SOCIAL PROTECTION AND LABOR
SOUTH SOUTH 2014
LEARNING FORUM

Determining Eligibility and Registering Beneficiaries

17 March 2014

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Determining Eligibility and Registering Beneficiaries
Session Brief

Session Lead: Margaret Grosh, Lead Economist, Human Development, Latin American and Caribbean Region, World Bank

Speakers:

Erion Veliaj, Minister, Ministry of Social Welfare and Youth, Albania

Mame Atou Faye, Technical Advisor, Programme National de Bourse de Securité Familial, Senegal

Sudarno Sumarto, Policy Advisor, National Team for Accelerating Poverty Reduction, Indonesia

Background

In deciding the general parameters of who should be eligible for a program (e.g., the poor, elderly, landless agricultural workers, or a combination of categories), the precise definitions and cut-offs are difficult to delineate, and usually involve the interplay of an analytical diagnosis of need, availability of budget, and political economy factors that both shape the options and influence the choice among them. Once the general parameters of who should be eligible are decided, the government needs to construct operational mechanisms that will translate the general vision into decisions made household by household, or individual by individual. These operational mechanisms often do an imperfect job of sorting and consequently introduce targeting errors. They also often require a significant administrative apparatus, and the interplay of levels of government and/or agencies exchanging information and working in a coordinated fashion to yield the final list(s) of program beneficiaries. This part of the "beneficiary cycle" may be the most difficult part, administratively, the most error-prone and the most controversial. However, it is also critical to the impact of the program, and to the distribution of outcomes.

Country Cases

There has been a great deal of attention paid in recent years to the job of building systems to determine eligibility and register beneficiaries. Every new program must tackle the issue and there have been many new programs in the last 10 years, especially in response to, and following the 2008 food and fuel price increases and financial crisis. Equally, older programs periodically renew their decisions and efforts around eligibility, taking advantage of new technology, and/or new windows of opportunity to improve on current systems.

This session will highlight three diverse country cases, drivers for change, and details of the systems used, including significant commonalities.

Albania

The poverty-targeted "Ndihma Ekonomike" cash transfer program was developed in 1993, but has until now been operating on a paper record basis with most functions and records decentralized to the local level. The system of filters used as part of the eligibility process led to very high errors of exclusion. The Government is implementing an ambitious modernization program that revises eligibility criteria to use a scoring formula, develops a national registry and payment system, and enhances the system of reducing error and fraud. The Government is also reforming the criteria for entry into the disability assistance program, to move from a strictly medical model toward the social model of disability.

Senegal

Senegal has developed a targeting system that will be the basis for the targeting of a series of programs in social protection, health, nutrition and education (and potentially other areas). The design of the registry itself was done with representatives from the various programs and sectors under the auspices of a coordination body – a steering committee for the social protection strategy – to ensure that the household data collected in the process of building the registry and identifying potentially eligible households was useful and sufficient for all programs, so as to reduce potential costs for programs that would be associated with having to re-survey households to obtain additional information. This exercise also presents an interesting combination of geographic, community and proxy means testing in the targeting system. The operational process is strongly anchored in local-level community organizations, as well as in local-level authorities. Lessons are available from the pilot phase that registered 75,000 households for the cash transfer program.

Indonesia

The Unified Database has been developed by the Government of Indonesia to identify the bottom 40 percent of the population for the purpose of targeting social assistance programs. The poor have been identified through proxy means testing and the database will be updated through a transparent and participatory mechanism. Recently, as part of the compensation package that followed the reduction in fuel subsidies, integrated social protection cards (KPS) were issued to 15.5 million poor and vulnerable beneficiary households (identified through the BDT) entitling them to subsidized rice allocations (RASKIN), temporary unconditional cash transfers (BLSM), and financial assistance for poor students (BSM).

Determining Eligibility and Registering Beneficiaries
Session Summary

The session was about the experience of different countries in defining who is eligible to receive social protection benefits and how to improve registration schemes in order to reduce costs and improve targeting. In the end, there is no magic formula, but countries can learn and avoid mistakes incurred by others and solutions they have found in the process of implementation of their programs.

Case Studies

Albania

Minister Veliaj talked about the experience of the government of Albania, where they found the non-poor were benefiting from the "Ndihma Ekonomike" national cash transfer program. Filters used led to errors, excluding the poor from benefit. The Government is modernizing the program, to review the eligibility criteria – introducing a scoring formula – linking different national databases and improving targeting of specific populations, like the Roma.

Senegal

The speaker presented the targeting system used in Senegal, which was an interesting example on how to scale up the registration process and the identification of eligible households. In every region, there is a committee, and selection is based on a combination of geographic, community and proxy means testing. For the next steps, recommendations are based in the difficulties faced.

Indonesia

The example of Indonesia is equivalent to the "Cadastro Unico" in Brazil. Different benefits are available: rice for the poor, health, unconditional cash transfers. Proxy means testing was used to

identify the poor and a community based mechanism was also important, through learning. The unified database is used for different stakeholders. And cards are used for delivery.

The presentations showed the difficulties faced in determining eligibility and how the process of registration of potential beneficiaries can be used to improve targeting and delivery of different programs.

Determining Eligibility and Registering Beneficiaries

Is always the most troublesome part of the beneficiary cycle

The decision/stroke of the pen is hard –

definitions of who should be eligible require a difficult mix of technical and political factors

Then the implementation of the concepts is harder

Takes sophisticated central level guidance and processing and street level administrative capacity.

Is impossible to do perfectly, even when done right, controversial

In the case presentations listen for:

How decisions are made

How capacity is built

How there is learning by doing

How institutional issues are handled

How the pay-off is improved by using registries

      for multiple programs

ALBANIA…

REPUBLIC OF ALBANIA
MINISTRY OF SOCIAL
WELFARE AND YOUTH

Population: 2,9 Mln
Urban Population: 52%
Unemployment rate: 14.4% (21,8%*)
GDP per capita: 4,596.5 $
GDP (PPP) per capita: 10,716.9 $
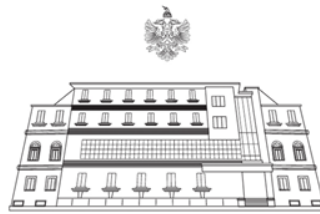
INSTAT, Labour force surveys 2012 Q2 to 2013 Q1. Reprocessed data according to the international standards adopted by the 19th International Conference of Labour Statisticians, Geneva, 2013.

REPUBLIC OF ALBANIA
MINISTRY OF SOCIAL
WELFARE AND YOUTH

People living below poverty line:14,8%

Social Assistance Programs
(cash transfers)

Ndihma Ekonomike
(NE/Economic Aid)

Disability Assistance
Benefits
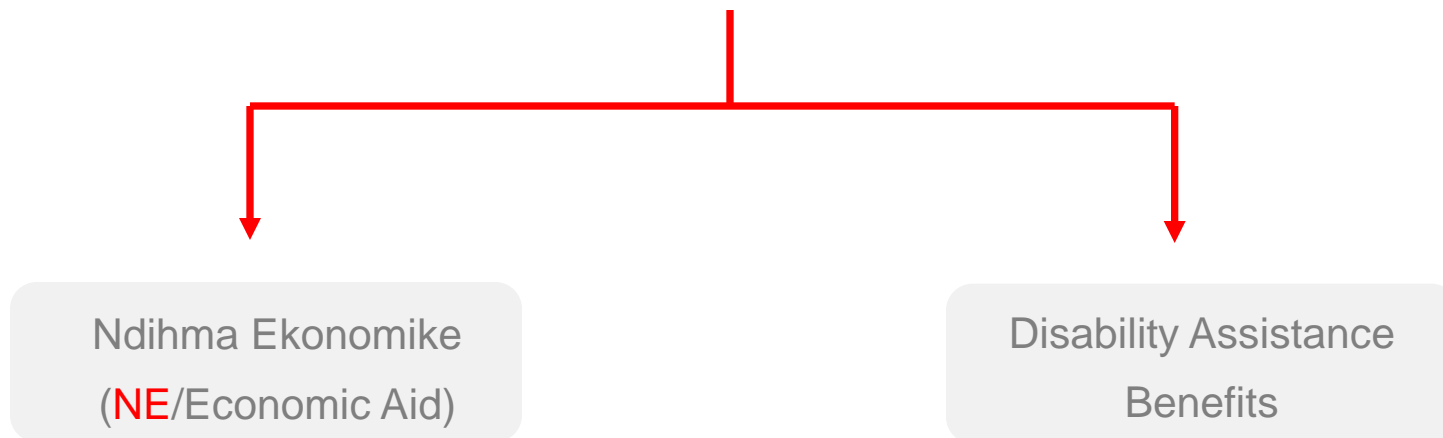
SOCIAL
PROTECTION
IN ALBANIA

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MINISTRY OF SOCIAL
WELFARE AND YOUTH

EXPENDITURES

NE: > 0.35% of GDP

Recipients: 106,593 households

Disability benefits: > 1% of GDP*

Beneficiaries: 158,217 persons

No of beneficiares*

- No of NE families beneficiares
- No of disabled benefeciares

2005 2006 2007 2008 2009 2010 2011 2012 2013

Fund value*

- NE Fund Mln Leke
- Disability Fund Mln Leke

2005 2006 2007 2008 2009 2010 2011 2012 2013
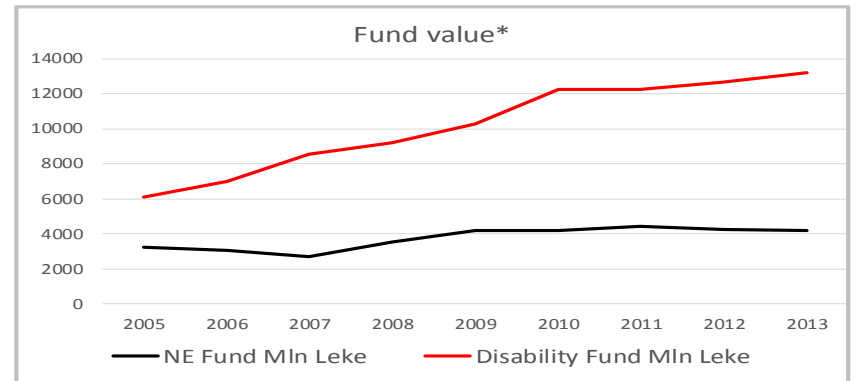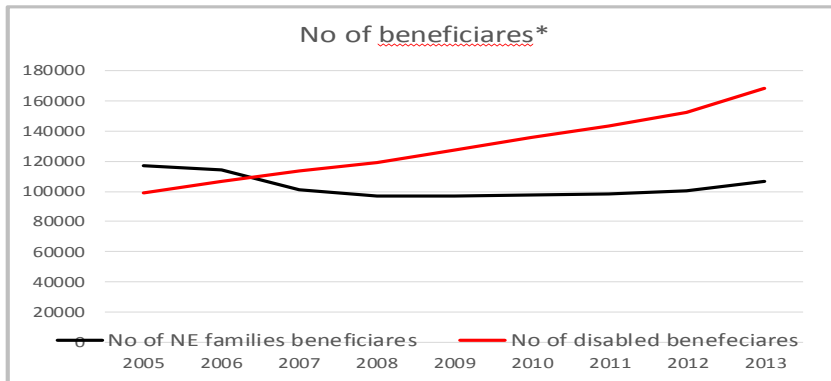
*Data provided by the Directorate of Finance in the Ministry of Social Welfare and Youth
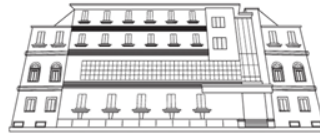
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LOW COVERAGE OF THE POOR BY NDIHMA EKONOMIKE PROGRAM:

Budget squeezed by the expanding outlays on disability benefits

Trends of expenditures of NE & disability benefits expressed in % of GDP
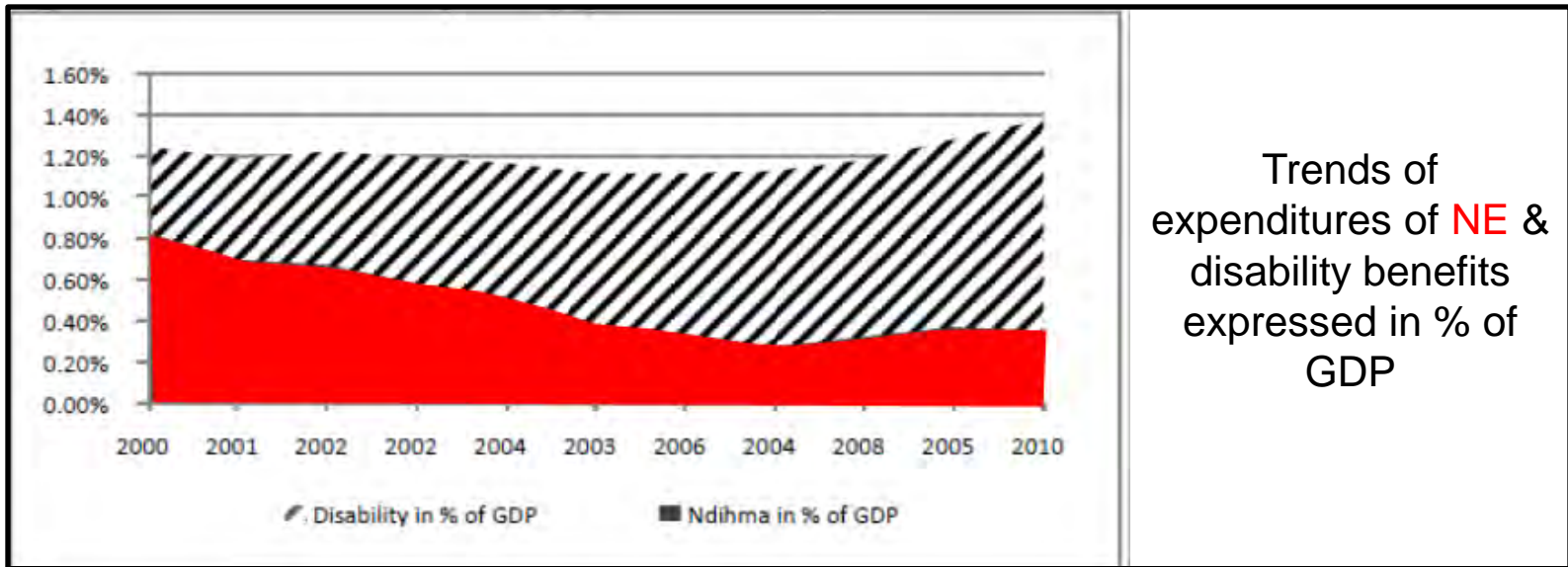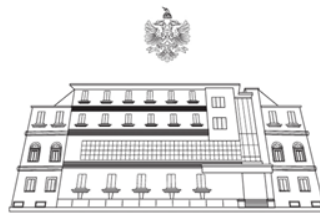
2012 PERFORMANCE

Graphs…

NE coverage of households

	Extreme poor	All poor	Non poor
Non beneficiares	75.4%	80.5%	94.4%
Beneficiares	24.6%	19.5%	5.6%

■ Beneficiares
□ Non beneficiares

Distribution of beneficiaries

Extreme poor 17%
Other poor 17%
Non poor 66%

Numbers…

	Extreme poor (5% pop.)	All poor	Non poor
Coverage of households	24.6%	19.5%	5.6%
Distribution of beneficiaries	16.6%	33.2%	66.8%
Targeting of benefits	15.2%	31.4%	68.6%
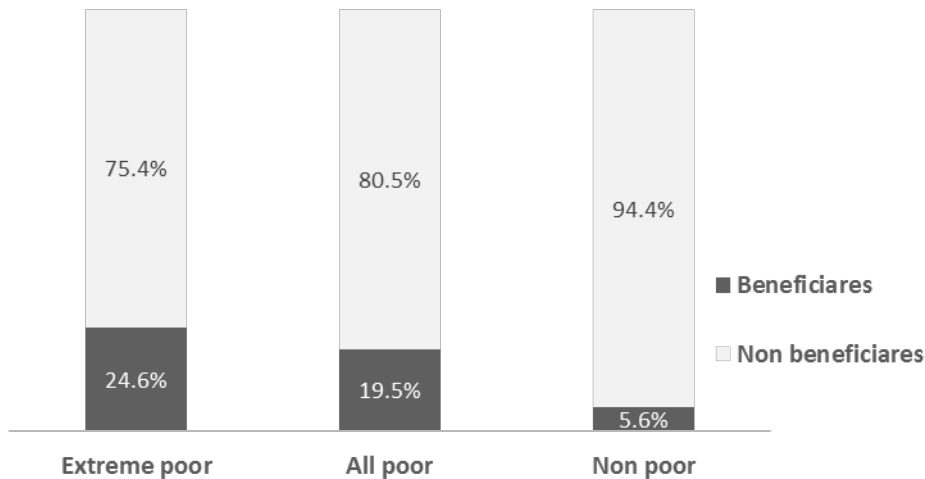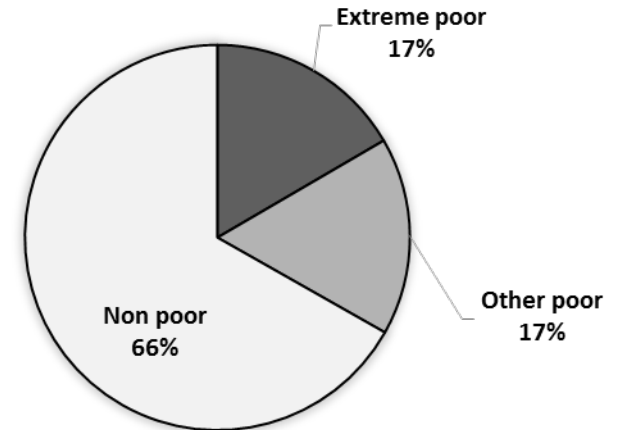
Targeting of benefits

Extreme poor 15%
Other poor 16%
Non poor 69%
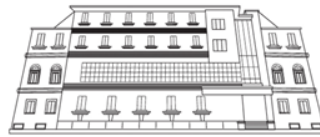
PERFORMANCE EXPLAINED

BENEFICIARY
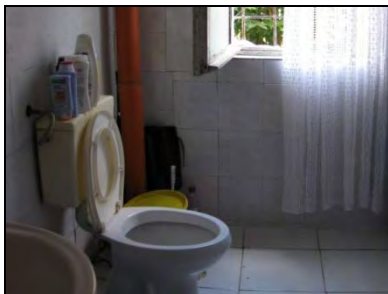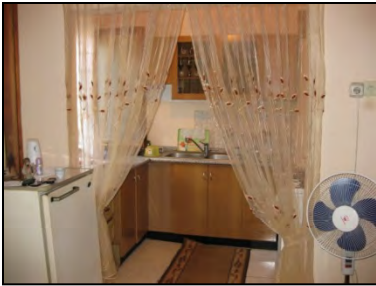
NON-BENEFICIARY

Non beneficiary excluded due to a working member (at an informal job)

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KEY ELEMENTS

A pilot scheme is being implemented in three regions of Albania (Tirana, Durrës and Elbasan) which represent almost 50% of the overall population;

Objective criteria for selecting the NE beneficiaries will be set and current inappropriate filters will be eliminated (expected in 1º April 2014);

Cash transfers will be administrated by women.

Incentives for school attendance and vaccination introduced

Ensure Inclusion of Roma & other minorities in the **NE** scheme

SOCIAL ASSISTANCE
MODERNIZATION PROJECT

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Management Information System

Business registration office

Motorized vehicle registration office

Property registration office

Labor inspectorate

NE
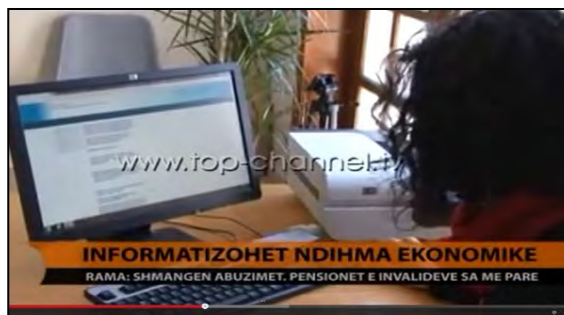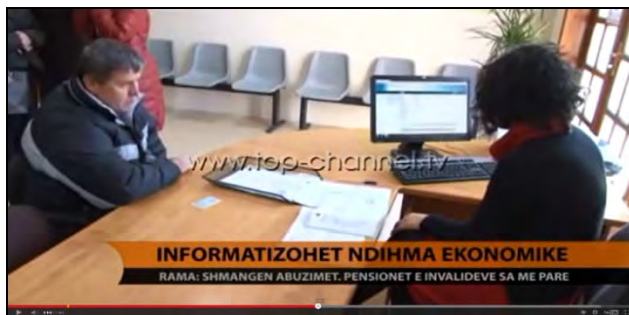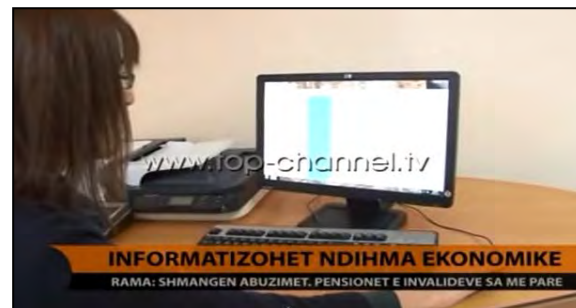MIS

Civil registry office

Other …

Tax office

Employment office
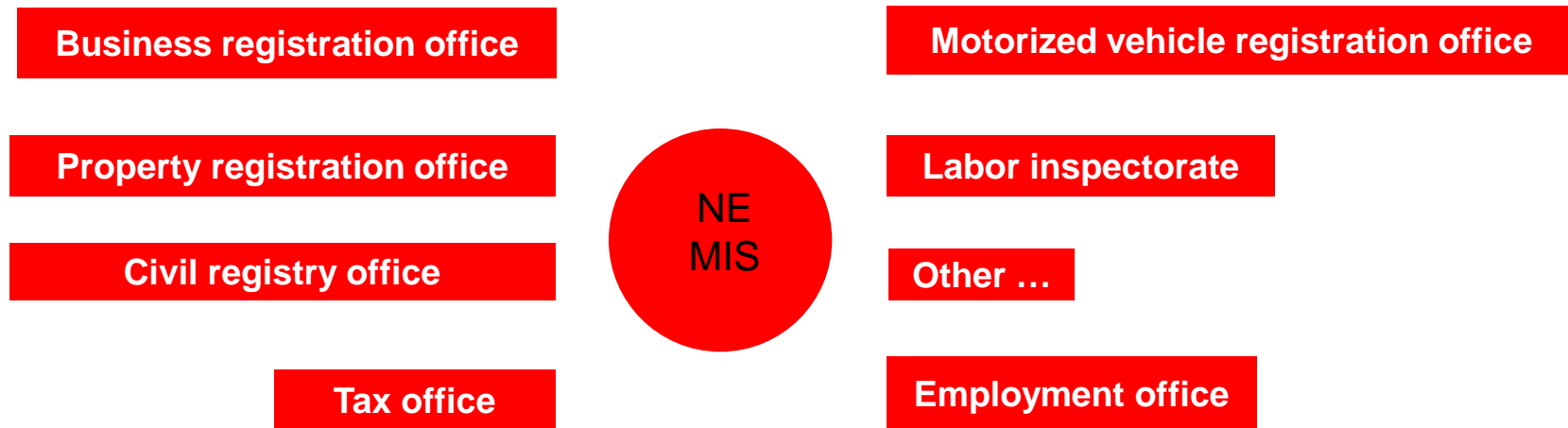
Medium-term goals:

Nationwide roll-out of MIS and the unified scoring formula; expansion of the system to include management of disability benefits
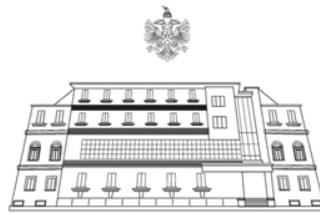
THE MANAGEMENT INFORMATION SYSTEM FOR NE

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MINISTRY OF SOCIAL WELFARE AND YOUTH
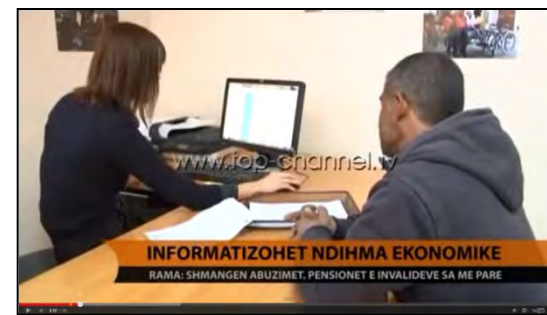
Launch of MIS NE in the Elbasan Municipality

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WELFARE AND YOUTH

Improve Equity in the system, through:

(a) increased coverage of the extreme poor…

% of the No of poor/extreme poor households	Current	Forecast
Coverage of extreme poor (5% pop.)	24.6%	54.5%
Coverage of total poor	19.5%	36.9%

Coverage with N E

■ Current
■ Forecast

More poor households will receive N E
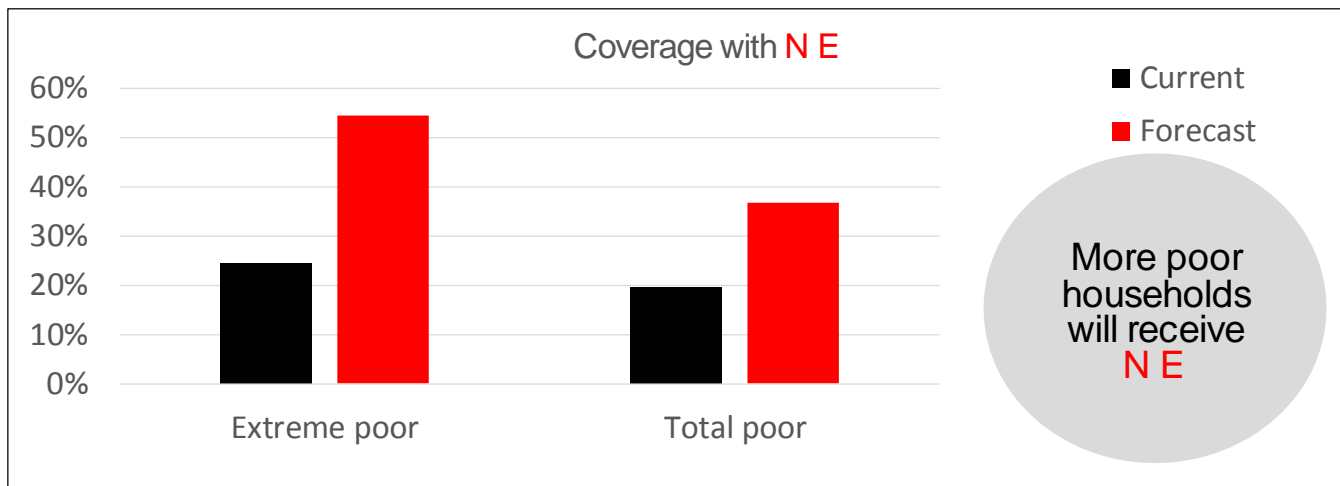
Determining Eligibility and Registering Beneficiaries: The Senegalese Experience

PROGRAMME NATIONAL DE BOURSES DE SECURITE FAMILIALE DE LA DELEGATION GENERALE A LA PROTECTION SOCIALE ET A LA SOLIDARITE NATIONALE (DGPSN)
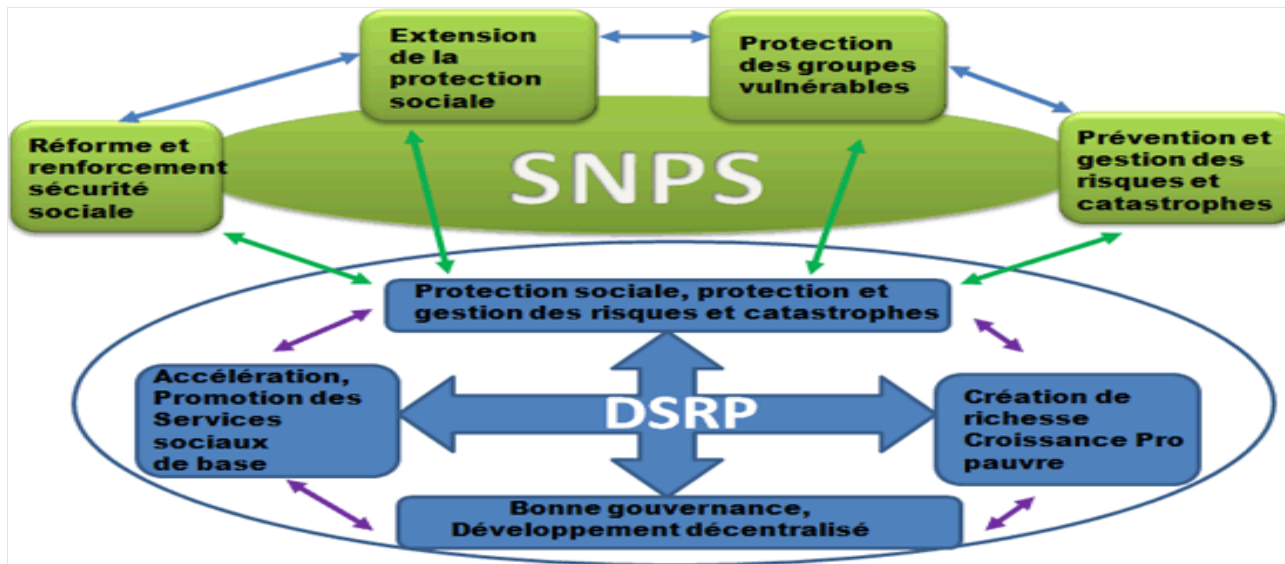
Plan of the presentation

- Context of the Social Protection in Senegal

- Description of the PNBSF: Bourse Familial

- Main actors

- Program implementation activities

- Challenges for the 2nd phase

- Conclusion

Context of the Social Protection in Senegal

- **Implementation of DSRP I et II, and desing of National Social Protection Strategy (SNPS) in 2005**

- SNPS strongly recommended development of cash transfers programs for the vulnerable groups
- More than 80% of the population had no access to any form of social protection for protection and risk prevention because many programs co-existed but they were small, uncoordinated and not harmonized

Description of the PNBSF: Bourse Familiale

- PNBSF
  - Initiative of President Macky Sall created under the national strategy "Yoonu Yokkute"
  - Initial parameters
    - Objective: provide cash transfer to poor families (US$ 200, or 100,000 CFAF per year)
    - Target: 250,000 families
    - Duration: 5 years (2013-2017)
    - Strategy: national coverage and adding 50,000 families per year
    - Conditionality: children school attendance

+ Current design of PNBSF

- **Objective general**
  - **fight against the vulnerability and social exclusion of families through an integrated set of interventions to strengthen their productive and educational capacities.**

- **Specific objectives**
  - **Increase registration and retention of children in school and the promote registration in the civil register;**
  - **Encourage beneficiary households to the keep up-to-date vaccination records of children aged 0-5 years;**
  - **Start developing a national harmonized database of poor households (Social Registry)**

- **Parameters**
  - Benefit: quarterly payments of US$ 50 or 25,000 CFAF per family
  - Target: 250,000 families
  - Duration: 5 years (2013-2017)
  - Strategy: national coverage and adding 50,000 families per year

Main Actors of implementation

Steering Committee on Social Protection (strategic role)

At the national level: (CTA) Technical Support Committee
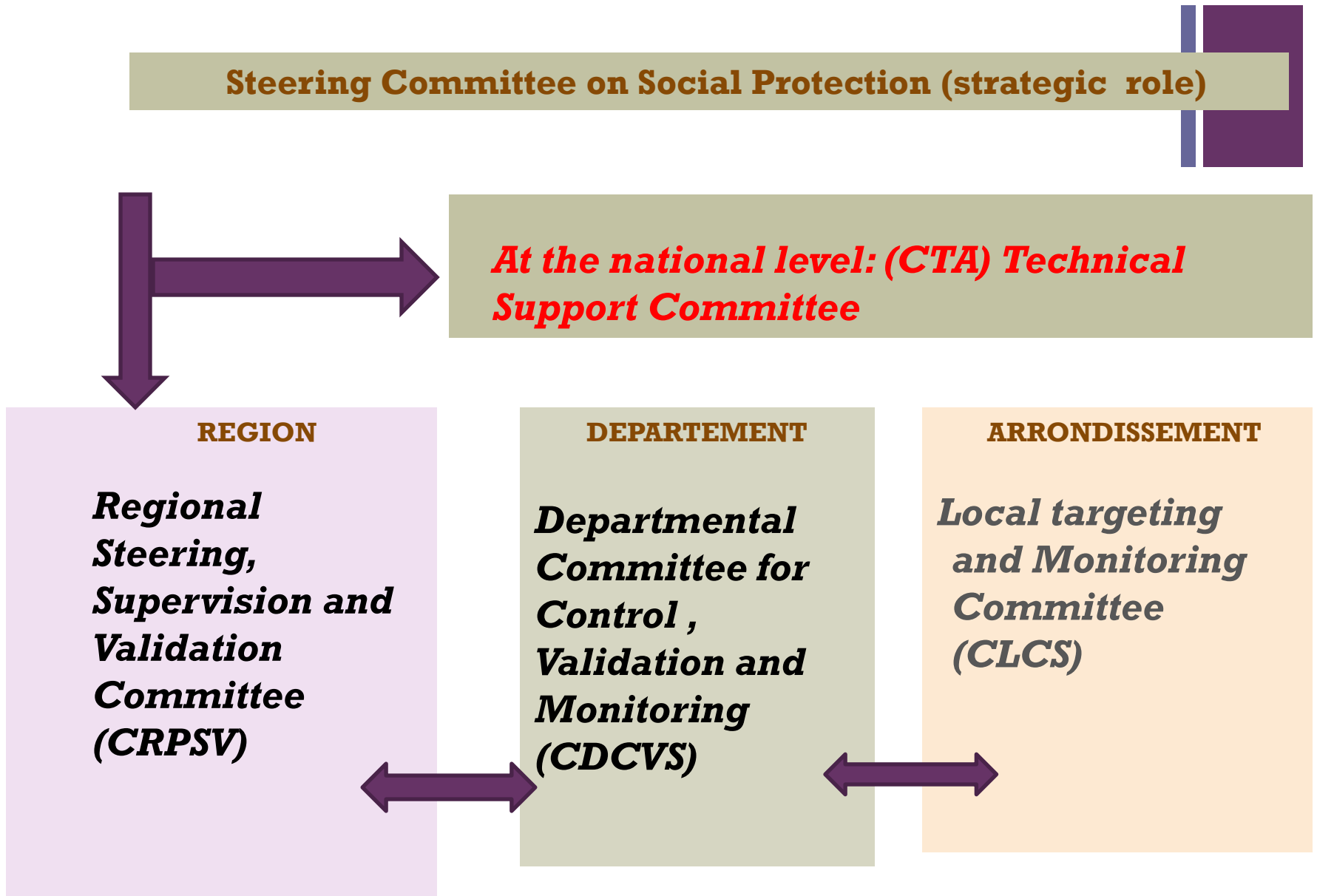
REGION	DEPARTEMENT	ARRONDISSEMENT
Regional Steering, Supervision and Validation Committee (CRPSV)	**Departmental Committee for Control , Validation and Monitoring (CDCVS)**	*Local targeting and Monitoring Committee (CLCS)*

GEOGRAPHICAL TARGETING for determination of Quotas
Responsible: ANSD

- Poverty maps
- Population weights
- Population of school age children: 6-12 ans

COMMUNITY TARGETING
Responsible: *CLCS*

- Targeting commitee
- Local actors
- Village communities/Imams/NGOs....

CATEGORICAL AND PROXY MEANS TESTING (PMT)
Responsible: DGPSN-ADIE

- Unified Questionnaire
- Scoring: PMT selection

Program Implementation activities

- Information and communication through the local institution (CRD)

- Radio spots, Newspapers and debate television, pamphlets,...

- Development of a unified questionnaire through a multi-sectorial consultation to take into consideration sectorial needs

- Breakdown of regional quotas by Department and local communities (collaborator ANSD)

- Preparation of the data collection strategy (training for X data collectors, test in the field that took X days, …) {ADD times}

- Training and oversight of local targeting committees {ADD time: exemple From August to September}

- Data collection: 58 708 households with complete information by January 4th (target 75,000) {ADD time: started in..}

- Households selected as beneficiaries: PMT and local quota approved by *CDCVS {Add time: takes X days)*

- Households paid by January: 4th 34 550 (target 50,000)

Implementation challenges

- Ambition to reach national scale in the first phase

- Problems of communication between actors and potential beneficiaries of the PNBSF (lack of dedicated staff to deal with complaints and to pass information, tools of communication...)

- Targeting: omissions of some localities, non-compliance with quotas determined by the central level, absence of committees in some localities

- Data collection: low qualification of investigators, inadequate training in some regions, lost of questionnaires

- Data entry: problems of supervision of the data work, weak or absent internet access

- Payment: Remoteness of post-offices for certain beneficiary households, Absence of ID cards
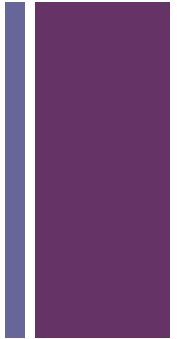
Corrections for next phase

- Expansion of the program to integrate specific interventions for two other groups: children 0-5 years and elderly aged 60 and plus

- Improve quality of the local committees

- Re-training main actors involved in data collection

- Establish a functional complain mechanism

- Improve the MIS for better program management by adding various modules including payment, reporting and indicators for the monitoring and evaluation

Conclusion (recommendations)

- The process was difficult but generated the expected results.

- However there are many points to improve. We must:
  - Involve communities throughout the process
  - Involve local associations and decentralized services administrative and elected local authorities for better acceptance of the program
  - Community targeting program must be accompanied by appropriate communication tools
  - Ensure an effective complaint system is in place

Conclusion (recommendations)

- **<u>AT THE DESIGN LEVEL</u>**
  - Improve the capacity of the team by hiring experts in topics as database management, communication…

- **<u>FOR IMPLEMENTATION</u>**
  - Have an active involvement of local actors and sectorial actors to support implementation and monitoring (for example: education sector can be in charge of verification of conditionalities)
  - Revise Program Implementation Manuals to have a clear and Transparent document, and accessible to main actors
  - Improve internal and external communication
  - Develop the MIS system and Monitoring strategy cleary

Quelques leçons apprises

- **AT INSTITUTIONAL LEVEL**

- Have the political and administrative authorities especially in terms of the involvement of the local administration, local actors and elected officials:

- Have process validated and understood by the various actors, including donors and local institutions

Merci de votre attention

Institutionalizing Beneficiary Identification for Indonesia's Social Assistance Programs

Sudarno Sumarto
Policy Advisor, National Team for The Acceleration of Poverty Reduction (TNP2K), Office of the Vice President of Indonesia
Senior Research Fellow, SMERU Research Institute

South-South 2014 Learning Forum, Rio de Janeiro, Brazil, March 2014

Today's Presentation

1. **The Past:** Indonesia's past efforts in creating national registries of poor households

2. **The Present:** A major breakthrough in unifying targeting efforts and creating a better national registry

3. **The Future:** Challenges and targets for improving the new system

Key message: Indonesia has made significant progress in identifying the poor and vulnerable in the past decade

The Past: PPLS 2005 and 2008

Past attempts to create a database of poor households were one-off efforts linked to specific social assistance programs.

**PPLS (social assistance database program) 2005:**

Linked to the 2005 Unconditional Cash Transfer, used again for 2008-2009
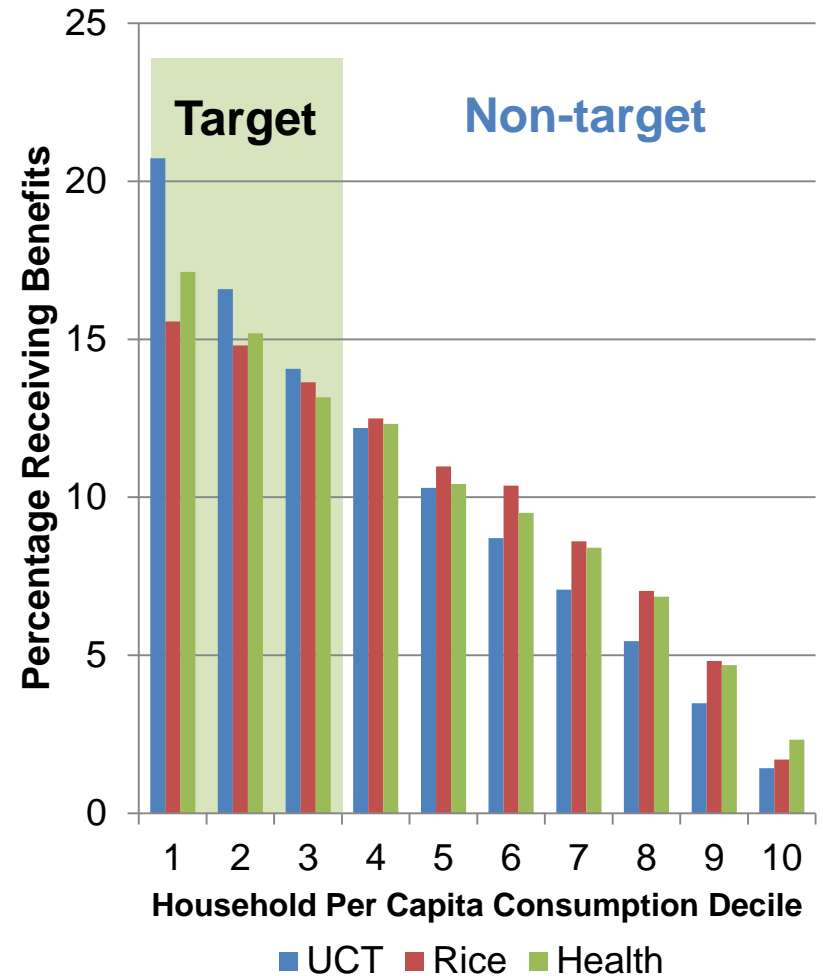
PPLS 2008:

Linked to Program Keluarga Harapan (CCT linked to education and child health) and some other national social assistance programs

Still, the high incidence of inclusion and exclusion errors demonstrated the need for reform.

Benefit Coverage by Decile
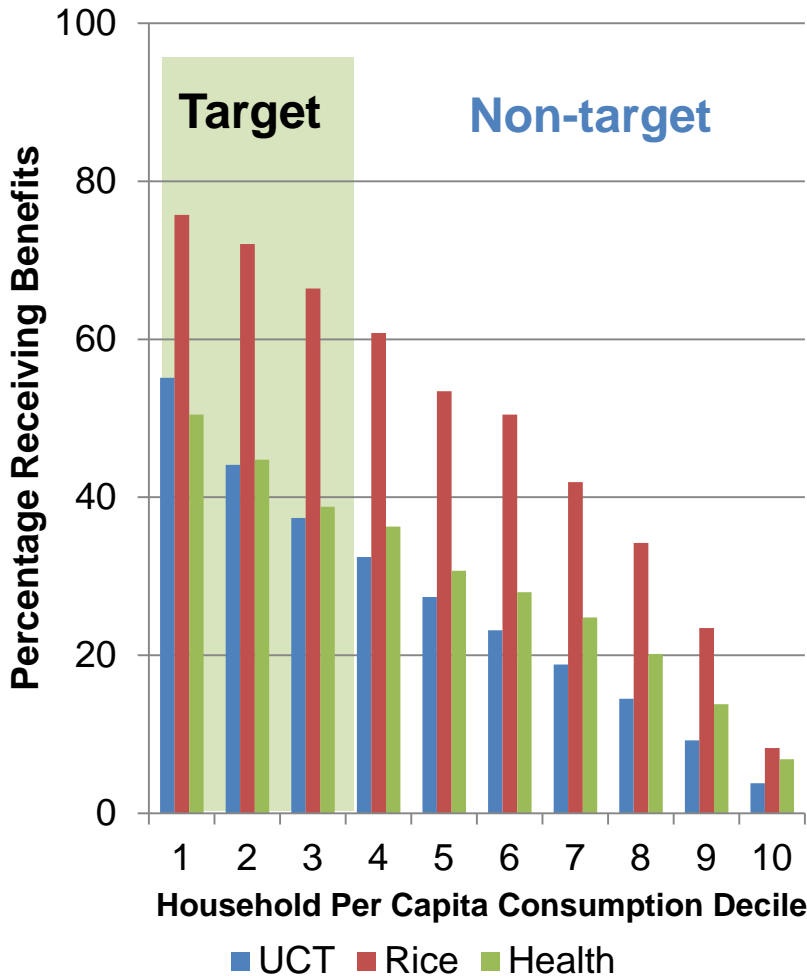
Share of Benefits Received by Decile

Thus, when the Government tasked a national team (TNP2K) to accelerate poverty reduction...

...one task was to **improve targeting performance** of social assistance programs.

National strategy

Cluster 1 (family-based)	Cluster 2 (Community-based)	Cluster 3 (SME-based)	Cluster 4 (other pro-poor programs)
- Scholarships - Health fee waivers - Subsidized rice -Cash transfers	- Community Empowerment Programs (PNPM)	- Credit for SMEs - Other programs to stimulate job creation	- Housing - Transportation - Clean water - Electricity - Livelihood

The TNP2K Secretariat bridges researchers and policymakers, and acts as a "policy broker":

a. **Research:** Building the analytical foundations
b. **Policy Reform:** Translating research findings into policy actions

The Present: Targeting Experiments and PPLS 2011

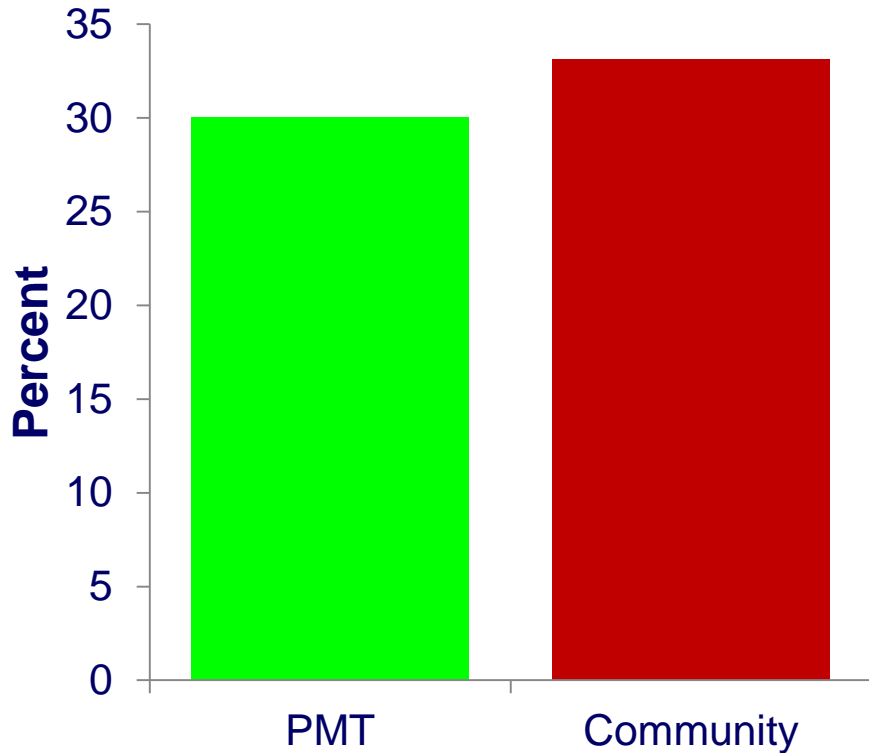GOI, J-PAL, and WB conducted experiments to test targeting methods.

Randomized control trials (RCT) to test a range of targeting methods:

- Method 1: Status Quo: PMT

- Method 2: Community-based Targeting

- Method 3: Self-targeting

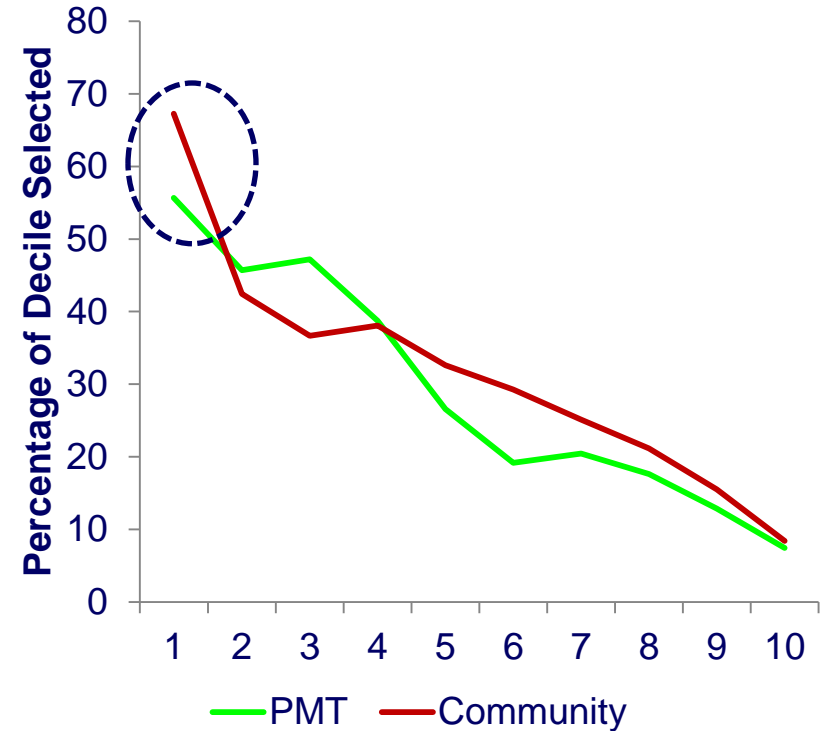Financed by "Partnership for Knowledge-Based Poverty Reduction" trust fund

Research found that proxy-means testing was the most accurate method…

Using the PPP$2 per day per-capita expenditure cutoff, 3 percentage point increase in mistargeting in community and hybrid over the PMT

… but communities were more accurate in identifying the extremely poor.

Community methods select more of the very poor (those below PPP$1 per day)

These results improved the process used to create the PPLS 2011 registry.

Pre-List of Households

(based on census poverty mapping exercise)

+

Verification of Household by local leaders

+

Consultation with poor households

+

Survey sweeping

List of Households

Enumerated in PPLS 2011

More households surveyed (43% vs. 29% in 2008)
- Use of census data as a starting point
- Community involvement
- More variables collected for better poverty prediction
- Improvements to PMT methods

The end result was the creation of a national registry (Unified Database – UDB).
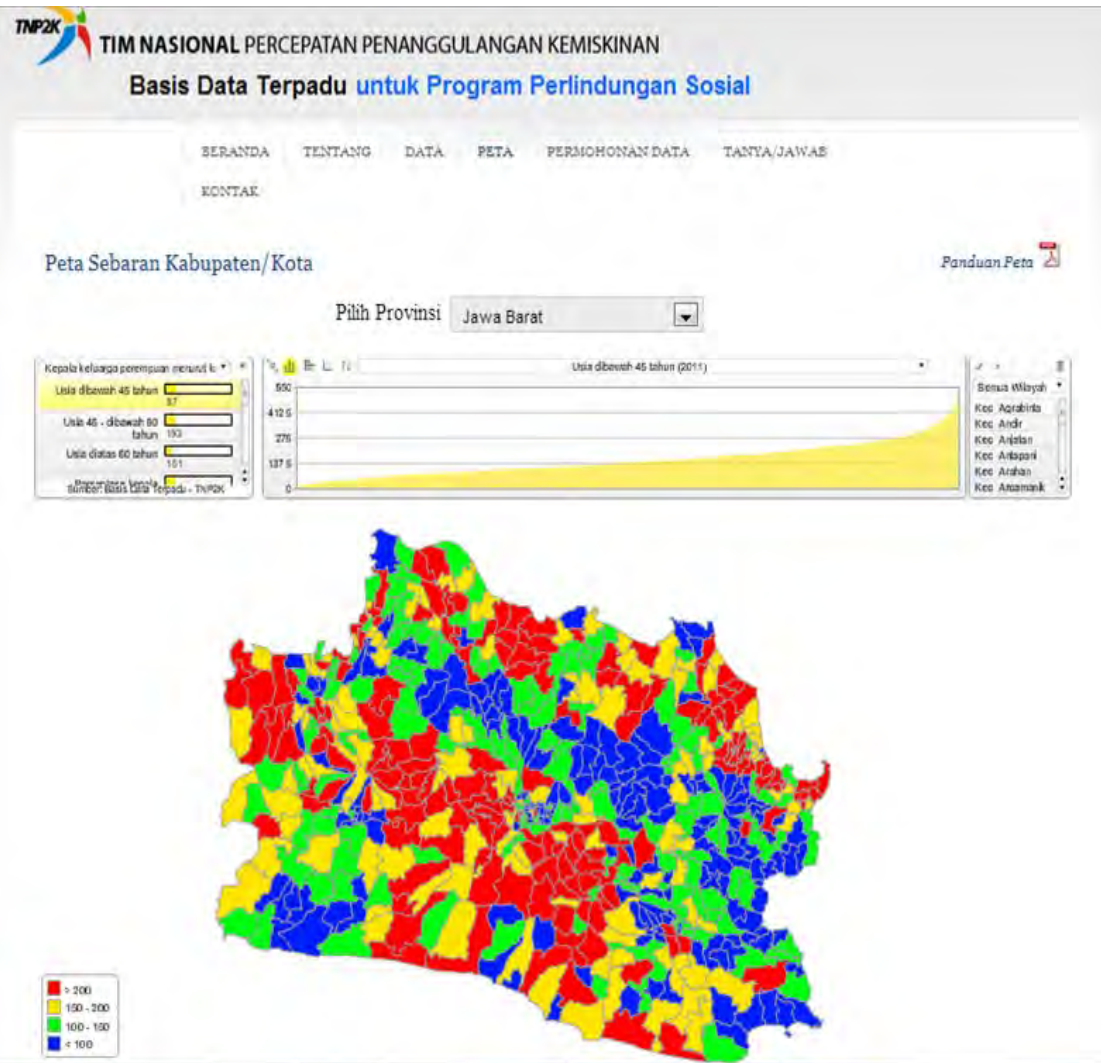
- New and improved proxy-means testing identified the poor more accurately
- Expanded to cover about 25 million households, classified in the poorest 40% of the population
- Available for use by different anti-poverty programs to identify target groups eligible to receive benefits
- Using community-based meetings to update targeting lists to address exclusion errors

The UDB unified the targeting approach across all central social assistance programs.

Central Government Programs

- Instructions issued by TNP2K require implementing agencies to extract beneficiary lists from the registry (using their own eligibility criteria)
- Programs include CCT, scholarships, subsidized rice and health waiver

Local Government

- More than 300 provincial level and district level governments have requested registry data from TNP2K

Researchers

- Unified database allows for more extensive research on program impacts

Based on the UDB, the Government issued Social Protection Cards to deliver reform programs.
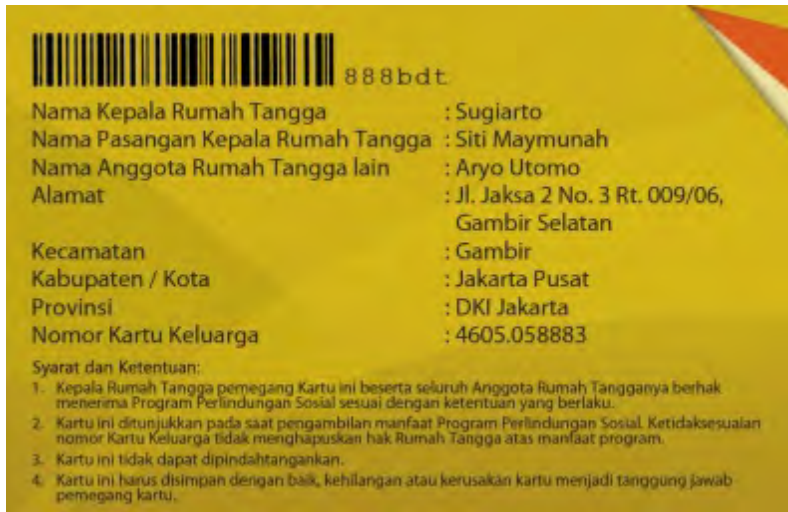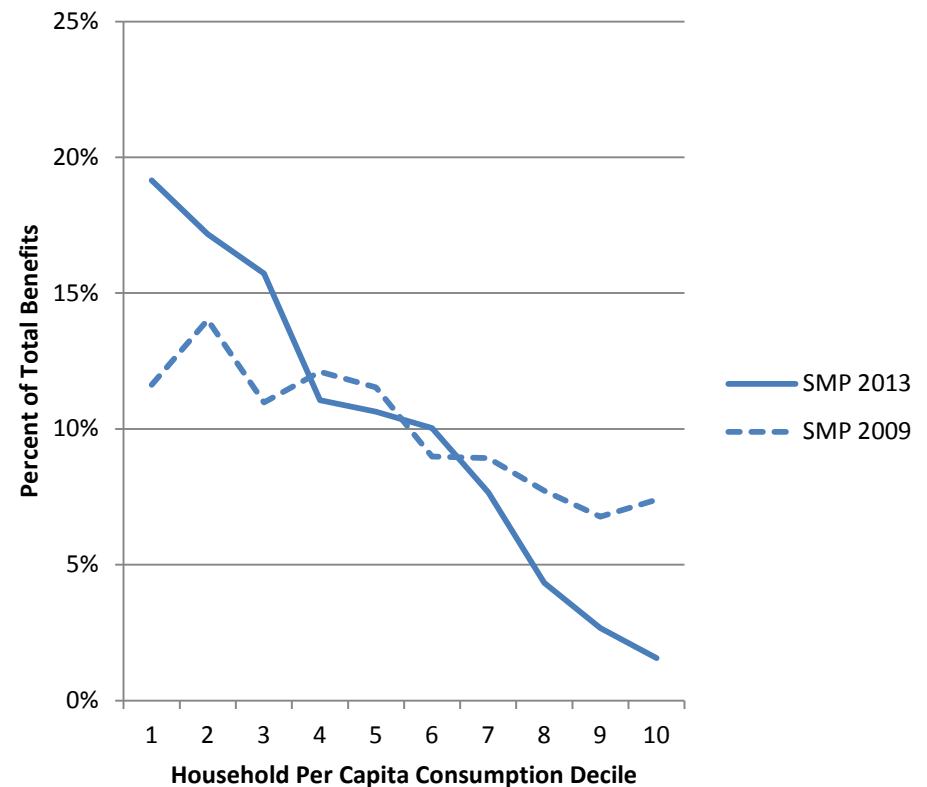

- Delivered to the bottom 25% households in the national registry (covering 65 million individuals) for accessing:
  - Subsidized rice allocations
  - Scholarships for the poor
  - Unconditional cash transfers
- Introduced two innovations:
  - Community Targeting
  - On-line Complaints and Grievances

Preliminary Results from UDB: Benefit Incidence of Scholarships (BSM)
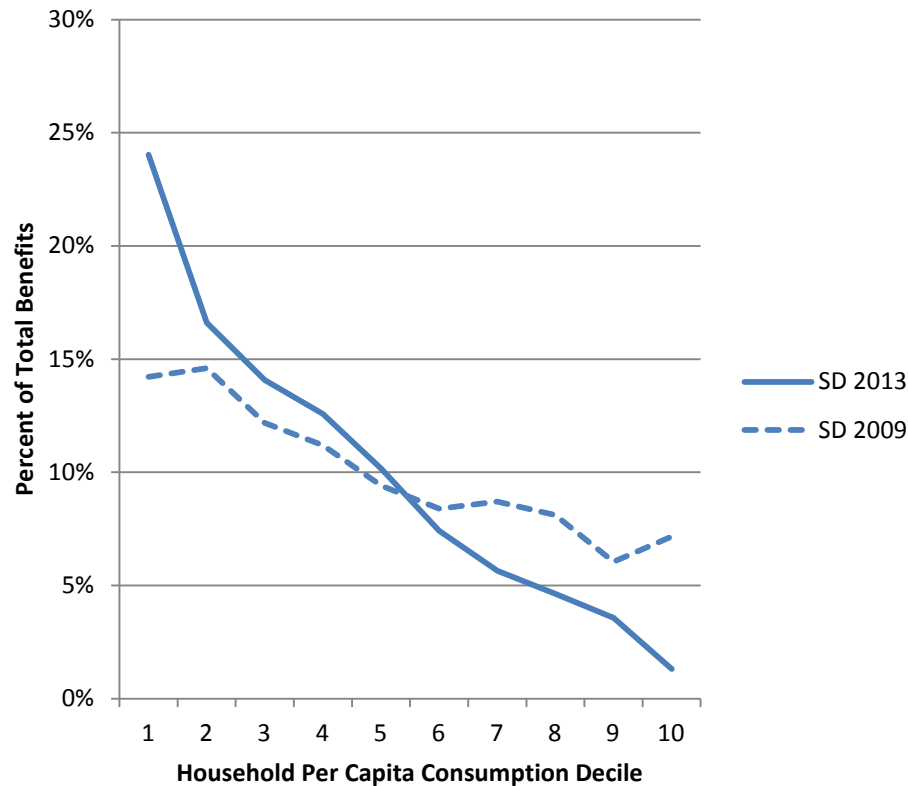
Source: Susenas 2009, 2013

The Future: Key Improvements

Targeting Reform Agenda

- Safeguarding the system: ensuring an institutional home and adequate budget after 2014 elections.

- Updating the national registry: a challenge given the rapid exit and entry into poverty every year.

- Establishing a functioning grievance redress system.

Thank You