

**Feasibility study of the Social Service Delivery
Mechanism for the implementation of the
National Social Protection Strategy
in Cambodia**

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Feasibility study of the Social Service Delivery Mechanism for the implementation of the National Social Protection Strategy in Cambodia

Background and justification, design of the Social Service Delivery Mechanism (SSDM), and roadmap for its implementation

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With support from: Malika Ok, Synead Huot and Chanthy Kong

Bangkok, 2013

Social Protection Floors (SPFs) are nationally-defined sets of basic social security guarantees that enable and empower all members of a society to access a minimum of goods and services at all times. They aim to prevent or alleviate poverty, vulnerability, and social exclusion.

The Social Protection Floors Recommendation, 2012 (No. 202), which was adopted by the International Labour Conference (ILC) at its 101st session in June 2012, states that SPFs are part of the effort to develop national social protection strategies. Such strategies should: (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees as a fundamental element of their national social security systems; and (b) seek to provide higher levels of protection to as many people and as rapidly as possible, reflecting economic and fiscal capacities of countries. Social security extension strategies should be consistent with, and conducive to, the implementation of the social, economic, and environmental development plans of countries.

The Royal Government of Cambodia strives towards the extension of coverage and the establishment of at least a social protection floor for all. Its National Social Protection Strategy for the Poor and Vulnerable (NSPS-PV) was launched on 5 December 2011 by the Prime Minister. It provides a vision for the development of a coherent social protection system, in a phased approach, starting with the establishment of a social protection floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. Further, the recently adopted Rectangular Strategy Phase III places emphasis on the effective and coordinated implementation of the National Social Protection Strategy.

In line with Cambodia's 2011-2015 Decent Work Country Programme (DWCP) and more specifically Priority 3, "Improving and expanding social protection", the International Labour Organization (ILO) is supporting the development and pilot testing phase of the NSPS-PV. To provide a concrete answer to the manifold challenges faced by the NSPS-PV implementation, the ILO, in close collaboration with the Council for Agricultural and Rural Development (CARD) and the National Committee for Sub-National Democratic Development (NCDD-S), has since 2011 conceptualized a new approach called the Social Service Delivery Mechanism (SSDM). This one-stop shop hosted in decentralized government structures aims at locating social services close to the people, empowering local communities and the sub-national administration (SNA) in the delivery of social services, and increasing access to information, transparency, and traceability through efficient management information systems (MIS) and appeals mechanisms. In addition, through the provision of combined benefit packages of services and transfers together with adapted case management systems, the SSDM carries the potential of maximizing the impact of these interventions on poverty reduction while ensuring that people can progressively graduate towards higher levels of benefits and more sustainable incomes.

The SSDM is also in line with many of the guiding principles of Recommendation No. 202, notably those of efficiency and accessibility of complaint and appeal procedures, high-quality public services, regular monitoring and periodic evaluation, representation, coherence across institutions, coherence with social, economic and employment policies, transparent, accountable and sound financial management and administration, social inclusion, respect for the rights and dignity of people covered by the social security guarantees, and responsiveness to the needs of the people.

The present document describes the proposed design of the SSDM and provides useful guidance for the pilot implementation of the mechanism in Cambodia. We believe that such approaches are increasingly relevant for other countries of the Association of Southeast Asian Nations (ASEAN), such as Indonesia or Thailand,

that have already embarked in the development of similar one-stop service centres. Such approaches will also be instrumental in the development of an ASEAN framework for the implementation of nationally defined social protection floors in ensuring that ASEAN integration by 2015 will be achieved with a “human face”.



Maurizio Bussi
Officer-in-Charge
ILO Country Office for Thailand, Cambodia and
Lao People's Democratic Republic

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By HE Ngy Chanphal

Social protection has always been an essential tool for the development of Cambodia. The culture of sharing, mutual help, and family kinship is embedded in our traditions. Since 1979, faced with numerous constraints, we have made great efforts to turn challenges into opportunities in developing and transforming the Kingdom of Cambodia into a country of hope and dignity in South-East Asia. The Royal Government of Cambodia has focused on the long-term future through a reform agenda that can adapt to all eventualities, with a vision of gradual improvement towards the achievement of our objectives of socio-economic development where social protection is a core part of this vision.

Social protection is high on regional and international policy agendas. This owes to the convergence of the food, fuel, and financial crises in 2008, which increased insecurity among millions of people by heightening economic and social risks, especially for those living in or close to poverty. Natural disasters and extreme weather events added to the pressures upon these people by destroying lives, property, community resources, and local economies. The combined impacts of these setbacks prompted a shift in thinking about social protection. Instead of approaching it through reactive interventions, Cambodia is now moving towards comprehensive solutions capable of strengthening prevention and mitigation capacities and resilience as crucial underpinnings of our vision of inclusive development.

Despite these efforts, extending social protection coverage is one of the key challenges of Cambodian society. To date, most Cambodian people are not provided with adequate social protection coverage. Social protection is focused on certain groups of the population (such as private sector employees through the National Social Security Fund (NSSF)) and covering certain risks (such as access to health care through the health equity funds (HEFs) that currently cover approximately 50 per cent of the rural poor).

The ASEAN economic integration in 2015 will have major consequences on Cambodia's economy and society and may constitute a major threat for the poor and the vulnerable people of Cambodia if a comprehensive social protection plan is not developed aiming at protecting the most vulnerable and enhancing the full potential of youth and other active age groups.

To face the manifold challenges in the area of social protection, the Royal Government of Cambodia, under the leadership of the Council for Agricultural and Rural Development, has developed a National Social Protection Strategy for the Poor and Vulnerable. The NSPS-PV provides a vision to develop a coherent social protection system in a phased approach, starting with the establishment of a social protection floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. This is in line with the ILO's vision and strategy and the newly adopted Social Protection Floors Recommendation, 2012 (No. 202).

The NSPS-PV development is the result of more than two years of national dialogue and coordination where the Council for Agricultural and Rural Development involved all line ministries, workers and employers, the civil society, and development partners. Coordination is also one of the cornerstones of the implementation of the NSPS-PV. It is stated in NSPS-PV to "establish an appropriate structure and mechanisms to coordinate the development and implementation of the NSPS-PV, ensuring policy oversight, partnership and dialogue, monitoring and evaluation and information and knowledge management". Establishing an effective institutional framework for coordination will be a priority task to be carried out over the first year of NSPS-PV implementation. In addition to the ministries at the central level, the implementation of the NSPS-PV will

require coordination with the sub-national level, where sub-national administration has been given increased responsibility in making the Government more transparent and more responsive to the needs of the people, in the framework of the National Programme for Sub-National Democratic Development (NP-SNDD), 2010-2019.

To implement the NSPS-PV and guarantee proper coordination at all levels, the idea of integrating the delivery of social services was developed and is now being pilot tested in Siem Reap province. The Social Service Delivery Mechanism is a one-stop shop for social protection and employment services. Embedded in the sub-national administration, it will contribute to building democratic infrastructure and ensuring that social services are close to the people. We believe that the SSDM will also be an efficient solution to the challenges faced by social protection and employment programmes in Cambodia, namely their limited outreach to target beneficiaries, insufficient data management, monitoring, and evaluation, the lack of coordination between programmes, and the lack of empowerment of the sub-national administration. We are confident that the SSDM will also facilitate graduation out of poverty by providing integrated packages of social protection and employment services to final beneficiaries.

This report provides an overview of the design of the Social Service Delivery Mechanism and is the result of over one year of close collaboration between CARD, the National Committee for Sub-National Democratic Development, and the International Labour Organization. This document will provide useful guidance for the implementation of the SSDM which is starting now in two districts of the Siem Reap province. Based on this pilot experience the Royal Government of Cambodia wishes to roll out the mechanism throughout Cambodia as the operational arm of the National Social Protection Strategy.



HE Ngy Chanphal
Secretary of State of the Ministry of Interior
and Vice-Chairman of the Council for
Agricultural and Rural Development

By the authors

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The authors, however, are solely responsible for the content of and especially for any opinions expressed in this paper.

Bangkok, November 2013



The Social Service Delivery Mechanism is a one-stop shop hosted in decentralized government structures. The aims of the SSDM are to locate social protection and employment services close to the people, empower local communities and the sub-national administration in the delivery of social services, and increase access to information, transparency, and traceability through efficient management information systems, reporting, and appeals mechanisms.

Local teams offer assistance to potential beneficiaries in accessing social protection and employment services: they assess the vulnerabilities and skills of potential beneficiaries, channel information concerning existing social services, support registration process, deliver membership cards, facilitate access to benefits in cash or kind, facilitate access to services (health care, employment, training, and so on), and collect contributions if any. They also represent the interests of the final beneficiaries through a complaint and appeal mechanism and by advocating for increased availability and quality of social services. The SSDM also collects information at the decentralized level on beneficiaries, existing social services, and the utilization of services by the beneficiaries and enters this information in a management information system. With sub-national bodies also being involved in the design, administration, and oversight of the SSDM, delivered social services are guaranteed to be tailored to local needs and provided locally. This, in turn, further stimulates the empowerment of sub-national institutions.

It is expected that the SSDM will contribute to overcoming the challenges faced by social protection and employment programmes in Cambodia in terms of limited outreach of existing programmes, lack of coordination between institutions that leads to duplication of services and inefficiencies, lack of empowerment of sub-national administrations, and insufficient data management, monitoring, and evaluation. The SSDM is in line with the guiding principles of the NSPS-PV and will directly contribute to the implementation of this strategy in a coordinated manner. The SSDM is also a useful tool for the practical implementation of the guiding principles of International Labour Organization's Social Protection Floors Recommendation, 2012 (No. 202) which was adopted by the International Labour Conference in June 2012. Additionally, by delivering combined benefit packages to target populations (such as Public Works Programmes (PWPs) and access to health care; vocational training and child support care; or access to nutrition and education), it is anticipated that the SSDM will contribute positively to a continuous reduction of poverty in Cambodia. SSDM's motto could be "outreach, efficiency, empowerment, and traceability of social services and transfers for sustained poverty reduction".

In line with the decentralization and de-concentration (D&D) reform, each level of the sub-national administration has a role to play in the SSDM operations, including at the village, commune/*sangkat*, district/municipality/*khan*, and provincial levels.

The SSDM will cover five functions: (i) it will contribute to the dissemination of information on existing social protection and employment programmes available locally (health equity fund, community-based health insurance (CBHI) schemes, cash transfers, public works programmes, and so on); (ii) it will facilitate registration in SSDM and applications to the existing programmes through local teams using standardized procedures and tools; (iii) it will collect feedback and grievances from beneficiaries and try to find solutions; (iv) it will establish a transparent management information system that will enable the monitoring of achievements, planning for the future, and evaluating social policies and the progressive implementation of the NSPS-PV; and (v) it will also deliver some additional social services such as cash transfers and offer a hotline facility for specific vulnerable groups.

The SSDM pilot is expected to be launched at the end of 2013. The districts selected for the implementation of the Social Service Delivery Mechanism are Angkor Chum and Srei Snam in Siem Reap province. Based on this pilot experience, the SSDM will be established in more districts of the two pilot provinces for the NSPS-PV implementation (Siem Reap and Banteay Meanchey). In 2016, if the results of the pilot phase are favourable, the mechanism will be progressively rolled out at the national level.

ADB	Asian Development Bank
BHS	Better Health Service project
ASEAN	Association of Southeast Asian Nations
CAMFEBA	Cambodian Federation of Employers and Business Associations
CARD	Council for Agricultural and Rural Development
CBHI	community-based health insurance
CCT	conditional cash transfer
CWCC	Children and Women Consultation Committee
DB	database
D&D	decentralization and de-concentration
DWCP	Decent Work Country Programme
EII	employment injury insurance
EU	European Union
GDP	gross domestic product
GIP SPSI	Groupement d'Intérêt Public Santé Protection Sociale International
GIZ	Gesellschaft für Internationale Zusammenarbeit
HE	His Excellency
HEFs	health equity funds
HR	human resources
ID-Poor	Identification of the Poor Household programme
ILC	International Labour Conference
ILO	International Labour Organization
IT	information technology
MDGs	Millennium Development Goals
MEF	Ministry of Economy and Finance
MIS	management information system
MoEYS	Ministry of Education, Youth and Sports
MoH	Ministry of Health
MoI	Ministry of Interior
MIME	Ministry of Industry, Mines and Energy
MLMUPC	Ministry of Land Management, Urban Planning and Construction
MoLVT	Ministry of Labour and Vocational Training
MoP	Ministry of Planning
MPWT	Ministry of Public Works and Transport
MoSVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MRD	Ministry of Rural Development
MS	Microsoft
N/A	not applicable
NCDD-S	National Committee for Sub-National Democratic Development
NCSC	National Committee to Support the Communes
NEA	National Employment Agency
NFV	National Fund for Veterans
NGOs	non-governmental organizations
NP-SNDD	National Programme for Sub-National Democratic Development
NSDP	National Strategic Development Plan

NSPS-PV	National Social Protection Strategy for the Poor and Vulnerable
NSSF	National Social Security Fund
NSSF-C	National Social Security Fund for Civil Servants
OWSO	one window service office
PWPs	public works programmes
SNA	sub-national administration
SPCU	Social Protection Coordination Unit
SPFs	social protection floors
SSDM	Social Service Delivery Mechanism
TCC	Technical Coordination Committee
TVET	technical and vocational education and training
UN	United Nations
UNICEF	United Nations Children’s Fund
URC	University Research Company
USAID	United States Agency for International Development
VDC	Village Development Committee
WFP	World Food Programme

In Cambodia the National Social Protection Strategy for the Poor and Vulnerable provides a vision to develop a coherent social protection system in a phased approach, starting with the establishment of a social protection floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. The National Social Protection Strategy for the Poor and Vulnerable was adopted by the Prime Minister's office on 18 March 2011 and launched on 5 December 2011 by the Prime Minister.

The implementation of the NSPS-PV started with a four-year (2011-2015) pilot testing phase at national and sub-national levels. Two pilot provinces have been selected, Siem Reap and Banteay Meanchey, to test the implementation of the strategy at provincial, district, and commune levels.

Several development partners and line ministries are involved in the design, pilot testing, and further development of the flagship programmes of the NSPS-PV (access to health care, scholarships, public works programmes, cash transfers, among others). In support of the pilot phase, and in line with the requirements to foster cross-ministerial cooperation, synergies across programmes, and to empower the sub-national administration in the implementation of the NSPS-PV, the International Labour Organization and the Council for Agricultural and Rural Development have proposed the establishment of an integrated Social Service Delivery Mechanism which is a one-stop shop for social protection and employment services.

On 14 March 2012, CARD sent to the ILO an official request to support the design and implementation of the Social Service Delivery Mechanism.¹ The design of the SSDM was conducted in 2012 and its implementation is now starting in two districts of Siem Reap province. The present document provides recommendations on the design of the Social Service Delivery Mechanism. This document will be followed by operational guidelines for the implementation and the operations of the SSDM. The operational guidelines will describe detailed processes and tools to be used in the day-to-day operation and monitoring of the SSDM at the sub-national level for each level of responsibility (provincial, district, commune, and village levels) and for each function.

¹ See Annex 2, CARD's request to the ILO.

2.1 A conducive macro-economic framework

Cambodia has enjoyed significant economic growth over the past decade with average annual gross domestic product (GDP) growth of 8 per cent between 2002 and 2010 and a reduction in the national poverty rate from 34.7 per cent in 2004 to 15.1 per cent in 2010 (ILO, 2012a). However, recent food and fuel price shocks, the global financial crisis, and adverse weather conditions have slowed progress economically and towards achieving the Millennium Development Goals (MDGs), which has raised questions over the resilience and inclusiveness of Cambodia's growth model. Income disparities are high and increasing between urban and rural areas (ILO, 2012b).

2.2 The national priority to social protection extension

The idea of social protection for everyone is clearly enshrined in the constitution of Cambodia. Article 36 states that "Every Khmer citizen shall have the right to obtain social security and other social benefits as determined by law." Article 72 stipulates that "The health of the people shall be guaranteed.(...) Poor citizens shall receive free medical consultation in public hospitals, infirmaries and maternities."

The Cambodian Parliament adopted the Social Security Law in September 2002. The law covers all workers defined by the provisions of the Labour Law, state and public workers who are not governed by the Common Statute for Civil Servants or by the Diplomatic Statute, trainees and apprentices, self-employed workers, and seasonal or occasional workers. This law stipulates the introduction of a contributory social insurance system granting workers social security benefits in case of employment injury, retirement, invalidity, death, and other circumstances. On 2 March 2007, the Prime Minister signed a sub-decree establishing the National Social Security Fund. The employment injury insurance (EII) component of the NSSF was launched in 2008 and today covers over 700,000 employees in 14 provinces. The second scheme, social health insurance, is currently being designed.

With the adoption of the Master Plan for the Development of Social Health Insurance in 2003, Cambodia made the first step towards a unified social health protection system. Since then, a series of national policies and guidelines have been developed to supervise the expansion of various forms of a social health protection mechanism in a coordinated way, with the ultimate goal of universal coverage. In particular, the Health Financing Strategic Framework (2008-2015) groups the various existing forms of health financing in Cambodia under a single coherent plan.

The Rectangular Strategy, which sets out Cambodia's long-term development vision, was first launched in 2005 and updated in 2008 and 2013. It expresses the political commitment to reduce poverty in the country and sets the policy direction for improving the social protection system. While Phase I of the strategy is aimed at enhancing social interventions for the people of Cambodia, Phase II highlights the importance of good governance in delivering social security. Phase III of the strategy was released in October 2013. It emphasises the development of social protection as part of Rectangle 4, "Capacity Building and Human Resource Development". While acknowledging the major breakthrough achieved with the development of the National Social Protection Strategy for the Poor and Vulnerable, it recalls the challenges faced by Cambodia, especially with regard to fragmentation, limited coverage, and lack of complementarity in the social protection system. To address these weaknesses, article 128 states that one of the priorities of the Royal Government will be:

Further promoting and developing a mechanism for institutional coordination, including harmonization of the existing intervention schemes, preparing studies and functional analysis of target areas of protection, instruments, and implementation arrangements aimed at increasing efficiency in resource use, and filling the gap in social protection for the poor and vulnerable that will result in a comprehensive social security system under the Law on Social Security System for the Cambodian People.

The National Strategic Development Plan (NSDP) Update 2009-2013 recognizes the need to move towards a broad-based development strategy, where the establishment of social security for civil servants, employees, and other workers, the strengthening of the quality of education, and the enhancement of health care services are among the development priorities (Royal Government of Cambodia, 2010a).

In early 2010 the Government published the National Programme for Sub-National Democratic Development, 2010-2019. This decentralization reform entails a major reorientation of the roles and responsibilities of government agencies at all levels. In particular, sub-national administration will be given increased responsibility in making the government more transparent and more responsive to the needs of the people (Royal Government of Cambodia, 2010b).

2.3 Existing social protection schemes in Cambodia

The National Social Security Fund was established in March 2007. It provides employment injury insurance to more than 700,000 private sector employees and plans to launch social health insurance in 2013 and a pension scheme in 2015.

The National Social Security Fund for Civil Servants (NSSF-C) covers more than 700,000 civil servants, pensioners, and their dependents and provides sickness, work injury, maternity, retirement, invalidity, and survivors' benefits (ILO, 2012b). The introduction of social health insurance for civil servants and civil service pensioners was under discussion in 2010 and a relevant sub-decree prepared. A preliminary costing was also undertaken by the Gesellschaft für Internationale Zusammenarbeit (GIZ) and ILO in 2010/11. However, due to other priorities and limited capacity at the NSSF-C, the introduction of the social health insurance has been postponed.

The National Fund for Veterans (NFV) provides retirement, invalidity, and survivors' pensions to members of the Royal Cambodian Armed Forces, members of the National Police Force, war veterans, and their dependents. The total number of pensioners was about 199,000 in December 2010, of whom 162,000 were survivors (ILO, 2012b).

The Health Vouchers for Reproductive Health Services launched by the Ministry of Health in January 2011 guarantees access to reproductive health-care services to poor pregnant women.

Health equity funds provide access to free health-care services to poor people identified by the national targeting system, the Identification of the Poor Household (ID-Poor) programme. Over 50 HEFs are currently operating in Cambodia's 77 districts, covering more than half of Cambodia's poor population. HEFs operate by covering the cost of user fees for those identified as poor. The HEFs also reimburse the cost of transportation and the food consumed by the patient during hospitalization (ILO, 2012b).

Community-based health insurance schemes target the near-poor who can afford to pay a minimal premium in exchange for a pre-defined health-care benefit package. In 2010, 18 schemes were operated by local and international non-governmental organizations (NGOs) covering about 170,000 members. They have been mainstreamed and operational under common guidelines since 2006 (ILO, 2012b).

Social assistance or welfare programmes are non-contributory and aim to provide assistance to those in need, including people who are poor and vulnerable, homeless, disabled, and/or victims of natural disasters or human trafficking. The Government runs a number of such programmes under different line ministries with funding provided mainly through the national budget. The assistance provided under these programmes is mostly in kind. Budget allocations are often insignificant, programme effectiveness is limited, and benefit distribution is generally ad hoc. Social assistance programmes are also a priority area of intervention for development partners. They relate to food distribution, maternal and child health and nutrition, public works, school meals and take home rations, and technical and vocational education and training.

A national targeting system and a central database of poor households has been established as part of the ID-Poor programme initiated in 2005 by the Ministry of Planning with support from GIZ. The database is updated every three years through pre-identification campaigns.



For the most part, social assistance programmes have been ad hoc, geographically limited, under-funded, and heavily reliant on non-sustainable donor funding for their continuation. As such, overall coverage of social protection has remained weak with efforts further hampered both by poor coordination among implementing actors and weak overall implementation capacity. To date, only a minority of the population benefits from very basic, fragmented, and often inadequate social protection coverage.

Overall social protection programmes (funded from national budget and bilateral-multilateral aid) accounted for 5.5 per cent of GDP in 2010 (ILO, 2012b). However, according to the ILO Social Security Inquiry database, public social protection expenditure accounted for only 1.79 per cent of GDP in 2011.

2.4 The National Social Protection Strategy for the Poor and Vulnerable

To face the manifold challenges in the area of social protection, the Royal Government of Cambodia, under the leadership of the Council for Agricultural and Rural Development, has developed a National Social Protection Strategy for the Poor and Vulnerable, which was adopted by the Prime Minister's Office on 18 March 2011 and launched on 5 December 2011 by the Prime Minister.

The NSPS-PV provides a vision for developing a coherent social protection system in a phased approach, starting with the establishment of a social protection floor for all those in need of protection and ensuring that more and more people can enjoy progressively higher levels of benefits. This is in line with the ILO's vision and strategy and the newly adopted Social Protection Floors Recommendation, 2012 (No. 202), according to which:

National strategies should: (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees, and as a fundamental element of their national social security systems; and (b) seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of Member [states], and as soon as possible.²

The NSPS-PV relies on five pillars:

1. Addressing the basic needs of the poor and vulnerable in situations of emergency and crisis;
2. Reducing the poverty and vulnerability of children and mothers and enhancing their human development;
3. Addressing seasonal unemployment and underemployment and providing livelihood opportunities for the poor and vulnerable;
4. Promoting affordable health care for the poor and vulnerable; and
5. Improving social protection for special vulnerable groups.

These pillars are in line with the ILO's Recommendation No. 202, according to which social protection floors should include the following:

(a) access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality; (b) basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services; (c) basic income security, at least at a nationally defined minimum level, for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and (d) basic income security, at least at a nationally defined minimum level, for older persons.

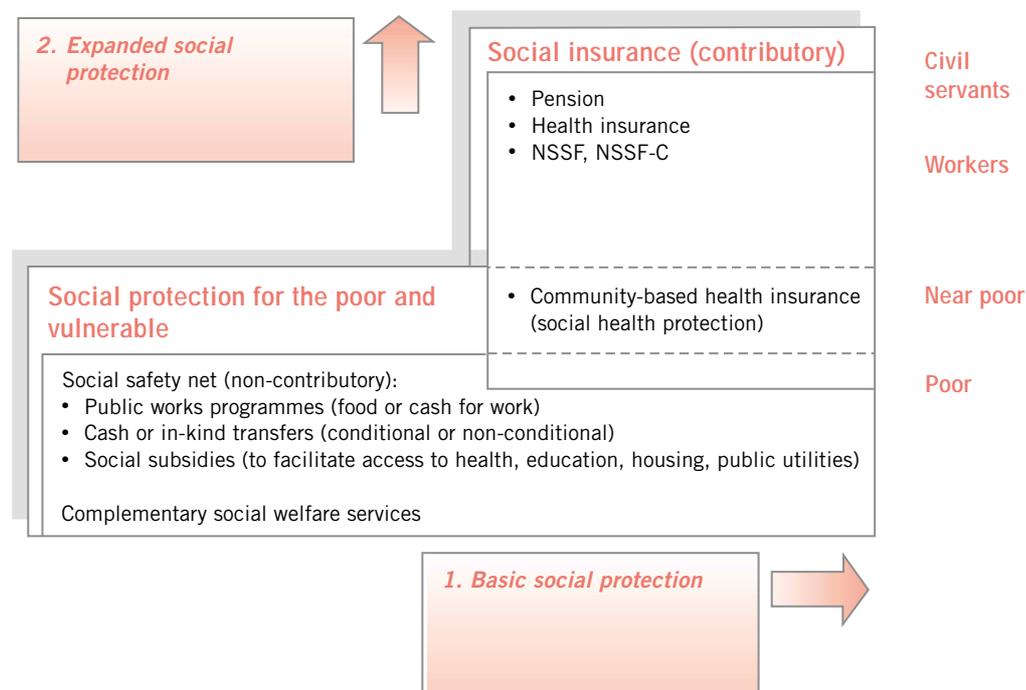
The implementation of the NSPS-PV has commenced with a four-year (2011-2015) pilot testing phase at national level and sub-national levels. This pilot testing phase follows a set of guiding principles that aim at guaranteeing coherence across programmes and approaches, at generating lessons to be learned from the pilots, at sharing efforts in the development of national and sub-national capacities, and at promoting flagship programmes that are embedded in the National Social Protection Strategy for the Poor and Vulnerable.

Two pilot provinces have been selected, Siem Reap and Banteay Meanchey, to test the implementation of the strategy at the provincial, district, and commune levels.

In the two pilot provinces, an inventory, assessment, and mapping of existing social protection and employment programmes has been conducted. This will serve as a baseline for the further evaluation of the interventions in these two provinces and will support the choice of programmes to be scaled up at the national level in the future.

² See Annex 1 for the text of ILO Social Protection Floors Recommendation, 2012 (No. 202).

Figure 1. Gradual progression towards comprehensive social protection as per the NSPS-PV long-term vision



Source: Royal Government of Cambodia, 2011. National Social Protection Strategy for the Poor and Vulnerable.

2.5 Challenges and guiding principles for the NSPS-PV implementation

Existing social protection and employment programmes in Cambodia face the following challenges:

- Existing programmes have a limited outreach.
- There is a lack of coordination between programmes, leading to duplication of services, inefficiencies, and lost synergies.
- The sub-national administration has no clear understanding of its role in providing social services to the people.
- Data management, monitoring, and evaluation are insufficient.

Therefore, during the pilot testing phase of the NSPS-PV, the Council for Agricultural and Rural Development, which is the coordinating body for the implementation of the strategy, aims to:

- Increase outreach and improve operations of existing social protection schemes so that all the poor and the vulnerable can have access to at least a basic level of social protection (health, nutrition, and income security through public employment programmes) and measures to enhance their capabilities (education, vocational training, and support in creating micro-enterprises).
- Develop new schemes (such as a cash transfer programme for poor and vulnerable families).
- Empower the sub-national level and involve them in the operations and monitoring of the NSPS-PV.
- Increase coordination between the sub-national and the central levels by establishing a reporting mechanism.
- Develop a unified targeting and database system as well as update the database.
- Develop coordination and synergies between the flagship programmes of the NSPS-PV (access to health care, scholarships, PWPs, cash transfers, and so on) at the delivery level and between line ministries in charge of the policy development and supervision of those programmes.

- Offer a combination of social protection benefits and employment related services as well as creating linkages between social protection and employment programmes through specific integrated approaches.

At its 101st Session, the International Labour Conference (ILC) adopted the Social Protection Floors Recommendation, 2012 (No. 202), which reaffirms the role of social security as a human right and a social and economic necessity, and provides guidance to member States in building social protection floors within progressively comprehensive social security systems.³ The Recommendation was adopted almost unanimously (453 votes in favour and one abstention) after fruitful and constructive debate among ILO constituents. Recognizing the crucial role of social protection in social and economic development, and notably in combating poverty, vulnerability, social exclusion, and realizing decent work for all, the ILC also adopted the Resolution concerning efforts to make social protection floors a national reality worldwide, which invites governments, employers, and workers to jointly give full effect to Recommendation No. 202 as soon as national circumstances permit.⁴

The Recommendation lays down a list of guiding principles to be applied by ILO member States when giving effect to the Recommendation through the design and establishment of nationally defined social protection floors. These principles provide benchmarks against which the successful implementation of the NSPS-PV can be measured in Cambodia. The principles of universality of protection, adequacy and predictability of benefits, respect of the rights and dignity of people covered, social inclusion, transparent, accountable, and sound financial management and administration, coherence across institutions responsible for delivering social protection, efficiency and accessibility of complaint and appeal procedures, regular monitoring of implementation, and periodic evaluation as well as representation and democratic governance, are of particular relevance in the context of the implementation of the NSPS-PV in Cambodia.

2.6 Justification of the SSDM

It is expected that the SSDM will contribute to overcome the challenges faced by social protection programmes in Cambodia, namely their limited outreach to target beneficiaries, insufficient data management, monitoring, and evaluation, the lack of coordination between programmes, and the lack of empowerment of the sub-national administration. The SSDM will also contribute to the graduation out of poverty by providing combined services to final beneficiaries.

It is also expected that the SSDM will ensure the application of some of the principles stated in ILO's Recommendation No. 202.

³ See Annex 1 for the text of ILO Social Protection Floors Recommendation, 2012 (No. 202).

⁴ ILO: "Resolution concerning efforts to make social protection floors a national reality worldwide", in Provisional Record No.14, International Labour Conference, 101st Session (Geneva, 2012).

3.1 The SSDM's main objectives

Table 1. The main objectives of the SSDM

Objective	Means of achievement
1. Extend social protection coverage and reduce vulnerabilities	<ul style="list-style-type: none"> – Simplified and shared registration procedures and tools – Database on beneficiaries and programmes – Adapted targeting mechanisms – Proximity of the SSDM offices to the beneficiaries – Combined benefit packages that aim at increasing human capital development and employability of the working poor
2. Increase efficiencies and traceability	<ul style="list-style-type: none"> – Simplified and shared administrative processes – Database on beneficiaries and programmes – Regular updates of the management information system of the NSPS-PV – Unique and accessible grievance and appeal mechanism
3. Trigger cross-ministerial coordination	<ul style="list-style-type: none"> – Combined benefit packages – Joint monitoring of the NSPS-PV
4. Empower communities and local administrations in the provision of social services	<ul style="list-style-type: none"> – Concrete roles and responsibilities of the sub-national administration in the implementation of the NSPS-PV – Proximity of the SSDM offices to the beneficiaries

3.1.1 Extend social protection coverage and reduce vulnerabilities

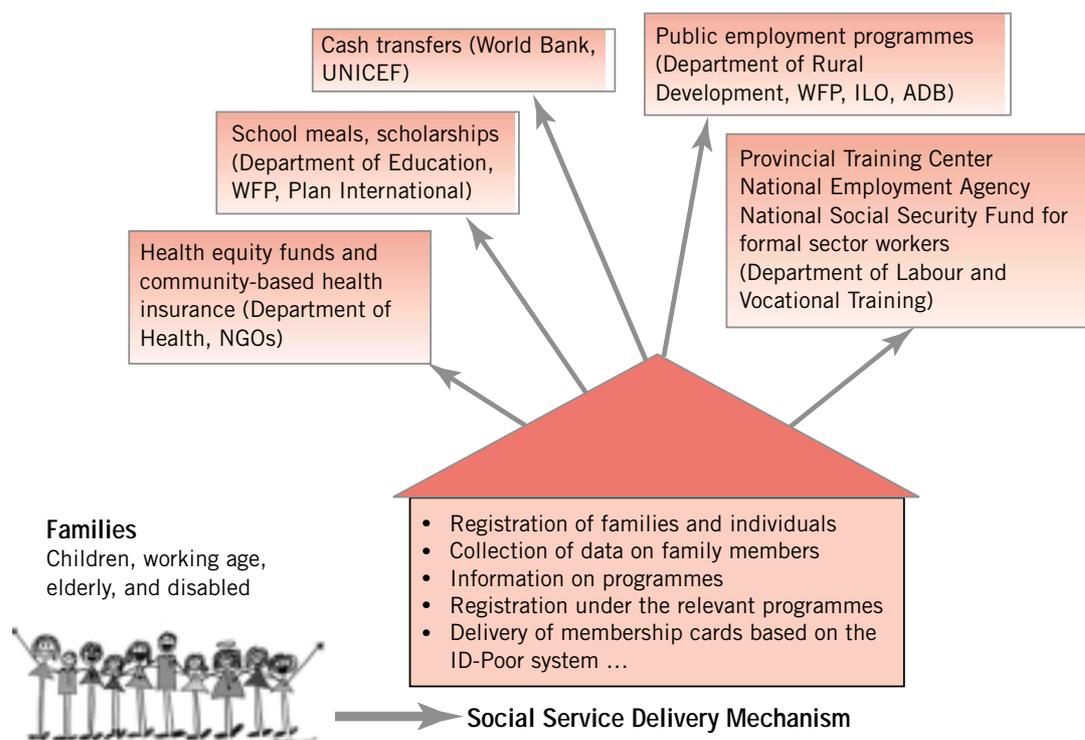
In Cambodia, social protection and employment programmes fail to cover poor and vulnerable households due to ineffective communication and outreach strategies. Families enrolled in the ID-Poor programme lack systematic information on their entitlements. The job centres implemented by the National Employment Agency (NEA) have not yet developed a mechanism to register rural jobseekers and convey them job offers. Even when families know about existing programmes, they often do not understand the registration procedures nor know how to access benefits. Beneficiaries who are not fully aware of their entitlements fail to appeal when they do not receive their benefits. Some programmes have tried to establish ad hoc grievance mechanisms. However, to date, these procedures vary across the schemes and no standard procedures have been institutionalized.

The Social Service Delivery Mechanism provides a single entry point for households to access information and register in social protection schemes and employment services at their doorstep, in their own communes. Case managers offer assistance to facilitate registration and application processes and channel a combination of services and benefits which best match the needs and constraints of the beneficiaries. Moreover, the design of services can be progressively improved by taking into account beneficiaries' feedback and complaints.

In the long run, the Social Service Delivery Mechanism aims to facilitate graduation out of poverty while ensuring that all the poor and the vulnerable can have at least access to a basic level of social protection (health, nutrition, and income security through public employment programmes) as well as measures to enhance their capabilities (education, vocational training, and support in creating micro-enterprises). The integration of social protection programmes and employment services, which is made possible under the

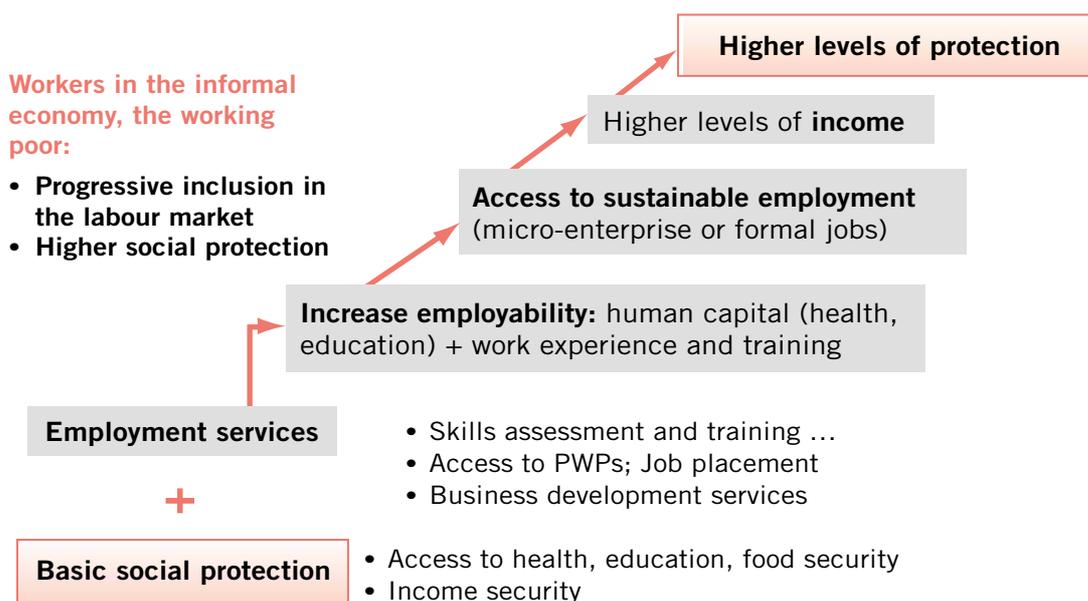
common umbrella of the SSDM, will provide beneficiaries with opportunities to progressively graduate from being mere receivers of basic social protection, to finding or creating a decent job and becoming active contributors to the economy as a whole and to social security.

Figure 2. A single entry point to access existing programmes



Source: ILO DWT-Bangkok, 2012.

Figure 3. Linkages between social protection and employment leading to a progressive graduation out of poverty and higher levels of social protection



Source: ILO DWT-Bangkok, 2011.

3.1.2 Increase efficiencies and traceability

In Cambodia, there is no unified database providing information on social services, final beneficiaries, and access to social services by final beneficiaries. The ID-Poor programme's database is a first attempt to collect data in a systematic and unified way on poor and vulnerable families. However, it only records poor households without linking the information with various programme databases. In addition, the ID-Poor programme's database collects data at the household level rather than at the individual level, making it difficult to identify specific social needs and to channel the most appropriate programmes to each individual. Updates to the ID-Poor database are only conducted once every three years, resulting in numerous inaccuracies due to frequent movements in and out of poverty of a significant share of the population.

The management information system (MIS) of the SSDM will include a list of beneficiaries, a list of programmes, and information on how to access the programmes by the beneficiaries. The MIS will provide necessary information for monitoring the delivery of services and for monitoring coverage of the beneficiaries. It will also contribute to increased traceability of the social protection system as a whole. In addition, an appeals mechanism will enable the SSDM to keep track of possible loopholes.

3.1.3 Trigger cross-ministerial coordination

In Cambodia, most national programmes are implemented through a top-down approach with few synergies across service providers. This results in a number of administrative inefficiencies with many processes being redundant and labour intensive. Processes such as household identification and registration, dissemination of information, and collection of contributions are conducted separately for each programme rather than for all programmes at once. The lack of coordination across service providers increases the workload of the sub-national administrations, which are overwhelmed with uncoordinated and redundant requests from different partners. Programme coordinators also fail to create synergies or linkages across interventions which carry the potential for higher poverty alleviation impact. Such linkages include, for instance, the automatic affiliation under the community-based health insurance schemes for all workers enrolled in public works programmes.

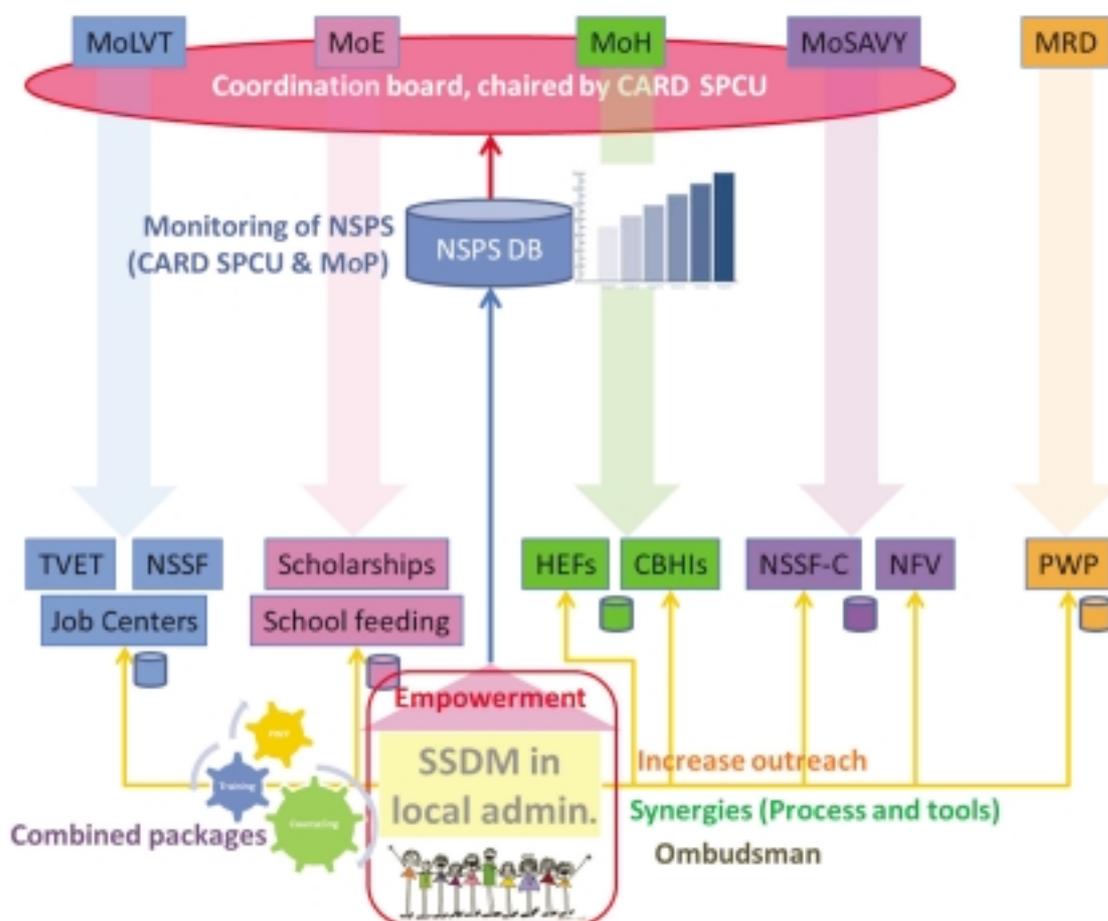
The Social Service Delivery Mechanism introduces common registration procedures and tools that are shared by all programmes. It contributes to the better coordination of social interventions across line ministries and development partners and the creation of synergies and linkages between programmes.

3.1.4 Empower communities and local administration in the provision of social services

In Cambodia, the decentralization reform entails a major reorientation of the roles and responsibilities of government agencies at all levels. In particular, the sub-national administration is given increased responsibility in making the Government more transparent and more responsive to the needs of the people (Kingdom of Cambodia, 2002). Despite this reform, the roles and responsibilities of the sub-national administration remain rather imprecise. In the absence of a clear delivery system at the decentralized level, each social protection programme either dictates its own operational procedures to the sub-national administrations or partners directly with local NGOs for the delivery of social services. In both cases, this leads to a lack of ownership by sub-national administrations and a failure to build their capacities.

The Social Service Delivery Mechanism carries the potential to give sub-national administrations concrete roles in the delivery of social services and, more specifically, in the processes of registration of individuals and families, targeting, enrolment, delivery of benefits and transfers, monitoring, evaluation, and impact assessments. The SSDM is embedded in government structures and contributes to building the institutional capacities of local institutions to administer and monitor existing social protection programmes. The SSDM also provides a coherent framework for the implementation of the NSPS-PV in an integrated, effective, and efficient way by establishing a management system from the central level to the villages and a reporting mechanism from the villages to the central level.

Figure 4. The main objectives of the SSDM



Source: ILO DWT-Bangkok, 2012.

3.2 The SSDM's main characteristics

The Social Service Delivery Mechanism is a one-stop shop operated by the sub-national administration, linked with the One Window Service Office (OWSO) and managed with an integrated information system.

3.2.1 Local teams embedded in government institutions and operated by the sub-national administration

SSDM teams offer assistance to potential beneficiaries in accessing social protection and employment services. They assess the vulnerabilities and skills of potential beneficiaries, channel information concerning existing social services, support registration processes, deliver membership cards, facilitate access to benefits in cash or kind, facilitate access to services (health care, employment, training, and so on), and collect contributions, if any. In the long run it is foreseen that the SSDM will also facilitate the collection of contributions. SSDM teams also represent the interests of the final beneficiaries through a complaint and appeal mechanism and by advocating for increased availability and quality of social services.

3.2.2 An integrated management information system

The SSDM collects information at the decentralized level on beneficiaries, existing social services, and the utilization of services by the beneficiaries, and enters this information into a management information system. Data on households and applications to programmes are collected directly by the Social Service Delivery Mechanism, while data on the utilization of the services is gathered from social protection and employment

programmes at the delivery points (health centres, schools, vocational training centres, job centres, among others). The MIS uses the latest technology available (e.g. internet-based platforms, smart cards, and verification systems). The MIS supports the management of each beneficiary's case, the management of existing social services, and can be used for monitoring and evaluation purposes. Through a common interface, information is accessible to all line ministries and departments at national and sub-national levels. In particular, this information can be used by the inter-ministerial task force on social protection and the CARD-Social Protection Coordination Unit to monitor the extension of coverage, assess the impact of existing interventions, and update social policies.

3.2.3 Operational linkages with the One Window Service Office

The OWSO of the Ministry of Interior is a common delivery mechanism of public services provided by a number of line ministries to individuals and small and medium enterprises. Services provided include motorbike registration, delivery of construction licenses, authorization to conduct businesses, delivery of motorbike plates, among others. Eleven line ministries have transferred functions to the OWSO, including the Ministry of Culture and Fine Arts, Ministry of Agriculture, Forestry and Fisheries, Ministry of Commerce, Ministry of Tourism, Ministry of Industry, Mines and Energy (MIME), Ministry of Public Works and Transport (MPWT), and Ministry of Land Management, Urban Planning and Construction (MLMUPC), Ministry of Education, Youth and Sports (MoEYS), Ministry of Interior (Mol), Ministry of Health (MoH), Ministry of Economy and Finance (MEF). The OWSO has been established in 27 sites, mostly in urban areas and at the provincial level. However, there are plans to extend coverage to rural areas and to the district level.⁵ The Social Service Delivery Mechanism aims to complement the OWSO approach with additional social protection and employment services particularly adapted to rural workers and their families.



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⁵ Source: The National Committee for Sub-National Democratic Development. Available at: <http://www.ncdd.gov.kh/en/projects/wb—rilgp-af/101-about-owso> [accessed on 1 September 2013].

3.3 Recommendations on the services provided by the SSDM

The SSDM has five main functions:

1. disseminate information on existing programmes;
2. facilitate registration in the SSDM and applications to social programmes;
3. maintain the management information system;
4. assist in the appeals process; and
5. provide additional services.

3.3.1 Function 1: Disseminate information on existing programmes

The Social Service Delivery Mechanism disseminates information to the residents through placards, leaflets, radio broadcasts and shows, videos, community leaders, among other channels. The information provided relates to social protection and employment programmes available locally.

Table 2. List of programmes available in Siem Reap province for each SPF guarantee

SPF guarantee	Relevant programmes
1. Access to essential health care, including maternity care	<ul style="list-style-type: none"> – Health equity funds – Community-based health insurance – NSSF health insurance branch (will be established in 2013) – Awareness raising on sanitation, reproductive health, and so on
2. Basic income security for children, including providing access to nutrition, education, and care	<ul style="list-style-type: none"> – Cash transfers – Formal and non-formal education – School feeding programme and take-home rations⁶ – Maternal and child health nutrition programmes⁷ – Child care centres – Child Labour Monitoring System – Programmes enhancing early childhood development and girls' literacy
3. Basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity, and disability	<ul style="list-style-type: none"> – Cash transfers – Public works programmes – Interventions aiming to enhance productivity in the agriculture sector⁸ – Vocational trainings offered by the Strengthening Technical Vocational Education and Training programme which offers free trainings in 36 communes of ten districts identified as poor⁹ – Other training programmes such as those provided by Chantiers d'Ecole (in the fields of construction, electricity, air conditioning repair, tiling, plumbing, brickwork and masonry, map designing, computer mending, and Word and Excel); the Centre National de la Soie; Paul Dubrule

⁶ Such as the World Food Programme's School Feeding Programme, which provides daily hot breakfasts to all children in selected primary schools (grades 1 to 6) and Take-Home Rations (ten kilograms of rice per month per household, which represents about 23.5 per cent of a household's income) to ID-Poor 1 families with children enrolled in grades 4 to 6.

⁷ Such as WFP's Maternal and Child Health Nutrition Programme, which distributes a fortified corn-soya blend to pregnant and lactating women, as well as children below two years of age, on a monthly basis in health centres.

⁸ Such as the GIZ Regional Economic Development Programme, which provides technical know-how to farmers by training them on how to use quality seeds, how to access markets, and creates linkages between farmers and collectors, and the Ministry of Labour and Vocational Training's free short-term training courses in the agricultural sector.

⁹ These include centre-based trainings on air conditioning repair, computers, cooking, electrical network installation and maintenance, hairdressing, hospitality, outfitting, sewing, and enterprise-based trainings on hairdressing, motorbike repair, outfitting, radio and television repair, sewing, small engineering, dressmaking, and goldsmithing.

Table 2. List of programmes available in Siem Reap province for each SPF guarantee (continued)

SPF guarantee	Relevant programmes
	<p>School of Hotel and Tourism; Sala Bai Vocational Training School, which provides cooking and house keeping courses and is supported by Plan International</p> <ul style="list-style-type: none"> – Dissemination of job announcements on behalf of the Job Centre established at the Provincial Training Centre in Siem Reap City under the responsibility of the Ministry of Labour and Vocational Training – Dissemination of job vacancies from rural employers (such as plantations, for instance) – Information to potential migrants on existing pre-departure training as well as on opportunities (jobs and training) for returning migrant workers – Awareness raising on domestic violence and human trafficking – NSSF employment injury insurance branch – Microcredit programmes
4. Basic income security for older persons	<ul style="list-style-type: none"> – No programme available

The information provided to potential beneficiaries will include:

- Information on social protection programmes and employment services available;
- Details on the benefits and services provided;
- Eligibility criteria (age, sex, ID-Poor 1 or 2, and others) if any; and
- Registration procedures and required documents.

In cases where the SSDM does not have the authorization to register beneficiaries:

- SSDM will provide contact details of the focal points in charge of the registration of potential beneficiaries.

3.3.2 Function 2: Facilitate registration in the SSDM and applications to social programmes

Potential beneficiaries enrol in the SSDM and then apply to the programmes for which they meet eligibility criteria. Common registration and application procedures and tools will be developed and applied systematically by the SSDM staff. This will increase transparency of the identification and selection process of the beneficiaries, reduce the workload of the sub-national administrations, and reduce administrative costs related to the identification and registration of beneficiaries.

SSDM staff will collaborate with the Village Development Committees (VDCs) to identify potential beneficiaries for various programmes (e.g. pregnant women for World Food Programme’s Maternal and Child Health Nutrition Programme, ID-Poor farmers for the GIZ Green Belt Project, working children for ILO’s Child Labour Monitoring System, job seekers for the public works programmes, and so on).

Once identified, the potential beneficiaries are enrolled in the SSDM and provided assistance in applying to social protection and employment programmes. Registration can be particularly challenging for illiterate families or families that have migrated in the past. For instance, to register in CBHIs a family book is required, which many poor and vulnerable families have difficulties locating. SSDM staff supports the potential beneficiaries by assisting with filling out forms and gathering all required documents.

Registration and application forms are completed by SSDM assistants at the commune or district level (front office), then computerized in the MIS and processed at the district level. A copy of each application is transferred to the relevant social protection or employment programme.

3.3.3 Function 3: Maintain the management information system

The MIS enables users to know at any time which beneficiaries are registered in the system, who has applied to each programme, and whether eligible beneficiaries have effectively availed services and transfers.

The MIS includes:

- Table 1: list of available programmes;
- Table 2: list of the residents of the SSDM area;
- Cross-table 1 (generated automatically): a list of potential beneficiaries for each programme (those who are entitled to the programme); and
- Cross-table 2 (generated automatically): a list of programmes each beneficiary is entitled to.

The MIS is instrumental in monitoring:

- The number of persons covered for each guarantee of the social protection floor and each objective of the NSPS-PV.
- The number and type of programmes available at the sub-national level.
- The effective access to existing social protection and employment programmes.

In addition, the MIS can be used to update missing or incorrect information in the ID-Poor programme's database (names, new-borns, recently migrated family members, among others).

3.3.4 Function 4: Assist in the appeals process

The SSDM represents the interests of its members by ensuring that those who are eligible for programmes (social services, transfers, employment measures) have effective access to those services of acceptable quality.

Issues of access may be linked with:

- inclusion or exclusion errors;
- lack of clarity on existing programmes;
- issues related to the availability of social services and the availability of health-care personnel, medicines, and other medical supplies;
- issues related to the reception of patients or beneficiaries and the perceived quality of the services provided; and
- delays in the payment of benefits.

The SSDM achieves this appeals function by:

- Comparing SSDM cross-table 1 (list of potential beneficiaries per programme) with the databases of the service providers.
- Comparing SSDM cross-table 2 (list of programmes each beneficiary is entitled to) with the effective access by these beneficiaries to the programmes.
- Raising awareness among potential beneficiaries on their entitlements and by collecting feedback and grievances from them.
- Facilitating complaint resolution at the local level by interacting with the different parties involved and forwarding those complaints and grievances that cannot be resolved at the local level to competent authorities.

3.3.5 Function 5: Provide additional services

The SSDM will provide some social services that are currently provided by local administrations in addition to newly established services.

These additional services include:

- a cash transfer programme;
- a hotline and case management system for overseas migrant workers; and
- a hotline and case management system targeting domestic violence, human trafficking, child labour, and other abuses.

Regarding child labour, the ILO has developed a Child Labour Monitoring System. The system identifies working children thanks to a close collaboration with labour inspectors, commune councils, and the commune committee for women and children. Once families at risk of child labour are identified, the SSDM could channel them to appropriate services and livelihood support programmes (school feeding, cash transfers, vocational training, support for farmers, among other programmes).

In the long run, the Social Service Delivery Mechanism could develop a portfolio of additional services:

- partner with microfinance institutions or banks (for example, the Acleda bank) to facilitate access to bank accounts and microcredit for SSDM members;
- collect contributions on behalf of the NSSF and CBHI schemes;
- pay benefits on behalf of the cash transfer programme through a partnership with a microfinance institution or a bank;
- design and provide additional social transfers (such as the reimbursement of transportation fees for the health equity fund);



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- organize in-house training and awareness raising programmes such as vocational trainings and literacy courses at the district and commune levels;
- provide case management for families (personalized “plan” or “contract”, adapted advisory services, and regular monitoring);
- develop coherent approaches to social protection and employment for specific target groups (youth, agricultural workers, micro-entrepreneurs) to increase their employability, facilitate productive investments, provide minimum allowances (cash transfers), and facilitate access to jobs or markets (broker function); and
- organize brain storming and education sessions on social and economic challenges aimed at empowering communities in the design and implementation of appropriate solutions at the grass roots level.

3.4 Recommendations on integration with the existing sub-national administration

3.4.1 Existing layers of the sub-national administration

Figure 5. Layers of the sub-national administration

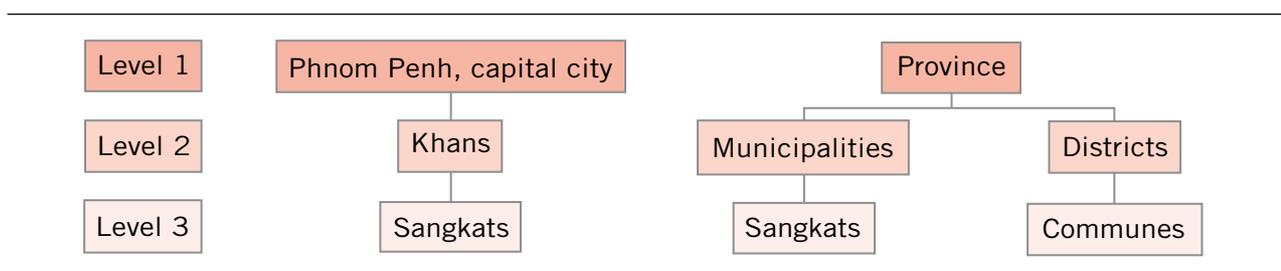


Table 3. Distribution of roles and responsibilities across the layers of the administration

Layer	Roles and responsibilities
Central Government	<ul style="list-style-type: none"> – Establish the legal foundation in which the sub-national administrations (SNAs) govern and protect the rights and interests of the citizens – Establish national policies and standards together with national priorities for the development of the country
Capital and province (level 1 of SNA)	<ul style="list-style-type: none"> – Assume a planning and coordinating role – Ensure that disparities and inequities are reduced across the province and between rural and urban areas through actions such as corrective budget allocations – Act as a bridge between the central Government and lower tier SNAs for the implementation of national policies through the transfer of functions and resources
District, <i>khans</i> , municipalities (level 2 of SNA)	<ul style="list-style-type: none"> – Respond to the priority needs of the communes and <i>sangkats</i> – Deliver some of the services when economies of scales are needed or when the services affect more than one commune or <i>sangkat</i> – Provide capacity building and training to the commune and <i>sangkat</i> councils and their staff members and raise awareness of citizens
Communes and <i>sangkats</i> (level 3 of the SNA)	<ul style="list-style-type: none"> – Represent the people – Ensure that the development needs of their territories are met either directly or through higher tier SNAs – Ensure participation of people of concern in various decision-making mechanisms (such as representation in Technical Coordination Committees)

Table 3. Distribution of roles and responsibilities across the layers of the administration (continued)

Layer	Roles and responsibilities
	<ul style="list-style-type: none"> – Guarantee the right of access to information, monitoring and evaluation reports, and the right to appeal – Ensure that mechanisms of accountability are in place and operational
<p>Source: Adapted from Royal Government of Cambodia, 2010. National Programme for Sub-National Democratic Development, 2010-2019.</p>	

3.4.2 The decentralization and de-concentration reform

Before February 2002, all local administrations were appointed by the central Government and were acting as agents to which the Government delegated certain functions for the implementation of its policies.

Decentralization and de-concentration is one of the main priorities undertaken by the Royal Government of Cambodia. It is acknowledged that improvements in public service delivery cannot take place unless local issues and local preferences are taken into consideration and delegated to local administrations and representatives. Hence the D&D reform aims to: (i) redefine powers and responsibilities of provinces, districts/municipalities/*khans*, and communes/*sangkats*; and (ii) organize the implementation of the delegation with the support of the National Committee for Sub-National Democratic Development. Each ministry is expected to contribute to the Royal Government of Cambodia's aim to bring service delivery close to people and each tier of the sub-national administration is expected to engage with the people in the design and delivery of all government programmes under their jurisdiction.

The first phase of the D&D reform was launched in 2001 with the passing of the Law on Commune and *Sangkat* Administrative Management and of the subsequent Sub-Decree on Decentralization of Powers, Roles and Duties to Commune/*Sangkat* Councils. In 2002, the first election of commune/*sangkat* councils took place. Councils' activities have been monitored and supported by the National Committee to Support the Communes (NCSC) that was responsible for training, facilitation, planning, and implementation.

Although considered as a success, the first phase of the D&D reform confirmed the idea that strengthening local administration is a long-term task. Participation, transparency, and accountability were still considered very low across Cambodia. In addition, actions of the SNA remained constrained by insufficient funding considering their new scope of responsibility.

These considerations led to the launching in 2005 of the second phase of the D&D reform that started with the approval of the Strategic Framework for Decentralization and De-concentration Reforms. It led to the promulgation of the Organic Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and *Khans* passed in April 2008 and to the creation of National Committee for Sub-National Democratic Development (NCDD-S) which is responsible for the implementation of the D&D strategy.

Despite these efforts, the empowerment of local administrations is not yet a reality across Cambodia. The D&D reform was accompanied with the creation of the commune/*sangkat* funds which have allowed for an increase of budget flows to the sub-national level. The share of the national budget allocated to the commune/*sangkat* fund has increased from 1.5 per cent of current domestic revenues in 2002 to 2.7 per cent in 2008. Two-thirds of the commune/*sangkat* funds are dedicated to commune development projects (mainly infrastructure projects with very little spent on social development) and one-third is allocated to administrative costs.

3.4.3 Organization of sub-national administrations' roles and responsibilities

The operations of the SSDM will be embedded in the sub-national administrations (provinces, districts/municipalities/*khans*, communes/*sangkats*, and villages). This section describes the organization of the roles and responsibilities of each level of the sub-national administration.

Decision-making power

The sub-national administrations at the provincial, district/municipality/*khan*, and commune/*sangkat* levels are legal entities and decisions are made by elected councils.

Councils have the obligation to establish three committees that provide consultancy and guidance to the board of governors: (i) the Technical Coordination Committee (TCC) which coordinates national and local efforts through plans, the medium-term expenditure framework, and the annual budget; (ii) the Children and Women Consultation Committee (CWCC) which provides suggestions and recommendations on issues related to gender equity and women's and children's issues; and (iii) the Procurement Committee which has the authority and duty to ensure that all procurements of the sub-national administration are conducted with integrity, openness, transparency, and fairness. Additional committees may be set up.

Executive power

Sub-national administrations of levels 1 (capital city and provinces) and 2 (districts/*khans*/municipalities) are managed by a governor and several deputy governors. Sub-national administrations of levels 3 (communes/*sangkats*) are managed by a presiding councillor or commune chief, which is appointed based on the results of the commune council's elections. Additionally, two deputy commune chiefs are designated.



All governors and deputy governors are paid civil servants. They are representatives of, and are accountable to, the central Government, the Ministry of Interior, and other line ministries and agencies. They supervise, coordinate, and direct all line departments and units of government ministries and institutions that operate within the jurisdiction of the sub-national administration. The board of governors prepares and submits to the council for approval a three-year investment programme and budget plan and a five-year development and medium expenditure plan. The board of governors also implements decisions of the council and reports to the council. The council monitors activities and performance of the board of governors.

Since December 2012, village administration relies on Village Development Committees. The VDC is mainly an executive body for the decisions made by the commune council. The VDC is composed of a chairperson, a deputy chairperson, a secretary, and four to six inhabitants as members, of which 40 to 50 per cent need to be women. The VDC's role is to assist the commune council in assessing community needs and priorities to be reflected and addressed in commune/*sangkat* development and investment plans; to participate in the implementation, monitoring, and evaluation of these plans; to enhance community participation in development activities; to share at commune/*sangkat* level good practices related to the development of the commune and implementation of development and investment plans; and to facilitate implementation of various development projects.

Administration and technical offices

Sub-national administrations of level 1 (capital city and provinces) benefit from the support of:

1. An administration director who supervises five directorates in the field, including: (i) administration; (ii) planning and investment; (iii) finance; (iv) human resources (HR); and (v) inter-sector. Each directorate has several specialized offices. For instance, the administration directorate has an office in charge of statistics and registry; the inter-sector directorate has an office in charge of economic and social affairs.
2. Technical departments from line ministries (health, education, social affairs, and so on) in charge of coordinating activities related to specific technical areas.

Sub-national administrations of level 2 (districts/*khans*/municipalities) benefit from the support of:

1. An administration director supervising social service offices in the field, including planning and commune support, administration and finance, and inter-sector.
2. Specialized technical officers (health, education, social affairs, and labour) in charge of coordinating activities related to specific technical areas.

Sub-national administrations of levels 3 (communes/*sangkats*) benefit from the administrative support of a clerk who is appointed by the Ministry of Interior. In addition, VDCs assist commune councils in preparing, implementing, monitoring, and evaluating commune/*sangkat* development and investment plans.

National Committee for Sub-National Democratic Development

The NCDD-S, established by royal decree, is given an important implementation role and authority. It shall establish subcommittees with working groups on functions and resources, fiscal and financial affairs, and personnel of sub-national administrations. In some districts the NCDD-S has appointed additional staffs who contribute to increasing the capacities of the district administration, including a district council coordination officer, a district advisor, and an Information Technology (IT) officer.¹⁰

¹⁰ At the time of writing this report, one district council coordination officer has been recruited to work for Varin, Angkor Chum, Kralagn, and Srei Snam districts, while Angkor Chum and Srei Snam districts have one district advisor and one IT officer each.

Table 4. Composition of the councils

Layer	Composition	Election	Term
Provinces	9 to 21 councillors	Indirectly elected by commune/ <i>sangkat</i> councils	Five years
Districts/ <i>khans</i> / municipalities	7 to 15 councillors for municipalities 7 to 19 for districts/ <i>khans</i>	Indirectly elected by commune/ <i>sangkat</i> councils	Five years
Communes/ <i>sangkats</i>	5 to 11 councillors	Elected by the citizens of the commune/ <i>sangkat</i>	Five years

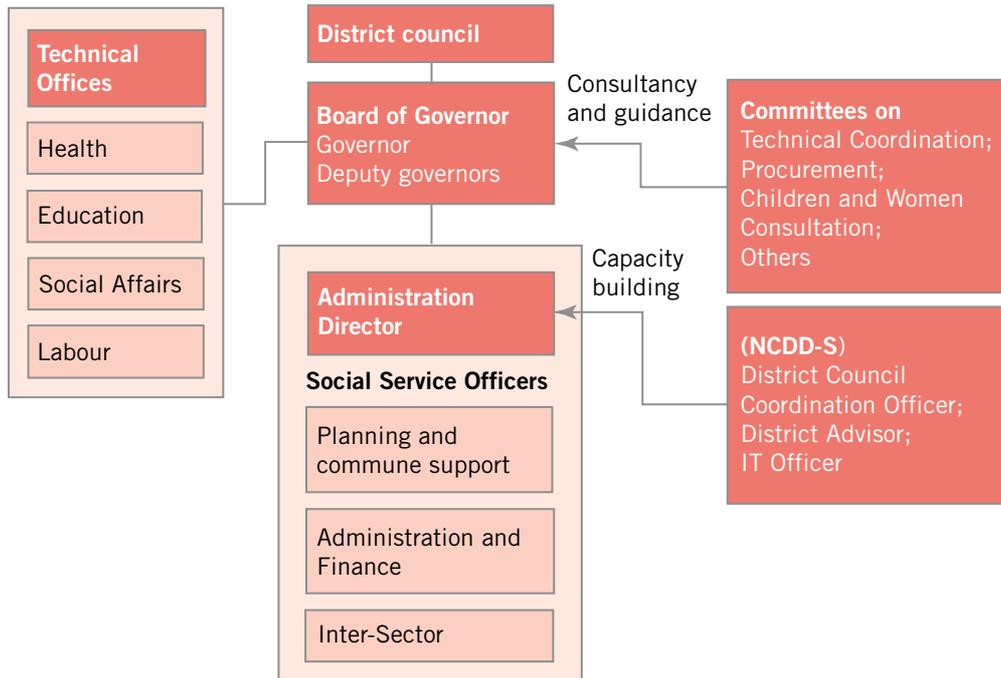
Table 5. Management of the sub-national administration

Layer	Composition	Appointment	Mandate
Capital and provinces	Governor	By royal decree	Four years
	Between 3 and 7 deputy governors	By royal sub-decree	(renewable once)
Districts/ <i>khans</i> / municipalities	Governor	By royal sub-decree	Four years
	Between 3 and 5 deputy governors	By Prakas of the Mol	(renewable once)
Communes/ <i>sangkats</i>	Presiding councillor or commune chief; two deputy commune chiefs	Based on the results of elections	Five years
Villages	Chairperson of VDC	Appointed by commune council	Five years

Table 6. Administration and specialized technical offices

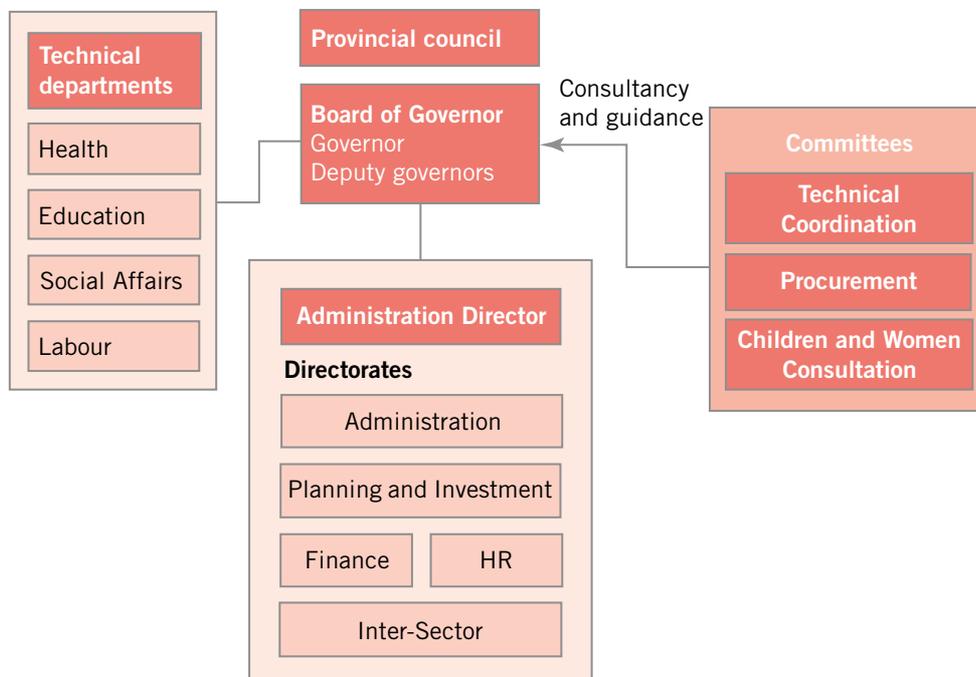
Layer	Administration	Line ministries
Capital and provinces	Administration director; five directorates in the fields of: (i) administration; (ii) planning and investment; (iii) finance; (iv) human resources; and (v) inter-sector; each directorate has specialized offices	Technical departments from line ministries (health, education, social affairs, and so on)
Districts/ <i>khans</i> / municipalities	Administration director; social service offices in the field of planning and commune support, administration and finance, and inter-sector	Specialized technical officers (health, education, social affairs, and labour)
Communes/ <i>sangkats</i>	Clerk appointed by the Ministry of Interior	Not applicable (N/A)
Villages	VDCs composed of a chairperson, a deputy chairperson, a secretary, and 4 to 6 people as members with 40 to 50 per cent women	N/A

Figure 6. Example of the SNA structure (district)



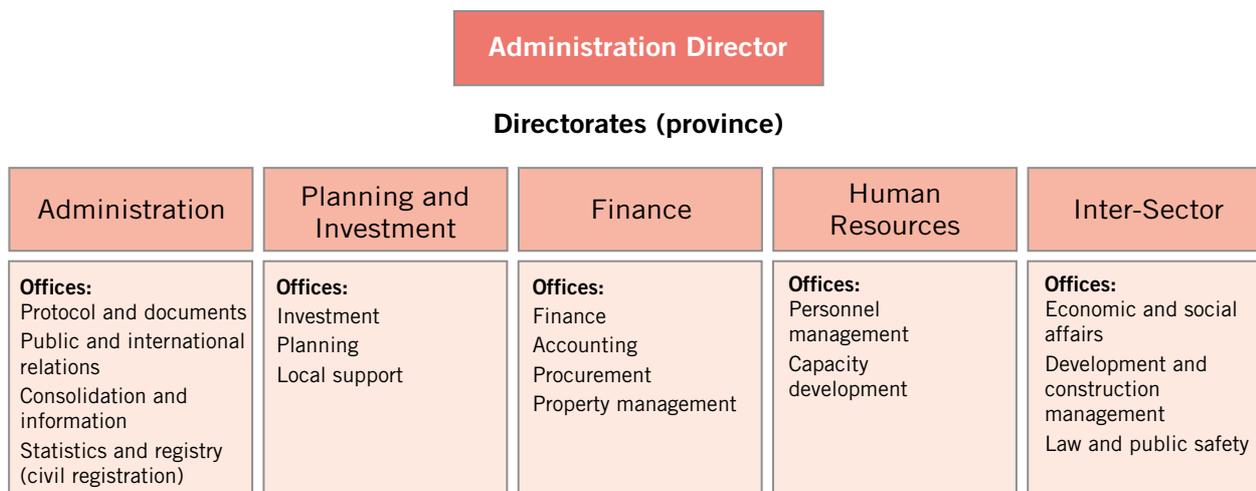
Source: Adapted from Organic Law on Administrative Management, 2008.

Figure 7. Example of the SNA structure (province)



Source: Adapted from Organic Law on Administrative Management, 2008.

Figure 8. Specialized offices under provincial directorates



Source: Adapted from Organic Law on Administrative Management, 2008.

3.4.4 The OWSO: A possible model for the SSDM organization

The One Window Service Office focuses on providing administrative services to citizens and small businesses under a single roof in an efficient, transparent, and corruption-free manner. The OWSO aims to expand the coverage of services at the district level, increase efficiency of administrative services through standardized tools and processes, increase transparency and accountability of local administration in the delivery of services, and enhance good governance and public administration reform. OWSOs have played a major role in strengthening the roles of the districts and municipalities in providing services, engaging citizens, and making local governments progressively more accountable.

The OWSO is composed of:

- A front office with staff trained to interact with citizens, i.e. disseminate forms, assist in the completion of application forms, receive forms and supporting documents, and collect payments for provided services. Information on services available, delivery times, and fees per service are clearly indicated in the front office; and
- A back office composed of technical staff (competent agents) delegated from different line ministries and departments and responsible for processing the applications and requests transferred from the front office.

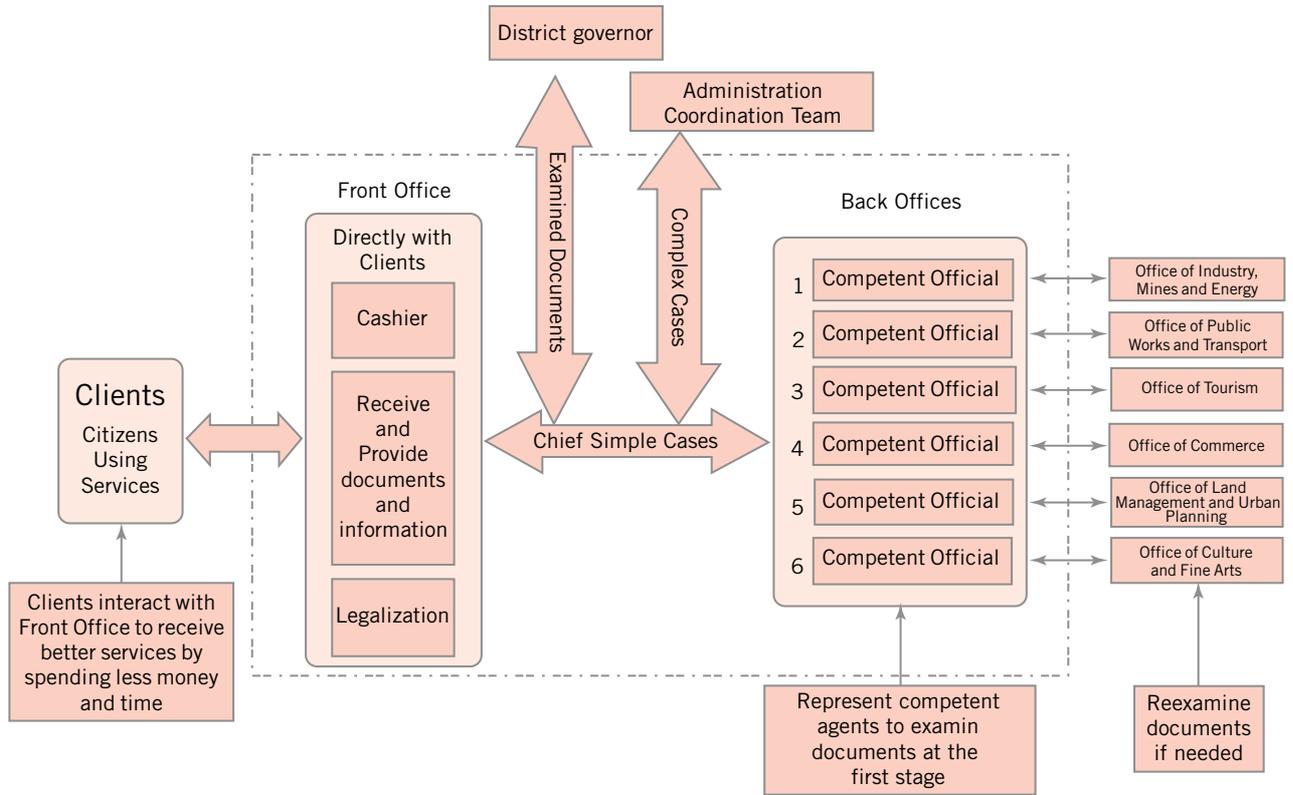
This two-tier structure (front and back offices) could serve as a model for the SSDM organization.

3.4.5 Overall structure of the SSDM

The SSDM is designed to be close to the final beneficiaries and to be embedded in the existing administration. Hence, each level of the SNA has a role to play in ensuring the flow of information from the villages to the policy-makers and conversely:

- At the provincial level, a back office will consolidate all information and monitor the overall system, process some verifications, address reported issues, and provide mentoring and capacity building to all levels.
- At the district/municipality/*khan* level, a back office will process applications while a front office will facilitate registration in the SSDM and applications to existing social protection and employment

Figure 9. Model of One Window Service Office



Source: OWSO project.



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programmes. All information received from the front office, as well as from the commune/*sangkat* level, will be computerized in an MIS.

- At the commune/*sangkat* level, a front office will provide information to families on programmes available locally, facilitate registration and applications, gather complaints, and create and update family folders.
- At the village level, the Village Development Committee will be in charge of disseminating information, gathering complaints, and identifying beneficiaries.

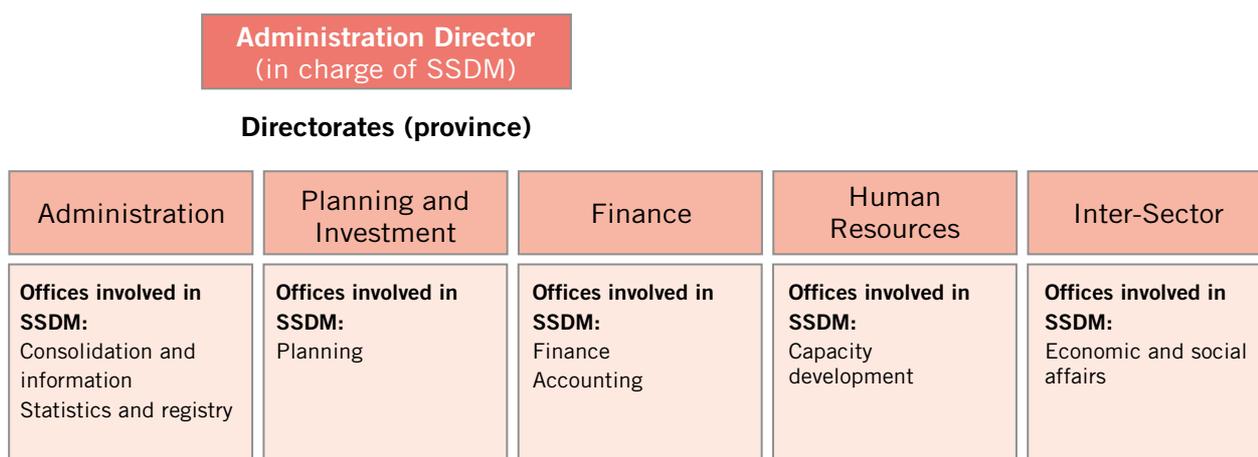
3.4.6 Structure, functions, and actors of the SSDM at the provincial level

The role of the province in the operations of the SSDM will be in line with the role assigned to the provinces in the general administration structure. The provincial governor or deputy governor will be responsible for the general management of the SSDM office and held accountable for the smooth functioning of the system. The administration director – or another director designated by the provincial governor in accordance with the specificities of the provincial organization – will organize and coordinate a team composed of specialized officers from the following directorates and offices:

- The Consolidation and Information Office of the Administration Directorate;
- The Statistics and Registry Office of the Administration Directorate;
- The Planning Office of the Planning and Investment Directorate;
- The Finance and Accounting Offices of the Finance Directorate;
- The Capacity Development Office of the Human Resources Directorate;
- The Economic and Social Affairs Office of the Inter-sector Directorate.

In addition, the Technical Coordination Committee and the Children and Women Consultation Committee will provide recommendations on SSDM implementation and operations to the administration director and board of governors.

Figure 10. Specialized offices under provincial directorates involved in SSDM administration



Source: ILO DWT-Bangkok, 2013.

The Consolidation and Information Office (Administration Directorate) and the Planning Office (Planning and Investment Directorate) will be in charge of consolidating information on existing social protection and employment programmes and updating the list of all programmes available in the province. They will base this work on the information gathered and computerized in the social protection template at the district level, as well as direct contacts with programmes and social service providers.

The Statistics and Registry Office (Administration Directorate) will be in charge of consolidating information on population (potential beneficiaries, persons registered, and population covered by different social protection and employment programmes). The office will base this work on information available in the social protection template at the district level as well as other sources, such as census data and migration data.

The Economic and Social Affairs Office (Inter-sector Directorate) will prepare and disseminate communication tools on existing policies and programmes which are available at provincial, district, and commune levels. Furthermore, this office will liaise with existing programmes and provincial technical departments (health, social affairs, and so on) to ensure that all programmes are aware of the SSDM and ready to collaborate at provincial, district, and commune levels.

The Economic and Social Affairs Office will also channel complex grievance cases to the Technical Coordination Committee (TCC) and the Children and Women Consultation Committee (CWCC) for review and provide recommendations to the administration director and board of governors. While the CWCC will examine complex complaint and grievance cases related to unsuccessful applications, the TCC will focus on grievances related to the availability and quality of social protection and employment services.

Based on a regular review of SSDM implementation reports, the Capacity Development Office (Human Resources Directorate), with support from NCDD-S, will assess training needs of the SSDM staff in all SNAs and develop or update various training packages on communications strategy and tools, SSDM administrative processes and tools, the utilization and update of the social protection template, and so on. These trainings will be rolled out with support from NCDD-S.

The Planning Office will collect and compile the semester and annual implementation reports from the SSDM at the district level and from social protection and employment programmes. The office will submit these reports to the TCC and the CWCC for review and for the provision of recommendations to the administration director and board of governors. Both committees will review and discuss the SSDM implementation reports. The TCC will provide recommendations on improving coordination of social services and possible conflict resolution between SSDM and existing programmes. The CWCC will provide recommendations on improving SSDM performance.

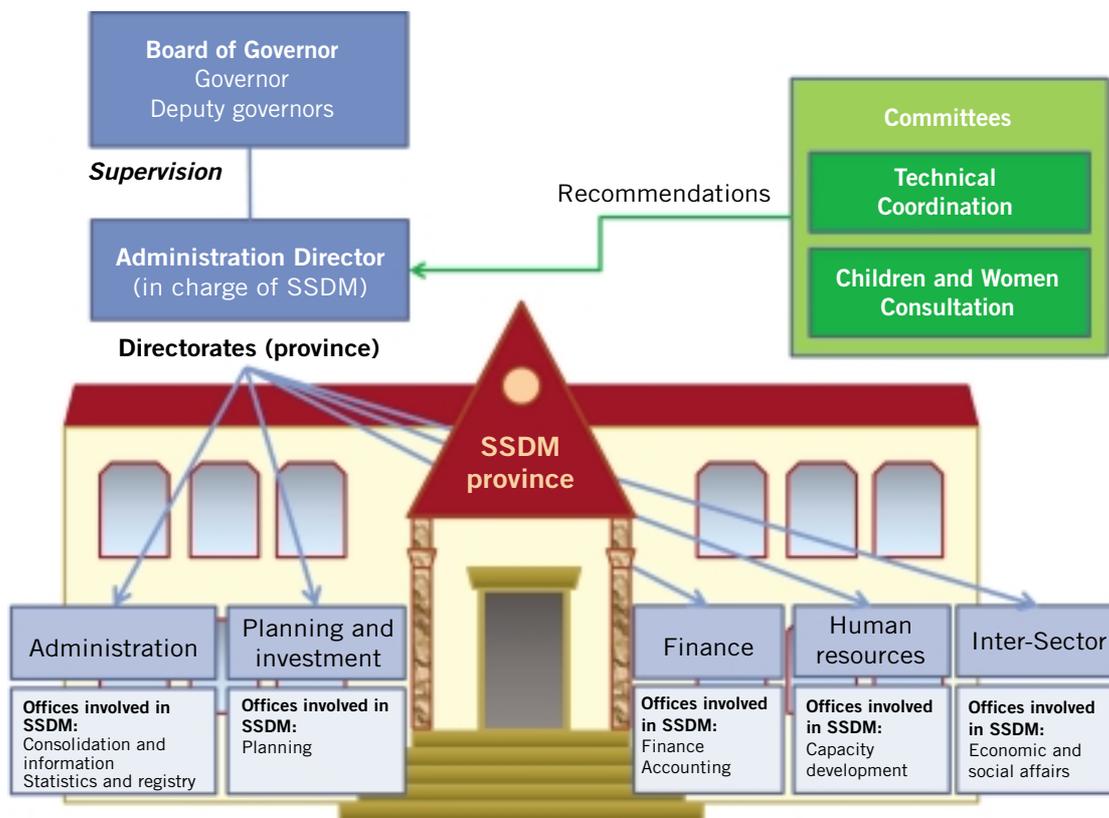
The Planning Office, which is in charge of consolidating all planning documents from the district administration (Five-year District Development Plan, Three-year District Investment Plan, Medium-term District Expenditure Framework, and Annual District Budget Plan), will prepare and channel budget requests for SSDM implementation and operations to the TCC meeting. The TCC meeting will examine the requests and mainstream them in the provincial administration's planning documents that will be submitted through the board of governors to the council for approval.

In addition, the Planning Office will also support the development of feasibility studies on the design, costing, and implementation of additional services to be provided by the SSDM and will submit these studies to the TCC meeting.

The Finance Directorate (and notably the Finance and Accounting Offices) will audit SSDM accounts at the district and commune levels and submit financial assessments to the Technical Coordination Committee meeting for transmission to the provincial administration director and board of governors.

Once a proper management information system has been developed and introduced for the day-to-day management of SSDM operations as well as monitoring and evaluation, an IT team attached to the central level will provide technical support and specific training sessions to the provincial administration on the MIS application and database maintenance.

Figure 11. Overall structure of the SSDM at the provincial level



Source: ILO DWT-Bangkok, 2013.

Table 7. List of functions, main actions, and actors at the provincial level

Functions	Main actions	Main actors
Function 1: “Information on existing programmes”	Based on the social protection template established at the district level, consolidate information on existing social protection and employment programmes and update the list of all programmes available in the province	Consolidation and Information Office (Administration Directorate); Planning Office (Planning and Investment Directorate)
	Prepare and disseminate communication tools on existing policies and programmes available in the province; liaise with existing programmes and technical departments and ensure smooth collaboration with SSDM in all SNAs	Economic and Social Affairs Office (Inter-sector Directorate)
	Develop and roll out training programmes on SSDM communication strategy and tools	Capacity Development Office (Human Resources Directorate) with support from NCDD-S officers at district level
Function 2: “Registration in the SSDM and application to social programmes”	Based on the social protection template established at the district level, consolidate information on population (potential beneficiaries, persons registered, population covered by the different social protection and	Statistics and Registry Office (Administration Directorate)

Table 7. List of functions, main actions, and actors at the provincial level (continued)

Functions	Main actions	Main actors
	employment programmes); cross check with population data obtained from the census, migration data, and so on	
	Develop and roll out training programmes on SSDM operations	Capacity Development Office (Human Resources Directorate) with support from NCDD-S officers at district level
Function 3: “Management information system”	Develop and roll out training programmes on SSDM management information system	Capacity Development Office (Human Resources Directorate) with support from NCDD-S officers at the district level and IT team
	Collect and compile SSDM semester and annual implementation reports at the district level and reports of social protection and employment programmes; submit these reports to the Technical Coordination Committee and the Children and Women Consultation Committee; channel budget requests for SSDM implementation and operations to the Technical Coordination Committee meeting	Planning Office (Planning and Investment Directorate)
	Review and discuss SSDM implementation reports; develop and submit concrete recommendations on SSDM performance to the provincial administration director and board of governors	Children and Women Consultation Committee
	Review and discuss SSDM implementation reports; examine and mainstream budget requests in provincial administration’s planning documents that will be submitted through the board of governors to the council for approval; develop and submit concrete recommendations on coordination of service delivery and possible conflicts (between SSDM and social protection programmes for instance) to the provincial administration director and board of governors	Technical Coordination Committee
	Audit SSDM accounts at district and commune levels; submit financial assessments to the Technical Coordination Committee meeting for transmission to the provincial administration director and board of governors	Finance Directorate (and notably Finance and Accounting Offices)
	MIS and database maintenance (once the social protection template is up and running)	IT team
Function 4: “Appeals” (complaints and grievance mechanism)	Channel complex grievance cases to the Technical Coordination Committee and the Children and Women Consultation Committee	Economic and Social Affairs Office (Inter-sector Directorate)

Table 7. List of functions, main actions, and actors at the provincial level *(continued)*

Functions	Main actions	Main actors
Function 5: “Provision of additional services”	Review and discuss complex grievance cases; provide recommendations to the provincial administration director and board of governors	Technical Coordination Committee; Children and Women Consultation Committee
	Develop and roll out training programmes on SSDM complaint and grievance collection and resolution	Capacity Development Office (Human Resources Directorate) with support from NCDD-S officers at district level
	Support the development of feasibility studies on the design, costing, and implementation of additional services to be provided by the SSDM; submit these studies to the Technical Coordination Committee meeting	Planning Office (Planning and Investment Directorate)
	Provide recommendations to the provincial administration director and board of governors on additional social services to be delivered by SSDM	Technical Coordination Committee
	Develop and roll out training programmes related to additional services (cash transfers, child labour, domestic violence, pre-departure training for migrants, and so on)	Capacity Development Office (Human Resources Directorate) with support from NCDD-S officers at district level

3.4.7 Structure, functions, and actors of the SSDM at the district level

The district governor or deputy governor will be responsible for the general management of the SSDM office and held accountable for the smooth functioning of the system.

The SSDM will be composed of a front office and a back office. The administration director will organize and coordinate the front office, operated by the social service officers (planning and commune support officer, administration and finance officer, inter-sector officer) with support from the SSDM assistant. The back office will be composed of the relevant technical offices available at district level (health, education, social affairs, labour, and so on).

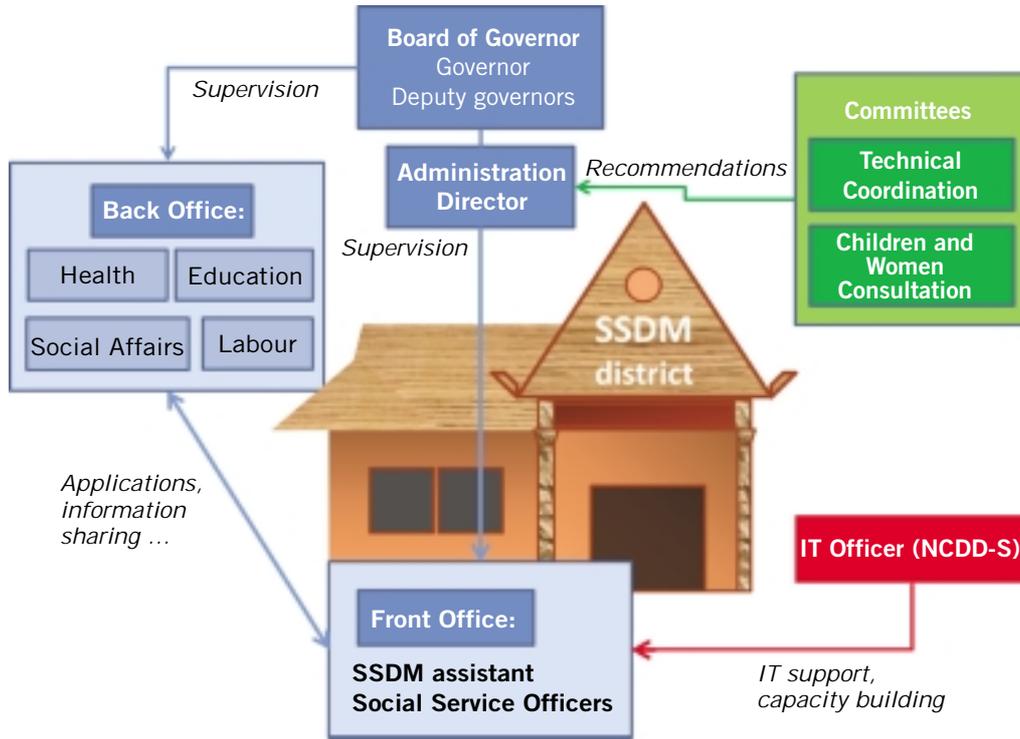
In addition the SSDM will receive technical support and capacity building from additional contracted officers (notably an IT officer) appointed by NCDD-S.

The TCC and the CWCC will provide recommendations to the administration director on SSDM implementation, performance, grievance resolution, allocation of resources, coordination issues, among others.

The SSDM at the district level will provide information on existing programmes and facilitate applications to each programme. To that end, a MIS database called social protection template will be developed by the IT officer with support from the ILO.

The social protection template will include an inventory of all available social protection and employment programmes, and for each, the eligibility criteria, benefits, contact persons, and so on. The information on each programme will be provided by the planning officer of the district administration.

Figure 12. Overall structure of the SSDM at the district level



Source: ILO DWT-Bangkok, 2013.

The social protection template will also include comprehensive information on the potentially eligible population, with individual data such as name, address, age, sex, occupation, disability (if any), and so on. The information contained in the population table will be provided by the administrative and finance officer and cross checked with other databases (record book, population data, ID-Poor, and citizen identification card).

A matching system will enable SSDM officers to know which potential beneficiaries are eligible for which programmes. The social protection template will also keep track of each individual's history of accessing and utilizing social protection and employment programmes. Each individual record will contain past applications to different programmes, results of the applications (positive or negative) and justification, appeals actions (if any) until final resolution, as well as effective utilization of the programmes. Effective utilization information would vary by programme. For instance, if a beneficiary is enrolled in a PWP, the social protection template will indicate the starting and end dates, as well as the number of days of employment. If a beneficiary is enrolled in a school feeding programme, the social protection template will indicate the starting and end dates.

At the beginning, the social protection template will be in the form of a Microsoft (MS) Excel spread sheet. All versions will need to be consolidated on a regular basis (at the end of each week). It is expected that after a few months of implementation, a proper management information system will be developed, where the database will be accessed online for consultation and modification by several users simultaneously.

Even when potential beneficiaries are aware of existing programmes, they may need assistance in the registration process. The SSDM assistant will help families and individuals in: (i) registering in the SSDM; and (ii) applying for specific social protection and employment programmes. In both cases, individuals will have to fill in a registration form and to provide additional supporting documents such as family books, birth certificates, and so on.

The SSDM assistant will manage two types of forms: (i) the forms received and completed at the front office of the district SSDM; and (ii) the forms completed at the commune SSDM and sent by the SSDM commune assistant to the district level.

All information received will be computerized in the social protection template and eligibility criteria related to age, sex, poverty levels, and so on will be checked. The SSDM assistant will print out completed forms and issue and deliver SSDM membership cards. Once eligibility for specific programmes is confirmed, applications will be submitted to the designated technical officers in the SSDM back office.

When the programmes are managed directly by the district administration, relevant district technical officers (health, education, social affairs, labour, and rural development) will process the applications. For example, the district technical officer for rural development will register the applicants in the available working schedule of the PWPs; the district technical officer for social affairs will register eligible households for the food distribution list; and so on. When a programme is implemented through local NGOs, applications will be submitted to these institutions by the SSDM assistant and the NGOs will process the application. Whatever the outcome, a notification of the selection result will be sent to the SSDM assistant and a hard copy of the application will be stored in the storage room.

Based on these notifications, the SSDM assistant, with support of the IT officer, will update candidate records in the social protection template once per week with the results of the applications. Once the results of the application process have been input in the social protection template, the results will be conveyed to the commune level by the inter-sector officer.

The social protection template will support the production of monitoring reports and will feed a monitoring system for the implementation of the NSPS-PV and the extension of coverage.

The planning officer will prepare monthly monitoring reports and submit them to the TCC and the CWCC for review. The TCC and CWCC will provide recommendations to the administration director and board of governors based on the monitoring reports.

The CWCC has regular monthly meetings. It is composed of the district council, the board of governors, and district technical offices. In addition, we recommend that representatives of workers and employers, as well as representatives of partner NGOs participate in CWCC meetings. At these meetings, issues related to the SSDM implementation process and operations, overall management and performance of the front and back offices, alternative mechanisms for identifying poor and vulnerable households, progress made and remaining challenges related to the extension of coverage, and the introduction of additional services to be delivered through the SSDM will be addressed. New procedures and tools for disseminating information, registering beneficiaries, processing applications, and other processes will be proposed and examined. The CWCC will also examine and propose solutions to complex complaints and grievance cases related to unsuccessful applications. The CWCC will then provide concrete recommendations to the administration director.

The TCC has regular bimonthly meetings. It is composed of the district council, the board of governors, and district technical officers. In addition, we recommend that representatives of workers and employers, as well as representatives of partner NGOs, participate in the TCC meetings. At these meetings, issues related to planning and budget allocations for SSDM, coordination issues (between SSDM at the district and commune levels, between SSDM and social protection and employment programmes, or between front and back offices) may be raised. Proposals for new functions and task allocations within the SSDM staff may be discussed. The TCC may also examine grievances related to the availability and quality of social protection and

employment services and propose solutions. The TCC will then provide concrete recommendations to the administration director.

Based on the information provided by the social protection template, the monthly monitoring reports, and the recommendations from the CWCC and TCC meetings, the planning officer will draft the semester and annual SSDM implementation reports with technical inputs from the SSDM assistant and IT officer, administrative and finance officer, inter-sector officer, technical officers (in charge of health, social affairs, rural development, and so on), relevant NGOs, as well as social protection and employment programmes. These semester and annual reports will also include the results of household surveys conducted at district, commune, and village levels related to access to SSDM, access to social protection and employment programmes, and so on.

The planning officer will also prepare budget requests for SSDM implementation and operations and channel them to the TCC meeting. The TCC meeting will examine the requests and mainstream them into the district administration's planning documents that will be submitted through the board of governors to the council for approval.

Potential beneficiaries who do not agree with the outcome of the application process and contest decisions related to eligibility, registration, and application procedures can appeal the decision by submitting a grievance to the inter-sector officer. The officer will review the case and provide the first round resolution. The inter-sector officer may resubmit the application through the normal application process or direct complex cases to the monthly monitoring meetings described above. Beneficiaries may also submit a grievance related to the availability and quality of existing social protection and employment services.

All the grievance forms will be computerized in the social protection template for monitoring and evaluation purposes. A monthly report on complaints and grievances will be produced based on the information contained in the social protection template and submitted to the CWCC and TCC meetings mentioned above. The analysis of the grievances may also provide useful information for the future design of new social protection and employment programmes.

Table 8. List of functions, main actions, and actors at the district level

Functions	Main actions	Main actors
Function 1: "Information on existing programmes"	Develop and update the social protection template, which includes information on social protection and employment programmes, population, and a matching system	(Front office) IT officer; SSDM assistant; planning officer; administrative and finance officer
	Receive communication tools on existing policies and programmes (developed at the provincial level)	(Front office) SSDM assistant
	Disseminate information and raise awareness on existing social protection programmes and employment services (agriculture productivity improvement, skills and entrepreneurship, job opportunities)	(Front office) SSDM assistant; planning officer
Function 2: "Registration in the SSDM and application to social programmes"	Provide support in filling out forms; print out completed forms; issue and deliver membership cards to SSDM members	(Front office) SSDM assistant

Table 8. List of functions, main actions, and actors at the district level (continued)

Functions	Main actions	Main actors
Function 3: “Management information system”	Receive registration and application forms from the commune level	(Front office) SSDM assistant
	Verify entitlements to programmes and services	(Front office) SSDM assistant; planning officer; administrative and finance officer
	Confirm entitlements; process applications; send weekly notifications of selection results to SSDM assistant	(Back office) technical officers in charge of the programme
	Announce results of applications at the commune level	(Front office) inter-sector officer (with SSDM commune assistant)
	Store hard copies of the applications in the storage room	(Front office) administrative and finance officer
	Update social protection template based on the weekly electronic notifications of selection results	(Front office) SSDM assistant
	Import data from monthly electronic declarations of benefits and services provided by social protection and employment programmes into the social protection template	(Front office) SSDM assistant
	Prepare monthly monitoring reports for the commune and district levels	(Front office) planning officer
	Share commune monitoring reports with SSDM commune assistant for transmission to commune TCC and CWCC	(Front office) planning officer
	Share district monitoring reports with the Technical Coordination Committee and the Children and Women Consultation Committee	(Front office) planning officer
	Prepare budget requests for SSDM implementation and operations and channel them to the TCC meeting	(Front office) planning officer
	Discuss SSDM implementation and operations, performance of front and back offices, extension of coverage, introduction of additional services to be delivered through the SSDM, new procedures and tools, and complaints and grievance cases at monthly monitoring meetings; provide concrete recommendations to the administration director	Children and Women Consultation Committee, representatives of workers and employers, and representatives of partner NGOs
Discuss planning and budget allocations for SSDM, coordination issues, new functions and task allocations at bimonthly monitoring meetings; provide concrete recommendations to the administration director; examine and mainstream	Technical Coordination Committee, representatives of workers and employers, and representatives of partner NGOs	

Table 8. List of functions, main actions, and actors at the district level (continued)

Functions	Main actions	Main actors
	budget requests in district administration's planning documents that will be submitted through the board of governors to the council for approval	
	Compile information from household surveys conducted at district, commune, and village levels	(Front office) SSDM assistant with support from IT officer
	Prepare semester and annual implementation reports	(Front office) planning officer
Function 4: "Appeals" (complaints and grievance mechanism)	Receive grievances on applications and provide the first round resolution (from district and lower levels of SNA); receive grievances on specific social protection programmes (from district and lower levels of SNA); computerize grievances (resolved and unresolved cases); share complex cases with CWCC and/or TCC for resolution	(Front office) inter-sector officer
	Receive, resolve, and forward complex grievance cases	Children and Women Consultation Committee, Technical Coordination Committee, representatives of workers and employers, and representatives of partner NGOs
	Prepare monthly reports on complaints and grievances	(Front office) inter-sector officer
Function 5: "Provision of additional services"	Inform potential beneficiaries of cash transfer programme and hotlines; channel them to specialized case managers or social workers assigned to these programmes	(Front office) SSDM assistant

In the future, the SSDM may host a new cash transfer programme, a hotline and case management system for overseas migrant workers, and a hotline and case management system for cases of domestic violence, human trafficking, child labour, and other abuses. The SSDM assistant will play a central role by informing potential beneficiaries about these programmes and channelling them to specialized case managers or social workers assigned to these programmes.

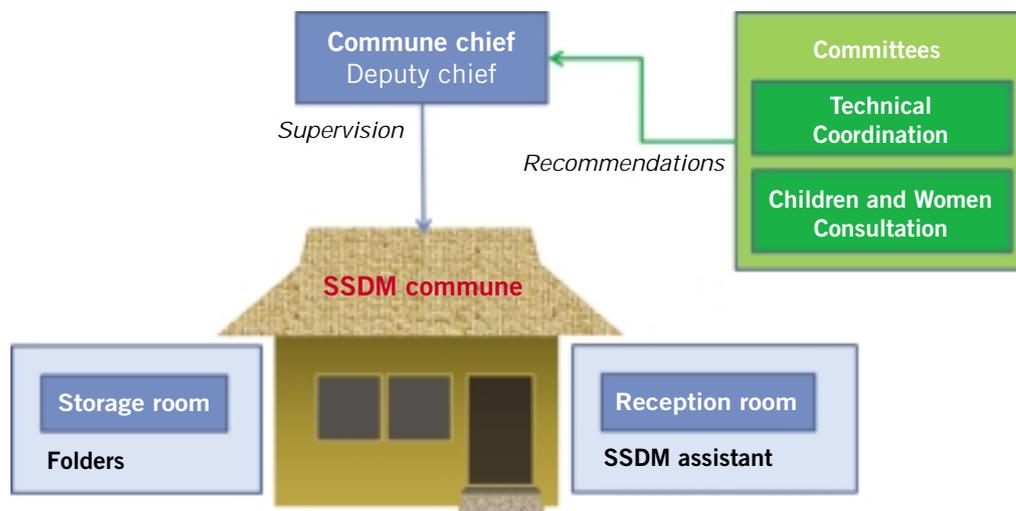
3.4.8 Structure, functions, and actors of the SSDM at the commune level

At the commune level, the SSDM office will be composed of a front office (or reception area) and a storage room to store the family folders and social protection and employment programmes' folders. The office will be operated by the SSDM commune assistant under the direct supervision of the commune chief or the deputy commune chief in charge of social affairs at the commune level.

The CWCC and the TCC will provide recommendations on SSDM implementation and operations as well as complaint and grievance settlement. We recommend the inclusion of workers' and employers' representatives as well as partner NGOs in the CWCC and the TCC.

The SSDM commune assistant will collect information on existing social protection and employment programmes and share the filled forms with the SSDM at the district level (SSDM assistant, planning officer, and administrative and finance officer) for computerization in the social protection template.

Figure 13. Overall structure of the SSDM at the commune level



Source: ILO DWT-Bangkok, 2013.

The SSDM commune assistant will also disseminate information and raise awareness on SSDM and existing social protection and employment programmes available locally. The SSDM commune assistant may use the communication tools developed at the provincial level.

At the outset, information sharing and awareness raising meetings will be organized by the commune administration with a view to inform participants about the establishment of the SSDM office and encourage them to further disseminate information on the SSDM and existing social programmes to their communities. These meetings, chaired by the commune chief or deputy commune chief, will include the commune clerk, the VDC (chairperson, deputy chairperson, secretary, and members), village volunteers, community-based organizations, local NGOs in the commune, workers' and employers' organizations, enterprises, and other stakeholders. Following these inception meetings, the VDCs will hold a number of gatherings in their villages and communities to disseminate information on the SSDM implementation and available social protection and employment programmes. Such information will also be displayed on information boards generally located in the front of the commune hall. In addition, the commune administration will take advantage of public forums, consultative forums on the preparation of the commune's budget and planning, forums on the implementation of the Government's policy on "safe village, safe commune", and other occasions that usually gather hundreds of participants to disseminate information.

The SSDM commune assistant will also explain and support registration processes by helping potential beneficiaries to complete application forms, sending the completed forms and supporting documents to the SSDM at the district level, receiving and delivering SSDM membership cards issued at district level, and receiving and announcing the results of the selection process.

The management information system at the commune level will be very basic and paper based. The SSDM assistant will prepare family folders that will be stored at the commune level. For each new application, the original of the application form will be stored in the family folder. Copies of all the forms will be sent to the SSDM at the district level where they will be computerized in the social protection template. Every month the SSDM assistant will receive from the district level a printout of the commune's social protection template together with a number of indicators. This printout will be shared by the commune assistant at CWCC and TCC meetings.

The SSDM commune assistant will also prepare budget requests for SSDM implementation and operations and channel them to the TCC meeting. The TCC meeting will examine the requests for utilization of the commune/*sangkat* funds and mainstream them into the commune administration’s planning documents that will be submitted to the council for approval.

Potential beneficiaries who do not agree with the outcome of the application process and contest decisions related to eligibility, registration, and application procedures can appeal that decision by submitting a grievance to the SSDM commune assistant. The SSDM commune assistant may resubmit the application through the normal application process described above while complex cases will be shared at the CWCC meetings. Beneficiaries may also submit a grievance related to the availability and quality of existing social protection and employment services. Such grievances will be shared and examined at the TCC meeting. Once the grievance is resolved, a copy of the grievance form will be shared with the SSDM at the district level for computerization in the social protection template. Grievance cases that cannot be resolved at the commune level will be forwarded to the next level (district).

Existing committees available at the commune level (CWCC and TCC) will review implementation and operations of the SSDM during periodic meetings. It is expected that the TCC will provide recommendations on ways to improve coordination with the SSDM at the district level and at the village level, as well as to improve collaboration with existing social protection and employment programmes and partner NGOs. The TCC will also examine grievances related to the availability and quality of social protection and employment services and propose solutions. The CWCC, on the other hand, will provide recommendations for the improvement of the design, implementation and operations of the SSDM, will agree on the introduction of new services to be delivered through the SSDM, and will examine complex complaint and grievance cases related to unsuccessful applications.

In the future, the SSDM may host a new cash transfer programme, a hotline and case management system for overseas migrant workers, and a hotline and case management system for cases of domestic violence, human trafficking, child labour, and other abuses. The SSDM commune assistant will play a central role by informing potential beneficiaries about these programmes and channelling them to specialized case managers or social workers assigned to these programmes.

Table 9. List of functions, main actions, and actors at the commune level

Functions	Main actions	Main actors
Function 1: “Information on existing programmes”	Fill in forms for each identified social protection or employment programme established in the commune; send the forms to the SSDM district for computerization in the social protection template	SSDM commune assistant
	Receive communication tools on existing policies and programmes (developed at the provincial level)	SSDM commune assistant
	Disseminate information and raise awareness on existing social protection programmes and employment services (agriculture productivity improvement, skills and entrepreneurship, job opportunities) through CWCC and TCC meetings, VDC meetings, information boards, and other occasions	SSDM commune assistant

Table 9. List of functions, main actions, and actors at the commune level (continued)

Functions	Main actions	Main actors
Function 2: “Registration in the SSDM and application to social programmes”	Provide information to VDCs on registration processes and tools with the intent of VDCs relaying the information to potential beneficiaries	SSDM commune assistant
	Support registration process of individuals; send registration forms to the district level for issuance of SSDM membership cards; deliver SSDM membership cards	SSDM commune assistant
	Support applications to specific social protection and employment programmes; send completed application forms to SSDM district office together with required supporting documents	SSDM commune assistant
	Disseminate results of selection process	Inter-sector district officer and SSDM commune assistant
Function 3: “Management information system”	Compile individual information in family folders and store family folders in the storage room	SSDM commune assistant
	Receive the commune monitoring report (printout of the social protection template for the commune together with a number of indicators) from the SSDM planning officer at the district level	SSDM commune assistant
	Prepare and channel budget requests for SSDM implementation and operations to the TCC meeting (utilization of commune/ <i>sangkat</i> funds)	SSDM commune assistant
	Examine monitoring reports at periodic monitoring meetings; provide concrete recommendations to the commune chief or deputy chief	CWCC, representatives of workers and employers, representatives of partner NGOs
	Examine monitoring reports and budget requests at periodic monitoring meetings; provide concrete recommendations to the commune chief or deputy chief; examine and mainstream budget requests in the commune administration’s planning documents that will be submitted to the commune council for approval (utilization of commune/ <i>sangkat</i> funds)	TCC, representatives of workers and employers, representatives of partner NGOs
Function 4: “Appeals” (complaints and grievance mechanism)	Share standardized forms; provide support in filling out the forms; receive grievances on applications and provide first round resolutions; receive grievances on specific social protection programmes	SSDM commune assistant
	Share a copy of the resolved cases with the SSDM at the district level for computerization; share complex cases with the CWCC and TCC for resolution	SSDM commune assistant
	Receive, resolve, and forward complex grievance cases	CWCC and TCC

Table 9. List of functions, main actions, and actors at the commune level (continued)

Functions	Main actions	Main actors
	Share non-resolved grievance cases with the SSDM at the district level for action	SSDM commune assistant
Function 5: “Provision of additional services”	Inform potential beneficiaries on cash transfer programme and hotlines; channel beneficiaries to specialized case managers or social workers assigned to these programmes	SSDM commune assistant

3.4.9 Structure, functions, and actors of the SSDM at the village level

At the village level, the Village Development Committee is the entry point for SSDM activities. The VDC is composed of a chairperson, a deputy chairperson, a secretary, and four to six members, of which 40 to 50 per cent are women. The VDC can decide to delegate part of its activities to volunteers.

The VDC will support the SSDM commune assistant in its functions. The VDC will be involved in the collection of basic information on the population of the village (each individual’s name, address, age, sex, disabilities (if any), and needs for social services) that will be compiled at the commune office.

The VDC will also take part in household surveys on access to SSDM and access to social protection and employment programmes. The results of the household surveys will be compiled at the commune and district levels by the SSDM assistant with support from the IT officer. The survey results will be incorporated into semester and annual reports on SSDM and NSPS-PV implementation.



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The VDC will disseminate information and raise awareness on the SSDM implementation and available social protection and employment programmes. This will be achieved through a number of gatherings in the villages and communities (e.g. village concentration meetings) and by using communication tools developed at the provincial level (video clips, radio shows, leaflets, and so on).

The VDC will explain the application process to potential beneficiaries of the programmes and recommend them to register at the commune level. The VDC will disseminate communication tools (leaflets, brochures, videos, and radio shows on SSDM procedures and specific programmes) prepared at the provincial level.

During meetings with villagers, the VDC may ask them to express their concerns and grievances. The VDC will try to find solutions at the village level. Cases that cannot be resolved at the village level will be sent to the SSDM at the commune level. In both resolved and unresolved cases, the VDC will fill out a complaint/grievance form and send it to the district SSDM assistant for computerization. The results of the grievance process will be sent back to the VDC through the SSDM commune assistant as soon as a resolution has been found at the commune level or higher.

Table 10. List of functions, main actions, and actors at the village level

Functions	Main actions	Main actors
Function 1: “Information on existing programmes”	Disseminate information and raise awareness on SSDM implementation and available social protection and employment programmes	VDC
Function 2 “Registration in the SSDM and application to social programmes”	Contribute to the collection of information on village inhabitants (identification, needs assessment) Identify possible beneficiaries for existing social protection and employment programmes and channel them to the SSDM at the commune level	VDC VDC
Function 3: “Management information system”	Participate in the conduct of household surveys (on access to SSDM, access to social protection and employment programmes, and so on); share the completed surveys with the SSDM assistant and IT officer at the district level (compilation of results)	VDC
Function 4: “Appeals” (complaints and grievance mechanism)	Collect complaints and grievances; search for solutions at the village level; send resolved and unresolved complaints/grievances to SSDM district assistant for computerization in the social protection template; send unresolved cases to the SSDM commune for resolution; once the cases have been resolved, share the results with concerned parties	VDC

Roadmap for the implementation of the SSDM

4.1 General principle of the roadmap

The National Social Protection Strategy for the Poor and Vulnerable will be implemented during 2011-2015 through a pilot testing phase at the central level and in two pilot provinces: Siem Reap and Banteay Meanchey. In accordance with this overall framework it is proposed to proceed with the implementation of the SSDM in three steps:

Table 11. Steps of the SSDM implementation

Steps	Scale	Objectives	Focus on
Step 1	The SSDM will be piloted in two districts of one pilot province	Test the principle of the SSDM; test the processes and tools; adjust the design of the SSDM	Village, commune, and district functions
Step 2	The SSDM will be generalized in the selected province	Test the mechanism at a larger scale; implement the province functions to support the SSDM	Village, commune, and district functions + province functions
Step 3	The SSDM will be expanded to the 2 nd pilot province	Implement national coordination and monitoring functions of the SSDM; establish and test coordination between the central and sub-national levels	Village, commune, and district functions + province functions + national functions

The three-year pilot testing phase aims at guaranteeing coherence of the SSDM with other programmes and approaches and at generating lessons to be learned for the design and operations of the SSDM. Starting from 2016, the national rollout of the SSDM is expected to start. The aim is to cover every district in Cambodia by the end of 2018.

4.2 Recommendations on the district selection for the first phase

Initially, the pilot testing of the SSDM was supposed to take place in one urban and one rural district. Establishing the mechanism in an urban setting was deemed unrealistic given that the ID-Poor programme (aiming at identifying and classifying poor households, which are the primary beneficiaries of the NSPS-PV) had not been expanded to urban areas.

We therefore decided to select two rural districts based on the following criteria:

1. Poverty level (high proportion of poor people);
2. Availability of social protection schemes and employment-related services;
3. Existing preliminary linkages between programmes (initiatives to merge operations or create synergies); and
4. Strong political will and involvement of local communities.

The following table provides a combined score for each of the twelve districts of the Siem Reap province.

The districts that comply with most of the criteria (total scores of 8) are Angkor Chum, Srei Snam, and Varin. Among these three districts, Angkor Chum and Srei Snam were selected for two reasons that seem crucial for the success of the pilot:

Table 12. Scores of the twelve districts with regards to the selection criteria

	Poverty	Availability of social protection programmes						Linkages	Political will	Final score
	(over 35 per cent of the population)	School Feeding	MCHN	Food for Asset	HEF	CBHI	Cash transfers	between programmes		
Angkor Chum		✓	✓	✓	✓	✓	✓	✓	✓	8
Angkor Thum	✓	✓	✓		✓					4
Banteay Srei	✓	✓			✓					3
Chi Kraeng	✓	✓	✓	✓	✓					5
Kralanh		✓		✓	✓				✓	4
Puok		✓			✓	✓		✓		4
Prasat Bakong		✓			✓					2
Siem Reap		✓			✓					2
Soutr Nikom		✓	✓	✓	✓					4
Srei Snam	✓	✓	✓	✓	✓				✓✓✓	8
Svay Leu		✓	✓		✓					3
Varin	✓	✓	✓	✓	✓	✓		✓	✓	8

- In Angkor Chum, the existing linkages between the health equity funds and community-based health insurance schemes in addition to the strong involvement of local authorities offered favourable preconditions to the implementation of the SSDM on a pilot basis.
- In Srei Snam, the district board of governors seemed willing to launch the SSDM pilot. The district governor was really active and enthusiastic during the bilateral consultations and formulated a number of relevant suggestions.

For both districts, it was also decided to select two communes and two villages per commune for the concept proof testing phase.

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International Labour Conference – Social Protection Floors Recommendation, 2012 (No. 202)

Recommendation concerning National Floors of Social Protection

The General Conference of the International Labour Organization,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its 101st Session on 30 May 2012, and

Reaffirming that the right to social security is a human right, and

Acknowledging that the right to social security is, along with promoting employment, an economic and social necessity for development and progress, and

Recognizing that social security is an important tool to prevent and reduce poverty, inequality, social exclusion and social insecurity, to promote equal opportunity and gender and racial equality, and to support the transition from informal to formal employment, and

Considering that social security is an investment in people that empowers them to adjust to changes in the economy and in the labour market, and that social security systems act as automatic social and economic stabilizers, help stimulate aggregate demand in times of crisis and beyond, and help support a transition to a more sustainable economy, and

Considering that the prioritization of policies aimed at sustainable long-term growth associated with social inclusion helps overcome extreme poverty and reduces social inequalities and differences within and among regions, and

Recognizing that the transition to formal employment and the establishment of sustainable social security systems are mutually supportive, and

Recalling that the Declaration of Philadelphia recognizes the solemn obligation of the International Labour Organization to contribute to “achiev[ing] ... the extension of social security measures to provide a basic income to all in need of such protection and comprehensive medical care”, and

Considering the Universal Declaration of Human Rights, in particular Articles 22 and 25, and the International Covenant on Economic, Social and Cultural Rights, in particular Articles 9, 11 and 12, and

Considering also ILO social security standards, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102), the Income Security Recommendation, 1944 (No. 67), and the Medical Care Recommendation, 1944 (No. 69), and noting that these standards are of continuing relevance and continue to be important references for social security systems, and

Recalling that the ILO Declaration on Social Justice for a Fair Globalization recognizes that “the commitments and efforts of Members and the Organization to implement the ILO’s constitutional mandate, including through international labour standards, and to place full and productive employment and decent work at the centre of economic and social policies, should be based on ... (ii) developing and enhancing measures of social protection ... which are sustainable and adapted to national circumstances, including ... the extension of social security to all”, and

Considering the resolution and Conclusions concerning the recurrent discussion on social protection (social security) adopted by the International Labour Conference at its 100th Session (2011), which recognize the need for a Recommendation complementing existing ILO social security standards and providing guidance to Members in building social protection floors tailored to national circumstances and levels of development, as part of comprehensive social security systems, and

Having decided upon the adoption of certain proposals with regard to social protection floors, which are the subject of the fourth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation; adopts this fourteenth day of June of the year two thousand and twelve the following Recommendation, which may be cited as the Social Protection Floors Recommendation, 2012.

I. Objectives, scope and principles

1. This Recommendation provides guidance to Members to:
 - (a) establish and maintain, as applicable, social protection floors as a fundamental element of their national social security systems; and
 - (b) implement social protection floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards.
2. For the purpose of this Recommendation, social protection floors are nationally defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion.
3. Recognizing the overall and primary responsibility of the State in giving effect to this Recommendation, Members should apply the following principles:
 - (a) universality of protection, based on social solidarity;
 - (b) entitlement to benefits prescribed by national law;
 - (c) adequacy and predictability of benefits;
 - (d) non-discrimination, gender equality and responsiveness to special needs;
 - (e) social inclusion, including of persons in the informal economy;
 - (f) respect for the rights and dignity of people covered by the social security guarantees;
 - (g) progressive realization, including by setting targets and time frames;
 - (h) solidarity in financing while seeking to achieve an optimal balance between the responsibilities and interests among those who finance and benefit from social security schemes;
 - (i) consideration of diversity of methods and approaches, including of financing mechanisms and delivery systems;
 - (j) transparent, accountable and sound financial management and administration;
 - (k) financial, fiscal and economic sustainability with due regard to social justice and equity;
 - (l) coherence with social, economic and employment policies;
 - (m) coherence across institutions responsible for delivery of social protection;
 - (n) high-quality public services that enhance the delivery of social security systems;

- (o) efficiency and accessibility of complaint and appeal procedures;
- (p) regular monitoring of implementation, and periodic evaluation;
- (q) full respect for collective bargaining and freedom of association for all workers; and
- (r) tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.

II. National social protection floors

4. Members should, in accordance with national circumstances, establish as quickly as possible and maintain their social protection floors comprising basic social security guarantees. The guarantees should ensure at a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.
5. The social protection floors referred to in Paragraph 4 should comprise at least the following basic social security guarantees:
 - (a) access to a nationally defined set of goods and services, constituting essential health care, including maternity care, that meets the criteria of availability, accessibility, acceptability and quality;
 - (b) basic income security for children, at least at a nationally defined minimum level, providing access to nutrition, education, care and any other necessary goods and services;
 - (c) basic income security, at least at a nationally defined minimum level, for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
 - (d) basic income security, at least at a nationally defined minimum level, for older persons.
6. Subject to their existing international obligations, Members should provide the basic social security guarantees referred to in this Recommendation to at least all residents and children, as defined in national laws and regulations.
7. Basic social security guarantees should be established by law. National laws and regulations should specify the range, qualifying conditions and levels of the benefits giving effect to these guarantees. Impartial, transparent, effective, simple, rapid, accessible and inexpensive complaint and appeal procedures should also be specified. Access to complaint and appeal procedures should be free of charge to the applicant. Systems should be in place that enhance compliance with national legal frameworks.
8. When defining the basic social security guarantees, Members should give due consideration to the following:
 - (a) persons in need of health care should not face hardship and an increased risk of poverty due to the financial consequences of accessing essential health care. Free prenatal and postnatal medical care for the most vulnerable should also be considered;
 - (b) basic income security should allow life in dignity. Nationally defined minimum levels of income may correspond to the monetary value of a set of necessary goods and services, national poverty lines, income thresholds for social assistance or other comparable thresholds established by national law or practice, and may take into account regional differences;

- (c) the levels of basic social security guarantees should be regularly reviewed through a transparent procedure that is established by national laws, regulations or practice, as appropriate; and
 - (d) in regard to the establishment and review of the levels of these guarantees, tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned, should be ensured.
9. (1) In providing the basic social security guarantees, Members should consider different approaches with a view to implementing the most effective and efficient combination of benefits and schemes in the national context.
- (2) Benefits may include child and family benefits, sickness and health-care benefits, maternity benefits, disability benefits, old-age benefits, survivors' benefits, unemployment benefits and employment guarantees, and employment injury benefits as well as any other social benefits in cash or in kind.
 - (3) Schemes providing such benefits may include universal benefit schemes, social insurance schemes, social assistance schemes, negative income tax schemes, public employment schemes and employment support schemes.
10. In designing and implementing national social protection floors, Members should:
- (a) combine preventive, promotional and active measures, benefits and social services;
 - (b) promote productive economic activity and formal employment through considering policies that include public procurement, government credit provisions, labour inspection, labour market policies and tax incentives, and that promote education, vocational training, productive skills and employability; and
 - (c) ensure coordination with other policies that enhance formal employment, income generation, education, literacy, vocational training, skills and employability, that reduce precariousness, and that promote secure work, entrepreneurship and sustainable enterprises within a decent work framework.
11. (1) Members should consider using a variety of different methods to mobilize the necessary resources to ensure financial, fiscal and economic sustainability of national social protection floors, taking into account the contributory capacities of different population groups. Such methods may include, individually or in combination, effective enforcement of tax and contribution obligations, reprioritizing expenditure, or a broader and sufficiently progressive revenue base.
- (2) In applying such methods, Members should consider the need to implement measures to prevent fraud, tax evasion and non-payment of contributions.
12. National social protection floors should be financed by national resources. Members whose economic and fiscal capacities are insufficient to implement the guarantees may seek international cooperation and support that complement their own efforts.

III. National strategies for the extension of social security

13. (1) Members should formulate and implement national social security extension strategies, based on national consultations through effective social dialogue and social participation. National strategies should:
 - (a) prioritize the implementation of social protection floors as a starting point for countries that do not have a minimum level of social security guarantees, and as a fundamental element of their national social security systems; and
 - (b) seek to provide higher levels of protection to as many people as possible, reflecting economic and fiscal capacities of Members, and as soon as possible.(2) For this purpose, Members should progressively build and maintain comprehensive and adequate social security systems coherent with national policy objectives and seek to coordinate social security policies with other public policies.
14. When formulating and implementing national social security extension strategies, Members should:
 - (a) set objectives reflecting national priorities;
 - (b) identify gaps in, and barriers to, protection;
 - (c) seek to close gaps in protection through appropriate and effectively coordinated schemes, whether contributory or non-contributory, or both, including through the extension of existing contributory schemes to all concerned persons with contributory capacity;
 - (d) complement social security with active labour market policies, including vocational training or other measures, as appropriate;
 - (e) specify financial requirements and resources as well as the time frame and sequencing for the progressive achievement of the objectives; and
 - (f) raise awareness about their social protection floors and their extension strategies, and undertake information programmes, including through social dialogue.
15. Social security extension strategies should apply to persons both in the formal and informal economy and support the growth of formal employment and the reduction of informality, and should be consistent with, and conducive to, the implementation of the social, economic and environmental development plans of Members.
16. Social security extension strategies should ensure support for disadvantaged groups and people with special needs.
17. When building comprehensive social security systems reflecting national objectives, priorities and economic and fiscal capacities, Members should aim to achieve the range and levels of benefits set out in the Social Security (Minimum Standards) Convention, 1952 (No. 102), or in other ILO social security Conventions and Recommendations setting out more advanced standards.
18. Members should consider ratifying, as early as national circumstances allow, the Social Security (Minimum Standards) Convention, 1952 (No. 102). Furthermore, Members should consider ratifying, or giving effect to, as applicable, other ILO social security Conventions and Recommendations setting out more advanced standards.

IV. Monitoring

19. Members should monitor progress in implementing social protection floors and achieving other objectives of national social security extension strategies through appropriate nationally defined mechanisms, including tripartite participation with representative organizations of employers and workers, as well as consultation with other relevant and representative organizations of persons concerned.
20. Members should regularly convene national consultations to assess progress and discuss policies for the further horizontal and vertical extension of social security.
21. For the purpose of Paragraph 19, Members should regularly collect, compile, analyse and publish an appropriate range of social security data, statistics and indicators, disaggregated, in particular, by gender.
22. In developing or revising the concepts, definitions and methodology used in the production of social security data, statistics and indicators, Members should take into consideration relevant guidance provided by the International Labour Organization, in particular, as appropriate, the resolution concerning the development of social security statistics adopted by the Ninth International Conference of Labour Statisticians.
23. Members should establish a legal framework to secure and protect private individual information contained in their social security data systems.
24. (1) Members are encouraged to exchange information, experiences and expertise on social security strategies, policies and practices among themselves and with the International Labour Office.
(2) In implementing this Recommendation, Members may seek technical assistance from the International Labour Organization and other relevant international organizations in accordance with their respective mandates.

CARD's request to the ILO



**KINGDOM OF CAMBODIA
NATION RELIGION KING**

COUNCIL OF MINISTERS
Council for Agricultural and Rural Development
No. 160CARD

Phnom Penh, 14 March, 2012

Mr. Jiyuan Wang
International Labour Organization
Director Country Office,
for Cambodia, Lao PDR and Thailand

Dear Mr. Jiyuan Wang,

The Council for Agricultural and Rural Development (CARD) presents its compliments to the collaboration and contribution from all stakeholders that had been made to achieve the social protection agenda in Cambodia. With the technical assistant from ILO and other development partners, the National Social Protection Strategy for Poor and Vulnerable (NSPS) was endorsed by the Royal Government of Cambodia in March 2011 and officially launched in December 2011. Under the ILO contribution, the Social Protection Floor initiative, public work programme and elimination of child labour were included in the strategy's objectives.

Within the CARD's mandate to coordinate the implementation of the NSPS (2011-2015), Social Protection Coordination Unit (SPCU) with the technical assistant from ILO, is currently working on the design of a project namely **PEOPLE Service (Promotion and Enhancement of People's Livelihood and Equity)** to coordinate the existing programmes, at the national and sub-national by linking social protection and employment services provides to the poor and vulnerable people in the specific geographic area as mentioned in the government guiding principle.

The government consider that PEOPLE Service is one of CARD 's priority programme, therefore, we would like to request ILO to financially and technically support the Implementation of this programme in Siem Reap and Banteay Meanchey provinces for the period 2011-2014.

We would very much appreciate if you could take our request into consideration. Please accept the assurance of my highest consideration.

Your Sincerely,

Ngy Chanphal,
Secretary of State, Ministry of Interior
Vice-Chairman of Council for Agricultural and Rural Development
Chairman of Social Protection Coordination Unit

CC: Ms. Valérie Schmitt, ILO Social Security Specialist, Bangkok
Mr. Tun Sophorn, ILO National Coordinator, Phnom Penh