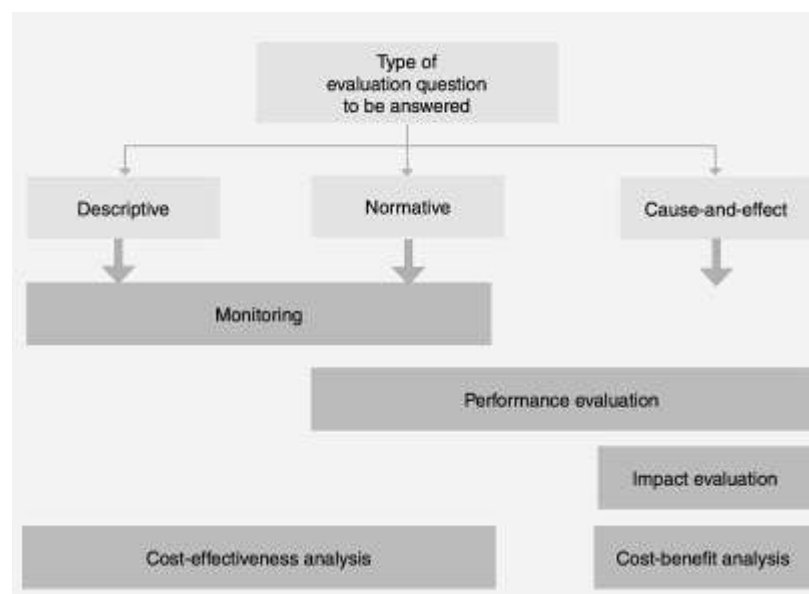


Figure 14: Scope of M&E and impact evaluation questions

Source: Guide on measuring decent jobs for youth monitoring, evaluation and learning in labour market programmes (ILO, 2018)

4.3.2 Toward the M&E design

Step 1: Define the intervention logic

The intervention logic can be done by combining needs with the theory to change. Specifically, it links the problem situation and program's designs and higher-level goals.

Key activities: Interview with all key relevant organizations, draw lessons from the user experience evaluation, review Thailand's and international case studies and discuss with advisors and consultants.

Step 2: Identify issues that might benefit from the findings of M&E and develop evaluation questions

Focusing on supporting internal learning through feedback findings and accountability to the public, OECD/DAC (2019) published a report, *"Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use"*. The report explains six evaluation criteria, which are the desired attributes of social programs as interventions. The six criteria are as follows.

1. Relevance: Is the intervention doing the right things?
 - a. Relevance to the needs of beneficiaries
 - b. Relevance to national/international strategies
2. Coherence: How well does the intervention fit?
 - a. Internal coherence
 - b. External coherence
3. Effectiveness: Is the intervention achieving its objectives?
 - a. Coverage
 - b. Adequacy
 - c. Equity
 - d. Other specific objectives of the program
4. Efficiency: How well are resources being used?
 - a. Cost effectiveness of each process
 - b. Cost effectiveness of each benefit provided
5. Impact: What difference does the intervention make?
 - a. Intended short-term and long-term outcomes/impacts
 - b. Unintended short-term and long-term outcomes/impacts
6. Sustainability: Will the benefits last?
 - a. Financial sustainability
 - b. Outcome/impact sustainability

Linking the evaluation criteria with the results chain

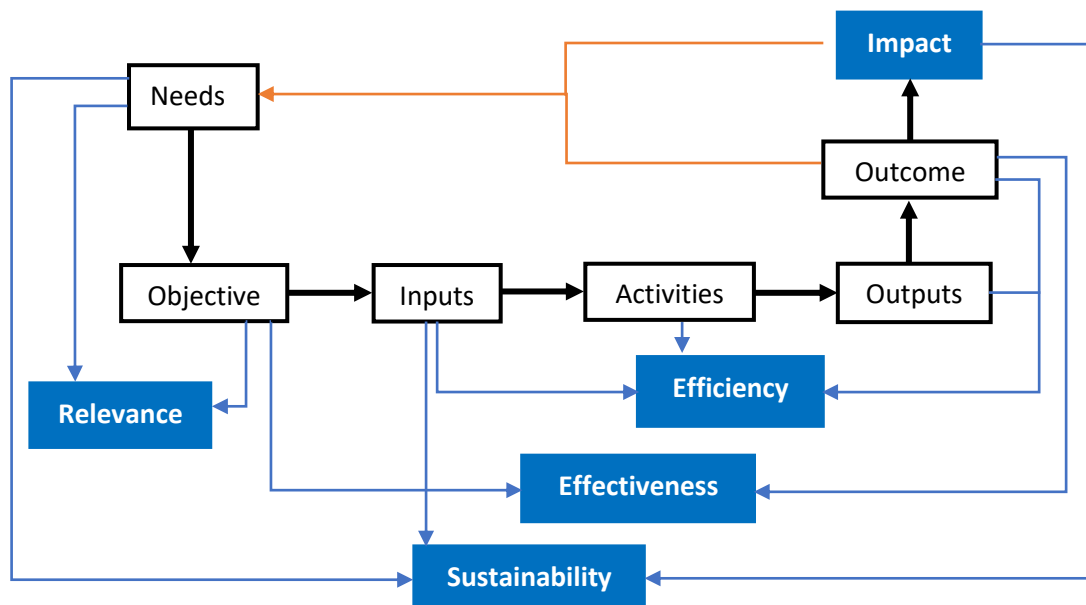


Figure 15: Evaluation criteria and results chain

Source: Modified from “Evaluation Capacity Development” (Serrat, 2014)

Identifying key evaluation questions (KEQ)

Following Peersman (2014)’s report “*Evaluative criteria*”, key evaluation questions should be identified. The KEQs are identified both with standard questions for social programs’ M&E and with specific concerns from relevant organizations toward the program. OECD/DAC (2019) emphasizes that the criteria should be applied with the understanding of each program’s context and with stakeholder involvement. The resource allocated to each criterion should depend on the purposes of the evaluation and stage of program development. Therefore, only 5 KEQs are selected.

The primary key evaluation questions of all social program should answer whether the program works at all. Therefore, **KEQ 1 is “Do the intended outcomes/impacts satisfy the needs of beneficiaries? If so, which groups and under which conditions?”**. This question ensures the understanding of the problem situation facing the target beneficiaries and the linkage to the program design and implementation. This question involves *relevance*, which connects needs with program’s design and objectives and also, *effectiveness*, which connects objectives with outcomes/impacts.

The findings of KEQ 1 identify best practices and problems of the program. To expand the strengths or resolve the weaknesses, **KEQ 2 is “What were the barriers and enablers that made the difference between successful and disappointing intervention implementation and results?”**. This question is a key for process and benefit design, selection and implementation as

this is a feedback process that allows the program to learn from best practices in the past. This question involves findings from *KEQ 1*, *relevance* and *effectiveness* criteria.

In addition to the intended outcomes/impacts, a question related to unintended outcomes/impacts should be assessed. **KEQ 3 is “What unintended results – positive and negative – did the intervention produce? How did these occur?”**. This question is important particularly when the intervention distort behaviours and market mechanism. For example, a cash transfer to households with income under a certain threshold creates a disincentive for people to improve their incomes. These adverse effects can impede a long-term goal and need to be monitored or evaluated. This question involves *effectiveness*, *impact*, and *sustainability* criteria.

Even if the outcomes/impacts are desirable, all social policies have opportunity costs. All projects with large budget should have cost effectiveness analysis. Therefore, **KEQ 4 is “To what extent did the intervention represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?”** This issue is a key information to address the decision between universal and mean-tested programs. This question refers directly to *efficiency*, but also involves *coherence*. This is because social programs are interdependent. A coordination among organizations can benefit from specialization and economies of scope. An example is data collection and social welfare platform development.

All the intended and unintended outcomes/impacts create economic and social values to beneficiaries, all stakeholders, and the society. For the purpose of policy comparison, cost-benefit analysis should be done to complement the cost-effectiveness analysis in KEQ 4. The **KEQ 5 is “How valuable were the results to beneficiaries, the community and/or organizations involved?”**. The value created should be decomposed by groups of stakeholders. This question involves relevance, effectiveness, efficiency, and impact criteria.

Finally, it is essential to ensure that the outcomes/impacts last. **KEQ 6 is “Are any positive results likely to be sustained? In what circumstances?”** This question directly involves the *impact and sustainability* criteria. However, only programs that are relevant, coherent, effective, and efficient can achieve long-term sustainable impacts.

Note: All KEQs can be analyzed with M&E or impact evaluations.

Key activities: Interview with all key relevant organizations, draw lessons from the user experience evaluation, review Thailand’s and international case studies and discuss with advisors and consultants.

Step 3: Choose key indicators

From the framework, there are two levels of indicators. The primary level is direct indicators to measure each elements of the theory of change including:

- Input indicators
- Activity indicators
- Output indicators
- Outcome and higher-level goal indicators

The second level indicators build on the primary indicators to answer evaluations by criteria as follows.

- Relevance indicators
- Coherence indicators
- Effectiveness indicators
- Efficiency indicators
- Impact indicators
- Sustainability indicators

Key activities: Review Thailand's and international case studies and discuss with advisors and consultants.

Step 4: Select data collection tools

As data collection is a costly process, both M&E and impact evaluation design should first consider existing data. For any new data collection, M&E design should consider a possibility of automatic data collection using technology. Most importantly, all indicators in the M&E design must have a clear usage.

Key activities: Review Thailand's and international case studies and discuss with advisors and consultants.

Step 5: Plan for findings dissemination

All indicators should have implications on their own. Moreover, they can be linked back to KEQs, which are designed to have policies implications.

Key activities: Interview with all key relevant organizations, draw lessons from the user experience evaluation, review Thailand's and international case studies and discuss with advisors and consultants.

Expected output of the M&E design

The WCP's objectives are to help people under poverty and the M&E process needs to recognize the different needs and, thus, different intended results of each group of the poor. Therefore, the first step into the M&E design is to map needs, interventions and intended results for each group.

Table 10: Beneficiary mapping

Stakeholder	Description	Need	Intervention	Intended results	
				Output	Outcome/impact
1. Non-dynamic poor	Individuals with no prospect to be in labour force and have no family members with prospect to be in labour force. (e.g. old-age individuals with no children)				
2. Dynamic poor – No intention to enter the labor force	Individuals who are not yet ready to enter the labour force (e.g. children) or no prospect to be in labour force (e.g. old-age individuals) but have family members with prospect to generate higher incomes.				
3. Dynamic poor – In labour force or out of labour force with potential to be in labour force and improve income <ul style="list-style-type: none"> • Out of labour force • Unemployed • Employed <ul style="list-style-type: none"> - Agriculture - Non-Agriculture 	Individual with prospect to decent jobs and higher incomes.				

The primary M&E indicators are listed using the Theory of Change framework. For the purpose of findings dissemination, clear usage of each indicator will also be provided. As intended results are heterogenous across the groups of the poor, outputs, outcomes, and impacts should be tracked separately.

Table 11: Primary indicators and usages

Level	Issue	Indicator	Value of indicator					Data source/ Responsible organization	Usage of indicator/ Stakeholder/Level of priority
			Y1	Y2	Y3	Baseline (if any)	Target (if any)		
Input for each process/ benefit <ul style="list-style-type: none"> - Monetary - Non-monetary 								<ol style="list-style-type: none"> 1. Efficiency evaluation – Tracking efficiency/adequacy of budget allocation across activities and benefits 2. Coherence evaluation 3. Sustainability evaluation 4. Tracking anomalies 	
Activity <ul style="list-style-type: none"> - Register - Criteria verification - Benefit transfer 								<ol style="list-style-type: none"> 1. Tracking service quality in each process 2. Tracking efficiency in each process 	

Table 11: Primary indicators and usages (Continued)

Level	Issue	Indicator	Value of indicator					Data source/ Responsible organization	Usage of indicator/ Stakeholder/Level of priority
			Y1	Y2	Y3	Baseline (if any)	Target (if any)		
Output for each benefit classified by groups for beneficiaries									1. Tracking performance of each benefits 2. Efficiency evaluation
Outcome/ Impact classified by groups for beneficiaries									1. Relevance evaluation 2. Effectiveness evaluation 3. Efficiency evaluation 4. Impact evaluation 3. Sustainability evaluation

The performance evaluation indicators are constructed using the OECD/DAC (2019)'s evaluation criteria. Similarly, clear usage of each indicator must be provided for the purpose of findings dissemination.

Table 12: Evaluation indicators by criteria

Criteria	Issue	Indicator	Value of indicator					Data source/ Responsible organization	Usage of indicator/ Stakeholder/ Level of priority
			Y1	Y2	Y3	Baseline (if any)	Target (if any)		
Relevance									
Coherence									
Effectiveness									
Efficiency									
Impact									
Sustainability									

4.3.3 Mapping KEQs and stakeholders' questions for the WCP

As M&E is a process to track progress and deliver lesson learned, it is crucial to list questions and concerns from all stakeholders to ensure relevance of the M&E design. Questions will be organized using evaluation criteria and the prioritization will be done via interviews.

Table 13: List of all stakeholders' questions by KEQ

KEQ	Stakeholders' questions
<p>KEQ 1</p> <p>Do the intended outcomes/impacts satisfy the needs of beneficiaries? If so, which groups?</p> <p>KEQ 1.1: Cash transfers/subsidies benefits</p> <p>KEQ 1.2: Training</p>	<p>Relevance</p> <p>- To what extent did the Welfare Card project respond to and meet the identified needs of each group of the poor? Is there root cause analysis? Which parts of the solution tree/theory of change/results chain that the program interventions aim to create impacts on?</p> <p>- How relevant is the Welfare Card policy to new 20-year national strategy and current FPO/MOF strategic plan (2017-2021)?</p> <p>- Needs of people under poverty are in individual level or household level?</p>

Table 13: List of all stakeholders’ questions by KEQ (Continued)

	KEQ	Stakeholders’ questions
		<p>Effectiveness</p> <p><u>Program design</u></p> <ul style="list-style-type: none"> - To what extent were the originally defined objectives of the development intervention realistic? - Was the project budget appropriate in terms of intended outcomes? - Has an M&E framework been developed as part of the program design? <p><u>Targeting mechanism</u></p> <ul style="list-style-type: none"> - How appropriate is the new design of poverty screening mechanism for 2020 to achieve stated objectives and how the new screening mechanism been designed based on past evidence? - What were the main reasons for rejected applications? What were rejected applicant’s perceptions of this process. What worked well? What could be improved? - Why did people who were potentially eligible not apply? What would increase applications from potentially eligible people? - Are there any area/channel of subscription with high targeting performance? (Identify best practices) - Poverty is dynamic, should the WCP registration be more dynamic to reduce targeting errors? <p><u>Transfers/subsidies</u></p> <ul style="list-style-type: none"> - What do people purchase with the credit transfers and what impacts might those purchases help create? (e.g. transportation to job training or job search or alcohol) - Does the WCP function as a social assistance/safety net? Do people feel secure? Should the WCP increase the amount of credit transfer? - Do the cash/credit transfers and subsidies reduce health problems of all members in the household? - Do the cash/credit transfers and subsidies reduce the poor’s constraint (budget and time) and free them for self-improvement? <p><u>Training</u></p> <ul style="list-style-type: none"> - Setting up benefit/training effectiveness evaluations to systematically select programs to keep and improve them. (e.g. Among the 500 training courses, which ones lead to employment or income increase?) <p><u>Equity</u></p> <ul style="list-style-type: none"> - How successfully has the project included equity and gender equality, and reached the most vulnerable and marginalised people in the community (including older people, women with disability, migrants and mobile populations, and ethnic minority groups)?
KEQ 2	What were the barriers and enablers that made the difference between successful and disappointing intervention implementation and results?	<p>Explaining effectiveness</p> <ul style="list-style-type: none"> - What challenges (internal and external factors) to achievement of the project’s objectives have been encountered during implementation and how have they been addressed? (e.g. (1) The lack of reliable data on income. (2) KPI of relevant organizations measures process, not outcomes, giving wrong incentive. (3) lack of incentive for training.) - What have been the main achievements of the project to date, and what are the key factors that have contributed to successful implementation? (e.g. (1) DOPA has a local screening mechanism via village monthly meeting. Is the community-based targeting mechanism improve the targeting effectiveness? (2) BAAC integrate the WCP training with their existing programs and GSB turns to educational institutions to provide trainings. Should the WCP operate training or should it just subsidize?)
KEQ 3	What unintended results – positive and negative – did the intervention produce?	<p>Impact</p> <ul style="list-style-type: none"> - Examine the disincentive due to cash transfer with income threshold. If the disincentive is significant, other forms of benefits such as UBI (no disincentive)

Table 13: List of all stakeholders' questions by KEQ (Continued)

	KEQ	Stakeholders' questions
	How did these occur?	or NIT (provide incentive to work) should be examined. - Credit transfers via Blue Flag shops distort market mechanism, which may prevent the constructive destruction process and reduce incentive to improve efficiency in the longer-term. Are cash transfers with no restriction more preferred?
KEQ 4	To what extent did the intervention represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?	Efficiency - To what extent was the project implemented in the most cost-effective way possible, as compared to feasible alternatives? <ul style="list-style-type: none"> • How efficient were the management structures? • Can project outcomes be demonstrated through monitoring data and reporting? - The WCP provides several forms of cash/credit transfers and subsidies. Assessing efficiency can help select the best means of transfer. - The WCP also provides several forms of training. Assessing efficiency can help select the best means of training. - The cost-benefit and cost-effectiveness analysis of WCP and other programs provide information for the government to prioritize social protection programs in Thailand. Coherence - Are there any aspects of the welfare provision that could have been achieved more effectively by collaboration with other organizations? (e.g. Data sharing, collaborating with education organizations for training or collaborating with firms for internships)
KEQ 5	How valuable were the results to beneficiaries, the community and/or organizations involved?	Impact - This KEQ measures value of total impact, including spill over/multiplier effects. As the WCP is a high budget program, it is essential to assess that the money injection channels create high multiplier effects among the poor in the area. (e.g. Do credit transfers through Blue Flag shops improve the spill over among the poor in the area? Does the continuity of the credit transfers increase the MPC and the multiplier effect as people are more certain about their future income?)
KEQ 6	Will the funding of the program be sustainable? If no, are any positive results likely to be sustained? In what circumstances?	Sustainability - What are the risks that the program will be discontinued? - Are the results of the program likely to last once the project is discontinued?

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Appendices

Appendix A: A questionnaire for stakeholder and expert interview

Evaluation of the Welfare Card Policy in Thailand

Interviewer:	
Interviewee Name:	
Interviewee Organization:	
Date:	

Chiang Mai University School of Public Policy (SPP) currently conducts a formative evaluation of the Welfare Card Policy in Thailand. The scope of the project also includes M&E and impact evaluation designs. The research team would like to gain more understanding in (1) the policy purpose and design (2) the implementation process and (3) the current evaluation process and outcomes.

As an expert on the Welfare Card Project (WCP), your inputs for the following questions will be most helpful. Upon your permission, the report will list you in the expert list. However, we will not mention specific names in the report content.

Question list

1. Relevance: Needs and objectives

1.1 How relevant is the Welfare Card policy to new 20-year national strategy and current FPO/MOF strategic plan (2017-2021)?

1.2 How important to satisfy the following needs as objectives of the WCP? (1 = not important, 5 = most important)

	Needs of people under poverty	1	2	3	4	5
1	No hunger, enough nutrition and other basic consumption needs (e.g. electricity, water, transportation, etc)					
2	Feeling secure (i.e. WCP as a safety net during income shock)					
3	Lower constraints for skill improvement (i.e. cash transfers/subsidies allow them to work less and have more free time to invest in self-improvement)					
4	Incentive for people to invest in skill/career improvement (e.g. conditional cash transfer for training, negative income tax)					
5	Skill improvement (e.g. provide training)					
6	Job opportunities (e.g. internship)					
7	Access to loan for career investment					

	Needs of people under poverty	1	2	3	4	5
8	Have a database for people under poverty to serve the purpose of developing a unified social protection system.					
9	Poverty reduction (The role of WCP is to be a database and platform to provide several poverty related benefits and the ultimate goal is to reduce poverty.)					
10	Other: <i>please specify</i>					

More options can be added from the analysis of user experience.

1.3 For the two most important needs for the WCP's objectives, what are the key causes of the problems? Are there any specific groups of beneficiaries that are most at risk and require special assistances?

2. Coherence

2.1 If poverty reduction is a goal, all (not some) of the above needs should be met. For any needs outside of the scope of the WCP, are there any organizations providing assistance? What is the nature of coordination?

2.2 Are there any benefits of WCP that are redundant to other programs?

3. Effectiveness: Objectives and outcomes

Targeting

3.1 To your knowledge, are there any regions/subscription channels with higher or lower exclusion errors? What are the factors?

3.2 Are there any regions subscription channels with lower or higher inclusion errors? What are the factors?

3.3 Do you agree with the following strategies to improve targeting? (1 = strongly disagree, 5 = strongly agree)

	Strategies to improve targeting	1	2	3	4	5
1	Enforce the law and penalty on false data provision to the government					
2	Community-based screening process (e.g. Registration must be done through community-based committees.)					
3	Guarantor system (e.g. two guarantors need to sign to guarantee accuracy of information provided.)					

	Strategies to improve targeting	1	2	3	4	5
4	Create incentive for people to enter the tax system regardless if they meet the income requirement (e.g. NIT)					
5	Connect to the income database for loans. (People have incentive to report too high income for loan approval and too low income for social protection programs. Consolidating the two databases can neutralize incentives.)					
6	Other: <i>please specify</i>					

Cash transfers/subsidies benefits

- 3.4 Which systems do you think most effective for Thailand, cash transfer, credit transfer for Blue Flag shops, subsidies, conditional cash transfer? Why?
- 3.5 Among all benefits provided, which ones are considered successful? To which groups of beneficiaries? Why? What are the key expected outcomes? Are there any system to receive feedbacks from beneficiaries?
- 3.6 What might be the main causes of ineffectiveness?

Trainings

- 3.7 Among all training courses provided, which ones are considered successful? To which groups of beneficiaries? Why? What are the key expected outcomes? Are there any system to receive feedbacks from beneficiaries?
- 3.8 What might be the main causes of ineffectiveness?

4. Efficiency: Cost effectiveness

- 4.1 Which processes that you think WCP can operate with high cost-effectiveness? Why?
- 4.2 Which processes that is not yet cost-effective? What can be done?
- 4.3 Do you agree with the following collaboration to improve efficiency? (1 = strongly disagree, 5 = strongly agree)

	Strategies to improve efficiency	1	2	3	4	5
1	There should be one database for social protection in Thailand.					
2	The WCP database should be made dynamic. (i.e. People should be able to update their information and there is no need for new registration process. The data verification must also respond to data update automatically. The frequency of update rounds can be discussed.)					
3	All poverty targeting programs in Thailand should use the same criteria and same database.					

	Strategies to improve efficiency	1	2	3	4	5
	(e.g. Child support grant and EEF conditional cash transfer programs.)					
4	The WCP should be a platform for gathering poverty related welfare, but it does not need to be service providers for all welfare. (e.g. Welfare card can provide subsidies for training with qualified specialized institutions)					
5	Other: <i>please specify</i>					

5. Impact: The changes due to the WCP

5.1 What are the important indirect/unintended outcomes/impacts to be evaluated? (1 = not important, 5 = most important)

	Potential indirect/unintended outcomes/impacts	1	2	3	4	5
1	Spillovers/multiplier effects among the poor in the area due to money injection via the WCP. (e.g. Do credit transfers through Blue Flag shops improve the spillover among the poor in the area? Does the continuity of the credit transfers increase the MPC and the multiplier effect as people are more certain about their future income? How much the inclusion error reduces the multiplier effects as richer people have lower MPC?)					
2	Individuals may spend money on undesirable products, such as alcohol. (Even though people buy essential goods at the Blue Flag shops, the money saved from those goods may be spent on alcohol.)					
3	Credit transfers via Blue Flag shops distort market mechanism, which may prevent the constructive destruction process and reduce incentive to improve efficiency in the longer-term. It should be assessed if cash transfers with no restriction are more preferred.					
4	The disincentive to improve income due to cash transfer with income threshold. Other forms of benefits such as UBI (no disincentive) or NIT (provide incentive to work) should be examined.					

	Potential indirect/unintended outcomes/impacts	1	2	3	4	5
5	Other: <i>please specify</i>					

Note: The intended outcomes/impacts will follow the needs.

6. Sustainability

- 6.1 What are the risks that the program will be discontinued?
- 6.2 Are there any processes without transparency checking system?
- 6.3 Are the results of the program likely to last once the project is discontinued?

7. Process

- 7.1 What service delivering issues should be monitored during each process? (e.g. complaint, timeliness, etc.)

	Processes	Issues
1	Registration	
2	Criteria validation	
3.1	Cash transfers/subsidies benefits delivery	
3.2	Training delivery	

8. Overall

- 8.1 Are there any other issues that you strongly feel that they need to be monitored or evaluated?

Thanks for your time. If you know about any reports or respondents that could help inform this research, please let us know. We very much appreciate your participation. For further questions, please contact Supanika Leurcharusmee at supanika.l@cmu.ac.th.

Appendix B: A questionnaire for citizen interviews

A 60-minute questionnaire for citizen interview

Name of Participant:	
Location of Interview:	
Date of Interview:	
Interviewer:	
Field assistant:	

Introduction:

“Good morning/afternoon. My name is _____. I am doing research work for Chiang Mai University School of Public Policy (CMU-SPP). We currently conduct a formative evaluation of the Welfare Card Policy in Thailand. The purpose of this exercise is to collect reflection on the Welfare Card Policy from user experience. This includes looking at the previous registration round and identifying successes and shortcomings of the current policy design and implementation based on the citizens’ point of view. The results of this exercise will help improve the future rounds of the welfare card programme.”

“Please feel free to ask any questions. If you do not have any more questions and you agree to participate in this one-hour interview, please sign the consent form here.”

- | |
|---|
| <ul style="list-style-type: none">▪ Participant refuses to sign the consent form → discontinue the interview▪ Participant signs the consent form → continue the interview. |
|---|

“We appreciate your contribution. In the first half, we would like to learn about your ways of living and try to understand who you are and what you do. Then we would like to hear about your experiences with the welfare card programme from start to end, i.e., from registration to receiving benefits.”

This questionnaire contains 3 sections:

- 1) Persona
- 2) Journey Map
- 3) Interview Closing

Interview Guiding Questions:

4.1.1. Persona (30 minutes)

Personal background

Note: some basic information about the interview participants will be collected separately, e.g., age, gender, educational background, family size, living location, working location.

- 1.1. Please tell us about your family life. How many people do you live with? What do they do? How is your relationship with them?
- 1.2. Please tell us how your typical day is like since you get up until go back to bed.
- 1.3. What do you like to do in your free time?
- 1.4. How do you make a living? What is the size of your business/company?
- 1.5. What is your job title? What are your responsibilities?
- 1.6. What are the most common challenges in your business/industry?
- 1.7. What is a typical workday like for you? How many hours do you work?
- 1.8. How many years of experience do you have?
- 1.9. What is your professional background?
- 1.10. How do you measure success in your position?
- 1.11. What specialized skills or tools are required in your position?
- 1.12. To whom do you report? Who reports to you?
- 1.13. What frustrates you the most about your job?
- 1.14. What do you enjoy most about your job or ways of living?

Life goals and challenges

- 1.15. What are the goals you are trying to achieve in life? (personal or career)
- 1.16. Why are these goals important?
- 1.17. What steps are you taking to achieve these goals?
- 1.18. What are the biggest challenges that prevent you from achieving these goals? (both work- and non-work-related challenges)
- 1.19. What have you done in the past to conquer these challenges? Did it work? If it did not, what would you do differently next time?

Information Sources

- 1.20. What publications, blogs or social media networks do you pay attention to?
- 1.21. Do you belong to any social, professional, or networking groups?
- 1.22. What information formats do you engage with the most?

Attitudes and beliefs:

- 1.23. What do you think the government is trying to achieve from this programme?
- 1.24. Do you think the government has achieved its goal(s)? How far and to what extent?

4.1.2. Citizen Journey Mapping (30 minutes)

Stage 1 – Inspire and inform

- 2.1. How did you know about the welfare card programme? Who informed you? Where did the person who informed you get the information?
- 2.2. What were the programme benefits that you had been told? Were you informed about the skill training benefits?
- 2.3. What did you do when you know about the programme? What was your reactions?
- 2.4. How would you rate your experience when you received the information about the welfare card programme? (Positive experience → Negative experience)
- 2.5. Would you like to recommend any improvement ideas at this stage?

Stage 2 – Engage and register

- 2.6. Where did you do your registration? Why did you choose to register at this channel?
- 2.7. What happened at the registration? Who helped you with the registration? Was that person helpful to you? What did that person say or do? What was your reactions?
- 2.8. What were the programme benefits that you had been told? Were you informed about the skill training benefits?
- 2.9. How would you rate your experience during the registration activities? (Positive experience → Negative experience)
- 2.10. Would you like to recommend any improvement ideas at this stage?

Stage 3 – Verify and feedback

- 2.11. Were you aware that your information was being verified by the government? Do you know how you were checked? Was there any feedback given to you? Who gave you the verification feedback?
- 2.12. How would you rate your experience during the verification period? (Positive experience → Negative experience)
- 2.13. Would you like to recommend any improvement ideas at this stage?

Stage 4 – Approve and handover

- 2.14. When/how did you know that your registration was successful? Who informed you? What did the person say?
- 2.15. When/where/how did you get your welfare card? Who gave you the welfare card? What did the person say?
- 2.16. Did you remember the benefits of having the welfare card? Did anyone tell you about the benefits when you were handed a card?
- 2.17. How would you rate your experience at the point where you were handed a welfare card? (Positive experience → Negative experience)
- 2.18. Would you like to recommend any improvement ideas at this stage?

Stage 5 – Get products and services

- 2.19. What are the benefits that you have received since you got the welfare card?
Where/how did you get those benefits from?
- 2.20. Who or which organizations did you interact with when getting the benefits? How did you interact? How were you being treated?
- 2.21. How would you rate your experience from getting the products/services that are provided to welfare card holders? (Positive experience → Negative experience)
- 2.22. Would you like to recommend any improvement ideas at this stage?

Stage 6 – End or complain

- 2.23. How have these benefits helped you in your ways of living so far?
- 2.24. Which benefits are your most favorites? Why?
- 2.25. Which benefits are your least favorites? Why?
- 2.26. What could better serve your living needs? Any unmet needs or pain points?
- 2.27. How would you rate your overall experience from using the benefits from the welfare card programme? (Positive experience → Negative experience)
- 2.28. Would you like to recommend any improvement ideas to the overall programme?

4.1.3. Interview closing

Last but not least, is there anything you would like to say to the government regarding the welfare card policy? Any last words of comments or suggestions are welcome.

“Thank you for your time. We very much appreciate your participation.
For further questions, please contact email: spp@cmu.ac.th
with the subject line of ‘Welfare Card Research Project’.”

Appendix C: A Persona and Citizen Journey Map Template

“Somchai the Street Cleaner” (P1)



Background:

Values, attitudes, and beliefs:

Motivations:

What Somchai had to say:

“... insert a quote ...”

Citizen Journey Map (JM1)



“Somchai the street cleaner” (P1)
Registration point: BAAC

Citizen Interactions and Emotions:

Start →	Registration →		Verification →		Benefits Provision	
Stages:	1. Inspire and inform	2. Engage and register	3. Verify and feedback	4. Approve and handover	5. Get products and services	6. End or complain
Interactions:	<i>Describe what have happened to a particular persona at each stage.</i>
Positive Experience	😊					
↑		😊				
Neutral Experience			😊			😊
↓				😞		
Negative Experience					😞	😞
Pain Points:			A		B	
Improvement:		C	D		E / F	

Paint Points and Needs:

- A. Describe...
- B. Describe...

Improvement Ideas:

- C. Describe...
- D. Describe...
- E. Describe...
- F. Describe...