Session Name: Technology for Implementation (1): ID, Enrollment & Registry

Case Study: Cambodia, The Identification of Poor Households (IDPoor) Programme

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Outline

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- Timeline and background
- Development of IDPoor questionnaire and procedure
- Implementation of IDPoor
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Rationale

Before IDPoor:
Several organizations using different methodologies to identify target groups

Objective of IDPoor:
Develop a standardized tool and procedures to identify poor households throughout the country, to be used for household and geographical targeting

Advantages:
• Equity – same criteria apply to all households nation-wide
• Availability of up-to-date and comparable data, free for service providers
• Transparency – criteria and process are known to everyone, documented in guidelines
• Cost effectiveness – duplication is avoided
• Less burden on communities
Timeline and Background

- 2005: Ministry of Planning (MOP) tasked to develop national procedure to identify poor households in rural areas
- 2006: MOP started development of IDPoor questionnaire and procedure, pilot testing
- 2007: First round of IDPoor implementation in 2 provinces
- 2007-2009: IDPoor implemented by MOP and partner organizations (NGOs)
- Since 2010: IDPoor exclusively coordinated by MOP
- 2011: IDPoor confirmed as primary targeting instrument by a MOP sub-decree and the National Social Protection Strategy for the Poor and Vulnerable (NSPS)
- Since 2012: IDPoor implemented in 8 provinces each year (updated information available for each province every 3 years)
Development Of IDPoor Procedure And Questionnaire

- June 2005: Working Group and Core Group on Identification of Poor Households established, chaired by MOP

- Principles underlying the new IDPoor tool:
  - Accurate (i.e. avoid exclusion and inclusion error)
  - Cost-efficient
  - Transparent
  - Involving existing/ decentralised structures

- Two tools were developed and tested:
  - Tool 1: proxy poverty indicators and a scoring system based largely on existing practical experience in poverty identification in Cambodia by development partners (GTZ, Unicef etc) and NGOs
  - Tool 2: proxy indicators derived from a regression analysis by a World Bank economist of the 2004 Cambodia Socio-Economic Survey dataset
After field testing, MOP chose Tool 1 because it more closely matched local perceptions of poverty than Tool 2.

However, some modifications were made to Tool 1 and it was calibrated to match the Cambodia Socio-Economic Survey and to cover population quintiles 1 and 2.

After each round of implementation, the IDPoor procedures are adjusted slightly based on the feedback of implementers.
Implementation of IDPoor

Total estimated operational budget for Round 6 (2012): 2.9 Mio USD
- MOP: ca 0.5 Mio USD
- Technical Assistance Budget (2012): ca 2.4 Mio USD

Number of villages covered in Round 6 (2012): 4991 rural villages (out of total 5046 rural and urban villages) in the 8 target provinces

Key partners providing technical assistance and role:
- AusAID & German Development Cooperation (via GIZ): financial and technical support and advice through the “Support to the Identification of Poor Households (IDPoor) Programme”
- Unicef: finances implementation in 1 province in Round 6 (2012)
- World Bank: technical advise on improving/developing tools
- World Food Programme: support to the development of IDPoor Atlas
Implementation of IDPoor - 2

Cascade training approach: MOP → provincial departments of planning and district teams → communes → villages

- National level: 11 MOP staff
- Provinces: 3-4 staff from the Provincial Planning Departments & 2-17 Provincial Coordination Teams members (1 team per Province)
- Districts: 24 District Coordination Team members (1 team per district)
- Communes: 2-4 persons per commune
- Villages: 5-10 village representatives per village
Implementation of IDPoor - 3

In each village, villagers select trusted and qualified representatives (“Village Representative Groups”):

- They draw up a list of all households in the village and a list of households that might be poor.
- They interview the households that might be poor using the IDPoor questionnaire.
The IDPoor questionnaire contains 2 sections:

- Scoring section:
  Housing, productive land area /fishing equipment, other sources of income, livestock, assets, means of transportation, capacity to meet own food needs, ratio of dependent household members to productive members

- Non-scoring section
  Special circumstances, such as unexpected problems or crises which caused the household to lose income, produce less food, sell assets, or borrow money/ receive support in last 12 months
Implementation of IDPoor - 5

- After the interviews, the Village Representative Group compiles scores for the scoring section
- Village Representative Group members also consider factors from the non-scoring section
- Village Representative Group classifies households in a first draft list of poor households: IDPoor level 1 (very poor), IDPoor level 2 (poor), and other (non-poor)
- The list is displayed in the village
- Villagers discuss and give feedback on the draft list in a consultative meeting
- Village Representative Group revises list based on the feedback and sends it to the commune council for endorsement
- Villagers can lodge complaints with the commune council concerning the list and process
Implementation of IDPoor - 6

- Information on households identified as poor (IDPoor 1 and 2) is entered into the IDPoor Database
- Poor households are photographed and receive an “Equity Card”
Enrollment in Programs

- The Equity Cards can be used by the poor to access different services
  - Health Equity Funds (free health care for poor persons)
  - Social Land Concessions
  - Scholarships and other support for poor children
  - Food-for-Work and Cash-for-Work Programs
  - Cash transfers (planned), etc.

- The lists and data on poor households can be used by policy makers/planners and service providers to target interventions to the households most in need
Experience and Achievements to Date

- Tool and process for identifying poor households in rural areas exists since 2007
- IDPoor is well known in Cambodia and more and more service providers want to use IDPoor data
- IDPoor is well anchored in national policy and law
- The Royal Government of Cambodia is committed to gradually taking over the cost and management of IDPoor (phasing out donor support)
- Strong level of commitment and willingness by local people to implement and participate in the process
- Village Representative Groups are generally accepted as being fairly chosen and therefore legitimate representatives of the community
- Communities generally accept the results of the IDPoor process because they have a chance to participate and provide feedback
Challenges

- Capacity, especially at sub-national level, is still limited
- Implementers have a heavy workload, including IDPoor among a range of other tasks, which impacts on speed and quality of implementation
- Not all service providers use IDPoor data (exclusively) yet – additional post-identification method exists (for example in the health sector)
- Organisations using IDPoor data often have limited data analysis capacity
- Services targeting IDPoor households vary from one province to another, in some provinces there are only very few or no services yet
- In the future, if many services/benefits are provided to IDPoor households, non-poor households might be unhappy
Future priorities

- Developing a tool and procedure to identify poor households in urban areas (piloting planned for 2013)
- Continually improving the accuracy of the IDPoor data, by strengthening monitoring & evaluation, reviewing experiences with implementation, and receiving feedback from implementers and stakeholders
- Increasing the use of IDPoor data by different organisations and service providers, by improving availability of information on IDPoor and the formats in which IDPoor data is available to them
- Ensuring sustainability of IDPoor, by advocating with the Government for continued and increasing funding and by continually strengthening the capacity of Ministry of Planning staff to manage and implement IDPoor
Lessons learned

- Involve relevant stakeholders and organisations that will use IDPoor data in the development of IDPoor instrument and process → builds support and facilitates exchange of experiences
- Use existing, national and subnational structures rather than building new, parallel structures to implement → improves sustainability, efficiency
- Consider different options and pilot to determine best fit for national context → improves ownership/ adequacy of instrument and process
- Keep it simple, especially if you rely on local people (rather than trained enumerators) to implement → improves feasibility, accuracy, transparency and support
- Continually improve tool and process based on experiences made and feedback received → improves accuracy and relevance of data
Further Information/ Contact

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Thank you - Orkun chrern!