



LEARNING REPORT

On The Extension of ISAF to the On-Demand IDPoor Services



Implementation of the **Social Accountability Framework**



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ACRONYMS

BMZ	German Ministry for Economic Cooperation and Development
CAF	Community Accountability Facilitator
COVID-19	Coronavirus Disease 2019
CSO	Civil Society Organization
DFAT	Australian Department of Foreign Affairs and Trade
GIZ	German Corporation for International Cooperation
HH	Household
I4C	Information for Citizens
IDPoor	Identification of Poor Households Programme
JAAP	Joint Accountability Action Plan
LAM	Local Authority Member
MoP	Ministry of Planning
M&E	Monitoring and Evaluation
NCDDS	National Committee for Sub-National Democratic Development Secretariat
OD	On Demand
RGK	Royal Government of Cambodia
SDC	Swiss Agency for Development and Cooperation
UNICEF	United Nations Children's Fund
WVI-C	World Vision International Cambodia

EXECUTIVE SUMMARY

BACKGROUND OF THE PILOT PROJECT AND OBJECTIVES OF THE REPORT

The Identification of Poor Households (IDPoor) programme has been running since 2006, implemented by the Royal Government of Cambodia (RGC), through the Ministry of Planning (MoP). This programme is now the RGC's mandatory approach for targeting pro-poor outcomes in the country and is critical for disseminating up-to-date information on poor households to Government and non-governmental agencies to help them better target services and assistance to the poorest and most vulnerable households¹. The identification process of the poor households through the IDPoor programme used to be conducted exclusively through campaigns organized every year in 8 or 9 capital/provinces, leading to a full update of the national list of poor households every 3 years. In May 2020, as the RGC was preparing the launch of a national cash transfer programme to respond to the economic impact of COVID-19 in Cambodia², an ad hoc nationwide campaign to update the list of households recognised as poor families was conducted outside of the normal identification campaigns. Following this campaign, 'On-Demand' (OD) services were also made available to all citizens in the country. Through these new services, any citizen can ask the commune administration to be registered as IDPoor, triggering a process to assess the eligibility of the household.

From November 2020 to March 2021, World Vision International Cambodia (WVI-C) conducted a pilot project³ aiming to improve the quality of the OD IDPoor service delivery by the administrations of 208 communes through social accountability as part of the Implementation of the Social Accountability Framework (ISAF) project. The preparation and implementation of this pilot project (from capacity building to the development of the Information for Citizens (I4C) materials, citizens engagement and data collection) was seriously affected by the restrictions that were introduced to prevent and control several episodes of community transmission of COVID-19 in the country. Despite the challenges related to COVID-19, almost 44,000 citizens, officials and service providers took part in the pilot project:

- Almost 16,000 citizens took part in the *Information for Citizens* activities and several hundred of officials;
- More than 24,000 citizens took part in the *Scorecard Monitoring*;
- Almost 3,600 officials and service providers took part in the *Self-Assessment*.

An assessment of the pilot project was conducted during the second half of 2021 to understand:

- To what extent, and under what conditions, social accountability can contribute to improve the delivery of the OD IDPoor services.
- How the approach of the ISAF project on the OD IDPoor services could be improved.

This report presents the key findings and recommendations identified in the assessment and is intended for three main stakeholder groups:

- The MoP, National Committee for Sub-National Democratic Development Secretariat (NCDDS) and development partners that are directly involved in the implementation of the IDPoor programme

¹ For more information on the IDPoor programme, please, see <https://www.idpoor.gov.kh/>

² For more information on this programme, please see [here](#).

³ The project was co-funded by German Corporation for International Cooperation (GIZ), by the Social Accountability and Service Delivery Trust Fund managed by the World Bank with the support of the German Ministry for Economic Cooperation and Development (BMZ), the Swiss Agency for Development and Cooperation (SDC) and by World Vision Australia. The project also received the technical support of the Department of Foreign Affairs and Trade (DFAT) from Australia and of the United Nations Children's Fund (UNICEF).

with the ambition that this report will help them to address some issues affecting the quality implementation of the OD IDPoor services at the commune level.

- The ISAF implementers with the ambition that this report will help them to address some of the challenges that may affect the implementation of ISAF in relation to the IDPoor services.
- All Civil Society Organizations (CSOs) working at the local level in the sectors of social assistance, social protection, livelihood or nutrition with the ambition that they will contribute to improve the support that CSOs are providing to citizens regarding their registration as IDPoor.

FINDINGS

- 1. Citizens have poor understanding of their rights and the standards that OD IDPoor Services are expected to meet.**
- 2. In the target area of the project, ISAF contributed to improve this understanding.**

All data reviewed for this study shows that the citizen understanding of the OD IDPoor services was very poor before the ISAF process started in year 1. This finding is highlighted in the pre-I4C activity test results (see Figure 1). Furthermore, Local Authority members (LAMs), Community Accountability Facilitators (CAFs) and staff members indicated that the information shared on the OD IDPoor during the I4C activities was new information for citizens (see Table 1).

Table 1. Extract from the perception surveys⁴

Statements / Questions	% of the respondents agreeing		
	LAM ⁵	CAF	Staff
The information shared during the I4C activities was very new to the citizens (most of them had never heard about it prior to these activities).	68%	85%	96%
Because of the I4C activities, the citizens have a better understanding of the OD IDPoor services and processes.	61%	89%	83%

The understanding of the citizens of their rights and entitlements is important at 2 levels:

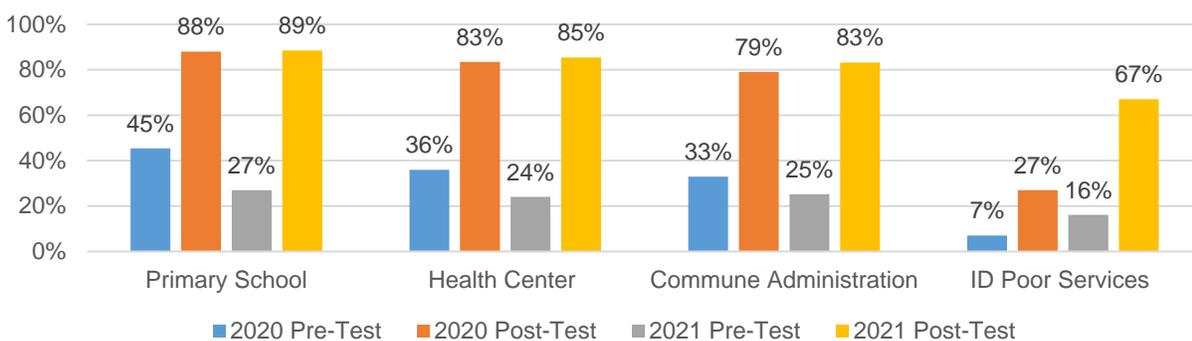
- First, this understanding is a critical condition for them to access the OD IDPoor services (they cannot access something they do not know they are entitled to receive).
- Secondly, the social accountability process, to lead to action, requires a dialogue between informed citizens (aware of their rights) and responsive service providers.

The data reviewed for this study (perception surveys and data from the pre- and post-I4C activity tests) shows that the I4C activities succeeded to boost the understanding of the citizens about their rights and the national standards related to the OD IDPoor services (see Figure 1).

⁴ See the full perception surveys, methodology and sample sizes in Annex 5.

⁵ Local Authority members

Figure 1. % of citizens able to answer correctly at least 2 questions (out of 5) on the national quality standards that local public service providers are expected to meet



Note: 2020 Pre-Test n= 2396, Post-Test n= 1473; 2021 Pre-Test n= 986, Post-Test n= 3896*
 (*2021, IDPoor, n=3405, no post test conducted in Kampong Chhnang and Kampong Thom)

3. ISAF contributed to boost the understanding of local authority members about their roles and responsibilities in relation to the delivery of the OD IDPoor services

The understanding of the local authorities on their roles and responsibilities in relation to the delivery of the OD IDPoor services (and their capacities in this area) was not measured at the beginning of the pilot. However, several of the answers of local authority members to the perception survey suggest at least a lack of confidence on their capacities to implement these new services (for example 77% of them mentioned that additional training on the OD IDPoor services was needed).

As for the understanding of the citizens of their rights and entitlements, the questions of the understanding of their roles and responsibilities by local authority members in relation to the delivery of the OD IDPoor services, and their capacities to do so, are important on 2 levels:

- First, this understanding is a critical condition for the good delivery of the OD IDPoor services (they cannot deliver something they do not know they are supposed to deliver).
- Secondly, as mentioned in question 1, the social accountability process, to lead to action, requires a dialogue between informed citizens (see question 1) and responsive service providers fully aware of their roles and responsibilities in meeting these standards.

The perception surveys suggest that their understanding of these roles and responsibilities increased as a result of the pilot project.

Table 2. Extract from the perception surveys⁶

Statements / Questions	% of the respondents agreeing		
	LAM	CAF	Staff
Local Authority Members have a better understanding of their role and responsibilities following the ISAF process	79%	87%	65%
As a result of ISAF, LAMs are able to better perform on their role and responsibilities regarding the OD IDPoor registration process	93%	85%	83%

⁶ See the full perception surveys and sample sizes in Annex 5.

4. Citizens and local authorities believe that some households meeting the criteria to be recognized as IDPoor are still not registered in the target communes.

This finding is reflected in the fact that both citizens and local authorities have focused the discussion in the scorecard and the self-assessment, and the actions in the Joint Accountability Action Plans (JAAPs), exclusively on the registration services. The formulation of their feedback and of the actions from the JAAPs suggest that they are expecting that a proper implementation of the IDPoor services would lead to the registration of more households.

5. Citizens and local authorities believe that the IDPoor registration process is still led by local authorities (and is not an on-demand process that can be initiated by the citizens).

This finding is reflected in the formulation of the assessment criteria prioritized for discussion in the scorecard and self-assessment as well as the actions ultimately included in the JAAPs. This perception (that local authorities are leading on the registration of poor families) is likely to be a significant barrier to the access of citizens to the OD IDPoor services.

6. Citizens value the opportunity to discuss the OD IDPoor services with members of the commune administrations.

Interviews with the CAFs suggest that the OD IDPoor services were the focus of discussions in a large majority of the I4C activities. Beyond this:

- The OD IDPoor services were prioritized for discussion⁷ in the scorecard meetings in almost 1 in 5 communes (19%) and in the commune administration self-assessment meetings in 1 in 6 communes (16%).
- 15% of the JAAPs adopted as a result of the ISAF process in the target area included actions related to the OD IDPoor services. However, further analysis of the data shows that, without the challenges related to COVID-19 (that prevented to finalize JAAPs in many communes in the target area of the pilot project), this proportion could have reached 25%.

These proportions put the OD IDPoor services in the top 10 of the aspects of the services of the commune administration most discussed during the scorecard and self-assessment and most often selected in the JAAPs. Considering that these services are immediately important to only a small minority of the citizens (poor citizens not yet registered as IDPoor), this is a surprisingly high proportion.

⁷ As a first step of the scorecard and self-assessment processes, citizens and services providers prioritize in each commune 5 aspects of the services that are supposed to be delivered by the commune administration that they consider are the most important and that they would like to see improved. See more details about the ISAF process in annex 4 and information about the scorecard and self-assessment data reviewed in this report p.9.

7. ISAF can contribute to improve the delivery of the OD IDPoor services at the commune level.

As mentioned above, the data reviewed shows that:

- ISAF contributed to boost the understanding of the citizens about their rights and the national standards related to the OD IDPoor services.
- The project improved the understanding of the LAMs about their roles and responsibilities in the delivery of the OD IDPoor services.
- Citizens and local authorities seized the opportunity to discuss about the delivery of these services during the I4C activities and through the scorecard and self-assessment processes.

Ultimately, as shows in Table 3, these discussions triggered a series of actions from local authorities to improve the delivery of the OD IDPoor services, especially through the provision of more information to some citizens or additional support so these citizens could request to be registered.

Table 3. Extract from the perception surveys⁸

Statements / Questions	% of the respondents agreeing		
	LAM	CAF	Staff
The local authorities already took action to address some of the feedback and/or concerns of the citizens expressed during the ISAF Process on the OD-IDPoor implementation process	97%	82%	70%
<u>If yes</u> , which action do you believe has already been implemented by the LAMs?			
• The local authorities organized activities to provide more information to some citizens or groups of citizens.	72%	61%	38%
• The local authorities reached out to some families to support them to file request for interview or with other challenges related to the OD-ID Poor process/Equity Card uses	88%	90%	56%
• The local authorities replied to request for interviews filed before ISAF.	53%	63%	38%
• The local authorities reviewed some decisions made previously on requests for interview filed by some families.	70%	51%	31%
ISAF for OD IDPoor has already had a positive impact in my commune.	86%	75%	91%
<u>If yes</u> , which form has this positive impact taken?			
• The citizens understand better the process and/or their rights, the eligibility criteria and/or the benefits attached to the equity card.	79%	71%	76%
• The citizens understand better the role and responsibilities of local authorities.	69%	81%	38%
• The citizens have more trust in the correct implementation of the OD-IDPoor services.	67%	51%	19%
• The citizens have more trust in the work of the commune council.	66%	53%	19%
ISAF for OD-IDPoor has already had a negative impact in my commune.	42%	35%	26%
<u>If yes</u> , which form has this negative impact taken?			
• The citizens are confused about the process or their rights.	65%	59%	N/A
• Local authorities are more confused about the process or their responsibilities than before the ISAF process.	N/A	18%	8%
• More citizens that do not meet the criteria are demanding to be requested for interview.	60%	35%	8%
• There is less trust / more tension between citizens and the commune council.	48%	29%	15%

⁸ See the full perception surveys and sample sizes in Annex 5.

8. The pilot project contributed to increase the number of households registered in the target area.

Ultimately, the number of new IDPoor registration has increased after the I4C activities in the communes in the target area (see Table 4). A similar increase was not registered in communes not covered by the pilot project.

Table 4. Average number of new IDPoor cases a month before and after the I4C activities in the target area of the pilot project

Dates of the I4C activities	# of Communes	Average number of new cases a month per commune	
		Before the I4C activities	After the I4C activities
November 2020	4	0.0	0.3
December 2020	35	1.8	5.0
January 2021	15	1.7	2.4
February 2021	10	0.2	0.8
Total	64	1.4	3.4

RECOMMENDATIONS

For the Royal Government of Cambodia:

- Nationwide, serious investment in an information campaign would be needed to ensure that the citizens have a minimum level of understanding on the OD IDPoor services, especially on the steps of the registration process and on the eligibility criteria.
This campaign would also be needed to ensure that citizens understand they can request to be registered and change their perception that the registration process is led by local authorities. More analysis on this perception (that local authorities are leading on the registration of poor families) should be conducted as it is likely to be a significant barrier to the access of the citizens to the OD IDPoor services.
- Similarly, it is important to ensure that local authorities have full confidence in their capacities to implement their role and responsibilities regarding the OD IDPoor process. The data collected for this report suggest there is a need for additional capacity building.
- Beyond this, the pilot project has shown that CAFs can play an important role in informing citizens at local level and in ensuring their participation in the delivery of the OD IDPoor process. Their involvement in the implementation of the OD IDPoor process in the future could help to address some of the issues faced by local authorities and ensure a higher level of satisfaction and trust from the citizens.

For ISAF implementers:

- To ensure that citizens reach the right level of understanding of their rights and of the national standards related to the OD IDPoor services, ISAF implementers will need to pay a specific attention to the following points:
 - The OD IDPoor services should be allocated a significant amount of time during the I4C activities (likely more than other services better known by the citizens).
 - The pilot showed that there is a risk that the citizens may be overwhelmed by the amount of new information, leading to poor retention and confusion, especially in communes and sangkats (C/S) new to ISAF. Mitigating this risk may require to identify strategies to limit the amount of information shared during the I4C activities (rotation over time of the information shared, organization of specific sessions on OD IDPoor services, distribution of handouts to share additional information that cannot be presented during the I4C activities, etc.).
 - The I4C materials related to the OD IDPoor services should be simplified and made more visual.
 - Project staff and CAFs needs to have a very clear understanding of the I4C information and this will require additional capacity development (in comparison with other services that are better known). The pilot project showed that it is especially important for them to be able to answer questions on who is entitled to an interview, the subsequent steps of the identification process and the eligibility criteria for poor households.
- There is a need for ISAF implementers to inform service providers that the roles and responsibilities of the commune administration regarding the delivery of the OD IDPoor services will be covered in the I4C activities and to check that the members of the commune administration have an adequate level of understanding of their responsibilities to take part in a constructive discussion about them.

INTRODUCTION

1.1 Project Background

The IDPoor Programme

The Identification of Poor Households (IDPoor) programme has been running since 2006, implemented by the Royal Government of Cambodia (RGC), through the Ministry of Planning (MoP). This programme is now the RGC's mandatory approach for targeting pro-poor outcomes in the country and is critical for disseminating up-to-date information on poor households to Government and non-governmental agencies to help them better target services and assistance to the poorest and most vulnerable households⁹. The identification process of the poor households through the IDPoor programme used to be conducted through campaigns conducted every year in 8 or 9 capital/provinces, leading to a full update of the national list of poor households every 3 years. In June 2020, the RGC launched a national cash transfer programme to respond to the economic impact of COVID-19 in Cambodia¹⁰. Under this programme, all IDPoor households were entitled to receive financial support. In May 2020, in preparation of this programme, an ad hoc nationwide campaign to update the list of households recognised as poor families was conducted outside of the normal identification campaigns. Following this campaign, 'On-Demand' (OD) services were also made available to all citizens in the country. Through these new services, any citizen can ask the commune administration to be registered as IDPoor, triggering a process to assess the eligibility of the household.

The Implementation of the Social Accountability Framework (ISAF)

The Implementation of the Social Accountability Framework (ISAF) in Cambodia aims to empower citizens, strengthen partnerships between sub-national administrations (SNAs) and citizens, and leverage enhanced accountability of SNAs to improve local service delivery. The ISAF process¹¹ includes four steps implemented during an annual cycle:

- First, citizens receive information on their rights and on the national quality standards that local services are expected to meet and on the budgets of local service providers.
- Citizens and service providers then monitor (using a scorecard methodology) the quality of services available locally to identify potential issues.
- Citizens, service providers and local authorities agree then on a Joint Accountability Action Plan (JAAP), prioritizing a short list of actions to address the issues identified.
- The implementation of the JAAP is monitored by a committee including citizen, service provider and local authority representatives.

During Phase I (2015-2018), ISAF activities were successfully rolled out to 56% (786 out of 1409) of the communes across the country. ISAF Phase II (launched in 2019) aims to *improve the performance of public service providers through improved transparency, strengthened citizen engagement and responsive action*. To support the implementation of ISAF Phase II, a Social Accountability and Service Delivery Trust Fund has been established by the World Bank with the support of multiple institutional donors. World Vision International Cambodia (WVI-C) was selected as the Demand Side Coordination Agency and was awarded a grant to support the mobilization and participation of citizens in ISAF. The initial target area covers 470 communes in 10 provinces (Banteay Meanchey, Kampong Chhnang,

⁹ For more information on the IDPoor programme, please, see <https://www.idpoor.gov.kh/>

¹⁰ For more information on this, please see [here](#).

¹¹ See annex 4 for more details on the ISAF process at the commune and sangkat level.

Kampong Thom, Kandal, Kep, Preah Sihanouk, Preah Vihear, Prey Veng, Siem Reap and Svay Rieng) and Phnom Penh where 4,100,000 people live. The project runs from March 2020 to March 2024. The target area will be extended as additional funds are made available by new donors. Other CSOs (CARE, FHI360, etc.) implements ISAF in other target areas with the support of other donors (European Union, USAID).

1.2 The Pilot project for an extension of ISAF to the On-demand IDPoor services

This pilot project aimed:

- To inform citizens about their rights related to the new OD IDPoor services;
- To support local dialogues to improve the accountability of commune officials on the implementation of their new responsibilities regarding the implementation of the new OD IDPoor services.

The pilot introduced 2 main types of changes to the ISAF process¹²:

- **Information of citizens:**

New information related to the IDPoor services was shared during the I4C activities (see annex 1 and 2) and just before the monitoring of the quality of the services provided by the commune administration during the scorecard meeting. This information focused on 2 things:

- The rights of citizens in relation to the OD IDPoor (for example their right to be treated respectfully).
- The quality standards that service providers are expected to meet regarding the delivery of these services (how the interviews should be conducted, which information should be collected, etc.)

Citizens had then the opportunity to prioritize the OD IDPoor services during scorecard monitoring process if they wish to score their satisfaction on this aspect of the service provided by the commune administration and suggest actions to improve it. Similarly, service providers (members of the commune administration) had the opportunity to prioritize the OD IDPoor services during the self-assessment process and to suggest actions to improve their performance on this aspect. Ultimately, both citizens and service providers had the opportunity during the interface meetings to prioritize actions to be included in the final JAAPs to improve the delivery of these services.

- **Adaption to ensure the inclusion of marginalised and most vulnerable groups:**

Several major changes focusing on inclusiveness¹³ were made to the ISAF process during the pilot for 2 main reasons:

- The OD IDPoor services are critical for the poorest families as well as for the most marginalized and vulnerable households (households including people with disabilities, people living with HIV, etc.). Therefore, it was critical to ensure the participation of these groups.
- It had been observed during ISAF Phase I that members of marginalized groups were often underrepresented in the ISAF activities.

To ensure that the process would be more inclusive, the following activities were introduced:

- A social mapping exercise was conducted at the beginning of the ISAF process in each commune to identify the poorest households as well as households including members from marginalized/vulnerable groups.

¹² See annex 4 for more information on the ISAF process and methodology.

¹³ These changes are aligned with the draft ISAF Operational Guidelines for NGO implementers that was developed in 2020 by the demand-side implementers and is currently under discussion with the supply-side.

- I4C home visits: In each commune, at least 10 households identified during the social mapping were visited by CAFs, sometimes also accompanied by local authorities, to be directly presented the I4C information. In some districts where restrictions related to COVID-19 were especially strong for extended periods of time (especially in Kandal), these home visits were the only I4C activities that were possible.
- In each commune, one small I4C meeting targeting maximum 15 participants from households identified during the social mapping were organized. As for the home visits, this activity aims to ensure the participation of members of marginalized group in the ISAF process. The implementation of this activity was not possible in some districts where restrictions related to COVID-19 were especially severe.
- In each commune, one small scorecard meeting targeting maximum 15 participants from households identified during the social mapping were organized.

The abovementioned activities were shown to be highly effective at increasing inclusion across the project and these have now been included in the standard ISAF process implemented by WVI-C in all target areas.

The pilot was implemented from November 2021 to March 2021 in 208 communes across 8 provinces, all of which were new locations under ISAF. The project was designed with the National Committee for Sub-National Democratic Development Secretariat (NCDDS), the MoP and the German Corporation for International Cooperation (GIZ). It was co-funded by GIZ and the Social Accountability and Service Delivery Trust Fund managed by the World Bank with the support of the German Ministry for Economic Cooperation and Development (BMZ), the Swiss Agency for Development and Cooperation (SDC) and World Vision Australia. The project also received the technical support of the Department of Foreign Affairs and Trade (DFAT) from Australia and the United Nations Children's Fund (UNICEF).

Table 5. Target area of the pilot project and progress of implementation

Province	Target area of the pilot project		# communes that manage to finalize the following activities					
	District	Commune Sangkat	I4C		Scorecard		JAAP	
			#	%	#	%	#	%
Prey Veng	2	15	15	100%	15	100%	15	100%
Svay Rieng	4	46	46	100%	46	100%	46	100%
Kampong Chhnang	3	23	23	100%	23	100%	23	100%
Kampong Thom	1	5	5	100%	5	100%	5	100%
Siem Reap	1	14	0	0%	0	0%	0	0%
Kandal	7	77	73	95%	26	34%	0	0%
Kaeb	2	5	5	100%	5	100%	0	0%
Preah Sihanouk	3	23	23	100%	8	35%	0	0%
Total	23	208	190	91%	128	62%	89	43%

As showed in Table 5, the pilot project faced some significant challenges related to COVID-19 community transmission and related restrictions adopted by the RGC and local authorities. These challenges affected the implementation of several activities from the capacity building of the CAFs to the organization of activities involving face-to-face meeting among citizens and local authorities at the local level. Several times during the implementation and in several provinces, all activities organized by

CSOs were banned. Ultimately, it was only possible to finalize the ISAF cycle in 43% of the communes involved in the pilot and most of the communes in Kandal, Kaeb, Siem Reap and Preah Sihanouk provinces had to stop implementation without adopting a Joint Accountability Action Plan (JAAP).

The restrictions related to COVID-19 also had an impact on the number of participants that were able to take part in the project. Several activities had to be cancelled or the number of participants had to be reduced. In the end, 40,000 citizens and more than 3,500 officials and service providers took part in the pilot project:

- almost 16,000 people took part in the *Information for Citizens* activities
- more than 24,000 people took part in the *Scorecard monitoring*
- Almost 3,600 officials and service providers took part in the *self-assessment*.

1.3 Objectives of the Report

This report assesses the pilot projects' potential impact on the quality of the OD IDPoor service delivery at commune level in the target areas, and in particular:

- The impact of the I4C activities on the understanding of citizens on their rights and of the quality standards guiding the action of Commune Councils on the implementation of the OD IDPoor services,
- The overall impact of ISAF on the issues affecting citizen satisfaction with the OD IDPoor service delivery, and
- The overall impact of ISAF on the use of the OD IDPoor services by the citizens.

This report also identifies key learnings from the adaptation and extension of ISAF to the OD IDPoor services, including:

- The perception of local authorities and citizens on the extension of ISAF to the OD IDPoor services and the potential issues affecting their appreciation of the extension,
- The adequacy of the I4C material (poster/leaflets) used,
- The adequacy of the training, coaching and support received by the CAFs, and
- Any implementation or operational issues that may have affected the quality implementation of the project.

This report is intended for three main stakeholder groups:

- The MoP, National Committee for Sub-National Democratic Development Secretariat (NCDDS) and development partners that are directly involved in the implementation of the IDPoor programme with the ambition that this report will help them to address some issues affecting the quality implementation of the OD IDPoor services at the commune level.
- The ISAF implementers with the ambition that this report will help them to address some of the challenges that may affect the implementation of ISAF in relation to the IDPoor services.
- All Civil Society Organizations (CSOs) working at the local level in the sectors of social assistance, social protection, livelihood or nutrition with the ambition that they will contribute to improve the support that CSOs are providing to citizens regarding their registration as IDPoor.

1.4 Data used for this report

Pre- and Post- I4C activity tests (M&E data)

As part of the routine M&E of the ISAF project, 30% of all citizens participating in the I4C activities are randomly selected to take a test before and after the activities to measure their understanding and knowledge of their rights and of the national standards that the service providers are supposed to meet when delivering the local public services. Respondents are asked to mention national standards related to each service (health centres, primary schools and commune administration) and the CAFs record the number of respondents able to mention at least 2 of them. For the pilot project, the respondents were asked to mention national standards related to the OD IDPoor services as well as to mention the steps of the registration process and some of the eligibility criteria to be recognized as IDPoor (see questionnaire and methodology in annex 3).

The report reviewed the answers from 3,382 citizens to the pre-activity test and from 5369 citizens to the post-activity test. Some of this data was collected in 2020 when the pilot project was conducted with additional data was collected in 2021 (second ISAF cycle in the target area).

Citizen Scorecard (M&E data)

The Community Score Card (CSC) process is a community monitoring tool that enables citizens to voice their assessment of a quality of the public services they receive against the national quality standards that these services are expected to meet (as defined in the relevant legal and policy framework). During the scorecard process, for each facility (health centre, primary school or commune administration), citizens prioritize 5 assessment criteria (for examples “respect of opening hours” or “adequate number of staffs”). They will then score their satisfaction with the quality of the service provided (in comparison with the national quality standards these services are expected to meet) using emoticons (5 rating possible, from very unsatisfied to very satisfied) for each of the assessment criteria. These criteria are selected freely by the participants to the scorecard meetings after they have been reminded of the information shared with them during the I4C activities. They can be national quality standard (number of books provided to each student for example) or any aspect or characteristic of the service provided by the Health Centre, Commune Administration and Primary School. Citizens tend to select assessment criteria related to the most important aspects of the services they are receiving. They also tend to select assessment criteria related to the aspect of the service they would like to see improved independently of their satisfaction. These scorecard meetings (assessment criteria prioritized and scores) were conducted in 363 communes (251 commune in the control area and 112 in the target area).

Supply Side Self-Assessment (M&E data)

The self-assessment process is similar to the scorecard process. Service providers (staff from the facilities providing services) identify 5 assessment criteria to assess their own performance (against the national standards). This report reviewed the data from the self-assessment conducted in 341 communes (251 communes in the control area and 90 communes in the target area).

Joint Accountability Action Plans (M&E data)

During the scorecard and self-assessment meetings, actions were suggested to improve the quality of the services provided by the facilities assessed. These actions are then prioritized by representatives of the citizens and of the service providers during the interface meetings. Some of them are dropped while some others are included in the final Joint Accountability Action Plans (JAAPs). This report reviewed the content of the JAAPs from 349 communes (277 in the control area and 72 in the target area).

Unfortunately, not enough data on the implementation of the JAAPs was available at the time of the development of this report to conduct an analysis on this aspect and further monitoring and analysis will be needed.

Perception Surveys (CAFs, LAMs and staff members)

To complement the previous sources of information, WVI-C conducted 3 perception surveys among 97 (46 female) CAFs, 96 (19 female) Local Authority Members and 23 field staff from the 7 provinces of the target area of the pilot project. See annex 5 for the full perception surveys and details on the samples.

The COVID-19 restrictions prevented the collection of perception data from the citizens (beyond the pre- and post I4C activity test) who had been involved in the activities of the project.

IDPoor Database

The report also reviewed the number of new household (HHs) registered as IDPoor in selected communes from the IDPoor database (<https://www.idpoor.gov.kh/>). Due to an upgrade of the IDPoor database, it was impossible, for most of the communes covered by the target area, to retroactively check how many HHs had been registered for specific periods of time in the past. The data for only 16 communes in the target area was available. It was compared with the data from 127 communes in a control area.

FINDINGS

1. Citizens have poor understanding of their rights and the standards that OD IDPoor Services are expected to meet

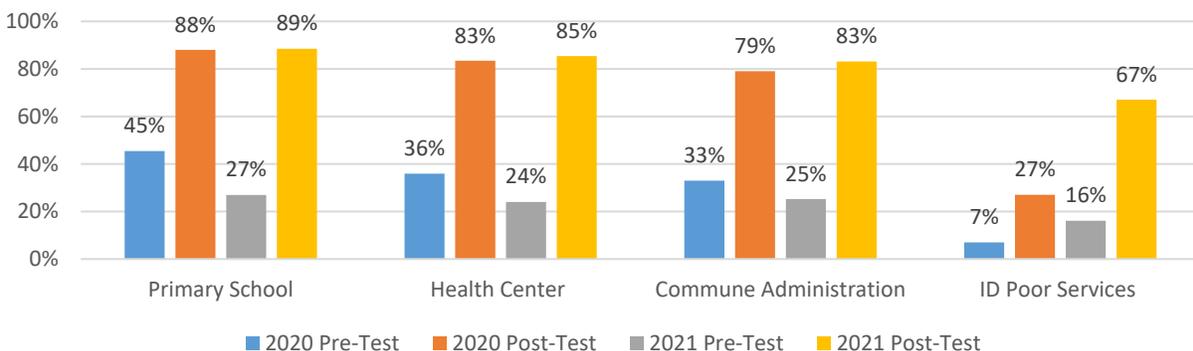
The understanding of the citizens of their rights and entitlements is important at 2 levels:

- First, this understanding is a critical condition for them to access the OD IDPoor services (they cannot access something they do not know they are entitled to receive).
- Secondly, the social accountability process, to lead to action, requires a dialogue between informed citizens (able to demand the national quality standards to be met) and responsive service providers (see question 2).

All data reviewed for this study shows that the citizen understanding of the OD IDPoor services was very poor before the ISAF process started in year 1:

- The perception surveys show a strong consensus among CAFs (85% of the respondents), staff members (78%) and local authorities (68%) that the information shared during the I4C activities on the OD IDPoor services had never been received by the citizens before.
- The pre-test conducted before the I4C activities (Figure 1) shows a very low level of understanding of the service by citizens, much lower than their understanding of their rights and standards for the 3 traditional ISAF services.

Figure 2. % of citizens able to answer correctly at least 2 questions (out of 5) on the national standards that local public service providers are supposed to meet



Note: 2020 Pre-Test n= 2396, Post-Test n= 1473; 2021 Pre-Test n= 986, Post-Test n= 3896*
 (*2021, IDPoor, n=3405, no post test conducted in Kampong Chhnang and Kampong Thom)

The level of understanding of the citizens was higher in year 2 (compared with the pre-test) but only marginally and still below the level of understanding and knowledge citizens have about the other services.

2. ISAF contributed to boost the understanding of the citizens about their rights and the national standards related to the OD IDPoor services

At the heart of the social accountability process is a productive dialogue between citizens and service providers. To ensure this dialogue is productive, citizens need to be informed about their rights and the national quality standards so they can demand them to be met. For this reason, the ISAF process starts with activities aiming at providing Information for Citizens (I4C). Considering the low level of understanding that citizens had on the OD IDPoor services, it was critical, for the success of the pilot project, that these activities contributed to significantly increase this understanding.

Based on the data reviewed for this study (perception surveys and data from the pre- and post-I4C activity tests), the I4C activities seem to have succeeded toward this goal within some limits.

In the perception surveys, all parties agreed that:

- The extension of ISAF to the OD IDPoor services had already had a positive impact in the community by the time of the surveys according to the LAs (86% of the respondents), CAFs (75%) and staff (91%).
- The main manifestation of this positive impact was that citizens understand better the process and/or their rights, the eligibility criteria and/or the benefits attached to the equity card (LAMs at 79%, CAFs at 71% and staff at 76%).

When comparing the pre- and post-I4C activity tests, in the first year, I4C activities only slightly increased citizen understanding on the IDPoor registration process (see Figure 1). The increase is much smaller than the increase registered for the other 3 services. The understanding of the citizens following the I4C activities increases significantly the second year.

This result is likely due to the fact that 2020 was the first year that the ISAF process was implemented in the target area. The I4C information was totally new to the citizens and the additional information on the OD IDPoor services, on top of the normal information about health centers, primary schools and the other services provided by the commune administration, may have been too much to absorb. Other issues affecting the implementation of the pilot project in 2020 may also explained this result (see finding 10).

Following the I4C activities, the knowledge of the citizens was highest on the assessment criteria for IDPoor families and the fact that citizens are entitled to review and endorse the list of poor households (around 45% of respondent). The lowest level of knowledge was on the step of IDPoor registration process.

3. ISAF contributed to boost the understanding of local authority members about their their roles and responsibilities in relation to the delivery of the OD IDPoor services

As for the understanding of the citizens of their rights and entitlements, the questions of the understanding of their roles and responsibilities by local authority members in relation to the delivery of the OD IDPoor services, and their capacities to do so, are important on 2 levels:

- First, this understanding is a critical condition for the good delivery of the OD IDPoor services (they cannot deliver something they do not know they are supposed to deliver).
- Secondly, as mentioned in question 1, the social accountability process, to lead to action, requires a dialogue between informed citizens (see question 1) and responsive service providers fully aware of their roles and responsibilities in meeting these standards (and with the capacities and resources to meet them).

The understanding of the local authorities on their roles and responsibilities in relation to the delivery of the OD IDPoor services (and their capacities in this area) was not measured at the beginning of the project. However, in the perception survey conducted among LAMs:

- 77% of the LAMs consulted mentioned that additional training on the OD IDPoor services was needed, suggesting at least a lack of confidence on their capacities to deliver on their responsibilities.
- A recommendation was also made by several LAMs consulted that the goals of the outreach activities (who to target and visit) should be clarified, suggesting a certain lack of clarity on their roles and responsibilities in this regard.

The data reviewed suggests that their understanding of these roles and responsibilities increased as a result of the pilot project:

- There was a consensus among LAMs (79% of the respondents), CAFs (87%) and staff (65%) that local authorities had a better understanding of their roles and responsibilities in relation to the delivery of the OD IDPoor process following the pilot project.
- The responses of the LAMs to the perception survey similarly suggest an increased level of understanding and improved capacities (see Table 6) as a result of the pilot project.

Table 6. Selected questions from the LAM Perception Survey

How ISAF helped you to be better able to perform your responsibilities¹⁴	
I have a better understanding of the OD IDPoor implementation process	67%
I have a better understanding of the challenges faced by the citizens when trying to request for interview as Poor households	70%
I have a better understanding on how to support citizens requesting for interview	55%
Through the ISAF process I learned of the cases of vulnerable families who want to be identified as poor households	52%
The discussions during ISAF motivated me to do more for the most vulnerable citizens in my commune	35%

4. Feedback from the citizens on the OD IDPoor services as expressed in the scorecard process

During the scorecard meeting, for each facility (health centre, primary school or commune administration), citizens prioritize five assessment criteria (for examples “respect of opening hours” or “adequate number of staff”). They then score their satisfaction with the quality of the service provided (in comparison with the national standards they have been informed about) using emoticons (5 ratings possible, from very unsatisfied to very satisfied) for each of the assessment criteria. These criteria are selected freely by the participants to the scorecard meetings after they have been reminded of the information shared with them during the I4C activities. They can be national quality standards or they can related to any aspect or characteristic of the service provided by the health centre, commune administration and primary school.

During the scorecard process, the CAFs encourage citizens to select assessment criteria related to:

- The most important aspects of the services they are receiving.
- The aspects of the services they would like to see improved (independently of their level of satisfaction).

Therefore, how often an assessment criterion is selected gives a good indication on which aspect of the services citizens value most and/or wants most to see improved. As a benchmark, during ISAF Phase I, the 5 assessment criteria that were most often selected were selected in between 69% and 35% of the communes covered by the project.

During the scorecard meetings, assessment criteria related to the OD IDPoor services were selected in 19% of the communes (21) that conducted a scorecard in the target area of the pilot project (versus 2% of the communes in a control area). This proportion puts OD IDPoor services within the top 10 of the most discussed aspects of the services of the commune administration but far behind the top five¹⁵.

¹⁴ Respondents were not read the responses below.

¹⁵ This top five was Respect of working hours, punctuality and internal rules, Public posting and dissemination of information, Staff behaviour, friendliness and politeness, Openness to the views of citizens and responsiveness to their concerns and Condition of the commune hall (building). See the full report on the analysis of the data generated during ISAF Phase I [here](#).

The average satisfaction score for the assessment criteria related to the OD IDPoor services was 3.5 (out of 6), in line with the average score for the other services covered by ISAF.

The assessment criteria suggested by the citizens on the OD IDPoor services (as recorded by the CAFs) are all related to the registration of poor households. None of them is related to other OD IDPoor services such as, for example, removing families that would not meet anymore the selection criteria or responding to individual complains.

These assessment criteria are mainly formulated as “the commune administration register poor families” or “the commune administration issues IDPoor Card to poor families”. The vague formulation of the assessment criteria does not allow to identify the issues (if any) that citizens may have identified in the target communes. It is likely that their low level of understanding about the OD IDPoor services affected their capacity to identify precise and specific issues with the delivery of the services.

However, this formulation seems to suggest that:

- Citizens and local authorities believe that some households meeting the criteria to be recognized as IDPoor are not registered in the target communes.
- Citizens believe that the local authorities are the key protagonist in the registration of poor families with responsibilities to conduct outreach activities and to initiate the registration process on their behalf.

This perception (that local authorities are leading on the registration of poor families) is likely to be a significant barrier to the access of citizens to the OD IDPoor services and additional consultation of the citizens would be needed here to understand better the perception of the citizens on their rights and on the responsibilities of the local officials, especially regarding the initiation of the registration process.

5. Feedback from the members of the commune administration on the OD IDPoor services as expressed in the assessment process

Like in the scorecard process, the service providers start the self-assessment process by identifying 5 assessment criteria they will use to score their own performance. They are similarly free to select either national standards or other aspects of the services as assessment criteria.

During the self-assessment meetings, assessment criteria related to the OD IDPoor services were selected in 16% of the communes (14) covered by the pilot (versus 1% in a control area). As for the scorecard, it shows that this service is not a top concern of the service providers but is still selected in a significant number of communes (one in 6).

As for the scorecard process, the assessment criteria are mainly formulated as “the commune administration register poor families” or “the commune administration issues IDPoor Card to poor families”. This also seems to suggest that the members of the commune council believe that:

- Some households meeting the criteria to be recognized as IDPoor are not registered in the target communes.
- They are the key protagonist in the registration of poor families with responsibilities to conduct outreach activities and to initiate the registration process on their behalf.

Additional research would be needed here to understand better the perception of the members of the commune councils on their responsibilities, especially regarding the initiation of the registration process.

6. Actions identified to improve the OD IDPoor services

Actions related to the OD IDPoor services were included in 15% of the target communes (11) where a JAAP was finalized (vs. 0% in a control area).

Unfortunately, 18 communes in Kandal and Preah Sihanouk provinces that had identified assessment criteria related to the OD IDPoor services in the scorecard and/or self-assessment did not finalize a JAAP due to the challenges and restrictions related to COVID-19. If the JAAPs had been finalized in these communes, the proportion of JAAPs including at least one action related to the OD IDPoor services could have reached up to 25%¹⁶.

As observed above for the assessment criteria, the actions suggested by the citizens and recorded by the CAFs on the OD IDPoor services are all related to the registration of poor families. None of them are related to other OD IDPoor services such as, for example, removing families that would not meet anymore the selection criteria or reviewing individual complaints.

Similarly, the actions are mainly formulated as “the commune administration register poor families” or “the commune administration issues IDPoor Card to poor families”. As for the assessment criteria, this vague formulation does not allow to identify the issues (if any) that citizens and / or local authorities may have identified with the delivery of the services in the target communes. However, it seems to suggest that citizens and local authorities believe that:

- Some households meeting the criteria to be recognized as IDPoor are still not registered in the target communes.
- Local authorities are the key protagonists in the registration of poor families with responsibilities to conduct outreach activities and to initiate the registration process on their behalf.

7. The ISAF process triggered a series of actions from local authorities to improve the delivery of the OD IDPoor services

Not enough data on the implementation of the JAAPs was available at the time of the development of this report to conduct an analysis on this aspect and further monitoring and analysis will be needed. However, in the perception surveys, LAMs, CAFs and staff members agree that the ISAF process led to actions implemented by LAMs to address some of the feedback and/or concerns of the citizens expressed during the ISAF Process on the OD-IDPoor services.

¹⁶ Even if the OD IDPoor services were selected for discussion in the scorecard and/or in the self-assessment, there was no guarantee that the final JAAP would have included an action related to this subject as citizen representatives and supply side representatives could have decided not to prioritize any action during the interface meeting. Therefore, 25% should be seen as a maximum percentage possible.

Table 7. Extract from the perception surveys related to the actions taken by LAMs to address some of the feedback and/or concerns of the citizens expressed during the ISAF Process on the OD-IDPoor services

Statements / Questions	% of respondents agreeing		
	LAM	CAF	Staff
The local authorities already took action to address some of the feedback and/or concerns of the citizens expressed during the ISAF Process on the OD-IDPoor services	97%	82%	70%
If yes, which actions have been taken by LAs?¹⁷			
The local authorities organized activities to provide more information to some citizens or groups of citizens.	72%	61%	38%
The local authorities reached out to some families to support them to file requests for interview or to address other challenges related to the OD IDPoor process/Equity Card uses.	88%	90%	56%
The local authorities replied to requests for interviews filed before the ISAF process was implemented.	53%	63%	38%
The local authorities reviewed some decisions made before the ISAF process on requests for interviews filed by some families.	70%	51%	31%

8. The pilot project contributed to increase the number of households registered in the target area

The average number of new IDPoor cases¹⁸ the month before the I4C activities was compared with the average number of new cases the month after the I4C activities in 64 communes¹⁹ in the target area. This comparison shows a clear increase (see Table 8) on the monthly average of new IDPoor cases after the I4C activities.

Table 8. Average number of new IDPoor cases a month before and after the I4C activities

Dates of the I4C activities	# of Communes	Average number of new cases a month per commune	
		Before the I4C activities	After the I4C activities
November 2020	4	0.0	0.3
December 2020	35	1.8	5.0
January 2021	15	1.7	2.4
February 2021	10	0.2	0.8
Total	64	1.4	3.4

The average number of new IDPoor cases in the communes of the target area was then compared to the average number of new IDPoor cases in 158 communes where the project was not implemented (Figure 3). The data reviewed shows a sharp increase of the average number of new cases in January as most of the communes in the target area had just finished implementing I4C activities²⁰. This increase

¹⁷ The respondents were not suggested the following responses.

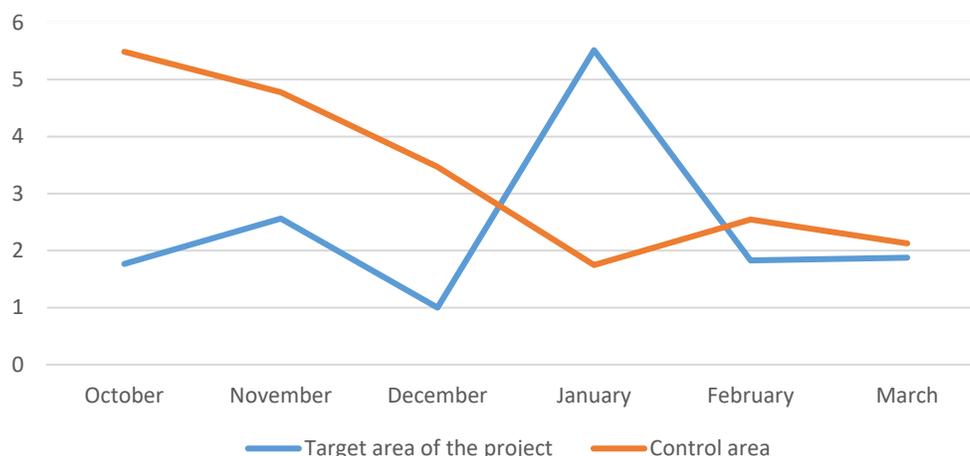
¹⁸ New IDPoor cases cover new requests received or processes started to register households.

¹⁹ Due to an upgrade of the IDPoor database, it was only possible to retroactively check how many HHs had been registered for specific periods of time in the past for 64 communes from the target area.

²⁰ See Table 8 for the timeline of the implementation of the I4C activities.

was not registered in the control area. No other external factor that could have led to an increased of the number of new registrations in the target area was identified during discussions with the relevant CAFs.

Figure 3. Average number of new IDPoor cases per commune per month



Note: Target area: 64 communes. Control area: 158 communes

9. Local authorities reported to have a very positive opinion on the extension of ISAF to the OD IDPoor services

Overall, local authorities reported to have a very positive opinion on the extension of ISAF to the OD IDPoor services as shown in the table below.

Table 9. Selected questions from the LAM Perception Survey

Do you agree with the following sentences?	% of respondents agreeing
ISAF can contribute to improve the implementation of the OD IDPoor process	98%
ISAF can contribute to increase the satisfaction of the citizens with the OD IDPoor process and their trust in the process	97%
ISAF is going to lead to an increase of demand from citizens who meet the criteria to be recognized as IDPoor	90%
As a result of ISAF, you will be able to better perform your role and responsibilities regarding the OD IDPoor registration process	93%
How has ISAF helped you to be better able to perform your responsibilities	
I have a better understanding of my role and responsibilities	79%
I have a better understanding of the OD-IDPoor implementation process	67%
The citizens understand better the process and the eligibility criteria which will make my job easier	61%
I have a better understanding of the challenges faced by the citizens when trying to be registered as IDPoor households	70%
I have a better understanding on how to support citizens requesting to be registered	55%

Through the ISAF process I learn about the cases of vulnerable families who want to register as IDPoor	52%
The discussions during ISAF motivated me to do more for the most vulnerable citizens in my commune	35%
ISAF for OD-IDPoor has already had a positive impact in my commune.	86%
If yes, how is ISAF on OD IDPoor services having a positive impact?²¹	
The citizens understand better the process and/or their rights, the eligibility criteria and/or the benefits attached to the equity card	79%
The citizens understand better the role and responsibilities of local authorities	69%
The citizens have more trust in the OD IDPoor implementation process	67%
The citizens have more trust in the work of the commune council	66%

However, local authority members expressed some concerns regarding the implementation of the pilot project, mainly that the project could confuse citizens about the process or their rights or that the project could encourage citizens who do not meet the criteria to be registered as IDPoor to request to be register.

Table 10. Selected questions from the LAM Perception Survey

Do you agree with the following sentences?	% of respondents
ISAF for OD IDPoor has already had a negative impact in my commune.	42%
If yes, how is ISAF on OD IDPoor services having a negative impact?²²	
• The citizens are more confused about the process or their rights	65%
• More citizens that do not meet the criteria are demanding to be requested for interview	60%
• There is less trust / more tension between citizens and the commune council	48%

They also reported to be not fully confident in the ability of CAFs to provide clear and comprehensive information on the OD IDPoor process. They identified how to request an interview and the role of the community council as areas where the information shared during the I4C activities could be improved.

10. Challenges faced during the implementation of the extension of ISAF to the OD IDPoor services and how they can be addressed

COVID-19

The implementation of the pilot project was significantly impacted by the COVID-19 restrictions, especially in Kandal, Kaeb, Siem Reap and Preah Sihanouk provinces where bans on any face-to-face activities were introduced for more or less extended periods of time. These restrictions:

- Prevented the organization of face-to-face capacity building and coaching of the CAFs and staff. While online training sessions were organized, CAFs and staff have mentioned in the perception surveys that this format did not allow to train the CAFs and staff as well as it would have been possible through face to face training.

²¹ LAMs were not prompted on the responses below.

²² LAMs were not prompted on the responses below.

- Delayed the implementation of several activities in many communes, leading to the impossibility to finalize JAAPs in around 57% (119) communes in the target area²³.

Information overload and risk of confusion of the citizens

Data from the pre- and post-I4C activity tests as well as from the perception surveys suggests that citizens started the ISAF process with very limited knowledge and understanding on their rights and on the standards that these services should meet. Data from the perception surveys (see Table 11) suggest that, in some cases, the significant amount of information that was shared during the I4C activities, combined with the low level of understanding of the citizens, may have led to information overload, limited retention and confusion.

Table 11. Perception of ISAF OD IDPoor Process

Questions / statements	% of the respondents		
	LAMs	CAFs	Staff
ISAF for OD IDPoor has already had a negative impact in my commune.	42%	35%	26%
If yes, how is ISAF for OD IDPoor services having a negative impact?²⁴			
The citizens are confused about the process or their rights	65%	59%	N/A
Local authorities are more confused about the process or their responsibilities than before the ISAF process	N/A	18%	8%
More citizens that do not meet the criteria are demanding to be requested for interview	60%	35%	8%
There is less trust / more tension between citizens and the commune council	48%	29%	15%

As mentioned earlier, it was the first time that ISAF was implemented in the target area and that citizens in this area joint I4C activities. It is likely that the novelty of all the information shared during the I4C activities (on health centres, primary schools and the other responsibilities of the commune administration) contributed to this information overload. It is expected that the amount of information shared will become more manageable for the citizens from year 2 of implementation as they become more familiar with it.

Limited capacities of the CAFs

Overall, it appears that the CAFs and local authorities worked well in tandem to provide an encouraging environment for citizens to learn about their rights and discuss the quality of the delivery of the OD IDPoor services. However, the data suggests that the capacities of the CAFs were not fully adequate to implement the pilot project. The CAFs only rated themselves 6/10 in terms of competency to implement the process. This shows a lack of full confidence that is confirmed by the fact that 84% of them mentioned the need for more training for themselves as a way to improve the quality of I4C activities.

Similarly, staff members rated the competency of CAFs 6 out of 10. Only 48% of the staff agreed that the CAFs provided clear and accurate responses to the questions and comments from the citizens on the OD IDPoor services. Only 39% of the staff agreed that the CAFs showed assurance and confidence when sharing the information and / or responding to the questions of the citizens on the OD IDPoor services.

²³ See Table 5.

²⁴ Respondents were not read the responses below.

Local authorities reported that some information provided by CAFs was not clear or could be improved in relation to:

- How to request an interview (57%)
- Roles and responsibilities of the commune council (53%)
- Benefits of an equity card (39%)

This issue can be partially explained by the facts that:

- The CAFs involved in the implementation of the pilot project were new and it was the first time they were trained and they had to lead the implementation of ISAF activities. It is likely that their capacities and confidence will increase in years 2 or 3 of implementation.
- As mentioned above, COVID-19 restrictions prevented, at times and in some places, the organization of face-to-face capacity building and coaching for the CAFs and online training did not allow to train the CAFs as well as it would have been possible through face-to-face training.

Quality of the I4C material

During the pilot project, the I4C material used to share information on the OD IDPoor services was very basic due to a lack of time for preparation. The poster was reviewed and improved for year 2 of implementation (see the new one in annex 2).

Limited capacities of local authorities and/or understanding of their roles and responsibilities

For the extension of ISAF to OD IDPoor services to make a full positive impact, local authorities need to be very clear on their roles and responsibilities and comfortable on how to deliver on those. The data from the perception surveys suggests that they may not have been fully confident about their capacities to deliver on their responsibilities.

RECOMMENDATIONS

These recommendations are intended for 3 main groups of stakeholders:

- The Ministry of Planning, the National Committee for Sub-National Democratic Development Secretariat (NCDDS) and the development partners that are directly involved in the implementation of the IDPoor programme with the ambition that they will contribute to improve the quality implementation of the OD IDPoor services at the commune level.
- The ISAF implementers with the ambition that they will contribute to improve the implementation of ISAF for IDPoor services.
- All Civil Society Organizations (CSOs) working at the local level in the sectors of social assistance, social protection, livelihood and nutrition with the ambition that they will contribute to improve the support that CSOs are providing to citizens regarding their registration as IDPoor.

For the Ministry of Planning

Local Authorities members mentioned some general recommendations in the perception survey:

- A national information campaign on the OD IDPoor services targeting vulnerable groups in the country would be needed.
- Additional information material (such as posters or leaflets) would be useful for local authorities to inform citizens.
- 77% of local authorities reported that they needed additional training on their role and responsibilities.

Beyond this, the pilot project has shown that CAFs can play an important role in informing citizens at local level and in ensuring their participation in the delivery of the OD IDPoor process. Their involvement in the implementation of the OD IDPoor process in the future could help to address some of the issues faced by local authorities and ensure a higher level of satisfaction and trust from the citizens.

For the NCDDS

- Ensure that the training curriculum of the focal points and local authorities taking part in ISAF covers the OD IDPoor services.
- Review the ISAF I4C booklet to align the content with the new poster on the rights and standards related to the commune administration and the key messages related to the OD IDPoor services.

For ISAF implementers

I4C content:

- Significant time needs to be allocated to the OD IDPoor services during the I4C activities.
- Strengthen the content of the I4C activities related to the grievance mechanism to ensure that citizens know how they can submit individual complains.
- Assess how the content of the I4C session can be reduced to avoid information overload (for examples by allocating less time to standards that would be already well known by citizens or by rotating over the years the information that is presented)

I4C material:

- Develop a one-minute video and a similar audio clip presenting the national standards related to the OD IDPoor services, the IDPoor registration assessment process, the eligibility criteria, etc.
- Develop a larger and simpler I4C poster (at least A3 size) and leaflets.
- Ensure that all the material present the steps of the registration process in a simpler and more graphic way.

Capacity building and coaching of the CAFs:

- The training of the CAFs should be strengthened on the OD IDPoor services, especially in relation with the steps of the registration process, the eligibility criteria and the other gaps highlighted in this report.
- Additional training material should be developed, especially digital training tools, videos and more visual I4C materials.
- Coaching during the year should also be strengthened in relation to the OD IDPoor services.

Engagement of local authorities

- Ensure, through discussions during the district inception meetings and the commune inception meetings, that local authorities are informed about the fact that the project is going to cover the OD IDPoor services.
- Check during these initial meetings that the local authorities have an adequate level of understanding of their role and responsibilities for a constructive dialogue with the citizens about them.
- Provide them with additional information on those if needed (using the I4C material, resources from the MoP, etc.).

For Civil Society Organizations and Development Partners

The low level of understanding of the citizens about their rights and the lack of clarity of some local authorities on their role and responsibilities are likely to be significant barriers to the access of the most vulnerable citizens to the OD IDPoor services.

- CSOs working at the local level in the sectors of social assistance, social protection, livelihood and nutrition should assess how they can provide support to these citizens.
- Development partners should consider how they could support efforts from the Ministry of Planning and from CSOs to reduce these barriers.

Additional data and analysis needed

The review of the data available did not allow to identify clear and definitive findings related to several important areas and some additional research would be needed:

Perception and feedback from the citizens:

As mentioned earlier, COVID-19 prevented the collection of perception data from the citizens that had taken part in the activities of the pilot project. There is a need in the future to collect some data about this through focus group discussions and exit interviews. Citizens, especially IDPoor holders, citizens that may meet the selection criteria but are not registered or citizens that would like to request to be registered, should be asked:

- If they had heard about the OD IDPoor prior to their participation in the ISAF activities and where from;
- How well they understand and comprehend the information shared during the I4C activities;
- About their experiences with attempting to register as IDPoor;
- If they believe ISAF is leading to an improved implementation of the OD IDPoor services.

Monitoring data

There is a need to continue to monitor the data generated during the scorecard and self-assessment meetings, as well as the content of the JAAPs, to assess if topics related to the OD IDPoor services continue to be prioritized, what the issues and actions prioritized are, etc.

It will also be critical to monitor carefully the implementation of the JAAP actions related to the OD IDPoor services to understand how service providers are responding to the feedback of the citizens.

IDPoor database

A more systematic analysis of the number of new registrations in the ISAF target area (and a comparison with a control area) will be needed to identify how social accountability affect number of registrations. To allow this analysis, the IDPoor database should offer some functionalities that seem to be lacking at the moment.

ANNEX 1. KEY MESSAGES SHARED DURING THE I4C ACTIVITIES ON THE OD IDPOOR SERVICES

The following messages were shared by the CAFs during the I4C activities to describe the new role and responsibilities of the Commune Councils regarding the delivery of the OD IDPoor services.

- The commune administration is now responsible for the identification of poor households.
- Households that became poor (when a household members has lost his/her job, lost income, high health care expenditures, natural disaster or thief of property) or/and that counts with a member with special circumstances can be identified as Poor Households (P1 or P2) and receive an Equity Card.
- This Equity Card entitles them to some benefits such as free health care at any state health care facilities (the health centers, referral hospital, national hospital), education, vocational training courses, clean water/electricity connection, agriculture inputs, food or cash scholarship at primary schools and financial support from the Royal Government of Cambodia in some cases (cash transfer for women and children under 2 years old, cash transfer to people with disability, cash transfer to poor and vulnerable households).
- Households who believe they are poor can submit their request themselves to the village chief or to a commune councilors using a form available at the commune hall.
- Requests can also come from third parties on behalf of a poor household. For example a CAF, the Village Representative Group, School Principal, Health Centre Chiefs, Commune Administrative, Police officer(s), NGO/CSO representatives, religious leaders and community-based organizations working in the commune jurisdiction.
- The commune council should meet to review their requests to decide if they are eligible for interview.
- If eligible, members of the commune council should conduct the interview at the residence of the requesting households by using a standard questionnaire through a tablet.
- The commune council will then make a decision based on the result of the interview and considering the special circumstances of the interviewed household.
- Households that are recognized as poor households will receive an Equity Cards (EC)
- Equity Card holders/Poor Households have the right to file a request to edit their poor households information to commune councilors.
- Poor household who have lost their Equity Cards can inform the commune chief to get new ones.
- The Commune Council have the right to review the situation of Equity Cards holders to reassess their situation and disqualify them if they have stopped to meet the eligibility criteria.
- Decision on the requests for newly poor households or on changes in the status of holders of Equity Cards can be made in any commune council meeting.
- Meetings during which a decision is made on request or change of situation should be opened to the public.
- Every monthly meeting of the commune council will include an agenda point related to the IDPoor implementation to contribute to the Cambodia Social Protection scheme.
- All citizens and/or their representatives have the right to submit suggestions or complaints regarding the implementation of the IDPoor processes verbally or in writing.
- These suggestions and / or complaints can be submitted:
 - In writing using the message box at Commune hall or in public place. The citizens can submit their suggestion or complaint using normal paper or the form that can be used at the commune hall
 - Verbally to a member of the Commune planning committee who will capture the suggestion or complaint through the form
 - By submitting the suggestion and/or complain to the Ombudsman Office at the district level.
- For any issues related to the loose and/or serious tear of equity Card, please contact MoP telephone number: 095 363 688 / 012 391 016.
- More information on the IDPoor processes, eligibility criteria and benefits are available at <https://mop.idpoor.gov.kh/about/process> or at <https://www.youtube.com/watch?v=xGxYtwmfOOM>

ANNEX 2. I4C POSTER USED FROM YEAR 2 OF IMPLEMENTATION



រដ្ឋនៃដំណើរការអន្តរាគមន៍សម្រួលស្ត្រីក្រីក្រតាមការស្នើសុំ



កម្មវិធីអន្តរាគមន៍សម្រួលស្ត្រីក្រីក្រ គឺជាកម្មវិធីមួយនៃព្រះរាជាណាចក្រកម្ពុជាហើយកម្មវិធីនេះមានគោលដៅ ដើម្បីកំណត់អន្តរាគមន៍សម្រួលស្ត្រីក្រីក្រហើយអាចផ្តល់អោយស្ត្រីក្រីក្រទាំងនោះ មានលទ្ធភាពទទួលបានជំនួយសេវាសង្គមផ្សេងៗរួមមាន ការអប់រំ ការថែទាំសុខភាព ទឹកស្អាត សម្ភារកសិកម្ម ការផ្តល់ជូន សាច់ប្រាក់ និងសេវាផ្សេងៗទៀតដែលមានក្នុងព្រះរាជាណាចក្រកម្ពុជា។

១. ការដាក់ និងទទួលបានស្នើសុំ	១ ពាក្យស្នើសុំឯកសារស្រុកក្រីក្រ ពាក្យស្នើសុំកែតម្រូវព័ត៌មាន ពាក្យស្នើសុំសម្ភាសន៍	ដាក់ដោយគ្រួសារផ្ទាល់ ឬក្រុម អនុកូម ឬអ្នកជំនាញភូមិ រួមមាន (គ្រូ គេឡ បូលីស ភ័ក្តិការងារសាសនា អង្គការ...)	ក្រុមតំណាង គណៈកម្មាធិការ ចៅសង្កាត់
២. ការពិនិត្យ និង សម្រេចលើ ពាក្យស្នើសុំ	២ គ្រួសារដែលត្រូវសម្រួល ត្រូវការចំណាយខ្ពស់បំផុតថែទាំសុខភាព និងផលប៉ះពាល់ពីប្រការប្រឈម	បាត់បង់សមាជិកប្រាក់ចំណូល ការគ្រាន់ប្តូរស្ថានភាពជីវភាពធន់ធ្ងន់	គ្រួសារដែលពិបាកបំផុតត្រូវសម្រួល បញ្ហាសេវាសង្គមផ្សេងៗ ប្រាក់ចំណូលរបស់គ្រួសារមានការកើនឡើង មានទទួលបានស្នើសុំ ដីកាច្បាប់សិទ្ធិឡើង
៣. ការសម្រួលសេវាស្រុក	៣ ការសម្រួលសេវាស្រុកត្រូវធ្វើឡើងនៅទីកន្លែងដែលមានប្រសិទ្ធភាពខ្ពស់ដោយឡែកពីប្រព័ន្ធប្រជាប្រិយសេវាស្រុក ឬ ប្រព័ន្ធប្រជាប្រិយសេវាស្រុក ឬ ប្រព័ន្ធប្រជាប្រិយសេវាស្រុក	ពិន្ទុ ៥៩ ដល់ ៦៨ - ៣១ ពិន្ទុ ៥៩ ដល់ ៥៨ - ៣១	
៤. ការពិនិត្យ និង ការអនុវត្តលើ ថ្នាក់ស្រុកក្រីក្រ	៤ ក្រុមប្រឹក្សាស្រុកក្រីក្រត្រូវប្រជុំពិនិត្យនិងសម្រេចលើលទ្ធផលនៃការសម្រួលសេវាស្រុកឱ្យបានល្អប្រសើរ ប្រធានក្រុមប្រឹក្សាស្រុកក្រីក្រត្រូវផ្តល់សុវត្ថិភាពលើចំណាត់ថ្នាក់ស្រុកក្រីក្រ តាមការសម្រេចរបស់ក្រុមប្រឹក្សាស្រុកក្រីក្រ ប្រធានក្រុមប្រឹក្សាស្រុកក្រីក្រ ត្រូវផ្តល់ព័ត៌មានទិន្នន័យស្រុកក្រីក្រដែលទទួលបានកម្មវិធីសម្រួលសេវាស្រុកក្រីក្រថ្នាក់ជាតិ		
៥. ការបោះពុម្ព និង ថែទាំបណ្ណសមធម៌ ជូនស្ត្រីក្រីក្រ	៥ បញ្ជាក់ទទួលបានទិន្នន័យពីស្ត្រីក្រីក្រ ប្រព័ន្ធប្រជាប្រិយសេវាស្រុកឱ្យបានល្អប្រសើរ និងផលិតបណ្ណសមធម៌ ក្រសួងនៃការ ត្រួតពិនិត្យបណ្ណសមធម៌ដែលបានផលិត និងបញ្ជូនទៅក្រុមប្រឹក្សាស្រុកក្រីក្រ ប្រើប្រាស់បណ្ណសមធម៌ទៅដល់ស្ត្រីក្រីក្រនៅស្រុកក្រីក្រដើម្បីចុះបញ្ជីឈ្មោះ និងផ្តល់ជូនទៅដល់ស្ត្រីក្រីក្រ		

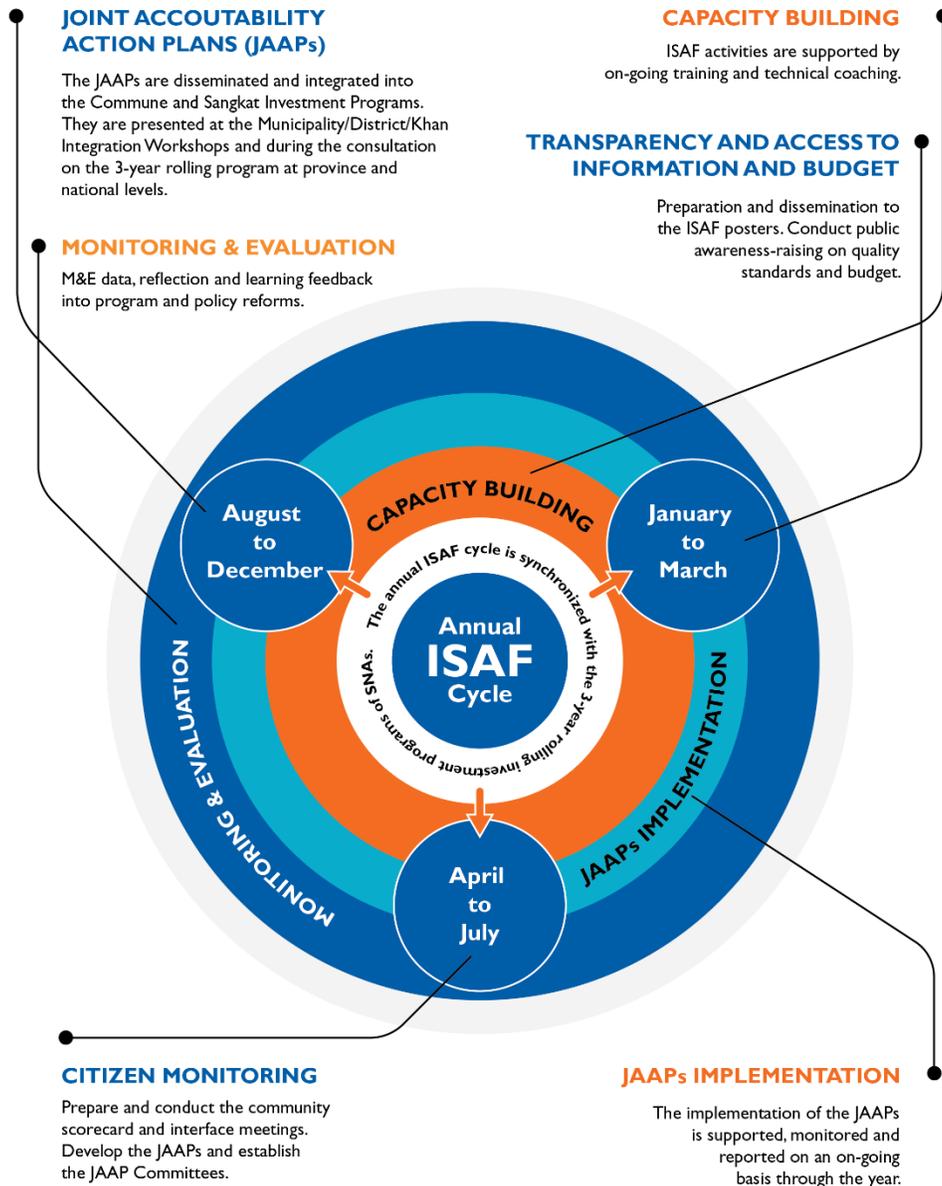


ANNEX 3. QUESTIONNAIRE USED FOR THE PRE- AND POST I4C ACTIVITY TEST ON THE OD IDPOOR SERVICES

The CAFs register the number of the respondents that can earn at least 2 points.

1. Please, mention the national standards that the commune administration should meet on the delivery of the OD IDPoor services. Potential correct answers include (one point each):
 - a. The Commune/Sangkat (C/S) council should invite you to the meeting to review and endorse the list of IDPoor Households.
 - b. You can participate in the C/S council meeting where you have the right to provide feedback and ask question the IDPoor services in your commune.
 - c. The following information should be publicly displayed: Invitation and date of the meeting to validate and review the list of IDPoor households.
2. Please, mention the steps of the IDPoor identification process (to earn a point, the citizens should be able to mention them correctly and in the right order).
3. Please, mention some of the criteria use for the identification of the IDPoor families (to earn a point, the citizens should be able to mention correctly at least 2 of them).

ANNEX 4. THE ISAF PROCESS



The scorecard process

- 2 scorecard meetings for each facility (For each commune, 6 facilities: 1 commune administration, 1 health centre and 4 primary schools)
- Participants: Around 30 service users per meeting
- For each facility:
 - Brainstorming: citizens list the key characteristics for a good service
 - Prioritization: the list is cut to 5 assessment criteria after a vote. The criteria to use for prioritization of the assessment criteria are not listed in the ISAF implementation manual and in practice CAFs suggest to focus on the most important aspects of the service and the ones that citizens would like to see improved.
 - Scoring: Citizens score their satisfaction for each of these 5 characteristics through an individual vote (very bad to very good, using emotion icons)
 - Identification of actions: For each of the prioritized characteristic, strength, weaknesses and actions to address potential issues are identified. One action is prioritized for each characteristic prioritized.

Self-assessment process

- 1 meeting for each facility (For each commune, 6 facilities: 1 commune administration, 1 health centre and 4 primary schools)
- Participants: At least 75% of the staff of the facility is expected to take part
- For each facility (same steps as during the scorecard meeting):
 - Brainstorming: the staff members list the key characteristics that they believe would make a good facility
 - Prioritization: the list is cut to 5 after a vote. Staff members are asked to select the ones they believe are the most important and/or the ones they find most problematic at their facility.
 - Scoring: They score their satisfaction for each of these 5 characteristics through an individual vote
 - Identification of actions: For each of the prioritized characteristic, strength, weaknesses and actions to address potential issues are identified. One action is prioritized for each characteristic prioritized.

The single interface meeting

- One meeting per facility
- Participants: 5 citizen representatives and 6 or 7 representatives of the service providers.
- Duration: Half a day meeting
- Process:
 - The actions are consolidated in a single list.
 - Identification of the ones that are expected to require external funding to be implemented (referred to “external resources” in this report) and the ones that do not (referred to as “internal resources” in this report)
 - 2 actions requiring external funding are prioritized for each facility and the other ones (requiring external funding) are dropped
 - All actions that are expected to require external funding to be implemented are kept

The multi interface meeting

- Participants: All citizen representatives (20) and all service providers (up to 30) from the single interface meetings
- Duration: Half a day
- Process: The lists from all facilities are consolidated in a single list that become the Joint Accountability action plan
- The JAAP committee is created with the mandate to follow up on the implementation of the JAAP on a regular basis and to support the integration into the Commune Investment Program.

ANNEX 5. PERCEPTION SURVEYS

Sample sizes:

- Local Authority Members: 96 (19 female, 20%) respondents from 96 communes in 18 districts in 7 provinces.
- Community accountability Facilitators: 97 (46 female, 47%) respondents from 93 communes in 20 districts in 7 provinces.
- Staff: 23 (10 female, 44%) covering 7 provinces

Statements / Questions	% of the respondents agreeing		
	LAM	CAF	Staff
Impact of ISAF on the understanding of the LAMs on their roles and responsibilities and on their capacities			
I [LAM] have heard of the OD IDPoor services before the ISAF implementation.	98%	N/A	N/A
I [LAM] have responsibilities regarding the delivery of the OD IDPoor services.	98%	N/A	N/A
LAMs have a better understanding of their role and responsibilities following the ISAF process	79%	87%	65%
As a result of ISAF, LAMs are able to better perform their role and responsibilities regarding the OD IDPoor registration process	93%	85%	83%
I [LAM] have a better understanding of the challenges faced by the citizens when trying to request for interview as Poor households.	70%	N/A	N/A
I [LAM] have a better understanding on how to support citizens requesting for interview	55%	N/A	N/A
Through the ISAF process, I [LAM] learned of the cases of vulnerable families that want to register as poor households	52%	N/A	N/A
The discussions during ISAF motivated me [LAM] to do more for the most vulnerable citizens in my commune	35%	N/A	N/A
Which other support do you [LAMs] need for a good implementation of your role and responsibilities in the OD IDPoor process?			
Additional training on my role and responsibilities	77%	N/A	N/A
Additional information material	50%	N/A	N/A
National information campaign for the citizens	53%	N/A	N/A
Additional staff to respond to the demands	23%	N/A	N/A
Perception of LAMs and citizens			
ISAF can contribute to improve the implementation of the OD IDPoor process	98%	N/A	N/A
ISAF can contribute to increase the satisfaction of the citizens with the OD IDPoor process and their trust in the process	97%	N/A	N/A
Citizens are more interested in the ISAF process due to the integration of OD IDPoor in the ISAF process	N/A	80%	17%
ISAF is going to lead to an increased number of requests from citizens who meet the criteria to be recognized as IDPoor	90%	66%	N/A
Local authorities are less supportive of ISAF due to the integration of OD IDPoor in the ISAF process	N/A	28%	N/A
Impact of ISAF on the understanding of the citizens			
The information shared during the I4C activities was totally new to the citizens (most of them had never heard about it prior to these activities).	68%	85%	96%
As a result of the I4C activities, the citizens have a better understanding of the OD IDPoor services and processes.	61%	89%	83%
Quality of the I4C activities			
The information shared by the CAFs during the I4C meeting was accurate and comprehensive	84%	N/A	100%

The information shared during the I4C activities was clear, simple enough and adapted to the citizens	84%	84%	96%
The CAFs answered correctly the questions and comments from the citizens (providing clear and accurate responses)	80%	85%	52%
The CAFs show assurance and confidence when sharing the information and / or responding to the questions of the citizens	80%	N/A	61%
The I4C material (poster, leaflet) used during the activities was adequate and adapted.	N/A	92%	78%
Which aspect of the information shared during the I4C activities was not clear or could be improved according to you?			
Information on how to request for an interview	57%	N/A	52%
Information on the process	31%	N/A	43%
Information on the role and responsibilities of the commune council	53%	N/A	9%
Information on the benefits of Equity Card (EC)	39%	N/A	13%
Information on complain mechanism	29%	N/A	30%
Information on how households can be removed from the list of poor households	22%	N/A	17%
Capacities of the staff and of the CAFs			
The training I (staff) received was adequate and provided me with the right skills and knowledge to support the CAFs.	N/A	N/A	81%
Rate your (staff) capacities to support the CAFs on ISAF for OD-IDPoor implementation process (rank 1-10)	N/A	N/A	Average 7/10
Rate your / the CAFs competency on the facilitation on OD-IDPoor implementation process (rank 1-10)?	N/A	Average 6/10	Average 6/10
The training the CAFs received was adequate and provided them with the right skills and knowledge to implement the I4C activities on the OD IDPoor process.	N/A	92%	97%
Did the CAFs remind citizens about the information on the OD IDPoor process during the scorecard meeting	N/A	68%	70%
Suggested activities to improve I4C on the OD ID Poor process			
Strengthen capacity building	N/A	85%	N/A
Improve the I4C material	N/A	29%	N/A
Allow more time for I4C on this subject	N/A	53%	N/A
Participation of the LAMs in the I4C activities			
Did the LAMs took part in the I4C activities?	91%	80%	61%
Which role did the LAMs play during the I4C activities?			
• Silent observer	24%	22%	20%
• Respond to questions or comments from the participants	76%	73%	38%
• Provided additional information	83%	62%	81%
• Explained some decisions or actions from the commune council	66%	51%	10%
• Discussed some individual cases that were mentioned by the participants	26%	20%	5%
• Committed to look into some cases or to improve the practices of the council	8%	20%	10%
Actions taken by LAMs as a result of the ISAF process			
The local authorities already took action to address some of the feedback and/or concerns of the citizens expressed during the ISAF Process on the OD-IDPoor implementation process	97%	82%	70%
Type of actions taken by the LAMs			
The local authorities organized activities to provide more information to some citizens or groups of citizens.	72%	61%	38%
The local authorities reached out to some families to support them to file request for interview or with other challenges related to the OD-ID Poor process/Equity Card uses.	88%	90%	56%
The local authorities replied to request for interviews filed before ISAF.	53%	63%	38%
The local authorities reviewed some decisions made previously on request for interview filed by some families.	70%	51%	31%
Impact of the ISAF process			
ISAF for OD IDPoor has already had a positive impact in my commune?	86%	75%	91%

If yes, which form has this positive impact taken?			
• The citizens understand better the process and/or their rights, the eligibility criteria and/or the benefits attached to the equity card.	79%	71%	76%
• The citizens understand better the role and responsibilities of local authorities.	69%	81%	38%
• The citizens have more trust in the OD-IDPoor implementation process.	67%	51%	19%
• The citizens have more trust in the work of the commune council.	66%	53%	19%
ISAF for OD-IDPoor has already had a negative impact in my commune.	42%	35%	26%
If yes, which form has this negative impact taken?			
• The citizens are confused about the process or their rights.	65%	59%	N/A
• Local authorities are more confused about the process or their responsibilities than before the ISAF process.	N/A	18%	8%
• More citizens that do not meet the criteria are demanding to be requested for interview.	60%	35%	8%
• There is less trust / more tension between citizens and the commune council.	48%	29%	15%



The Identification of Poor Households (IDPoor) programme has been running since 2006, implemented by the Royal Government of Cambodia, through the Ministry of Planning. This programme is now the mandatory approach for targeting pro-poor outcomes in the country and is critical for disseminating up-to-date information on poor households to Government and non-governmental agencies to help them better target services and assistance to the poorest and most vulnerable households. From May 2020, 'On-Demand' services were made available to all citizens in the country. Through these new services, any citizen can ask the commune administration to be registered as IDPoor, triggering a process to assess the eligibility of the household.

From November 2020 to March 2021, World Vision International Cambodia conducted a pilot project aiming to improve the quality of On-Demand IDPoor service delivery by the administrations of 208 communes through social accountability as part of the Implementation of the Social Accountability Framework (ISAF) project. An assessment of the pilot project was conducted during the second half of 2021. This report presents the key findings and recommendations identified in the assessment.

World Vision is a Christian relief, development and advocacy organisation dedicated to working with children, families and communities to overcome poverty and injustice. World Vision serves all people, regardless of religion, race, ethnicity and gender.

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