



KINGDOM OF CAMBODIA
NATION RELIGION KING



NATIONAL COMMITTEE FOR
SUB-NATIONAL DEMOCRATIC DEVELOPMENT

Final Report
Baseline Governance Survey
For National Program for Sub-National Democratic
Development Phase II (2021-2030)

March 2025
Conducted by ASKL Service and Consulting Inc.
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Abbreviations Used in the Text

<i>Term</i>	<i>Meaning</i>
ACC	Accountability (prefix used to identify relevant questions, indicators and sub-index)
CBO	Community Based Organisation
CIT	Citizens (prefix used to identify citizen respondents and related results)
CIV	Civic Engagement (prefix used to identify relevant questions, indicators and sub-index)
CP	Capital / Province (prefix used to identify CP respondents and related results)
CSC	Commune-Sangkat Council (prefix used to identify CS respondents and related results)
DMK	District, Municipality, Khan (prefix used to identify DMK respondents and related results)
GOV	Governance (prefix used to identify relevant questions, indicators and index)
ID-Poor	Identification of Poor Households (system of registration of households entitled to certain social benefits on grounds of poverty).
INT	Internal Relations (prefix used to identify relevant questions, indicators and sub-index)
LCA	Local Councils Associations, i.e. the Municipality, District, Commune, Sangkat Association and the Capital-Province Association (prefix used to identify relevant questions, indicators and sub-index)
NCDD-S	National Committee for Sub-National Democratic Development-Secretariat
NP-2	Phase 2 of the National Programme for Sub-National Democratic Development
PER	Performance (prefix used to identify relevant questions, indicators and sub-index)
RGC	Royal Government of Cambodia
SNA	Sub-National Administration
TRA	Transparency (prefix used to identify relevant questions, indicators and sub-index)
UN-DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
VIL	Village (prefix used to identify village leader respondents and related results)

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I would like to express my gratitude to a consulting firm, ASKL Service and Consulting Inc. for conducting of the governance survey with professional ethics in preparing the questionnaire, data entry system, training the enumerators, interviewing informants, checking data quality, analysing data, and calculating the governance index according to the prescribed formula, with thorough consultation before preparing the final report on the results of this governance survey.

I would like to thank the councils, board of governors and officials of the capital, provinces, municipalities, districts, khans and communes, village leaders and community residents who spent their valuable time participating in interviews, enabling this governance survey to obtain sufficient data for analysis and calculation of the governance index, which is an important baseline index to be used for assessing and measuring the trend of the governance during the implementation of the NP-II (2021-2030)

On behalf of the NCDD, I would like to encourage ministries, institutions, sub-national administrations, research institutions, policy makers, students, development partners and relevant civil society organizations to use the results of this governance survey as a basis for understanding the status of governance in 2025, conducting further in-depth research as necessary, and finding appropriate measures to strengthen and promote positive changes to ensure higher governance index under the decentralization and decentralization reform program in the future.

**Deputy Prime Minister, Minister of Interior
and Chairman of the NCDD**

H.E. Aphi Santhibandit Sar Sokha

Executive Summary

The Governance Survey for the National Program for Sub-National Democratic Development, Phase II (NP- II), was conducted by ASKL Service and Consulting Inc., which signed a contract with the NCDD Secretariat (NCDDS) under the support of the United Nations Development Programme (UNDP) through the project “Strengthening Transparency and Accountability in Local Governance through Citizen Participation” funded by the Government of Japan through the Embassy of Japan in Cambodia and UNDP funding. The Governance Survey began in December 2024 and ended in March 2025.

The objective of the survey was to design and measure baseline data for two key indexes, the Governance Index and the Service Delivery Index, which are Goal and Objective level indicators for the NP-2.

Accordingly, definitions for the two indexes were based on the NP-2 Goal and Objective statements, as follows:

- The Governance Index measures *increased modernity, autonomy, effectiveness, transparency and accountability in the provision of public services and local development, with each type of sub-national administration having adequate power and capacity to carry out their functions under the oversight of their councils.*
- The Service Delivery Index measures *improvement in access, quality and utilisation of public service delivery to local communities, and sub-national administrations respond to the prioritised needs of the people in their jurisdiction in an equitable and inclusive manner.*

The two main indexes were composed of five sub-indexes measuring Performance, Responsiveness, Transparency, Accountability and Civic Engagement. The influence weights of each sub-index in the main index are illustrated in the figure¹.

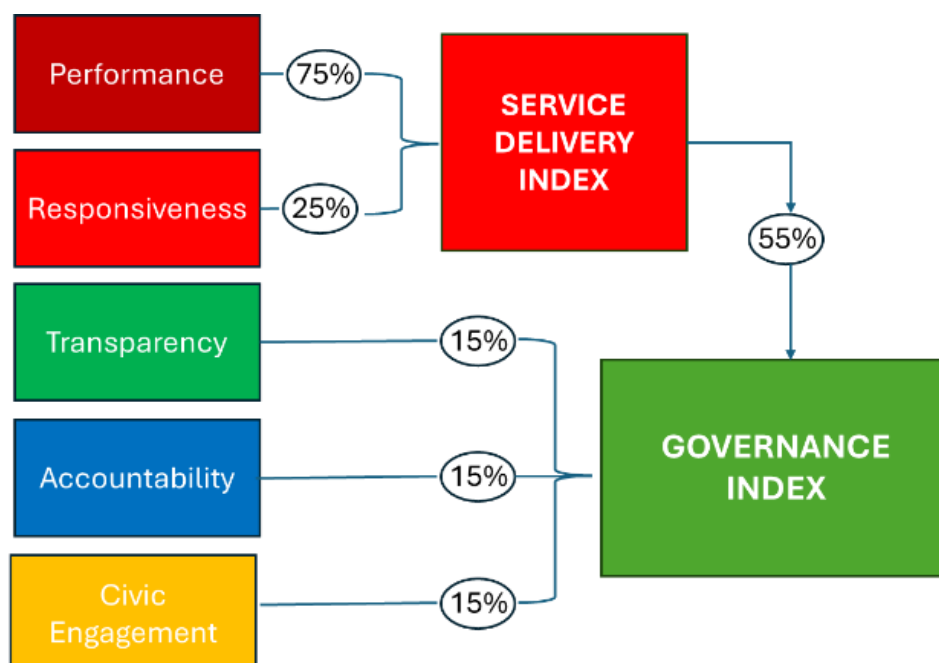


Figure 1 (ES): Structure and influence weights of indexes

¹ In the figure, the percentages in the oval shapes represent influence weights. For example, Performance provides 75% of the value of the Service Delivery Index, which in turn provides 55% of the value of the Governance Index.

The following descriptors were adopted to define what is measured by each of the sub-indexes (i.e. the descriptor states what a high value would mean in each case:

- **Performance:** *citizens and local communities have access to high quality public services and administrative services, based on improved capacity and resources of sub-national administrations (SNA).*
- **Responsiveness:** *SNA understand and make every effort to respond to the needs and priorities of local citizens, so that citizens' priorities are a key consideration in planning, budgeting and delivery of local services.*
- **Transparency:** *SNA recognise the right of citizens to information and are pro-active in sharing information openly with citizens. This includes information on the structure and processes of local governance, on development plans, budgets, budget execution and results achieved, on citizens' rights to receive services and on pricing of local administrative services.*
- **Accountability:** *SNA are accountable for their actions and the results they achieve. Accountability includes democratic accountability to the local electorate as a whole, legal and administrative accountability for the actions of individual councillors and officials and an effective mechanism for redressing specific grievances of individual citizens.*
- **Civic Engagement:** *SNA facilitate and encourage citizens to take an active role in local governance and local development, through opportunities for participate directly in setting development priorities and monitoring achievements, and through active membership of community-based organisations (CBOs), particularly those with a local development focus.*

Importantly, the scope of what is measured by each of these sub-indexes, and the methodology of measurement, can vary significantly from other measurements using similar terminology, so care should be taken in drawing direct comparisons².

Develop two strategic indexes, the Governance Index and the Service Delivery Index to be used as baseline data, focusing on key indicators related to (1) service delivery; (2) responsiveness; (3) civic engagement, (4) transparency and (5) accountability.

The survey also measured indexes of the quality of SNA internal relationships, and SNA views of the Local Councils Associations (LCA). These additional indexes were not used in calculation of the Governance Index.

A set of indicators was developed for each sub-index, and, in turn, these indicators were used to develop questionnaires for each of five sample groups: citizens, village leadership, Commune/Sangkat Councillors (CSC). District/Municipality/Khan (DMK) Councillors and officials and Capital / Province (CP) Councillors and officials.

Sampling was conducted in all Capital and all Provincial administration areas (25 CP) and to represent urban and rural areas and each of Cambodia's geographic zones, considered as Lowland, Tonle Sap,

² For example, "accountability" as defined here is not directly comparable with measures of accountability reported by the Social Accountability Programme.

Upland and Coastal zones in addition to Phnom Penh. Sampling in each Province was based on DMK areas. All 24 Municipalities³ were included plus 72 rural Districts and 6 Khan of Phnom Penh selected by random sampling. Within each DMK area, two CSC were selected, and two villages in each CSC area. Five households were randomly selected in each village for interview of a household representative, selected to be male or female to maintain gender-balance. The final sample consisted of 1,918 citizen respondents, and 1,990 councillors and officials.

Question responses were converted into normalised scores with range 0 (worst) to 1 (best). A system of influence weights was used to calculate normalised indicator values from the question scores and to combine indicator values to calculate the sub-indexes and indexes. Indicators were based either on citizen responses or on SNA responses⁴. Overall, two-thirds of the influence in each sub-index was based on citizen responses.

In order to aid interpretation of the index, sub-index and indicator values, a descriptive scale was adopted based on initial data analysis of normalised question scores. The terms “weak”, “somewhat weak”, “moderate”, “strong” and “very strong” were used, with approximately 20% of normalised question scores falling within each band (i.e. 20% of question scores were “very strong”, 20% “strong” etc.)

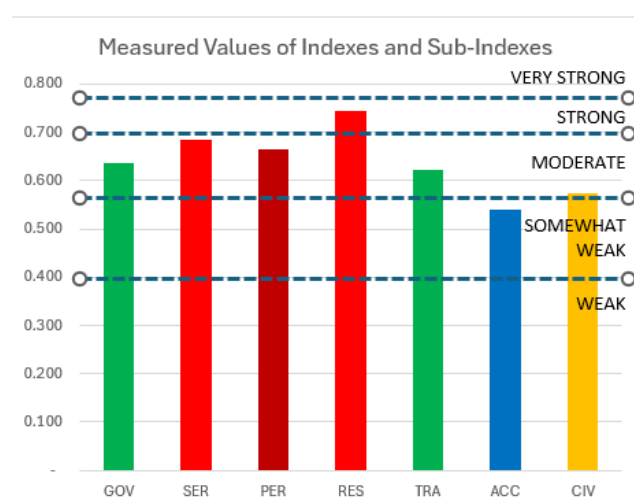


Figure 2 (ES): Index and sub-index values

Measured values of the Governance Index (0.64) and the Service Delivery Index (0.69) fell within the “moderate” range.

Measured sub-index values were 0.67 for Performance (moderate); 0.74 for Responsiveness (strong), 0.62 for Transparency (moderate), 0.54 for Accountability (somewhat weak) and 0.58 for Civic Engagement (somewhat weak, but within the confidence interval range for moderate).

The measured value of the indicators varied rather little when results were disaggregated by gender, urban/rural characteristics or by geographic zone. Disaggregating by Province reveals greater variation but these results should be treated cautiously as the size of sample in each Province is small so the standard error and 95% confidence interval becomes large.

The absolute value of these indexes is less important than the direction of change, which will be determined through follow-up surveys at mid-term and end-line of the NP-2. The following paragraphs describe key strengths in relation to each sub-index, inferred from the baseline values, and indicate areas in which attention could be focussed for improvements.

Performance

Strengths include (i) citizens’ experience of accessing services through SNA offices (i.e. the One Window Services); and (ii) Councillors and officials’ assessment of the capacity and resources available to them.

³ Existing at the time of design of the survey.

⁴ With one minor exception, where the indicator was based on correlation between citizen and SNA priorities.

Focus areas for improvement are (i) continued investment to improve local services, with citizens giving highest priority to road infrastructure, followed by support for vulnerable people. The lowest satisfaction levels was for rural solid waste management; (ii) business registration services, rated much lower than other administrative services; (iii) clarify CSC service delivery responsibilities and build capacity for the relevant services.

Responsiveness

Strengths were (i) high correlation between ordering of development priorities by citizens and by SNA respondents; (ii) strong confidence of citizens in SNA understanding of their needs.

Focus areas for improvement are (i) encouraging CP and DMK administrations to prioritise citizens' views in preparing development plans; and (ii) ensuring that indigenous peoples (IP) voices are heard and needs taken into account in planning.

Transparency

Strengths: (i) Citizens strongly believe that they have a right to know about the business of the SNA; and (ii) Councillors and officials express a strongly positive attitude to transparency.

Focus areas for improvement: (i) information campaign to improve citizens' awareness of structures, roles and service delivery mandates of the SNA; (ii) further improve the transparency of pricing for administrative services; and (iii) increase use of digital media for dissemination of information.

Accountability

Strengths: All respondent groups were moderately confident that councillors and officials can be punished for poor performance or law-breaking.

Focus areas for improvement: (i) Improve complaints handling by the SNA, focusing on village leadership and CSC as citizens take their grievances to these levels first in most cases. Establish systematic complaints handling including knowing which complaints should be passed to the Ombudsman system; (ii) improve awareness of the Ombudsman system; and (iii) strengthen confidence in the effectiveness of local democratic accountability by encouraging citizens and SNA leaders to see local elections as about local matters, rather than an extension of national politics.

Civic Engagement

Strengths: (i) Citizens engage with SNA through participatory meetings and their experience of this engagement is positive, and (ii) Citizens believe SNA cooperate well with CBOs and SNA leaders express strong support for CBO activity.

Focus areas for improvement: (i) Encourage and build capacity of SNA to adopt a broader and more modern set of tools for citizen engagement, particularly through use of digital media; (ii) encourage SNA leaders to consider that the key purpose of citizen participation is so that SNA can learn citizens' views, and (iii) SNA build effective partnerships with CBOs, thus encouraging citizens to participate in the CBOs.

The survey measured strong index values for SNA Internal Relations (0.78) and for the Local Councils Associations (0.77).

Most data points included in calculation of the indexes were measured with low standard errors⁵, with a limited number of exceptions where indicators were measured based on a small number of valid responses. This gives a high confidence that changes in index values, measured by follow-up surveys, will represent real changes in the quality of local governance as defined and measured here.

The survey data, analysis models, survey instruments and other relevant material will be provided to NCDD-S for electronic storage to facilitate the follow-up surveys. Follow-up surveys should be conducted in 2027 and 2030. To ensure comparability between baseline and follow-up values, any changes made to the follow-up methodology should be carefully evaluated. Changes to the analysis method, if any, should be retroactively applied to the baseline data.

Table 1 (ES): Summary of Index and Sub-Index values

Sample / Sub-Sample	Govern- ance Index	Service Delivery Index	Perfor- mance	Respon- siveness	Trans- parency	Account- ability	Civic Engagement
National	0.637	0.685	0.666	0.743	0.622	0.540	0.575
<i>(95% confidence interval)</i>	<i>(0.630 - 0.644)</i>	<i>(0.675 - 0.695)</i>	<i>(0.654 - 0.678)</i>	<i>(0.732 - 0.755)</i>	<i>(0.607 - 0.637)</i>	<i>(0.520 - 0.560)</i>	<i>(0.561 - 0.588)</i>
<i>Female respondents only</i>	0.621	0.665	0.630	0.768	0.607	0.520	0.575
<i>Male respondents only</i>	0.621	0.649	0.618	0.744	0.634	0.555	0.572
All Urban Areas	0.593	0.641	0.618	0.709	0.577	0.498	0.530
All Rural Areas	0.570	0.607	0.575	0.700	0.537	0.486	0.550
Phnom Penh	0.618	0.637	0.686	0.493	0.681	0.556	0.547
Lowland Zone	0.610	0.639	0.611	0.724	0.623	0.522	0.581
Tonle Sap Zone	0.618	0.653	0.619	0.757	0.588	0.557	0.578
Upland Zone	0.615	0.650	0.621	0.734	0.624	0.526	0.571
Coastal Zone	0.618	0.633	0.607	0.711	0.674	0.533	0.590

⁵ For example, Governance Index (0.637) has an estimated 95% confidence interval of 0.630 – 0.644, meaning that a follow-up survey value of 0.645 or higher would represent a statistically significant improvement.

1 Introduction

The NP-2 is a ten-year programme which commenced in 2021 as the successor to the National Programme for Sub-National Democratic Development (NP-SNDD) 2010-2020. The Goal of the NP-2 is *to promote democratic, inclusive, equitable and just development through the modernisation of sub-national governance and improved access, quality and utilization of public service delivery. This will contribute to the elimination of poverty and the improved quality of life for all citizens*⁶. The Objective of the NP-2 is that *the structures and systems of sub-national governance are modern, autonomous, effective, transparent and accountable in their provision of public services and local development. They will respond to the prioritized needs of the people in their jurisdiction in an equitable and inclusive manner. Each type of sub-national administration will have adequate power and capacity to carry out their functions under the oversight of their councils to strengthen accountability to citizens*⁷.

The NP-2 programme document (Section 4.2.2.2) states that the program objectives of the NP-2 are to be measured by three indexes which are (1) a Governance Index; (2) a Service Delivery Index; and (3) An SNA Capacity Index. The Governance and Service Delivery Indexes are to be measure by the Governance Survey, for which the current survey will form the baseline. The NP-2 Results Framework shows these three indexes as indicators for the program Goal, while the Governance Index is also the indicator for the Objective. As a sub-component of the Governance Index, the Index of Citizen Participation also forms the indicator for NP-2 *Output 2.6: citizen participation is enhanced to ensure people's trust in SNAs*.

The Governance Survey is further described in NP-2 Section 4.2.6.5 which is reproduced in the box below.

Box 1: Governance Survey as described in NP-2

The major sample survey to be undertaken in NP-2 will be the Governance Survey. In the Governance Survey, representative samples of individual citizens and of SNA councillors will be asked various questions about their experience with SNAs. The questions will ask about their knowledge of the powers and functions SNAs, their experience with the SNA governance processes, their experience using SNA services, and their satisfaction with the quality of services provided by SNAs. The Governance Survey is designed to track changes in key indexes related to governance such as service delivery, responsiveness, civic engagement, transparency and accountability. The Governance Survey will be conducted three times during the NP-2 period: initially as a baseline survey, a follow-up survey in Year 5, and a final survey in Year 9.

The NP-2 document does not provide a detailed definition of the Governance Index or methodology for the Governance Survey.

Therefore, the basis for design of the NP-2 survey was (1) The NP-2 document; (2) the TOR; (3) literature definitions of good governance and best practice methodologies for measurement of governance based on citizen surveys.

The NP-2 document states that the Governance Index and Service Delivery Index should be based on citizens' perceptions. Based on the TOR and discussions in the Inception Phase, the baseline survey as implemented combines responses from citizens with those from village, Commune/Sangkat Council (CSC), District/Municipality/Khan (DMK) and Capital/Province councillors and officials. However,

⁶ Wording from unofficial translation of the NP-2 document. The translation given in the TOR is slightly different but has the same meaning.

⁷ Wording from the unofficial translation of the NP-2. Again, there are minor differences from the version in the TOR.

responses from citizens and from other groups have been analysed separately and the indexes are constructed using a system of influence weights that give primacy to citizens' views.

2 Methodology of Survey

2.1 Purpose of the Survey

The purpose of the survey is to develop two key strategic indexes, the Governance Index and the Service Delivery Index, to be used as baseline data, focussing on key indicators related to (1) service delivery, (2) responsiveness, (3) civic engagement, (4) transparency and (5) accountability.

The tasks required to accomplish this purpose were elaborated as follows:

1. Develop an agreed definition of the Governance Index and the Service Delivery Index, as well as sub-indexes for each of the five dimensions individually, ensuring that these definitions are appropriate to the context and the policy objectives of the Royal Government of Cambodia (RGC) through the NCDD-S and the NP-2;
2. Develop and agree the method of calculation of the Governance Index and the Service Delivery Index, based on a weighted composite of sub-indexes for each dimension;
3. Develop and agree the survey instruments and the sampling methodology;
4. Conduct the survey and measure and report baseline values for the two main indexes and the five sub-indexes. Various disaggregation of the index values would also be reported, as required by the TOR;
5. Thoroughly document the survey instruments, methodology and analysis to facilitate accurate re-measurement at mid-term and end line surveys; and
6. Provide comments on any limitations to the accuracy of the survey and guidance for follow-up surveys.

2.2 Composition of the Indexes

The Governance Index is designed as the overall index capturing all aspects of governance (that can be measured by the survey). The Service Delivery Index is, therefore, based on a sub-set of indicators directly related to performance and responsiveness in delivery of local services.

The composition of the Governance Index and the Service Delivery Index from the five "dimensions" or sub-indexes is illustrated in Figure 1. The percentage figures in the oval shapes are influence weights, for example, 75% of the value of the Service Delivery Index is based on the Performance Sub-Index and 25% is based on the Responsiveness Sub-Index.

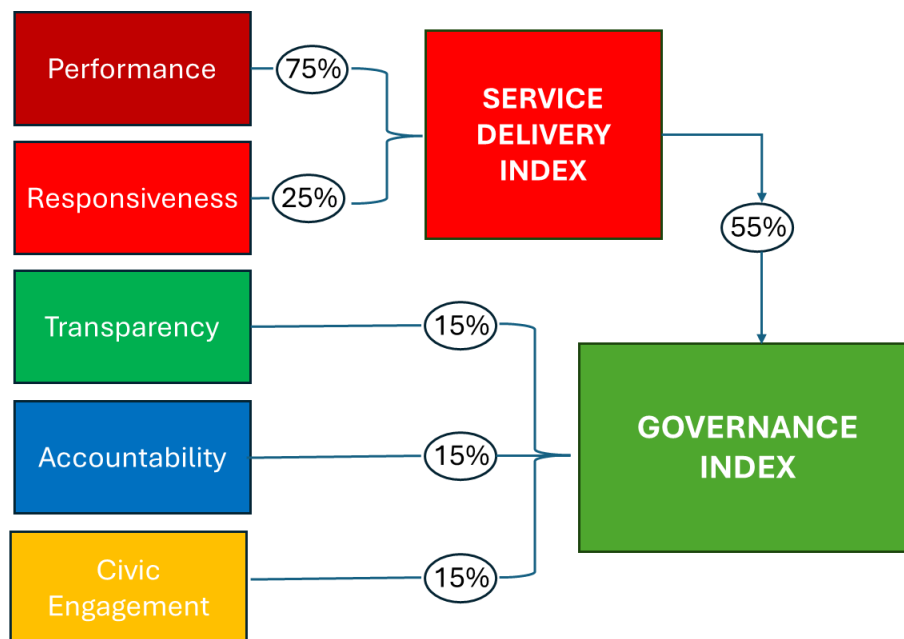


Figure 3: Structure and influence weights of Indexes

2.3 General Principles for Developing the Indexes

The following principles for developing the indexes, sub-indexes, indicators and questions making up the baseline survey were developed and agreed at the Inception Phase.

Principle 1: Measure success as defined by the Government’s policy objectives. Through the NP-2, the Royal Government of Cambodia (RGC) intends to bring the benefits of improved local governance to the citizens. However, the views of RGC on what constitutes good governance and what is practical and appropriate in the Cambodian context, may not fully align with abstract or theoretical criteria that appear in the development literature. The survey forms a key plank of the monitoring and evaluation (M&E) of the NP-2 on behalf of the RGC and is designed to **measure the success of NP-2 in implementing RGC policy**; it is **not** an evaluation of RGC policy.

Principle 2: Give priority to citizens’ perceptions. As defined in the NP-2 document, the Governance Index and Service Delivery Index are primarily indexes of citizens’ perceptions of local governance. Therefore, the responses obtained from citizen questionnaires should carry the most weight. The purpose of the councillor and official questionnaires is not to dilute citizens’ perceptions with those of councillors and officials on the same topics, but, rather, to complement citizens’ perceptions with **additional information** that is not available to the citizens.

Principle 3: Do not assume unreasonable levels of knowledge on the part of citizens. Most citizens, in Cambodia as elsewhere, have a limited knowledge of local government and take an interest only in matters that affect them directly. It is not reasonable to expect citizens to know in detail about the priorities in the local development plan or to have a detailed understanding of the status of meetings they participate in, for example. Conversely, measuring the level of citizens’ knowledge is an important indicator of the transparency of local government (information is shared effectively) and the engagement of citizens (they take an interest in local government matters).

Principle 4: Use time efficiently. Respondents’ time is valuable. The resources available for the survey are limited. Respondents are likely to lose focus if faced with an excessively long and complex questionnaire, leading to loss of accuracy in responses. Therefore, unnecessary questions should be avoided and necessary questions should be no longer than is needed to obtain the key information.

Principle 5: Do not embarrass respondents by asking politically sensitive questions. Experience shows that, when conducting a survey of this type in Cambodia, particularly in rural areas, confidentiality cannot be fully guaranteed. Therefore it is not fair to respondents to ask potentially sensitive questions, and it is not realistic to expect full and honest answers to such questions.

Principle 6: recognise the importance of changing society, including digitalisation. Approaches to participatory governance that were appropriate in the largely rural and agricultural Cambodia of the past, are less relevant now and in the future. Urbanised citizens rarely have time to participate in lengthy planning meetings, for example. On the other hand, digital technology opens new possibilities for SNA to interact with their citizens. Use of digital technology in government will increase rapidly during the period of the NP-2. Therefore, the survey should include forward-looking questions that capture this aspect, even though the progress may be quite limited at the time of the baseline.

2.4 Definition of the Governance Index and Service Delivery Index

The definitions of governance and service delivery adopted for the purpose of this survey is based on the Goal statement and the Objective Statement of the NP-2.

2.5 Sub-Indices and Indicators

2.5.1 Explanation

Measurement of each sub-index corresponding to the five dimensions of the Governance Index (Service Delivery, Responsiveness, Civic Engagement, Transparency and Accountability) was based on a set of indicators. These indicators were defined in narrative form (i.e. it says in words what the indicator measures, it is not a full description of an indicator with units of measurement as would be found in a log frame). In turn, these “narrative indicators” were measured based on responses to questions in the citizen and councillor questionnaires. A full list of indicators including associated questions and question weights is presented as Appendix 1.

With one exception (explained in section 3.4.3 on the Responsiveness sub-index) all indicators used to calculate the five main sub-indexes were based either on responses obtained from respondents in the citizen sample group or from a composite of responses obtained from village, CS, DMK and CP sample groups (with equal weight accorded to each of these four groups in calculating the indicator).

Two additional indexes, on quality of internal relationships within and between sub-national administrations, and the quality and effectiveness of support provided to the SNA from the Local Councils Associations (the Municipality, District, Commune, Sangkat Council Association and the Capital / Province Association) were measured for information and for comparison with the results of the NP-1 survey. These additional measures are not included in the calculation of the Governance Index.

Figure 2 illustrates the overall scheme of composition of the indexes from the different respondent groups. The percentage figures in the oval shapes are the influence weights; for example, 67% of the value of the Performance sub-index is based on indicators measured from citizens’ responses, and 33% is based on indicators measured from SNA councillors and officials’ responses.

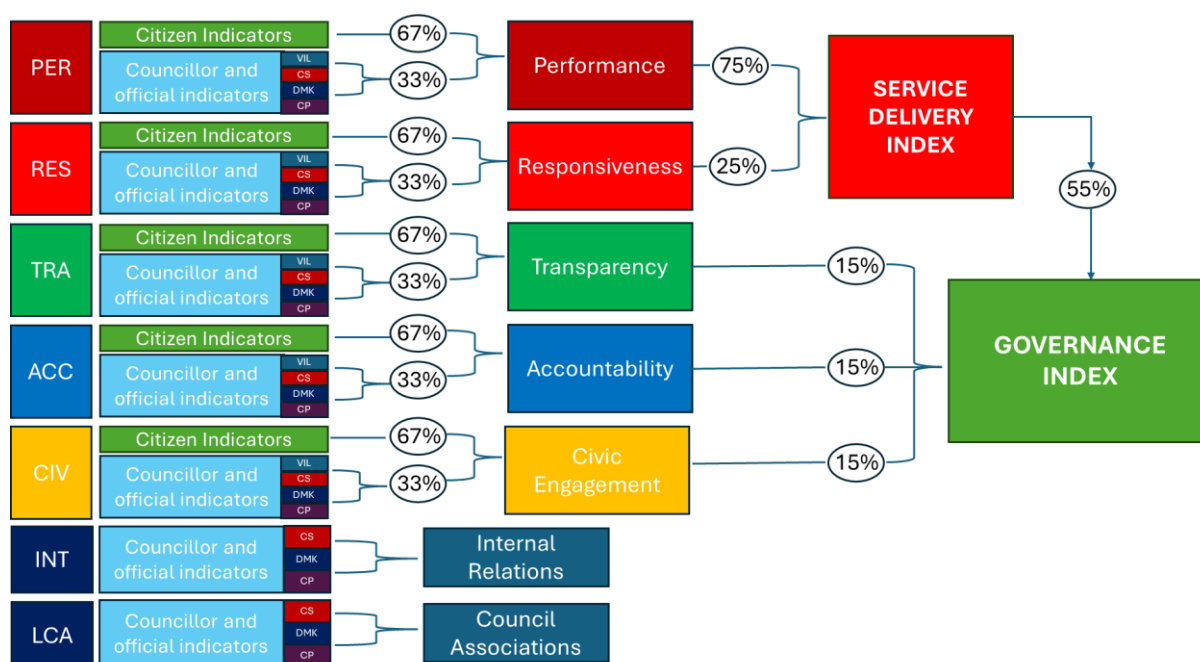


Figure 4: Composition of sub-indexes from indicators

The set of indicators used to measure each sub-index is presented in the following sections. Details of the composition of each indicator from survey question responses can be found in Appendix 1.

2.5.2 Performance Sub-Index

Definition: For the purpose of this survey, Performance was defined as the extent to which *citizens and local communities have access to high quality public services and administrative services, based on improved capacity and resources of sub-national administrations.*

The Performance sub-index was measured primarily based on citizens' perceptions of the public services they have access to in their local communities.

Citizens were not asked to distinguish between services delivered at different levels (national, CP, DMK, CS) because:

1. Ordinary citizens are unlikely to be clear about which level is responsible for which service, and many services are delivered by more than one level anyway; and
2. The purpose of the NP-2 is to improve local services by transferring delivery responsibilities to lower levels. Taking the example of a service that is delivered centrally in 2024, but will be delivered from DMK level in 2030, the appropriate baseline for service delivery quality is the centrally delivered service (before decentralisation) not service delivery by the SNA which has not yet begun.

Citizens were not asked about a comprehensive list of all services. Questions were restricted to a list of key services that most citizens are expected to have experience of accessing and to be able to express an opinion on. This is appropriate as the purpose is to construct an index to measure improvement of service delivery over time, not to evaluate each service separately. The services included were those that are of broadly equal importance in all types of SNA area (so, for example, questions on agriculture and irrigation services were not included as these would not be relevant in urban areas) and services that are used directly by citizens (so environmental services were not included, except for waste

management). Two sub-lists of services were agreed with NCDD-S, first “general public services” accessed within communities, and second “administrative services” usually accessed via a visit to an SNA office. The lists agreed with NCDD-S are shown in Box 2.

Box 2: Closed Lists of Services Included in Assessment

<u>Proposed List of General Public Services</u>	<u>List of Administrative Services</u>
Roads and bridges	Civil Registration (birth marriage, death)
Education (schools)	Issue, change or transfer a land title
Health Service	Solve a dispute with a neighbour
Keep good public safety and security	Register a business
Drinking water supplies	Get permission to build or repair a house
Electricity supplies	Certify a Personal Document
Provide services for women and children	
Provide support for people who are poor or who need help (for example, disabled people)	

Three indicators were used to assess the quality of service delivery performance:

- PER-I: **Citizens** are satisfied with the quality of key public services available to their communities;
- PER-II: **Citizens** are satisfied with their experience of accessing services through SNA offices; and
- PER-III: **Councillors and officials** are satisfied that SNA have sufficient capacity and resources to deliver high quality public and administrative services.

2.5.3 Responsiveness Sub-Index

Definition: for the purposes of this survey, responsiveness was defined as meaning that *Sub-national administrations understand and make every effort to respond to the needs and priorities of local citizens, so that citizens’ priorities are a key consideration in planning, budgeting and delivery of local services.*

UN-DESA⁸ states that “Responsive public governance requires responding efficiently and effectively to people’s real needs. This entails a resolve to anchor policies, strategies, programmes, activities and resources, taking into account people’s expectations with particular attention paid to local variations and ambitions.” In this view, responsiveness requires understanding the needs and priorities of citizens and attempting to satisfy them. Services planned and delivered top-down, without regard to citizens’ preferences, might be high quality but they would not be responsive. A genuine attempt to provide services that are strongly demanded by the citizens could be responsive even if the resulting services are not high quality (for other reasons).

It is noted that this approach to measuring responsiveness is much broader than the approach used in the NP-1 surveys (though those surveys also measured “policy alignment”, meaning the match between SNA priorities and those of citizens).

For the NP-2 survey, three indicators were used to assess the responsiveness of SNA to citizens’ needs and priorities:

- RES-I: **Citizen’s** priorities for improved services are similar to the priorities of the SNA;
- RES-II: **Citizens** feel that SNA know the citizens’ needs and priorities and try to satisfy them; and

⁸ UN-Department of Economic and Social Affairs (2015). Responsive and Accountable Public Governance (2015 World Public Sector Report).

- RES-III: **Councillors and officials** believe that citizens' priorities are most important in planning and budgeting decisions.

The procedure used to calculate indicator RES-I was to rank the list of general public services (Box 2) according to the priorities expressed by the citizens. A similar ranking of priorities was obtained from the priorities expressed by councillors and officials. The correlation between these two rankings (expressed as a coefficient of correlation) was used as the measure of similarity between citizens' priorities and those of the SNA. Therefore, this was the only indicator that was measured by combining citizens' responses with those of councillors and officials.

2.5.4 Transparency Sub-Index

Definition: the Transparency Sub-Index was designed to measure the extent to which *Sub-national administrations recognise the right of citizens to information and are pro-active in sharing information openly with citizens. This includes information on the structure and processes of local governance, on development plans, budgets, budget execution and results achieved, on citizens' rights to receive services and on pricing of local administrative services.*

Armstrong (2005)⁹ defines transparency in public services as “*unfettered access by the public to timely and reliable information on decisions and performance in the public sector*”.

The NP-1 survey focussed on the outcomes of citizens' active attempts to access information from the SNAs. However, the reality is that most citizens, most of the time, do not ask for information from the SNA. Therefore a broader measure of transparency was adopted, taking into account the actual level of citizens' knowledge, beliefs about citizens' rights to information, and the attitudes, practices and beliefs of councillors and officials on a range of matters relating to sharing information with citizens.

Five indicators were developed based on this approach, as follows:

- TRA-I: **Citizens** have a good basic knowledge of the structure and roles of the SNA;
- TRA-II: **Citizens** believe that they have a right to be informed about the work of the SNA;
- TRA-III: **Citizens** believe that SNA services are priced transparently and citizens pay the correct price for services;
- TRA-IV: **Councillors and officials** have a positive attitude to transparency; and
- TRA-V: **Councillors and officials** report a pro-active approach to dissemination of information.

2.5.5 Accountability Sub-Index

Definition. The accountability sub-index is designed to measure the extent to which *Sub-national administrations are accountable for their actions and the results they achieve. Accountability includes democratic accountability to the local electorate as a whole, legal and administrative accountability for the actions of individual councillors and officials and an effective mechanism for redressing specific grievances of individual citizens.*

Other measures of accountability in use in Cambodia are different in scope and purpose. In particular, the Social Accountability programme measures of accountability take into account aspects which are considered within other indexes (transparency, service delivery) in this survey. Therefore, direct comparisons are not possible and differences between accountability as measured here, and

⁹ Armstrong, Elia (2005): Integrity, Transparency and Accountability in Public Administration: Recent Trends, Regional and International Developments and Emerging Issues (United Nations).

accountability as measured in the Social Accountability programme, are not evidence of error or inconsistency in either case. The two measures are defined differently and serve different purposes.

Accountability refers to *the obligation on the part of public officials to report on the usage of public resources and answerability for failing to meet stated performance objectives* (Armstrong 2005)¹⁰. The report of the 2016 NP-1 survey defines accountability as *“the obligation of power-holders to answer for their actions, to an authority that may impose a penalty for failure.”* Therefore, aspects of accountability include the ability of citizens to obtain redress for specific grievances, the ability of citizens to sanction poor performance through elections and the potential for councillors and officials to experience administrative or legal sanctions for wrong-doing.

Based on this understanding of accountability, and of an assessment of the aspects that could be meaningfully measured in a survey of this type, six narrative indicators were developed:

- ACC-I: **Citizens** believe that they have the ability to complain if they are not satisfied with the performance of the SNA, and their complaints will be received and properly addressed;
- ACC-II: **Citizens** believe that their votes at elections can effectively sanction poor performance by the SNA;
- ACC-III: **Citizens** believe that SNA officials and councillors will be punished if they perform the jobs badly or break the law;
- ACC-IV: **Councillors** and officials report that there is an effective complaints handling mechanism;
- ACC-V: **Councillors and officials** say that they are strongly influenced by the need to attract votes in future elections;
- ACC-VI: **Councillors and officials** say that they will be punished if they perform their jobs badly or break the law.

2.5.6 Civic Engagement Sub-Index

Definition: The Civic Engagement Sub-Index measures the extent to which *Sub-national administrations facilitate and encourage citizens to take an active role in local governance and local development, through opportunities for participate directly in setting development priorities and monitoring achievements, and through active membership of community-based organisations, particularly those with a local development focus.*

UN-DESA¹¹ defines three building blocks of citizen engagement that governments can provide: 1) giving access to information to citizens, 2) initiating consultation with citizens to solicit feedback on issues that might concern them, and 3) engaging citizens in decision-making, more integrally, interactively and jointly with itself and other relevant actors. This approach is broadly consistent with the approach of the NP-1 surveys which measured civic engagement in terms of citizens’ participation in meetings (e.g. planning meetings, Council meetings etc) and citizens’ participation in civil society organisations.

Eight indicators were used to assess the level of civic engagement:

- CIV-I: **Citizens** actively engage with SNA on governance and local development issues;
- CIV-II: **Citizens** are satisfied with their experience of engaging with SNA;
- CIV-III: **Citizens** participate in community organisations;

¹⁰ Armstrong, Elia (2005): Integrity, Transparency and Accountability in Public Administration: Recent Trends, Regional and International Developments and Emerging Issues (United Nations).

¹¹ UN-Department of Economic and Social Affairs (2015). Responsive and Accountable Public Governance (2015 World Public Sector Report).

- CIV-IV: **Citizens** believe that SNA cooperate effectively with community organisations;
- CIV-V: **Councillors and officials** actively seek the opinions of citizens through formal and informal means;
- CIV-VI: **Councillors and officials** have a positive view of citizen participation;
- CIV-VII: **Councillors and officials** have a positive view of SNA cooperation with CSOs; and
- CIV-VIII: **Councillors and officials** adopt digital technology to facilitate civic engagement.

2.5.7 Internal Governance

Construction of the indicators of internal governance integrated some important assumptions that may not always hold good in the “real world” of policy-making. These assumptions include:

- Increased autonomy of lower-level SNA from higher levels, and of SNA from national government, is “good”, i.e. a positive measure of internal governance;
- Broadly, legislative and policy-making powers should rest with the Councils rather than with the non-elected Board of Governors and administrative officials, whose function is execution of Council decisions.

Therefore, the following four indicators were adopted for measurement of the quality of internal governance:

- INT-I: **Councillors and officials** assess that lower-level SNA receive appropriate support from higher level SNA and national agencies;
- INT-II: **Councillors and officials** assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;
- INT-III: **Councillors and officials** assess that the D/M/K Council is effective in setting strategic direction and providing oversight for the operations of the Board of Governors;
- INT-IV: **Councillors and officials** assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.

2.6 Local Councils Associations

The following indicators were evaluated to develop the index for Local Councils Associations (LCA):

- LCA-I: **Commune / Sangkat Councillors and District / Municipal / Khan Councillors and officials** consider the Municipality, District, Commune, Sangkat Association to be important and effective
- LCA-II: **Provincial Councillors and officials** consider the Capital/ Province Association to be important and effective

2.7 Normalisation

All survey results used in calculation of indicators, sub-indexes and indexes were converted into values ranging from 1 (representing the “best” or the responses most aligned with the principles of democratic sub-national governance) to 0 (“worst”). A range of methods was used to normalise raw question responses. Binary (yes/no) questions were simply scored as 1 or 0. Questions with a range of responses (for example, questions structured as “Lickert scales” with five response options ranging from “strongly disagree” to “strongly agree” were scored 0, 0.25, 0.5, 0.75, 1.0). The full scheme of normalisation of responses for each question is presented in Appendix 2.

For questions consisting of a number of parts, each part was assigned a weight (equal in most cases, e.g. if the question has five parts, each part was assigned weight 0.2) and a question score for each

respondent was calculated as the sum of the normalised response multiplied by the weight for each part-question.

In a similar way, indicators were calculated as the sum of question score multiplied by the weight assigned to each question in composition of the indicator, and sub-indexes were calculated as the sum of indicator scores multiplied by the weight assigned to each indicator in composition of the sub-index.

2.8 Weighting of Indicators

Indicator values were combined to calculate sub-indexes using weights which were subjectively chosen (i.e. the weight reflects a judgement of the relative importance of each indicator in calculating the sub-index value).

In the same way, question scores were combined to calculate indicator values using selected weights in the same way.

Key principles observed in selection of the weights included:

- In calculation of each sub-index, two-thirds of the sub-index value is based on citizen responses and one-third is based on responses of councillors and officials;
- For indicators based on responses of councillors and officials, responses from each level were assigned equal weight in calculating the indicator;
- The importance of any particular topic in calculating the index value is not influenced by the number of questions used to assess the topic (i.e. if there are two or three questions addressing a similar topic, each question will have less weight than if only one question is used for the topic);
- In some cases, some questions or indicators were assessed as being more important than others and so were assigned higher weights.

This exercise is inevitably subjective and it may be validly considered that some weights should have been higher or lower than those assigned. However, the following points should be noted:

- There is no fully objective way of combining the responses from the five different sample groups into single values for sub-indexes and indexes. For example, if an index were calculated as a simple average of all indicator values, that would amount to a subjective decision to assign equal weights to all indicators, and is no more “objective” than any other scheme;
- The weighting system used is transparent and can readily be studied and understood. The reasoning behind selection of the various weights is quite simple in most cases;
- The weighting system can be revised at the follow-up survey stage. **However, in that case, it is essential that the results of this baseline survey are retroactively re-calculated using a new set of weights, so as to form a valid basis of comparison.** The data analysis models are designed to facilitate easy adjustment of the weights.

The full scheme of weighting questions and indicators is presented in Appendix 1 and Appendix 2. For illustration of the method, the composition of the Responsiveness sub-index based on question scores and indicators, with associated weights, is represented in Figure 5.

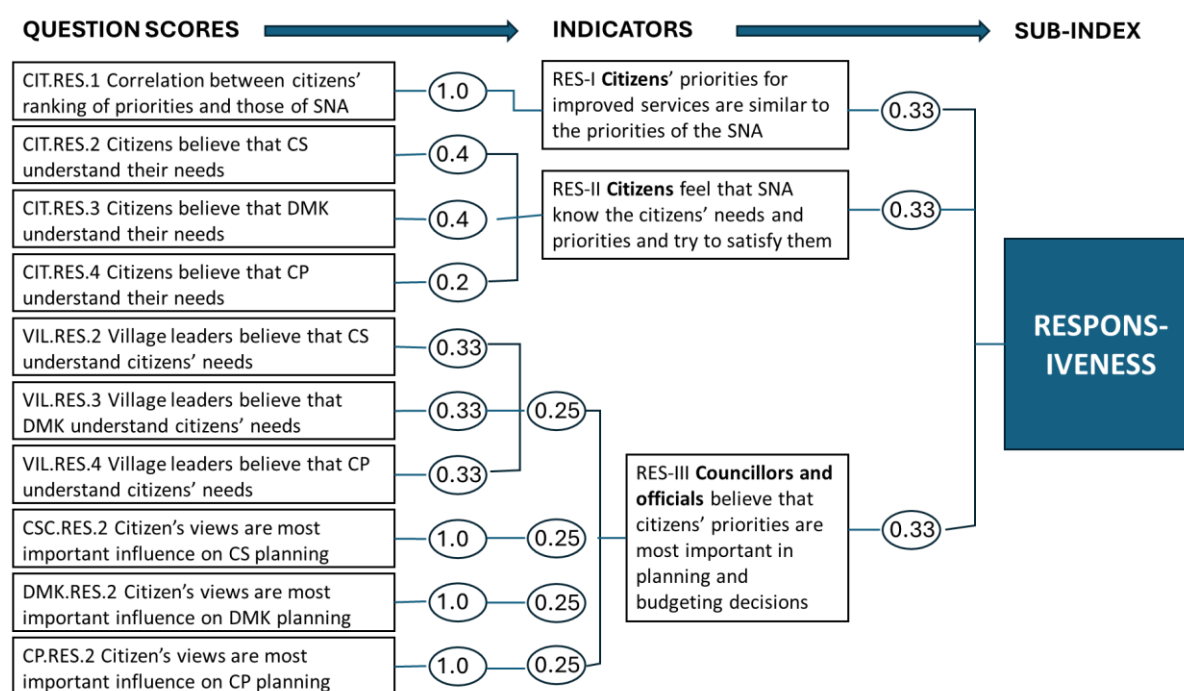


Figure 5: Composition of Responsiveness Sub-Index with question and indicator weights

2.9 Interpretation of Scores

All survey responses used in composition of the governance index are normalised and reported as values between 0 (least good) and 1 (best). These normalised values are reported at the question, indicator, sub-index and index levels.

The absolute value of these scores is less important than change over time. Therefore, the key "result" will be a significant improvement of scores measured at the follow-up survey, compared to baseline scores. To aid in assessment of statistical significance, 95% confidence intervals are estimated for each score (see Section 3.15). In simple terms, a follow-up value that is higher than the upper limit of the baseline 95% confidence range will indicate improvement with a high level of confidence.

In general terms, a high baseline value for a question, indicator or sub-index indicates a satisfactory level of achievement, while a low value may indicate an aspect of governance where additional effort is needed. These comparisons are not exact (it cannot be definitely stated that a score of 0.63 for transparency is "better" than a score of 0.62 for responsiveness, for example).

However, the distribution of scores can be used as an approximate measure of satisfactory or unsatisfactory scores. For this purpose, the distribution of normalised question scores was analysed and distributed approximately into five equal ranges (quintiles), as illustrated in Table 1. These five ranges have been labelled as "Weak", "Somewhat weak", "somewhat satisfactory", "Satisfactory" and "Highly satisfactory" and these terms are used in discussing the survey results in Section 6 below. However, it is important to treat these labels with some caution, as the normalised score for any question may be influenced by factors that are outside the control of the SNA or the NP-2.

Table 2: Definition of score descriptors based on distribution of normalised question scores

Range	# Questions	%	Descriptor
Up to 0.4	28	21%	Weak
Above 0.4 and less than 0.58	26	19%	Somewhat weak

Above 0.58 and less than 0.7	27	20%	Moderate
Above 0.7 and less than 0.78	26	19%	Strong
Above 0.78	28	21%	Very Strong
TOTALS	135	100%	

2.10 Disaggregation of Results

The Governance Index and the Service Delivery Index, as required for the evaluation of the NP-2 are aggregate national values.

Sampling was explicitly designed to gender-balanced and representative for rural and urban areas, geographic zones (taken to mean the conventional assignment of provinces to lowland, Tonle Sap, coastal and highland zones) and provinces.

Therefore, for additional information, results are reported with disaggregation by gender (at question score level only), rural / urban, and geographic zone. Indicator scores are disaggregated in text tables, while disaggregation of question scores is presented in Appendix 4. In addition, Appendix 5 presents citizen's responses disaggregated for households having a member who has a disability, households with ID-Poor cards, respondents identifying as members of an Indigenous People, and respondents below 30 years old. In addition, tabulation of indicators by Province is provided. Important observations derived from this disaggregation are reported and discussed in Section 5.

Any disaggregation will inevitably reduce the statistical power of the analysis because of the reduced sample size (see Box 3 for a simple explanation of this).

Box 3: Quick Explanation of Standard Error, Confidence Interval and statistical power.

Standard error (S.E.) is a standard measure of the expected difference between an average value measured for a sample, and the "true" average we would measure if we surveyed the whole population. We use the standard error to estimate the 95% confidence interval, meaning, approximately, that we are confident that the "true" average value is within that range.

- **Lower bound** of 95% confidence range = measured value – 1.96 x S.E.
- **Upper bound** of 95% confidence range = [measured value] + 1.96 x S.E.

S.E. is calculated as the standard deviation (σ) minus the square root of the sample size (n)

$$SE = \frac{\sigma}{\sqrt{n}}$$

Therefore, a larger sample size results in a more accurate measurement (increased statistical power). Note that it is the **absolute size** of the sample that matters, it is not related to the % of the population sampled.

In particular, it must be noted that Provincial sample sizes and, more importantly, actual number of valid responses obtained for each question in each Province, are very small. Therefore, apparent differences between Provinces should be treated with care.

2.11 Sampling

Sampling was based on selection of sub-samples in all 25 Capital / Province areas and in 92 out of 211 DMK (treated as primary sampling units). Within each DMK, two CS were selected and within each CS, two villages and five citizens per village. The target number of respondents in each sample group is shown in Table in Table 2.

Table 3: Sub-Sample sizes agreed at Inception

Sample Type	Unit	# Units	Sample Size /		Sample Size in TOR
			Unit	Total	
Capital / Province (CP) Councils	CP	25	2	50	0
CP Board of Governors	CP	25	1	25	0
District / Municipality / Khan (DMK) Council	DMK	96	4	384	856
DMK Board of Governors	DMK	96	1	96	0
DMK Officials	DMK	96	3	288	800
Commune / Sangkat (CS) Councils	CS	192	4	768	1,041
Village Leaders	Village	384	1	384	0
Citizens	Village	384	5	1,920	1,189
				3,915	3,886

Sampling was based on including Phnom Penh Capital and all 24 Provinces, with a mix of urban (Municipality) and rural (District) DMK administrations in all Provinces except for Pailin and Kep, for which one DMK administration (of two) was sampled in each case. Most Provinces contain only one Municipality (i.e. the Provincial capital) so these were automatically selected, and this principle was extended to include the only two Municipalities that were not Provincial capitals at the time¹² (Bavet and Poipet). Therefore, the target sample of 96 DMK administrations comprised six Khan, 24 pre-selected Municipalities and 66 Districts which were randomly selected from the list of Districts (District and Municipality in the cases of Pailin and Kep) in each Province. The distribution of the resulting sample is shown in Table 3.

Table 4: Rule for Selection of DMK level Sampling Units

Type	Sampling Rule	Distribution by Provinces	#
Khan	6	Phnom Penh	6
Municipality	All	22 Provincial Capitals plus Bavet and Poipet	24
Rural District	4 per Province	Battambang, Kandal, Prey Veng and Siem Reap	16
	3 per Province	Banteay Meanchey, Kampong Cham Kampong Chhnang, Kampong Speu, Kampong Thom, Kampot, Kratie, Preah Vihear, Pursat, Ratanakiri, Takeo and Tbong Khmom	36
	2 per Province	Koh Kong, Mondulakiri, Otdar Meanchey Sihanoukville, Stung Treng, and Svay Rieng	12
Special Units	1 unit each	Kep and Pailin	2
ALL			96

The sampling strategy resulted in a roughly equal sampling ratio of DMK across Provinces (Table 4) and across geographic zones (Table 4).

Table 5: Sampling Frequency of DMK by Province

GIS	Province	# DMK	Zone	Sampling Units			% DMK
				Urban	Rural	Total	
1	Banteay Meanchey	9	TS	2	3	5	56%
2	Battambang	14	TS	1	4	5	36%
3	Kampong Cham	10	L	1	3	4	40%
4	Kampong Chhnang	8	TS	1	3	4	50%
5	Kampong Speu	9	H	1	3	4	44%
6	Kampong Thom	9	H	1	3	4	44%
7	Kampot	9	C	1	3	4	44%
8	Kandal	13	L	1	4	5	38%
9	Koh Kong	7	C	1	2	3	43%
10	Kracheh	7	H	1	3	4	57%
11	Mondul Kiri	5	H	1	2	3	60%
12	Phnom Penh	14	L	6	0	6	43%
13	Preah Vihear	8	H	1	3	4	50%
14	Prey Veng	13	L	1	4	5	38%
15	Pursat	7	TS	1	3	4	57%
16	Ratanak Kiri	9	H	1	3	4	44%
17	Siem Reap	12	TS	1	4	5	42%

¹² During the period when sampling was finalised, the Government announced the conversion of a number of Districts to create additional Municipalities. It was agreed to base sampling on the list of SNA existing before this adjustment.

GIS	Province	# DMK	Zone	Sampling Units			% DMK
				Urban	Rural	Total	
18	Preah Sihanouk	5	C	1	2	3	60%
19	Stung Treng	6	H	1	2	3	50%
20	Svay Rieng	8	L	2	2	4	50%
21	Takeo	10	L	1	3	4	40%
22	Otdar Meanchey	5	H	1	2	3	60%
23	Kep	2	C	1	0	1	50%
24	Pailin	2	H	1	0	1	50%
25	Tboung Khmum	7	L	1	3	4	57%
ALL		208		32	64	96	46%

Table 6: Sampling Frequency of DMK by Zone

Zone	#DMK	Sampling Units			% of DMK
		Urban	Rural	Total	
Lowland (L)	75	13	19	32	43%
Tonle Sap (TS)	59	7	20	27	46%
Highland (H)	51	8	18	26	51%
Coastal (C)	23	4	7	11	48%

Sampling was conducted based on sampling frames consisting of lists of SNA at each level (CP, DMK, CS, villages), using a list provided by NCDD-S. A simple algorithm was executed in MS Excel to randomise the order of sampling units in each sampling sub-frame. Then, units were selected from the top of the randomised list until the desired number was obtained. This sampling model, including instructions, has been provided to NCDD-S for future reference.

For example, Banteay Meanchey Province has 7 rural Districts of which three were sampled. Therefore, the 7 Districts were listed in random order and the Districts appearing first, second and third on the list were selected.

- **First Stage sampling:** Random selection of rural Districts in each Province, and random selection of 6 Khan in Phnom Penh. All 24 Municipalities were automatically included in the first stage sample.
- **Second Stage sampling:** Random selection of two CS in each first-stage sampling unit.
- **Third Stage:** Random selection of two villages in each CS.

For citizen sampling, five households were randomly selected in each survey village, with one respondent interviewed in each sample household. The intention was to interview relatively senior household members who were likely to be responsible for interactions with local authorities on behalf of the household, it was not the intention to obtain a random sample of all household members. To achieve gender balance, in each CS, 3 men and 2 women were interviewed in one village, and 2 men and 3 women in the other village.

Sampling of Councillors and of administration officials was designed to obtain a random sample while achieving a near-balance between genders (men substantially outnumber women on the Councils). The procedure used was to list all Councillors in the selected C/S, D/M/K or C/P Council in random order. For C/S and D/M/K, the first two female Councillors and the first two male Councillors appearing on the list were selected. If the Council has less than two female Councillors, three or four male Councillors were selected. For C/P, the first female and the first male Councillor appearing on the list were selected, unless there was no female Councillor, in which case two male Councillors were selected.

Councillors were selected in advance of the survey date so that they can be invited to attend the Council office for interview.

No distinction was made between the Council chair and other Councillors in sampling.

A similar procedure was adopted for sampling of DMK administrative officials.

It was considered that random sampling from members of the Boards of Governors (CP and DMK) and members of the village leadership would be impractical. First, the Governor might be offended if not selected, and second, if selected, the Governor would be very likely to delegate the task to a deputy Governor anyway. Therefore, each Board of Governors was requested to nominate one member for interview. A similar process was used to select village leaders for interview.

Due to the different size sample populations at each level (number of households per village, number of villages per CS, etc) the probability of any household, village, CS or DMK being selected was subject to considerable variation. This was corrected by the use of sampling weights (the inverse of the probability of selection) at the analysis stage, though in practice the application of these weights made only very minor differences to results obtained (see Section 6).

2.12 Design of Questionnaires

Questionnaire designed and development was carried out through a fully participatory process between NCDDDS key personnel and ASKL experts at meetings conducted in Oct-Nov 2024. One questionnaire was developed for each level (Citizens, Village, CS, DMK and CP). Therefore, the same questionnaire was used for interview of Councillors, Board of Governors and administrative officials at DMK level.

Questionnaires were designed with a target of 45 minutes per interview, to facilitate efficient completion of the survey but also because citizens' time is valuable to them. Therefore, the questionnaires were designed to focus on obtaining key information only in a clear and time-efficient manner.

Each questionnaire followed a standard format which is similar to the format used in the NP-1 surveys. Questionnaires were divided into sections corresponding to the sub-indexes as follows:

1. Demographic information (this will be very brief, only sufficient to provide very simple profile data on the respondent);
2. Transparency questions – these are placed first because, for citizens, this section began by exploring the respondent's knowledge and understanding of the sub-national governance system);
3. Service Delivery performance questions;
4. Responsiveness Questions;
5. Accountability Questions;
6. Civic Engagement Questions;
7. Internal Governance questions (CS, DMK and CP levels)
8. Local Councils Associations questions (CS, DMK and CP levels).

All questions were "closed". In most cases the respondent was offered a list of responses to select from. In a few cases, the respondent was free to make any response but the enumerator would then choose the closest matching response from a list.

Questionnaires were developed in Khmer and English language versions and rigorously cross-checked.

The questionnaires were digitalised using the Kobo Toolbox application and data were uploaded and consolidated in an Excel workbook on a daily basis. The Excel data was then copied into SPSS data files for analysis.

Questionnaires were rigorously tested through a two-stage process. In the first stage, role-play testing was carried out by dividing the trainee enumerator group into enumerators and respondents during training on 28-29 November 2024. Initial revisions for clarity of questions were made following that exercise. In the second stage, testing was conducted during the first week of field data collection in six provinces during the beginning of enumerators' deployment in 2nd week of December 2024. Feedback was collected from all enumerators and six field supervisors for data quality control team to make changes on Kobo Toolbox.

Questionnaires are provided as Appendix 7.

2.13 Data Collection

The survey teams consisted of six groups with one team leader and six enumerators in each group. Training of enumerators was conducted on 28th and 29th November 2024.

One survey group was assigned to survey five Capital / Province areas, with 15 – 18 DMKs depending on the number sampled in each Province. As explained above, two CS administrations were sampled in each DMK with two villages per CS and five citizens per village.

There was minor variation between the target sample numbers and the final sample numbers, as reported in Table 6. These variations arose from challenges such as non-availability of sampled SNA respondents or, in one case, inaccessibility of a village due to a storm. In a few cases, village chiefs for the target villages were not available and village leaders from nearby villages were substituted.

Table 7: Target and actual sample sizes

Type	# units	Target Sample Size /Unit	Total Sample	Actual
Capital/ Province	25	2	50	50
Capital/Province BoG	25	1	25	25
DMK Council	96	4	384	385
DMK BoG	96	1	96	97
DMK Official	96	3	288	285
CS Council	192	4	768	764
Village Leaders	384	1	384	384
Citizens	384	5	1920	1918
Total			3915	3908

Sampling was conducted as described in Section 3. However, selection of SNA informants was informed by consultation with SNA officials. This procedure led to a higher proportion of informants in senior positions (e.g. Council Chairs, administration Directors) than would have been expected from purely random selection.

Data collection was by tablets, using the Kobo Toolbox application. Data were uploaded to a central data store each evening and were checked, cleaned and consolidated in real time.

Data quality assurance comprised:

- A Telegram Group named “NP-GOV Survey-2024_Enumerators” including 6 sub-groups of enumerators established for communication, monitoring and support of data collection;
- A Telegram Group named “NP-GOV Survey Team Leader” was created to communicate between the six enumerator supervisors and ASKL, NCDDS Key Personnel. The communication was very useful in solving all field challenges and addressing questions in a timely manner;
- Each group of enumerators reported results of their work in the established Telegram on a daily basis for review and comment;

- Monitoring by supervisors, who backstopped the enumerators directly during data collection and entry;
- Support from the advisory team, dealing with issues relating to data collection and making decisions on delays, rescheduling, substitution of respondents when the intended sample was not available, and providing clarifications as needed;
- Field visits by advisers/data quality control team to check progress and monitor quality of the process.

Data collection began on 8th December 2024 and was completed by 3rd of January 2025, a period of 27 days of fieldwork. During this intensive data collection period, NCDDs key personnel provided assistance in terms of facilitation with SNAs for scheduling while ASKL Operation Manager and Adm./Finance officer solved all issues related to logistics, communication and transportation.

2.14 Data cleaning and analysis

Data were transferred to the SPSS file for analysis and were subjected to standard data cleaning procedures to eliminate errors.

Analysis included calculation and reporting of confidence intervals for all data points and calculated indicators, based on standard statistical methods.

Results, comprising the component indicators and weighted composite values of the Governance and Service Delivery indices, have been disaggregated by geographic area, respondent type, gender, and type of area. Depending on statistical analysis, it may be found that disaggregation results in high standard error values for some statistics; if so, this matter will be discussed with NCDD-S before final reporting.

Data analysis was conducted through the following sequential steps:

1. Handling no-response codes. For most questions, no-response was recorded as a null value, meaning that it would be ignored in calculation of mean values. However, for some questions as appropriate, no-response was treated as equivalent to a negative response. This is clarified in Appendix 2.
2. Normalise all responses to a range from 0 to 1, with high values positive;
3. Apply weights to part-questions to calculate question scores per respondent and per question;
4. Using question weights and sampling weights, calculate weighted mean question score values (the weighted mean question score is the sum of (sampling weight x normalised score x question weight) divided by sum of (sampling weight x question weight) across all respondents, or across a sub-set of respondents filtered according to disaggregation parameters).

The following steps were then performed on question scores for the whole sample or for a disaggregated sub-sample as applicable:

5. Apply weights to question values to calculate indicator values;
6. Apply weights to indicator values to calculate sub-index values;
7. Apply weights to sub-index values to calculate index values.

2.15 Calculation of standard errors and confidence intervals

Confidence intervals should be interpreted as meaning the range that, with 95% certainty, includes the true value of a normalised score, i.e. the value that would be measured if the entire population were

included in the survey. If the follow-up survey measures a value within that range, we cannot confidently state that the true value has changed, as the variation may be due to sampling error. However, if the follow-up survey measures a value outside the 95% confidence interval range, we can state that a statistically significant change has occurred.

Confidence intervals for question scores have been determined by calculating the weighted standard error value for all valid responses for each question, using the standard assumption of a normal distribution. The 95% confidence interval is then calculated as 1.96 standard errors above or below the measured value. This method was used to calculate and report standard errors for all question scores and for indicator scores (i.e. an indicator value was calculated for each respondent and the value reported is the weighted standard error of these values). For indicators measured by combining data from for the four SNA sample groups (village, CS, DMK, CP) the average value is reported.

Calculation of confidence intervals for the sub-index and index values is more difficult as the indexes are calculated by combining data from several sample groups. To overcome this problem and provide an approximate value of confidence intervals for the sub-indexes and indexes, a simple version of a Monte Carlo sampling procedure¹³ was employed. A set of 100 sub-samples each consisting of 40 DMK (with their CSC, villages and citizens) plus 10 CP was drawn from the full sample. The sub-samples were drawn with replacement so one DMK or CP could be included in the sample once or more than once. Sub-index and index values were calculated for each sub-sample. This procedure was repeated with 100 sub-samples drawn from the main sample in the same way. The standard deviation of the set of index values was then taken as the estimated standard error for the whole sample. This is an approximate but reasonable estimation of the expected variation of the index and sub-index values due to sampling error. The method is slightly conservative as it is based on sub-samples 40% as large as the actual sample. There is no need to repeat this procedure at follow-up – the reported values should be used to assess the statistical significance of changes from the baseline.

3 Characteristics of the Sample

3.1 Citizen sample

Citizen respondents were asked a limited number of questions regarding themselves and the circumstances of their household, focusing on information of direct relevance to the survey. Summary demographic data for the 1,918 citizen respondents is presented as Table 7.

Table 8: Demographic characteristics of citizen sample

SAMPLE GROUP	GENDER			AVERAGE AGE	ID-POOR	INDIG- ENOUS	HH MEMBER WITH DISABILITY
	ALL	FEMALE	MALE				
Whole Sample	1,918	52%	48%	48	19%	8%	11%
Urban Areas	646	52%	48%	51	19%	4%	12%
Rural Areas	1,272	52%	48%	46	19%	10%	11%
Phnom Penh Capital	120	55%	45%	55	23%	1%	7%
Lowland Provinces	522	54%	46%	51	15%	1%	14%
Tonle Sap Provinces	461	49%	51%	44	23%	1%	10%
Upland Provinces	600	54%	46%	46	18%	21%	12%
Coastal Provinces	215	50%	50%	50	22%	8%	7%

Respondents were mainly senior members of the household, with slightly more women than men being interviewed. Overall, 19% of respondent households were registered as poor (holding ID-Poor card). Households were also asked to assess their relative wealth compared to others in their

¹³ TH Wonnacot and RJ Wonnacot (1990) Introductory Statistics, 5th edition – page 218.

community; on this measure, 25% of households considered themselves to be poorer than most households in the community (though not all ID-Poor households considered themselves in this category). Eight percent (8%) of respondents identified themselves as a member of an indigenous minority group, which is somewhat higher than the proportion in the national population, perhaps reflecting higher sampling probability in areas with low population density. Eleven percent (11%) of households included a household member with a disability.

Respondents were asked to name the most important source of income for their household (not necessarily the same as the personal occupation of the respondent. Responses are summarised in Table 8.

Table 9: Most important household income of citizen sample

SAMPLE GROUP	MOST IMPORTANT HOUSEHOLD INCOME SOURCE				
	Farming, fishing etc.	Private Business	Private Sector Work	Government Salary	Other
Whole Sample	48%	25%	12%	7%	8%
Urban Areas	22%	40%	17%	11%	10%
Rural Areas	61%	17%	10%	5%	7%
Phnom Penh Capital	0%	53%	23%	11%	13%
Lowland Provinces	49%	24%	11%	7%	9%
Tonle Sap Provinces	49%	25%	15%	5%	6%
Upland Provinces	60%	17%	10%	7%	6%
Coastal Provinces	38%	34%	11%	4%	13%

Overall, 48% of respondents stated that their most important household income was derived from farming or natural resources-linked activities such as fishing. Some caution should be applied in interpreting this finding as detailed surveys of smallholder farm households tend to show that these households actually derive more income from off-farm activities than from farming, although “more” and “most important” are not necessarily the same thing). The second most important income source was private business activity, with 25% of the sample, and 53% in Phnom Penh, naming this as the most important. Only 12% of the sample named private sector employment as the most important income source, although comparison with other surveys and with Cambodian economic statistics suggests that this may be an under-estimate.

3.2 Village Leaders

Table 10: Village Leadership sample official roles

SAMPLE GROUP					LEADERSHIP POSITION			
	ALL	FEMALE	MALE	AVGERAGE AGE	Village Chief	Deputy Chief	Village Official	WCC Member
Whole Sample	384	20%	80%	59	78%	16%	5%	32%
Urban Areas	130	26%	74%	61	81%	14%	5%	39%
Rural Areas	254	17%	83%	59	77%	17%	6%	29%
Phnom Penh Capital	24	21%	79%	60	92%	4%	4%	42%
Lowland Provinces	104	13%	87%	63	86%	13%	2%	20%
Tonle Sap Provinces	92	17%	83%	59	76%	20%	4%	35%
Upland Provinces	120	30%	70%	56	71%	18%	11%	33%
Coastal Provinces	44	11%	89%	61	80%	18%	2%	48%

Of the 384 village leaders interviewed, 78% held the position of village chief, 16% were deputy chiefs and 5% were village officials. Twenty percent (20%) were female. Thirty-two percent of respondents were members of the CS Women and Children’s Committee (WCC). Average age of village leaders was similar to that of citizen respondents. Five percent (5%) of village leader’s households were registered as poor. Nine percent (9%) identified as indigenous minorities, rising to 25% in upland provinces, a somewhat higher proportion than in the citizen sample. Eleven percent (11%) had a household member with a disability (Table 10).

Table 11: Most important household income of village leadership sample

SAMPLE GROUP	MOST IMPORTANT HOUSEHOLD INCOME SOURCE				
	Farming, fishing etc.	Private Business	Private Sector Work	Government Salary	Other
Whole Sample	53%	11%	4%	30%	2%
Urban Areas	29%	22%	6%	40%	2%
Rural Areas	65%	6%	3%	26%	1%
Phnom Penh Capital	0%	25%	13%	58%	4%
Lowland Provinces	29%	5%	3%	62%	2%
Tonle Sap Provinces	64%	15%	5%	14%	1%
Upland Provinces	78%	8%	2%	12%	2%
Coastal Provinces	45%	23%	5%	27%	0%

The proportion of village leaders identifying farming or natural resources as their main household income was similar to the proportion in the citizen sample. Private business and private sector work were less important, while 30%, and around 60% in Phnom Penh and the lowland provinces, regarded government salaries as their most important household income source.

3.3 Commune / Sangkat Councillors

Characteristics of the 764 CS Councillor respondents are summarised in Table 11. Slightly less than one-third of CS respondents were women (with a notably higher proportion in Phnom Penh), with the average age being 54. Twenty-one percent (21%) of the sample held the position of CS Chief / Council Chair and a further 26% were deputy chiefs. Twenty percent (20%) held the position of chair of the WCC with a further 32% being WCC members.

Table 12: Characteristics of CS Sample

SAMPLE GROUP	ALL	FEMALE	MALE	AVGE AGE	POSITION ON CS COUNCIL			WCC	
					Chair	Deputy	Member	Chair	Member
Whole Sample	764	32%	68%	54.23	21%	26%	53%	20%	32%
Urban Areas	262	34%	66%	54.66	20%	23%	56%	19%	33%
Rural Areas	502	31%	69%	54.01	22%	27%	51%	20%	32%
Phnom Penh Capital	48	40%	60%	56.19	21%	19%	60%	23%	33%
Lowland Provinces	208	31%	69%	56.14	24%	20%	57%	21%	33%
Tonle Sap Provinces	182	26%	74%	53.81	17%	26%	57%	16%	32%
Upland Provinces	240	30%	70%	52.02	23%	30%	47%	21%	31%
Coastal Provinces	86	35%	65%	55.60	19%	31%	50%	19%	36%

3.4 District, Municipality, Khan Sample

The DMK sample consisted of three sub-groups: members of the DMK Board of Governors (97 respondents), members of the DMK Council (385) and officials in the DMK administration (285).

Of the Board of Governors sample, 20% were women, with the average age being 46. Twenty-five percent (25%) of respondents held the Governor position (Chair of the Board of Governors) while 75% were Deputy Governors. Three respondents (3%) also held the position of chair of the WCC, while 11% were WCC members (Table 12).

Table 13: Characteristics of DMK Board of Governors sample

SAMPLE GROUP	ALL	GENDER		AVGE. AGE	POSITION IN BOG		WCC MEMBERSHIP	
		FEMALE	MALE		Governor	Deputy	Chair	Member
Whole Sample	326	20%	80%	46	25%	75%	3%	11%
Urban Areas	109	25%	75%	44	25%	75%	3%	16%
Rural Areas	217	17%	83%	47	25%	75%	3%	9%
Phnom Penh Capital	20	33%	67%	49	0%	100%	0%	33%
Lowland Provinces	92	35%	65%	45	15%	85%	12%	15%
Upland Provinces	74	8%	92%	46	29%	71%	0%	8%
Tonle Sap Provinces	104	17%	83%	46	30%	70%	0%	10%

Coastal Provinces	36	9%	91%	46	36%	64%	0%	0%
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Table 13 show comparable data for the DMK Councillor respondents. Of the 385 respondents, 44% were women, with the average age being 52. Fifteen percent (15%) held the Council Chair position. Fifteen percent also held the position of WCC chair, with a further 16% being WCC members.

Table 14: Characteristics of DMK Councillor sample

SAMPLE GROUP	ALL	GENDER		AVGE. AGE	POSITION IN COUNCIL		WCC MEMBERSHIP	
		FEMALE	MALE		Chair	Member	Chair	Member
Whole Sample	385	44%	56%	52	15%	85%	15%	16%
Urban Areas	131	40%	60%	53	17%	83%	15%	11%
Rural Areas	254	46%	54%	52	15%	85%	15%	18%
Phnom Penh Capital	24	46%	54%	52	17%	83%	21%	17%
Lowland Provinces	105	46%	54%	51	12%	88%	10%	20%
Upland Provinces	93	45%	55%	53	20%	80%	17%	13%
Tonle Sap Provinces	120	44%	56%	51	13%	87%	16%	15%
Coastal Provinces	43	40%	60%	54	16%	84%	16%	14%

In the sample of 285 DMK administrative officials, 43% were women, with the average age of 39 being significantly lower than for other sample groups. More than half the sample (56%) held the rank of Office Chief, with 13% being Director or Deputy Director and 31% ranking Deputy Office Chief or below. The proportion of lower-ranking officials sampled was much higher in Phnom Penh than elsewhere. About half the sample stated that they were members of the WCC.

Table 15: Characteristics of the DMK Administration Sample

SAMPLE GROUP	ALL	GENDER		AVGE AGE	Rank in Administration					WCC Member
		FEMALE	MALE		Director	Dep. Director	Off. Chief	Dep OC	Official	
Whole Sample	285	43%	57%	39	5%	8%	56%	21%	10%	51%
Urban Areas	100	51%	49%	39	5%	6%	49%	24%	16%	50%
Rural Areas	185	39%	61%	39	4%	10%	59%	20%	6%	51%
Phnom Penh Capital	18	44%	56%	39	0%	6%	33%	33%	28%	33%
Lowland Provinces	76	39%	61%	39	3%	7%	61%	21%	9%	53%
Upland Provinces	67	51%	49%	39	6%	7%	46%	25%	15%	55%
Tonle Sap Provinces	90	43%	57%	38	8%	10%	60%	18%	4%	53%
Coastal Provinces	34	35%	65%	39	0%	12%	65%	18%	6%	38%

3.5 Capital / Province Sample

The CP sample consisted of two sub-groups: members of the CP Board of Governors (25 respondents, and members of the CP Council (49).

Of the Board of Governors sample, only two (8%) were women. The average age of members of the CP Board of Governors was 48, with those in Phnom Penh and lowland provinces being notably younger. Only one respondent was the CP Governor, with others holding a Deputy Governor position except for Svay Rieng, where no member of the Board of Governors was available and a senior administration official was substituted. (Table 15). No members of the CP Board of Governors were also WCC members

Table 16: Characteristics of CP Board of Governors sample

SAMPLE GROUP	ALL	GENDER		AVGE. AGE	POSITION IN BOG	
		FEMALE	MALE		Governor	Deputy
Whole Sample	25	8%	88%	48	4%	92%
Phnom Penh Capital	1	0%	100%	42	0%	100%
Lowland Provinces	6	17%	67%	41	0%	83%
Upland Provinces	5	0%	100%	51	0%	100%
Tonle Sap Provinces	9	11%	89%	48	11%	89%
Coastal Provinces	4	0%	100%	54	0%	100%

Table 16 shows data for the 49 CP Councillor respondents, of whom 41% were female and the average age was 59. Four respondents (8%) held the Council Chair position. Fourteen percent (14%) held the position of WCC chair, with a further 16% being WCC members.

Table 17: Characteristics of CP Councillor sample

SAMPLE GROUP	ALL	GENDER		AVGE. AGE	POSITION IN COUNCIL		WCC MEMBERSHIP	
		FEMALE	MALE		Chair	Member	Chair	Member
Whole Sample	49	41%	59%	59	8%	92%	14%	16%
Phnom Penh Capital	2	50%	50%	59	50%	50%	50%	0%
Lowland Provinces	12	42%	58%	53	0%	100%	17%	17%
Upland Provinces	10	30%	70%	58	0%	100%	0%	20%
Tonle Sap Provinces	17	47%	53%	63	18%	82%	18%	18%
Coastal Provinces	8	38%	63%	59	0%	100%	13%	13%

4 Findings of the Survey

4.1 Headline value of Indexes

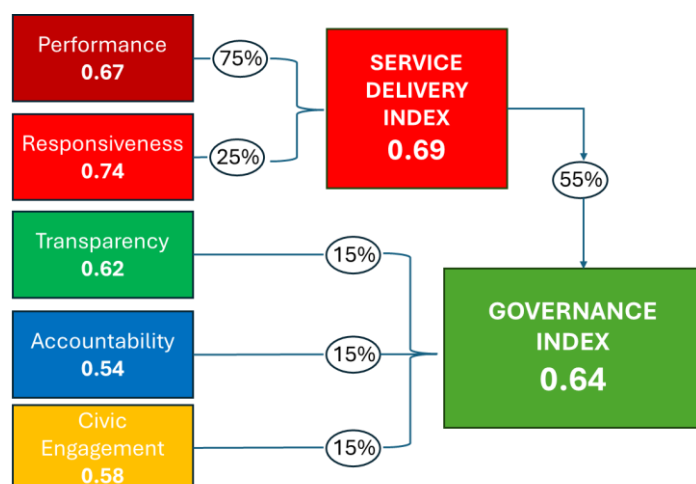


Figure 6: Headline values of Indexes and Sub-Indexes

Using the methodology described in Section 3, the survey measured a value of 0.64 for the Governance Index and 0.69 for the Service Delivery Index, with both these values falling within the “moderate” range as suggested in Section 3.8.

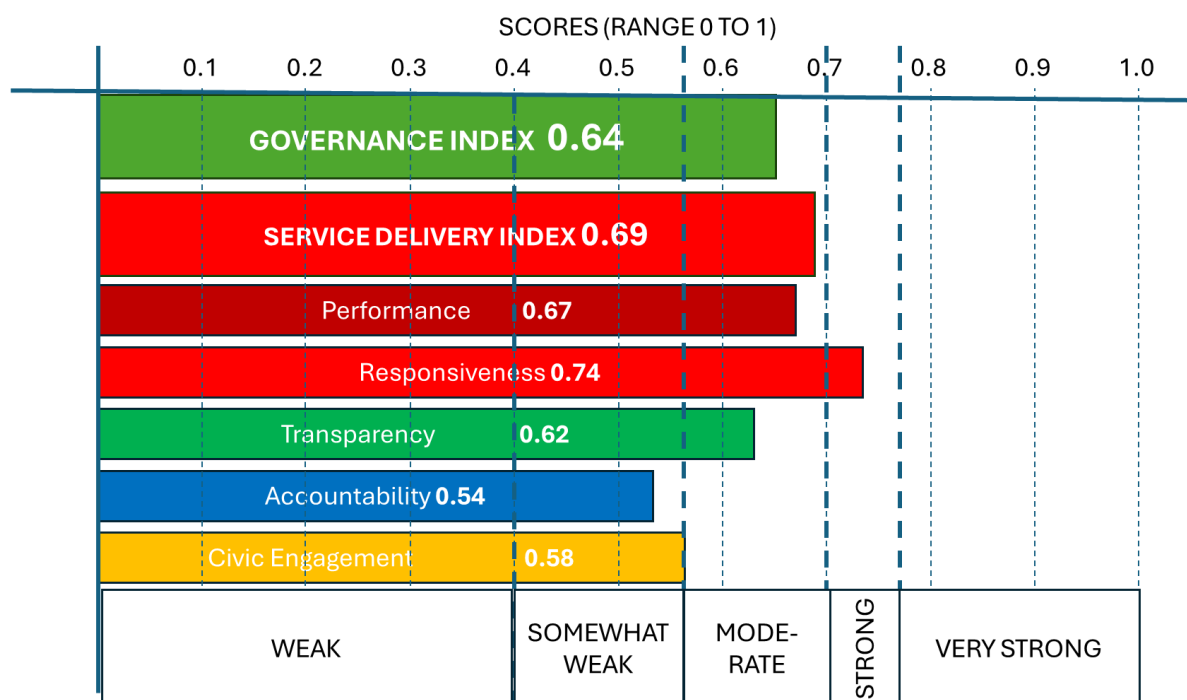


Figure 7: Index and Sub-Index scores by range

Of the sub-index values measured, the Responsiveness Sub-Index was measured “Strong” (0.74) while Performance (0.67), Transparency (0.62) and Civic Engagement (0.58) were measured as “moderate”. However, the score for Accountability (0.54) falls within the “somewhat weak” range and may be considered as a potential area to focus for strengthening.

Box 4: Strengths and Weaknesses: Indexes and Sub-Indexes

STRENGTHS	WEAKNESSES
Responsiveness (Strong) <ul style="list-style-type: none"> Citizens and SNA have similar priorities, citizens trust the SNA to act in their interests and SNA councillors and officials prioritise the needs of citizens. 	Accountability (Somewhat Weak) <ul style="list-style-type: none"> Low confidence in the effectiveness of democratic accountability Citizens’ limited knowledge and poor experience of complaints handling by the SNA.

The methods described in Section 3.15 were used to estimate standard errors and 95% confidence intervals for the index and sub-index values. These estimates are presented in Table 17.

Table 18: Summary of Mean Values, Standard Errors and 95% Confidence intervals of Indexes and Sub-Indexes

Index	Weighted Mean Value	Estimated Standard Error	95% Confidence Interval	
			Lower Bound	Upper Bound
GOVERNANCE	0.637	0.0036	0.630	0.644
SERVICE DELIVERY	0.685	0.0051	0.675	0.695
Performance	0.666	0.0061	0.654	0.678
Responsiveness	0.743	0.0059	0.732	0.755
Transparency	0.622	0.0076	0.607	0.637
Accountability	0.540	0.0102	0.520	0.560
Civic Engagement	0.575	0.0067	0.561	0.588

Disaggregation of results by gender, by rural / urban DMK and by geographic zone show only minor differences. These disaggregations are reported in Table 18. The most significant differences appear to be higher values measured in Phnom Penh for all sub-indexes except for Civic Engagement. Urban areas score somewhat higher than rural areas for service delivery. Scores for women and for men are similar, though women appear to rate responsiveness somewhat higher than men, and transparency and accountability somewhat lower.

Table 19: Index and Sub-Index values disaggregated by SNA type, gender and zone

Index	Type of DMK*			Gender of Res.		Geographic Zone				
	All SNA	Urban	Rural	Female	Male	Phnom Penh	Low-land	Tonle Sap	Up-land	Coast
GOVERNANCE	0.637	0.654	0.630	0.638	0.638	0.674	0.627	0.634	0.632	0.635
SERVICE DELIVERY	0.685	0.713	0.679	0.695	0.680	0.740	0.670	0.684	0.681	0.665
Performance	0.666	0.691	0.648	0.671	0.659	0.729	0.652	0.659	0.663	0.649
Responsiveness	0.743	0.779	0.771	0.768	0.744	0.770	0.724	0.757	0.734	0.711
Transparency	0.622	0.645	0.605	0.607	0.634	0.681	0.623	0.588	0.624	0.674
Accountability	0.540	0.546	0.534	0.520	0.555	0.556	0.522	0.557	0.526	0.533
Civic Engagement	0.575	0.553	0.573	0.575	0.572	0.547	0.581	0.578	0.571	0.590

*Results from CP respondents omitted from rural / urban results

Results have also been disaggregated by Province, with a low level of confidence due to small sample sizes. These results are reproduced in Table 19. Again, results are fairly consistent overall, with no Province recording scores above “moderate” or below “somewhat weak” for the main indexes.

Sub-indexes show somewhat greater variation. Provincial scores for Performance are within the “moderate” to “strong” range while Responsiveness scores were “Strong” or “Very Strong”. Transparency scores range from “somewhat weak” to “strong” and accountability scores range from “weak” to “moderate”. range from and for the or for the performance sub-index. Scores for Civic Engagement were from “somewhat weak” to “moderate”.

Table 20: Index and Sub-Index scores by Province

	Province	Zone	GOV	SER	PER	RES	TRA	ACC	CIV
1	Banteay Meanchey	TS	0.63	0.68	0.66	0.74	0.57	0.56	0.56
2	Battambang	TS	0.64	0.69	0.66	0.76	0.59	0.59	0.59
3	Kampong Cham	LL	0.61	0.66	0.64	0.74	0.60	0.46	0.57
4	Kampong Chhnang	TS	0.65	0.70	0.68	0.76	0.64	0.56	0.60
5	Kampong Speu	HL	0.66	0.70	0.68	0.75	0.67	0.62	0.58
6	Kampong Thom	HL	0.61	0.69	0.67	0.75	0.56	0.45	0.56
7	Kampot	CO	0.63	0.66	0.64	0.74	0.67	0.54	0.60
8	Kandal	LL	0.67	0.74	0.72	0.78	0.66	0.48	0.62
9	Koh Kong	CO	0.65	0.69	0.67	0.75	0.69	0.50	0.60
10	Kratie	HL	0.62	0.67	0.65	0.74	0.59	0.52	0.58
11	Mondul Kiri	HL	0.63	0.66	0.64	0.71	0.63	0.57	0.60
12	Phnom Penh	PP	0.67	0.74	0.73	0.77	0.68	0.56	0.55
13	Preah Vihear	HL	0.60	0.67	0.65	0.73	0.60	0.38	0.55
14	Prey Veng	LL	0.62	0.66	0.63	0.74	0.62	0.54	0.58
15	Pursat	TS	0.61	0.67	0.66	0.71	0.53	0.50	0.57
16	Ratanak Kiri	HL	0.64	0.67	0.65	0.73	0.63	0.57	0.58
17	Siemreap	TS	0.63	0.67	0.65	0.74	0.61	0.55	0.58
18	Preah Sihanouk	CO	0.66	0.70	0.67	0.80	0.71	0.57	0.56
19	Stung Treng	HL	0.64	0.69	0.67	0.75	0.62	0.52	0.59
20	Svay Rieng	LL	0.62	0.67	0.64	0.73	0.63	0.48	0.58
21	Takeo	LL	0.62	0.66	0.63	0.73	0.62	0.53	0.59
22	Oddar Meanchey	HL	0.62	0.67	0.64	0.74	0.59	0.54	0.59
23	Kep	CO	0.62	0.67	0.63	0.78	0.64	0.59	0.42
24	Pailin	HL	0.57	0.71	0.70	0.75	0.62		0.55

	Province	Zone	GOV	SER	PER	RES	TRA	ACC	CIV
25	Tboung Khmum	LL	0.61	0.65	0.63	0.73	0.60	0.52	0.56
	Maximum		0.67	0.74	0.73	0.80	0.71	0.62	0.62
	Minimum		0.57	0.65	0.63	0.71	0.53	0.38	0.42

Box 5: Comparing Provincial scores



Under the microscope: Should we be concerned about unusually low scores for some sub-index values at Provincial level?

Some measured values of Sub-Indexes for some provinces appear to be much lower than the national values. For example, Accountability was measured at 0.38 (weak) for Koh Kong, and Civic Engagement was measured at 0.42 for Kep (somewhat weak). Is this a statistical fluctuation or a cause for concern?

Examining the data more closely shows that the low accountability score for Preah Vihear is mainly because no scores were recorded for the questions about citizen's complaints to the SNA. However, the sample size in Preah Vihear was small, so no citizens who had experience of complaining were interviewed. In Kep, the low score for civic engagement also arises from a single question, it appears that none of the 20 respondents in Kep gave a valid answer to question CIV.6 about the relationship between SNA and CBOs.

If the national average score for these questions is substituted into the data for Koh Kong and Kep and Preah Vihear, the Accountability sub-index scores are close to national average values.

Therefore, we can say that the low scores are partly a statistical fluctuation due to the low sample size and chance occurrences that can have a major impact on Province scores.

However, despite the relatively low reliability of the data at the Provincial level, Provinces may still find it worthwhile to look at these scores to see if they reveal any areas that need closer attention.

The following sections of the report present and analyse the scores for each sub-index, with the associated indicators and questions. **“Under the microscope”** boxes present additional analysis of specific aspects, for instance where the responses to a particular question or part-question are of interest, and where direct comparisons can be made with the NP-1 surveys.

4.2 Performance Sub-Index

4.2.1 Indicator Values

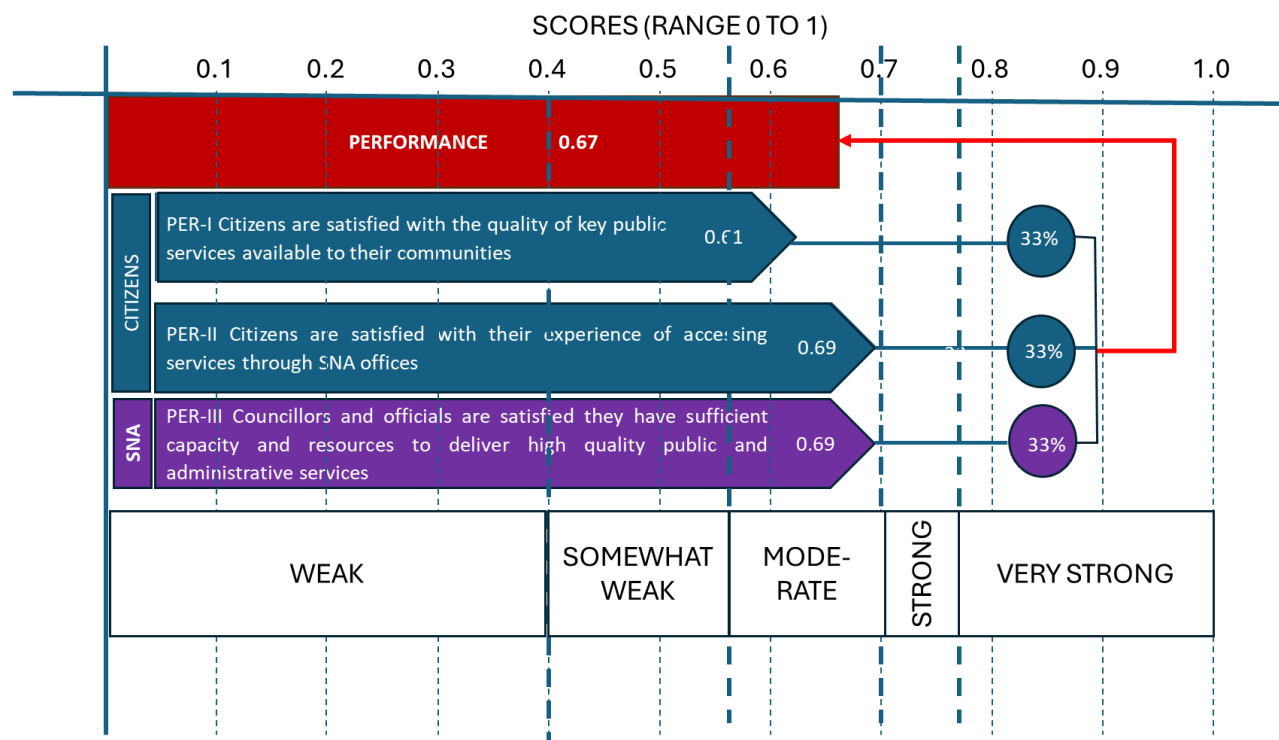


Figure 8: Performance Index with indicator scores and weights

Citizens are moderately satisfied with the quality of key services. Satisfaction with services accessed through SNA offices is higher than for public services. Councillors and officials are moderately satisfied with the current level of services and confident that they have the capacity and resources then need to meet service delivery targets.

Box 6: Strengths and Weaknesses: Performance

<p>STRENGTHS</p> <p>Two indicators were measured just below the “strong” range, within the margin of error:</p> <ul style="list-style-type: none"> Citizens’ experience of accessing services through SNA offices (i.e. the One Window Services) Councillors and officials’ assessment of the capacity and resources available to them. 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> Quality of public services was assessed lower than quality of administrative services, though still within the “moderate” range.
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The Performance Sub-Index is calculated based on two indicators of citizens’ service delivery satisfaction and one composite indicator of responses from village, CS, DMK and CP levels. In Figure 8 the scores for the SNA indicator (PER-III) at each SNA level have been consolidated into a single value for ease of representation. The full breakdown of indicator values is shown below in Table 20 together with estimated standard errors and 95% confidence intervals.

Table 21: Performance Indicator Values

Indicator	Descriptor	SAMPLE GROUP	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
PER-I	Citizens are satisfied with the quality of key public services available to their communities	CIT	0.61	<i>0.33</i>	0.20	<i>0.003</i>	0.61	0.62
PER-II	Citizens are satisfied with their experience of accessing services through SNA offices	CIT	0.69	<i>0.33</i>	0.23	<i>0.002</i>	0.68	0.69
PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.	VIL	0.66	<i>0.08</i>	0.05	<i>0.005</i>	0.65	0.67
		CSC	0.67	<i>0.08</i>	0.06	<i>0.004</i>	0.66	0.68
		DMK	0.71	<i>0.08</i>	0.06	<i>0.004</i>	0.70	0.71
		CP	0.75	<i>0.08</i>	0.06	<i>0.016</i>	0.72	0.78
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)					0.66			

Indicator scores for citizen satisfaction with key public services and with administrative services are “moderate” Village and Commune / Sangkat respondents also gave “moderate” assessments of the capacity and resources available to SNA for service delivery. However, assessments by DMK and CP respondents fell within the “Strong” range.

Disaggregated values for these indicators are presented in Table 21.

Table 22: Disaggregated values of Performance Indicators

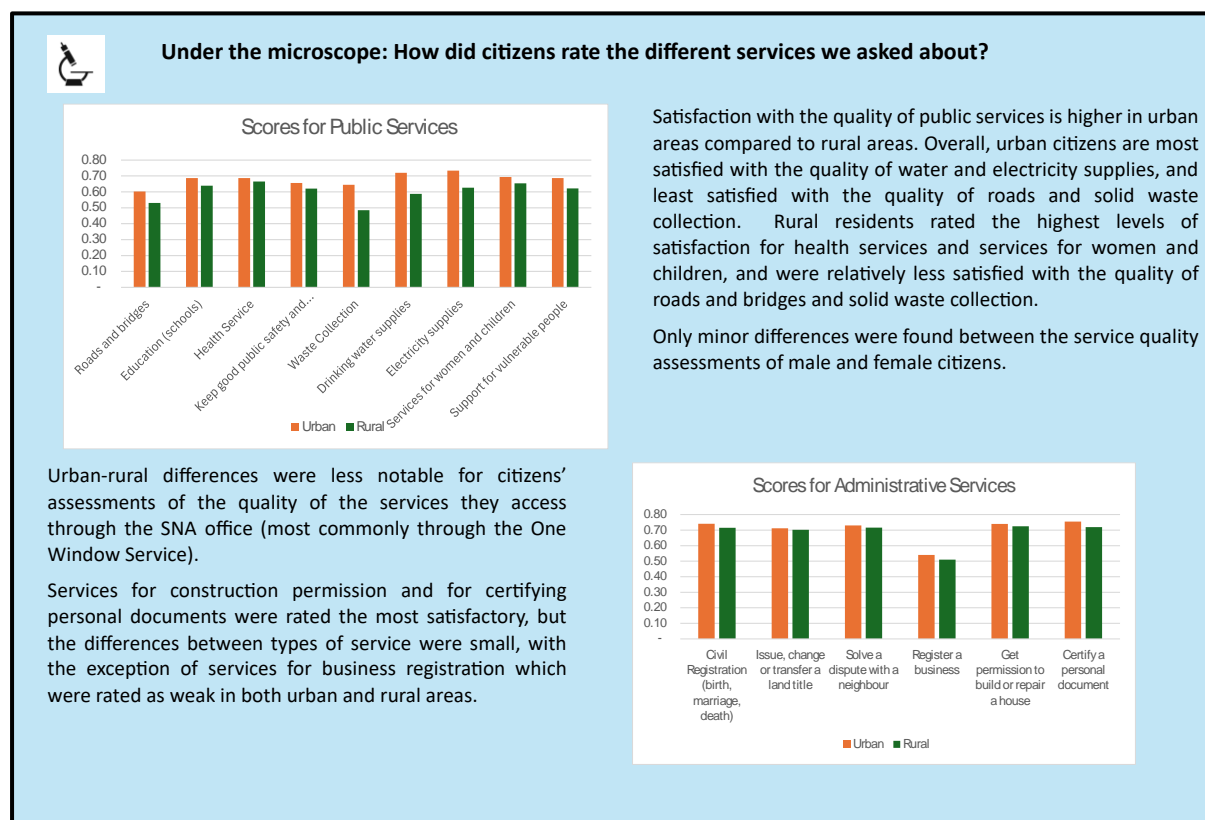
Indicator	Descriptor	Sample	ALL	Type of DMK		Gender		Geographic Zone				
				Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
PER-I	Citizens are satisfied with the quality of key public services available to their communities	CIT	0.61	0.67	0.60	0.62	0.61	0.71	0.60	0.62	0.60	0.60
PER-II	Citizens are satisfied with their experience of accessing services through SNA offices	CIT	0.69	0.70	0.68	0.69	0.68	0.71	0.68	0.69	0.70	0.64
PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.	VIL	0.66	0.66	0.66	0.67	0.66	0.74	0.66	0.66	0.65	0.66
		CSC	0.67	0.69	0.66	0.67	0.67	0.71	0.67	0.65	0.67	0.67
		DMK	0.71	0.74	0.69	0.71	0.70	0.77	0.70	0.69	0.72	0.70
		CP	0.75	-	-	0.79	0.73	0.90	0.72	0.69	0.75	0.82
SUB-INDEX VALUE AFTER WEIGHTING			0.67	0.62	0.58	0.69	0.65	0.67	0.66	0.73	0.65	0.66

4.2.2 Citizens' Responses

Indicators PER-I and PER-II were assessed by a single question each, in which the respondent was asked to assess his or her level of satisfaction with the provision of public services (PER-I) or administrative services, respectively. Therefore, the related question scores are the same as the indicator scores. Disaggregated scores for these questions can be read from Table 22.

Table 23: Citizens' responses to performance questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CIT.PER.1	Assessment of the quality of local public services	0.61	<i>1.00</i>	0.61	<i>0.003</i>	0.61	0.62
CIT.PER-I	Citizens are satisfied with the quality of key public services available to their communities			0.61	<i>0.003</i>	0.61	0.62
CIT.PER.2	Assessment of the quality of local administrative services	0.69	<i>1.00</i>	0.69	<i>0.002</i>	0.68	0.69
CIT.PER-II	Citizens are satisfied with their experience of accessing services through SNA offices			0.69	<i>0.002</i>	0.68	0.69



4.2.3 SNA Responses

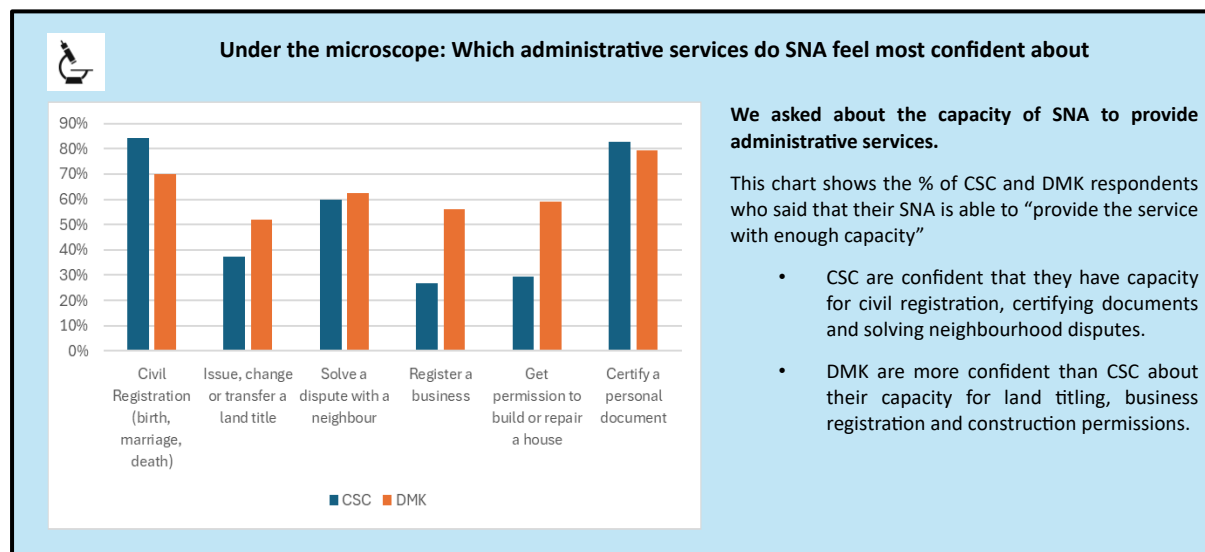
Village leaders' assessment of the quality of services was very similar to that of the citizens, but councillors and officials at CSC, DMK and CP levels gave somewhat higher assessments. The CP administrations assessed their own capacity to deliver public services somewhat higher than the CSC or DMK did, but there was a similar (and fairly high) confidence in capacity to deliver administrative services at every level.

Responses to performance questions by SNA respondents at each level are listed in Table 23.

Table 24: SNA Responses to Performance Questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Lower Bound
VIL.PER.1	Assessment of the quality of local public services	0.63	0.50	0.31	0.006	0.61	0.64
VIL.PER.2	Assessment of the quality of local administrative services	0.69	0.50	0.35	0.005	0.68	0.70
VIL.PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.			0.66	0.005	0.65	0.67
CSC.PER.1	Assessment of capacity of SNA to deliver public services	0.59	0.30	0.18	0.008	0.58	0.61
CSC.PER.2	Assessment of capacity of SNA to deliver administrative services	0.72	0.30	0.22	0.006	0.71	0.73
CSC.PER.3	Assessment of the quality of local public services	0.66	0.20	0.13	0.004	0.66	0.67
CSC.PER.4	Assessment of the quality of local administrative services	0.71	0.20	0.14	0.003	0.70	0.71
CSC.PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.			0.67	0.004	0.66	0.68
DMK.PER.1	Assessment of capacity of SNA to deliver public services	0.62	0.30	0.19	0.007	0.60	0.63
DMK.PER.2	Assessment of capacity of SNA to deliver administrative services	0.80	0.30	0.24	0.008	0.79	0.82
DMK.PER.3	Assessment of the quality of local public services	0.68	0.20	0.14	0.004	0.67	0.68
DMK.PER.4	Assessment of the quality of local administrative services	0.71	0.20	0.14	0.003	0.71	0.72
DMK.PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.			0.71	0.004	0.70	0.71
CP.PER.1	Assessment of capacity of SNA to deliver public services	0.70	0.30	0.21	0.057	0.59	0.81
CP.PER.2	Assessment of capacity of SNA to deliver administrative services	0.82	0.30	0.25	0.019	0.78	0.86
CP.PER.3	Assessment of the quality of local public services	0.71	0.20	0.14	0.021	0.67	0.75
CP.PER.4	Assessment of the quality of local administrative services	0.75	0.20	0.15	0.009	0.74	0.77
CP.PER-III	Councillors and officials are confident that they have the capacity and resources needed to achieve their service delivery targets.			0.75	0.016	0.72	0.78

Box 8: SNA confidence in their service delivery capacity



4.3 Responsiveness Sub-Index

4.3.1 Indicator Values

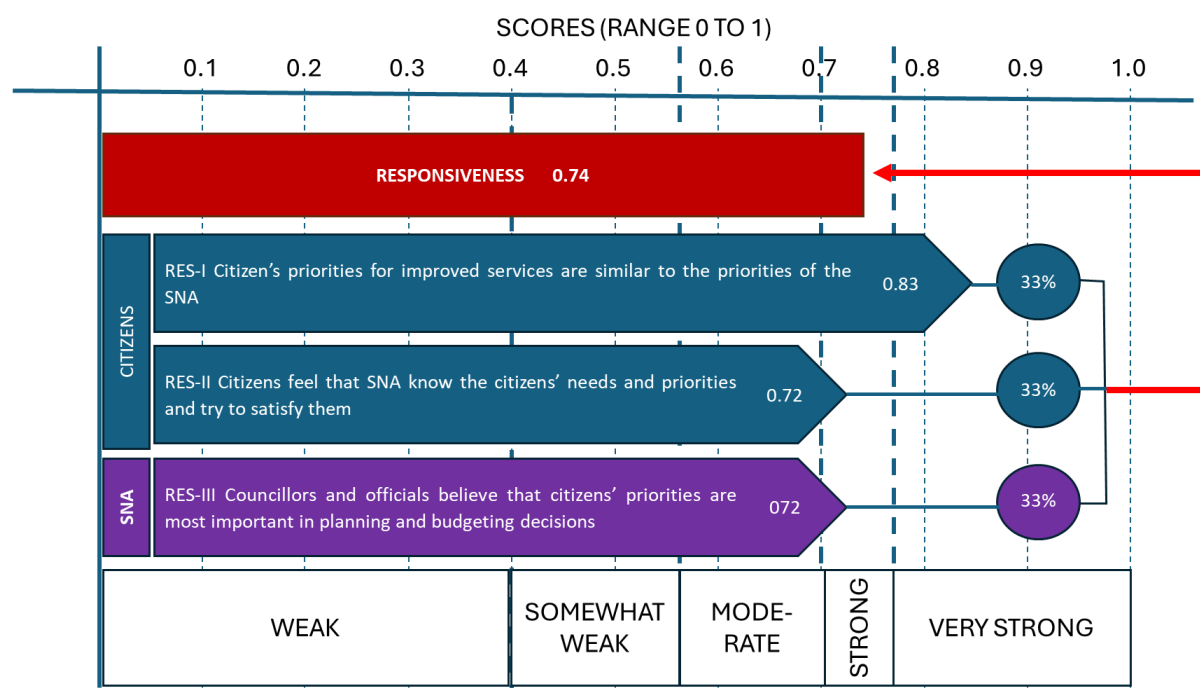


Figure 9: Responsiveness Sub-Index with indicator scores and weights

Responsiveness was the highest-scoring Sub-Index with a value of 0.75, based on a close match between citizens' priorities and those of SNA officials, and also a high level of confidence for citizens that the SNA understand citizens' needs and do their best to satisfy them.

Box 9: Strengths and Weaknesses: Responsiveness

STRENGTHS	WEAKNESSES
Very Strong: <ul style="list-style-type: none"> When citizens and SNA councillors and officials are asked about their priorities for improving services, they give very similar answers. Citizens have strong confidence that the SNA understand their needs and try to satisfy them. 	No weak points, but: <ul style="list-style-type: none"> When DMK and CP councillors and officials were asked about the importance of citizens' needs and priorities in planning, their responses were within the "moderate" range.

Responsiveness of the SNA to citizens' needs was the dimension of governance which was assessed most highly by both citizens and SNA respondents. The Responsiveness Sub-Index was assessed based on three indicators. Indicator *RES-I, Citizens' priorities for improved services are similar to the priorities of the SNA*, was assessed by constructing a ranking of citizens' priorities for improvements in service delivery and correlating it with a ranking based on responses from the SNA; hence, this was the only indicator that combined data from the citizen and SNA sample groups¹⁴. The reported indicator value is the coefficient of correlation between the two rankings and resulted in the "very strong" value of 0.83, which is explored further below. *RES-II, Citizens feel that SNA know the citizens' needs and priorities and try to satisfy them*, was based questions assessing citizens' confidence that their needs are understood by each level of SNA. *RES-III* combines village leaders' assessment of SNA responsiveness with CSC, DMK and CP respondents' answers on a question concerning the most important influences on SNA planning and budgeting decisions.

Responsiveness indicator values are reported for each sample group in Table 24.

Table 25: Responsiveness Indicator Values

Indicator	Descriptor	SAMPLE GROUP	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
RES-I	Citizen's priorities for improved services are similar to the priorities of the SNA	CIT	0.83	0.33	0.28	n/a	n/a	n/a
RES-II	Citizens feel that SNA know the citizens' needs and priorities and try to satisfy them	CIT	0.72	0.33	0.24	0.004	0.71	0.73
RES-III	Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions	VIL	0.78	0.08	0.06	0.008	0.77	0.80
		CSC	0.71	0.08	0.06	0.009	0.69	0.73
		DMK	0.65	0.08	0.05	0.009	0.63	0.67
		CP	0.58	0.08	0.05	0.028	0.53	0.64
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)					0.74			

Disaggregated values for these indicators are presented in Table 25.

Table 26: Disaggregated values of Responsiveness Indicators

Indicator	Descriptor	Sample	ALL	Type of DMK		Gender		Geographic Zone				
				Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
RES-I	Citizen's priorities for improved services are similar to the priorities of the SNA	CIT	0.83	0.87	0.87	0.92	0.83	0.83	0.78	0.88	0.82	0.72
RES-II	Citizens feel that SNA know the citizens' needs and priorities and try to satisfy them	CIT	0.72	0.74	0.72	0.73	0.72	0.77	0.75	0.68	0.72	0.72
RES-III		VIL	0.78	0.78	0.78	0.79	0.78	0.83	0.79	0.74	0.80	0.80

¹⁴ In principle, this indicator could have been grouped with other indicators based on SNA responses rather than citizen responses. Part of the reason for regarding it as a "citizens perceptions" indicator was that this would give it greater weight in the calculation of the sub-index value, without disrupting the overall rule of assigning two-thirds of the weight in the Sub-Index to citizens' perceptions.

Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions	CSC	0.71	0.69	0.71	0.71	0.70	0.68	0.68	0.78	0.67	0.71
	DMK	0.65	0.66	0.65	0.63	0.66	0.67	0.61	0.67	0.66	0.68
	CP	0.58	-	-	0.54	0.60	0.69	0.52	0.66	0.54	0.65
	SUB-INDEX VALUE AFTER WEIGHTING	0.74	0.78	0.77	0.77	0.74	0.77	0.72	0.76	0.73	0.71

4.3.2 Citizens' Sample Responsiveness Values

There is a close match between the priorities for service delivery improvement expressed by citizens and the priorities expressed by SNA respondents. This match holds good when the sample is disaggregated by gender, urban/rural or geographic zone (though expressed priorities are significantly different in some Provinces).

As described above, indicator RES-I was evaluated by estimating a coefficient of correlation between service improvement priority rankings of citizens and of SNA respondents. The actual rankings obtained from question responses, and the method of obtaining the correlation coefficient, are illustrated in Figure 10. The priorities expressed by the citizens are listed in rank order on the horizontal axis, so the first priority was for improvements in roads and bridges, and the second priority was for improved services to vulnerable citizens. SNA respondents also ranked roads and bridges as the highest priority, but placed services to vulnerable citizens as the fifth-ranked priority. The overall correlation coefficient R was calculated as 0.83 which was used as the normalised question score and indicator value ($R^2=0.69$).

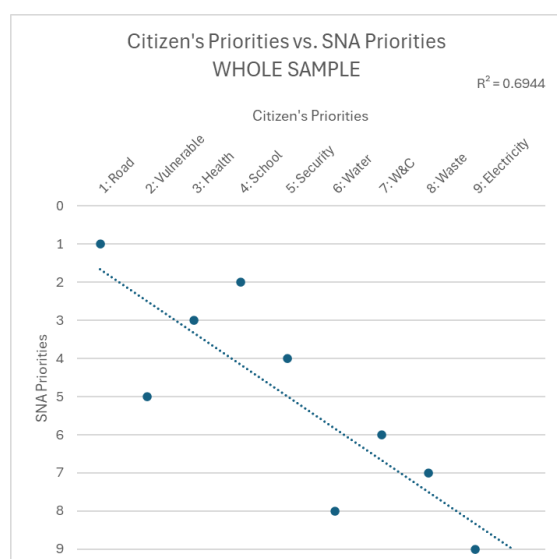


Figure 10: Correlation between citizens' and SNA priorities (whole sample)

All whole-sample citizen question scores for the Responsiveness Sub-Index are summarised in Table 26. The calculated value for RES-I falls within the “strong” range while calculated values for RES-II and its associated questions are within the upper part of the “moderate” range.

Table 27: Citizens' responses to responsiveness questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CIT.RES.1	Correlation between citizen's priorities for improved local services and priorities of SNA	0.83	1.00	0.83			
CIT.RES-I	Citizen's priorities for improved services are similar to the priorities of the SNA			0.84			
CIT.RES.2	Assessment of CSC understanding of citizens' needs	0.73	0.40	0.29	0.005	0.72	0.74
CIT.RES.3	Assessment of DMK understanding of citizens' needs	0.72	0.40	0.29	0.007	0.70	0.73

CIT.RES.4	Assessment of CP understanding of citizens' needs	0.72	0.20	0.14	0.008	0.71	0.74
CIT.RES-II	Citizens feel that SNA know the citizens' needs and priorities and try to satisfy them			0.72	0.004	0.71	0.73

Box 10: Citizens ranking of priorities



Under the microscope: What can we learn from citizens' ranking of priorities for improved services?

When citizens were asked to identify the services that SNA should prioritise most highly for interventions to improve service delivery, the resulting ranking of priorities was highly consistent even between areas with different characteristics and between men and women.

The overall ranking by citizens nationally (remembering that they were asked to rank 9 services that were chosen because they are relevant in both rural and urban areas) the resulting ranked list was: (1) Roads and bridges; (2) Support for vulnerable people; (3) Health services; (4) Education services; (5) Public safety and security; (6) Water supplies; (7) Services for women and children; (8) Solid waste disposal; (9) Electricity.

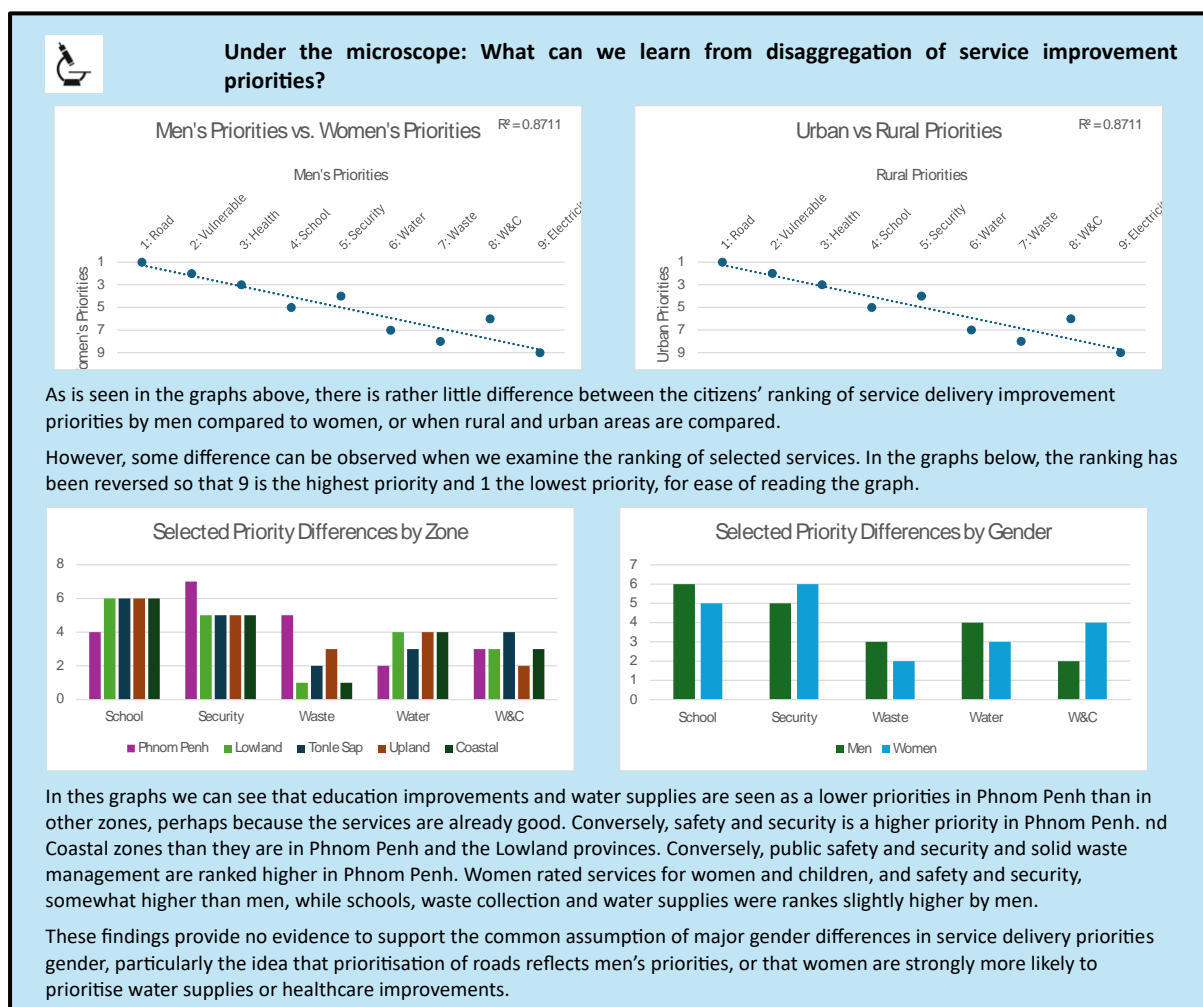
A service might be a low priority because citizens do not see it as important, but it might also be low priority because is already seen as high quality, or because citizens do not see it as a service where SNA action will result in improvements.

The table on the right compares the prioritisation of services for SNA action with the assessment of service delivery quality by citizens (question CIT.PER.1). The highest-scoring one third of these questions are labelled "High", the middle third "Medium" and the bottom third "Low" quality based on responses to the performance question.

Rank	Service	Quality Assessment
1	Roads and bridges	L
2	Vulnerable people	M
3	Health	H
4	Education	M
5	Safety and Security	M
6	Water	L
7	Women and Children	H
8	Solid Waste	L
9	Electricity	H

The service identified as highest priority for action, roads and bridges, is assessed as of relatively low quality, while electricity is rated as high quality and lowest priority for SNA action to improve. However, health is amongst the highest priorities for improvement despite already being rated high quality, emphasising the importance of this service for people's lives. Perhaps more surprising, solid waste management was rated low quality but also low priority for action. As the negative impacts of poor solid waste management are widely visible, particularly in rural areas, this may indicate a need for greater efforts to raise citizens' awareness on this issue.

Box 11: Disaggregation of citizens' priorities



4.3.3 SNA Sample Responsiveness Values

Commune Councillors give high importance to citizens' views in setting planning and budgeting priorities, though DMK and CP respondents rated other influences as also important in these decisions. Village leaders have somewhat higher confidence than ordinary citizens that SNA understand citizens' needs and do their best to satisfy them.

Evaluated scores for Responsiveness questions from SNA sample groups are summarised in Table 27. Village leader and CSC values for RES-III were in the "strong" range but values based on DMK and CP respondents' answers were in the "weak" to "moderate" range. It should be noted that if, for example, CP Councillors give a high priority to national policy directives in setting budgets, that does not necessarily mean that their decisions are "wrong" but merely that they are not directly responsive to the views of citizens.

Table 28: SNA Responses to Responsiveness questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval			
						Lower bound	Upper Bound		
VIL.RES.2	Assessment of CSC understanding of citizens' needs	0.82	0.33	0.27	0.008	0.81	0.84		
VIL.RES.3	Assessment of DMK understanding of citizens' needs	0.77	0.33	0.26	0.009	0.75	0.79		
VIL.RES.4	Assessment of CP understanding of citizens' needs	0.75	0.33	0.25	0.010	0.73	0.77		
VIL.RES-III	Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions			0.78	0.008	0.77	0.80		
CSC.RES.2	What are the most important influences on SNA planning (high mark for responsiveness to citizens' needs)	0.71	1.00	0.71	0.003	0.70	0.71		
CSC.RES-III	Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions			0.71	0.009	0.69	0.73		
DMK.RES.2	What are the most important influences on SNA planning (high mark for responsiveness to citizens' needs)	0.65	1.00	0.65	0.008	0.64	0.67		
DMK.RES-III	Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions			0.65	0.009	0.63	0.67		
CP.RES.2	What are the most important influences on SNA planning (high mark for responsiveness to citizens' needs)	0.58	1.00	0.58	-	0.58	0.58		
CP.RES-III	Councillors and officials believe that citizens' priorities are most important in planning and budgeting decisions			0.58	0.028	0.53	0.64		
CP.RES.2	What are the most important influences on SNA planning (high mark for responsiveness to citizens' needs)	0.58	0.54	0.60	0.69	0.52	0.66	0.54	0.65



Under the microscope: What are the most important influences on development planning at CSC, DMK and CP levels?

Most important influence on decision about choosing a C/S Fund project	% choosing this answer		
	1st	2nd	3rd
Follow guidance from the national level	24%	10%	15%
Follow guidance from the province / capital authority	5%	10%	8%
Follow guidance from the District / Municipality / Khan authority	2%	10%	14%
The Commune / Sangkat Chief is the leader so he or she use his / her knowledge to choose the best projects for all the citizens	16%	22%	24%
The Commune / Sangkat Councillors use their knowledge to choose the best projects for all the citizens	12%	33%	16%
The Commune / Sangkat Council chooses the projects that have most support from the citizens)	40%	16%	22%

- “Choose the projects that have most support from the citizens” was chosen in 1st place by 40% of CSC respondents.
- The next most popular choice was “follow guidance from national level”.

Most important influence on decision about choosing a DMK development project	% choosing this answer		
	1st	2nd	3rd
Policy and guidance from the national level	26%	10%	9%
Policy and guidance from the Capital / Province	5%	11%	10%
The knowledge of the Board of Governors	6%	10%	12%
Advice from District / Municipality / Khan officials who have specialist skills or who use data to identify the most important projects?	8%	22%	20%
The knowledge of the District / Municipality / Khan Council	3%	13%	15%
Requests from Commune / Sangkat Councils?	4%	16%	16%
Priorities from the citizens (the projects that have the most support from the citizens in planning meetings etc. are the ones that get financed).	47%	17%	17%

- DMK responses are quite similar to the responses from C/S councillors
- National policy guidance is important, but guidance from the Province level seems less important

Most important influence on decision about choosing a CP development project	% choosing this answer		
	1st	2nd	3rd
Policy and guidance from the national level	24%	9%	12%
The knowledge of the Board of Governors	12%	17%	8%
The knowledge of the Capital / Province Council	4%	11%	19%
Advice from Capital / Province Administration (Sala Khaet) officials who have specialist skills or who use data to identify the most important projects?	8%	24%	17%
Advice from Provincial line departments of technical Ministries?	1%	8%	8%
Requests from District / Municipality / Khan authorities	3%	9%	5%
Requests from Commune / Sangkat Councils	0%	11%	11%
Priorities from the citizens (the projects that have the most support from the citizens in planning meetings etc. are the ones that get financed).	47%	11%	19%

4.4 Transparency Sub-Index

4.4.1 Indicator Values

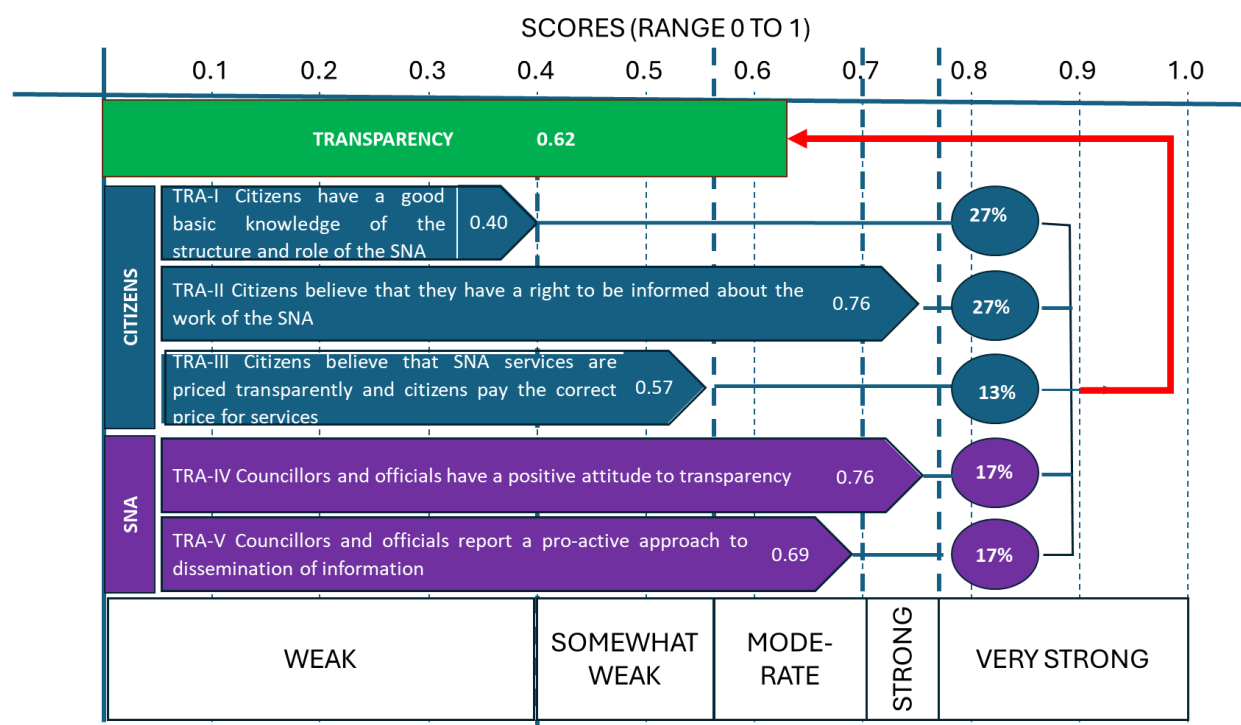


Figure 11: Transparency Sub-Index with Indicator Scores and Weights

Citizens have only limited knowledge of the structure and roles of the SNA, indicating that information dissemination is not fully effective. However, citizens have a strong belief that they have the right to be informed. Citizens have somewhat weak confidence that SNA services are priced transparently. Councillors and officials express a strongly positive attitude to transparency and a moderately pro-active approach to dissemination of information.

Box 13: Strengths and Weaknesses: Transparency

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> Citizens strongly believe that they have a right to know about the business of the SNA Councillors and officials express a strongly positive attitude to transparency 	<ul style="list-style-type: none"> Citizens knowledge of the structure and role of their SNA is quite limited (borderline weak / somewhat weak) Citizens' confidence that SNA services are priced transparently is somewhat weak (borderline moderate)

The values of two transparency indicators based on citizens' responses and two indicators based on SNA responses are reported in Table 28, with SNA responses disaggregated by sample group.

Table 29: Transparency Indicator Values

Indicator	Descriptor	SAMPLE GROUP	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
TRA-I	Citizens have a good basic knowledge of the structure and roles of the SNA	CIT	0.40	0.27	0.11	0.003	0.39	0.41
TRA-II	Citizens believe that they have a right to be informed about the work of the SNA	CIT	0.76	0.27	0.20	0.005	0.75	0.77
TRA-III	Citizens believe that SNA services are priced transparently and citizens pay the correct price for services	CIT	0.57	0.13	0.08	0.009	0.55	0.58
TRA-IV	Councillors and officials have a positive attitude to transparency	VIL	0.74	0.04	0.03	0.007	0.73	0.75
		CSC	0.78	0.04	0.03	0.004	0.77	0.79
		DMK	0.75	0.04	0.03	0.004	0.75	0.76
		CP	0.76	0.04	0.03	0.014	0.73	0.78
TRA-V	Councillors and officials report a pro-active approach to dissemination of information	VIL	0.77	0.04	0.03	0.007	0.76	0.79
		CSC	0.64	0.04	0.03	0.004	0.63	0.65
		DMK	0.64	0.04	0.03	0.005	0.63	0.65
		CP	0.69	0.04	0.03	0.019	0.66	0.73
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)					0.63			

Disaggregated values for the Transparency indicators are shown in Table 29. Transparency indicator values measured in Phnom Penh are somewhat higher than elsewhere, though still within the “moderate” range overall.

Table 30: Disaggregated values for Transparency indicators

Indicator	Descriptor	Sample	Type of DMK			Gender		Geographic Zone				
			ALL	Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
TRA-I	Citizens have a good basic knowledge of the structure and roles of the SNA	CIT	0.40	0.43	0.39	0.38	0.42	0.45	0.43	0.36	0.37	0.45
TRA-II	Citizens believe that they have a right to be informed about the work of the SNA	CIT	0.76	0.78	0.75	0.75	0.77	0.82	0.76	0.69	0.80	0.79
TRA-III	Citizens believe that SNA services are priced transparently and citizens pay the correct price for services	CIT	0.57	0.64	0.54	0.54	0.59	0.68	0.46	0.58	0.58	0.74
TRA-IV	Councillors and officials have a positive attitude to transparency	VIL	0.74	0.74	0.74	0.69	0.75	0.74	0.75	0.73	0.73	0.79
		CSC	0.78	0.79	0.77	0.78	0.78	0.80	0.80	0.76	0.77	0.74
		DMK	0.75	0.78	0.75	0.74	0.76	0.78	0.76	0.73	0.76	0.75
		CP	0.76	-	-	0.77	0.75	0.82	0.78	0.73	0.73	0.80
TRA-V	Councillors and officials report a pro-active approach to dissemination of information	VIL	0.77	0.77	0.77	0.76	0.78	0.82	0.82	0.75	0.73	0.81
		CSC	0.64	0.65	0.64	0.63	0.64	0.66	0.65	0.64	0.62	0.65
		DMK	0.64	0.68	0.62	0.57	0.64	0.64	0.61	0.62	0.63	0.69
		CP	0.69	-	-	0.71	0.69	0.80	0.72	0.64	0.68	0.73
SUB-INDEX VALUE AFTER WEIGHTING			0.62	0.65	0.61	0.61	0.63	0.68	0.62	0.59	0.62	0.67

4.4.2 Citizens' Sample Transparency Values

Citizens understand the CS Council election process but have much less understanding about how DMK and CP Councils are elected and members of Boards of Governors are appointed. Citizens do not have a strong awareness of the NP-2 or a high level of knowledge about the activities of their CS Councils. Citizens are slightly more confident that they can find information if they need it.

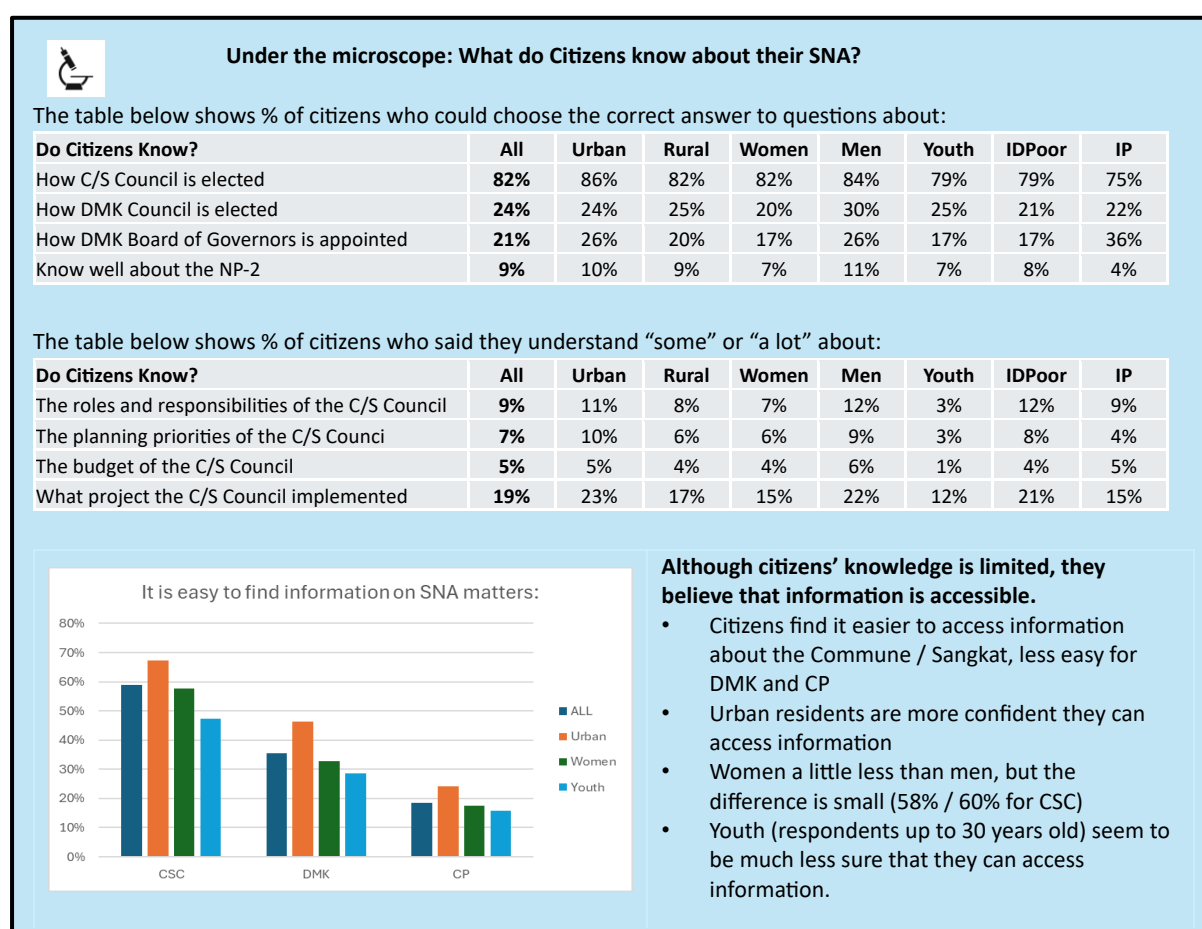
Responses to citizen sample questions on transparency are summarised in Table 30.

Table 31: Citizens' responses to transparency questions

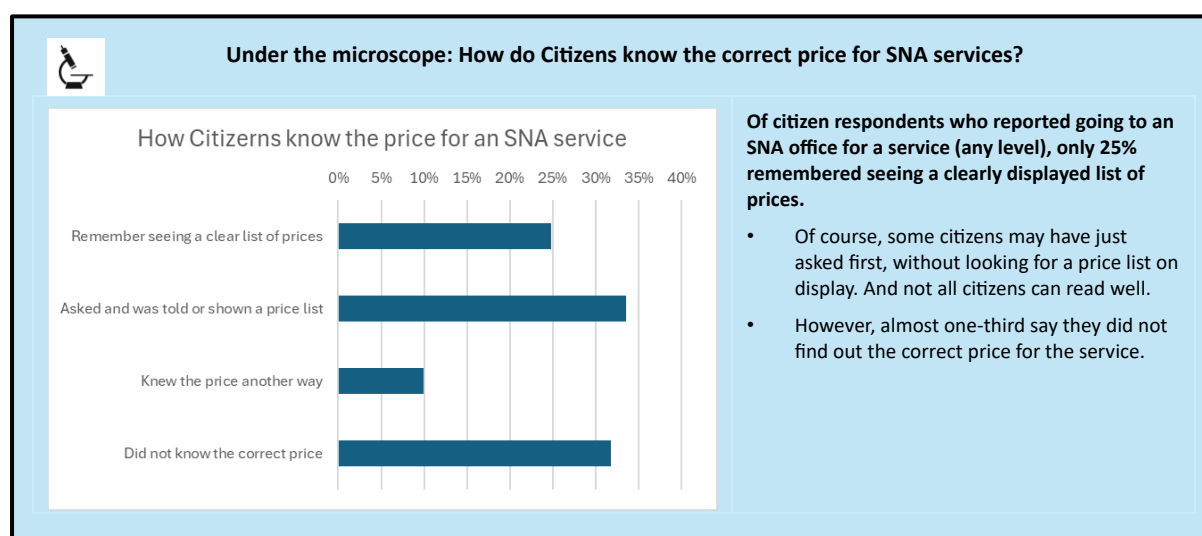
ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CIT.TRA.1	Respondent's knowledge of how CSC is selected.	0.82	0.10	0.08	0.009	0.81	0.84
CIT.TRA.2	Respondent's knowledge of how DMK Council is selected.	0.24	0.10	0.02	0.010	0.23	0.26
CIT.TRA.3	Respondent's knowledge of how DMK BoG is selected.	0.21	0.10	0.02	0.009	0.19	0.23
CIT.TRA.4	Respondent's awareness of NP-SNDD	0.35	0.10	0.04	0.007	0.34	0.37
CIT.TRA.5	Respondent's knowledge about CSC roles, plans, budget and activities.	0.27	0.30	0.08	0.005	0.26	0.27
CIT.TRA.6	Does respondent know how to get information about SNA business?	0.52	0.30	0.16	0.007	0.51	0.54
CIT.TRA-I	Citizens have a good basic knowledge of the structure and roles of the SNA			0.40	0.003	0.39	0.41
CIT.TRA.7	Respondent's view of citizens' right to be informed about SNA business	0.76	1.00	0.76	0.006	0.74	0.77
CIT.TRA-II	Citizens believe that they have a right to be informed about the work of the SNA			0.76	0.005	0.75	0.77
CIT.TRA.9	How are users of administrative services informed about the correct price for the service?	0.48	0.50	0.24	0.028	0.42	0.53
CIT.TRA.10	Do users pay the correct price for administrative services?	0.66	0.50	0.33	0.032	0.59	0.72
CIT.TRA-III	Citizens believe that SNA services are priced transparently and citizens pay the correct price for services			0.57	0.009	0.55	0.58

These scores are disaggregated in Appendix 4 and Appendix 5.

Box 14: Citizens' knowledge about their SNA



Box 15: How citizens know the price for SNA services



4.4.3 SNA Respondents' Transparency Values

Village leaders are much more knowledgeable than ordinary citizens about the business of the CS Councils and about the NP-2. However, they have less knowledge about the selection process for the DMK Board of Governors. SNA respondents tended to over-estimate citizens' knowledge about SNA affairs. All sample groups strongly affirmed citizens' rights to information.

Table 31 summarises the SNA respondents' scores for Transparency questions and indicator values, disaggregated by level of SNA.

Table 32: SNA Responses to Transparency questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
VIL.TRA.1	Respondent's knowledge of how CSC is selected.	0.94	0.10	0.09	0.010	0.92	0.96
VIL.TRA.2	Respondent's knowledge of how DMK Council is selected.	0.76	0.10	0.08	0.020	0.72	0.80
VIL.TRA.3	Respondent's knowledge of how DMK BoG is selected.	0.42	0.10	0.04	0.025	0.37	0.47
VIL.TRA.4	Respondent's awareness of NP-SNDD	0.75	0.10	0.07	0.015	0.72	0.78
VIL.TRA.5	Respondent's knowledge about CSC roles, plans, budget and activities.	0.50	0.10	0.05	0.008	0.48	0.51
VIL.TRA.7	Respondent's view of citizens' right to be informed about SNA business	0.81	0.50	0.40	0.010	0.79	0.83
VIL.TRA-IV	Councillors and officials have a positive attitude to transparency			0.74	0.007	0.73	0.75
CSC.TRA.1	Respondent's assessment of citizens' knowledge about SNA business	0.62	0.40	0.25	0.005	0.61	0.62
CSC.TRA.2	Respondent's view of citizens' right to be informed about SNA business	0.89	0.60	0.53	0.005	0.88	0.90
CSC.TRA-IV	Councillors and officials have a positive attitude to transparency			0.78	0.004	0.77	0.79
DMK.TRA.1	Respondent's assessment of citizens' knowledge about SNA business	0.55	0.40	0.22	0.005	0.53	0.56
DMK.TRA.2	Respondent's view of citizens' right to be informed about SNA business	0.89	0.60	0.54	0.005	0.88	0.90
DMK.TRA-IV	Councillors and officials have a positive attitude to transparency			0.75	0.004	0.75	0.76
CP.TRA.1	Respondent's assessment of citizens' knowledge about SNA business	0.56	0.40	0.22	0.018	0.52	0.59
CP.TRA.2	Respondent's view of citizens' right to be informed about SNA business	0.89	0.60	0.53	0.043	0.80	0.97
CP.TRA-IV	Councillors and officials have a positive attitude to transparency			0.76	0.014	0.73	0.78

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
VIL.TRA.6	Does respondent know how to get information about SNA business?	0.63	0.40	0.25	0.010	0.61	0.65
VIL.TRA.8	How are users of administrative services informed about the correct price for the service?	0.82	0.40	0.33	0.012	0.80	0.84
VIL.TRA.9	Do users pay the correct price for administrative services?	0.97	0.20	0.19	0.007	0.96	0.98
VIL.TRA-V	Councillors and officials report a pro-active approach to dissemination of information			0.77	0.007	0.76	0.79
CSC.TRA.3	What types of information does the SNA share with the citizens?	0.76	0.40	0.30	0.006	0.74	0.77
CSC.TRA.4	What means are used by the SNA to share information?	0.38	0.40	0.15	0.005	0.37	0.39
CSC.TRA.5	How are users of administrative services informed about the correct price for the service?	0.90	0.10	0.09	0.007	0.89	0.91
CSC.TRA.6	Do users pay the correct price for administrative services?	0.97	0.10	0.10	0.004	0.96	0.98
CSC.TRA-V	Councillors and officials report a pro-active approach to dissemination of information			0.64	0.004	0.63	0.65
DMK.TRA.3	What types of information does the SNA share with the citizens?	0.71	0.40	0.28	0.008	0.69	0.73
DMK.TRA.4	What means are used by the SNA to share information?	0.41	0.40	0.17	0.007	0.40	0.43
DMK.TRA.5	How are users of administrative services informed about the correct price for the service?	0.90	0.10	0.09	0.007	0.89	0.91
DMK.TRA.6	Do users pay the correct price for administrative services?	0.98	0.10	0.10	0.004	0.98	0.99
DMK.TRA-V	Councillors and officials report a pro-active approach to dissemination of information			0.64	0.005	0.63	0.65
CP.TRA.3	What types of information does the SNA share with the citizens?	0.71	0.40	0.28	0.034	0.64	0.78
CP.TRA.4	What means are used by the SNA to share information?	0.56	0.40	0.22	0.030	0.50	0.62
CP.TRA.5	How are users of administrative services informed about the correct price for the service?	0.91	0.10	0.09	0.047	0.82	1.00
CP.TRA.6	Do users pay the correct price for administrative services?	0.95	0.10	0.10	0.025	0.90	1.00
CP.TRA-V	How are users of administrative services informed about the correct price for the service?			0.69	0.019	0.66	0.73

4.5 Accountability Sub-Index

4.5.1 Indicator Values

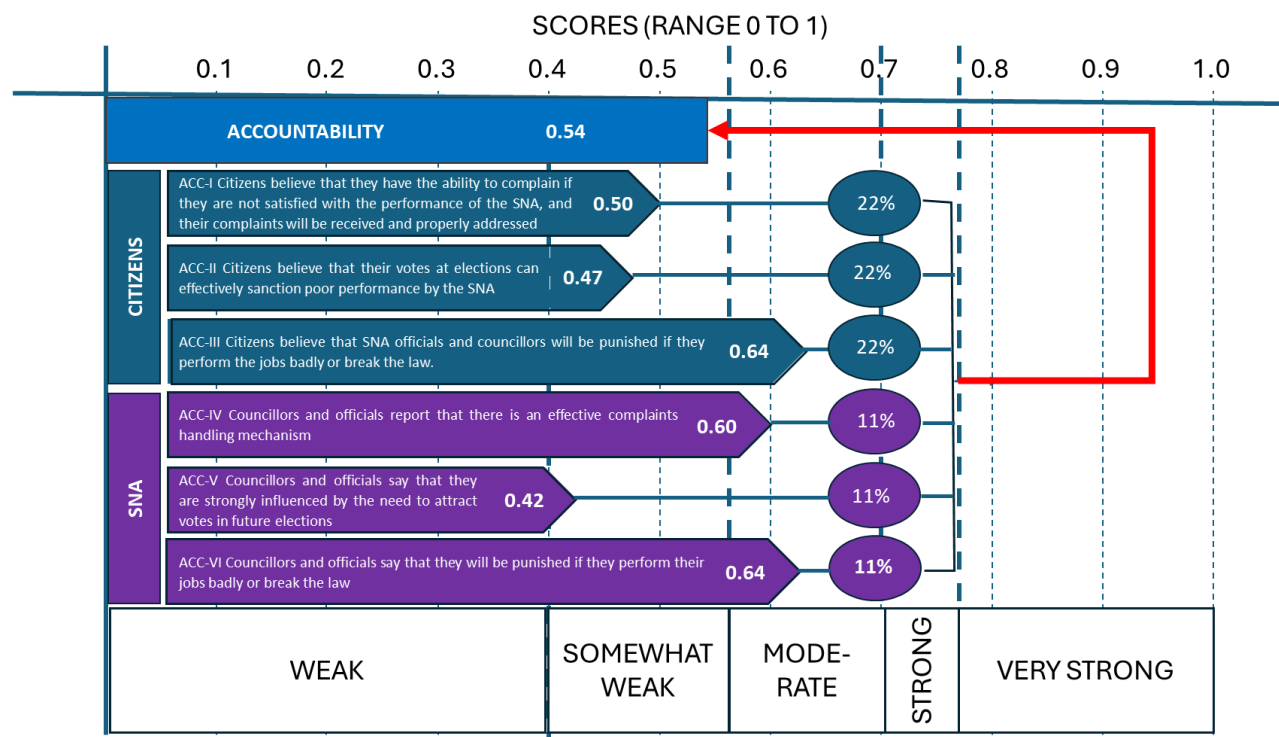


Figure 12: Accountability Sub-Index with Indicator Scores and Weights

Citizens have limited knowledge of SNA complaints procedures, though SNA members report that there is a moderately or strongly effective complaints mechanism in place. The actual volume of complaints handled is very small. Citizens and SNA members do not strongly believe that the need to earn citizens' votes is an effective sanction for poor performance by SNA. Both citizens and SNA members have moderate confidence that councillors and officials can be sanctioned for poor performance or law-breaking.

Box 16: Strengths and Weaknesses: Accountability

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> All respondent groups were moderately confident that councillors and officials can be punished for poor performance or law-breaking 	<ul style="list-style-type: none"> Citizens' knowledge in and experience of complaints handling by SNA is somewhat weak. In particular, few citizens know about the Ombudsman system. Citizens and SNA respondents have somewhat weak belief that citizens' votes in elections are influenced by SNA performance.

Three measures of accountability were applied in the survey. The first measure examined citizens knowledge of channels for complaining about poor SNA performance, and willingness to complain, together with examining the actual complaints handling procedures of SNA. Second, confidence of all sample groups in the effectiveness of electoral accountability – i.e. the link between SNA performance and citizens' voting decisions – was examined. Third, citizens and SNA respondents were asked to estimate the likelihood that councillors or officials who under-perform or break the law might suffer punishment as a result.

Table 33: Accountability Indicator Values

Indicator	Descriptor	SAMPLE GROUP	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
ACC-I	Citizens believe that they have the ability to complain if they are not satisfied with the performance of the SNA, and their complaints will be received and properly addressed	CIT	0.50	0.22	0.11	0.007	0.48	0.51
ACC-II	Citizens believe that their votes at elections can effectively sanction poor performance by the SNA	CIT	0.47	0.22	0.10	0.005	0.46	0.48
ACC-III	Citizens believe that SNA officials and councillors will be punished if they perform the jobs badly or break the law.	CIT	0.64	0.22	0.14	0.006	0.63	0.65
ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism	VIL	0.46	0.03	0.01	0.025	0.41	0.51
		CSC	0.62	0.03	0.02	0.005	0.61	0.63
		DMK	0.63	0.03	0.02	0.008	0.61	0.64
		CP	0.70	0.03	0.02	0.018	0.66	0.73
ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections	VIL	0.44	0.03	0.01	0.013	0.41	0.46
		CSC	0.41	0.03	0.01	0.009	0.39	0.42
		DMK	0.42	0.03	0.01	0.009	0.41	0.44
		CP	0.41	0.03	0.01	0.032	0.35	0.47
ACC-VI	Councillors and officials say that they will be punished if they perform their jobs badly or break the law	VIL	0.71	0.03	0.02	0.011	0.69	0.73
		CSC	0.63	0.03	0.02	0.011	0.61	0.65
		DMK	0.58	0.03	0.02	0.010	0.56	0.60
		CP	0.62	0.03	0.02	0.031	0.56	0.68
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)					0.54			

It is notable that CP respondents report more effective complaint handling (score 0.70) than other levels. Conversely, village leaders appear to have greater faith in the effectiveness of administrative or legal sanctions compared to higher levels.

Accountability indicators are disaggregated in Table 33. As with the sub-indexes discussed previously, differences between sub-samples are minor for these indicators. Slightly higher scores were assessed for female than for male respondents, and for Phnom Penh compared to other areas.

Table 34: Disaggregated values for Accountability indicators

Indicator	Descriptor	Sample	ALL	Type of DMK		Gender		Geographic Zone				
				Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
ACC-I	Citizens believe that they have the ability to complain if they are not satisfied with the performance of the SNA, and their complaints will be received and properly addressed	CIT	0.50	0.51	0.50	0.47	0.52	0.50	0.52	0.42	0.54	0.49
ACC-II	Citizens believe that their votes at elections can effectively sanction poor performance by the SNA			0.47	0.47	0.46	0.49	0.52	0.45	0.49	0.46	0.44
ACC-III	Citizens believe that SNA officials and councillors will be punished if they perform the jobs badly or break the law.	CIT	0.64	0.66	0.63	0.61	0.67	0.66	0.63	0.70	0.57	0.59
ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism	VIL	0.46	0.46	0.46	0.42	0.47	0.41	0.45	0.58	0.35	0.62
		CSC	0.62	0.58	0.57	0.62	0.53	0.55	0.56	0.66	0.64	0.62
		DMK	0.63	0.66	0.62	0.62	0.63	0.66	0.62	0.65	0.58	0.69
		CP	0.70	-	-	0.71	0.70	0.71	0.67	0.72	0.68	0.75
ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections	VIL	0.44	0.44	0.44	0.46	0.43	0.40	0.32	0.51	0.51	0.45
		CSC	0.41	0.39	0.41	0.41	0.41	0.41	0.38	0.43	0.41	0.40
		DMK	0.42	0.45	0.42	0.41	0.43	0.50	0.36	0.47	0.43	0.42
		CP	0.41	-	-	0.32	0.45	0.28	0.38	0.37	0.40	0.56
ACC-VI	Councillors and officials say that they will be punished if they	VIL	0.71	0.71	0.71	0.69	0.72	0.66	0.69	0.75	0.71	0.70
		CSC	0.63	0.62	0.63	0.61	0.64	0.65	0.60	0.73	0.58	0.57
		DMK	0.58	0.62	0.57	0.56	0.60	0.68	0.53	0.69	0.54	0.56

perform their jobs badly or break the law	CP	0.62	-	-	0.64	0.62	0.72	0.54	0.63	0.60	0.75
SUB-INDEX VALUE AFTER WEIGHTING		0.54	0.55	0.53	0.52	0.55	0.56	0.52	0.56	0.53	0.53

4.5.2 Citizens' Sample Accountability Values

Most respondents were able to suggest potential channels for complaint about the performance of SNA, but very few citizens actually made a complaint. Those that reported complaining said that they were generally not satisfied with the outcome of the complaint.

It should be noted that the low number of actual complaints compared to the number of citizens saying they wanted to complain has been assumed to be a negative indication (low belief in effectiveness).

Table 35: Citizens' responses to Accountability questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CIT.ACC.1	Citizens' knowledge of ways to complain about public services.	0.64	0.25	0.16	0.007	0.63	0.66
CIT.ACC.2	Did respondent want to make a complaint (past year)						
CIT.ACC.3	Did respondent actually complain?	0.18	0.25	0.04	0.017	0.14	0.21
CIT.ACC.4	Who did respondent complain to?						
CIT.ACC-I	Citizens believe that they have the ability to complain if they are not satisfied with the performance of the SNA, and their complaints will be received and properly addressed	0.59	0.50	0.29	0.034	0.52	0.66
CIT.ACC.6	Does quality of local services influence citizens' voting at elections?			0.50	0.007	0.48	0.51
CIT.ACC-II	Citizens believe that their votes at elections can effectively sanction poor performance by the SNA	0.47	1.00	0.47	0.005	0.46	0.48
CIT.ACC.7	Does respondent think councillors and officials will be punished for poor performance or illegal acts?			0.47	0.005	0.46	0.48
CIT.ACC-III	Citizens believe that SNA officials and councillors will be punished if they perform the jobs badly or break the law.	0.64	1.00	0.64	0.006	0.63	0.65

Citizens' Accountability scores are disaggregated in Appendix 4 and Appendix 5. From these data, it appears that citizens in coastal provinces, in Phnom Penh and the lowland provinces (broadly, the areas surrounding Phnom Penh) were more likely to complain, and were more likely to be satisfied with the response to their complaint, compared with citizens in the Tonle Sap and upland zones. Care is needed in interpreting this due to the small number of actual complaints in each area (e.g. about six in Phnom Penh).



Under the microscope: How do citizens complain and are they satisfied with the outcome of their complaints?

Almost all citizen respondents were able to name at least one way they could complain if they were dissatisfied with SNA services, with more than half being able to suggest at least two ways. Complaining to the village authority was the most frequently suggested method, followed by CSC, DMK or CP offices. Complaining personally to a Councillor or official was also mentioned a significant number of times. However, very few respondents mentioned the DMK and CP Ombudsman offices directly.

How to complain	Mentions	%
Village authority	1,528	36%
CSC authority	1,389	33%
CP authority	167	4%
Through acquaintance	181	4%
Ombudsman	15	0.4%
Other	340	8%

Citizens were asked whether they had wanted to complain about an SNA service in the past year. 479 citizens said they had wanted to complain about a public service, but only 89 of these (19%) actually made a complaint. 171 citizens wanted to complain about an administrative service they received at an SNA office, of these, 49 (29%) reported submitting a complaint.

Method of Complaining	Complaints Reported	% Satisfied
Village authority	34	53%
CSC authority	44	48%
Other	11	55%
Any method	98	51%

When citizens actually complained, they were most likely to submit their complaint to the village leaders or to the CS office, with only very small numbers reporting other methods

Slightly more than half of those who reported complaining said they were “somewhat satisfied” or “very satisfied” with the outcome of their complaint.

4.5.3 SNA Respondents' Accountability Values

Table 36: SNA Responses to Accountability Questions

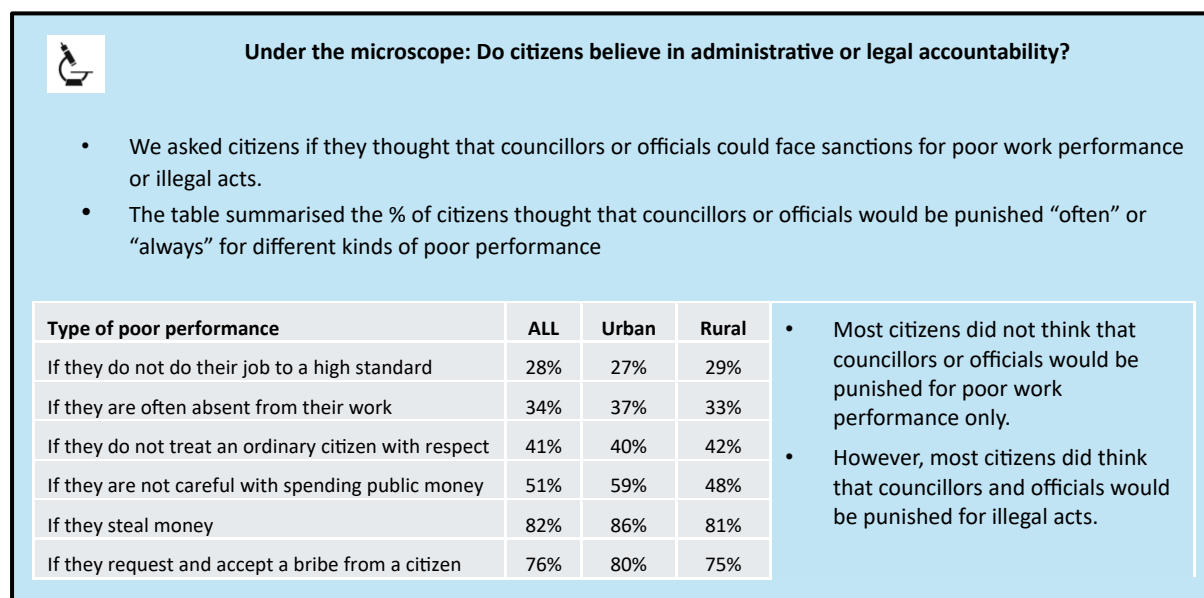
ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
VIL.ACC.1	Village leaders' response to citizens wanting to complain about local services	0.46	1.00	0.46	0.024	0.41	0.51
VIL.ACC.2	Village leaders' assessment of authorities likely to respond satisfactorily to complaints	-	-	-	-	-	-
VIL.ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism			0.46	0.025	0.41	0.51
CSC.ACC.1	Frequency of complaints to SNA about quality of public services	0.16	0.10	0.02	0.006	0.15	0.17
CSC.ACC.2	Frequency of complaints to SNA about quality of administrative services	0.10	0.10	0.01	0.006	0.09	0.11
CSC.ACC.3	Does the SNA keep a record of complaints?	0.79	0.40	0.32	0.016	0.76	0.83
CSC.ACC.4	Does the SNA report on complaints received and handled?	0.70	0.20	0.14	0.016	0.67	0.73
CSC.ACC.5	SNA assessment of % of complainants who were satisfaction with the response	0.69	0.20	0.14	0.013	0.67	0.72
CSC.ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism			0.62	0.005	0.61	0.63
DMK.ACC.1	Frequency of complaints to SNA about quality of public services	0.17	0.10	0.02	0.006	0.16	0.18
DMK.ACC.2	Frequency of complaints to SNA about quality of administrative services	0.13	0.10	0.01	0.006	0.12	0.14
DMK.ACC.3	Does the SNA keep a record of complaints?	0.83	0.40	0.33	0.011	0.81	0.85
DMK.ACC.4	Does the SNA report on complaints received and handled?	0.70	0.20	0.14	0.013	0.67	0.72
DMK.ACC.5	SNA assessment of % of complainants who were satisfaction with the response	0.63	0.20	0.13	0.013	0.61	0.66
DMK.ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism			0.63	0.008	0.61	0.64
CP.ACC.1	Frequency of complaints to SNA about quality of public services	0.21	0.10	0.02	0.043	0.13	0.30
CP.ACC.2	Frequency of complaints to SNA about quality of administrative services	0.18	0.10	0.02	0.023	0.14	0.22
CP.ACC.3	Does the SNA keep a record of complaints?	0.92	0.40	0.37	0.089	0.75	1.10
CP.ACC.4	Does the SNA report on complaints received and handled?	0.70	0.20	0.14	0.037	0.63	0.77
CP.ACC.5	SNA assessment of % of complainants who were satisfaction with the response	0.75	0.20	0.15	0.025	0.70	0.80
CP.ACC-IV	Councillors and officials report that there is an effective complaints handling mechanism			0.70	0.018	0.66	0.73
VIL.ACC.3	Does quality of local services influence citizens' voting at elections?	0.44	1.00	0.44	0.013	0.41	0.46

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
VIL.ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections			0.44	0.013	0.41	0.46
CSC.ACC.6	Does quality of local services influence citizens' voting at elections?	0.41	1.00	0.41	0.009	0.39	0.42
CSC.ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections			0.41	0.009	0.39	0.42
DMK.ACC.6	Does quality of local services influence citizens' voting at elections?	0.42	1.00	0.42	0.009	0.41	0.44
DMK.ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections			0.42	0.009	0.41	0.44
CP.ACC.6	Does quality of local services influence citizens' voting at elections?	0.41	1.00	0.41	0.050	0.31	0.51
CP.ACC-V	Councillors and officials say that they are strongly influenced by the need to attract votes in future elections			0.41	0.032	0.35	0.47
VIL.ACC.4	Does respondent think councillors and officials will be punished for poor performance or illegal acts?	0.71	1.00	0.71	0.010	0.69	0.73
VIL.ACC-VI	Councillors and officials say that they will be punished if they perform their jobs badly or break the law			0.71	0.011	0.69	0.73
CSC.ACC.7	Does respondent think councillors and officials will be punished for poor performance or illegal acts?	0.63	1.00	0.63	0.011	0.61	0.65
CSC.ACC-VI	Councillors and officials say that they will be punished if they perform their jobs badly or break the law			0.63	0.011	0.61	0.65
DMK.ACC.7	Does respondent think councillors and officials will be punished for poor performance or illegal acts?	0.58	1.00	0.58	0.009	0.56	0.60
DMK.ACC-VI	Councillors and officials say that they will be punished if they perform their jobs badly or break the law			0.58	0.010	0.56	0.60
CP.ACC.7	Does respondent think councillors and officials will be punished for poor performance or illegal acts?	0.62	1.00	0.62	0.037	0.55	0.70
CP.ACC-VI	Councillors and officials say that they will be punished if they perform their jobs badly or break the law			0.62	0.031	0.56	0.68

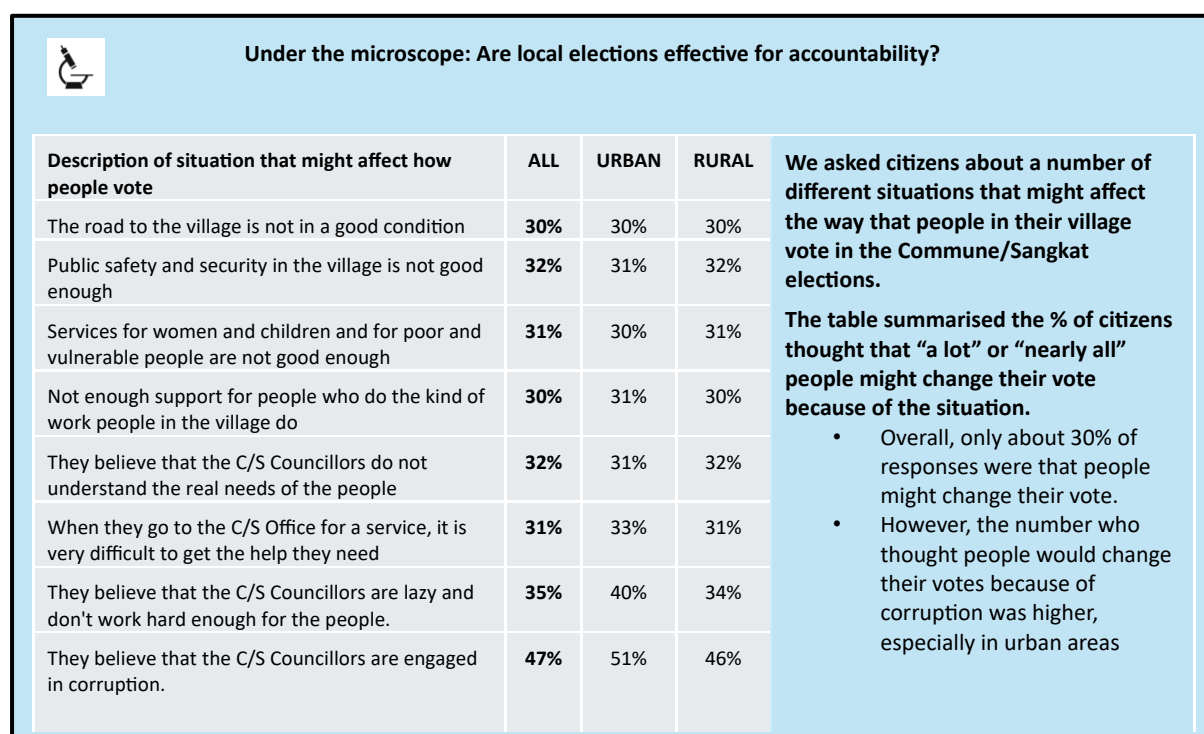
Village leaders are not strongly active in assisting citizens to pursue complaints (VIL.ACC.1) with those in the Coastal zone being the most active. The frequency of complaints received at different levels of SNA appears to be similar (CSC.ACC.2, DMK.ACC.2, CP.ACC.2).

These scores are disaggregated by rural / urban characteristics, gender of respondent and geographic zone in Appendix 4.

Box 18: Citizens confidence in administrative and legal accountability



Box 19: Effectiveness of democratic accountability



4.6 Civic Engagement Sub-Index

4.6.1 Indicator Values

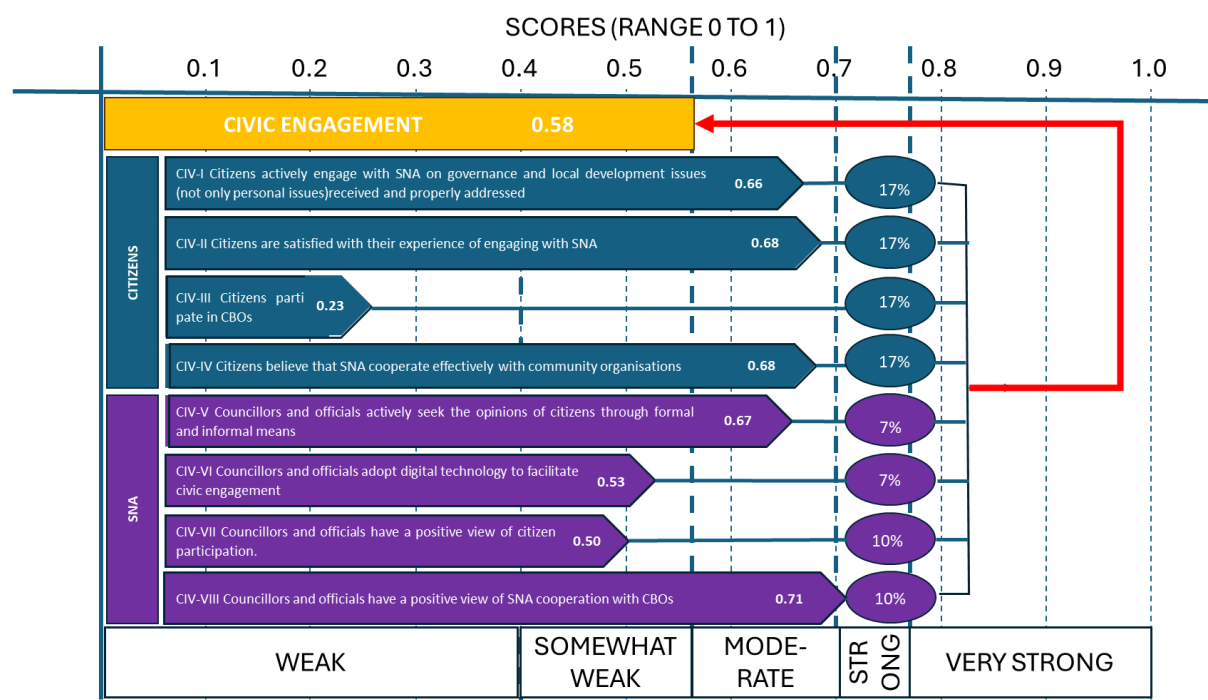


Figure 13: Civic Engagement Sub-Index with Indicator Scores and Weights

Citizens engage with the SNA at a moderate level. They believe strongly that the SNA cooperate well with community-based organisations (CBOs) but very few are active members of a CBO. SNA make efforts to engage citizens in a variety of ways, but use of digital technology could be strengthened. SNA members see citizen participation as a way of informing citizens and gathering data rather than as a way of learning the citizens' views. SNA members have a moderately positive view of cooperation with CBOs.

Box 20: Strengths and Weaknesses: Civic Engagement

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> Citizens' engagement with SNA and their experience of this engagement is moderate, close to strong. Citizens are moderately confident that SNA cooperate well with CBOs and SNA leaders express strong support for CBO activity. 	<ul style="list-style-type: none"> Citizens' participation in CBOs is weak (23%). SNA use of digital technology to engage with citizens is somewhat weak. Councillors and officials have a somewhat weak understanding of the purpose and benefits of citizen participation in planning.

Civic Engagement was assessed through measures of citizens' participation in local governance and their level of satisfaction with that experience, membership and activity of CBOs and their relationship with SNAs, and the efforts of SNA's to actively seek the views of citizens. The measured indicator values are summarised in Table 36.

Table 37: Civic Engagement indicator values

Indicator	Descriptor	SAMPLE GROUP	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
CIV-I	Citizens actively engage with SNA on governance and local development issues (not only personal issues)	CIT	0.66	0.17	0.11	0.009	0.64	0.67
CIV-II	Citizens are satisfied with their experience of engaging with SNA	CIT	0.68	0.17	0.11	0.005	0.67	0.69
CIV-III	Citizens participate in community organisations	CIT	0.23	0.17	0.04	0.010	0.21	0.24
CIV-IV	Citizens believe that SNA cooperate effectively with community organisations	CIT	0.68	0.17	0.11	0.007	0.67	0.70
CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means	VIL	0.82	0.02	0.01	0.005	0.81	0.83
		CSC	0.60	0.02	0.01	0.005	0.59	0.61
		DMK	0.53	0.02	0.01	0.006	0.51	0.54
		CP	0.72	0.02	0.01	0.024	0.68	0.77
CIV-VI	Councillors and officials adopt digital technology to facilitate civic engagement	CSC	0.53	0.02	0.01	0.011	0.51	0.55
		DMK	0.35	0.02	0.01	0.010	0.33	0.37
		CP	0.71	0.02	0.02	0.035	0.64	0.78
		CSC	0.50	0.03	0.02	0.007	0.48	0.51
CIV-VII	Councillors and officials have a positive view of citizen participation	DMK	0.50	0.03	0.02	0.007	0.49	0.51
		CP	0.51	0.03	0.02	0.021	0.47	0.56
		VIL	0.71	0.02	0.02	0.009	0.70	0.73
		CSC	0.63	0.02	0.02	0.005	0.62	0.64
CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs	DMK	0.74	0.02	0.02	0.003	0.73	0.74
		CP	0.76	0.02	0.02	0.012	0.74	0.78
		SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)				0.58		

These indicators are disaggregated in Table 37. As with the other dimensions of governance, variations between different sample groups are relatively minor and do not show a consistent pattern. As expected, adoption of digital technology is higher for CP administrations than for CSC, and higher for urban sangkats compared to rural communes, but the DMK administrations appear to be particularly weak in this area with lower digital adoption rates than the CSC.

Table 38: Disaggregated values for Civic Engagement indicators

Indicator	Descriptor	Sample	ALL	Type of DMK		Gender			Geographic Zone			
				Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
CIV-I	Citizens actively engage with SNA on governance and local development issues (not only personal issues)	CIT	0.66	0.63	0.67	0.69	0.62	0.56	0.67	0.72	0.64	0.54
CIV-II	Citizens are satisfied with their experience of engaging with SNA	CIT	0.68	0.71	0.68	0.67	0.69	0.73	0.69	0.67	0.67	0.72
CIV-III	Citizens participate in community organisations	CIT	0.23	0.12	0.26	0.22	0.23	0.08	0.30	0.17	0.20	0.36
CIV-IV	Citizens believe that SNA cooperate effectively with community organisations	CIT	0.68	0.73	0.68	0.68	0.69	0.78	0.64	0.72	0.69	0.72
CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means	VIL	0.82	0.83	0.81	0.82	0.81	0.85	0.85	0.76	0.82	0.84
		CSC	0.60	0.60	0.61	0.61	0.60	0.57	0.63	0.57	0.64	0.57
		DMK	0.53	0.54	0.52	0.53	0.52	0.52	0.55	0.48	0.52	0.55
		CP	0.72	-	-	0.67	0.75	0.70	0.76	0.66	0.75	0.70
CIV-VI	Councillors and officials adopt digital technology to facilitate civic engagement	CSC	0.53	0.46	0.52	0.54	0.53	0.34	0.53	0.53	0.61	0.47
		DMK	0.35	0.26	0.38	0.36	0.35	0.20	0.33	0.44	0.38	0.28
		CP	0.71	-	-	0.59	0.76	0.67	0.67	0.58	0.74	0.88
CIV-VII	Councillors and officials have a positive view of citizen participation	CSC	0.50	0.53	0.48	0.52	0.49	0.54	0.47	0.51	0.50	0.50
		DMK	0.50	0.52	0.50	0.49	0.51	0.52	0.47	0.53	0.50	0.48
		CP	0.51	-	-	0.50	0.52	0.46	0.54	0.55	0.50	0.49
CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs	VIL	0.71	0.70	0.72	0.73	0.71	0.68	0.71	0.71	0.72	0.75
		CSC	0.63	0.62	0.64	0.62	0.64	0.58	0.60	0.64	0.66	0.65
		DMK	0.74	0.74	0.74	0.73	0.74	0.76	0.73	0.73	0.75	0.74
		CP	0.76	-	-	0.80	0.74	0.79	0.80	0.77	0.72	0.76
SUB-INDEX VALUE AFTER WEIGHTING			0.57	0.55	0.57	0.58	0.57	0.55	0.58	0.58	0.57	0.59

4.6.2 Citizen Respondents' Civic Engagement Values


Most citizen respondents were able to report having participated in a meeting organised by their SNA and those who did participate gave a strongly positive assessment of the experience. Opportunities to share ideas with SNA outside these meetings were more limited. CBOs were active in all SNA areas, but only about 23% of citizens reported being members of CBOs. Citizens' responses on civic engagement questions are summarised in Table 38.

Table 39: Citizens' responses to Civic Engagement questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CIT.CIV.1	Did the respondent attend any meeting organised by SNA?	0.66	1.00	0.66	0.009	0.64	0.67
CIT.CIV-I	Citizens actively engage with SNA on governance and local development issues (not only personal issues)			0.66	0.009	0.64	0.67
CIT.CIV.3	Respondent's assessment of meeting convenience, relevance and openness.	0.85	0.50	0.43	0.004	0.84	0.86
CIT.CIV.4	Do citizens have opportunities to share ideas with SNA outside meetings?	0.52	0.50	0.26	0.010	0.50	0.54
CIT.CIV-II	Citizens are satisfied with their experience of engaging with SNA			0.68	0.005	0.67	0.69
CIT.CIV.5	Membership of CBOs	0.23	1.00	0.23	0.010	0.21	0.24
CIT.CIV-III	Citizens participate in community organisations			0.23	0.010	0.21	0.24
CIT.CIV.6	Relationship between CBOs and SNA	0.68	1.00	0.68	0.012	0.66	0.71
CIT.CIV-IV	Citizens believe that SNA cooperate effectively with community organisations			0.68	0.007	0.67	0.70

Citizen sample civic engagement scores are disaggregated in Appendix 4 and Appendix 5. It is notable that attendance at meetings is lower in Phnom Penh than in any other region, but Phnom Penh citizens report a higher level of opportunities to share ideas with SNA outside meetings. Men report a higher level of attendance at meetings than women, though both scores are in the “moderate” range.

Box 21: How citizens share their views with SNA

Under the microscope: How citizens share their views with SNAs															
 <p>Of 1,918 citizen respondents, 1,057 (55%) reported having attended a meeting organised by their SNA during the past two years, and 19% of citizens said that they personally spoke in these meetings. In 84% of meeting attendances, the meeting was held in the respondent's village, while in 16% a meeting held at another location was reported.</p> <p>Citizens gave a highly positive account of their experience of these meetings, with over 90% stating they were very satisfied or fairly satisfied with all six aspects that we asked about.</p>	<table border="1"> <thead> <tr> <th>Meeting quality indicator</th><th>% satisfied</th></tr> </thead> <tbody> <tr> <td>Convenient time and location</td><td>96%</td></tr> <tr> <td>Issues relevant to respondent</td><td>92%</td></tr> <tr> <td>Easy for ordinary citizens to speak</td><td>93%</td></tr> <tr> <td>Participants listened to citizens</td><td>92%</td></tr> <tr> <td>Leaders listened to citizens</td><td>93%</td></tr> <tr> <td>Agreed with decisions taken.</td><td>93%</td></tr> </tbody> </table>	Meeting quality indicator	% satisfied	Convenient time and location	96%	Issues relevant to respondent	92%	Easy for ordinary citizens to speak	93%	Participants listened to citizens	92%	Leaders listened to citizens	93%	Agreed with decisions taken.	93%
Meeting quality indicator	% satisfied														
Convenient time and location	96%														
Issues relevant to respondent	92%														
Easy for ordinary citizens to speak	93%														
Participants listened to citizens	92%														
Leaders listened to citizens	93%														
Agreed with decisions taken.	93%														
<table border="1"> <thead> <tr> <th>Method of Sharing Views</th><th>% saying it is easy</th></tr> </thead> <tbody> <tr> <td>Talk to CS Councillor or official</td><td>40%</td></tr> <tr> <td>Talk to DMK Councillor or official</td><td>23%</td></tr> <tr> <td>Talk to CP Councillor or official</td><td>16%</td></tr> <tr> <td>Send a letter</td><td>22%</td></tr> <tr> <td>Telephone, Facebook etc.</td><td>19%</td></tr> <tr> <td>Meet with organisation that will communicate views to the SNA</td><td>23%</td></tr> </tbody> </table>	Method of Sharing Views	% saying it is easy	Talk to CS Councillor or official	40%	Talk to DMK Councillor or official	23%	Talk to CP Councillor or official	16%	Send a letter	22%	Telephone, Facebook etc.	19%	Meet with organisation that will communicate views to the SNA	23%	<p>Citizen's opportunities to share views with SNA outside meetings were more limited.</p> <p>Citizens were asked how easily they could share their views through different means. Respondents saying each means would be “very easy” or “fairly easy” are summarized in the table.</p>
Method of Sharing Views	% saying it is easy														
Talk to CS Councillor or official	40%														
Talk to DMK Councillor or official	23%														
Talk to CP Councillor or official	16%														
Send a letter	22%														
Telephone, Facebook etc.	19%														
Meet with organisation that will communicate views to the SNA	23%														

4.6.3 SNA Respondents' Civic Engagement Values

SNA respondents' scores for civic engagement questions are summarised in Table 47. Village leaders' report that SNA held meetings in their village in the past year in 90% of cases, and their assessment of the quality of these meetings is high (0.89) while they gave a moderate assessment of citizens' opportunities to share ideas in other settings (0.66). CSC also report a high level of participatory meetings, and also a moderate level of citizen participation in CS Council meetings. Use of other means to receive citizens' views is reported low by CSC and DMK but high by CP administrations. SNA respondents scored weakly on assessment whether they held positive views of the benefits of citizen engagement – this appears to be because they see participation in terms of disseminating information and collecting data, rather than prioritising hearing the ideas of ordinary citizens.

Higher rates of CBO activity are reported by CP and DMK compared to CSC but this reflects that there will naturally be a greater number and range of CBOs in a whole Province compared to a single Commune. SNA respondents' views of CBOs are generally positive, though it is striking that CS Councillors seem to have a more sceptical view of the value of CBOs than that expressed by DMK and CP respondents.

Box 22: Types of CBO


Under the microscope: What types of CBO do citizens join?					
Citizens were asked whether they were members of different types of community-based organisation (CBO). Overall, 24% of respondents said they were CBO members, with the most common types being savings groups, economic organisations such as agriculture cooperatives and community groups for maintaining infrastructure and protecting natural resources.					
80% of village leaders and 94% of CSC respondents reported activity of at least 1 CBO in their area. Not all CBO are active, but 73% of village leaders and 87% of CS Councillors reported that there was at least one type of CBO active in their areas.					
Type of CBO	% Citizens members	Present in % of areas		Active in % of areas	
		Village	CS	Village	CS
Economic organisation, for example an agriculture cooperative or a business group	7%	31%	46%	23%	37%
Savings Group	9%	38%	49%	29%	39%
Organisation for managing and protecting natural resources (forestry community, fishery community etc)	5%	31%	43%	24%	38%
Group for maintaining Infrastructure (canals, wells etc)	5%	33%	43%	28%	35%
Trade Unions	0%	4%	9%	4%	7%
Religious organisations	4%	23%	52%	16%	38%
Organisations to help poor and vulnerable people	7%	32%	44%	28%	37%
Sports clubs and other kinds of leisure activity association	2%	9%	15%	7%	11%
Other type of community organisation	3%	12%	24%	10%	21%
Any CBO	24%	80%	94%	73%	87%

Table 40: SNA Responses to Civic Engagement Questions


ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
VIL.CIV.1	Did the SNA organise any meeting in the respondent's village (last 2 years)	0.90	0.33	0.30	0.009	0.89	0.92
VIL.CIV.2	Respondent's assessment of meeting convenience, relevance and openness.	0.88	0.33	0.29	0.006	0.87	0.90
VIL.CIV.3	Do citizens have opportunities to share ideas with SNA outside meetings?	0.66	0.33	0.22	0.009	0.64	0.68
VIL.CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means			0.82	0.005	0.81	0.83
CSC.CIV.1	How often does the SNA organise participatory meetings?	0.84	0.30	0.25	0.010	0.82	0.86

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CSC.CIV.2	Where are participatory meetings held?	0.84	0.10	0.08	0.008	0.82	0.86
CSC.CIV.3	Do ordinary citizens attend meetings of the SNA Council?	0.65	0.30	0.20	0.012	0.63	0.68
CSC.CIV.4	What means are used by the SNA to find out the views of citizens?	0.24	0.30	0.07	0.009	0.22	0.26
CSC.CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means			0.60	0.005	0.59	0.61
DMK.CIV.1	How often does the SNA organise participatory meetings?	0.79	0.30	0.24	0.011	0.76	0.81
DMK.CIV.2	Where are participatory meetings held?	0.88	0.10	0.09	0.008	0.86	0.89
DMK.CIV.3	Do ordinary citizens attend meetings of the SNA Council?	0.54	0.30	0.16	0.013	0.51	0.56
DMK.CIV.4	What means are used by the SNA to find out the views of citizens?	0.14	0.30	0.04	0.008	0.12	0.15
DMK.CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means			0.53	0.006	0.51	0.54
CP.CIV.1	How often does the SNA organise participatory meetings?	0.80	0.30	0.24	0.036	0.73	0.87
CP.CIV.2	Where are participatory meetings held?	0.86	0.10	0.09	0.027	0.81	0.91
CP.CIV.3	Do ordinary citizens attend meetings of the SNA Council?	0.52	0.30	0.15	0.059	0.40	0.63
CP.CIV.4	What means are used by the SNA to find out the views of citizens?	0.81	0.30	0.24	0.048	0.72	0.91
CP.CIV-V	Councillors and officials actively seek the opinions of citizens through formal and informal means			0.72	0.024	0.68	0.77
CSC.CIV.5	What types of digital media are used by the SNA?	0.53	1.00	0.53	0.011	0.51	0.55
CSC.CIV-VI	Councillors and officials adopt digital technology to facilitate civic engagement			0.53	0.011	0.51	0.55
DMK.CIV.5	What types of digital media are used by the SNA?	0.35	1.00	0.35	0.010	0.33	0.37
DMK.CIV-VI	Councillors and officials adopt digital technology to facilitate civic engagement			0.35	0.010	0.33	0.37
CP.CIV.5	What types of digital media are used by the SNA?	0.71	1.00	0.71	0.028	0.66	0.76
CP.CIV-VI	Councillors and officials adopt digital technology to facilitate civic engagement			0.71	0.035	0.64	0.78
CSC.CIV.6	SNA assessment of the benefits of citizen participation	0.50	1.00	0.50	0.006	0.49	0.51
CSC.CIV-VII	Councillors and officials have a positive view of citizen participation			0.50	0.007	0.48	0.51
DMK.CIV.6	SNA assessment of the benefits of citizen participation	0.50	1.00	0.50	0.005	0.49	0.51
DMK.CIV-VII	Councillors and officials have a positive view of citizen participation			0.50	0.007	0.49	0.51
CP.CIV.6	SNA assessment of the benefits of citizen participation	0.51	1.00	0.51	0.060	0.40	0.63
CP.CIV-VII	Councillors and officials have a positive view of citizen participation			0.51	0.021	0.47	0.56
VIL.CIV.4	Membership of CBOs	0.48	0.20	0.10	0.019	0.44	0.52
VIL.CIV.5	Do SNA have positive view of CBOs?	0.72	0.40	0.29	0.009	0.70	0.74
VIL.CIV.6	Relationship between CBOs and SNA	0.83	0.40	0.33	0.008	0.81	0.84
VIL.CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs			0.71	0.009	0.70	0.73
CSC.CIV.7	Membership of CBOs	0.56	0.20	0.11	0.007	0.54	0.57
CSC.CIV.8	Do SNA have positive view of CBOs?	0.48	0.40	0.19	0.004	0.47	0.49
CSC.CIV.9	Relationship between CBOs and SNA	0.82	0.40	0.33	0.009	0.80	0.84
CSC.CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs			0.63	0.005	0.62	0.64
DMK.CIV.7	Membership of CBOs						
DMK.CIV.8	Do SNA have positive view of CBOs?	0.62	0.50	0.31	0.006	0.61	0.63
DMK.CIV.9	Relationship between CBOs and SNA	0.85	0.50	0.43	0.006	0.84	0.87
DMK.CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs			0.74	0.003	0.73	0.74
CP.CIV.7	Membership of CBOs	0.67	0.20	0.13	0.041	0.59	0.75
CP.CIV.8	Do SNA have positive view of CBOs?	0.71	0.40	0.28	0.020	0.67	0.75
CP.CIV.9	Relationship between CBOs and SNA	0.85	0.40	0.34	0.028	0.80	0.91
CP.CIV-VIII	Councillors and officials have a positive view of SNA cooperation with CBOs			0.76	0.012	0.74	0.78

Box 23: Citizen attendance at Council meetings

 <p>Councillors and officials at CSC, DMK and CP level were asked about citizens attendance at Council meetings. Practice seems to vary a lot, with some respondents asserting that citizens can attend freely and many do so, while others saying that citizens are not allowed to attend. The responses are summarised in the table.</p> <p>Overall, 60 of CSC respondents said citizens are free to attend, but this fell to 46% for DMK Council and 40% for CP Council.</p>	Under the microscope: Do citizens attend Council meetings?			
	Response	% of Respondents		
		CSC	DMK	CP
	Any ordinary citizen can attend, and there are always more citizens than Councillors at every meeting	43%	29%	33%
	Any ordinary citizen can attend but not many do so. There are usually more Councillors than citizens.	17%	17%	7%
	Ordinary citizens can only attend meetings of the Council when they are invited for a specific reason	34%	41%	41%
	Ordinary citizens do not attend meetings of the Council	6%	12%	19%

Box 24: Methods SNA use to learn citizens' views



Under the microscope: What methods to SNA use to learn about citizens’ views?

Participatory meetings are still an important means for SNA leaders and councillors to share information and learn the views and priorities of the citizens, but in a modern economy, it is likely that citizens will find it increasingly difficult to spare time for this activity. Therefore, it is interesting to examine the use of other methods, including digital media, that allow citizens to share their views with the SNA.

We asked Councillors and officials whether their SNA used any of four named methods to find out the ideas of citizens. We also asked about the types of digital media used for this purpose by the SNA. The table below shows the % of respondents at each SNA level who reported use of each method.

Method of learning citizens’ views	Commune / Sangkat Councils			District / Municipality / Khan	Capital / Province
	All	Urban	Rural		
Councillors go to talk to citizens individually	4%	5%	3%	11%	81%
Citizens send letters to the SNA	39%	40%	38%	20%	87%
Citizens use digital media to communicate with SNA	35%	27%	39%	13%	79%
SNA talks to organisations that can represent the views of citizens	18%	21%	17%	11%	79%
Any of 4 means mentioned	59%	61%	58%	38%	93%

CS Councillors do not seem to regard conversations with individual citizens as an important way of learning their views, though this process must happen naturally as the Councillors are members of the communities they represent. Use of written letters still seems to be surprisingly common. Use of digital media is significant, but could be increased, and is particularly weak at DMK level. Around 40% of CSC respondents and over 60% of DMK respondents could not name any method used by their SNA to learn citizens’ views, outside formal meetings.

When respondents were asked specifically about use of digital media, the number of positive responses increased, with around 90% of respondents being able to name at least one method of digital communication with citizens. However, use of digital media seems notably lower at DMK level. SMS messaging was mentioned more frequently than Facebook or other social media. Most respondents claimed to use web-pages (this could be investigated further). Among CSC, use of digital media appears somewhat higher in rural areas compared to urban areas.

Type of Digital Media	CSC			DMK	CP
	ALL	URB.	RUR.		
SMS Message	73%	69%	75%	60%	49%
Facebook	34%	23%	40%	9%	85%
Group Chat (e.g. Telegram)	31%	29%	32%	24%	80%
Webpage	74%	66%	78%	46%	69%
Any of these	89%	86%	90%	75%	93%

4.7 Internal Relations of the SNA

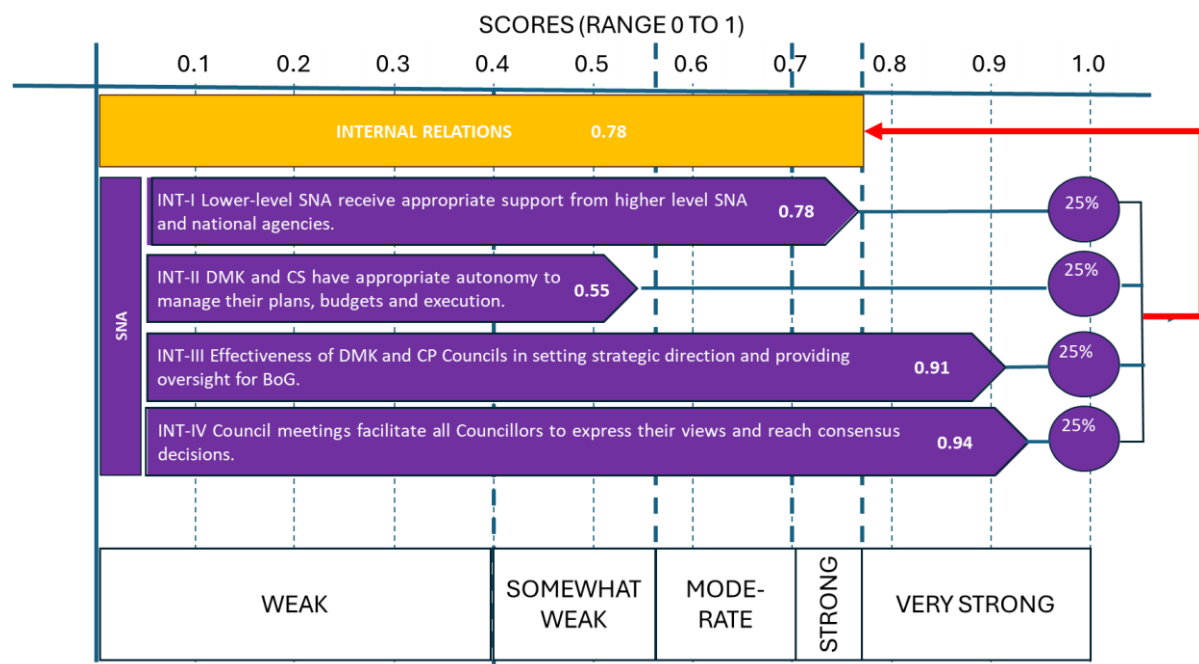


Figure 14: Internal Relations Index with Indicator Scores and Weights

Internal relations are assessed as strong overall. Councillors and officials believe that lower-level SNA are well supported from higher levels, but there are less sure that DMK and CSC have sufficient autonomy for planning, budgeting and execution. Councillors and officials strongly asserted that the DMK and CP Councils are effective in providing oversight for the BoG, and gave a high score for conduct of the Council meetings.

Box 25: Strengths and Weaknesses: Internal Relations

STRENGTHS	WEAKNESSES
Very Strong: <ul style="list-style-type: none"> Effectiveness of DMK and CP Councils Process of Council meetings Strong: <ul style="list-style-type: none"> Support from higher-level to lower-level SNA 	<ul style="list-style-type: none"> Budgetary autonomy of DMK and CS Councils is assessed as somewhat weak.

Four aspects of internal relations were examined: the level of support provided to lower-level SNA by national agencies and higher level SNA, the level of autonomy enjoyed by the DMK and CSC, the effectiveness of DMK and CP Councils and the conduct of Council meetings. Internal relations questions were addressed only to SNA respondents.

Table 41: Internal Relations indicator values

Indicator	Descriptor	Sample Group	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval	
							Lower Bound	Upper Bound
INT-I	Councillors and officials assess that lower-level SNA	CSC	0.79	0.11	0.09	0.004	0.78	0.80
INT-I	receive appropriate support	DMK	0.76	0.08	0.06	0.005	0.75	0.77

INT-I	from higher level SNA and national agencies;	CP	0.79	0.08	0.07	0.011	0.76	0.81
INT-II	Councillors and officials assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;	CSC	0.51	0.11	0.06	0.010	0.49	0.53
INT-II		DMK	0.54	0.08	0.05	0.011	0.52	0.56
INT-II		CP	0.60	0.08	0.05	0.029	0.54	0.65
INT-III	Councillors and officials assess that the Council is effective in setting strategic direction and providing oversight for the operations of the Board of Governors;	DMK	0.90	0.08	0.08	0.004	0.89	0.91
INT-III		CP	0.92	0.08	0.08	0.013	0.90	0.95
INT-IV	Councillors assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.	CSC	0.94	0.11	0.10	0.003	0.93	0.94
INT-IV		DMK	0.94	0.08	0.08	0.004	0.93	0.94
INT-IV		CP	0.93	0.08	0.08	0.012	0.91	0.95
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)			0.78					

From Table 40 it is seen that DMK respondents' assessment of the support they receive from higher levels (INT-I) was somewhat less than the assessments of CSC and CP respondents. Both CSC and DMK respondents gave a low score for indicator INT-II, perhaps indicating that they would prefer greater autonomy. Scores for INT-III and INT-IV were moderate to strong in all groups, though DMK respondents' assessments of the quality of council meetings was somewhat less than that of the other groups.

Indicators for internal relations are disaggregated in Table 41.

Table 42: Disaggregated values for internal relations indicators

Indicator	Descriptor	Sample	ALL	Type of DMK		Gender		Geographic Zone				
				Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO
INT-I	Councillors and officials assess that lower-level SNA receive appropriate support from higher level SNA and national agencies;	CSC	0.79	-	-	0.81	0.78	0.16	0.71	0.68	0.72	0.62
		DMK	0.76	0.77	0.76	0.76	0.76	0.78	0.75	0.75	0.77	0.77
		CP	0.79	-	-	0.80	0.78	0.83	0.74	0.78	0.80	0.84
INT-II	Councillors and officials assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;	CSC	0.51	0.50	0.52	0.52	0.51	0.52	0.54	0.54	0.52	0.31
		DMK	0.54	0.54	0.50	0.57	0.57	0.54	0.57	0.55	0.46	
		CP	0.60	-	-	0.60	0.59	0.75	0.61	0.52	0.59	0.64
INT-III	Councillors and officials assess that the D/M/K Council is effective in setting strategic direction and providing oversight for the operations of the Board of Governors;			0.90	0.90	0.89	0.91	0.91	0.90	0.90	0.90	0.89
		DMK	0.90	-	-	0.93	0.92	0.92	0.93	0.88	0.91	0.97
		CP	0.92									
INT-IV	Councillors assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.	CSC	0.94	0.94	0.94	0.92	0.95	0.94	0.95	0.93	0.95	0.88
		DMK	0.94	0.95	0.93	0.94	0.93	0.95	0.94	0.93	0.94	0.91
		CP	0.93	-	-	0.95	0.92	0.84	0.93	0.93	0.92	0.96
SUB-INDEX VALUE AFTER WEIGHTING			0.78	0.64	0.63	0.78	0.78	0.73	0.77	0.76	0.78	0.74

Indicator scores are generally consistent across urban / rural and gender disaggregation and across geographic zones. Scores in Phnom Penh are higher than those for other regions for almost all indicators.

Scores for the questions contributing to the Internal Relations indicators are presented in Table 42.

Table 43: Summary of responses to Internal Relations questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound

CSC.INT.1	SNA assessment of quality of support they receive from higher levels	0.79	1.00	0.79	0.004	0.78	0.80
CSC.INT-I	Councillors and officials assess that lower-level SNA receive appropriate support from higher level SNA and national agencies;			0.79	0.004	0.78	0.80
DMK.INT.1	SNA assessment of quality of support they receive from higher levels	0.75	0.50	0.38	0.003	0.75	0.76
DMK.INT.2	SNA assessment of cooperation between SNA (same level and lower levels)	0.77	0.50	0.38	0.002	0.76	0.77
DMK.INT-I	Councillors and officials assess that lower-level SNA receive appropriate support from higher level SNA and national agencies;			0.76	0.005	0.75	0.77
CP.INT.1	SNA assessment of quality of support they receive from higher levels	0.79	0.50	0.39	0.006	0.78	0.80
CP.INT.2	SNA assessment of cooperation between SNA (same level and lower levels)	0.79	0.50	0.39	0.017	0.75	0.82
CP.INT-I	Councillors and officials assess that lower-level SNA receive appropriate support from higher level SNA and national agencies;			0.79	0.011	0.76	0.81
CSC.INT.2	SNA assessment of their autonomy in decision-making	0.51	1.00	0.51	0.010	0.49	0.53
CSC.INT-II	Councillors and officials assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;			0.51	0.010	0.49	0.53
DMK.INT.3	SNA assessment of their autonomy in decision-making	0.54	1.00	0.54	0.011	0.52	0.56
DMK.INT-II	Councillors and officials assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;			0.54	0.011	0.52	0.56
CP.INT.3	SNA assessment of their autonomy in decision-making	0.60	1.00	0.60	0.067	0.46	0.73
CP.INT-II	Councillors and officials assess that D/M/K and C/S administrations have appropriate autonomy to manage their plans, budgets and execution;			0.60	0.029	0.54	0.65
DMK.INT.4	Respondent's views of the appropriate roles of the SNA Council	0.84	0.20	0.17	0.008	0.83	0.86
DMK.INT.5	Respondent's views of the effectiveness of the SNA Council	0.92	0.80	0.73	0.004	0.91	0.92
DMK.INT-III	Councillors and officials assess that the D/M/K Council is effective in setting strategic direction and providing oversight for the operations of the Board of Governors;			0.90	0.004	0.89	0.91
CP.INT.4	Respondent's views of the appropriate roles of the SNA Council	0.92	0.20	0.18	0.039	0.84	0.99
CP.INT.5	Respondent's views of the effectiveness of the SNA Council	0.92	0.80	0.74	0.012	0.90	0.95
CP.INT-III	Councillors and officials assess that the D/M/K Council is effective in setting strategic direction and providing oversight for the operations of the Board of Governors;			0.92	0.013	0.90	0.95
CSC.INT.3	SNA assessment about the quality and openness of Council meetings	0.94	1.00	0.94	0.003	0.93	0.94
CSC.INT-IV	Councillors assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.			0.94	0.003	0.93	0.94
DMK.INT.6	SNA assessment about the quality and openness of Council meetings	0.94	1.00	0.94	0.003	0.93	0.94
DMK.INT-IV	Councillors assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.			0.94	0.004	0.93	0.94
CP.INT.6	SNA assessment about the quality and openness of Council meetings	0.93	1.00	0.93	0.012	0.91	0.95
CP.INT-IV	Councillors assess that Council meetings facilitate all Councillors to express their views and reach consensus decisions.			0.93	0.012	0.91	0.95

Once again, the disaggregation at question score level (Appendix 4) does not reveal any significant variation in responses.

4.8 Local Councils Associations

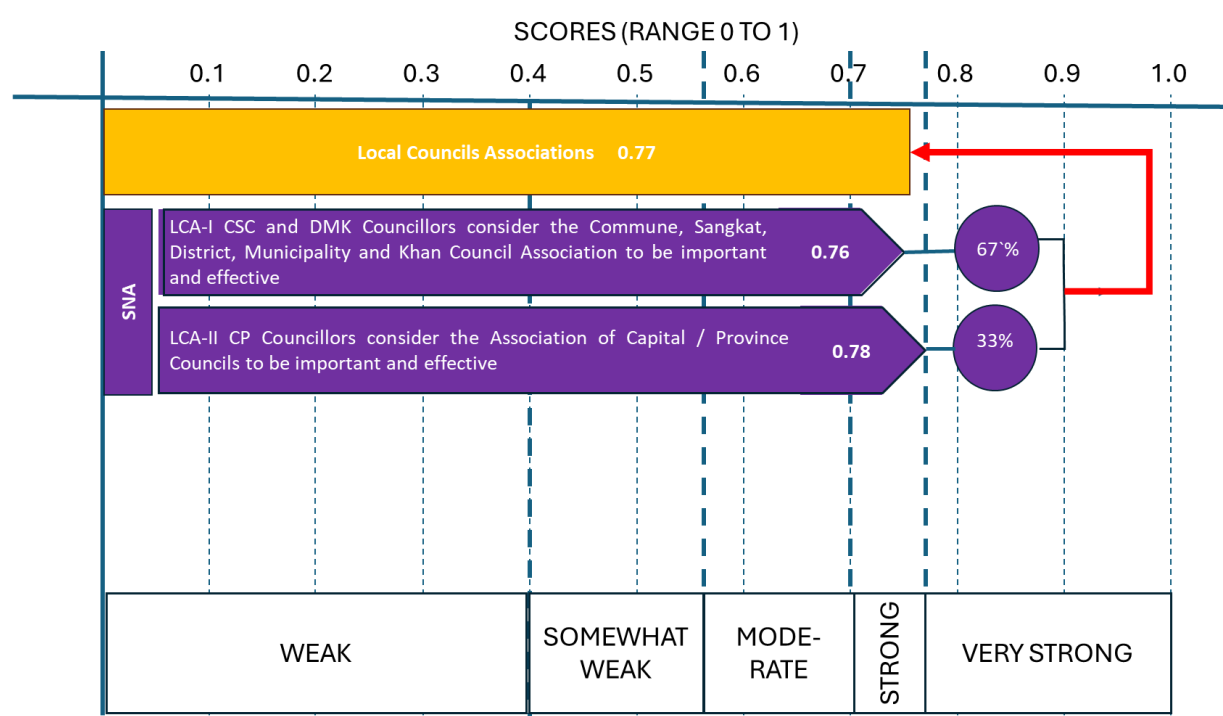


Figure 15: Local Councils Association Index with Indicator Scores and Weights

SNA respondents gave a high assessment of the importance and effectiveness of the Local Councils Associations (Commune, Sangkat, District, Municipality and Khan Association and Association of Capital / Province Councils).

SNA respondents were asked, first, to assess how important they think the role of their LCA is, and second, whether they consider the actual support they receive from the LCA to be effective. Citizens were not asked about the LCA.

Table 44: Local Councils Associations Indicator values

Indicator	Descriptor	Sample Group	Value	Weight	Weighted Value	Estimated Standard Error	95% Confidence Interval Lower Bound	Upper Bound
LCA-I	CSC and DMK Councillors consider the Commune, Sangkat, District, Municipality and Khan Council Association to be important and effective	CSC	0.76	0.33	0.25	0.005	0.75	0.77
		DMK	0.77	0.33	0.26	0.005	0.76	0.78
LCA-II	CP Councillors consider the Association of Capital / Province Councils to be important and effective	CP	0.78	0.33	0.26	0.018	0.74	0.81
SUB-INDEX VALUE (SUM OF WEIGHTED VALUES)					0.77			

Scores for the LCA indicators are disaggregated in Table 53. The strong scores are consistent across sub-samples.

Table 45: Disaggregated values for Local Councils Associations indicators

Indicator	Descriptor	Sample	Type of DMK		Gender		Geographic Zone					
			ALL	Urb.	Rur.	Fem.	Mal.	PP	LL	TS	UL	CO

LCA-I	Commune / Sangkat and District / Municipality / Khan Councillors consider the Commune, Sangkat, District, Municipality and Khan Council Association to be important and effective	CSC	0.76	0.76	0.75	0.76	0.75	0.75	0.74	0.77	0.76	0.75
		DMK	0.77	0.78	0.76	0.77	0.76	0.79	0.75	0.79	0.76	0.76
LCA-II	Capital / Province Councillors consider the Association of Capital / Province Councils to be important and effective	CP	0.78	-	-	0.83	0.76	0.79	0.76	0.73	0.78	0.86
SUB-INDEX VALUE AFTER WEIGHTING			0.77	0.77	0.76	0.79	0.76	0.78	0.75	0.76	0.76	0.79

As seen in Table 44, the SNA respondents' assessment of the importance of the SNA roles was consistently strong. Their assessment of actual support received from the SNA was lower, but still in the upper moderate range for all SNA levels.

Table 46: Summary of responses to LCA Questions

ID	Descriptor	Score	Weight	Weighted Value	Estimated S.E.	95% Confidence Interval	
						Lower Bound	Upper Bound
CSC.LCA.1	SNA assessment of the importance of the roles of the LCA	0.80	0.50	0.40	0.006	0.79	0.82
CSC.LCA.2	SNA assessment of the quality of support they get from the LCA	0.71	0.50	0.35	0.017	0.67	0.74
CSC.LCA-I	Commune / Sangkat and District / Municipality / Khan Councillors consider the Commune, Sangkat, District, Municipality and Khan Council Association to be important and effective			0.76	0.005	0.75	0.77
DMK.LCA.1	SNA assessment of the importance of the roles of the LCA	0.81	0.50	0.40	0.006	0.80	0.82
DMK.LCA.2	SNA assessment of the quality of support they get from the LCA	0.72	0.50	0.36	0.007	0.71	0.74
DMK.LCA-I	Commune / Sangkat and District / Municipality / Khan Councillors consider the Commune, Sangkat, District, Municipality and Khan Council Association to be important and effective			0.77	0.005	0.76	0.78
CP.LCA.1	SNA assessment of the importance of the roles of the LCA	0.82	0.50	0.41	0.023	0.77	0.87
CP.LCA.2	SNA assessment of the quality of support they get from the LCA	0.74	0.50	0.37	0.022	0.69	0.78
CP.LCA-II	Capital / Province Councillors consider the Association of Capital / Province Councils to be important and effective			0.78	0.018	0.74	0.81

Disaggregated responses to questions on the LCA (Appendix 4) are consistent, with no remarkable differences emerging.

5 Report of Stakeholder Workshop

The main findings of the survey were presented to NCDD-S and stakeholders at a workshop on 27th February 2025. A full report of the workshop is presented as Appendix 8.

The workshop was chaired by H.E. Chan Sothea, Secretary of State of Ministry of Interior and Head of NCDD-S with 59 participants representing Ministries, institutions, SNA, civil society organisations and other stakeholders.

In his opening remarks, H.E. Chan Sothea emphasised the importance of the survey in setting the baseline for monitoring the results of the NP-2. H.E. Chan Sothea extended thanks to UNDP and the Government of Japan for their support to the baseline survey through the “Enhancing Transparency and Accountability in Local Governance through Citizen Participation (STA)” project.

The AKSL team presented the main findings of the survey as described in the foregoing sections of this report.

The presentation was followed by a plenary discussion including requests for clarification on a number of points. Workshop participants welcomed the report but made requests for a number of modifications. In particular, the meaning of the index and sub-index scores should be made clearer (the descriptive scale from “weak” to “strong” was adopted as a response). Several participants proposed that the report should contain more detailed recommendations for improvements to local governance, based on the findings. The AKSL team responded that report material on analysis of the findings and indications for action would be enhanced, but this should remain within the context of a factual report which is primarily a baseline for comparison of future measurements. Policy advocacy is outside the scope of the report. H.E. Chan Sothea confirmed the appropriateness of this approach.

In his closing remarks, H.E. Chan Sothea requested that the report should provide clearer definitions of the main indexes and sub-indexes. This will aid in avoiding confusion with other measurements (e.g. through the Social Accountability Programme) that have similar terms but different methodology, so that reported measurements are not directly comparable. H.E. Chan Sothea announced that a further two-week period would be allowed for written comments on the draft report. The draft report should not be shared outside the workshop invitees’ group during this period.

6 Limitations of the Survey

This survey is not a full measurement of all aspects of governance, it is a measurement of the aspects we can measure through a survey. For example, the survey relies on citizens’ assessments of the local services they use from day to day and on their experience of participation in SNA activities. These methods are less suitable to measure the quality of services which may be equally important but are not used directly by most citizens (for example, environmental protection, or specialized services such as business registration). Therefore, citizens were only asked limited questions concerning aspects such as electoral accountability, or the prevalence of corruption.

Citizen respondents may not always understand the intended meaning of the questions. Ordinary citizens think about governance in very different ways from those familiar to governance experts and use very different terminology in their day-to-day lives. The survey questionnaires were worded simply and clearly, avoiding technical terms as much as possible, but it is still likely that some misunderstandings may have occurred.

Respondents may understand the question but have insufficient knowledge to give a reliable answer. The survey relies on the knowledge and understanding of respondents, and their willingness to share their views openly in an unfamiliar context. In particular, randomly selected citizens are not likely to have a detailed knowledge of SNA affairs. Some of the questions concern matters that they might never have thought about previously.

The sample size is satisfactory overall, but small for some questions. The small standard errors estimated for most questions demonstrate the adequacy of the sample size, at least for the citizen respondent group. However, for some questions the effective sample size becomes much smaller. For example, when asking whether respondents are satisfied with SNA response to complaints, the effective sample size becomes those respondents who have recent experience of submitting a complaint, which is a small fraction of the population. In these cases, the standard error becomes large and findings have to be treated with caution. In a similar way, disaggregation reduces sample size and,

in particular, comparisons at Provincial level should be seen as at best an approximate guide to relative performance.

The governance index and sub-index values reflect arbitrary weighting of questions and indicators. Influence weights were assigned to questions and indicators based on an assessment of what findings would be most relevant to the purpose of measuring quality of governance. However, these decisions are arbitrary and subjective; alternative weights could equally well be assigned. Once again, this underlines the importance of understanding the weighting system used, and the option to review it (with retroactive re-calculation of our results) if so desired at follow-up.

The index values are derived by combining data from different sample groups. This raises the further issue of how much weight to give to the responses from each group. Consistent with the description of the governance index in the NP-2 document, most weight (two-thirds) was given to citizens' responses, while the remaining one-third was divided equally between the different groups of SNA respondents. Combination of results from different samples also gives rise to **difficulties in estimating standard errors, and, therefore, confidence intervals for the sub-index and index values.** The method we have used can only be considered as an approximation, but we consider it sufficient to be used in assessing the significance of changes in index values measured at follow-up.

Finally, the survey cannot measure attributability of trends in governance. The survey methodology is a sound, if incomplete, measure of trends in the aspects of governance that are within the scope of the NP-2 program. However, where changes are measured, the survey cannot determine whether these changes occurred because of the NP-2 or for some other reason. As the "beneficiary group" of the NP-2 is every citizen of Cambodia, survey of a "control group" is not possible.

7 Preservation of data and models

Our survey is a baseline, with follow-up expected after 3-4 years. Therefore, it is important to preserve sufficient documentation of the survey to facilitate accurate replication of the methodology at follow-up, even if the personnel responsible had no involvement in the baseline.

In this regard, the set of documentation required for design of the follow-up survey will include:

- This report, including detailed explanations of the methodology of the survey, sampling, and analysis;
- The survey questionnaires (in both English and Khmer versions);
- The complete survey data-sets as SPSS files, including the syntax used to derive question scores from the raw values;
- MS Excel work-books used for additional analysis of data exported from SPSS, particularly for calculation of the sub-index and index values;
- Full tabulation of weighted mean values and standard errors for all part-questions, questions and indicators (questions and indicators are tabulated in Appendix 3).

These data should be stored by NCDD-S on a secure server with clear records kept of the storage location to facilitate future recovery.

8 Conclusions and Recommendations

8.1 Successful development and measurement of indexes

The NP-2 Baseline Governance Survey has successfully designed and measured indexes of Governance and Service Delivery, with sub-indexes of Performance, Responsiveness, Transparency, Accountability and Civic Engagement and additional indexes of Internal Governance and Local Councils Associations, capturing and summarising key information on these aspects of governance.

The Governance and Service Delivery indexes and the sub-indexes are directly relevant to evaluation of progress to the Goal and Objective of the NP-2.

The resulting values of indexes and sub-indexes are highly consistent when disaggregated between areas with similar characteristics and show only modest variation when disaggregated by rural / urban characteristics, geographic zone or gender of respondents. Estimated standard errors for the headline index and sub-index values at national level are very small. These observations give a high degree of confidence that any real, underlying changes in the quality of governance will be identified by a follow-up survey replicating the baseline methodology.

The survey results are expressed as dimensionless index values normalised to between zero (worst case) and one (best possible). The key measure of success is not the absolute value of these indexes but, rather, statistically significant change measured in the follow-up surveys. However, the results of the baseline can be interpreted to draw tentative conclusions, particularly from the relative values measured for the different sub-indexes, and these tentative conclusions are presented in the following section.

8.2 Quality of Governance, and focus areas for improvement

8.2.1 Main Indexes

Measured values of the **Governance Index (0.64)** and the **Service Delivery Index (0.69)** lie in the upper-middle range of the possible values, classed as “**moderate**” based on the system adopted for this report.

This assessment is subjective (as this is a baseline survey, there is no direct basis for comparison) but it appears a reasonable assessment, considering the efforts and achievements of the sub-national democratic development (SNDD) reforms in Cambodia to date, but also that the majority of reforms proposed under the NP-2 have not yet been fully implemented.

Contributing to the main index values, **Responsiveness** was assessed as **strong** (0.74) while **Performance** (0.67) and **Transparency** (0.62) were assessed as **moderate**.

The **Accountability** sub-index (0.54) and the **Civic Engagement** sub-index (0.58) are assessed as somewhat weak (**Civic Engagement** is at the borderline of moderate).

While NP-2 should continue to work to strengthen all areas of governance, Accountability and Civic Engagement are measured as the least advanced and, therefore, as areas in which additional effort could result in the greatest improvements in the overall index scores.

8.2.2 Performance

Service Delivery Performance (Performance Sub-Index) 0.67, within the **moderate range**.

Two indicators were measured just below the “strong” range, within the margin of error:

- Citizens' experience of accessing services through SNA offices (i.e. the One Window Services)
- Councillors and officials' assessment of the capacity and resources available to them.

Quality of public services was assessed lower than quality of administrative services, though still within the "moderate" range.

Focus areas for improvement, with potential for improving the performance sub-index, include the following:

1. Continue to invest in improved local services, taking note of the finding that improvements to the road network remains as citizens' highest priority, while improved services for vulnerable citizens was the second highest priority. The lowest levels of satisfaction were measured for waste collection in rural areas.
2. Among administrative services mentioned in the survey, citizens ranked service quality at or near "strong" with the exception of business registration services. Given the importance of small enterprises to livelihoods of Cambodian citizens, an efficient and effective small-business registration process through the One Window Service offices could be a priority.
3. CSC respondents gave a lower assessment of their own capacity for service delivery, compared to other levels. More clearly define the service delivery roles of the CSC (i.e. clarify better what is CSC role and what is DMK role) and focus on building capacity of the CSC to deliver the services they are responsible for.

8.2.3 Responsiveness

Responsiveness was measured as "strong" (0.74) with most of the contributing indicators in the strong or very strong range. Key strengths were:

- When citizens and SNA councillors and officials are asked about their priorities for improving services, they give very similar answers.
- Citizens have strong confidence that the SNA understand their needs and try to satisfy them.

No weak points were identified, but when DMK and CP councillors and officials were asked about the importance of citizens' needs and priorities in planning, their responses were within the "moderate" range.

Focus areas for improvement, with potential for improving the responsiveness sub-index, include the following:

1. Encouraging CP and DMK administrations to seek the views of citizens on development, and to prioritise citizens' needs in the planning process;
2. Ensure that the voices of indigenous peoples (IP) are heard and their specific needs, which may differ from those of the majority population, are taken account of in planning.

8.2.4 Transparency

The Transparency Sub-Index (0.62) was measured within the "moderate" range. Amongst the five indicators of transparency, one indicator scored "weak", one "somewhat weak", one "moderate" and two "strong", showing a mixed picture with specific areas where improvements can be made.

Strong points for transparency included the findings that:

- Citizens strongly believe that they have a right to know about the business of the SNA
- Councillors and officials express a strongly positive attitude to transparency.

The most notable weaknesses were:

- Citizens' knowledge of the structure and role of their SNA is quite limited (borderline weak / somewhat weak)
- Citizens' confidence that SNA services are priced transparently is somewhat weak (borderline moderate).

Focus areas for improvement, with potential for improving the transparency sub-index, include the following:

1. Conduct an information campaign to improve citizens' awareness of the structures, roles and service delivery mandates of their SNA. Improved knowledge is not only a purpose in itself, it can be expected to result in more realistic expectations, improved accountability when SNA fail to deliver, improved civic engagement and citizens better enabled to make effective use of SNA services.
2. Despite efforts made in this regard, citizens still do not have full confidence in the transparent pricing of SNA services. Greater efforts could include both education (citizens' awareness of their right to know a fixed price for a service), and better communication (larger and more prominently displayed price lists, with advice that the listed prices are the only payment required).
3. Increased use of digital media for dissemination of information.

8.2.5 Accountability

The Accountability Sub-Index value (0.54) is within the "somewhat weak" range. Of six indicators, three were "somewhat weak" and three were within the "moderate" range. The overall score for accountability was the lowest for any of the sub-indexes.

Despite this, some areas of strength were noted. In particular, all respondent groups were moderately confident that councillors and officials can be punished for poor performance or law-breaking.

The weakest points of accountability were:

- Citizens' knowledge in and experience of complaints handling by SNA is somewhat weak. In particular, few citizens know about the Ombudsman system.
- Citizens and SNA respondents have somewhat weak confidence that citizens' votes in elections are influenced by SNA performance.

There is room for improvement in all aspects of accountability. However, three key focus areas with potential to achieve higher measured accountability index scores could be:

1. Improve complaints handling by the SNA. In practice, very few citizens have heard of the Ombudsman system, and most complaints are directed to village leaders or the CSC in the first instance. Village and CSC should be trained in documenting and responding to complaints, including knowing which complaints should be passed on to the Ombudsman.
2. Improved awareness of the Ombudsman system, through an information campaign and perhaps also online access to the system;
3. Strengthen confidence in and effectiveness of local democratic accountability by encouraging citizens and SNA to see local elections as an opportunity for citizens to reward or sanction the performance of their SNA (rather than simply being an extension of national politics dominated by party loyalties rather than local issues).

8.2.6 Civic Engagement

The Civic Engagement Sub-Index (0.58) is within the “somewhat weak” range, though the gap to the “moderate” range is less than the margin of error of the measurement. Of eight indicators, five were measured in the “moderate” range and two in the “somewhat weak” range, while one indicator, based on citizens’ participation in CBOs, was measured within the “weak” range (it could be argued that this one indicator has an unfairly large influence on the overall score).

Strong points of civic engagement included:

- Citizens’ engagement with SNA and their experience of this engagement is moderate, close to strong.
- Citizens are moderately confident that SNA cooperate well with CBOs and SNA leaders express strong support for CBO activity.

The weakest areas were:

- Citizens’ participation in CBOs is quite low (about 23% of respondents are members of CBO);
- SNA use of digital technology to engage with citizens is somewhat weak.
- Councillors and officials have a somewhat weak understanding of the purpose and benefits of citizen participation in planning.

Focus areas for improvement, with potential for improving the performance sub-index, include:

1. Encourage and build the capacity of SNA to adopt a broader and more modern set of tools for engaging with citizens, particularly through use of digital media. The survey found that the traditional participatory meeting is “alive and well” but it is likely to become less relevant and appropriate to citizens’ lives in a modernising economy.
2. Councillors and officials should understand that learning citizens’ views, needs and priorities is the most important purpose of citizen engagement. Disseminating information and collecting data are also important, citizens “voice” is the most important of all.
3. Through building effective partnerships with CBO, particularly those that focus on local development issues, SNA can encourage citizens to see more benefit from active participation in these organisations.

8.2.7 Internal Governance and Local Councils Associations

The index for **internal relations** of the SNA was measured as “strong”, bordering on “very strong” based on four indicators. Two indicators were measured as “very strong”, one “strong” and one “somewhat weak”.

Strengths of SNA internal relations were:

- The assessed effectiveness of the DMK and CP Councils in setting strategic direction and oversight for the Board of Governors; and
- Council meetings (CSC, DMK and CP Councils) facilitate all Councillors to express their views and reach consensus decisions.

The weakest point was the assessment of councillors and officials that their SNA have appropriate autonomy to manage their plans, budgets and execution. There was a clear difference between CSC level (somewhat weak, 0.51), DMK level (somewhat weak, 0.54) and CP level (0.60, moderate) for this indicator.

RGC should continue to improve the autonomy of local administrations (CSC and DMK) in line with the objectives of the NP-2.

Respondents gave a high assessment of the importance and effectiveness of the **Local Councils Associations** (Commune, Sangkat, District, Municipality and Khan Association and Association of Capital / Province Councils), resulting an index value of 0.77 (Strong, close to the border with Very Strong).

8.2.8 Comparisons with the NP-1 Survey

Limited comparisons can be made with the most recent Governance Survey for the NP-1, which was conducted in 2016. For 16 data points reported by the NP-1 survey with near equivalents in the NP-2 survey, higher (improved) values were measured in 9 cases, apparently worse values were measured in 6 cases and in one case the values were too close for any conclusion. However, of the 6 apparently “worse” values, 3 concerned Councillors’ assessment of their level of autonomy of decision-making, with values reported by NP-1 seeming not fully realistic in consideration of the actual freedom of action enjoyed particularly by DMK administrations in 2016.

8.3 Recommendations for Follow-Up Surveys.

8.3.1 Timing of Follow-Up

The methodology, survey instruments, data files, analysis tools and results of the survey have been carefully documented to facilitate replication of the methodology in the follow-up survey.

The NP-2 document states that the Governance Survey is to be conducted three times during the NP-2 period, with the baseline followed by a follow-up in Year 5 and a final survey in Year 9.

As baseline data collection actually took place late in Year 3 of the NP-2 (i.e. 2024), it seems appropriate that the first follow-up survey would be delayed, perhaps until 2027, with the endline survey conducted in 2030. Therefore we anticipate an approximate three-year period between each survey, which should be sufficient for effects of NP-2 reforms and governance improvements to become apparent.

8.3.2 Carefully replicate the methodology of the baseline

As the survey measures arbitrarily defined, dimensionless indexes of Governance and Service Delivery, it is absolutely essential that the follow-up survey should replicate the methods of the baseline, otherwise comparison between the findings will have no meaning.

8.3.3 Use the same questions with the same wording, or preserve comparability if changes are made

The questions used in the baseline should be used in exactly the same way at follow-up. Even if typographic or translation errors are identified in the survey instruments, any changes made should be carefully evaluated for the potential influence on results.

Some questions could be dropped from the survey instruments, but if this is done, the baseline results should be re-calculated without those questions.

More questions can be added, but they should not be included in evaluation of the indicators for the purpose of comparison with the baseline.

8.3.4 Replicate the analysis method, or re-calculate baseline values applying any changes

It is recommended to exactly replicate the analysis methods of the baseline, in calculation of results of the follow-up. This includes applying the same system of weighting by importance of the different questions and indicators. Alternatively, any changes made to the analysis method should be retroactively applied to the baseline data.

8.3.5 Use the same sampling method to draw a new sample

We recommend to use the same sampling methodology as applied in the baseline. This will result in a random draw of a different set of SNA areas, villages and citizens as compared to the baseline. The high consistency of results and small measured standard errors gives a high confidence that the results obtained will form a sound basis for comparison. An alternative “panel sampling” approach, re-interviewing the same respondents as for the baseline, is possible, but the benefits of such an approach would likely be outweighed by the logistical difficulties of tracing the same respondents, and the consideration that SNA respondents may have moved to different official positions in the meantime.

8.3.6 Consider reducing the number of different types of SNA respondent

We recommend giving consideration to narrowing and simplifying the SNA sample group somewhat. In effect, we interviewed seven separate categories of SNA respondent – village leaders, CS Councillors, and DMK Board of Governors, Councillors and administrative officials, and CP Board of Governors and Councillors. In particular, the value of interviewing randomly selected DMK administrative officials (whose duties may have little to do with the subject of the survey) is not very clear. Options could include dropping the interviews of administrative officials, or – more radically – restricting the survey to citizens and their elected representatives (i.e. Councillors at each level) only. Reducing the number of respondent types would have the additional advantage of allowing an increase in sample size for the remaining types.

However, if any change were made to the sample groups, it would be necessary to consider the impact on the survey findings. In practice, simplifying the DMK sample, for example by interviewing only Councillors and Board of Governors, would probably make very little difference to the findings. An alternative option would be to recalculate the baseline data after dropping some respondent types (in this example, the DMK administrative officials).

