KINGDOM OF CAMBODIA

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NATIONAL COMMITTEE FOR

SUB-NATIONAL DEMOCRATIC DEVELOPMENT

REPORT

ON

RESULT OF THE EVALUATION

NATIONAL PROGRAM FOR SUB-NATIONAL

DEMOCRATIC DEVELOPMENT PHASE I (2010-2020)

December 2024

Supported by Government of Japan and

United Nations Development Programme (UNDP) in Cambodia

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ACKNOWLEDGEMENT

On behalf of the NCDD, I would like to express my deep gratitude to the United Nations Development Program in Cambodia (UNDP) for its support to the NCDD in complete evaluation on the implementation of the National Program for Sub-National Democratic Development Phase 1 (NP1) through the project "Strengthening Transparency and Accountability in Local Governance through Civic Engagement ", funded from the Government of Japan and the UNDP.

I would like also to express my gratitude and high appreciation to the NP1 Evaluation Consultant Team and the Consultative Working Group of the project "Strengthening Transparency and Accountability in Local Governance through Civic Engagement" who spent their valuable time, knowledge, and expertise in supporting the end of evaluation of NP1 with a sense of responsibility and high professional ethics.

I would also like to thank the decentralized and decentralization working groups of ministries, relevant institutions, development partners and civil society organizations, councils, leaders and officials of the capital, provincial, municipality, district, khan and commune administrations, leaders and officials of the sectoral line departments at the capital and provincial levels, citizens and stakeholders who took the valuable time to actively participate in interviews, provide information, opinions, raise proposals, suggestions, recommendations and lessons learned related to the implementation of the NP1, which enabled the evaluation team to obtain a lot of information and data for analysis, evaluation and preparation of a report on the results of the NP1 evaluation.

Although this report on the results of NP1 evaluation reflects the analysis and views of the independent evaluation team, I believe that this report is a useful document for considering how to improve the preparation and implementation of the decentralization and decentralization reform program in the next phase, and is also a document that can provide information, lessons, and experiences about decentralization and decentralization reform in Cambodia to students, scholars, researchers, policymakers, and the general public.

Deputy Prime Minister, Minister of Interior

and Chairman of the NCDD

H.E. Aphi Santhibandit Sar Sokha

Executive Summary

The National Program for Sub-National Democratic Development Phase I (NP1), launched in 2010 and concluding in 2020, the main objective of the NP1 is establishing effective management systems for Sub-National Administration (SNAs) in accordance with the principles of democratic participation that ensures the performance of SNA with transparency and accountability in promoting local economic development, deliver public services that address the priority needs of citizens in each locality, and contribute to poverty reduction.

During the implementation of NP1, the NCDD regularly monitored and conducted a mid-term evaluation of the program in late 2016. However, after NP1 concluded in late 2020, the NCDD was unable to carry out a completion evaluation due to the COVID-19 pandemic, which persisted from 2020 to 2022.

In 2024, with the support of the United Nations Development Program (UNDP) through the project "Strengthening Transparency and Accountability in Local Governance through Civic Engagement", funded by the Government of Japan, the NCDD conducted a completion evaluation of NP1, this evaluation aimed to identify key achievements, assess the impact of NP1 implementation on citizen's livelihoods, and gather evidence to compile lessons learned and experiences. These insights will serve as a foundation for enhancing the implementation of D&D reforms in next phases.

The evaluation of NP1 used a comprehensive methodology, including a review of relevant documents and the collection and analysis of existing data from databases, discussion, and interviews with a total of 1,425 informants, representing various stakeholders such as officials from national-level ministries and institutions, councils and SNAs, local communities, Development Partners (DPs), and relevant Civil Society Organizations (CSOs). Notably, 430 of the informants were women, accounting for 30% of the total participants

Key Findings:

Based on the data and information gathered, the key achievements and challenges for each program areas are highlighted and summarized below:

Program Area 1: Organization of Sub-National Administrative Institutions

The main achievements related to the organization of sub-national administrative institutions include the successful reorganization and implementation of the structure, governance system, and procedures of SNAs in alignment with the principles of democratic development, enabling SNAs to effectively lead, manage, and deliver public services and local development, this approach ensures that the needs of the citizens are prioritized, while enhancing citizen participation, transparency, accountability, inclusivity, and social equity. According to a survey of 1,127 stakeholders, 903 (or 80%) believe that the current sub-national administrative structure reform is more appropriate and capable of ensuring that SNAs perform their duties effectively and efficiently and 214 stakeholders (20%) found it to be moderately and lowly effective. Additionally, a survey of 1,425 stakeholders found that 976 (or 68%) agree that the reorganized SNA has significantly promoted democratic development, improving it to a good or better level and 432 stakeholders (30%) believe that it promotes democratic development at low and medium levels.

However, a key challenge identified was that the structure and governance system of the SNA have not yet been fully adapted to the diverse characteristics of each sub-national level, such as

large cities, towns, and rural areas, as well as variations in geography, population, and economic potential, and the organization structure of Capital/Provincial (CP) administrations has not yet aligned with the principles of unified administration, as seen in the structure and governance system of Municipal/District administrations.

Program Area 2: Establishment of Human Resource Management and Development System at SNAs

The main achievement in this component is the establishment of a staff management system in SNAs, aligned with the policy of D&D, this system has granted greater authority and responsibility to SNAs in managing staff, resulting in a positive shift in staff accountability, from accountability to ministries and national institutions to accountability to SNAs and citizens in the work performance and delivery of services. Following the implementation of the sub-national administrative staff management system, over 100,000 staff members from ministries and institutions were transferred to the direct management of SNAs.

At the same time, capacity-building for sub-national administrative staff have been implemented, focusing on legal frameworks, regulations, and the new principles and procedures of D&D reform. These were delivered through short training sessions, workshops, and internships at various locations, with approximately 284,000 councilors and sub-national administrative staff participating, of which 10% were women. Additionally, a strategic plan was designed and implemented to increase the number of women in management positions within SNAs. As a result, 14% of female employees hold management positions at the CP levels (including governor, deputy governor, administration director, deputy director of administration, director of division/chief of office), while 17% hold management positions at the DMK levels.

Among the 1,425 stakeholders surveyed, 1,048 (or 73%) felt that sub-national administrative staff had demonstrated improved behavior. Many people interviewed by the NP-I Evaluation Team expressed satisfaction with the administrative services provided through one window mechanism of the Sub-National Administrations and they stated that staff at the one window mechanism were friendly, provided information, and always pays attention to helping citizens who came to receive administrative services at the sub-national administration.

Despite the transfer of many staff members to SNAs, a key challenge highlighted especially by municipal, district administrations are the insufficient number of staff and the lack of professional capacity to perform various sectoral functions.

Additionally, delays in establishing and implementing performance-based management systems at SNAs remain a significant challenge in promoting and enhancing the effectiveness of sub-national administrative staff.

Program Area 3: Transfer of Functions to SNA

Key achievements related to the transfer of functions to SNAs include the transfer of social sector functions, such as the management of state child care centers, and health sector functions, such as the provision of medical services and public health care, to CP administrations across the country. In 2019, the integration of specialized offices from ministries and institutions into the organization structure of DMK administrations led to the transfer of 55 functions across 20 sectors to these administrations nationwide. Additionally, more than 1,200 administrative services in 14 sectors were transferred to SNAs, enabling them to provide these services to citizens through a One Window Service Mechanism (OWSM) at each SNA.

Among the 1,423 stakeholders surveyed, 1,077 (or 75%) felt that the functions, powers, and responsibilities transferred to SNAs were too extensive for them to effectively provide public services that meet the needs of citizens within their respective jurisdictions.

Although many functions have been transferred to SNAs, delays in the transfer of financial resources, as well as the development of technical guidelines on policies, procedures, and service standards for certain sectoral functions, have posed significant challenges. These delays hinder SNAs from effectively initiating, leading, managing, and taking full ownership and responsibility for the performance of these functions.

Program Area 4: Financial Decentralization, Financial Management System, and Planning Systems

The key achievement of financial decentralization is the establishment of financial management systems that provide SNAs with financial resources and the discretion to manage them. These resources are directly tied to the implementation of their roles, responsibilities, and optional functions, enabling them to promote local development and deliver public services that address the needs of citizens within their jurisdictions. The financial resources allocated to SNAs have steadily increased, growing from $118 million in 2010 to $832 million in 2020.

Among the 1,425 stakeholders surveyed, 1,003 (or 70%) stated that the management and use of financial resources by SNAs were effective, transparent, and accountable at a good level.

The development and implementation of the planning system for SNAs, based on citizen needs and participation, was another significant achievement during NP1. This system enabled each SNA to establish its own five-year development plan and three-year rolling investment program. Notably, all SNAs have successfully prepared development plans and investment programs without exception.

A survey of 1,425 stakeholders revealed that the sub-national administrative staff planning system effectively facilitated citizen participation in addressing their challenges and needs. Of those surveyed, 1,054 citizens (or 72%) affirmed this improvement.

Although the financial resources of SNAs have increased, most informants suggested that these resources remain insufficient for providing services and driving local development to fully address the needs of citizens as identified in their development plans and investment programs. Furthermore, while the planning system of SNAs emphasizes citizen participation, many SNA officials acknowledged that engaging and motivating citizens to actively participate in the planning process remains a significant challenge.

Program Area 5: Supporting Institutions for D&D Reform

Significant achievements in establishing institutions to support this reform include the successful creation and effective functioning of leadership mechanisms for D&D reforms at both national and sub-national levels. Examples of these mechanisms include the NCDD, the Technical Working Group on D&D, and the Steering Committees on D&D reform within ministries, relevant institutions, and CP administrations. The establishment of these reform leading mechanisms has been instrumental in driving the organization and implementation of NP1's priority activities across each phase, these include the formulation of policies, laws, and regulations; the management, organization, and execution of plans, programs, and projects; capacity building and technical support for ministries, institutions, and SNAs; and the monitoring and evaluation; these

mechanisms have also facilitated collaboration with core reform programs, mobilized support from development partners, CSOs, and other stakeholders, in the D&D reform process.

Efforts to strengthen and enhance the ownership of ministries and institutions at both the national and sub-national levels in implementing D&D reform activities are regarded as a significant achievement during the implementation of NP1.

Among the 1,406 stakeholders surveyed, 1,033 (or 73%) had considered the D&D reform leadership mechanisms established and implemented during NP1 to be effective.

Analysis of the Achievement of the Goal and Objective of NP1

The analysis of the achievement of the goal and objective of the NP1 focused on three main bases: (1) To what extent did the structure and management system of the SNA, designed and implemented during NP1, align with the principles of democratic development and how effectively did these systems enable SNAs to perform their duties and achieve good results?; (2) Did the structure and management system established during NP1 enhance the capacity of SNAs to improve both the quantity and quality of public services to meet the needs of citizens within their jurisdictions?, Furthermore, how satisfied were citizens with the public services provided by SNAs in addressing their needs?; (3) Have the public services and local development initiatives provided by SNAs benefited and positively impacted citizens' daily lives?, Additionally, have these efforts contributed to reducing poverty of the citizens?

Overall, based on the analysis of the three key areas outlined above, the evaluation working group concludes that the implementation of the NP1 has effectively organized sub-national administrative staff institutions to operate within a governance system that aligns with the principles of democratic development. SNAs now possess clear roles, responsibilities, and functions, along with the necessary resources at appropriate levels, to provide public services and drive local development. These efforts have contributed to improving the daily lives of local citizens, fostering the national economic development, and contributing to the reduction of poverty.

Lessons Learned and Experiences

Key lessons and experiences gained during the implementation of NP1 include:

– Establishing a reform leadership mechanism under the direct leadership of the Senior Politicians significantly facilitated leadership, coordination, discussions, consultations, decision-making, and the organizational orientation necessary for implementing the complex, cross-sectoral D&D reforms.
– Sustaining the long-term political commitment of the Royal Government to advance this reform by including it in the political programs and strategic documents for each mandate has been an important lesson that ensure in strengthening the ownership and responsibility of ministries and institutions in participating in the reform program's implementation.
– The development of clear, well-defined plans and programs to guide the reform's implementation in the long, medium, and short terms has proven essential experience, this approach ensured the continuation of the reform in a sustainable manner across different phases.
– Transferring functions to SNAs is a sensitive task. Successful outcomes in this area were largely achieved due to strong pressure and support from senior leaders of the Royal Government, particularly the Prime Minister.

– The clear transfer of authority, functions, and responsibilities to SNAs has created the necessary conditions for these administrations to act autonomously. This empowerment allows SNAs to address local challenges and meet citizens' needs efficiently and resilient to the specific context of each locality.

1. Introduction

The National Program for Sub-National Democratic Development, Phase 1 (NP1), covering the period from 2010 to 2019, was prepared, approved, and officially launched for implementation by the Royal Government on June 22, 2010. The NP1 serves as a roadmap for the development and implementation of Law on Administrative Management of the Capital, Provinces, Municipalities, Districts, Khans, and Law on Administrative Management of the Communes/Sangkats (CS); it also includes policies on D&D aimed at promoting democratic development with participation from the citizens, ensuring the improvement of public services delivery, and advancing local economic development in both quantity and quality. These efforts aim to improve the quality of life and contribute to poverty reduction.

To ensure the achievement of this broad objective, NP1 established the following specific objective: **"To establish management systems at the Capital, Provincial, Municipal, District, Khan, and Commune, Sangkat administrations in line with the principles of democratic participation, to ensure the performance of SNAs with transparency and accountability, promoting local economic development and public service delivery that responds to the priority needs of citizens, thereby contributing to poverty reduction in each locality."**

To achieve this goal, NP1 is structured into five main program areas:

Program Area One:	Organization of sub-national administrative staffinstitutions
Program Area Two:	Setting up a management system and human resource development in SNA
Program Area Three:	Transfer of functions to SNA
Program Area Four:	Financial decentralization and establishment of financial management system and planning system
Program Area Five:	Strengthening institutions to support decentralization reform and decentralization in leading the program.

NP1 is a long-term plan designed to implement a 10-year D&D policy. To facilitate its implementation, monitoring, and evaluation, the NCDD has developed a three-stage implementation plan:

– **First Three-Year Implementation Plan (IP3-I):** Prepared and implemented from 2011 to 2014, focusing on the preparation of legal documents necessary reorganization of the structures, management systems and procedures of the Capital, Province, Municipality, District, Khan, and capacity development.

– **Second Three-Year Implementation Plan (IP3-II):** Prepared and implemented from 2015 to 2017, focusing on strengthening the performance of SNAs through establishment of the systems, procedures and mechanisms in IP3-I and promote the transfer of functions and resources to SNAs.

– **Third Three-Year Implementation Plan (IP3-III):** Prepared and implemented from 2018 to 2020, focus on continuing to promote and enhance the responsibility and autonomy of SNAs in providing public services and local development based on lessons learned and practical experience in the phase of IP3-II.

Although NP1 was initially set to be implemented from 2010 to 2019, the actual progress was slower than anticipated, beginning with the preparation and implementation of IP3-I in 2011. As a result, the delay necessitated an extension of the implementation period until 2020. To address

this, an addendum document for NP1 was prepared and approved by the NCDD during its 13th meeting, held on January 4, 2017.

The NP1 is implemented through the Annual Workplan and Budget (AWPB) of NCDD which formulated based on IP3 in each phase. The implementation of AWPB is conducted under the leadership and coordination of the NCDD with the NCDD Secretariat as assistance. At the ministries and SNAs, a Steering Committee for D&D reform (SCDD) or the IP3 Working Group (at the sub-national level) and the D&D Working Group (at the ministries) is responsible for managing the implementation of the AWPB of each implementing institution. The AWPB is implemented by 21 ministries/ institutions, 25 CPs, 204 DMKs and 1,652 CSs through the agreement (Joint Decision) between the NCDD and the implementing institutions.

National Committee for Sub-National Democratic Development (NCDD) is the responsible institution for leading and coordinating the management, monitoring and evaluation of the implementation of the NP1 based on the defined results framework. In carrying out this task, the NP1 has identified a mechanism for regular monitoring and evaluation, and a completion evaluation mechanism for each phase, mid-program evaluation, and end program completion evaluation.

During the implementation of the NP1, the NCDD took a lead, coordinated, organized regular monitoring, prepared annual progress report, evaluation of each IP3 and mid-program evaluation, conducted at the end of 2016. However, after the implementation of the NP1 was completed in late 2020, the NCDD has not yet been clearly and in-depth evaluation of NP1 due to the causes of the COVID-19 pandemic, which occurred from early 2020.

So far, after the recovery from the COVID-19 and with the support of the UNDP Project on "Strengthening Transparency and Accountability in Local Governance through Civic Engagement" funded by the Government of Japan, NCDD led and facilitated the study and evaluation of the implementation of the NP1 with technical assistance from a team of advisors. The TOR of the consultancy is described in Annex 1.

2 . Objectives of the Evaluation

The NP1 evaluation was carried out with the following specific objectives:

- Identify key achievements and level of success implementation of NP1 compared to the indicators of expected results defined in each program area in the NP1 document
- Determine the impact of implementation of NP1 compared to the indicators of objective and goal set in the NP1document
- Gather evidence to compile lessons learned and practical experience of NP1 as a basis for improvement of polices, laws, regulations and implementation of next phase national program,
- The results of this NP1 will be used as the baseline to evaluate the implementation of the NP2.

3. Evaluation Methodology

The methods used in the NP1 evaluation included the study of policy documents, laws, regulations, reports. And documents related to the NP1 and the collection of information/data

contained in the database and the collection of information/data through meetings, discussions and interviews with relevant informants at both the national and sub-national levels.

Collection of the primary data is an important task in the NP1 evaluation to gather and confirm evidence of the NP1 achievements and impacts identified within the results framework. To ensure this is accomplished, a list of questions for the discussion and individual questions provided by the informants is divided into two categories:

1) Questionnaire for collecting individual perceptions of the impact of changes arising from NP1 implementation consisting of 11-14 questions and
2) Questionnaire for discussion with each informant group on progress, challenges and experience in practice of NP1 with about 11-14 questions.

The data collection process was carried out by the NP1 Evaluation Working Group under the leadership and coordination of the NCDD Secretariat as well as the participation of officials from relevant ministries, institutions and non-governmental organizations. The data collection was divided into two main groups, each led by the Deputy Director of the NCDD Secretariat or the Head of the Division, consisting of 10-15 members including the NP1 evaluation advisors. Each group was assigned to collect data and information in 3 Capital and provinces. To ensure efficiency in data collection according to the timeframe, each main group was divided into two sub-groups consisting of 3-5 members. The main tasks of each group include:

- Facilitate discussions with informants
- Present the purpose of the evaluation
- Present and explain the list of questions, how to complete the individual questionnaire form, and the process of the group discussions to collect data and information
- Act as an observer in the discussion process
- Provide administrative support to the evaluation consultant in the data and information gathering process.

The composition of the NP1 evaluation working group is described in Annex 2.

Data collection at the SNA: was conducted based on the methodology and set of questions reviewed and approved by the NCDD Secretariat Advisory Team. The NP1 Evaluation Working Group, with facilitation and support from the team, carried out the data collection in the targeted SNAs. This process was coordinated and monitored by officials from the NCDD Secretariat, with the participation of representatives from the Ministry of Women's Affairs, the Ministry of Interior, UNDP, and the CPDD.

The targeted SNAs from which information was collected included 6 CP administrations, 12 DMK administrations, and 24 CS administrations, as follows:

- Phnom Penh Capital Administration: 2 Khan Administrations (Khan Doun Penh and Khan Sen Sokh; and 4 Sangkat Administrations (Sangkat Phsar Chas, Sangkat Boeng Reang, Sangkat Tuek Thla, and Sangkat Ou Baek Kam)
- Battambang Provincial Administration: 1 Municipal Administration (Battambang Municipality); 1 District Administration (Thma Koul District); and 4 CS Administrations (Sangkat Ou Mal, Sangkat Chamkar Samraong, Kouk Khmum Commune, and Chrey Communes)

- Kampong Thom Provincial Administration: 1 Municipal Administration (Stueng Saen Municipality), 1 District Administration (Baray District), and 4 CS Administrations (Sangkat Achar Leak, Sangkat Prey Tahou commune, Chhuk Khsach Commune, and Ballangk Commune)
- Rattanakiri Provincial Administration: 1 Municipal Administration (Banlung Municipality); 1 District Administration (Bar Kaev District), and 4 CS Administrations (Sangkat Yeak Laom, Sangkat Kachanh, Ting Chak Commune, and Keh Chong Commune)
- Kampot Provincial Administration: 1 Municipality (Kampot Municipality), 1 District Administration (Tuek Chhu District); and 4 CS Administrations (Sangkat Kampong Kandal, Sangkat Andoung Khmer, Trapeang Thum Commune, and Makprang Commune)
- Svay Rieng Provincial Administration: 1 Municipal Administration (Bavet municipality), 1 District Administration (Kampong Rou District); and 4 CS Administrations (Sangkat Bavet, Sangkat Bati, Banteay Krang Commune, and Thmei Commune)

During the information and data collection process at each SNA, two distinct types of questionnaires were used: individual surveys using the Google Form system and a set of interview questionnaires for various groups of informants, including:

- **At the CP Administration:** Interviews and discussions were conducted with the following group of informants: (1) members of the CP Council, (2) representatives from the Board of Governors of the CP, (3) service providers of the CP Administration, (4) officials from specialized departments within the CP Administration, and (5) staff from NGOs operating in the CP.
- **At the DMK Administration:** Interviews and discussions were conducted with the following groups of informants: (1) members of the DMK Councils, (2) representatives from the boards of governors and service officers within the DMK Administrations.
- **At the CS Administration:** Interviews and discussions were conducted with the following group of informants: (1) CS Councilors, CS Chiefs, CS Clerks, CS Administration Officials, members of the Commune Committee for Women and Children, and the CS Planning and Budgeting Working Group; and (2) community representatives, businessman representatives, and citizens who have previously received services from the CS Administration.

The data collection at national level was also carried out using two distinct types of questionnaires: individual questionnaires conducted via Google Forms and questionnaires for discussion with separate groups of informants, including:

- Officials from the D&D Working Group of the Ministry of Interior; Ministry of Economy and Finance; Ministry of Planning; Ministry of Women's Affairs; and Ministry of Civil Service
- Officials representing the Ministry of Education, Youth, and Sport; Ministry of Health; Ministry of Rural Development; Ministry of Social Affairs, Veterans, and Youth Rehabilitations, Ministry of Culture and Fine Arts, Ministry of Mines and Energy, Ministry of Agriculture, Forestry, and Fisheries; Ministry of Environment; Ministry of Public Works and Transport; and Ministry of Industry, Science, Technology & Innovation.

- Representative from DPs included GIZ; UNDP; UNICEF; JICA; EU; WB; ADB and CSOs included CPDD, NGO Forum; WVC; CARE; Save the Children; ASAC.etc.
- Overall, the information collection process for the NP1 Evaluation encompassed 1,425 informants, including 430 female informants, which accounts for 30% of the total.
- A list of the questionnaires used for data and information collection in the NP1 evaluation is provided in Appendix 3 of this report.

4. Key Findings

This section outlines the key findings, highlighting the key achievements and challenges in the implementation of each NP1 component, along with stakeholders' perspectives on the success and satisfaction levels related to these outcomes.

These findings are based on the results of existing data collection and analysis, as well as direct data gathered from national and sub-national informants through individual responses and group discussions on the achievements and challenges of implementing the NP1. The findings related to the key achievements and challenges of implementing each component of the NP1 are as follows:

4.1. Program Area One: Establishing sub-national administrative staffInstitutions

Establishment of SNA institutions refers to the organization of organization structures and systems at SNAs in accordance with the principles of democratic development and the principles of the unified administration that facilitates the division of rights, clear power and responsibility among the SNAs and between the national and SNAs, as well as the institutionalization of mechanisms to ensure that SNAs can work and provide public services to the citizenin their jurisdiction with effectiveness, transparency, accountability, inclusiveness, and social equity.

A. Achievements

Based on the information gathered from the research on the relevant reports as well as the meetings with stakeholders representing ministries, national institutions, SNAs, local communities, the public, CSOs, relevant DPsconfirmed the main achievements of designing and implementing this first program area as follows:

A.1. Structure of CP Administration

Pursuant to the Law on the Administrative Management of the Capital, Provinces, Municipalities, Districts, Khans, Sub-Decree No. 215, Sub-Decree No. 216, Sub-Decree No. 217, Sub-Decree No. 218 and Prakas No. 4273, Prakas No. 4274, Prakas No. 4275, the new organization structure of the CP administrations was established and implemented from 2009, including:

The structure of the Capital administration includes the Council, the Technical Facilitation Committee, the Women and Children Consultative Committee, the Board of Governors, the Director and Deputy Director of Administration, 8 divisions, and 23 offices.

The structure of the Provincial administration includes the Council, the Technical Facilitation Committee, the Women and Children Consultative Committee, the Board of Governors, the Director and Deputy Director of Administration, 5 divisions, and 17 offices.

Since the implementation of NP1 from 2010 to the present, the organization structure of the CP Administrations has been gradually reviewed and improved to respond to economic growth,

urbanization, increasing demand for social services, advancements in information technology, and the subsequent transfer of functions and responsibilities to each administration. The structure of the CP Administrations has been revised by establishing several offices to address both the potential challenges and the actual needs of each administration. For example, the Phnom Penh Capital Administration has created additional divisions for Waste and Environment Management, as well as International Relations and Cooperation. Similarly, the Preah Sihanouk Provincial Administration has established an International Relations and Cooperation Office.

In addition, the revised administrative structure of the CP Administrations throughout the country has established a One Window Service Unit, an Ombudsman Office, and integrated the health department into the structure of the CP Administrations.

The organigram of the improved administrative structure of the CP administrations, which are currently operational, is attached below.

Capital Administration Organigram

Council

| Technical Facilitation Committee | Procurement Committee | Consultative Committee on Women and Children Affairs | Other Committees |

Board of Governors

Administration Director

Administration Division
- Protocol and Documentation Office
- Report Consolidation and Information Office
- Statistic and Civil Registration Office
- Council Secretary Office

Planning and Investment Division
- Planning Office
- Local Support Office
- Investment Office
- Poor's Community Development Office

Finance Division
- Finance Office
- Accounting Office
- Property Management Office

Urbanization Division
- Urbanization Office
- Development and Construction Management Office

Human Resource Management Division
- Personnel Management Office
- Capacity Development Office

Inter-Sectoral Division
- Economic and Social Affair Office
- Commercial Advertisement Office

Law and Human Right Affair Division
- Public Safety Office
- Law Affair and Local Conflict Resolution Office

Waste Management Division
- Environmental Impact Monitoring and Technique Office
- Waste Collection and Management Office

Procurement Unit

One Window Service Unit

Public Relation and International Relation Division
- Public Relations and Protocols Office
- International Cooperation Office

Department of Health
- Administration/Personnel Office
- Finance Office
- Regulatory Office
- Disease Prevention Office
- CP Referral Hospital
- Operational District Office
- DMK Referral Hospital
- Health Center and Health Post

Provincial Administration Organigram

Council

- **Technical Facilitation Committee**
- **Procurement Committee**
- **Consultative Committee on Women and Children Affairs**
- **Ombudsman Office**

Board of Governors

Administration Director

Administration Division	Planning and Investment Division	Finance Division	Human Resource Management Division	Inter-Sectoral Division	Procurement	One Window Service Unit	Department of Health
– Protocol and Documentation Office – Public Relation and International Cooperation Office – Report Consolidation and Information Office – Statistic and Civil Registration Office – Council Secretary Office	– Planning Office – Local Support Office – Investment Office	– Finance Office – Accounting Office – Property Management Office	– Personnel Management Office – Capacity Development Office	– Economic and Social Affair Office – Development and Construction Management Office – Law and Public Safety Office			– Administration/Personnel Office – Finance Office – Regulatory Office – Disease Prevention Office – CP Referral Hospital – Operational District Office – DMK Referral Hospital – Health Center and Health Post

Council

CP Councils formed by indirect election and has a five-year term and a chairman who is the number one candidate on the list of candidates of the political party that received the most votes. CP Councils are public representatives as a protector and serve the interests of all the citizen within the jurisdiction of each CP Administrations. The CP Councils have regulatory and executive powers.

The CP Councils are the decision-making bodies in leading, coordinating and managing the provision of public services and development within the jurisdiction of each CP Administrations and have the role of overseeing the management of the board of governors in implementing the decisions of the council. The council shall be accountable to the citizen for providing services responding to the needs of the citizenin their jurisdiction and be accountable to the Royal Government, ministries and institutions in complying with the laws, regulations, and service standards set by the national level.

So far, the CP Councils have been established through elections in accordance with the Law for 3 mandates, ensuring the transfer of work from one mandate council to another smoothly.

Council Committees

Each CPadministration has established three obligatory committees in accordance with the provisions of the law and legal documents to advise the council. Committees for such matters include (1) The Technical Facilitation Committee, which has the role of studying and advising the Council and the Board of Governors on issues related to work, budget planning, coordinating work with departments, specialized units along the lines of ministries and institutions, working relations with other types of councils and related work. Management and implementation of functions and resources assigned and delegated to, (2) Women and Children Committee who have the role of advising the Council on issues related to the promotion of gender equality, women and children within the authority, functions and duties of the CP councils; and (3) the Procurement Committee with the role ensuring that all procurement activities of the CP administration are carried out in an honest, open, transparent, impartial manner in accordance with the laws and regulations in force.

In addition to the above three obligatory committees, each CP Administrations has also established a number of additional obligatory committees and working groups.

Ombudsman Office

The Ombudsman Office is a neutral entity that plays an important role in receiving and mediating non-judicial complaints related to the provision of public services and administrative management within the jurisdiction of the CP Administration. The chief of the Ombudsman Office is elected by a committee composed of councilors, representatives of CSOs and representatives of the private sector. The Ombudsman Office operates under the direct leadership of the council and is accountable to each CP Administrations council.

Board of Governors

The Board of Governors is composed of appointed governors and deputy governors who collaborate with the CP Councils, as designated by the Royal Government. The Board has two primary functions: (1) ensuring strong leadership, effective management, and the transparent implementation of the Council's decisions, while maintaining effectiveness, transparency, and accountability; and (2) representing the Royal Government, ministries, and relevant institutions in

directing, managing, and carrying out the duties and responsibilities outlined by the law on organizational governance (such as security and public order) and other tasks delegated by the Royal Government and ministries. In performing these roles, the Board of Governors is accountable to both the Council and the Royal Government and Ministries.

Director of Administration

The Director of CP Administration is an official appointed by the Ministry of Interior to work in the CP Administration in the role of ensuring the sustainability of the day-to-day administration of the Council and the Board of Governors. In fulfilling this role, the Director of Administration must be accountable to the Council and the Board of Governors.

Subordinate Units

Within the CP Administrations, subordinate units have been established to serve as a staff to the Council and the Board of Governors on administrative work, financial planning, personnel, law, public relations, and the provision of public services within the jurisdiction of each CP Administration.

Efficiency of CP Administrative Structure

- Low efficiency
- Moderate efficiency
- High efficiency
- Very high efficiency
- No comment

2%   1%   15%   19%   63%

Based on the survey of the organization structure of the CP administration, it was found that out of 282 informants, 178 (63%) felt that the CP administrative structure was appropriate and enabled the CP administration to effectively manage and perform its duties and responsibilities. Additionally, 54 (19%) considered it very efficiency, 43 (15%) rated it as having moderate efficiency, and 3 (1%) considered it low effective.
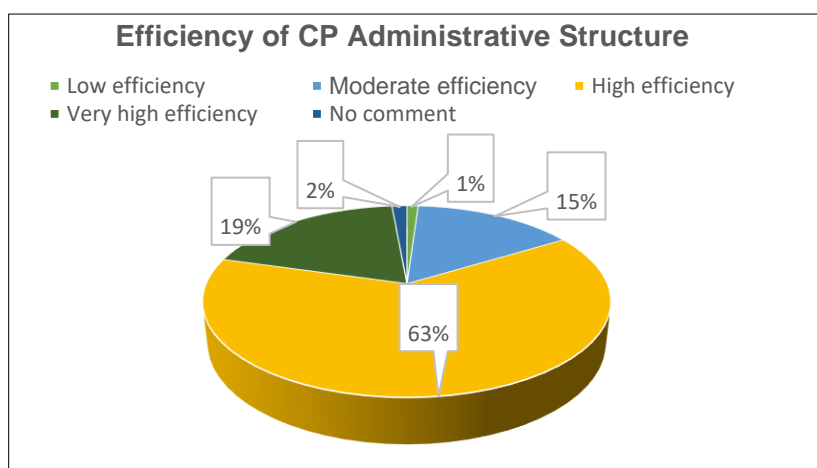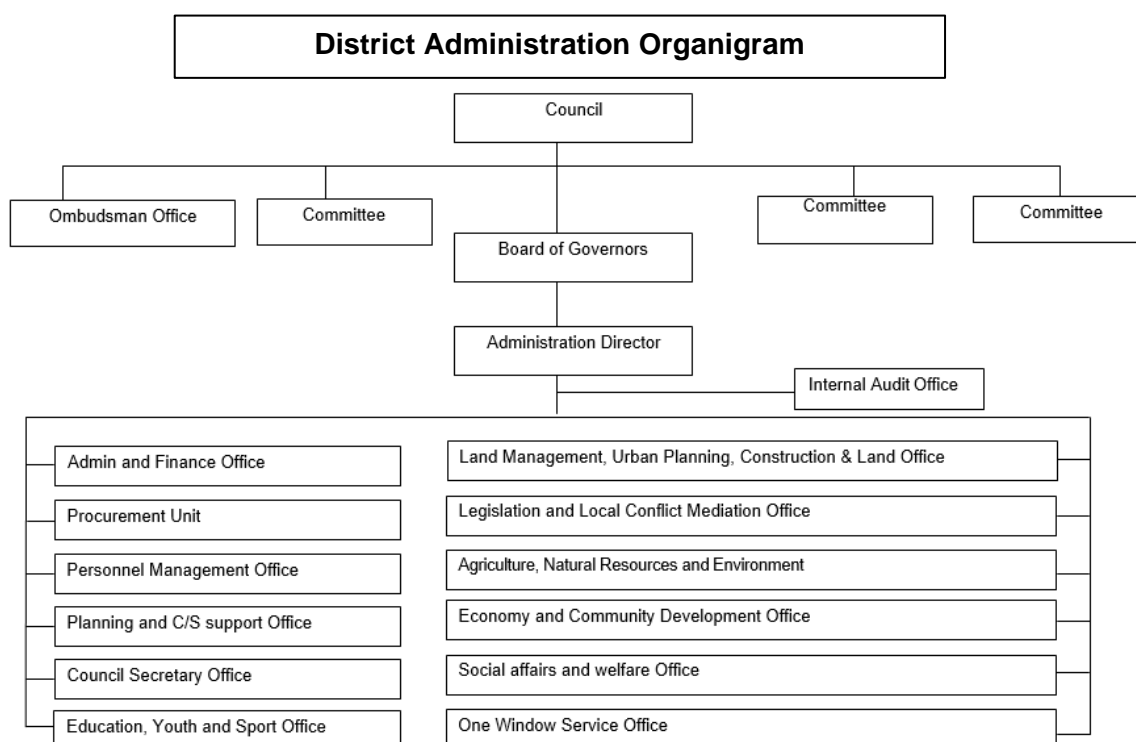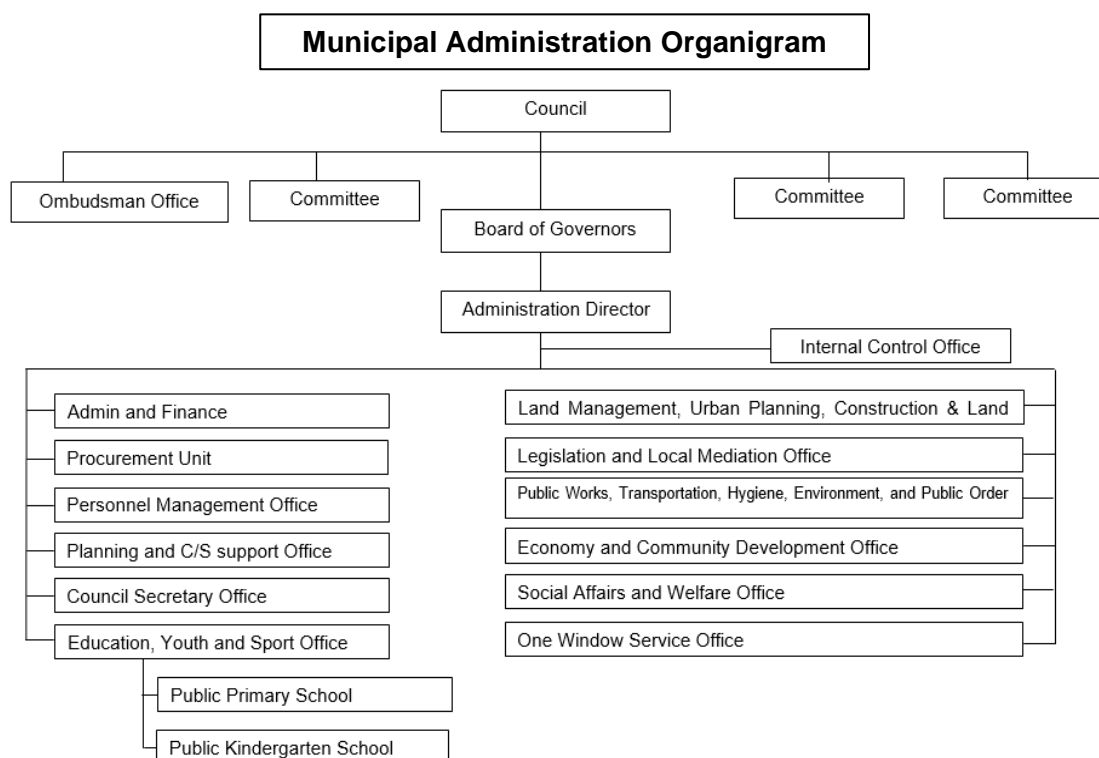
A.2. Structure of DMK Administration

Based on the laws and regulations related to the new organization structure of the DMK administration, which was established and put into operation in 2009, including the Council, the Technical Facilitation Committee, Women and Children Consultative Committee, Board of Governors, Directors of Administration, Deputy Directors of Administration, and 3 offices, of which the municipal administration consists of (1) Office of Administration and Finance (2) Commune/ Sangkat Planning and Support and (3) Municipal Development Office, for District Administration, including (1) Administration and Finance Office, (2) CS Planning and Support Office, (3) Inter-sectoral Office and Khan Administration, including (1) Office of Administration and Finance, (2) Office of Planning and Development, and (3) Inter-sectoral Office. Periodically, the organization structure of the Municipal, District, and Khan Administrations has been revised to include the establishment of OWSOs and Ombudsman Offices. These additions aim to strengthen the responsibilities of the municipal, district, and Khan administrations in providing efficient administrative services to citizens within their respective jurisdictions.

Based on the progress of D&Dreforms that have reached a deeper stage at the end of 2019, Royal Government also decided to improve the organization structure of the DMKAdministrations by integrating the Longitudinal expertise offices of ministries and institutions at the DMKlevel into

the organization structure of the DMKAdministration in various sectors. The following is the organizational diagram of the Municipal, District, and Khan Administrations, which has been revised and is currently in operation.

Municipal Administration Organigram

Council

Ombudsman Office | Committee | Committee | Committee

Board of Governors

Administration Director

Internal Control Office

- Admin and Finance
- Procurement Unit
- Personnel Management Office
- Planning and C/S support Office
- Council Secretary Office
- Education, Youth and Sport Office
  - Public Primary School
  - Public Kindergarten School

- Land Management, Urban Planning, Construction & Land
- Legislation and Local Mediation Office
- Public Works, Transportation, Hygiene, Environment, and Public Order
- Economy and Community Development Office
- Social Affairs and Welfare Office
- One Window Service Office

District Administration Organigram

Council

Ombudsman Office | Committee | Committee | Committee

Board of Governors

Administration Director

Internal Audit Office

- Admin and Finance Office
- Procurement Unit
- Personnel Management Office
- Planning and C/S support Office
- Council Secretary Office
- Education, Youth and Sport Office

- Land Management, Urban Planning, Construction & Land Office
- Legislation and Local Conflict Mediation Office
- Agriculture, Natural Resources and Environment
- Economy and Community Development Office
- Social affairs and welfare Office
- One Window Service Office

11

DMK Councils

Municipal, District and Khan (DMK) Council elected through indirect general election, has a five-year mandate and a chairman who is the first rank candidate on the list of candidates of the political party that received the most votes. DMK Councils are public representatives as a protector and serve the interests of all citizen within its jurisdiction. DMK Councils have the authority both legislative and executive. DMK Councils are the decision-making bodies to direct, coordinate and manage the provision of public services and development within its jurisdiction and is responsible for overseeing the management of the Board of Governors in implementing the decisions of the Council. Municipal and District councils must be accountable to the citizen for providing services respond to the needs of the citizen in their jurisdiction and be accountable to the Royal Government, Ministries and Institutions in implementing in accordance with the laws, regulations in force and service standards set by the national level. Separately, the Khan Council shall be under the monitoring and control of the Capital Council.

So far, the Municipal, District, and Khan Councils have been established in accordance with the Law on the Election of the Capital, Provincial, and Municipal Councils for three mandates, ensuring the smooth transfer of duties from one council mandate to the next.

DMK Council Committees

Each DMK Administrations has established three committees to advise the council, including: (1) The Technical Facilitation Committee, which has the role of studying and advising the Council and the Board of Governors on issues related to the work of the budget plan, coordinating with the offices of the specialized units of the ministries and institutions, working relations with other types of councils and related work. Management and implementation of functions and resources assigned and delegated to (2) Women and Children Consultative Committee who has the role of advising the Council on issues related to the promotion of gender equality, women and children within the authority, functions and duties of the CP Councils; and (3) the Procurement Committee has the role of ensuring all procurement activities of the relevant Municipalities, Districts, and Khans must be conducted in an honest, open, transparent, impartial manner in accordance with the laws and regulations in force .

In addition to the above three obligatory committees, DMK administrations also set up particular obligatory committees and working groups.

Ombudsman Office

The Ombudsman Office is a neutral entity that plays an important role in receiving and mediating non-judicial complaints related to the provision of public services and administrative management within the jurisdiction of Municipal, District, Khan and Commune Administrations. Neighborhood. The Chief of the Ombudsman Office is elected by a committee composed of councilors, representatives of CSOs and representatives of the private sector. The Ombudsman Office shall work under the direct supervision of the council and shall be accountable to the DMK Councils.

Board of Governors

The Board of Governors of DMK consists of a number of governors and deputy governors appointed by the Royal Government , the competent ministries at the national level to work with the council. The Board of Governors is responsible for implementing the council's decisions

effectively , transparently and accountably, and also represents the Royal Government, ministries, and national institutions. In fulfilling its role, the Board of Governors must be accountable to both the Council and the Royal Government and Ministries.

Director of Administration

The Director of DMK Administration is an official appointed by the Ministry of Interior to work in the DMK Administration in the role of ensuring the sustainability of the day-to-day administration of the Council and the Board of Governors. In performing his duties, the Director of Administration must be accountable to the Council and the Board of Governors.

Subordinate Units

In 2019, after the integration of the longitudinal specialized offices of the ministries and institutions into the administrative structure of Municipalities, Districts and Khans through sub-decrees No. 182, 183 and 184, it is necessary to adjust the structure of each DMK Administrations by establishing subordinate units. In addition, to assist the council and the Board of Governors on administrative work, planning, finances, personnel, labor law, public relations, and the public services delivery in various fields within the jurisdiction of each DMK Administrations. The municipal, district, and khan administrative units are organized as shown in the diagram above. The units under the administration of DMK Administrations are shown in the above organigramme.
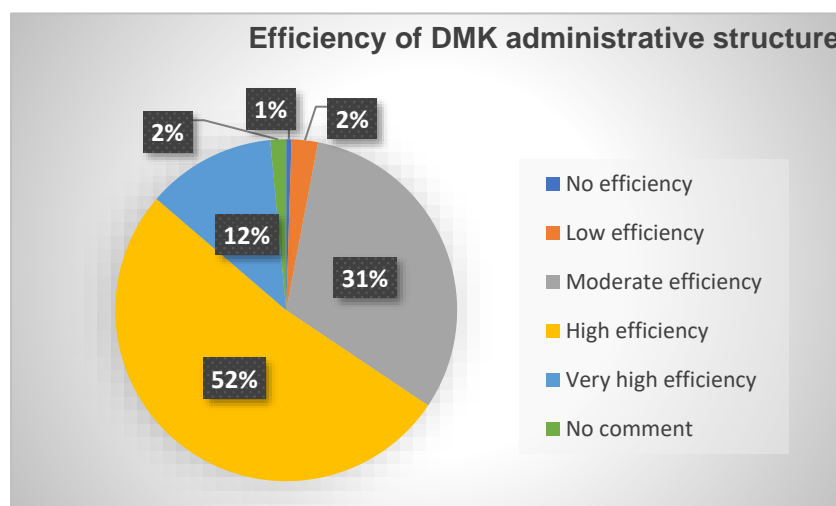
Efficiency of DMK administrative structure

- No efficiency
- Low efficiency
- Moderate efficiency
- High efficiency
- Very high efficiency
- No comment

Based on a survey of the municipal, district, and Khan administrative structure, it was found that out of 401 informants, the administrative framework effectively supports the management and execution of functions. Specifically, 208 citizens (52%) rated the administration as high efficiency, 49 citizens (12%) as very high efficiency, 121 citizens (31%) as moderate, and 10 citizens (2.5%) as low efficiency.

Based on a survey of the Municipal, District, and Khan administrative structure, it was found that out of 401 informants, the administrative framework effectively supports the management and execution of functions. Specifically, 208 citizens (52%) rated the administration as effective, 49 citizens (12%) as moderately effective, 121 citizens (31%) as moderate, and 10 citizens (2.5%) as ineffective.
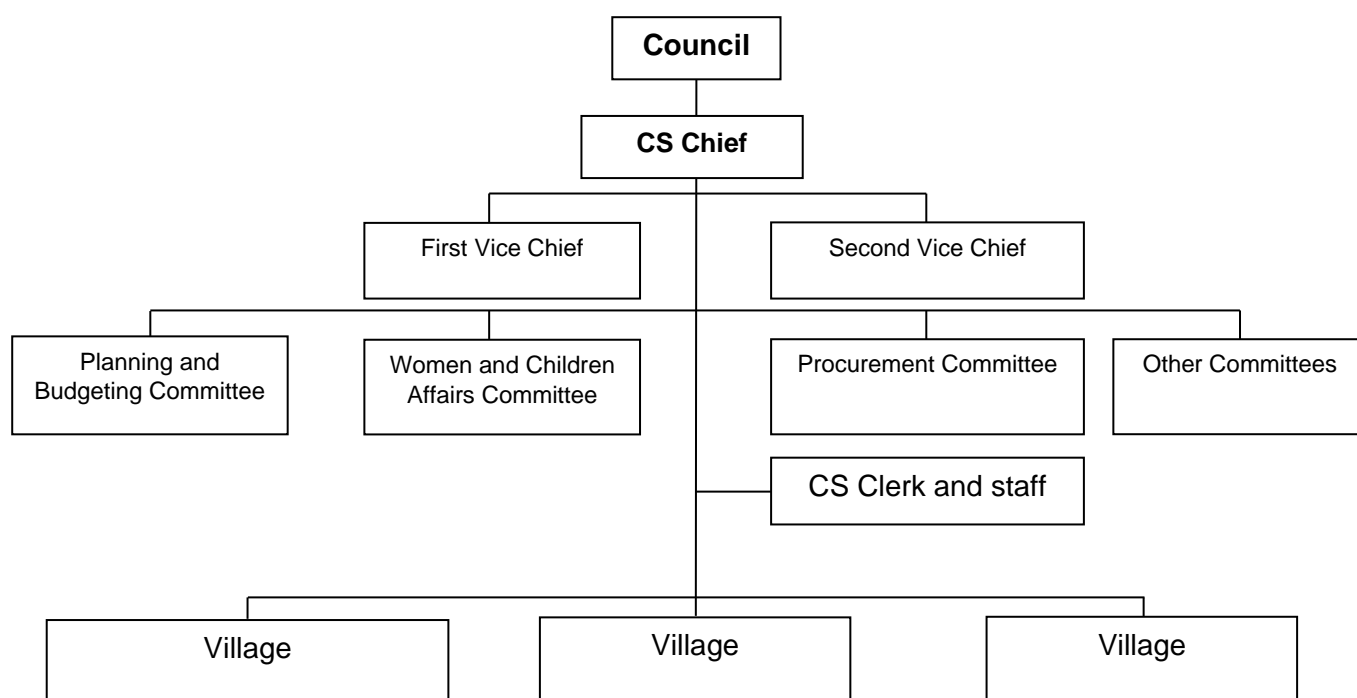
A.3. Structure of CS Administrations

Pursuant to the Law on the Administrative Management of CS (2001), the CS Administrative Structure was established and is now operational. This structure includes councils formed through direct popular vote by citizens, based on the principles of multi-party liberalization, in accordance with the Law on the Election of CS Councils. The Chairman of the CS Councils acts as the CS Chief. In the administrative structure of the CS Administrations, in addition to the commune chief,

the commune chief consists of the first and second deputy chiefs or the first deputy chief and the second deputy chief, the CS clerk, administration assistant, and finance assistant.7

So far, CS Councils have been established through elections in accordance with the Law on the Election of CS Councils for 5 mandates, ensuring the transfer of work from one mandate council to the next mandate council smoothness.

Since the establishment of the CS Administrations in 2002, the organization structure has remained unchanged. The organigram of the organization structures for the CS is presented below:

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                          ┌─────────────┐
                          │   Council   │
                          └──────┬──────┘
                          ┌──────┴──────┐
                          │   CS Chief  │
                          └──────┬──────┘
              ┌──────────────────┴──────────────────┐
       ┌──────┴───────┐                      ┌───────┴────────┐
       │First Vice Chief│                     │Second Vice Chief│
       └──────┬───────┘                      └───────┬────────┘
    ┌─────────┼──────────┐              ┌────────────┼─────────────┐
┌───┴────┐ ┌──┴─────────┐ │      ┌──────┴────────┐ ┌───┴──────────┐
│Planning│ │Women and   │ │      │Procurement    │ │Other         │
│and     │ │Children    │ │      │Committee      │ │Committees    │
│Budgeting│ │Affairs    │ │      └───────────────┘ └──────────────┘
│Committee│ │Committee   │ │
└────────┘ └────────────┘ │      ┌───────────────┐
                          ├──────│CS Clerk and staff│
                          │      └───────────────┘
        ┌─────────────────┼─────────────────┐
   ┌────┴────┐      ┌──────┴──────┐    ┌─────┴────┐
   │ Village │      │   Village   │    │ Village  │
   └─────────┘      └─────────────┘    └──────────┘
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Based on a survey of the organizational structure of the CS Administrations, it was found that out of 337 informants, 192 citizens (57%) felt that the structure was suitable for the CS Administrations to high efficiency lead, manage, and perform its duties and responsibilities. Additionally, 98 citizens (29%) considered it very high efficiency, 46 citizens (14%) rated it as moderate efficiency, and 1 citizen (0.3%) found it low efficiency.

Efficiency of CS administrative structure

- Low efficiency: 0.30%
- Moderate efficiency: 14%
- High efficiency: 57%
- Very high efficiency: 29%
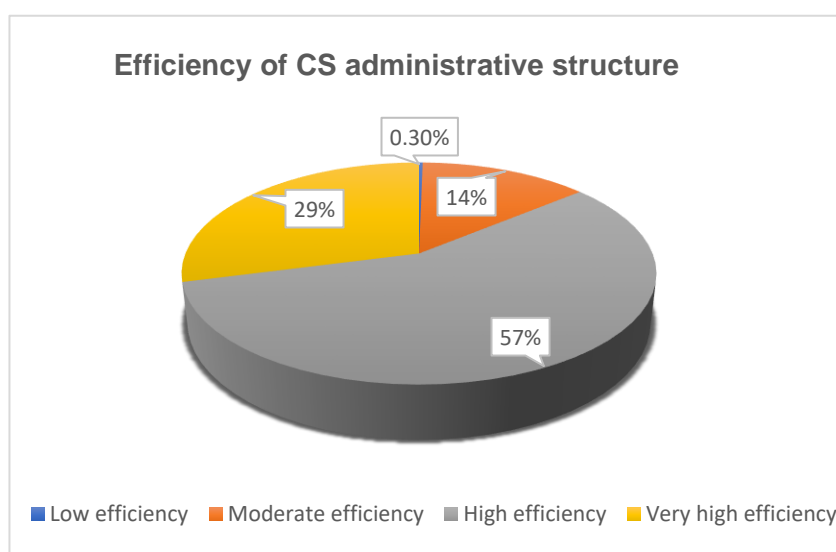
A.4. Establishment of Management System and Procedures in SNA

The establishment of management systems and procedures in SNA refers to the development and implementation of management systems, operational procedures, and service delivery standards aligned with the functions and organizational structure of SNAs at each level.

In connection with this work, during the implementation period, NP1 has developed and implemented various management systems, mechanisms, operational procedures, and service delivery standards across various SNAs. These include: (1) The procedure for organizing the meeting of the council and the public consultation forum of the council; (2) The procedure for issuing orders and decisions of the council in consultation with the citizen; (3) Administrative procedures; (4) Systems and procedures for 5-year development planning and three-year rolling investment program of each SNA; (5) Fund transfer system and financial management systems of SNAs; (6) Personnel management and human resource development system; (7) Inter-administrative communication system; (8) Legal control and technical support system on the performance of SNAs; (9) Procedures for preparing and implementing projects of SNAs; (10) Principles, procedures and standards for providing administrative services through the One Window Service Mechanism in SNAs and mechanisms for receiving complaints and resolving disputes at the local level.

A.5. Promoting Social Equity and Inclusiveness in the SNA Management System

Within the framework of NP1, promoting the social equity and inclusiveness in the sub-national administrative staffmanagement system is an important task and a priority to be prepared and implemented to ensure the promotion of services within the jurisdiction of the SNA with quality, transparency, accountability, inclusiveness, and social equity.

During the implementation of NP1, with the cooperation and participation of relevant ministries and institutions, particularly the Ministry of Women's Affairs, the Ministry of Public Works, and the Ministry of Interior, the following were prepared and implemented: (1) policies promoting gender equality for democratic development at the sub-national level; (2) technical guidelines for promoting social equity and environmental sustainability in SNA; and (3) strategic plans to increase the representation of women in management positions within SNA.

The implementation of these policies, guidelines, strategies and strategic plans is an integral part of the concept, understanding, principles, tools, methods and mechanisms for promoting gender equity, women's empowerment in the organization structure, operational procedures and delivery procedures. SNA Public Services aims to promote the decisions of SNAs that take into account the interests of women and vulnerable groups in an inclusive and socially equitable manner.

Based on the collected information, the implementation of these policies, strategic plans, and technical guidelines has resulted in an increase in the appointment of women to management positions within SNA. Furthermore, a friendly and supportive workplace environment has been fostered for both male and female civil servants through flexible working hours, particularly for pregnant women, officials with young children, or those caring for elderly parents. Additionally, leaders and officials within the SNA maintain strong communication and collaborate to support each other without discrimination, especially when any official faces health challenges, livelihood difficulties, or suffers from an accident.

As a result of efforts to develop and implement policies, strategic plans, and guidelines aimed at promoting gender equity, each SNA has been encouraged to appoint women officers to

management positions at all levels. To date, the number of women officers holding various positions within SNAs is as follows:

CP Administrations

There are 2 women as provincial governors (equal to 8%), 29 women as deputy governors (equal to 13%), and 16 women as division directors and directors of the unit (equal to 9.87%), 80 women as deputy directors of division and deputy directors of the unit (equal to 25.80%) and among all the members of the CP Council, 17.56% are women.

DMK Administrations

There are 7 women (equal to 3.4%) as DMK governors, 243 women as DMK deputy governors (equal to 21.16%), 20 women as administration directors (equal to 10.63%) and 120 women as deputy administration directors (equal to 26.66%). Additionally, women who are council chairpersons is 6.22% and women who are council members is 19.31%.

CS Administrations

There are 176 women commune chiefs (equal to 10.65%), the first deputy is 19.67%, the second deputy is 11.26%, women CS clerks make up 18.15% and women CS members make up 22.04%.

Within the framework of capacity building for women in management positions in SNAs, this initiative has been highly valued, particularly in collaboration with the Ministry of Women's Affairs with the Ministry of the Interior, and the NCDD Secretariat has promoted a series of leadership training courses for women, including training for governors and deputy governors, with a total of 190 participants, additionally the training for trainers on gender equity and social inclusiveness leadership was conducted for 106 leaders (71 women) from the Department of Women's Affairs and the Capacity Building Office of the Capital Hall. Furthermore, mandatory training courses on promoting gender equity and social inclusiveness leadership were held for 25 provincial board of governors and councils,

### A.6. Design and Implementation of the Program to Promote Citizen Engagement

The participation of citizens in both decision-making and the implementation of decisions by the SNA is a crucial condition outlined in the Law on the Administrative Management of Capital, Provinces, Municipalities, Districts, and Khans; Law on the Administrative Management of Communes/Sangkats; and the NP1. Within the framework of D&D reforms, mechanisms and conditions for effective functioning have been established and implemented. These include guidelines aimed at enhancing citizen engagement in various work performance processes at the SNA level, such as:

- The CS Administrative Council elections require the direct electing by citizens, while the CP and DMK Council elections are to be elected by CS Councilors. This ensures that Cambodian citizens have full rights to elect their representatives, particularly at the CS level, to lead, manage, and oversee the provision of public services and local development.
- The monthly meetings of the Sub-national administrative staffCouncil shall be held in public, allowing citizens to participate without discrimination.
- The Sub-national administrative staffCouncil is obligated to organize a public consultation forum to report to citizens and receive feedback for the improvement of public services and local development.

- In the development planning process of the SNA, it is required to use tools and methods that ensure the participation of local communities and groups, along with an analysis of the actual needs and demands of the local population.
- Each SNA has also established an Ombudsman Office, a neutral entity responsible for receiving citizens' complaints concerning the performance and services of the SNA.
- Technical guidelines on citizen engagement in SNA have been prepared and implemented by the NCDD since 2014.
- The Social Accountability Strategic Plan has been developed and implemented since 2013 at the CS and DMK levels in partnership with CSOs, this aims to provide citizens with important information related to decision-making and the management of public resources within those SNAs, while also increasing citizen engagement in monitoring the performance of SNAs and local service units. Currently, social accountability initiatives are actively implemented in 189 DMKs, covering 1,545 CSs, 6,822 primary schools, and 1,236 health centers, and the scope of administrative services has been expanded to 37 DMKs. Over 3 million citizens, approximately 70% of whom are women and 6% from vulnerable groups are directly involved in the social accountability implementation process.

Based on a survey of 1,425 respondents, the findings indicate that the organization of sub-national administrative staff institutions has significantly contributed to democratic development. Specifically, 976 respondents, or 68%, rated it positively as good; 376 individuals, representing 26%, viewed it as moderately promoted; and 54 respondents, or 4%, assessed it as promoting democratic development at a minimal level.

Promoting Democratic Development

B. Challenges
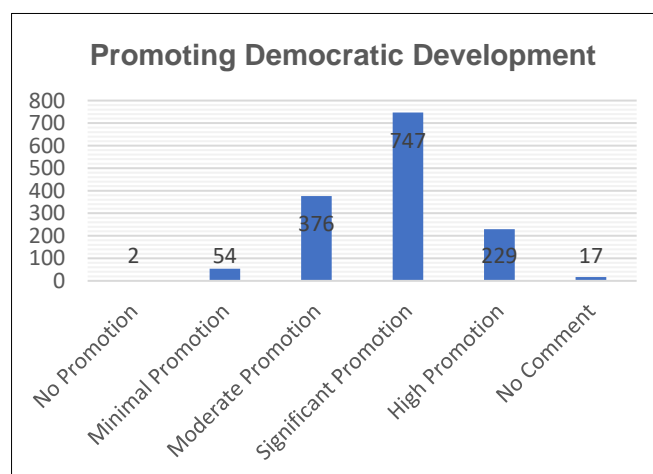
Although the sub-national administrative staff structure has been gradually reorganized and improved, information gathered from studies on relevant reports and interviews with stakeholders at both the national and sub-national levels highlights several challenges that require further examination and revision in response to factors such as economic growth, urbanization, population migration trends, urban expansion, increasing demand for social services, and rapid advances in information technology. These challenges include:

- The structure and management system of the CP administrations are not yet fully aligned with the distinct characteristics of each SNA, which vary based on factors such as large cities, urban and rural areas, as well as differences in geography, demographics, and the varying economic and social potential across the three SNAs.
- The organizational structure of the CP administrations has not yet effectively aligned with the principles of unified administration. Although the CP Councils were established to represent the voices and interests of all citizens within their jurisdiction, the CP Councils still face challenges in guiding and coordinating public service delivery across various sectors under the responsibility of the Ministry's longitudinal departments. This is primarily due to certain specialized departments not being integrated into the direct organizational structure of the CP council administrations.

- According to informants interviewed, the inactivity of the Capital Coordinating Committee of the CP Council, due to its failure to hold regular meetings, was identified as one of the key reasons why the CP Council struggled to effectively coordinate the delivery of public services across several specialized fields. This lack of coordination hindered the CP Council's ability to respond effectively and accountably to the needs of citizens, as outlined in the five-year development plan of the CP Administration.

- While most informants stated that the structure of the CP Administration was appropriate for their specific situation and scope of work, the Evaluation Working Group identified areas within the organizational structure that were not fully aligned with the goal of improving work efficiency or management of economic development in some CP that require further attention, as those CP still retain unique characteristics that have not yet been fully addressed. For instance, provinces with potential for tourism development, construction, or other specific sectors need enhanced and strengthened administrative responsibilities within the CP administrations, that would better support economic development within their respective jurisdictions.

- Some informants also noted that, beyond the establishment of obligatory commissions as mandated by law, each SNA is often required to establish multiple committees with overlapping responsibilities. This overlap can lead to challenges in coordination and inefficiencies in task execution.

- Some sources have suggested that sub-national administrative staffcouncils have not yet fully fulfilled their role as decision-makers regarding plans and budgets, nor have they effectively represented citizens in addressing their needs within their jurisdictions. Additionally, despite efforts to promote and strengthen social accountability works and enhance the roles and responsibilities of the Ombudsman Office, it has been observed that citizens are not yet fully aware of their rights to hold councils accountable.

- Some informants suggested that while the overall structure of the SNA was appropriate, the division of duties and responsibilities within each unit was poorly defined, resulting in certain units remaining inactive.

- Although the administrative structure of municipal, district, and khan administrations has been reorganized to integrate the specialized unit offices of ministries and national institutions into their framework under the principles of unified administration, many informants highlighted challenges in implementing this new function and structure, These difficulties primarily arise from a shortage of staff and a lack of expertise in various fields transferred to the municipal administrations.

- Some informants also highlighted weaknesses in the work management and service delivery systems of the SNA, noting that these systems have yet to be fully organized and modernized through digital transformation.

4.2. Program Area Two: Human Resource Management and Development System

The Law on Organization of Capital, Provinces, Municipalities, Districts and Khans requires the SNA councils to have their own staff with appropriate competencies to perform their duties effectively. By the decision of the council and be accountable to the council. To achieve this goal requires the establishment of a personnel management system and human resource development of the SNA and the transfer of staff to the SNA in parallel and the transfer of functions to the SNA.

Within the framework of NP1, the management system and human resource development focus on establishing a robust personnel management system and fostering human resource

development within the SNA, and to transform the attitudes of Sub-national administrative staff, shifting their focus from merely completing assigned tasks on schedule to becoming genuine service providers who are accountable to sub-national councils. The ultimate goal is to ensure effective delivery of public services to citizens within each SNA's jurisdiction.

Additionally, human resource development within SNA necessitates the establishment of a sustainable system for delivering capacity-building services to their staff, both in the short term and over the medium to long term. These capacity development initiatives must be strategically designed and implemented to align with the demands of service reform and the economic development priorities of each SNA, ensuring they effectively address the needs of the citizens.

In relation to establishing a Personnel Management and Human Resource Development System in SNAs, the NCDD has outlined key priority tasks to be implemented at various stages. These include: (1) Preparation of legal documents for personnel management and human resource development in SNA; (2) Transfer of staff to SNA; (3) Development of programs for human resource development in SNA; and (4) Mainstreaming, promoting social equity and inclusiveness into the personnel management system of SNA.

A. Key Achievements

Based on the information gathered from research on relevant reports and meetings with stakeholders, including representative from ministries, national institutions, SNAs, local communities, the public, CSOs, and DPs, the following significant achievements have been made in relation to the establishment of the personnel management system and human resource development in the SNAs (SNA):

A.1. Preparation of Legal Documents

Under the coordination of the NCDD, the Ministry of Civil Service, in cooperation with relevant ministries and institutions, has prepared and issued important legal documents, including:

− Amendment to the Law on the Organization and Functioning of the Council of Ministers that authorizes the Royal Government to delegate powers to civil servants within SNAs, enhancing their capacity to carry out duties and responsibilities more effectively at the local level.
− During the transitional period, prior to the establishment of a comprehensive personnel management and human resource development system within the SNA, the Royal Government issued Sub-Decree No. 497 on 6 November 2013 on the delegation powers to the SNA for the appointment, transfer, and termination of sub-national civil servants. Following this degree, the Ministry of Civil Service issued Instruction No. **2202** on 4 July 2014, providing detailed guidance on the procedures for appointing, changing, and terminating the duties of civil servants at the sub-national level. These two normative documents define the delegation of power to the SNA in personnel management, stipulating that all appointments, transfers, and terminations must be made by order, signed by the CP Governor, after approval from the relevant administration council. This means that any orders regarding the appointment, transfer, or termination of duties for these officials require approval from the council of the respective administration. However, this procedure does not apply to certain civil servants in management positions, such as the Board of Governors, the Director of Administration, and the heads of specialized units or departments within the CP, the appointment, change, and termination of duties of these officials are decided by the head of the relevant national institution.

- A policy document on human resource management and development in SNA was prepared and implemented in 2014 to serve as a roadmap for establishing a permanent personnel management system. This policy document aims to empower SNAs to manage personnel and develop human resources, fostering greater capability, productivity, loyalty, ownership, accountability, public service culture, ethics, and a high level of professional conscience. The main objectives outlined in this policy document include the establishment of a Sub-national administrative staff framework and the implementation of a permanent human resource management and development system within SNAs. This policy document addresses the need to respond to specific local-level needs while aligning with national standard; it emphasizes capacity building, skills development, knowledge enhancement, experience, ethics, professional conscience, and a solid understanding of the Royal Government's laws, policies, and legal standards. To establish a permanent personnel management and human resource development system within the SNA, the document mandates the preparation of a distinct statute for Sub-national administrative staff, ensuring consistency with the Law on the General Statute of Civil Servants of the Kingdom of Cambodia, and aims to empower SNA in managing and developing human resources within SNAs in accordance with principles of effectiveness, transparency, accountability, and equity. The system facilitates the transfer and exchange of administrative officials between sub-national and national levels. Additionally, it ensures the protection of the interests of civil servants, with a focus on promoting the inclusion of ethnic minorities, women, indigenous peopless, and persons with disabilities in promotions, position appointments, other civil service incentives, as well as ensuring no increase in the number of civil servants.
- Pursuant to the policy document on the management and development of human resources in SNAs, the Royal Decree on the Separate Statute for Sub-national administrative staff was prepared and implemented in 2016 to serve as the legal basis for personnel management and human resource development in SNAs. This Royal Decree outlines the principles and procedures for managing Sub-national administrative staff, empowering SNAs in personnel planning, recruitment, internships, appointments, terminations, promotions, transfers, relocations, dismissals, unpaid vacancies, working hours and leave limitations, retirement, loss of professional fitness, pay, minimum wage, capacity development, disciplinary measures, dispute resolution, and the rights of SNA to recruit and manage contract staff. It also establishes mechanisms for monitoring, evaluating, and supporting SNAs in managing their staff in accordance with the established policies and procedures..
- Pursuant to the separate statute for sub-national administrative staff, the Royal Government issued Sub-Decree No. 240 on 27 December 2017, delegating authority to the Board of Governors of the Capital, Provinces, Municipalities, and Districts for the management of staff working in the SNA. This sub-decree delegates power from the council to the governing body of the SNA for managing personnel in positions from the deputy director down (for the capital and provinces) and from the deputy director of the lower office (for DMKs). However, the SNA Council retains authority over key personnel decisions, such as those regarding the Director and Deputy Director of Administration (for the CPs) or the Deputy Director of Administration and Head of Office (for DMKs). This delegation aims to reduce the workload of the sub-national administrative staffcouncil, thereby accelerating the personnel management process, while ensuring the council retains oversight rights, in accordance with Articles 173 and 174 of the Law on the Administrative Management of the Capital, Provinces, Municipalities, Districts, and Khans.

- Pursuant to the separate statutes for Sub-national administrative staff, the Ministry of Civil Service has issued three key guidelines to support the personnel management processes at the sub-national level. These guidelines include: Guideline No. 167 on the Principles and Procedures for Personnel Management of Capital and Khan Administration; Instruction No. 168 on the Principles and Procedures of Provincial Administrative Personnel Management; and Guideline No. 169 on the Principles and Procedures of Municipal Administrative Personnel Management. These documents provide detailed guidance on the principles, procedures, and processes related to personnel planning, recruitment, examinations, appointments, promotions, transfers, discipline, motivation, retirement, and attendance management.
- Sub-Decree No. 76, issued on 20 April 2023, addresses the determination of professional positions and job descriptions within the structure of DMK administration. The decree aims to establish a clear framework for organizing staff based on professional skills; Develop personnel plans based on the actual human resource needs of the DMK administrations; Select staff according to the required professional skills; Ensure clear working conditions that align with the professional qualifications of each employee; Prepare succession plans for replacing retiring or departing employees with qualified personnel; Develop staff capacity according to the professional skill needs of each DMK. However, this sub-decree has not yet been widely disseminated or implemented within municipal and district administrations.

Overall, based on these important legal frameworks, it can be assessed that during the implementation of NP1, a permanent SNA personnel management system was established and put into practice. This system provides clear authority and responsibilities to SNAs, enabling them to manage personnel and develop human resources within their jurisdiction. The aim is to strengthen the accountability of staff within sub-SNA, ensuring their effective performance and the delivery of quality services to local citizens within each SNA's jurisdiction.

A.2 Staff Transfer and Management Status

Following the establishment of the human resource management and development system for SNAs through the separate regulations for Sub-national administrative staff in 2016, the Ministry of the Interior transferred all its personnel working in the SNA to be directly managed by the respective SNA.

At the same time, in line with the development and process of transferring functions from ministries and institutions to SNAs, the relevant ministries and institutions have regularly transferred staff to sub-SNA to carry out these functions. To date, over 100,000 employees have been transferred under the direct management of SNAs. This includes more than 7,500 staff from the Ministry of the Interior, over 20,000 health workers, approximately 70,000 education staff, and technical staff from various ministries and institutions. Additionally, nearly 10,000 citizens have been included in this transfer. In total, the staff transferred to be under the direct control of SNAs consists of around 25,000 personnel in CP administrations and approximately 80,000 personnel in DMK administrations.

The staff transferred to the SNAs are managed by each administration in accordance with the established principles and procedures. In the past, some CP administrations have already organized the recruitment of staff to work within their administrations, following the principles, procedures, and guidelines set by the Ministry of Civil Service (for 2022 and 2023). However, the recruitment of civil servants has been suspended for the years 2023 and 2024.

Overall, there are numerous opinions indicating that during the reform of Sub-national administrative staff behavior, significant positive changes have occurred, particularly among staff providing administrative services in the OWSO. This includes improvements in direct communication with citizens seeking services, as well as among staff working in other support units.

A.3. Human Resource Development

During the implementation of the first phase, a capacity development program was organized for several sub-national administrative staff. This program was supported by projects funded by DPs and utilized a variety of mechanisms, all coordinated by the NCDD Secretariat.

Most of these capacity development programs, as required by the national level, focus on raising the awareness of Sub-national administrative staff about legal and regulatory frameworks, as well as the implementation framework for new systems and procedures of D&D reforms. Generally, skill development is carried out through short training sessions, workshops, and internships organized at each site.

The institutional mechanism for providing capacity development services at the SNA is the Human Resource Management Office of the CP Administration. This office is designated as the capacity development center within the SNA. Its responsibilities include leading and coordinating activities and capacity development programs, assessing capacity development requirements, planning capacity-building initiatives, and organizing training sessions and programs.

In the next phase of establishing a permanent mechanism for the provision of capacity-building services for Sub-national administrative staff, the Royal Government established the National School of Local Administration, through a sub-decree on the establishment and functioning of the National School of Local Administration in 2016.

During the NP1, capacity building for SNAs on laws and regulations, systems and procedures was provided on a regular basis through a series of short training sessions from 2010-2020 with more than 4,000 sessions for 284,000 council members and Sub-national administrative staff, including 10% women, through workshops and internships at each site.

At the sub-national level, the CP Capacity Development Intervention Plan is prepared and implemented on an annual basis, with approximately 1,500 demand-driven capacity building training courses with a total of more than 37,500 participants.

After establishing in 2016, the National School of Local Administration prepared and implemented the capacity development plan for the interim phase for 2019-2023. As a result, 107 training courses on the function, structure and management system of DMK administrations were organized for 6,090 DMK officials (915 women). Meanwhile, the project to build the infrastructure of the National School of Local Administration was approved and implemented with financing from the Asian Development Bank totaling approximately $ 11 million.

According to the data recorded by the NCDD Secretariat, approximately 5,500 training sessions have been organized by ministries, institutions, and SNAs for around 300,000 council and sub-national administrative staff. Of these, approximately 10% were women.

The Capacity development for sub-national administrations during the NP-I, conducted through short training courses, workshops, and on-the-job training in each specific location, helped the councils and staff of sub-national administrations to lead and manage the implementation of functions, roles, tasks, and responsibilities in line with the new direction and procedures of the

decentralization and decentralization reform program without obstacles and risks in providing essential public services to citizens within the jurisdiction of each sub-national administration.

A.4. Mainstreaming of Social Equity and Inclusiveness

Promoting the integration of inclusiveness and social equity into the personnel management system of SNAs is a key objective identified in the NP1. Analyzing relevant legal documents and guidelines reveals that the primary focus is on fostering an environment of social equity. For instance, the policy document on human resource management and development in SNAs outlines a framework for designing personnel management systems that indigenous women and citizens with disabilities must be considered and given priority in recruitment to the civil service, promotion, composition, and other incentives.
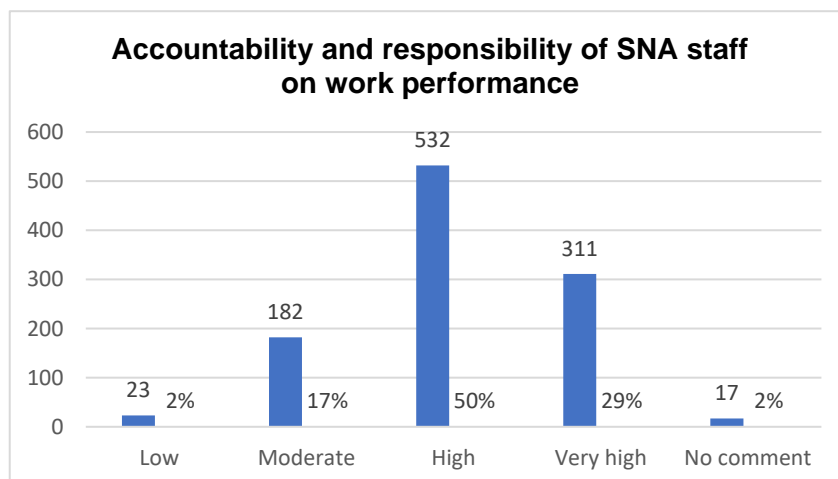
A separate statute for the staff of the SNA stipulates that the management of the staff of the SNA shall be based on the principle of equity, giving priority to indigenous women with disabilities based on their ability to work and virtue.

Between 2017 and 2023, a strategic plan was developed and implemented to increase the number of women in management positions within the SNA (SNA). This initiative successfully led to the promotion of women to leadership roles. SNAs have continuously worked to create a friendship and favorable workplace environment for all civil servants both male and female by offering flexible working hours, particularly for pregnant women, officials with young children, or those responsible for elderly parents. By 2020, women held 14% of management positions at the CP levels (Governor, Deputy Governor, Administration Director, Deputy Administration Director, and Division/Office Director) and 17% at the DMK levels.

Based on survey data regarding the level of authority transferred to SNA for managing their staff, a total of 1,127 respondents participated. Of these, 746 respondents (66%) reported that SNA were given a high degree of authority, while 339 respondents (30%) considered the authority transferred as moderate. A small minority, comprising 16 respondents (1%), were given a low degree of authority, and 26 respondents (2%) provided no response.

Authority transferred to SNA for managing their staff

2% | 2%

30%

66%

■ Low ■ Moderate ■ High ■ No comment
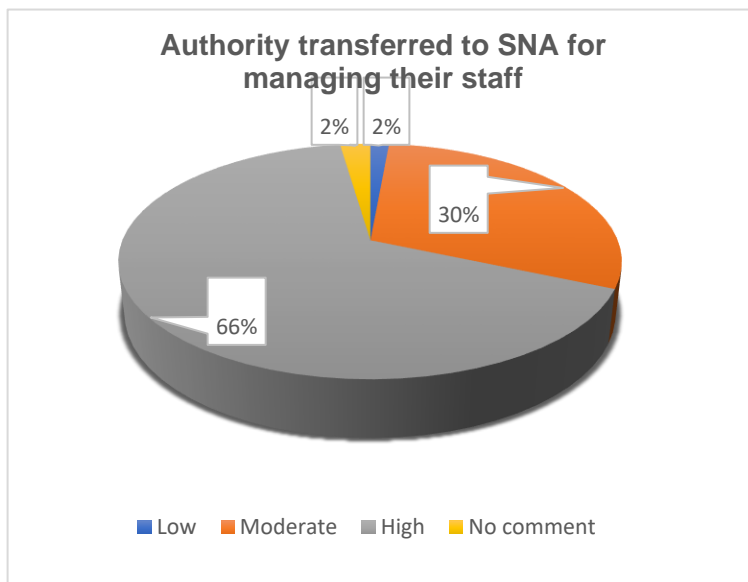
According to a survey on the accountability of Sub-national administrative staff to the sub-national council and board of governors, a total of 1,065 respondents participated. Among them, 843 staff members (79%) were rated as having good accountability. Additionally, 182 respondents (17%) demonstrated moderate accountability, while 23 respondents (2%) were assessed as having low accountability. Meanwhile, 17 respondents (2%) expressed no opinion on the matter.

Accountability and responsibility of SNA staff on work performance

Low	Moderate	High	Very high	No comment
23	182	532	311	17
2%	17%	50%	29%	2%

Based on survey data on changes in the behavior of Sub-national administrative staff in performing their duties and providing services to the public, a total of 1,425 respondents participated. Among them, 1,048 respondents (73%) perceived that Sub-national administrative staff had positively changed their behavior. Additionally, 347 respondents (24%) observed moderate changes, while only 13 respondents (1%) believed

Changing attitudes of SNA staff

No Change	Minimal Change	Moderate Change	Significant Change	Notable Improvement	No comment
13	61	286	745	303	17
1%	4%	20%	52%	21%	1%

there had been no behavioral change. Many people interviewed by the NP-I Evaluation Team expressed satisfaction with the administrative services provided through one window mechanism of the Sub-National Administrations and they stated that staff at the one window mechanism were friendly, provided information, and always pays attention to helping citizens who came to receive administrative services at the sub-national administration.
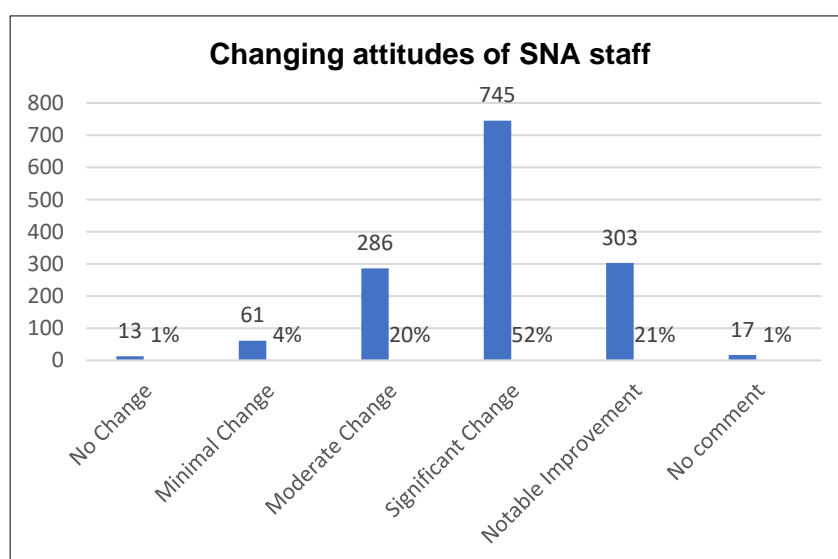
B. Challenges

Despite significant achievements in system organizing and human resource development within SNAs, several key challenges remain, as highlighted by SNA representatives. These challenges include:

– Although many staff have been transferred to the SNAs, the SNAs, especially the DMK administrations, have highlighted the challenges of both the lack of staff and the lack of professional capacity for performing various functions transferred to Municipal and District Administration. This challenge is due to the fact that most of the professional staff transferred to the DMK administration are older employees who are gradually retiring, and the DMK Administrations are unable to recruit new staff to replace the ones who are retired because the Royal Government suspended the recruitment of new staff.

- Although SNAs are given full authority to recruit both state and contract staff, the practice is said to be very restrictive in determining the number of staff to be recruited. The number of employees allowed by the administration to choose does not correspond to the number of employees who have retired and the actual number of staff needed to perform the functions transferred to the SNA.

- Delays in setting up and implementing performance-based management systems in SNAs are also a key challenge in promoting and improving the efficiency of Sub-national administrative staff.

- Although many opinions have been raised about the design and implementation of the Sub-national administrative staff management system, which has improved the efficiency of personnel management (proactive and quick), there have also been some comments on the irregularities of appointment of staff in a number of positions as well.

- Capacity development at the SNA has not yet met the actual needs focusing on understanding the laws, and regulations, related to the implementation of the new management system of the SNA, not focusing on the development of capacity on specific skills needed for leadership, leadership, organization, management, public service delivery, and local economic development to respond to the actual needs of the citizen at the local level yet.

4.3. Program Area Three: Transfer of Functions to SNAs

Transfer of functions to SNA is an important core task of D&D reform, as the transfer of functions is a decision-making process and responsibility for providing public services to SNAs close to the citizens. To ensure the improvement of the quality of the services to meet the needs of the citizenwith different options in accordance with the situation and the actual needs of each locality with effectiveness, transparency, accountability and social equity inclusiveness as well as in accordance with the minimum conditions and standards set by the national level.

The Law on Administrative Management of the Capital, Provinces, Municipals, Districts, and Khans and the NP1 require organizations to transfer functions to SNAs in a systematic manner. There is a clear rationale based on the jurisdiction of each SNA and in accordance with the principle of "Subsidiarity". In this sense, priority should be given to the transfer of public service delivery services, which are the basic needs and necessities of the citizens, to the SNA closest to the citizens. In case the administration close to the citizen is not able to perform any of the transferred functions to the minimum standard quality, the higher administration must support. If there is support, but the administration that is close to the citizen is still unable to manage and perform the functions transferred according to the minimum standards set, then the upper SNA is allowed to manage and implement that function under its responsibility. In this regard, the transfer of functions to SNAs must be accompanied by the transfer of human resources, financial resources, and means, as well as authority and management responsibilities for the effective implementation of these functions at the SNA level.

Based on these principles, to ensure the successful transfer of functions to SNAs, the NCDD has identified key priorities that each step must be followed, including (1) the preparation of legal documents for the preparation of the process of transfer of functions to the SNA; (2) the transfer of functions to SNAs; and (3) to prepare projects and programs to improve the provision of public services at SNAs.

A. Key Achievements

Based on information gathered from research, relevant reports, and meetings with stakeholders representing ministries, national institutions, SNAs, local communities, the public, CSOs, and relevant development partners, the following significant achievements related to the transfer of functions to SNAs have been highlighted:

A.1. Preparation of Legal Documents for Organizing the Transfer Process

Based on the principles set by the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans and NP1 under the coordination of the NCDD and collaboration with the relevant ministries and institutions, prepared and issued important legal documents, including:

Sub-Decree No. 68 dated 10 May 2012 on the General Process of Transfer of Functions and Resources to the SNA, defines the principles and procedures of the transfer of functions to the SNA, which requires ministries and institutions in priority areas to prepare a list of functions analysis determine the appropriate functions to be transferred to the SNA and the methods and conditions for the transfer of functions and resources to the SNA in accordance with the Organizational Law, the Law on the Financial Regime and the Management of Assets of the SNA, Legal documents in force and based on the principles of subsidiarity.

Pursuant to Sub-Decree No. 68 of 2013, the NCDD has prepared and issued two technical guidelines: the Guidelines on the Preparation of Functional Analysis Lists and the Guidelines on Review of the Functions to provide detailed guidance to the relevant ministries and institutions in preparing and implementing the important steps of the transfer of functions, from the preparation of the list of functions that it has, the verification of the list of functions, the collection of information related to staff and the financial resources used to perform the functions, function analysis and identification of the appropriate functions to be transferred, as well as the method of transfer of functions to the SNA.

At the same time, in order to ensure the acceleration of the transfer of functions and resources to the SNA, the Royal Government has issued Resolution No. 39 dated 22 May 2017 on the transfer of 28 specific functions in 7 sectors: Health, Public Works and Transport, Environment and Agriculture, Rural Development, Social Affairs, Tourism and Water Resources to the SNA from 2018 onwards.

A.2. Transfer of Functions to SNA

Based on legal documents and technical instructions related to the process of transferring functions to SNAs (SNAs), with coordination and technical support from the NCDD, relevant ministries and institutions have facilitated a gradual transfer of functions. This has been done through a pilot transfer phase before proceeding to permanent delegation. To date, the key functions transferred to SNAs include:

Capital/Province Administrations

– Assignment of functions in the social sector related to the management of the state child care centers through Sub-Decree No. 34 dated March 7, 2017; on the transfer of all functions of the state child care centers to the Provincial Administration. The oversight function of NGO child care centers to the Capital, Provincial, Municipal, and District Administrations; and the management of child care services for vulnerable and vulnerable

children in the community to the Capital Administration, Municipal Administration, and Commune Administration.

– Assignment of functions in the field of environment to the Phnom Penh Capital Administration in relation to the management of urban solid waste through Sub-Decree No. 113, dated 27 August 2015 on Urban Solid Waste Management

– Management of functions in the field of environment, public works and urbanization to the Phnom Penh Capital Administration related to the management of sewage and wastewater treatment systems through Sub-Decree No. 235 dated 25 December 2017 on the management of sewer systems and Wastewater treatment systems

– Assignment of functions in the health sector related to the management of the Department of Health, CP Referral Hospitals, OD Health Office District Referral Hospital, Health Center and Health Post through Sub-Decree No. 193, dated December 4, 2019; on the transfer of management functions and provide health services to the CP Administration

– Delegation of administrative services in 14 sectors, including health, education, agriculture, social affairs, land, urbanization, construction, environment, industry, tourism, culture, mining and energy, public works and transportation, vocational training and trade, and information on the provision of administrative services. 100 main types of services through Sub-Decree No. 18 Dated 8 February 2017; on the Establishment of a One Window Service Mechanism for Providing Administrative Services at the SNA.

– Delegation of functions related to the protection of forest resources, fisheries and protected areas in the transition phase through the issuance of Sub-Decree No. 156 dated 31 March 2014 on the Establishment and Functioning of the Unified Command Committee of the Capital, Province, Municipality, District, and Khan.

Municipality, District, Khan Administrations

– Transfer and Delegation of 55 key functions in 20 sectors, including Education, Youth and Sports; Agriculture; Social Affairs; Territorial Urbanization; Construction; Environment; Industry; Tourism; Culture; Mining and Energy; Public Works and Transport; Vocational Training; Trade; Postal; Women's Affairs; Resources Water; Cult and Religion; and Information Sector through Sub-Decree No. 182, No. 183 and No. 184 dated 2 December 2019 on the Functions and Structure of DMKAdministration by Integrating the Office/Division of Technical Longtitute Units of Ministries/Institution at the DMK level into the administrative structure of DMKs. Delegation and delegation of 55 functions in these sectors, including the assignment of more than 300 types of administrative services, including legalization services, civil registration services, unregistered real estate transfers. List of administrative services in tourism, culture, fine arts, trade, public works and transportation, industry and handicraft, construction, agriculture, health, education Minerals and energy, environment and employment and vocational training, cult, religion and information.

Commune/Sangkat Administrations

– Transfer of functions in the social sector related to the management of childcare services for vulnerable children in the community was formalized through Sub-Decree No. 34, dated March 7, 2017. This decree transfers the management of all state-run child care centers to the CP administrations. It also transfers the oversight of NGO-operated child

care centers to the Capital, Provincial, Municipal, and District Administrations. Additionally, the responsibility for managing child care services for vulnerable children in the community is assigned to the Capital, Municipal, and Commune Administrations.

− Transfer of functions in the field of education related to the management of community kindergartens through Sub-Decree No. 245 issued on December 29, 2017; which authorizes CS Councils to establish or close community kindergartens based on statistics of children from 3 years old to under 6 years old and based on the status of local education services.

− Transfer of functions related to the provision of administrative services through the One Window Service Mechanism through Sub-Decree No. 18 Dated February 8, 2017; on the Establishment of a One Window Service Mechanism for the Provision of Administrative Services at the SNA and Inter-Ministerial Prakas No. 14342 dated 29, December 2016; on the Provision of Administrative Services of SNA, which authorizes commune administrations to provide 10 types of civil status services and 13 types of certificates.

A.3. Designing Projects to Enhance Public Service Delivery

To promote and strengthen the provision of public services to the citizens, and in addition to the transfer of mandatory functions to the SNAs, the Royal Government issued Sub-Decree No. 285 on November 18, 2014. This decree outlines the selection, management, administration, and implementation of optional functions by the SNA Council. It authorized SNAs the authority and responsibility to select, manage, and implement various functions, both those outside the jurisdiction of ministries and institutions and those within their jurisdiction, as long as the ministries and institutions do not object to SNAs performing those functions. This allows SNAs to provide public services and support local development in response to the specific needs of citizens within their jurisdiction.
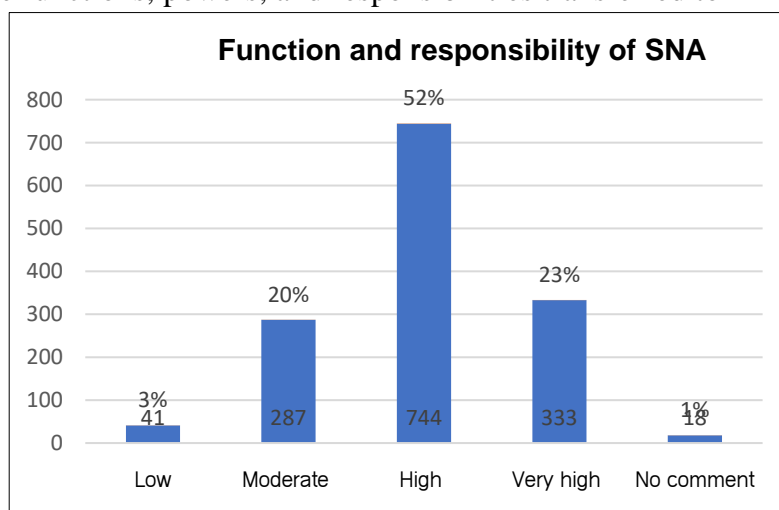
With the authority and responsibility to select and implement optional functions, each SNA is encouraged to design and carry out priority program projects identified in its development plans and three-year rolling investment program. These projects should be funded using discretionary financial resources, which include national budget transfers, the SNA's own revenue sources, and other legitimate funding sources. The planned and implemented projects include the construction of local-level physical infrastructure; such as roads, bridges, sewers, irrigation systems, schools, ponds, wells, road lighting, parks, and public gyms, projects focused on public natural resource protection, projects focused on income generation, projects/programs focused on social services; dissemination on gender education, family violence prevention, and support for vulnerable groups, etc.

In general, each SNA prepares and implements at least one project or program defined in its development plan and investment program each year, resulting in a total of over 2,000 projects annually.

During the NP1, 14 sectors delegated over 1,200 types of administrative services to the Capital, Provincial, and Municipal Administrations, allowing them to deliver these services to citizens through the OWSM. The delivery of administrative services through OWSM at the SNA level has been a significant achievement. Through this system, SNAs provide a wide range of services, receiving strong support and satisfaction from citizens. OWSM is considered an effective mechanism for providing convenient, quick, efficient, transparent, and accountable services.

At the same time, the OWSM serves as a direct source of revenue for each SNA. Through the provision of administrative services via this mechanism, SNAs have been able to generate approximately 14 million dollars in revenue (2023 data), which helps support the continued operation of these services.

Based on survey data regarding the functions, powers, and responsibilities transferred to SNAs for providing public services and local development to meet citizens' needs within their jurisdictions, a total of 1,423 respondents participated. Of these, 1,077 respondents (75%) felt that the transferred functions, powers, and responsibilities were appropriate. However, 328 respondents (23%) felt that the transfers were still insufficient, and 18 respondents (1%) did not provide any comments.

Function and responsibility of SNA

Category	Value	Percentage
Low	41	3%
Moderate	287	20%
High	744	52%
Very high	333	23%
No comment	18	1%

B. Challenges

Despite many achievements related to the transfer of functions to SNAs, several key challenges have been identified, including the following:

- The transfer of functions to the SNA occurred much later than originally planned in the NP1. The transfer process was outlined in the first three-year implementation plan (IP3-I: 2011-2014), but was actually carried out in the second three-year implementation plan (IP2-II: 2015-2017), with the evaluation of transferred functions scheduled in the third three-year implementation plan (IP3-III: 2018-2020). Based on the findings, in practice, most of the function transfers to the SNA took place during the third three-year implementation plan of NP1. This delay resulted in no clear evaluation of the performance of the functions transferred to the SNA, except for the education, youth, and sports functions transferred to the DMK administrations, which were evaluated in 2022.

- Although many functions have been transferred to SNAs, delays in the transfer of financial resources and the preparation of technical guidelines on the principles, procedures, and standards for implementing certain sectoral functions have posed significant obstacles, these delays have made it difficult for SNAs to effectively initiate, lead, manage, and oversee the performance of functions in these areas with their strong ownership and responsibility.

- Meanwhile, the monitoring and provision of technical support from relevant ministries and institutions remains insufficient, which affects SNAs' capacity, initiative, and ability to effectively lead, manage, and implement the transferred functions in accordance with established quality standards.

- The shortage of staff and professional skills required to perform various functions transferred to the DMK administrations has been identified as a critical challenge that needs to be addressed in the near future.

- The procedures for providing certain administrative services, particularly those related to land and construction, are considered complex and require further improvement.

4.4. Program Area Four: Financial Decentralization, Financial Management System and Planning System

Law on Administrative Management of the Capital, Provinces, Municipals, Districts, and Khans and the Law on Administrative Management of the Communes and Sangkats; require SNAs to have access to financial resources and assets. To perform the roles, duties, and functions within the jurisdiction of each SNA to meet the needs of the citizens at the local level. To ensure that SNAs can receive and mobilize financial resources for the implementation of local service delivery and development functions within their jurisdiction; the Law also requires the establishment of a sub-national administrative stafffinancial management system that ensures the promotion of autonomy, efficiency, transparency, integrity and accountability in management and use of those resources.

At the same time, the laws mandate the preparation and implementation of the planning system for SNAs, with citizen participation, to ensure that each SNA council can define its vision, objectives, goals, and priorities. This provides a foundation for mobilizing and allocating resources to effectively implement priority tasks that address the needs of citizens in a targeted, and efficiency manner.

Based on these, the NP1 has identified key tasks related to the financial decentralization and planning system of the SNA to be prepared and implemented at each phase, including (1) the preparation of legal documents for the establishment of the fund transfer system and the financial management system of the SNA; (2) the preparation and implementation of the transfer mechanism of conditional resources; (3) Establishment of local direct revenue sources of SNA; and (4) the establishment of a planning system of SNAs.

A. Key Achievements

Based on information gathered from research studies, reports, and meetings with stakeholders representing ministries, national institutions, SNAs, local communities, the public, CSOs, and relevant DPs, key achievements have been made in establishing the financial management and planning systems of the SNA, as outlined below:

A.1. Preparation of Legal Documents for Enhancing the Fund Transfer System and Financial Management System of SNAs

In accordance with the principles set out by the relevant laws and NP1, and under the coordinated leadership of the NCDD, in collaboration with the Ministry of Economy and Finance responsible for public financial management reform and with the participation of relevant ministries and institutions, several key laws and regulations have been prepared and issued. These pertain to financial decentralization and the development of the financial management and planning systems for SNAs, including:

– The Law on Financial Regimes and Assets of SNA was prepared, approved, and brught into operation by Royal Kram No. NS/RKAM/1611/011, dated 11 June, 2011. This law provides a legal framework and basic principles for financial decentralization, establishment of revenue sources of SNAs, establishment of sub-national financial management systems, defining administrative financial management competencies at the sub-national level: Principles of budget management of SNAs, responsibilities and financial resources of SNAs, principles of preparation, approval and implementation of sub-national administrative staff budgets and assets management of SNAs.

- The Law on Public Procurement was prepared, approved, and brought into operation by Royal Kram No. NS/RKAM/01212/004 dated 14 January, 2012. This law aims to ensure that the procurement process at both the national and SNAs is transparent, accountable, fair, efficient, quality, and timely. This law defines the competence of the governing body and the implementing body of the procurement method, the procurement method, the qualifications of the bidders, the principles and procedures of the procurement plan, the implementation of the procurement, the procurement contract, the procurement code of conduct, the procurement ethics, and other provisions.

- Sub-Decree No. 93 dated 06 August, 2010; on the Transfer of Resources from the State Budget to the CS Fund for a period of 3 years from 2011 to 2013. This sub-decree is the legal framework for the continued implementation of the state budget transfer system to the CS fund and the CS financial management system, which has been continuously implemented by sub-decree No. 16 (2002-2004), sub-decree No. 11 (2005-2007) and Sub-Decree No. 109 (2008-2010) on the Transfer of State Budget to CS Fund and Sub-Decree No. 26 dated 2 April, 2002 on CS Financial Management System and other relevant legal documents. Sub-Decree No. 93 on the Transfer of Resources from the State Budget to the Commune/ Sangkat Fund Continues to maintain the division of the CS fund into two components: the General Administrative Component and the Local Development Component, as well as the formulas and indices for the distribution of funds to each CS. According to the formulas and indexes set by the sub-decree issued in the past, the general administrative component of the CS fund is divided to each CS administration in proportion to the number of members of each CS council; the basic development equity of the CS fund is divided to each CS Administration according to the index (1) The basic equity index is set at 40%, with an equal distribution among all CS administrations across the country; (2) Population index of 30% divided by the proportion of population in each CS; and (3) Poverty index of 30% divided according to the poverty index of each CS determined by the Ministry of Planning. Sub-Decree No. 93 sets the size of the CS Fund at 2.8% of the National Total Current Budget

- Sub-Decree No. 465 dated 11 July, 2013; on the Transfer of Resources from the State Budget to the CS fund for a period of 5 years from 2014 to 2018. This sub-decree provides a legal framework for the continued implementation of the state budget transfer system to the CS fund, which has been implemented in the past, with a revision period from 3 to 5 years and the revised formula and index of the CS fund allocation index in which (1) the general administrative component is allocated for spending purposes to support for CS Councils and Village Officers. These expenditures are calculated based on the schedule and expenditures for administrative operations equal to 15 % of the total annual CS fund resources minus expenses for CS Council allowances and village officials and (2) The local development component resource is equal to the annual commune fund resource minus the general administrative components resource. Separately, the allocation of expenditure resources for administrative operations to each commune is calculated based on the formula and the basic equity index at the rate of 30%, the number of council members at the rate of 60%, and the poverty rate at the rate of 10%. The allocation of resources for the administrative development component for each CS is calculated based on the formula and the basic equity index at the rate of 30%, the number of councilors at 30%, the poverty rate at 3%, and the number index of villages at the rate of 10%. This sub-decree sets the size of the CS fund at the rate of 2.8% of the total current national budget.

- Sub-Decree No. 51 dated April 11, 2018; on the Transfer of Resources from the State Budget to CS Funds for 5 Years from 2019 to 2023 is a Continuation of the Implementation of the State Budget Transfer System CS Fund after Sub-Decree No. 465 expires in 2018. This sub-decree limits the increase in the size of commune funds from 3% for 2019 to 3.40% for 2023 of gross national income.

- Sub-Decree No. 121 dated 21 August 2019 on the Transfer of Additional Resources from the State Budget to CS Administration for Local Development Expenditure for 4 Years from 2020 to 2023. This sub-decree requires the transfer of the state budget at the rate of 1% of the total national current revenue to the local development fund of the CS fund to ensure that each CS administration has more discretionary financial resources for use in providing services, and local development in response to the needs of the citizen within its jurisdiction.

- Sub-Decree No. 36 dated March 07, 2012; on the Organization and Functioning of Municipal/District Funds, which provided the first legal framework for the provision of arbitrary, sustainable, and predictable financial resources to the Municipal/District Administrations to be used to perform the roles, duties and functions as an alternative and obligatory functions within the jurisdiction of each Municipal/District Aministration. This sub-decree determines the size of the state budget to be transferred to the Municipal/District fund at the rate of 0.80% of the total current national budget for the three-year period from 2012 to 2014. This Sub-Decree No. 36 defines the Municipal/District fund into two components: (1) the general administrative operating component and (2) the local development component. The administrative operational components are determined based on units, measurements, and norms including allowances for Municipal/District council members; salaries of governors, deputy governors; salaries of Municipal/District staff, and the salaries of CS clerks and administrative operating expenditure resources not to exceed 24% of the total fund resources minus the total amount of allowances of the members of the Municipal/District council members; salaries of governors, deputy governors; salaries of Municipal/District staff. Specifically, the resources allocated to the local development component are equal to the total Municipal/District funds, minus staff costs and Municipal/District administrative operating expenses nationwide. For the allocation of annual municipal funds to each municipal administration, the formula, criteria and parameters must be followed to ensure transparency and equity, in which the allocation of resources for various administrative operations to each municipal administration. Calculated based on the formula and the basic equity index at the rate of 40%, the number of councilors at the rate of 20%, the number of the Board of Governors at the rate of 20%, the index of the number of employees at 20%. Resources for local development components shall be allocated for each municipal administration according to the calculation based on the basic equity index at the rate of 40% and the population index at the rate of 20%. Poverty index at 20% and CS index at 20%.

- Sub- Decree No. 172 dated 9 October 2012 on Municipal/District Financial Management System Defining and Establishing Financial Management System of Municipal Administration in accordance with the Law on Financial Regime and Asset Management of SNAs to enable the Municipal/District t administration to manage and use the budget, finance and assets effectively, transparently and accountably. This sub-decree sets out the principles, and procedures for the preparation and implementation of the Municipal/District budget, the accounting system of the Municipal/District administration,

the financial report of the Municipal/District administration, the expenditure management of the Municipal/District administration, the public procurement of the Municipal/District administration, the management of Municipal/District property, and audits of accounts and operations of the Municipal/District administration.

– For the next phase, the Royal Government issued Sub-Decree No. 342 dated 31 December 2014 on the transfer of resources from the state budget to municipal funds for a period of 5 years from 2015 to 2019. In proportion to the current budget revenue of the national budget at the rate of 0.8 % for 2015, the rate of 0.9 % for 2016, and 1% from 2017 to 2019 and Sub-Decree No. 50 dated April 11, 2018 on the transfer of resources from the state budget to the municipal fund for 5 years from 2019 to 2023 at the rate of 1.1% for 2019, the rate of 1.2% for 2020, the rate of 1.3% for the year 2021 rate of 1.4 % for 2022 and rate of 1.5% for 2023.

– In addition, in January 2018, the Royal Government launched the Strategic Plan for Budget Reform 2018-2025, which aims to raise awareness of Cambodia's budget system within the Royal Government to increase the participation and ownership in the implementation of this system by ministries and institutions both National and SNA. Then, in October 2019, the Royal Government launched a Public Investment Management System Reform Strategy from 2019-2025 in order to increase and enhance the management of public investment to better meet the needs of priority, efficiency, effectiveness, and sustainability to ensure equitable distribution and use of public resources.

Regarding the establishment of the fund transfer system and financial management system of the SNA, especially in the Municipal, District, and Commune administrations, in addition to the main laws and sub-decrees as mentioned above, including many other relevant regulations, Prakas, Inter-Ministerial Prakas, Introductory Circulars, etc, are prepared and implemented to serve the implementation of these important laws and sub-decrees.

A.2. Preparation and Implementation of Conditional Resource Transfer Mechanism

Pursuant to the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts, and Khans; the SNAs have the right to access the conditional resources for use in the management, administration, and implementation of the mandated functions assigned or delegated and for the purpose of performing one or more obligations as determined by laws and regulations.

Based on this principle, NP1 has set the direction for the preparation and implementation of the legal documents on the conditional transfer of resources in order to ensure the conditional transfer of conditional resources to the SNA in time for the implementation of functions and obligations within the jurisdiction of each SNA.

In relation to this work, during NP1, under the coordination of the Ministry of Economy and Finance, and in collaboration with the Ministry of Interior and relevant ministries and institutions, a mechanism and technical conditions for the transfer, management, and use of transfer resources along with condition through the issuance of the following required legal documents:

Sub-Decree No. 32, dated 29 February, on the Organization and Functioning of the Sub-national Administrative Staff Investment Fund (SNIF) for the purpose of financing the public investment projects of the SNA in a strategic manner and to encourage the SNA to improve the performance and management of public investment, this sub-decree identifies the resources of the sub-national investment fund: from the current revenue of the national budget, the contribution of resources from DPsand international financial institutions under the framework of co-financing and the

contribution of resources from other legitimate sources. The mechanism for managing this administrative investment fund is the SNA Investment Management Board, which has the Minister of Economy and Finance as the Chairman, the Secretary of State of the Ministry of Interior as the Deputy Chairman, and representatives of some relevant ministries as members.

Sub-Decree No. 06, dated January 5, 2017, on the Transfer of Conditional Financial Resources to SNAs in order to ensure sustainable transfer of financial resources for the implementation of various functions transferred to SNA. The sub-decree sets out the form, principles, conditions, and rules of resource transfer linked to the SNA. This sub-decree is an important legal framework for the ministries and institutions that have transferred and delegated their functions to the SNA.

In line with this sub-decree, many conditional resources have been transferred to the SNA in practice. For example, a conditional allocation of $200 million per year has been transferred to the CP Administration to support the health and social work functions assigned as mandatory. Additionally, $400 million per year is transferred to the DMK Administration for the performance of mandatory functions in the education, youth, and sports sectors. Furthermore, approximately $2 million per year is allocated to municipal administrations for the implementation of solid waste sanitation services.

A.3. Establishment of Local Revenue Sources of SNA

The Law on Administrative Management of Capital, Province, Municipality, District, and Khan and the Law on Financial Regime and Asset Management of SNA stipulate that SNAs, in addition to national revenue sources, SNAs must have the basis on which the revenue source from this base includes the local tax revenue source and the tax to be established and determined by the tax legal framework, the non-tax revenue from the lease of assets of the SNA, the service fee, the donations From internal and external sources and income from other sources as determined by laws and regulations.

Based on this principle, the NP1 directed the preparation and implementation of policies and laws on local tax types of SNAs, as well as the preparation and implementation of legal documents on rates and rates. Non-fiscal revenue collection mechanisms of SNAs and legal documents related to the sharing of basic income between SNAs.

In relation to the establishment of local direct sources of revenue, the Ministry of Economy and Finance has coordinated and cooperated with the Ministry of Interior, relevant ministries and, institutions in developing and implementing local direct sources of revenue for SNAs, including as follows:

The Financial Law for the Annual Financial Management and the applicable legal documents require the CP Administration to have revenue from nine fiscal sources : (1) Tax on real estate and movable property; (2) Tax for public lighting; (3) Tax on accommodation; (4) Patent tax; (5) Tax on means of transportation and all kinds of vehicles; (6) Stamp tax; (7) Property tax; (8) Tax on unused land and; (9) Tax on billboards. In addition, the relevant legal documents also require the provincial capital administration to collect revenue from non-tax sources, for example. (1) Revenue from the return on state property; (2) Revenue from the sale and lease of property and services (2) Revenue from fines and penalties; (3) Revenue from administrative fees collected by the exit unit Capital, Province; (4) Revenue from public services being provided by the CPDepartments; (5) Revenue from public services providing by OWSOs; (6) Revenue from distribution of royalties on product prices construction mining; (7) Revenue from concession, fishing; (8) Revenue from patient care fees in referral hospitals of Capitals, Provinces, Districts

and health centers; (9) Revenue from fees for animal health inspections, as well as the inspection of meat and animal products at slaughterhouses.

Separately, for Municipal, District; and Commune, Sangkat Administrations, according to the laws and regulations in force, the Municipal/District administration is not assigned any revenue from any specific tax source, except for the revenue obtained from the sharing of tax revenue of the CP Administration at the rate of 4% to 5%. In addition, Municipal, District; and Commune, Sangkat Administrations are allowed to collect non-tax revenue from the OWSM administrative fees on approximately 300 services in 17 sectors .

Overall, during the NP1, the financial decentralization framework provided the SNA with the financial management system, financial resources, discretionary, and financial resources with conditions for use in the performance of roles and responsibilities. Duties and functions as options for local development and the provision of public services to meet the needs of the citizens within the jurisdiction of each SNA.

The following is a list of budgets of SNAs during the implementation of the NP1 from 2010 to 2020 (in US dollars).

| Years	CS budget	DM Budget	CP Budget	Total
2010	37,143,500		81,592,500	118,736,000
2011	39,850,000		89,395,750	129,245,750
2012	45,497,500		106,957,500	152,455,000
2013	51,104,500	18,470,464	125,551,250	195,126,214
2014	59,316,500	16,947,500	160,209,500	236,473,500
2015	67,988,500	19,425,250	188,485,000	275,898,750
2016	77,102,500	24,783,000	208,408,750	310,294,250
2017	93,851,000	35,536,750	247,969,000	377,356,750
2018	108,510,250	42,790,750	248,746,250	400,047,250
2019	130,950,000	48,015,000	369,236,500	548,201,500
2020	200,829,250	61,807,000	569,672,750	832,309,000
Total	**912,143,500**	**267,775,714**	**2,396,224,750**	**3,576,143,964**

Based on information obtained from a survey on the efficiency, transparency, and accountability of the financial management system and CS budget implementation procedures, a total of 635 informants participated. Of these, 488 citizens (77%) believe that the CS administration uses resources efficiently, transparently, and accountably. Meanwhile, 107 citizens (17%) rated it at a moderate level, 23 citizens (4%) considered it low efficiency, and 17 respondents (3%) did not provide comments.

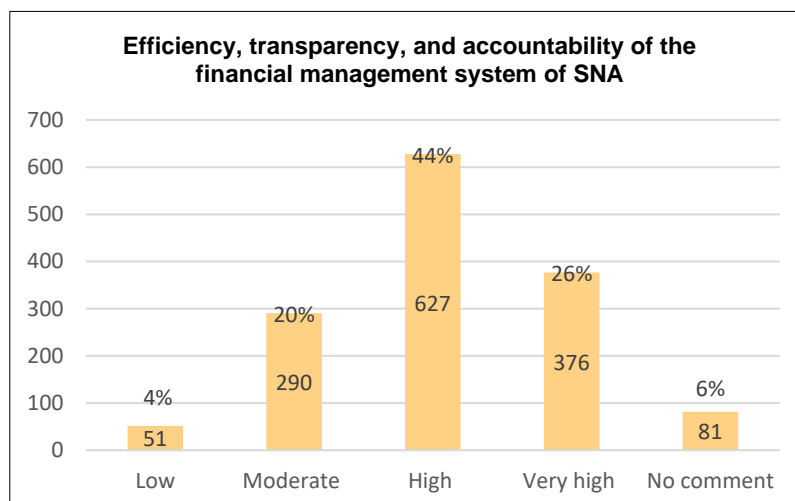**Efficiency, transparency, and accountability of the financial management system of CS**
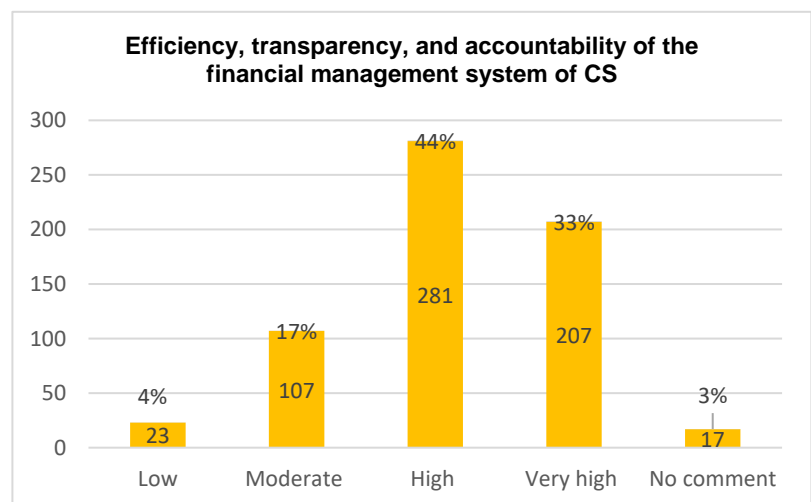
Based on survey data regarding the efficiency, transparency, and accountability of resource use by the Municipal/District administration, a total of 401 informants participated. Of these, 285 respondents (71%) rated the administration as effective, transparent, and accountable at a high level. 86 respondents (21%) rated it at a medium level, 8 respondents (2%) considered it ineffective, and 22 respondents (5%) did not provide an opinion.
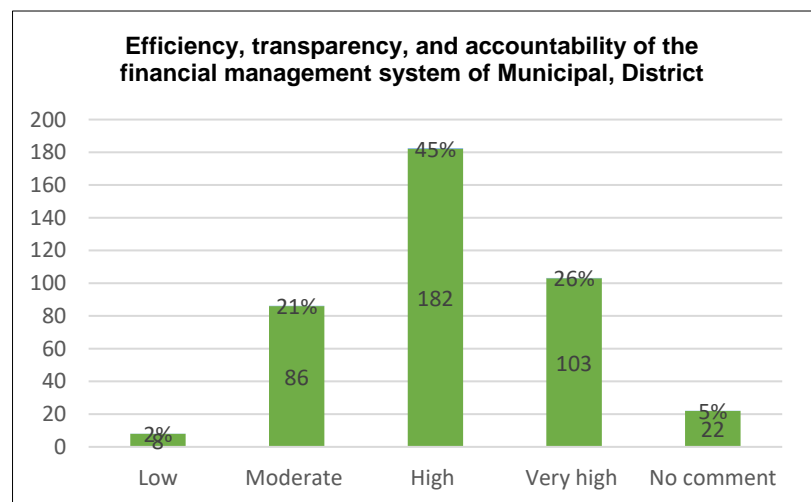
Efficiency, transparency, and accountability of the financial management system of Municipal, District

Based on information obtained from a survey on the efficiency, transparency, and accountability in the use of budget resources by the CP Administration, a total of 282 informants participated. Among them, 187 respondents (66%) rated the administration as efficient transparent and accountable at a high or very high level. Meanwhile, 61 respondents (22%) rated it at as moderate or low level, and 34 respondents (12%) did not provide an opinion.

Efficiency, transparency, and accountability of the financial management system of CP
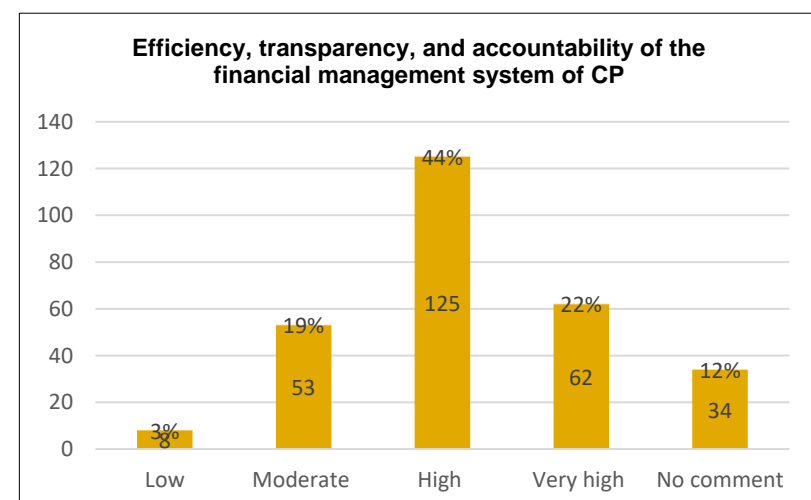
Overall, based on survey data regarding the efficiency, transparency, and accountability of financial resource management and usage by the SNA, a total of 1,425 respondents participated. Among them, 1,003 respondents (70%) rated the management as effective, transparent, and accountable at a high or good level. Meanwhile, 341 respondents (24%) rated it as low or moderate, and 81 respondents (6%) did not provide an opinion.

Efficiency, transparency, and accountability of the financial management system of SNA

Low	Moderate	High	Very high	No comment
4%	20%	44%	26%	6%
51	290	627	376	81

A.4. Preparation of Sub-National Administrative Staff Planning System

The SNA plan is one of the most important and necessary tools to help the sub-national administrative staffcouncil set clear directions for public service delivery, local development, forecasting, mobilization, resource utilization, and potential. Each base anticipates challenges that need to be prepared, intervened, and addressed to meet the needs of the citizen in each council mandate.

The Law on Administrative Management of the Capital, Provinces, Municipalities, Districts, and Khans requires the sub-national administrative staffcouncils to prepare and approve a five-year development plan and to update it annually through a three-year rolling investment program. Preparation and approval of SNA plans require consultation with the citizenwithin the jurisdiction of each SNA, consultation with relevant sub-national administrative staffcouncils, and with relevant ministries, institutions, units, and stakeholders.

Based on this, during the NP1 under the leadership of the NCDD, the Ministry of Planning has coordinated and cooperated with the Ministries, sub-national administrative staffInstitutions and other stakeholders in studying and evaluating the planning system of the Commune/ Sangkat Administration, which has been prepared and implemented in the past to be consistent and interconnected. The planning system of the Capital, Province, Municipality, District, and Khan Administration, must be newly created in accordance with the provisions of the Law on the Management of the Capital, Province, Municipality, District and Khan, Administration.

Overall, during the implementation of the NCDD, key achievements related to the development and implementation of the planning system of the SNA include:

– Dissemination, promotion, and strengthening of the implementation of the planning system of the SNA in accordance with Sub-Decree No. 219 dated 14 December 2009 on the Development Plan and the three-year rolling investment program of the Capital, Province, Municipality, District, and Khan Administration and Inter-Ministerial Proclamation No. 2417 (2010) on Development Planning and Three-Year Rolling Investment Program of Capital, Province, Municipality, District, and Khan Administration

– Continuing to promote, strengthen, and support the CS Administration in the preparation of development plans and three-year rolling investment program in accordance with the
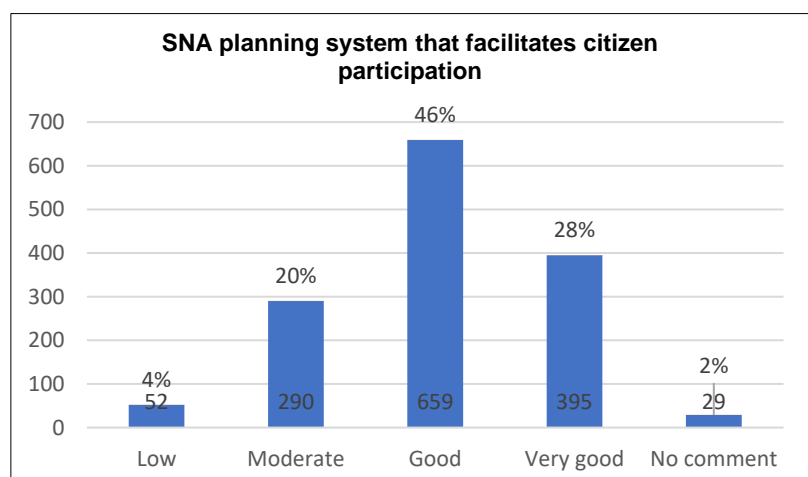
process defined by the letter, norms, and guidelines in force related to the CS planning.

– Study, preparation, and launch of the policy on the planning system of the SNA (2014) to provide a roadmap for reviewing and adjusting the planning system of the SNA in accordance with the characteristics of each SNA. This policy on the SNA planning system focuses on planning in accordance with the following specific characteristics of the SNA:

- **Capital plan** is a plan that combines the plans of the capital itself and the plans of the administrations under the Capital (Khans and Sangkats in the Capital) into a joint plan to ensure autonomy, connectivity and coherence in development in the Capital and in those subordinate administrations.

- **Provincial plan** is a plan that coordinates the provincial plan with the Municipal, District and Commune plans in the province and is a plan that needs to be completed and support Municipal, District and Commune plans in that Province to increase the efficiency of responding to local development needs .

- **Urban area plan** (Municipality, Sangkat) is a plan that combines municipality plan and plans of Sangkats in the municipality. This merger must respect the autonomy of the Sangkat administrations to connect and ensure coherence in the development of the city and consult with the citizen in the Commune. Sangkat plans are a component of Municipal plan.

- **Rural area plan (District, Commune)** is a type of District plan and Commune plans in the District. District plan is a coordinated plan between the District plan and the Commune plans to ensure that District plan complements and supports the Commune plans in the District aims to increase the efficiency of responding to local development needs. Commune plan is a plan that involves direct consultation with the citizens, CSO, the private sector and other stakeholders in the Commune. Commune plans are not a component of District plans.

– Based on the policy on the planning system of this SNA for 2017, the five-year development planning process and the three-year rolling investment programs of the Capital, Province, Municipality, District, Khan and Commune Administration were reviewed and revised through an inter-ministerial Prakas between the Ministry of Planning and the Ministry of Interior on the implementation of technical guidelines on the formulation of development plans and three-year rolling investment programs of the Capital, Province, Municipality, District, Khan and Commune/ Sangkat.

– Based on these technical guidelines as a whole, the planning process of each SNA has been streamlined to implement three main steps: 1). Situation analysis and determination of development needs, 2). Compile the draft development plan, and 3). Review, approve, and disseminate the development plan. At the same time, the process of preparing the three-year rolling investment program for the Capital, Provinces, Municipalities, Districts, Khans, and Communes has also been revised in three steps, including: 1) Gathering information on the basic needs for program development. Three-year rolling investment, 2) Draft the three-year rolling investment program, and 3) Review, approve, and disseminate the three-year rolling investment program.

At the same time, the development plan and investment program of these SNAs must adhere to nine main principles:

- **Information Sharing:** The development of the plan and three-year rolling investment programs requires the sharing of information between different levels of administration, citizens, departments, units, offices, national and international organizations, and development partners, as well as the private sector within the jurisdiction of the council of each SNA.

- **Transparency:** The development of the plan and three-year rolling investment programs must be conducted in accordance with the procedures, guidelines, and guidelines openly, with all stakeholders involved in the decision-making process, and the information surrounding the decision-making process disseminated publicly.

- **Consistency and Harmonization:** The development of the plan and three-year rolling investment programs is designed to be consistent, associated, and applicable for all stakeholders, and must be aligned with the Policy, National Strategic Development Plan, and legal documents in force.

- **General Consultation:** The development of plans and three-year rolling investment programs requires consultation with citizens and stakeholders within the jurisdiction of the council.

- **Responding to needs:** The development of plans and three-year rolling investment programs must align with the actual needs and priorities of citizens within the council's jurisdiction.

- **Democratic Accountability:** Each SNA council must be accountable to the citizens and other stakeholders for their development plans and three-year rolling investment programs.

- **Efficiency and Economic and Social Integrity:** The development plan and three-year rolling investment program must be designed and implemented effectively and must contribute to economic and social development within the jurisdiction of the council.

- **Ensuring the sustainability of natural resources and the environment:** The development and implementation of development plans and three-year rolling investment programs must ensure the sustainability of natural resources and the environment, that is, without causing adverse effects on natural resources and the environment.

- **Ensuring Equity:** The development and implementation of three-year rolling development plans and investment programs must ensure the inclusion and equitable benefit of all stakeholders, particularly women, children, the poor, persons with disabilities, minorities, and vulnerable groups within the jurisdiction of each SNA.

In general, based on the existing laws, regulations, and technical guidelines related to planning and investment programs in force, SNAs have a solid foundation for developing five-year development plans and three-year rolling investment programs. Notably, no SNA has been identified or reported as lacking these development plans and investment programs.

SNA planning system that facilitates citizen participation

Category	Value	Percentage
Low	52	4%
Moderate	290	20%
Good	659	46%
Very good	395	28%
No comment	29	2%

Based on a survey of the SNA planning system, out of a total of 1,425 informants, 754 citizens (72%) rated the planning system as good or very good in facilitating citizen participation in addressing their challenges and needs. 290 citizens (20%) rated it as average, while 52 citizens (4%) gave it a low rating.

B. Challenges

Although significant progress has been made in financial decentralization and SNA planning, several key challenges remain, as highlighted by stakeholders. These challenges include:

- Although the budgets for Municipal, District, and CS administrations have been steadily increasing, and these administrations also receive revenue from tax-sharing with CP administrations and some non-fiscal sources like administrative fees through the OWSM, most informants have raised concerns that Municipal, District, and CS administrations still lack adequate resources to fully meet the functions of providing public services and local development as outlined in their investment plans and programs.

- At the same time, financial resources remain limited and insufficient to meet basic needs and priorities. Initially, the procedures for managing and utilizing financial resources at the municipal, district, and CS administrations faced bureaucratic complexities, making the process slow and difficult. However, these challenges have been progressively addressed through the implementation of information systems for financial management within SNAs.

- Although the quarterly transfer of resources from CS and Municipal, District funds has made it easier for CS and Municipal, District administrations to forecast the available resources each quarter for expenditure planning In practice, it has been suggested that some commune and district administrations face the challenge of lack of funds to pay for the implementation of projects completed in the third quarter by waiting for the resources to be transferred from the CS Fund and the Municipal, District Fund in the fourth quarter to pay these expenses at the end of the year.

- Within the framework of financial decentralization, the CP Administration receives more direct revenue sources compared to the Municipal, District, and CS administrations. However, the allocation of revenue for expenditure from each CP Administration's direct revenue is considered centralized which depend on the national level determines the specific and clear formulas and criteria to ensure equity, transparency, and accountability in the distribution of revenue and expenditure for each CPadministration.

- Although the SNA planning process requires citizen participation to raise their needs to be included in the SNA plan, many SNA officials have highlighted the challenges in mobilizing citizens, particularly in villages and communities, to engage in the planning process. These challenges stem from the fact that many citizens, especially the primary members of each household, are busy with their daily work and lack the time to attend meetings organized by the CS administration. Some also mentioned that, in the early stages, villagers actively participated in the planning process of the CS. However, over time, the inability of the CS administration to meet the priority needs of the citizens has led to a steady decline in participation.

4.5. Program Area Five: Institutions Supporting D&D Reform

D&D reforms are complex reform processes that are deeply involved in both political and public administration of the institutions at both the national and sub-national levels.

Therefore, to ensure that the reform process runs smoothly and efficiently, a strong reform management mechanism is needed to guide and facilitate the reform process. During the commune-level reform phase in 2002, the Law on Administrative Management of CS required the establishment of an inter-institutional coordination mechanism to support and promote this reform process, known as the "National Committee for the Support to Commune/ Sangkat" known as NCSC In 2001.

In its mandate, the NCSC coordinated among ministries, institutions of the Royal Government, DPs, CSOs, and other stakeholders to restructure the systems and procedures for the performance of the CS Administration in accordance with the decentralization policy which was the newest in the system of administrative management in Cambodia. Due to the commitment of the Royal Government in the process of reform and with the support of ministries, institutions and stakeholders under the coordination of the NCSC. The CS Councils, elected in 2002, began their work smoothly in a new, democratic and decentralized structure, and these achievements were an important foundation for the subsequent CS administration in carrying out its work so far.

According to the Law on the Administrative Management of CS, the NCSC was required to complete its mandate six months before the second CS council election. However, the new reform process has not yet been fully completed. At the same time, the Royal Government still needs to harmonize between the institutions responsible for the D&D reform process, the Public Administration Reform Program, while the Royal Government is committed to expanding the reform process of D&D in the SNA as a whole through the development of National Strategies on D&DReforms as a basis for drafting Organizational Laws for the Administrative Management of the Capital, Provinces, Municipalities, Districts, and Khans. Based on these essential needs, the Royal Government established the "National Committee for Leading to D&DReform" called the NCDD in 2006, to continue to lead and coordinate this reform process from the NCSC.

Based on this experience, the Law on Administrative Management of Capital, Province, Municipality, District, and Khan requires the establishment of the National Committee for Sub-National Democratic Development, also known as **NCDD** in 2009, Sand the mechanisms of the NCDD which is the secretariat for the Royal Government to continue the work sustainability of the former NCDD to lead and coordinate ministries and institutions at both the national and sub-national levels and other stakeholders to support and participate in the implementation of this reform process until now.

In relation to the management of this reform, NP1 has identified key priorities to be prepared and implemented under the leadership and coordination of the NCDD, which include:

- Preparation of relevant policies, laws and regulations
- Management, preparation and implementation of program and program plans
- Capacity development and technical support
- Supporting ministries and institutions in transferring functions and resources to SNAs
- Supporting the Association of Councils of the SNA and
- Monitoring, evaluation and information.

A. Key Achievements

Based on information gathered from the study of the reports as well as meetings with relevant stakeholders representing national ministries and institutions, SNAs, local communities, the public, CSOs, and relevant DPs highlighted the following significant achievements related to the establishment of the D&D reform institutions:

A.1. Formulation of Relevant Policies, Laws, and Regulations.

The NCDD holds regular meetings to guide and coordinate the implementation of the D&D Reform Program, as well as to review and approve policies and regulations related to these reforms.

Through these meetings, the NCDD has successfully led and facilitated the preparation and implementation of over 500 key Legal Standard Documents related to the restructuring of SNA procedures; the transfer of functions, resources, authority, and responsibilities to SNAs; as well as mechanisms and strategies to enhance the capacity of SNAs. These Legal Standard Documents also address oversight mechanisms, legalities, and performance monitoring and assessment of SNAs, ensuring continuous improvements. The legal documents include 7 Laws, 2 Policy Documents, 7 Royal Decrees, 96 Sub-Decrees, 291 Prakas, and more than 100 other Legal Standard Documents.

A.2. Management, Formulation, and Implementation of Plans, Programs, and Project

The formulation and implementation of NP1 require the active participation of all relevant stakeholders, including ministries, national and sub-national institutions, DPs, CSOs, the private sector, and other key actors. Consequently, establishing a leadership mechanism to oversee and manage the implementation of NP1 across ministries and institutions at both the national and sub-national levels is crucial.

During the NP1, four Sub-Committees of the NCDD were established in 2009 to support the NCDD in leading and coordinating the development of relevant policies, laws, and regulations. These sub-committees included the Sub-Committee on Functions and Resources, the Sub-Committee on Fiscal and Finance, the Sub-Committee on Sub-national Administrative Staff Personnel, and the Sub-Committee on Sub-national Development Plans. In 2020, these sub-committees were restructured, and a new sub-committee, the Sub-Committee on Justice Services.

Moreover, D&D working groups were established in the relevant ministries and institutions to lead and manage the reform work within their respective areas. In 2018, these groups were restructured and formed into a Steering Committee for the D&D Reform, chaired by the head of the institution (Minister).

Meanwhile, at the sub-national level, mandatory working groups (IP3) were established in each Capital, Province, Municipality, District, and Khan administration to lead and manage the reform efforts within their institutions. In 2018, these groups were revised and restructured into a Steering Committee for the D&D Reform, chaired by the governors of each Capital, Province, Municipality, District, and Khan administration.

The formulation and implementation of NP1 was divided into three phases: IP3-I (2011-2014), IP3-II (2015-2017), and IP3-III (2018-2020). Each phase was executed through the preparation and implementation of the NCDD's Annual Work Plan and Budget (AWPB). Throughout NP1, the NCDD, with the NCDD Secretariat acting as the staff body, led and coordinated the

preparation and implementation of IP3-I, IP3-II, and IP3-III in accordance with the set timelines. Following these implementation phases, the NCDD continued to prepare AWPB, in collaboration with 21 Ministries/Institutions, and Capital, Provincial, Municipal, District, Khan, Commune Sangkat administrations nationwide.

During NP2, the NCDD mobilized the participation and support of various DPs and relevant CSOs. The involvement and support from these DPs encompassed three key areas: (1) financial support for the implementation of the core activities outlined in the NCDD's AWPB (operational costs and capacity development); (2) provision of technical assistance, (technical advisory services); and (3) the preparation and execution of standalone projects and programs that contribute to the implementation of priority activities identified in the implementation plan for each phase, as well as in the NCDD's AWPB.

A coordination mechanism between the NCDD, CSOs, and DPs was also established in the form of a Technical Working Group (TWG). This mechanism plays a crucial role in ensuring the mobilization of support for the implementation of NP1. It facilitates discussions on the formulation and execution of NP1, the mobilization of financial support and technical assistance from DPs, and the identification of common indicators for monitoring, evaluation, and evaluating the results of NP1 implementation.

Key DPs involved in supporting the formulation and implementation of NP1 included: UNDP, ADB, World Bank, EU, Sweden/Sida, Danida, Swiss/SDC, GIZ, IFAD, UNCDF, UNFPA, UNICEF, USAID, AUSIAD, and others. The total budget allocated for the formulation and implementation of NP1 by the NCDD amounted to approximately $4.4 billion, of which $700 million (16%) was funded by DPs. Annual financial contributions from DPs to support core activities were approximately $11 million, accompanied by the provision of nearly 700 technical advisors between 2010 and 2017. After 2017, the core support budget was primarily funded by the Royal Government, as DPs withdrew their support for the reform process.

During the implementation of NP1, a harmonization mechanism was established between the core reform programs, including D&D Reforms, Public Financial Management Reforms, Public Administration Reform, and Legal and Judicial Reforms. This mechanism ensures that the design and implementation of these core reform programs are interconnected and complementary. It mandates the creation of a joint action plan for these reforms and requires joint meetings at least once a quarter."

A.3. Capacity Development and Technical Support

During the implementation of NP1, a capacity-building team was established in each CP to strengthen the capabilities of SNA officials in implementing the systems and procedures for projects supported by the NP1. In 2015, the CP Capacity Development Team was reorganized and transformed into the CP Human Resource Development Center to enhance efficiency and ensure the ownership and sustainability of capacity development within the SNA.

During the implementation of NP1, particularly in the first seven years, technical support was provided to ministries, institutions, and SNAs through the deployment of over 700 technical advisors who worked within each ministry, institution, and CP administration. These advisors played a crucial role in facilitating consultations and capacity building within the implementing institutions. However, at the end of 2017, these advisors were phased out following the withdrawal of support from DPs. From IP3-III onward, the responsibility for the implementation of NP1

shifted entirely to the Royal Government's implementing agencies, both in terms of technical and financial aspects.

A.4. Supporting Ministries and Institutions in the Functions and Resources Transferring to SNAs

During the implementation of NP1, the NCDD provided both technical and financial support to 20 ministries and institutions involved in the transfer of functions and resources to SNAs, as outlined above. At the same time, NCDD also prepared and built the capacity of these ministries and institutions, with a focus on the process of transferring functions and resources to SNAs.

A.5. Supporting the Association of SNA Councils

The NP1 provided both technical and financial support in establishing the Association of Sub-national administrative staff Councils, enabling each SNA to have an independent and autonomous network to facilitates the sharing of information, lessons learned, and experiences, as well as collective problem-solving, it also allows councils to submit requests to the NCDD or the Royal Government for consideration during the policy development and legal standard document preparation processes.

Currently, the two associations of sub-national administrative staffcouncils: the National Association of Capital and Provincial Councils and the National Association of Municipal, District and Commune/ Sangkat Council, were established. These associations are operated by the General Secretariat of the Associations of SNA Councils, which serves as their secretariat. Given the advancement of D&D reforms into a deeper stage, the Association of SNA Councils should adapt its structure to align with this progress, enhancing its role as a representative body and building its capacity, and should actively participate in and provide advice on the development of policies and regulations aimed at improving service delivery to citizens.

A.6. Monitoring, Evaluation and Information

A regular monitoring and control system to oversee the implementation of the NCDD's AWPB has been formulated, modified, and regularly implemented. This system has facilitated the ministries, institutions, and Capital, Provincial, Municipal, District, and Khan administrations in preparing progress reports, along with any challenges encountered in the AWPB implementation, which are submitted to the NCDD in a timely manner.

Independent evaluations of the IP3-I implementation and Mid-Term Evaluations of the National Program were conducted in 2013 and 2016. In addition to the regular monitoring and evaluation system for the AWPB implementation, the NCDD has also designed and implemented information databases to support the planning and management processes of each SNA.

Meanwhile, some evaluation mechanisms also implemented include an independent assessment of the implementation of the IP3-I in 2013, a mid-term evaluation of the implementation of the national program in 2016, and an assessment of the capacity development of SNAs in 2011, 2013, and 2016 and local governance surveys in 2013 and 2016. These assessments provide basic findings and realities in the design and refinement of interventions to enhance the efficiency, transparency, and accountability of SNAs, the provision of services, and the response to the needs of citizens. In particular, the governance survey showed an increase in some key governance indices implemented in 2016 compared to 2013 in terms of service delivery, response, support for vulnerable groups, transparency, and inter-administration.

Communication strategies and guidelines on information dissemination have been developed and strengthened to enhance the dissemination of information on the vision, progress of D&D reforms more widely to ministries, and SNA institutions. Stakeholders and the public. NCDD Secretariat provided news and writing skills training to SNAs to write quality news, increase visitors, and raise public awareness of D&D reform work and produced 59 short video articles accompanied by 488 images and videos of these articles were posted on the NCDD Secretariat, social networking site and Facebook with a total of 34,369 followers, 33,761 Like Page clicks, 165,899 Engage clicks and 1,384,037 Reach views. In addition, the NCDDS has produced videos related to social accountability work focusing on three areas: health, primary schools, and CS administrations for dissemination through modern and traditional media. At the same time, the NCDDS held a meeting with local media on D&D reform.

Drawing from the lessons learned and experiences gained in leading and coordinating the formulation and implementation of the NP1, the NCDD Secretariat has evolved into an internationally recognized institution, establishing clear standards for its activities. As a result, the NCDD Secretariat became eligible for direct funding from the Green Climate Fund (GCF). In connection with this, the NCDDS revised several key documents, including the Operational Manual, Project Management Manual, Internal Audit Handbook, Environmental and Social Safety Policy, and Gender Equality Policy. Additionally, the NCDDS approved and implemented its work program for the period 2021-2025, focusing on priority action plans related to climate change under the NCDD.

Based on the data collected from an individual survey on the effectiveness of the leadership mechanism for D&D reforms, which involved 1,406 leaders and technical officers from ministries, institutions, and SNAs, the results were as follows: 1,033 respondents, or 73%, found the mechanism to be effective, 284 respondents, or 20%,

Effectiveness of the leadership mechanism for the reforms

■ Low effective ■ Moderate effective ■ Effective ■ No comment

3% 4%
20%
73%

assessed it as moderately effective, and 53 respondents, or 4%, felt it was low effective.
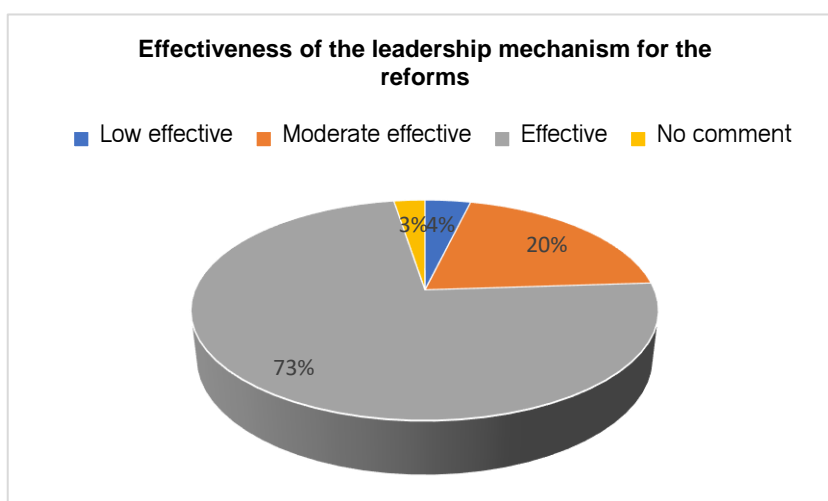
B. Challenges

Despite the significant progress mentioned above, there remain several challenges and priority tasks that need to be addressed, as outlined below:

 − In the early years of implementing the NP1, both ministries, institutions, and some SNAs were hesitant to organize and carry out the activities outlined in the NP1 and the NCDD's AWPB, they were reluctant to take responsibility, as they viewed these activities as not being part of their core organizational duties, but rather as activities supported by DPs and not government programs. Consequently, the NCDD's AWPB struggled to be implemented smoothly across some ministries, institutions, and SNAs, particularly when there was no budget support from the NCDD. Without such financial support, certain ministries, institutions, and SNAs were unable to manage their budgets and resources

effectively. In some instances, technical advisors deployed by SNAs to offer technical support and capacity building were tasked with carrying out activities on behalf of individual implementing institutions. However, over time, ownership and accountability for the NCDD's activities have steadily increased, currently, both national ministries and all SNAs allocate and utilize their own budgets and resources for implementing core reform activities within their jurisdiction.

− As the reform progresses, which involves transferring functions, authority, resources, and responsibilities to SNAs, some ministries and institutions are still reluctant to decide on the transfer of functions and resources, this reluctance has made it difficult for the NCDD to coordinate and promote the timely transfer of functions, as originally set out in the NP1. As a result, the transfer of functions to SNAs has been slower than anticipated. To support D&D reforms, relevant legal documents must be prepared.

− To support the D&D reforms, it is essential to develop the necessary legal documents. During NP1 implementation, numerous regulations were developed and implemented. However, it was noted that some of these documents were developed without adequate coordination, and others were not in alignment with the decentralized management system or the organizational laws and SNAs governing. Additionally, some of these documents were overly complex, hindering their understanding and effective implementation at the SNA level. A review of these legal standard documents is necessary to ensure they align with the D&D management system as defined by law, and those documents should be simplified, clearer, and more easily implementable at the local level.

− Although information dissemination strategies for D&D reform were developed and implemented at an early stage, the understanding of the vision and process of the reform remains limited, this highlights the need to strengthen the dissemination of information more broadly across government institutions, the private sector, CSOs, and the public.

− Although the reform leadership mechanism has been gradually developed and revised, some mechanisms have not yet fully enhanced the autonomy of ministries and institutions in leading and managing the implementation of D&D reforms within their jurisdiction with high responsibility. For instance, despite the review and revision of the NCDD Sub-Committees, these Sub-Committees have not yet effectively fulfilled their role in advising the NCDD. Additionally, Steering Committees on D&D Reform in ministries, institutions, and at Capital, Provincial, Municipal, District, and Khan Administrations have reportedly not held regular meetings.

− The participation and support of DPs in the formulation and implementation of the NP1 was essential. In the early years of its implementation, DPs contributed an average of $11 million per year to support the formulation and implementation of core reform activities, included operational support for labor management reforms, capacity development, and the provision of technical advisory services (approximately 700 advisors). However, at the end of 2018, DPs decided to cease their support without a clear withdrawal strategy, citing political reasons related to the 2017 fourth-mandate CS Council elections, which were not the responsibility of the NCDD. This sudden end of support made it difficult for the NCDD to ensure that its formulation and implementation proceeded smoothly as planned. Overall, the discontinuation of support from DPssignificantly hindered the implementation of the NCDD's AWPB in 2018, as both the budget and technical assistance for core reform activities were abruptly terminated.

5. Analysis of the Achievement of the Goal and Objective of the NP1

5.1. Basis for Analysis

The analysis of the goal and objective of the NP1 was conducted on the basis of the outcome compare to the goals, objectives, and specific indicators as set out in the NP1.

The Goal of the National Program Phase 1 aim to *"promote democratic development with participation, equity, quantity, quality and better access to public services, as well as contributing to poverty reduction"*.

To achieve this goal, the specific objective of the NP1 is to *"establish management systems at the capital, provincial, municipal, district Khan and commune/ Sangkat levels based on the principles of democratic participation which ensures implementation with transparency and accountability aims to promote local development and the provision of public services to meet the needs of the citizen and contribute to poverty reduction in each locality"*.

In this sense, the main goal and objectives of the NP1 is **"Promoting democratic development through establishing and launching the structure, governance system, and function of SNA in accordance with the principle of democratic development that ensure the SNAs are able to increase both the quantity and quality of public services delivery and local socio-economic development respond to the needs of citizens, improve the quality of life, and contribute to reducing poverty of the citizens with inclusiveness and social equity"**.

In this regard, the analysis of the level of achievement of the goals and objectives of the NP1 should focus on the following three main areas:

Basis 1: To what extent has the SNA structure and system developed and implemented during NP1 aligned with the **principles of democratic development?** The main indicators for measuring this are: (1) **the percentage of citizens who perceive that the governance structure and system at the subnational level adheres to the principles of democratic development, and (2) the percentage of citizens satisfied with the outcomes of the work performed by SNA.**

Basis 2: Based on the structure and management system developed and implemented during NP1, does the subnational administration possess the capacity and capability to improve **both the quantity and quality** of public services in response to the needs of citizens within its jurisdiction? To what extent are citizens satisfied with the public services provided by SNAs in addressing their needs? Based on this, the main indicator for measurement is the **percentage of citizen who perceive an improvement in the quality of public services they receive.**

Basis 3: Have the public services and local development initiatives provided by SNAs **positively impacted** the daily livelihoods of citizens and contributed to **reducing poverty**? The primary indicator for measurement in this regard is the **percentage of citizens with incomes below the poverty line.**

5.2. Analysis Based on Basis 1

Based on the first basis, the analysis examines key findings and evidence related to the restructuring and management system of SNAs, comparing them with the fundamental principles of democratic development outlined in the Law on the Administrative Management of Capital,

Provinces, Municipalities, Districts, and Khans, and indicate the survey results on the structure and governance system of SNAs, as follows:

The key principles of democratic development outlined in the Law on the Administrative Management of Capital, Provinces, Municipalities, Districts, and Khans include:

Public representation means that each SNA council acts on behalf of all citizens, ensuring that every decision made by the council reflects the voice and interests of all individuals within its jurisdiction.

In terms of public representation, it is evident that the SNA councils, in each mandate, are elected through a free, fair, and transparent multi-party electoral system. CS Councils are directly elected by all eligible voters in each CS, while the Capital, Provincial, Municipal, District, and Khan Councils are elected by the CS Councilors, who represent all the citizens in their respective areas. The establishment of SNA councils through these elections confirms that each council, during its mandate, represents the entire population within its jurisdiction, not just a specific group within its territory.

The delivery of public services and local development within the jurisdiction of each SNA is executed through the preparation and implementation of the Five-Year Development Plan and the Three-Year Rolling Investment Program, which span the entire territory of each SNA. Both the Five-Year Development Plan and the Three-Year Rolling Investment Program are developed through consultations with the public and must be reviewed and approved at each meeting of the relevant SNA council, which serves as a public representative body. This process ensures that decisions made by the Sub-national administrative staff Council regarding public services and local development serve the interests of all citizens within its jurisdiction. Evidence shows that administrative services within the jurisdiction of each SNA are organized and delivered through OWSM, making them accessible to all citizens in need of these services in an open and non-partisan manner. Furthermore, the design and construction of infrastructure projects by SNAs have been found to serve the general interest of the citizens across all villages. For example, road construction is carried out to facilitate travel for the entire public.

However, due to the limited resources of the SNA, the preparation and implementation of local development projects within each SNA could not fully address the needs of every village simultaneously. The data from the implementation of CS projects, along with information gathered from interviews with stakeholders, revealed that the CS administration prioritized the preparation and execution of development projects on a village-by-village basis. These projects were carried out in successive years, depending on the available resources of the commune.

Local autonomy refers to the authority granted to each SNA council to make decisions within the legal framework, manage and allocate functions and resources that have been transferred or delegated, and do so efficiently to meet the needs of the citizens within its jurisdiction.

Regarding the autonomy of SNAs, based on the significant achievements outlined in the program components above, it is evident that SNAs have been granted the authority to make both legislative and executive decisions within their jurisdictions. This includes the transfer of functions in various sectors (20 sectors), both obligatory and optional, to the SNAs for public service delivery to citizens within their jurisdictions. Additionally, thousands of human resources have been transferred to be managed, allocated, and utilized directly by each SNA. Furthermore, dedicated funds, such as CS funds and Municipal, District funds, have been allocated to Municipal, District, and CS administrations. These funds are managed and utilized at the discretion of each respective

administration to facilitate the delivery of public services and local development that serve the interests of citizens within their jurisdictions.

Consultation and Participation in the decision-making process of the SNA Council, decisions are made following thorough discussions and consultations with citizens, to ensures an understanding of diverse needs, shared interests, and priorities of the citizens within the jurisdiction of each SNA.

The findings indicate that the system, mechanisms, and procedures for delivering public services by SNA place significant emphasis on fostering and advancing public consultation and engagement in both the decision-making process and the implementation of decisions by SNA councils, monthly meetings of these councils are conducted in a transparent manner, allowing citizens to participate without discrimination, sub-national councils are mandated to organize public consultative forums to update citizens and gather constructive feedback for further improvement. Additionally, the development planning process of SNAs necessitates the application of tools and methodologies that ensure the active involvement of local communities, diverse population groups, and a thorough analysis of the genuine and specific needs of local citizens.

The SNA has an Ombudsman Office which has the role and responsibility of receiving complaints from citizens regarding the work and services of the SNA. The implementation of Social Accountability is an outstanding achievement that has been found to be an effective tool or means of promoting information dissemination to the citizens and making it easier for citizens to participate in providing opinions and monitoring the performance and services of SNA.

Based on general observations through interviews and meetings with informants, especially interviews and meetings in CS and local communities have shown that both ordinary citizens and indigenous, women member of CS Councilors have contributed a lot to the NP1 Evaluation Working Group.

In the past, some individuals expressed reluctance to enter CS or Municipal/District halls due to fear of government officials, however, this dynamic has shifted significantly, with citizens now feeling more confident in seeking information from civil servants, including CS chiefs. They also actively provide feedback and raise concerns about the challenges they face. These developments indicate that, despite reports from some informants about a decline in citizen participation in the planning processes of SNAs, the observations highlight that public consultation and participation in service delivery and local development processes within SNAs have shown positive progress compared to the period before the implementation of NP1.

Responsiveness and Accountability refers to the obligation of the SNA Council to address the needs of the citizens in a responsible manner while being answerable to both the citizens and the Royal Government or its ministries/institutions.

This condition is reflected in the planning process of SNAs, which requires active citizen participation in identifying their needs and priorities and base on the budget utilization framework of SNAs, which mandates that funds be used exclusively for activities and priority projects outlined in their development plans and investment programs and base on the actual achievements highlight the provision of non-discriminatory administrative services through the OWSM. Additionally, infrastructure development projects including roads, gravel roads, ponds, wells, bridges, public toilets, schools, small irrigation systems, and sewers along with the delivery of social services at the village level to support poor families, the elderly, and vulnerable groups,

serve as the proof of the commitment of SNAs to address and meet the needs of their citizens within their jurisdiction.

Many informants noted that they observed and were aware that the construction of small infrastructure projects in their villages was a result of efforts by the CS council. Additionally, the regular organization of public consultation forums by each SNA council to report to citizens and gather their opinions, the work performance and delivery of services in line with established principles, procedures, and standards, alongside the mechanism for addressing and mediating citizens' grievances through the Ombudsman Office, reflects the positive accountability of SNA councils. This system ensures accountability not only to the citizens within their jurisdiction but also to the Royal Government, ministries, and national institutions.

Promoting Equity, every decision making and implementing the decisions of the SNA Council must give special consideration and attention to the different needs of women, men, youth, and children, as well as the different needs of vulnerable groups, including poor citizens, disabled citizens, and indigenous peoples, etc.

Regarding the promotion of equity, evidence of various advancements, including the increased allocation of SNA budgets for social service projects aimed at supporting poor families and vulnerable groups, demonstrates that SNA councils have actively considered and prioritized the promotion of social equity within their jurisdictions.

Transparency and integrity refer to the responsibility of SNA councils to ensure that all information regarding decision-making and its implementation is properly prepared, communicated, and disseminated to the public in a timely manner.

Regarding this, during visits to the target SNAs, the Evaluation working group observed that even in district and commune administrations in remote areas, these administrations had at least one information board in place to disseminate important information such as the cost of administrative services, the duration of public services for each type, the CS's budget, the results of project bidding, and various other details related to social accountability works.

In addition, some SNAs have established websites to effectively disseminate essential information to the general public. At the same time, the implementation of social accountability works, which serve as an effective mechanism for disseminating information to citizens, has been carried out across CS administrations nationwide that demonstrates the commitment of SNAs to promoting transparency and integrity in fulfilling their duties and delivering services to the public within their jurisdiction.

Anti-corruption and abuse of power measures refer to the council's obligation to uphold the rule of law and ensure strict adherence to preventing corruption and the abuse of power within its jurisdiction.

Regarding anti-corruption and abuse of power measures, based on the developments related to the establishment and operation of Ombudsman Office which is a key institutional mechanism within SNAs for receiving and facilitating the resolution of complaints and administrative disputes within their jurisdiction, this serves as significant evidence of the SNA's commitment to preventing corruption and abuse of power.

In addition, the Municipal, District Administration has established an Internal Audit Office, which plays a crucial role in overseeing the performance of the Municipal, District Administrative Unit in compliance implementation with laws, orders, regulations, defined service standards, personnel

management, administration, financial, disciplinary practice, internal regulations, and the code of ethics within the jurisdiction of respective Municipal and District Administration. The establishment of the Office of Internal Audit further serves as evidence that the Municipal, District administration has created an institutional mechanism to combat corruption and abuse of power. However, since the Internal Audit Office was only established in 2020, the NP1 Evaluation Working Group has not yet assessed the effectiveness of this office's operations.

Based on the survey results regarding the organization of SNA institutions to promote democratic development, among 1,425 informants, 976 citizens perceived that the organization of SNA institutions promoted democratic development at a significant to high level, representing 68%. 376 citizens rated it at a moderate level, which accounts for 26%, while 54 citizens believed it least promoted democratic development, representing 4%.

Promoting Democratic Development
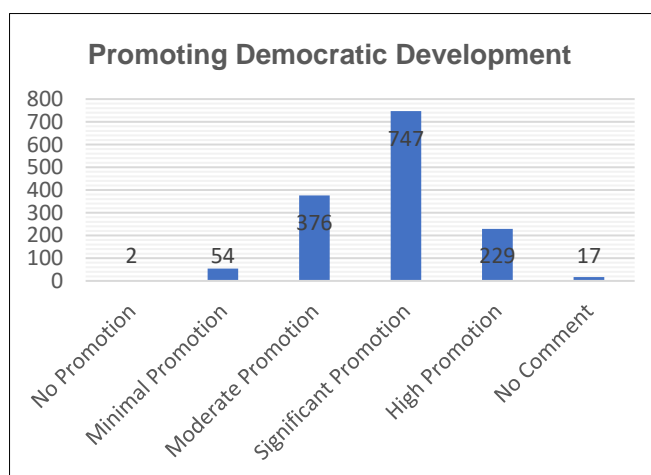
Based on the survey results regarding the organization of SNA institutions to promote democratic development, among 1,425 informants, 976 citizens perceived that the organization of SNA institutions promoted democratic development at a good to excellent level, representing 68%. 376 citizens rated it at an average level, which accounts for 26%, while 54 citizens believed it least promoted democratic development, representing 4%.

Based on the survey results on citizens' satisfaction with the performance of SNAs, out of 1,425 informants, 273 respondents (19%) were moderately satisfied, 579 (41%) were fairly satisfied, 506 (35%) were very satisfied, 40 (3%) were slightly satisfied, 9 (1%) were dissatisfied, and 18 (1%) did not provide a comment. Overall, based on the survey results, it can be estimated that approximately 95% of the citizens is satisfied with the

Satisfaction with the work performance of SNAs

performance of the subnational administration, this indicates a positive perception of the work and services provided by the subnational administrations.
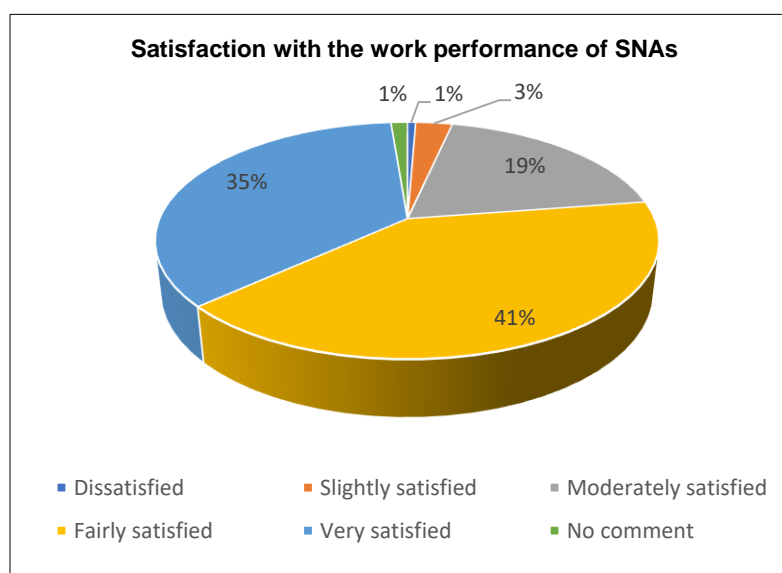
5.3. Analysis Based on Basis 2

Based on this second basis, the analysis focuses on comparing the findings and evidence related to the capacity and feasibility of SNAs in delivering public services during the D&D reform period with the status of their capacity and feasibility before the reform. It also draws upon the results of

citizen surveys regarding their perceptions of the quantity and quality of public service delivery by SNAs.

The quantity and quality of public services provided by SNAs are primarily influenced by the transfer of rights, powers, functions, resources, and responsibilities to these administrations. Additionally, the development of service standards, procedures, and the capacity of SNAs plays a crucial role in ensuring that they can manage and allocate these resources effectively to provide public services within their jurisdiction. The ability of SNAs to mobilize resources, as well as the participation and initiatives from various sectors including local communities, CSOs, and philanthropic entities are also vital factors in improving the quantity and quality of public services to better address the needs of citizens.

Based on the finding and major achievements highlighted in the program components, it has been demonstrated that around 60 public service functions across 20 priority sectors, along with more than 800 administrative service functions across 14 key sectors, have been transferred to SNAs. This transfer of functions to the SNAs provides strong evidence of their enhanced capacity and capability to effectively deliver public services to citizens within their respective jurisdictions.

For example, the establishment of OWSM at SNAs for providing administrative services to citizens has been continuously expanded and strengthened, with its implementation now extended to all SNAs nationwide.

Below is the list of administrative services provided through the OWSO of the DMK Administration from 2010 to 2018:

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018
The number of administrative services provided by DMKs	38,369	63,150	112,806	141,019	289,964	455,219	661,248	710,536	1,064,987

This data demonstrates a consistent growth in the volume of administrative services delivered through the OWOS of the DMK administrations.

In addition to providing administrative services, the SNAs, utilizing their own resources including the basic development budgets from CS fund, Municipal/District fund, CP Administration benefit budget, as well as resources collected from other legitimate sources have been able to plan and implement over 2,000 infrastructure and social service projects annually. These projects cover a wide range of areas such as road construction, bridges, sewers, ponds, wells, schools, irrigation systems, clean water supply systems, sanitation services, income generation initiatives, natural resource conservation, vocational training programs for job creation, and emergency support for vulnerable families. This demonstrates a significant increase in both the quantity and quality of public services and local development efforts to meet the needs of citizens within the jurisdiction of each SNA.

Based on a survey of changes in the quantity and quality of public services delivery by SNAs, out of a total of 1,425 respondents, 13 (1%) indicated no change, 79 (5%) reported a slight change, 351 (25%) observed a moderate change, and 674 (47%) noted a positive change. Additionally, 292 respondents (20%) acknowledged a significant change. Overall, the results of this survey suggest that both the quantity and quality of public services delivery by SNA have improved positively during the implementation of the NP1.

Changes in the quantity and quality of public services delivery by SNAs

- no change
- slight change
- moderate change
- positive change
- significant change
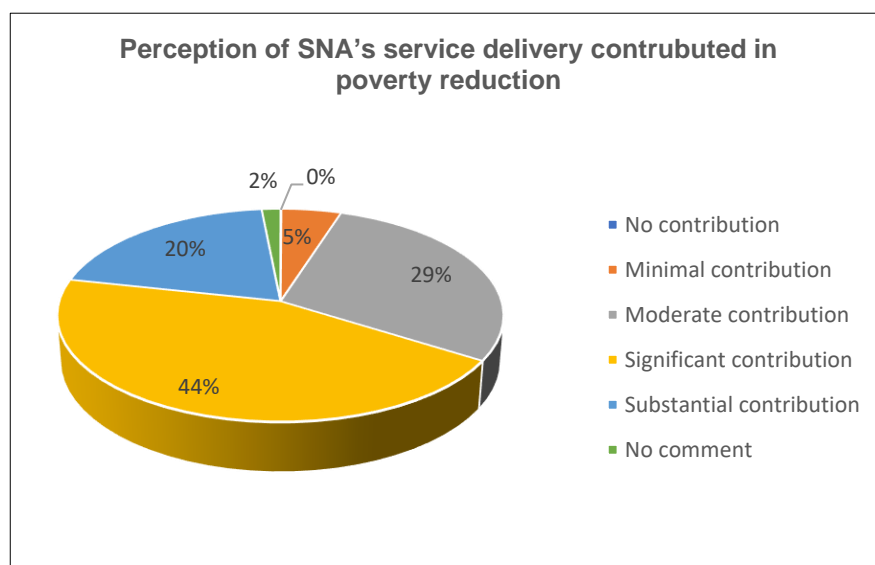- no comment

1% 1%
20%
6%
25%
47%
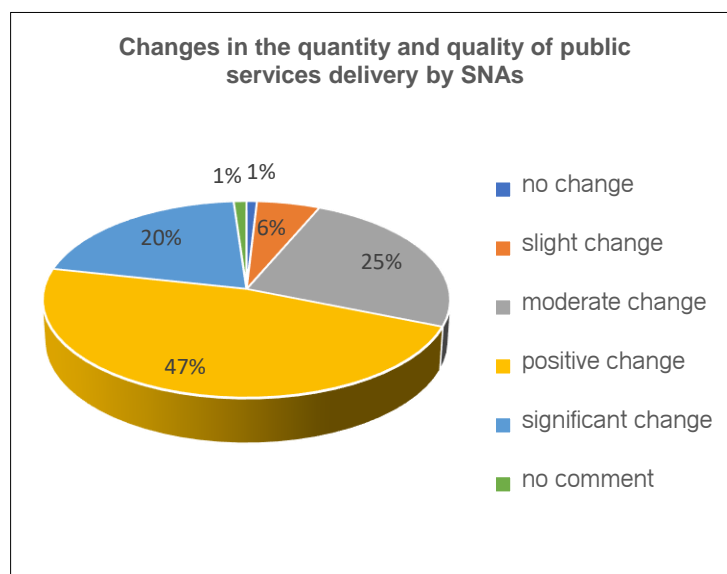
5.4. Analysis Based on Basis 3

Base on this third basis, the analysis examines whether the local development initiatives and public services provided by SNAs have positively impacted citizens' daily livelihoods and contributed to poverty reduction.

According to the World Bank's 2022 Assessment Report, Cambodia's poverty rate has reduced by nearly 50%, from 33.8% in 2009 to 17.8% in 2020, with approximately 2 million citizens lifting themselves out of poverty.

While poverty reduction is a complex social issue that requires comprehensive measures across all sectors, to determine whether the public service delivery and local development provided by SNAs during the NP1 implementation have contributed to poverty reduction, the NP1Evaluation Working Group conducted an analysis based on surveys and feedback provided by citizens during interviews.

Based on the survey regarding the perception of SNA's contribution in poverty reduction, the results revealed that out of 1,425 participants, 1 (0.07%) felt there was no contribution to poverty reduction, 70 (5%) considered their contribution to be minimal, 412 (29%) perceived a moderate level of contribution, 634 (44%) believed there was a significant contribution, and 286 (20%) felt that the contribution was substantial.

Perception of SNA's service delivery contrubuted in poverty reduction

- No contribution
- Minimal contribution
- Moderate contribution
- Significant contribution
- Substantial contribution
- No comment

2% 0%
20%
5%
29%
44%

Based on the results of this survey, it can be concluded that the majority of participants, approximately 90%, believe that the public services delivery and local development by SNAs such as administrative services, infrastructure projects, and various

social services have positively impacted the daily livelihoods of citizens and contributed to poverty reduction.

During meetings with various informant groups, especially community representatives and citizens, several concerns and positive feedback were shared. One of the key points raised was that "The provision of administrative services at commune halls, which are accessible, efficient, and more affordable in accordance with prescribed fees, has significantly reduced the time and financial costs for citizens, it has helped citizens obtain legal documents necessary for livelihoods, particularly in factories and various businesses. Some citizens also highlighted, "The construction and repair of roads by the CS council, connecting villages to market towns, has improved our livelihoods, making them more profitable than before." One person shared, "My husband is now able to run a cart carrying goods from the village to the market more frequently and earn a higher income. "My child's journey to school is much easier now". As said by a group of women interviewed by the Evaluation Working Group

Some farmer groups also mentioned that "the restoration of canals and the repair of dams in our commune have enabled villagers to farm 2 to 3 times a year, which has led to increased income.

The provision of social services by the commune, including the distribution of poverty identification cards and the provision of essential relief materials during natural disasters, has been highlighted as a significant support for vulnerable poor families, particularly women and children, helping them restore their livelihoods.

Overall, based on the analysis of the three bases mentioned above, it can be concluded that the implementation of the NP1 has effectively equipped SNA institutions to operate within a governance system aligned with the principles of democratic development. It has enabled SNAs to assume appropriate roles, responsibilities, and resource allocations for public service delivery and local development, this has positively impacted the daily livelihoods of citizens at the local level, contributing to national economic development and the reduction of poverty of citizens.

5.5. Challenge Analysis

Based on the findings outlined in the preceding section, several key challenges must be addressed to ensure the effective design and implementation of D&D reforms. These challenges include:

- The structure and management system of SNAs have not yet been fully adapted to the distinct characteristics of each SNA, such as large city, urban area, and rural areas, as well as the varying geographical, demographic, and economic potentials of each SNA
- According to the Law on Administration Management of Capital, Province, Municipality, District, and Khan Administration, the administration of these entities must adhere to the principles of unified governance to ensure that the councils of these administrations are capable of managing their functions and resources, as well as coordinating the delivery of public services and sectoral development carried out by ministries and institutions in response to citizens' needs within their jurisdiction. In this context, during the implementation of the NP1, it can be assessed that the structure and management system of DMK administrations have been organized and operated in accordance with the principles of unified governance by 2019. This has been achieved by integrating the specialized offices of ministries and institutions at the DMK levels into the administrative

structure, enabling these councils to coordinate all public services and development activities across various sectors to meet the needs of citizens within their jurisdiction. However, the organizational structure of the CP Administration currently integrates only one health department under its direct control. Other specialized departments remain under the direct control of national ministries and institutions, preventing CP Councils from effectively coordinating public services and development initiatives as prescribed by the organic law of these administrations. Therefore, further study and adjustments to the structure and management system of provincial administrations are necessary to fully align with the principles of unified governance.

- Although SNA Councils have been established for several mandates, the findings indicate that these councils have not yet fully fulfilled their role as decision-makers on plans and budgets, nor have they fully represented citizens in addressing their needs within their jurisdiction. To address this, it is necessary to improve the processes for reviewing, approving, and monitoring the implementation of council decisions. Additionally, there is a need to continue strengthening the councils' capacity to perform these roles more effectively.

- Despite significant progress in the implementation of social accountability and the establishment Ombudsman Offices as a key mechanism for disseminating information, the findings reveal that citizens are still not fully aware of their rights to promote accountability within the council.

- The personnel management system and human resource capacity development within the SNA have been gradually developed and improved. However, the actual implementation remains ineffective, as the system has not been fully realized, and the staff capacity of the SNA remains limited. Staff shortages were identified as a key challenge in nearly every target SNA that the evaluation working group encountered.

- Although there has been significant progress in the transfer of functions to SNAs, particularly to DMK administrations, the transfer of resources such as human, financial, and physical assets has not been proportionate to the workload required for performing these functions. Additionally, some functions still lack established procedures and standards for implementation, which limits the SNAs' ability to effectively manage the execution of these transferred functions.

- Managing and implementing service functions that rely on user fees presents several challenges. Specifically, the urban solid waste management functions transferred to the Capital, Municipal, District Administrations have not been effectively implemented, this highlights the need for strengthened support mechanisms, capacity building, and enhanced accountability within these administrations.

- Although the financial resources transferred to the SNAs have steadily increased, they are still not proportional to the functions and responsibilities the SNAs must fulfill in addressing the needs and priorities of local communities. A review is necessary to ensure the financial resources are scaled appropriately. Additionally, the formulas and criteria for the allocation of financial resources should be revisited and revised to reduce the development gap between urban and rural areas.

- Key issues include cross-sectoral challenges such as digital governance, climate change, promoting gender equality, inclusiveness, and social equity, all of which need to be fully integrated into the overall performance of SNAs. These areas require more focused attention during the implementation of NP2.

6. Lessons Learned and Experiences

Based on the key achievements and challenges, along with the analysis of the level of success in meeting the goals and objectives of NP1, the Evaluation Working Group can conclude that while NP1 has been successfully implemented and achieved significant milestones, it has also faced several critical challenges.

In implementing NP1, these significant achievements have provided valuable lessons and experiences that can contribute to strengthening the effectiveness of NP2. Key lessons and experiences include:

6.1. Leadership and Management of the Reform

D&D reforms are cross-sectoral and complex governance reforms as they involve:

– **Political decentralization**, is required for the establishment of SNA councils through liberal, multi-party democratic elections to represent the voices and interests of the citizens within the jurisdiction of each SNA. The election of the SNA Council is a historic change in the system of public administration in Cambodia. The decision to change such a public administration system, especially the transition from a system of appointing sub-national administrative staffleaders to a system of electing sub-national councils, is an important political decision that requires coordination, discussion, and consensus among the relevant political parties.

– **Administrative decentralization**, which requires the restructuring of SNAs and procedures in line with the principles of democratic development, resource transfer And authority to SNAs, development of sub-national administrative staffcapacity to provide services, and local development to serve the interests of the citizens of its jurisdiction. Administrative decentralization is a sensitive task as it involves the transfer of authority and responsibility from one institution to another, especially from ministries to national institutions to SNAs. The implementation of these tasks is sure to have an impact on the interests of the institution and the staff, which requires careful planning and implementation step by step, coordinated by senior leaders of the Royal Government.

– **Financial decentralization**, It is a task that must be designed and implemented to ensure that SNAs have a source of revenue and financial resources to cover the cost of providing services and local development with ownership and to establish a financial management system of SNAs that ensures the efficiency, transparency, and accountability of the use of those financial resources to the citizens. This financial decentralization is a task that must be carried out with great caution, as it involves the management of public finances as a whole, in particular, to ensure that The allocation of financial resources to SNAs must be done equitably to reduce the development gap from one region to another and not have a negative impact on the macroeconomic situation of the country and to ensure that each SNA has the appropriate capacity to manage and utilize financial resources in a defined and effective manner, transparency, accountability, inclusiveness and social equity.

Although this reform is complex and sensitive, the Royal Government can lead, coordinate and manage the success of this reform process successfully during the implementation of the NP1 as mentioned in the sections above. Some of the key lessons and experiences that led to this success in implementing the NP1 are:

- The Royal Government has established a National Inter-Ministerial Committee to act directly on the **Prime Minister**, who is the supreme leader of the executive branch in the Kingdom of Cambodia. This inter-ministerial committee is the National Committee for Sub-National Democratic Development (NCDD), headed by the **Deputy Prime Minister and Minister of Interior**. Establishing a reform leadership mechanism under the direct leadership of such **Senior Political Leaders** Facilitated and influenced the leadership, coordination, discussion, consultation, decision-making, and orientation of the design and implementation of this reform program.

- Maintaining the Royal Government's long-term political commitment to advancing this reform by incorporating it into political programs and strategic documents (such as the Rectangular Strategies and Pentagon Strategies) across each mandate provides an important lesson. It ensures the promotion and strengthening of ownership and accountability among relevant ministries and institutions at both the national and sub-national levels, fostering their active participation in the implementation of this reform program.

- Developing a clear plan or program to guide the implementation of this reform in the long, medium, and short term provides valuable lessons and experiences. It ensures the reform's sustainability across different stages. For instance, preparing the 10-year national program (first and second phases), the implementation plan for each phase, and the annual action plan of the NCDD proves to be an effective approach. This process facilitates step-by-step implementation based on the current situation, while allowing for continuous learning and adjustment. It also helps mitigate potential risks that may arise over time.

- Disseminating information about the vision, objectives, goals, and implementation process of the reform to all stakeholders, including state and non-state institutions, as well as the public, is an effective way to promote broad participation in the reform program. Initially, many implementing institutions at both the national and subnational levels viewed NP1 as a separate initiative, adding to their workload. Some institutions also perceived the D&D reform as a consolidation of powers under the Ministry of Interior, these perceptions made the transfer of functions and resources to SNAs challenging. However, after continuous dissemination and education regarding the vision, goals, objectives, and implementation process of the D&D reform, confusion about NP1 gradually dissipated. As a result, ministries, institutions, and SNAs now recognize the program as a key initiative of the Royal Government and actively participate in its implementation, allocating a budget of approximately US$ 5-6 million per year for NP1's execution.

- The preparation and implementation of action plans to align key core reform programs, such as D&D reforms, public administration reform, and public financial management reform, is an important lesson learned. This approach ensures that these core reform programs are implemented in a mutually complementary manner, promoting the smooth execution of each reform.

- Establishing a regular consultation and coordination mechanism between the Royal Government, development partners, and CSOs (CSOs) through the creation of a Technical Working Group on D&D (TWG on D&D) has proven to be a crucial lesson. This mechanism ensures the mobilization of resources and the substantial support of DPsand CSOs in the design and implementation of D&D reforms, particularly during the formulation and implementation of NP1.

6.2. Transfer of Functions and Resources to SNA

The transfer of functions and resources to SNAs is a core aspect of D&D reforms. According to the provisions outlined in NP1, the full transfer of functions to SNAs was expected to be completed by the IP3-II (2015 to 2017). However, the actual implementation revealed that, as of 2016, only a limited number of ministries and institutions had delegated functions to SNAs. Most of these transfers were carried out as pilot projects, with key ministries such as the Ministry of Rural Development, Ministry of Health, Ministry of Environment, Ministry of Social Affairs, Veterans and Youth Rehabilitation, and the Ministry of Education, Youth and Sports

Given the delay and challenges in the transfer of functions, the Management Level of the National Committee for Democratic Development (NCDD) reported the issue and sought guidance from the head of the Royal Government to expedite the process. In response, the Royal Government issued Decision No. 39 in 2017, which outlined the transfer of 28 functions from ministries and institutions across various priority sectors to the SNAs. However, despite this decision, the implementation of the transfer of functions according to Royal Government Decision No. 39 was delayed. Many ministries and institutions remained hesitant and faced challenges in preparing the necessary legal documents for the transfer. This hesitation and the time-consuming nature of preparing legal frameworks significantly slowed the process of transferring functions to SNAs.

To accelerate the transfer of functions to SNAs, the NCDD requested the approval in principle to the Prime Minister and Head of the Royal Government take further action to promote the transfer, particularly for DMK administrations. The proposed measure involved integrating the specialized offices longitudinal units of ministries and institutions at the DMK levels into the organizational structure of these SNAs. As a result, 55 functions across 20 sectors were successfully transferred to DMK administrations by the end of 2019. This transfer was formalized through Sub-Decrees No. 182, No. 183, and No. 184, which outlined the functions and structures of these administrations.

The lessons learned and experiences from the transfer of functions to SNAs highlight that, despite the NCDD's efforts to prepare and implement clear technical guidelines on the principles, procedures, and processes of transferring functions in accordance with legal frameworks and legal standard documents, as well as providing technical and budgetary support to relevant ministries and institutions, the transfer process has achieved significant results only when there has been strong urging, coercion, and pressure from senior management within the Royal Government. Particularly, the direct involvement and coercive instructions from the Prime Minister were key in accelerating the transfer of functions to SNAs.

At the same time, although various functions have been transferred to SNAs, the transfer of financial resources, the preparation of technical drafts, and the establishment of standards for the implementation of those functions have been significantly delayed. This delay has created challenges for SNAs, especially DMK administrations, in effectively starting to implement these functions. This issue serves as a negative lesson and experience from the transfer of functions to SNAs during the implementation of the NP1. To avoid these challenges in the future, any transfer of functions to a SNA should be accompanied by a clear determination of the budget to be allocated for that function. Additionally, guidelines and service standards should be thoroughly prepared and finalized before the transfer of functions.

6.3. Human Resource Development in SNA

During the implementation of NP1, numerous capacity developments for SNAs on a large scale and nationwide through the "Cascade Training" method and focused on training on legal documents and guidelines have been provided. Based on the capacity development evaluation of NP1 shows that this method is not very effective due to a number of important reasons, such as limited capacity of trainers, lack of study on capacity development needs, lack of practicality, and some subjects do not reflect the day-to-day work of the SNAs. Therefore, capacity development should be carried out directly with the implementers through learning-by-doing methods and focus on topics related to the performance of the daily roles and duties of the staff, etc.

6.4. Ownership of the SNA in Providing Services to the Citizens

The NP1 evaluation shows that the majority of citizens are very aware and satisfied with the administrative services provided through the OWSO mechanism and the public services provided through health centers and primary schools. This result is due to the widespread education and dissemination through various means about the delivery of services to the citizens, the participation of the citizens in monitoring and evaluating the provision of services, and the capacity development of the service providers which has been implemented in a close partnership between the service providers (supply side) and CSOs that represent the citizen as service recipients (demand side) within the framework of social accountability, which is an important part of the NP1. At this point, the lessons and experiences that should be focused on improving the quality of services provided to the citizens are the need to disseminate the necessary information widely to the citizens. Collaborating with CSOs in disseminating information to the citizen within the framework of social accountability work that has been and is being carried out today is a good experience that must continue to focus attention on continuing to strengthen and expand implementation.

The evaluation also found that the provision of administrative services through the OWOS mechanism at the SNA also has some challenges, especially the provision of services related to civil status at the CS and DMK, which are slow and erroneous and often receive complaints from citizens. Therefore, the NP1 Evaluation Working Group observed that most of the CS administration and some DMK administrations have taken the initiative to solve those problems by arranging to provide services related to civil status within their jurisdiction through IT systems (computer systems and various digital applications) to reduce errors and speed up the delivery of services to the citizens.

The assessment found that due to the limited financial resources of the CS administration, it was not able to respond to the needs of the villagers at the same time. To solve these problems, most commune councils have prioritized the needs of the citizens to identify the most necessary needs and Solve the problem by using the financial resources it has. At the same time, the CS Council has been trying to mobilize resources from other legitimate sources from philanthropists, CSOs, the private sector, and various relevant institutions in response to the needs of the citizens continuously.

The transfer of functions in the health sector to the CP administration in 2020 comes at a time when Cambodia as well as other countries around the world has suffered from the COVID-19 crisis. During this difficult time, the CP administration has taken the lead in taking measures to prevent and curb the spread of COVID-19 within its jurisdiction in accordance with the policies of the Royal Government and the Ministry of Health in a timely and effective manner.

An important lesson and experience drawn from this work is that the clear transfer of authority, functions, and responsibilities to SNAs has effectively empowered them to take initiative and

assume ownership in addressing the diverse challenges and the needs of the citizens based on the specific situation of each SNA effectively and efficiently.

6.5. Inter-Sectoral Work

The NCDD has prioritized integrating intersectoral work, such as promoting gender equality, inclusiveness, social equity, and addressing climate change, into the key activities of NP1. This was achieved through the development and implementation of the Strategy on Promoting Gender Equality, Inclusiveness, and Social Equity, as well as the Strategic Plan to Increase the Number of Women in Management Positions at SNAs. Technical guidance documents related to climate change adaptation were also developed. These efforts, alongside the dissemination of intersectoral work during the first phase of NP2 preparation and implementation, with technical support from the NCDD Secretariat and facilitation by the Ministry of Women's Affairs, have encouraged ministries and relevant institutions at both national and sub-national levels to place significant emphasis on incorporating these priorities into their activities. This is a valuable lesson that should be carried forward into NP2 to promote effective public service delivery, as well as the development of an inclusive, socially equitable, and sustainable local economy.

7. Recommendation

Overall, while the implementation of NP1 achieved significant milestones, the Evaluation Working Group concludes that it was successful in meeting its goals. Despite these successes, there remain several key challenges that need to be addressed in the preparation and execution of NP2. In light of this, the NP1 Evaluation Working Group offers the following important recommendations, which should be carefully considered and prioritized during the implementation of NP2:

- Continue to study, assess, and identify suitable options for adjusting the structure, management system, and functions of subnational administrations (SNAs) to better align with the specific characteristics of each category of SNA, including:
  - Conduct a study and make necessary adjustments to the structure, management system, and functions of the Phnom Penh Capital Administration to align with the needs of a metropolitan administration. This should address the challenges arising from rapid population growth in Phnom Penh (over 2 million citizens), such as issues related to public order, the public transportation system, traffic congestion, waste management (solid and liquid), environmental pollution, and problems related to the development and integration of satellite cities.
  - Restructure the provincial administrative management system into a local governance model, emphasizing key functions such as representing the Royal Government, ministries, and national institutions on matters of security, public order, and the enforcement of human rights laws. This restructuring should also involve providing technical support and capacity-building initiatives to local administrations (municipalities, districts, and communes), while fostering inter-district collaboration and the effective implementation of regional projects.
  - For Municipal, District, and Commune administrations, a review and adjustment should be conducted to position them as front-line local governments with clear functions, roles, and responsibilities for delivering essential services directly to citizens at the local level. The municipal administration should focus on providing

urban services, while the district administration should prioritize rural services, tailoring their efforts to meet the unique needs and potentials of each district's population and service demands.

- Continue to enhance and expand the authority of the SNA Council to formulate policies, review and approve budget plans, and address other priority tasks, including responding to citizens' requests. This will ensure improved efficiency, transparency, and accountability of the SNA to both citizens and the Royal Government and ministries/ institutions.

- Persist in improving the administrative management capacity and boosting the productivity of the SNA by strengthening the management system, advancing human resource development, and implementing a performance-based assessment system to encourage ethical behavior of Sub-national administrative staff.

- Continue to explore the feasibility of expanding the revenue sources for the SNA, ensuring more stable and predictable financial resources to fund public service delivery and local economic development. This will help better meet citizens' needs while promoting transparency, accountability, and narrowing development gaps between SNAs.

- Accelerate the modernization of systems, procedures, and public service standards within SNAs through the adoption of digital systems. This will enable SNAs to provide services to citizens more easily, quickly, accurately, effectively, and in a transparent, accountable, inclusive, and socially equitable manner.

- Strengthen the mechanisms and capacity of SNAs to integrate gender equity initiatives and consider climate change adaptation measures. This will empower SNAs to assess, manage, and respond to vulnerabilities from social influences, climate change, disasters, and epidemics, supporting citizens' well-being, sustainable development, and inclusiveness.

- Continue to strengthen leadership, coordination, and support mechanisms for D&Dreforms at both the national and sub-national levels. This will enhance the ownership and responsibility of ministries and institutions, ensuring more effective and efficient implementation of the reform program.

- Continue to foster cooperation among core reform programs, particularly decentralization and deconcentration, public administration reform, public financial management reform, and sector-specific reform programs. This will ensure interconnectedness and greater efficiency in implementing these reforms.

- Continue to strengthen coordination with DPs, CSOs, and the private sector to mobilize support and encourage more active participation in designing and implementing D&D reform programs.

8. Conclusion

Based on the information, data, and evidence gathered during the evaluation process of NP1, the Evaluation Working Group concludes that "The NP1 has been successfully implemented and achieved significant accomplishments as planned. While some achievements were made within the projected timeline, others were slower than expected." The Royal Government, NCDD, ministries, relevant institutions at both the national and sub-national levels, DPs CSOs, various stakeholders, and citizens should all be proud and congratulated for their collective efforts over the 10 years of NP1 implementation.

The D&D reforms during NP1 have significantly contributed to transforming SNAs into a robust governance structure aligned with democratic development principles. These reforms have clarified the authority, functions, resources, and responsibilities of SNAs, enabling them to be more resilient in providing public services and local development. SNAs are now better equipped to respond to the needs of the citizens and address local challenges in a timely, effective, transparent, accountable, inclusive, and socially equitable manner. Each year, SNAs have delivered infrastructure projects and implemented various social services and administrative functions to meet the real needs at the local level, thereby contributing to poverty reduction and national economic development.

Both national administration staff and citizens in the community express satisfaction with the governance structure, procedures, and services offered by SNAs. One of the most notable achievements has been the transformation of municipal, district, and commune administrations into front-line local administrations with the capacity to deliver essential services directly to citizens. In particular, the one-stop-shop mechanism for administrative services, characterized by its convenience, speed, affordability, and transparency, has greatly contributed to citizens' satisfaction. Friendly service officers with a professional attitude have enhanced the overall experience for the citizens.

Leaders and officials of SNAs understand and confidently speak about D&D reforms, democratic development principles, and the importance of citizen participation in improving efficiency, transparency, and accountability in planning, service delivery, and project implementation. Ministries, institutions at the national level, and SNAs have increasingly embraced their roles and responsibilities in implementing D&D reforms, demonstrating authority and accountability at each stage of NP1.

Citizens, particularly men, women, and indigenous peoples, have become more aware of their rights and engage more closely with local councils and service delivery officers. The public now feels more confident in accessing administrative services at the subnational level and has become more proactive in voicing concerns, raising issues, and engaging with SNAs directly or through social media.

Despite these achievements, the implementation of NP1 faced significant challenges. These included limited awareness and differing perspectives on the vision of D&D reform among relevant ministries and institutions, especially in the early stages. Another challenge was the abrupt cessation of support from some DPs for D&D reform programs in 2017, which made it difficult for the government to secure resources for continued technical assistance. The global crisis triggered by the COVID-19 pandemic in 2020 also delayed the execution of several NP1 priority tasks.

Annex 1: Terms of Reference for Individual Consultant

Consultancy to Provide Services for Evaluation of the National Program for Sub-National Democratic Development, Phase 1 (NP1)

1. Introduction

The 10-Year National Program for Sub-National Democratic Development Phase 1 for the implementation from 2010 to 2019 has been designed, approved and put in place by the Royal Government Cambodia on June 22, 2010. The NP1 was a roadmap for implementation of the Organic Law on Capital, Provincial, Municipal, District and Khan Administration, the Organic Law on Commune/Sangkat Administration, and the Decentralization and Deconcentration Reform Policy which aiming at creating a culture of local democracy with the participation of the people, promoting the quality of public services and local economic development to meet the real needs of people, improving the quality of life and to reduce poverty effectively.

In order to ensure the achievement of this overall aims, the NP1 set specific objective is to restructure and management system of the Capital, Province, Municipality, District, Khan and Commune/Sangkat Administration in accordance with principles of democratic participation that ensures transparent and accountable in promoting local economic development and the public service delivery to meet the needs of the people in each locality.

The NP1 provided guidance on the design and implementation of decentralization and deconcentration reform processes, focusing on five key program areas:

- *Program Area 1 – Sub-National Administration (SNA) Organization Development* – ensures that the fundamental organizational structure is in place that facilitates the making of decisions, the allocation of authority within the SNA and between different tiers and institutionalizes mechanisms which ensure democratic practices are legitimized and citizens' rights are protected.

- *Program Area 2 – Human Resource Management Systems* – allows for the transformation of management of civil servants and other personnel at the sub-national level. Achieving the results defined in this program area changes the incentives for civil service performance from one which focuses on completing tasks to one of serving citizens. Management of personnel from

this perspective is essential for the improvement of service delivery accountability within the jurisdiction of each SNA.

- *Program Area 3 – Transfer of Functions* – is core to the D&D reform focused on the transfer of functions, resources, authority, and responsibilities to the SNAs in order to move the decision-making process of public service delivery closer to the people for improving quality of public services.

- *Program Area 4 – Budget, Financial and Asset Management Systems* – Focused on fiscal decentralization, establishment of financial management system, planning system and the necessary operational procedures for management and utilization of financial resources of SNAs within the framework of autonomy defined by laws and regulations effectively, transparency and accountability.

- *Program Area 5 – Support Institutions for D&D* – Focused on strengthening D&D reform supported institutions to lead, coordinate and manage this reform process to ensure that SNAs have the appropriate authority and capacity to manage public service delivery and local economic development within its jurisdiction effectively, transparency, accountability, inclusiveness and social equity.

The implementation of NP1 was divided into 3 stages:
- **Stage 1**: The first three-year implementation plan "IP3-I", implemented from 2011 to 2014, focused on the preparation of necessary legal documents, re- structuring the management system and working procedures of the Capital, Province, Municipality, District and Khan Administration, capacity building for SNA's staff to operate the new structure, systems and procedures, as well as preparation the transfer of functions and resources to the SNAs.
- **Stage 2**: A 3-year implementation plan, Phase 2 "IP3 II" implemented from 2015 to 2017, focused on strengthening the performance of SNAs through the structure, systems, procedures and mechanisms established in the IP3-I and promote the transfer of functions and resources to SNAs to enhance ownership and responsibilities of SNAs for public service delivery and local economic development within their jurisdiction.
- **Stage 3**: A three-year implementation plan, Phase 3 " IP3 III" implemented from 2018 to 2020, focused on further promotion and enhance the accountability and autonomy of SNAs in the provision of public services and local development based on lessons and experiences of implementation in the IP3-II, as well as evaluate the programs to ensure that the implementation of this reform responds to the new D&D policies and strategies of the Royal Government.

Although the NP1 has set a specific time frame for the implementation from 2010 to 2029, based on the actual situation, the implementation of the NP1 has been slower than scheduled. It started the designing and implementation of the IP3-I from 2011 not from 2010. The delay in designing and starting the implementation of the IP3-I required an extension of the NP1 for another year, until 2020. Therefore, the implementation of the NP1 was completed by the end of 2020.

The National Committee for Sub-National Democratic Development (NCDD) is an institution responsible for leading, coordination, managing, monitoring and evaluation of the implementation of the NP1. Within the framework of monitoring and evaluation of the NP1, the overall logic framework for the NP1 and the logical framework for each program area were identified, as well as specific indicators were also clearly defined. In addition, the NP1 also identified regular monitoring mechanisms and evaluation mechanisms at the end of each stage, mid-program evaluation, and end-program evaluation.

During the implementation of the NP1, the NCDD has leaded, coordinated and organized regular monitoring, preparing annual progress reports, evaluation of each IP3 and mid program evaluation organized at the end of 2017. However, after the completion of the NP1 by the end of 2020, the NCDD has not yet conducted an in-depth evaluation of the NP1 due to the COVID - 19 crisis, which occurred in early 2020.

So far, after end of the Covid-19 crisis and with the support of the United Nations Development Program (UNDP) project "Strengthening Transparency and Accountability in Local Governance through Civic Engagement", funded by the Government of Japan, NCDD will conduct an in-depth evaluation on the implementation of NP1.

2. Purpose

This evaluation is an end-program evaluation of NP1, therefore the purpose of this evaluation is as follows:
- Determine the achievement and level of success of the implementation of NP1 compared with the expected output defined in each program area of NP1.

- Determine the impact of the implementation of NP1 compared with the goals and objectives of NP1.
- Collect evidence to compile lessons and experiences on the implementation of NP1 for improvement of policy, laws and implementation of the next National Programs.
- The results of NP1 evaluation will be used as a baseline for the evaluation of the National Program for Sub-National Democratic Development Phase II (NP2).

3. Scope

The NP1 evaluation will focus on the collection of information related to the achievements of the NP1 from 2010 to 2020 and the impact of NP1 to the lives of the people.

4. Mechanism

In order to ensure the accuracy and impartiality, the NP1 evaluation be carried out by an independent individual consultant who to be selected and contracted out by the NCDD Secretariat in according with the principles and procedures of the procurement in force. The consultant may use its assistant who has kills and experience related to evaluation, interviewing, data collection, data entry and analysis to assist him/her in performing the necessary work related to NP1 evaluation, but the assistance fee shall be covered by the consultant and the consultant is responsible and directly accountable to the NCDD Secretariat.

NCDD Secretariat will coordinate and support the selected consultant in communication and organizing of meetings with relevant institutions at both the national and sub-national levels in the whole process of NP1 evaluation.

The consultant that will be selected for the NP1 evaluation shall have the following qualifications and work experience:

- Planning and M&E or Legal & Governance or Institutional Development Expert.
- Master Degree in Law or Public Policy or Public Administration or Economics or International Relations or Human Resource Management and Development
- At least 10 years of working experience related to monitoring and evaluation, policy, laws and regulations formulation, institutional management, program and project management and related to local governance reform.

5. Methodology

The methodology and tool to be used for the NP1 evaluation include:

- Study on policy, laws, regulations, reports and other documents related to the implementation of PN1 (desk review).
- Collecting important information and data related to the implementation of the NP1, including the collection of existing data from databased system and collection of information through meetings and discussions with relevant stakeholders at the national and sub-national level. The relevant informant groups include the following:

The Informant Group at National level:

- ✓ At least 7 NCDD member ministries shall be selected for NP1 evaluation and D&D Working Groups of the selected ministries will be met, discussed and interviewed with NP1 Evaluation Team.
- ✓ Representatives of relevant Development Partners and NGOs shall be selected, discussed and interviewed with PN1 Evaluation Team.

The Informant at Sub-national level:

- ✓ Six provincial and capital administrations will be selected for evaluation.
- ✓ The selection of these provincial and capital administrations should be focus on the representation of urban areas, rural areas, diverse areas and unique areas. The group of informants who will meet to discuss and interview with NP1 Evaluation Consultant may include:
  - o Provincial/capital councilors
  - o Board of governors
  - o Officials of divisions and offices of the provincial and capital administration
  - o Officials of the relevant technical line departments
  - o Advisory committee for women's and children's affairs.
- ✓ A total of 12 municipal, district and Khan administrations to be selected for NP1 evaluation. This include: 1 municipality and 1 district shall be

selected from each of the 6 targeted capital and provinces. The group of informants will meet to discuss and interview with the NP1 Evaluation Consultant should be:
  - o Councilors
  - o Board of governors
  - o Officials of concerned offices and units.
  - o Advisory committee for women's and children's affairs
- ✓ A total of 24 communes/Sangkats to be elected: 2 commune/Sankats from each targeted municipality, district and Khan will be selected. The group of informants who will meet to discuss and interview with the NP1 Evaluation Consultant should be
  - o Commune/Sangkat Council
  - o Commune/Sangkat Clerks,
  - o Commune/Sangkat Committee for Women and Children Affairs,
  - o Commune / Sangkat Planning and Budget Working Group
  - o Representative group of local community-based organization.

- The total number of informants to be interviewed at both the national and sub- national levels must be at least 1,500, of which at least 35% are women.
- Development of questionnaires for gathering information from various informant groups. The development of the questionnaire should focus on the collection of information related to the key indicators identified in the overall logical framework of the NP1 and within the logical framework of each program area of the NP1. The questionnaires shall be prepared separately for each group of informants and shall be divided into two types of questionnaires:
  - ✓ Questionnaires used for gathering information on personal individual perceptions on the impact and changes resulting from the implementation of the NP1 (approximately 10-15 questions)
  - ✓ Questionnaire used for group discussion focus on the progress,

challenges and experiences in implementing the NP1 (approximately 10-15 questions)
- Data entry and analysis in both statistical analysis and prescriptive/qualitative analysis based on unbiased principles and clear criteria with proved evidence.
- Discussions and consultations on the findings and results of the analysis through the organization of meetings or workshop with stakeholders at both the national and sub-national levels with participant at least 50 stakeholders.

6. Process

The evaluation of NP1 shall be designed and implemented through the following steps:

Step 1: Inception phase: After signing contract with NCDD Secretariat, the Consultant shall prepare and submit a inception report. The inception report shall focus the following key points:

- Understanding/Perceptions of the Consultant on the purpose of the NP1 evaluation.
- Describe necessary methods and tools should used in NP1 evaluation process
- Propose the target ministries at the national level and capital, provincial, municipal, district and commune/sangkat administration to be selected for NP1 evaluation, as well as to identify groups of informants who will meet to discuss and interview in NP1 evaluation process.
- Draft list of questions which will be used for gathering information from relevant informant groups at both the national and sub-national levels.
- Describe draft detailed action plan and timeframe for the NP1 evaluation process.

The Consultant shall prepare an inception report and submit it to the NCDD Secretariat within 10 days after signing contract with the NCDD Secretariat. NCDD Secretariat shall review and approve the inception report. If necessary, the NCDD Secretariat call for meeting with working group to review, discuss and comment on the inception report.

Step 2: Collection of data, analysis of data and preparation of draft reports on findings. After getting approval of the NCDD Secretariat on inception report, the consultant shall carry out the following tasks:

- Gathering relevant information and data through research on reports and related documents and meetings, discussions and interviews with selected informant groups at both the national and sub-national levels.
- Entering and analyzing data and information collected
- Preparation of the draft preliminary report on the results of the NP1 evaluation.
- Organizing consultative workshop on the draft report on the results of the NP1 evaluation with the participation of not less than 50 persons from concerned ministries, sub-national institutions and other stakeholders. NCDDS will support in organizing of this consultation workshop.

Step 3: Finalization of the report on the results of the NP1 evaluation. In this step, based on the comments and inputs from the consultation workshop, the Consultant shall revise draft preliminary report to become a final report on the results of the NP1 evaluation and submit it to the NCDD Secretariat for review and approval. The final report on the results of NP1 evaluation shall be in Khmer and English in the format specified in the Annex on this TOR.

7. Important tasks to be accomplished by the Consultant (Deliverable)

In the whole process of the NP1 evaluation, the Consultant must ensure the following important tasks shall be achieved:

No	Key Task	# working days	Deliverables
1	Preparing of an Inception Report	05 days	Inception report (English and Khmer)
2	Development of Questionnaires	10 days	Questionnaires (English and Khmer)
3	Collection of Data	75 days	

No	Key Task	# working days	Deliverables
4	Data entry, analysis and preparing of preliminary report on finding	20 days	Draft preliminary report on results of NP1 evaluation (English and Khmer)
5	Organizing of consultation workshop	5 days	PowerPoint Presentation and summary report of the workshop English and Khmer)
6	Preparation of final report based on inputs of consultative workshop	5 days	A final report on the results of NP1 evaluation English and Khmer).
	Total	120 days	

8. Time frame

The NP1 evaluation is scheduled to start in January 2024 and end at the end of June 2024.

Annex 2: NP1 Evaluation Working Group

Group	Sub-Group	Target Area
Working Group 1 1. H.E. Maon Ma Onn Nath, Chair 2. Mr. Chhim Sam El 3. Mr. Chet Kimchung 4. Representative of MOI 5. Representative of MEF 6. Representative of MCS 7. STA Project Representative 8. CPDD Representative 9. Mr. Touch Pol Ponlok 10. Mr. Thach Savy/ Min Muny	**Group 1** 1. Mr. Chhim Sam El, Chair 2. Representative of MEF 3. Representative of MCS 4. STA Project Representative 5. Mr. Touch Pol Ponlok **Group 2** 1. Mr. Cheth Kimchung, Chair 2. Representative of MOI 3. CPDD Representative 4. Mr. Thach Savy / Min Mony	Battambang, Kampong Thom and Rattanakiri
Working Group 2 1. H.E. Chhun Bunnara, Chair 2. Mr. Sorn Sun Sopheak 3. Mr. Bun Manit 4. Representative of MoWA 5. Representative of MOP 6. STA Project Representative 7. CPDD Representative 8. Mr. Sang Polrith 9. Mr. Ly Bunthai	**Group 1** 1. Mr. Sorn Sun Sopheak, Chair 2. Representative of MOP 3. STA Project Representative 4. Mr. Ly Bunthai **Group 2** 1. Mr. Bun Manith, Chair 2. Representative of MoWA 3. CPDD Representative 4. Mr. Sang Polrith	Phnom Penh, Kampot and Svay Rieng

Annex 3: Questions for NP1 Evaluation

Key Questions for Focus Group Discussions of NP1 Evaluation (Sample)

1. How appropriate do you think it is the structures, management systems and procedures established by the first phase of the national program on sub-national democratic development: 2010-2020 (NP1)? What are the challenges and how should they be improved?
....

2. What changes have you observed in the implementation of the first phase of the national program at the sub-national administration in promoting the representation of the voice and interests of the people, autonomy or ownership, consultation and participation, responsiveness, transparency, accountability, promoting gender equity in the performance of sub-national administrations? What are the key challenges to address?
....

3. What changes the first phase of the national program has made regarding the functions, powers, responsibilities and resources of sub-national administrations for the provision of public services and local development To meet the needs of the people in its jurisdiction? What are the key challenges to address ?
....

4. What changes that the implementation of the first phase of the national program has made regarding the planning system of the sub-national administration? Does the planning system of sub-national administrations ensure the promotion of citizen participation as well as gender equality ? How is climate change ? What are the challenges and how should they be improved?
....

5. How appropriate do you think it is that the implementation of the first phase of the national program has developed the staff management system given the rights and responsibilities to the sub-national administration? What are the challenges and how should they be improved?
....

6. What mechanisms, do you think that the implementation of the first phase of the national program has established for capacity development of SNA staff? What are the challenges and how should they be improved?
....

7. What changes do you see that the implementation of the first phase of the national program has made regarding attitudes of the SNA staff in providing public services and local development? What are the challenges and how should they be improved?
....

8. What changes do you see that the implementation of the first phase of the national program has made regarding the financial resources of the sub-national administration? How does this financial management system of sub-national administrations ensure efficiency, transparency and accountability? What are the challenges and how should they be improved?
....

9. What changes do you see in terms of results achieved by SNAs during the first phase of the national program? How has that changed? What are the key challenges that need to be addressed?
....

10. What changes do you see that the implementation of the first phase of the national program has made in terms of quantity, quality and efficiency of public services and local development provided by sub-national administrations? What challenges need to be addressed?
....

11. How do you see the implementation of the first phase of the national program has changed the lives of local people? And what are the positive or negative changes ? What are the key challenges that need to be addressed?
....

12. What changes do you see in the implementation of the first phase of the national program in connection to mechanisms for promoting gender equality, climate change ... ? What are the challenges and how should they be improved?

....

13. Do you think about the NCDD mechanism that has led, coordinated and supported ministries and institutions in formulating policies, laws, regulations that ensure consistency with decentralization and deconcentration policies? What are the challenges and how should they be improved?

....

14. Do you think that the NCDD has mobilized the participation and support of ministries and institutions at both the national and sub-national levels, development partners, civil society organizations in implementing the decentralization and deconcentration reform program effectively? What are the challenges and how should they be improved?

....

15. Any other comments ?

....

Individual Questionnaire for NP1 Evaluation (Sample)

Personal Information

☐ Female
☐ Male

Comments of the informants about NP1

Please tick (✓) in the box which is your answer related to the evaluation on the implementation of the National Program for Sub-National Democratic Development Phase 1 from 2010 to 2020.

1 . To what extend the SNA established structures, management systems, and working procedures have promoted and ensured that each SNA council makes decisions in a participatory process in providing public services and local development to meet the needs of the people with transparency, accountability, environment and social equity?

☐ Not promoted
☐ Slightly promoted
☐ Moderately promoted
☐ Well Promoted
☐ Very well promoted
☐ No comment

2. To what extent the current organization of sub-national administrations has promoted the democratic development at the local level (representation of the voice and interests of the people, autonomy/ autonomy of the sub-national administration, consultation, participation of the people, transparency, accountability in the performance of sub-national administration)?

☐ Not promoted
☐ Slightly promoted
☐ Moderately promoted
☐ Well Promoted
☐ Very well promoted
☐ No comment

3 . To what extend that the SNAs have functions, power, responsibility and resources for the provision of public services and local development to meet the needs of the people in its jurisdiction?

☐ A little
☐ Medium
☐ Fairly good
☐ A lot
☐ No comment

4 . To what extend that the SNA planning system has allowed the participation of the people in raising their problems and needs as well as promoting gender equality, climate change ...?

☐ A little
☐ Medium
☐ Fairly good
☐ Very good
☐ No comment

5 . To what extend do you think the SNAs have the right to manage and use its staff?

☐ A little
☐ Medium
☐ A lot

☐ No comment

6 . How competent, accountable and responsive are the staff of the sub-national administration in performing their duties ?
    ☐ A little
    ☐ Medium
    ☐ Fairly good
    ☐ Very good
    ☐ No Comments

7 . To what extent have the SNA staff changed their attitudes in their work, public service delivery , and local development?
    ☐ Have not
    ☐ Little
    ☐ Medium
    ☐ Good
    ☐ Very good
    ☐ No comment

8 . How effective, transparent and accountable is the financial management system and procedures of SNAs for implementing its budget?
    ☐ A little
    ☐ Medium
    ☐ Fairly good
    ☐ Very good
    ☐ No comment

9 . To what level do you think the source of local revenue of SNAs that can guarantee the cost of performing the functions within its jurisdiction?
    ☐ A little
    ☐ Medium
    ☐ Fairly good
    ☐ Very good
    ☐ No comment

10. How satisfied are you with the results of the sub-national administration?
    ☐ Dissatisfied
    ☐ A little satisfied
    ☐ Medium satisfaction
    ☐ Quite satisfied
    ☐ Very satisfied
    ☐ No comment

11 . To what extend the quality, quality and effectiveness of the public service and local development that have provided by SNAs, in meeting the needs of the compared to the time before decentralization and deconcentration reform?
    ☐ No change
    ☐ A little better than before
    ☐ Fairly good
    ☐ Good
    ☐ Very good
    ☐ No comment

12 . To what extent have public services and local development provided by sub-national administrations contributed to reducing poverty ?
    ☐ Not contributed
    ☐ Slightly contributed
    ☐ Moderately contributed

☐ Well contributed
☐ Very well contributed
☐ No comment

13 . To what extend that the public services provided by the sub-national administration have met the needs of the people in its jurisdiction and promoted gender equality, environment and social equity?
☐ A little
☐ Medium
☐ Good
☐ Very good
☐ No comment

1 4 . How effective is the NCDD has led, coordinated, and supported ministries and institutions in formulating policies, laws, and regulations related to decentralization and deconcentration reforms ?
☐ A little
☐ Medium
☐ Fairly good
☐ Very good
☐ No comment

Annex 4: Summary Results of the Individual Assessment of NP1 Evaluation

ល.រ	Summary of Question	Percentage of informants who rated the NP1 evaluation on each question						
		Not good	Little	Medium	Good	Very good	No Comment	Total
1	Establishment of structures, systems and procedures of SNAs	0.00%	1.42%	17.57%	57.94%	22.18%	0.89%	100.00%
2	Promoting democratic development	0.14%	3.79%	26.39%	52.42%	16.07%	1.19%	100.00%
3	Authority, function and responsibilities of SNA	0.00%	2.88%	20.17%	52.28%	23.40%	1.26%	100.00%
4	Planning system of SNA	0.00%	3.65%	20.35%	46.25%	27.72%	2.04%	100.00%
5	Management and administration of staff	0.00%	1.42%	30.08%	63.44%	2.75%	2.31%	100.00%
6	Accountability of SNA staff	0.00%	2.16%	17.09%	49.95%	29.20%	1.60%	100.00%
7	Changing attitudes of SNA staff in service delivery	0.91%	4.28%	20.07%	52.28%	21.26%	1.19%	100.00%
8	SNA financial management system	0.00%	3.58%	20.35%	44.00%	26.39%	5.68%	100.00%
9	Sources of revenue for SNAs	0.00%	22.98%	31.77%	28.22%	6.57%	10.47%	100.00%
10	Outcomes of SNA performance	0.63%	2.81%	19.16%	40.63%	35.51%	1.26%	100.00%
11	Quantity and quality of SNA services	0.91%	5.54%	24.63%	47.30%	20.49%	1.12%	100.00%
12	Poverty reduction	0.07%	4.91%	28.91%	44.49%	20.07%	1.54%	100.00%
13	Gender equality, social equity and inclusiveness	0.00%	2.22%	23.16%	54.21%	18.63%	1.77%	100.00%
14	Mechanisms for leading and coordinating D&D reforms	0.00%	3.77%	20.20%	48.79%	24.68%	2.56%	100.00%
15	Citizen participation in planning	0.00%	4.03%	22.48%	37.58%	35.23%	0.67%	100.00%
16	Services and projects responding to the needs of the people	0.00%	3.69%	22.15%	48.66%	23.15%	2.35%	100.00%
	Total	**0.17%**	**4.57%**	**22.78%**	**48.03%**	**22.08%**	**2.37%**	**100.00%**