

per E-Mail an:

**Auftragsverantwortliche(r)**  
Ole Doetinchem  
Telefon:  
E-Mail: ole.doetinchem@giz.de

Bundesministerium für wirtschaftliche  
Zusammenarbeit und Entwicklung  
Projekt-/Programmführendes Ref.: 221  
Sektorreferat(e):  
Referate 105 und 300  
53045 Bonn

Auswärtiges Amt  
Regionalreferat: 342  
11013 Berlin

Deutsche Auslandsvertretung in Phnom Penh

Ihr Zeichen/Ihre Nachricht  
Unser Zeichen MA  
E-Mail martina.agrell@giz.de

Telefon 06196-79 1945  
Telefax 06196-7980 1945  
Datum 28. August 2014

**Deutsche Entwicklungszusammenarbeit mit Kambodscha**  
**Berichterstattung zur TZ-Maßnahme Unterstützung des Programms zur Identifizierung**  
**armer Haushalte**  
**Projektnummer: 2011.2247.2**

Sehr geehrte Damen und Herren,

im Rahmen der Berichterstattung zur oben genannten Maßnahme übersenden wir Ihnen in  
der Anlage den Fortschrittsbericht.

Mit freundlichen Grüßen

*M. Agrell*  
Martina Agrell, LMI

*i. V. Wiesenbach*  
Corine Wiesenbach, LMI

Anlage

**Individual TC measure: Support to the Identification of Poor Households Programme**

**Project number: 2011.2247.2**

Number of the report: 2

Reporting period: 05/2013-04/2014

Name of the officer responsible for contracts and cooperation: Mr. Ole Doetinchem

## Contents

List of abbreviations	2
<b>A.1. Brief description</b>	3
<b>A.2. Developments in the priority area</b>	4
A.2.1 Developments in the partner country's objectives and strategies	4
A.2.2 Developments among key actors, decision-makers and institutions in the partner country	6
A.2.3 Developments in the involvement of other donors and in the harmonisation of donor contributions	6
<b>A.3. Developments in the approach of German development cooperation</b>	7
<b>A.4. Proposed measures to be taken by BMZ</b>	7
A.4.1 Measures within the scope of the political and priority area dialogue	7
A.4.2 Modifications to the delivery of German development cooperation	7
<b>B.1. Brief description</b>	8
<b>B.2. Specific developments/modifications to the development cooperation measure</b>	8
B.2.1 Design of the development cooperation measure, total costs, financing, term	8
B.2.2 Target groups, executing agency and partner structures	9
B.2.3 Achievement of objectives	9
B.2.4 Results	11
<b>B.3. Need for action</b>	13

## Attachment

Results matrix

## **List of abbreviations**

ASEAN	Association of Southeast Asian Nations
AUD	Australian Dollar (currency)
BMZ	Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)
bn	billion (1,000,000,000)
CARD	Council for Agricultural and Rural Development
CSES	Cambodian Socio-Economic Survey
DFAT	Australian Department of Foreign Affairs and Trade
EUR	Euro (currency)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
HDI	Human development index (by UNDP)
HEF	Health Equity Fund
IDPoor	Identification of Poor Households
ILO	International Labour Office
KHR	Cambodian Riel (currency)
MEF	Ministry of Economy and Finance
MOP	Ministry of Planning
NGO	Non-Governmental Organisation
NSDP	National Strategic Development Plan
NSPS	National Social Protection Strategy
PBIS	Performance-based incentive scheme
PDOP	Provincial Department of Planning
RGC	Royal Government of Cambodia
TWG	Technical Working Group
SPCU	Social Protection Coordination Unit
UNCRPD	United Nations Convention for the Rights of Persons with Disabilities
UNDP	United Nations Development Programme
USD	United States Dollar (currency)

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2****A.1. Brief description**

The fight against poverty remains one of Cambodia's greatest challenges and features prominently in the National Strategic Development Plans (NSDP) for 2009-2013 and for 2014-18, as well as the country's "Rectangular Strategy". Cambodia's 2012 Human Development Index (HDI) of 0.543 is below the average for East Asia and the Pacific and it exhibits some of the worst inequalities in the region, as measured by UNDP's inequality adjusted HDI.

Effective poverty alleviation requires a targeted orientation of development activities towards the poor. With this goal in mind, the Cambodian Ministry of Planning (MOP) started to develop the "IDPoor procedures" in 2005. They are a standardised and participatory mechanism for the systematic identification of poor households through which the beneficiaries receive a card entitling them to access pro-poor services. Concurrently, organisations working in the fight against poverty can access IDPoor data enabling them to target their interventions effectively. MOP's IDPoor programme has been supported by GIZ since 2006.

There are a number of differing estimates of poverty using various methods; they all agree that Cambodia has made remarkable progress in pushing people above the poverty line, so that it now stands at below 20% of people for the country as a whole. There are, however, significant regional as well as urban and rural differences. The Royal Government of Cambodia's (RGC) "Rectangular Strategy, phase III" reaffirms the RGC's mission and its strong commitment to sustainable development and poverty reduction and notes that "poverty incidence in rural areas remains high and the achievement in narrowing the gap between the rich and the poor and between urban and rural people remains fragile." There are concerns that the gains made in poverty reduction may stall as the remaining poor are those that are hard to reach, and a very large part of the population remains vulnerable to fall back into poverty even from only small shocks to their livelihoods.

So far, the IDPoor procedures have been implemented in all rural areas of the entire country. Most of the capacities necessary for the implementation of the regular IDPoor procedures have been built up within MOP structures (national, provincial and district level) as well as at the commune and village level. Other capacities, such as concept and strategy development or monitoring, are still weak. Without further strengthening of MOP in this regard, the nationwide coverage and availability of accurate and up-to-date data on poor households cannot be sustainably achieved (core problem) and would put at risk the efficient targeting of resources in Cambodia's poverty alleviation and social protection interventions.

As an overall objective, "The data on poor households, systematically collected under the management of the MOP and available for rural and urban areas of Cambodia, is used as the primary means for targeting beneficiaries of government and non-governmental targeted poverty alleviation interventions."

Support components are: process and expert advice, trainings, limited provision of materials, as well as local subsidies or financial agreements to governmental bodies and non-governmental organisations to further improve the data collection and dissemination. Main

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

interventions will be capacity development at different levels, the development and implementation of a mechanism for urban targeting and the strengthening of monitoring mechanisms.

In order to enhance the financial sustainability of the IDPoor Programme, a substantial proportion of the budget for implementing IDPoor will be provided by the Royal Government of Cambodia from the annual budget. This proportion will be increased gradually so as to reach around 60% of the operational cost budget in 2014. Under this condition, Australia's Aid program of the Australian Department of Foreign Affairs and Trade (DFAT) has declared its commitment to provide further co-financing.

The current project is the second development measure to support IDPoor since 2006. Its duration is planned for three years from 05/2012 to 04/2015. The overall contract value is estimated at EUR 5,100,000 of which EUR 300,000 are financed by the German Federal Ministry for Economic Cooperation and Development (BMZ) and EUR 4,800,000 (AUD 6,000,000) by DFAT.

**A.2. Developments in the priority area****A.2.1 Developments in the partner country's objectives and strategies**

Taken at face value, most recent reports and studies show a remarkable decline in poverty in Cambodia. The country is well on its way to meet the poverty-related Millennium Development Goals and has, by some measures, already halved poverty. Using the Cambodian Socio-Economic Survey (CSES) results from 2009 to 2011, the RGC has updated the way it estimates the national poverty line and published its results in 2013.<sup>1</sup> This consumption-based poverty line includes food consumption, a non-food component, and an amount for clean water. The non-food component has been estimated separately for rural areas, Phnom Penh and other urban areas. As a result, the national estimate for urban poverty in particular has been revised upwards compared with other estimates, such as the World Bank or the previous poverty line formula. Apart from being more detailed in its assumptions about poverty, the development and publication of this new method is testament to the MOP's commitment and capacity to refine their poverty assessments and to use them as evidence for policy making. The results show an estimated national poverty rate of 19.8% in 2011.

Whereas the National Strategic Development Plan 2009-2013 names poverty reduction as an overarching goal, the new NSDP 2014-2018 is embedding this in a wider strategy of increasing social protection. Poverty reduction is less seen as a singular goal but rather as a

---

<sup>1</sup> Ministry of Planning, Poverty in Cambodia – a new approach: redefining the poverty line, Phnom Penh, April 2013

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

core feature of a multi-pronged approach to enhancing social protection for all. This means that there will be a growing diversification of interventions and programmes to assist in various aspects of social protection, and particularly at the poorer end of the spectrum of interventions, enabling targeted approaches will become increasingly important. Consequently, the NSDP 2014-18 calls for a strengthening of the IDPoor targeting mechanism to enable “a comprehensive and sustainable social safety net system aimed at protecting the livelihoods of the poor and most vulnerable segments of the population.” The NSDP results framework lists as strategic input to “intensify [the] IDPoor programme” as part of the RGC’s social, human capital and poverty reduction strategies. The strategy expands on this point by explaining that the social protection system requires harmonising across its components and enabling the identification of beneficiaries. To achieve this, the NSDP names strengthening IDPoor as a priority in the coming years, including its expansion to urban areas and enhanced data updating and targeting efficiency.

The emphasis on poverty reduction within a wider social protection agenda shows that the RGC is reacting to changing poverty dynamics in the population. In a report published in April 2014, the World Bank asks “Where have all the poor gone?”, and provides the answer: “Not very far.” The fact is that while the gains in poverty reduction at face value are impressive, overall progress made towards becoming a middle income country is more modest. Many people who were living below, but very close to, the poverty line have taken a small step across that invisible line. As a result, they are no longer considered poor – yet there is no doubt that most are still “near poor” and vulnerable. As the World Bank emphasises “a small shock of KHR 1,200 per day (USD 0.30 or the cost of two small water bottles from a street vendor in Phnom Penh) would cause Cambodia’s poverty rate to double.” The situation, as outlined in the last project report, remains that the momentum of poverty reduction risks stalling, unless pro-poor interventions and protection from falling back into poverty continue to be implemented and widened. As the officially designated primary targeting tool for social protection programmes under the National Social Protection Strategy (NSPS), IDPoor is the key enabling policy mechanism for sustaining and increasing the gains made. Its challenges lie in reaching universal coverage by including urban areas with their specific, hard to reach populations (see below B.2.1).

Internationally, the RGC put social protection on the agenda of the Association of South-East Asian Nations (ASEAN). This has culminated in the ASEAN Declaration on Strengthening Social Protection in Brunei Darussalam in October 2013. The following principle and mechanisms promoted by the declaration demonstrate that the IDPoor mechanism fits well into the overall approach espoused by ASEAN nations:

- The declarations principles include:  
“Everyone, especially those who are poor, at risk, persons with disabilities, older people, out-of-school youth, children, migrant workers, and other vulnerable groups, are entitled to have equitable access to social protection that is a basic human right and based on a rights-based/needs-based, life-cycle approach and covering essential services as needed;”

## TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2

- Its promoted strategies and mechanisms include:  
 “Support national policies, strategies and mechanisms to strengthen the implementation of social protection programme, as well as effective targeting systems to ensure social protection services would go to those most in need;”

### A.2.2 Developments among key actors, decision-makers and institutions in the partner country

The commitment of the RGC to the IDPoor programme remains firmly in place ever since the public backing by Prime Minister Hun Sen of the IDPoor sub-decree in 2011, stipulating that IDPoor data should be used as primary data for interventions targeting poor households. Health equity funds remain the most prolific users of IDPoor data and this is likely to remain so as their population coverage further expands. Together with continued rapid urbanisation of the population, the strong demand for IDPoor to develop an urban targeting mechanism and supply timely data to its users continues unabated. MOP has been slow to respond to this demand (see also B2.1 and section “Risks”), however this was due to logistics and capacity reasons and not indicative of a lack of dedication to the task. It is also related to the unsatisfactory situation, described in last year’s report, regarding the cessation of salary supplement payments. The associated loss of morale and motivation while continuing to perform the job has persisted throughout the reporting period. To address this issue, the MOP has developed a performance based incentive scheme (PBIS) with GIZ support. This government approved scheme institutes a results-based financing component to incentivise the achievement of IDPoor milestones on a per-team basis. The scheme is expected to be approved within the Q3/2014, and Germany and Australia have approved that project funds be used to financially support it in its first year.

While the overall policy agenda of the RGC in the social sector remains committed to the implementation of the NSPS, there appear to be little concrete results so far. Momentum is building slowly and is most evident in individual initiatives with development partner support. The Social Protection Coordination Unit (SPCU) established under the Council for Agricultural and Rural Development (CARD) of the Council of Ministers remains IDPoor’s main interface with developments in the social protection agenda. The Government-Development Partner Joint Technical Working Groups (TWG) on (a) Social Protection, Food Security and Nutrition and (b) Planning and Poverty Reduction meet regularly, and the GIZ IDPoor team leader is a member of both of these TWGs. The Cambodian Rehabilitation and Development Board/Council for the Development of Cambodia (CRDB/CDC) is planning a review of the network of TWGs for the third quarter of 2014. Its objective will be to strengthen TWG performance in order to support the implementation of the Rectangular Strategy, phase III and the NSDP 2014-2018.

### A.2.3 Developments in the involvement of other donors and in the harmonisation of donor contributions

Mirroring the national policy debate, development partners continue to align their support to the NSPS. In addition to the TWGs, the social protection core group initiated by CARD/SPCU and development partners continues to meet regularly. New initiatives in social protection make explicit reference to IDPoor and use or plan to use IDPoor data for targeting.



**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

Since the beginning of 2014, ILO and CARD are implementing a pilot project for a “single window” for social service delivery mechanism of the NSPS in Siem Reap and Banteay Meanchey provinces. The combined social protection and employment services will be accessible to IDPoor beneficiaries and the project aims to complement IDPoor data with their own insights.

In its Cambodia Poverty Assessment 2013, published in April 2014, the World Bank hails the development and implementation of IDPoor as "remarkable", emphasising its role as official poverty targeting system that is available to any programme. In its report, the World Bank does highlight that IDPoor does not include post-identification and that health equity funds (HEF), for example, thus set up their own additional mechanisms. It also notes that IDPoor coverage can still be increased. The IDPoor Programme intends to address these issues as part of the development of an urban IDPoor mechanism.

**A.3. Developments in the approach of German development cooperation**

Not applicable, as individual TC measure.

**A.4. Proposed measures to be taken by BMZ****A.4.1 Measures within the scope of the political and priority area dialogue**

It is proposed that BMZ continues to advocate for the urgent implementation of a comprehensive and performance-based administrative/salary reform in its dialogue with the RCG. As long as standard remuneration is at a level that stifles motivation and does not reward results, morale in the public sector will remain depressed and/or staff will seek activities with opportunities for additional financial return. The strict enforcement and interpretation of daily subsistence allowances (DSAs) based on sub-decree 10 by German Development Cooperation leads to some frustration on the counterparts' side, as DSA rates appear to vary somewhat among development partners. This issue does not affect IDPoor alone and is also not one that the project can solve.

**A.4.2 Modifications to the delivery of German development cooperation**

None.



**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2****B.1. Brief description**

Not applicable, as individual TC measure (see A.1).

**B.2. Specific developments/modifications to the development cooperation measure****B.2.1 Design of the development cooperation measure, total costs, financing, term**

The identification of poor households in rural areas is done in yearly rounds. Each round covers a third of the countries' provinces thereby achieving three-year update cycle of the data on poor households of any given area. Implementing and supervising the IDPoor rounds represents the bulk of the work of the MOP IDPoor staff. This operation involves capacity development of local administrative structures as well as transparent participation of communities and villages. Up to 35,000 people are actively involved in IDPoor rounds under the guidance of MOP. The knock-on effects of the delays detailed in the previous report continue to be felt during the current reporting period (cessation of salary supplement payments, delay of IDPoor rounds 6 and 7, consequent high workload). In addition, the project has had to cope with its own severe personnel issues, as the team leader was not in post for most of the reporting period on health grounds. This has hampered the projects ability to move forward strategic collaborations with partners and to support MOP in technical discussions and implementation. In this environment, MOP IDPoor staff members have understandably focussed their energy on executing IDPoor rounds 6, 7 and 8, while progress on new developments slowed during the reporting period. Apart from supporting the implementation of the rounds, the project has nevertheless initiated a number of complementary activities, such as supporting capacity development, publishing and disseminating IDPoor data on DVD, preparing urban IDPoor development and improving access to the database.

During the reporting period, staff members of the Provincial Departments of Planning (PDOP) in the provinces included in IDPoor rounds 7 and 8 underwent a 5-day training course on project management to enhance the capacity to implement the IDPoor mechanism. Furthermore, MOP IDPoor staff members were trained in financial management and project planning and design.

During the course of 2014, the IDPoor database is being moved online, including the ability for users to access constantly up-to-date data via a new website. This is a significant step for further future enhancements in user-friendliness as it puts in place the technical foundations for data exchange and greater flexibility in who can access as well as add to the data. The online interface will include web services, i.e. specific functionalities driven by the database such as instant verification whether a beneficiary card is valid or not. While the results of this work are expected to be delivered in the second half of 2014, the work was initiated during the present reporting period. Parts of this work are direct results of the IDPoor data user forum held in June 2013 when involved organisations provided feedback on how to improve IDPoor data usability.

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

With regards to the development of an urban targeting mechanism, the reporting period saw the completion of a study on urban poverty characteristics in Cambodia, international experiences with urban targeting and recommendations for the design of an urban IDPoor procedure. The findings were disseminated in a stakeholder meeting in April 2014 concluding in an agreement to form a consultative group to guide the extension of IDPoor into urban areas. Urban identification of poor households brings with it its own unique challenges, stemming from higher population density, more diversity in living arrangements and types of shelter (or lack thereof), higher rates of in- and outmigration. This requires a more flexible approach to targeting. As a result, MOP aims to test on-demand identification and complaint mechanisms as part of urban IDPoor procedures.

Counterpart contributions (staff, office space and utilities, financial contribution) have been provided as planned. In 2013 (round 7), implementation of the IDPoor process in four provinces (out of eight) is funded from the RGC budget for the first time. As agreed, this has risen to five in 2014 (Round 8). In both years, disbursement of the first tranche of recurrent government budget was delayed, thus holding up the starts of IDPoor rounds until late April. Overall, the project implements its support with the help of one international advisor and project manager, a national advisor, a team of national administrative and support staff, as well as national and international short-term consultants and local subsidies for implementation in the provinces and capacity development activities.

**B.2.2 Target groups, executing agency and partner structures**

The MOP has decided that the IDPoor Programme shall be promoted to department status. This change is expected to be implemented by 2015 and demonstrates the RGC's sustained commitment to IDPoor. Whether this will have specific repercussions on the operations of the programme remains to be seen. There have been no changes to target groups, executing agency and partner structure during the reporting period.

**B.2.3 Achievement of objectives**

**Objective: The data on poor households, systematically collected under the management of the MOP, is available for rural and urban areas of Cambodia, and is used as the primary means for targeting beneficiaries of government and non-governmental targeted poverty alleviation interventions.**

**Indicator 1:** At least 95% of all rural communes in the country are covered by the IDPoor procedure. (Baseline: 93.1%, Source: Database of Poor Households).

The project is on track with the implementation of IDPoor in rural areas (coverage of rural communes). Following the agreed upon 3-year cycle, 8 provinces are covered by the programme each year. IDPoor Round 7 started in April 2013 and covered the provinces of Battambang, Kampong Chhnang, Kandal, Pailin, Preah Vihear, Pursat, Ratanakiri and Takeo, while Round 8 started in April 2014 covering Kampong Speu, Kampot, Kep, Koh Kong, Mondulhiri, Preah Sihanouk, Prey Veng and Svay Rieng. All 555 communes/sangkats

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

targeted in round 7 were covered (100%) and round 8 aims for the same rate (100% of 458 communes/sangkats).

**Indicator 2:** The number of projects and programmes that use IDPoor data for targeted poverty alleviation measures increase from 66% to at least 80% (Baseline: 66.7% - research study carried out by SEDECA in 2011/12. Source: end-of-phase survey, and/or Data Users and Stakeholders Database).

Currently 76 organisations are registered in the IDPoor data users and stakeholder database, having contacted MOP to receive IDPoor data. In addition, the IDPoor programme has released a DVD with all data up-to and including round 6 in 2014. This has been distributed at subnational dissemination events. The launch of the new IDPoor website with the associated availability of the up-to-date data is expected to further enhance usage numbers and the project thus expects to be on track with this indicator.

**Indicator 3:** The urban areas of at least 8 provinces as well as in Phnom Penh are covered by the IDPoor procedure (Baseline: no tool; Source: Database of Poor Households).

Given the delays outlined in section B.2.1, progress on the development of the urban IDPoor procedures has been slow. An extensive study has been realised and shared in a stakeholder workshop in April 2014. The study included a review of international experiences with urban targeting, an assessment of the characteristics of the urban poor in Cambodia, consequent recommendations for the development of an urban identification tool as well as a statistical analysis of the factors that may form the basis of a proxy means test for poverty in urban areas. The MOP has started the process of forming a consultative group of stakeholders to accompany the process of developing the detailed procedures and piloting of the new tool in 2014/2015.

**Indicator 4:** Data on households identified as poor by the IDPoor procedure are disaggregated by gender (head of household and other members). (Source: Database of poor households).

Data showing the sex of the householder and each household member is available in the IDPoor database for all households identified as poor during Rounds 1-7, and will be for future rounds.

**Indicator 5:** In 2014, about 60% of the operational costs of the IDPoor Programme are allocated to MOP through the national budget law. (Baseline: allocation of 25% from RGC counterpart funds in 2012. Source: MOP budget 2014).

The agreed upon gradual increase in the proportion of IDPoor financing from government funds is on track. In 2012, MEF allocated USD 555,000 to IDPoor thus matching the joint budget agreed by MOP and donors. In the following year, this increased to just under KHR 3.2 billion (about USD 800,000) and in 2014 state funding grew to KHR 4.55bn (about USD 1.14 million); both figures represent an even higher funding share of the operational budget by MOP than the 40% and 60%, respectively, that were agreed for years 2013 and 2014. This is an encouraging sign with regards to the sustainability of the IDPoor Programme.

## **B.2.4 Results**

With IDPoor round 6 completed, round 7 in advanced stages and round 8 being initiated, MOP is on track to sustain nation-wide coverage of all rural communes with regularly updated data. At the conclusion of round 7, four provinces have been covered once by IDPoor, eleven provinces had 2 rounds covering them, six provinces were covered 3 times and three provinces 4 times. After completion of round 8, every province apart from Phnom Penh will have been covered by at least two rounds of poor household identification. Thus, IDPoor's dataset is increasingly becoming an important resource for analysing poverty dynamics at a local community level over time.

Through targeted capacity development measures, the MOP IDPoor team has been strengthened in its ability to implement and manage the processes of poor household identification. For those areas being covered by the relevant rounds, sub-national stakeholders' capacity to implement IDPoor was improved through a continuation of the local subsidies and practice-oriented instructions that form part of the cascade training approach employed by IDPoor. In addition, MOP IDPoor staff underwent specific training on budget management and project planning and implementation. IDPoor training at provincial and district level now routinely includes sensitisation about gender imbalance and the programme monitors the gender composition of provincial and district-level implementation teams as well as village representative group candidates and members.

Widespread use of IDPoor data is helped considerably by adoption of Sub-decree 291 making it the government's standard tool for targeting pro-poor measures in the country. Responding to demand, the IDPoor programme has intensified its efforts to make the data available to its users, i.e. organisations providing services and implementing pro-poor policies. In early 2014, a new edition of the IDPoor data DVD has published marking the first time IDPoor data covering the entirety of rural Cambodia was made available in an electronic format. More importantly, during the reporting period preparatory work was done to upgrade the database technology and take the IDPoor database online. Once launched, this will dramatically increase IDPoor data availability and offer new ways to disseminate and share data with stakeholder and user organisations and institutions.

Having concluded background studies on urban poverty targeting and Cambodian urban poverty characteristics in the reporting period, MOP has agreed a process outline for an urban targeting procedure. In a stakeholder meeting in April 2014, a consultative group was formed to continue guiding the development and implementation. To date, this group is beginning to formulate its terms of references and work plan for approval in the following meeting in June 2014.

**PG (Participative Development/Good Governance):** As the IDPoor Programme is covering all rural areas in all Provinces, access to available social services and targeted poverty alleviation support for the poor and frequently ill-informed target group is improved and more transparent. The procedures strengthen participation at the local level as well as transparency and accountability towards service providers. **(PG-2).**

**TC-Individual Measure: Support to the Identification of Poor Households Programme, PN: 2011.2242.2**

**AO (Poverty Orientation):** As RGC and development partners increasingly acknowledge the IDPoor process as the methodology for targeting poverty groups, the access of the poor to existing social services (e.g. exempted from user fees) and other poverty oriented programmes has increased. Thus the project contributes to poverty reduction. **(MSA)**.

**GG (Gender Equality):** IDPoor data is disaggregated according to sex for all households identified. It is used for programmes of RGC, NGO and development partners targeting especially women. In the training for IDPoor staff on national and sub-national level, special emphasis was given to gender issues to increase gender awareness at the different levels. For the Village Representative Groups, there is a set quota of 25-50% women for ensuring their inclusion. As for May 2013, the average percentage of female members in Village Representative Groups nationwide stands at 34.5%. **(GG-1)**.

**Relevance:** The project continues to be of high relevance, given the wide-spread and increasing use of IDPoor data for on-going and future social protection and poverty reduction programmes by governmental and non-governmental organisations.

**Effectiveness:** The IDPoor tool allows precise targeting of existing resources to the poor and makes poverty-related investments more effective, contributing to higher impact of poverty reduction measures. Funds available for direct support to the poor and scarce public-sector resources are used more effectively.

**Efficiency:** The procedures are demanding and involve many actors at different levels, the results, however, more than justify the cost and effort. As the sub-decree defines IDPoor procedures as the primary targeting mechanism, many more organisations use the data and thereby increase the cost-effectiveness of the procedures.

**Sustainability:** An indication of the probable sustainability of the IDPoor Programme is the increased budget allocations from the government's annual recurrent budget. Both the 2013 and 2014 allocations from MEF even slightly exceed the amount originally agreed between the RCG and donors, to reflect increased operational costs and prices. This is an encouraging sign with regards to the sustainability of the IDPoor Programme.

**Risks**

A number of factors have combined to delay progress in some areas of project implementation. These include a prolonged absence of the (previous) GIZ project team leader on health grounds, the tendency of late yearly government budget disbursement, and the cessation of salary supplement payments. As reported in the previous project report, in particular the latter issue has hampered progress beyond the core activities of implementing the IDPoor rounds. Consequently, full achievement of indicator 3 (coverage of urban areas) is in jeopardy because of the knock-on effects of the aforementioned slow progress. Despite this, the MOP IDPoor programme has been able to retain its staff and results have continued to be achieved in all areas (see B2.1, B2.3 and B2.4).

### **B.3. Need for action**

With the GIZ team leader no longer absent and the anticipated implementation of PBIS, IDPoor project bottlenecks are already being addressed. In particular, IDPoor is accelerating efforts in developing the urban identification procedures. However, as described in section A.4.1, the wider issue of comprehensive and performance-based administrative/salary reform is beyond the scope of IDPoor and should remain on the agenda of bilateral dialogue.

**Results matrix (Reporting for Part B of the Programme Offer)**



**Title of TC measure**

Support to the Identification of Poor Households Programme

**Project number**

2011.2247.2

**Country**

Cambodia

**Results matrix, designed on**

4 June 2013

Summary	Indicators of success	Sources of verification	Assumptions / risks
<p><b>Programme goal</b></p> <p>Not applicable, because individual measure</p>	-	-	<i>Do not fill!</i>
<p><b>Module objective (outcome)</b></p> <p>The data on poor households, systematically collected under the management of the MOP, is available for rural and urban areas of Cambodia, and is used as the primary means for targeting beneficiaries of government and non-governmental targeted poverty alleviation interventions</p>	<p>1. At least 95% of all rural communes in the country are covered by the IDPoor procedure</p> <p>Baseline value (2012): 93%</p> <p>Target value (2015): 95%</p> <p>Current value (2014): 100% (round 7)</p> <p>2. The number of projects and programmes that use IDPoor data for targeted poverty alleviation measures increases</p> <p>Baseline value (2012): 66% (SEDECA study)</p> <p>Target value (2014): at least 80%</p> <p>Current value (2014): no further study undertaken since 2012</p>	<p>1. IDPoor documentation</p> <p>2. Study and/or stakeholders database</p>	<ul style="list-style-type: none"> <li>- The Cambodian Government's commitment to poverty alleviation, and to the implementation of the IDPoor Programme as the main basis for pro-poor targeted development activities remains strong</li> <li>- Support from the government and donors/ development partners to poverty-oriented/targeted programmes is continued</li> <li>- The Cambodian government/ MOP supports the development of an urban</li> </ul>



Summary	Indicators of success	Sources of verification	Assumptions / risks
	<p>3. The urban areas of at least 8 provinces as well as Phnom Penh are covered by the IDPoor procedure</p> <p>Baseline value (2012): 0 provinces Target value (2015): at least 8 provinces and Phnom Penh Current value (2014): 0 provinces</p> <p>4. Data on households identified as poor by the IDPoor procedure are disaggregated by gender (household head and other members)</p> <p>Baseline value (2012): IDPoor data from rural areas is disaggregated by gender Target value (2015): IDPoor data from rural and urban areas is disaggregated by gender Current value (2014): IDPoor data from rural areas is disaggregated by gender; data from urban areas not yet collected.</p> <p>5. In 2014, about 60% of the operational costs of the IDPoor Programme are allocated to MOP through the national budget law</p>	<p>3. IDPoor documentation</p> <p>4. IDPoor documentation/ data from database</p> <p>5. MOP budget allocations from MOEF/ confirmation from MOP Accounting Department</p>	<p>targeting mechanism and accepts/ approves the newly developed mechanism for identifying poor households in urban areas</p> <ul style="list-style-type: none"> <li>- The accuracy of the IDPoor data is acceptable and the way and formats in which the data is made available by MOP is useful/useable for relevant stakeholders/ data users</li> <li>- Ministry of Planning (MOP) submits adequate budget plans in due time and receives appropriate allocations from the Ministry of Economy and Finance (MEF)</li> <li>- MOP IDPoor staff continue their work despite the suspension of the Priority Operation Cost (POC) payment, or they receive higher salaries either from Government or donor funds. Without a salary increase there is a high risk that the motivation of MOP IDPoor</li> </ul>

Summary	Indicators of success	Sources of verification	Assumptions / risks
	Baseline value (2012): allocation of 25% Target value (2014): allocation of 60% Current value (2014): approx. USD 1.14 million were allocated, corresponding to just over 60%.		staff decreases and that implementation is consequently slowed down or halted altogether.
<b>Outputs</b> -			
<b>(Key) activities in module</b>  <i>Activity A</i> - Advising on the implementation of the IDPoor process - Providing local subsidies and capacity development - Advise on establishment of feedback/ complaints mechanism  <i>Activity B</i> - Capacity development/ trainings on <ul style="list-style-type: none"> <li>• Steering</li> <li>• Financial management</li> <li>• Monitoring</li> <li>• Gender</li> <li>• Disability Inclusiveness</li> </ul>			<ul style="list-style-type: none"> <li>- Sufficient and qualified staff are available and willing to engage in the implementation of the IDPoor process at national and subnational level</li> <li>- MOP supports the development of a feedback/ complaints mechanism</li> <li>- Relevant &amp; qualified staff are available and willing to actively participate in trainings at national and sub-national level</li> </ul>

Summary	Indicators of success	Sources of verification	Assumptions / risks
<p><i>Activity C</i></p> <ul style="list-style-type: none"> <li>- Collecting feedback from IDPoor data users (e.g. through survey, user forum, interviews etc.)</li> <li>- Revising and simplifying existing IDPoor information sources and data products</li> <li>- Developing new IDPoor data products and/or features (online database)</li> </ul> <hr/> <p><i>Activity D</i></p> <ul style="list-style-type: none"> <li>- Providing advice on concept development (international best practices, analysis of Cambodian context and options)</li> <li>- Conducting stakeholder consultation workshops</li> <li>- Piloting and evaluation of pilot</li> <li>- Support to policy process to get new mechanism approved</li> </ul>			<ul style="list-style-type: none"> <li>- Users are willing to provide feedback</li> <li>- MOP is open to adapting existing and/or developing new formats/ features</li> </ul> <ul style="list-style-type: none"> <li>- The Cambodian government supports the development of an urban targeting mechanism and implementation of pilot</li> <li>- The Cambodian government/ MOP accepts/ approves the newly developed mechanism for identifying poor households in urban areas</li> </ul>