

EU SPACE PROGRAM

Multi-Level Citizen & Councilor Survey:
An Index to Measure Sub-National Democratic Accountability
in Cambodia

Technical Report

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Table of Contents

Acronyms	7
Executive Summary	8
Part I - Introduction	10
1. Background	10
2. EU Space Program	10
3. Objectives	11
Part II - Methodology	12
4. Measuring Sub-National Democratic Accountability	12
5. Instruments	14
6. Sampling	15
7. Interviews	15
Part III - Survey Findings	17
8. Characteristics of Sample	17
Citizens.....	17
Commune Councilors.....	18
District Councilors	20
District Board of Governors	21
9. Accountability & Autonomy	22
Dimension 1: Deliberation	22
Dimension 2 - Downward Accountability	24
Dimension 3 - Horizontal accountability	30
Dimension 4 - Upward accountability	36
10. Civic Engagement.....	38
Dimension 1 - Voice, Representation, & Participation	38
Dimension 2 - Partnership.....	44
11. Transparency & Reporting	48
Dimension 1 - Transparency	48
Dimension 2 - Reporting.....	56
12. Policy Alignment	59
Dimension 1 – Policy Alignment.....	59
13. Performance.....	63
Dimension 1 - Quality of Services Delivered	63
Dimension 2 - Quality of Interface	66
14. Overall Sub-National Democratic Accountability Index.....	68
Part IV - Conclusions.....	74

15. What It All Means	74
Can citizens hold their councilors accountable?	74
Do councilors engage citizens in the decision-making process?.....	74
What are the perceptions of councilors and administrators on the new accountability relationship? .	74
Is there transparency at the sub-national level?.....	75
What are the perceptions on public service delivery?	75
Limitations	75
References	76

List of Figures, Tables and Annex

Figures

Figure 1: Structure of Sub-National Democratic Accountability Index	14
Figure 2: Number of Grievance Mechanisms Identified by Citizens (Average)	25
Figure 3: Citizens Making Complaint by Province.....	27
Figure 4: Citizens Making Complaint bySex (Number of Respondents)	27
Figure 5: Are these reasons important to you to do your work as a Commune Councilor to a high standard?	28
Figure 6: Number of Grievance Mechanisms Identified by Councilors and BoG (Average).....	29
Figure 7: Commune Councilors’ Understanding on Accountability of District Council to Commune Council.....	30
Figure 8: District Councilors’ Understanding on Accountability of District Council to Commune Council	31
Figure 9: Do you agree with the following statements about the relationship between the District/Municipal Council and the District Board of Governors? (Response of District Councilors)	32
Figure 10: Perception of Commune Councilors on Council Meetings	32
Figure 11: Perception of District Councilors on Council Meetings.....	33
Figure 12: Perception of Female Commune Councilors on Council Meetings	33
Figure 13: Perception of Female District Councilors on Council Meetings	34
Figure 14: Perception of District Councilors on Decision-Making Powers of the Council.....	34
Figure 15: Perception of BoG on Decision Making Powers of the District Councils	35
Figure 16: Commune Councilors’ Perception on Autonomy from District Level.....	36
Figure 17: The District / Municipal Council must obtain the approval of the Provincial Governor before making most important decisions (% of District Councilors who somewhat agree and strongly agree)....	37
Figure18: Last year, how many times did the CommuneCouncil organize events for citizens to voice their interests and concerns on development priorities and public services? (Average times)	39
Figure19: During the past year, have you attended any of the following kinds of meeting? (% of Citizens who attended meeting).....	39
Figure20: Citizens Who Did Not Speak at Meeting	40
Figure21: Citizens Who Spoke at Meeting	40
Figure 22: Citizens’ Satisfaction with Meetings Organized by Commune Council	41
Figure 23: Citizens, Councilors and Administrators Assert that Citizens Can Engage Freely and Without Fear in Civil and Political Activities.....	43
Figure 24: Commune Councilors’ Perception of CBO.....	45
Figure 25: District Councilors’ Perception of CBO.....	45
Figure 26: Commune Councilors’ Perception of NGO.....	46
Figure 27: District Councilors’ Perception of NGO	46
Figure 28: Do you think partnerships with other Commune Councils are important? (% of commune councilors who somewhat and strongly agree).....	47
Figure 29: Citizens’ Perception on Their Rights to Public Information	48
Figure 30: Councilors & Administrators Perception on Citizens’ Access to Information.....	50
Figure31: Citizens Knowledge on the Commune and District Council (% of citizens who mostly know and definitely know)	51
Figure 32: Citizens Seeking and Receiving Information on the Commune Council	52
Figure 33: Citizens Pay Higher than Correct Price for Administrative Services (% of Councilors and BoG who agreed).....	55
Figure34: Don’t Know Correct Price of Administrative Services (% of Councilors)	55
Figure 35: In the past year, did the CommuneCouncil post or disseminate information on the following for the public?	56

Figure 36: Commune Councils’ Method of Posting Information for the Public	57
Figure 37: In the past year, did the District Council post or disseminate information on the following for the public?.....	57
Figure 38: Councilors’ Perception on their Key Roles	59
Figure 39: Do you think that Councilors are responsive to solving problems for citizens like you? (% of citizens).....	62
Figure 40: Citizens’ Ratings of Commune Council Performance	64
Figure 41: Citizens’ Ratings of District Council Performance	64
Figure 42: Commune Councils’ Views on Performance	65
Figure 43: District Councilors’ Views on Performance.....	65
Figure 44: Citizens’ Satisfaction with Contacting Councilors.....	66
Figure 45: Who would you likely contact to help with the following problems or issues?.....	67
Figure 46: Spider Graphs of Sub-National Democratic Accountability Index by Province	68
Figure 47: Accountability & Autonomy Sub-Index Scores.....	69
Figure 48: Policy Alignment Sub-Index Scores.....	70
Figure 49: Transparency and Reporting Sub-Index Scores	71
Figure 50: Civic Engagement Sub-Index Scores	72
Figure 51: Performance Sub-Index Scores	73

Tables

Table 1: Consultation Process for Developing Methodology	13
Table 2: Sub-Indices and Dimensions of the SNDA Index	13
Table 3: Summary of Sample Districts, Communes and Villages.....	15
Table 4: Number of Interviews by Group and Province	16
Table 5: Demographics of Citizens in Sample.....	17
Table 6: Demographics of Commune Councilors in Sample.....	18
Table 7: Demographics of District Councilors in Sample	20
Table 8: Demographics of District Board of Governors in Sample	21
Table 9: Commune Councilors – Inputs that influence the contents of Commune Development Plan.....	23
Table 10: District Councilors – Important sources of information for District Plan	23
Table 11: Is the following source important to you for getting information about the situation of the Commune/ District?.....	24
Table 12: If citizens think that the local authorities are not providing a good service, how can they make a complaint? (% of citizens who identified mechanisms)	26
Table 13: If citizens think that the local authorities are not providing a good service, how can they make a complaint? By Sex	26
Table 14: Commune Councilors’ Views on Importance of Planning Meetings and Other Public Forums	42
Table 15: In your opinion, how important are the following ways in which ordinary citizens can participate in preparing the District Development Plan.....	42
Table 16: How important are the following reasons on why citizens should know about the business of the Council?	49
Table 17: How would you find out information about the Commune Council? (% of citizens).....	52
Table 18: Commune Councilors Access to Information About Administration.....	53
Table 19: District Councilors Access to Information About Administration	53
Table 20: When a citizen comes to the District Office for a service, how can he or she find out what services are available? (% of BoG who answered somewhat agree and strongly agree).....	54
Table 21: In the past year, how often did your Council/Administration meet with other Sub-National Administration to report to each other or exchange information?	58
Table 22: Commune Councilors’ Awareness of Needs of Vulnerable Groups	60
Table 23: District Councilors’ Awareness of Needs of Vulnerable Groups	60
Table 24: Matching of Service Delivery Priorities of Citizens and Commune Councilors	61

Table 25: Matching of Service Delivery Priorities of Citizens and District Councilors.....	61
Table 26: Number of Projects and/or Services Contracted Out by Councilors in 2010	62

Annex

Annex 1: Questions Comprising of Each Indicator in the SNDA Index	77
Annex 2: Methodology for Constructing Composite Index.....	82
Annex 3: List of Districts, Communes and Villages in Sample	88
Annex 4: Questionnaire for Citizens.....	99
Annex 5: Questionnaire for Commune Councilors.....	115
Annex 6: Questionnaire for District Councilors	134
Annex 7: Questionnaire for District Board of Governors	152
Annex 8: Data Tables on Citizens Disaggregated by Gender	
Annex 9: Data Tables on Commune Councilors Disaggregated by Gender	
Annex 10: Data Tables on District Councilors Disaggregated by Gender	
Annex 11: Data Tables on District Board of Governors Disaggregated by Gender	

Acronyms

BOG	Board of Governors
CBO	Community-based Organization
CSO	Civil Society Organization
C/S	Commune/Sangkat
CSF	Commune/Sangkat Fund
CSO	Civil Society Organization
DANIDA	Danish International Development Agency
D/M	District/Municipality
EU-SPACE	EU Program to Support Participation and Civic Engagement
GIZ	German Technical Assistance Agency
IP3	First three-year Implementation Plan of National Program
MOI	Ministry of Interior
NCDD	National Committee for Democratic Development
NCDD-S	Secretariat of NCDD
NGO	Non-governmental Organization
NLCS	National League of Commune/Sangkat Councils
NP-SNDD	National Program for Sub-national Democratic Development
OL	Organic Law
RGC	Royal Government of Cambodia
SN	Sub-national
SNA	Sub-national Administrations
SNDA	Sub-national Democratic Accountability
SNDD	Sub-national Democratic Development

Executive Summary

Background and Objectives

The Multi-Level Citizens and Councilors Survey was initiated by the EU Space Program to collect baseline data on the current situation of sub-national democratic accountability in two targeted provinces (Battambang and Kampong Chhnang) and one control province (Pursat). The objectives of the survey are (1) to assess citizens' perceptions of SN governance relationships and citizen satisfaction with the responsiveness and performance of elected councilors, and (2) to assess councilors' and administrators' perceptions of accountability relationships between citizens, councilors, and board of governors at sub-national levels.

Survey Instruments

This survey studies four target groups: citizens, commune councilors, district councilors and district Board of Governors. Four separate questionnaires were used for each group. The questionnaires were developed from the IP3, similar governance surveys in Cambodia, and a series of consultations with stakeholders and experts. The main themes in the questionnaires are accountability and autonomy of SNAs, civic engagement, transparency, reporting, policy alignment and performance of Councils.

Sampling

In the three provinces, a total of 17 districts, 102 communes and 306 villages were sampled. Seven citizens were interviewed in each village. Three councilors (or administrators) were interviewed for each sub-national council – commune council, district council and district Board of Governors (BoG). Overall, the survey team interviewed 2,121 citizens, 306 commune councilors, 51 district councilors and 51 district BoG members.

SURVEY FINDINGS

Accountability & Autonomy

The survey finds that councilors perceive that it is important to make informed decisions based on consultations with citizens, advice from experts, and facts. However, findings show that councilors have not actively contacted citizens.

Citizens and councilors value the right of citizens to vote. 99% of citizens said they would prefer to vote for the District Council directly. Citizens' awareness of existing grievance mechanisms to hold their elected councilors accountability is low, while councilors' and administrators' awareness is significantly higher. Few citizens who had a complaint actually filed one.

Commune Councilors, District Councilors and District Board of Governor members understand the Organic Law and the new order of accountability. However, this understanding had not translated into action. Commune Councils are still perceived by all three groups as lower in authority to District Councils. District Councils feel they have the capacity and authority to control the administration (District BoG); however, they are apprehensive to exert authority in the form of monitoring or intervening in the affairs of the BoG. On the side of the District BoG, they believe that the District Councils lack capacity and therefore, the BoG needs to oversee them.

While the Organic Law legally gives autonomy to sub-national administrations to develop local policies as they see fit to local needs, sub-national administrations do not feel like they have autonomy. Commune Councils still feel that they need approval from the District, and the District still feels it needs approval from the Province.

Civic Engagement

Councilors, administrators and citizens assert that citizens can engage freely and without fear in a variety of civil and political activities such as joining a political party or organization. Over the past year, councilors have organized meetings and public forums to give citizens the opportunity to express their views and interest on development choices, rights and services. 74% of citizens interviewed have engaged in these opportunities; many of them were satisfied with the contents and outcomes.

Citizen participation in CSOs is low according to the findings; although they generally feel that CSOs are acting in the interest of the community. CSO members think there is a production partnership between CSOs and councilors. However, while councilors think CSOs help bring information on the needs and problems of citizens to the Council, they also think that CSOs are not useful in helping citizens and are not useful to the Council, especially councilors in Pursat.

Transparency & Accountability

At present, citizens' knowledge on the affairs of councilors is limited, especially on the District Council. Citizens assert that they have the right to information about the Commune Council and feel they can access the information. Councilors and administrators, though they say they respect the rights of citizens to information, feel they have the right to hide information from certain types of citizens, particularly those less education and from an opposition party. In reality, there is lack of transparency, indicated by the fact that councilors and administrators admit that citizens pay more than the correct price of services, while some councilors and administrators do not even know the correct price themselves. Between councilors and administrators, councilors (both at the commune and district levels) think that they have good and sufficient access to information on the business of the Administration.

In terms of reporting, Commune Councils report to citizens regularly on the affairs of the Council, while District Councils do not. Councilors and administrators say that reporting amongst SNAs is frequent.

Policy Alignment

Councilors see that improving public services is a key aspect of their job. They say they are aware of the needs of vulnerable groups within the community, but are faced with budget constraints to solve these special needs. At present, there is a mismatch between the service delivery priorities of citizens and those of councilors. Citizens think that Councilors are slow to solve their problems.

Performance

The general perception is that the quality of public service delivery on a number of areas is low, especially in solid waste management and irrigation construction. In terms of interface, the survey shows that councilors do not contact citizens and citizens do not contact councilors. Village Chief is the likely person that citizens would contact for help on personal issues, disputes with neighbor and ideas for a development project.

Part I - Introduction

1. Background

The Royal Government of Cambodia (RGC) recognizes that while national development continues to yield national benefits, local development has been uneven and regional and personal inequalities persist. The key approach of the RGC in tackling local development, inequality and poverty is the policy of Democratic Development set out in the Strategic Framework for Decentralization and Deconcentration Reforms adopted by the RGC in June 2005.

The first stepping-stone towards entrenching democracy at the sub-national level was the first Commune Council Elections held in February 2002. The Commune Council Elections marked a historically significant development in the country from a system of state-appointed agents such as the commune chiefs and village chiefs, to one directly elected by the people. The second Commune Council Elections was held in 2007.

In addition, the RGC enacted the Organic Law (OL) on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khan in 2008, setting the legal framework for further sub-national democratic development. 2008 also marked the promulgation of the Law on Elections of Capital City Council, Provincial Councils, Municipal Councils, District Councils and Khan Councils, which provided the legal foundation for the establishment of Councils and Board of Governors at the district and provincial levels in May 2009. The creation of directly and indirectly elected councils at the sub-national level modified the lines of accountability for the existing sub-national administrations.

The National Committee for Sub-National Democratic Development (NCDD) was established to assist the RGC in implementing the Organic Law and to formulate, oversee and coordinate the implementation of the 10-year National Program for Sub-National Democratic Development. (NP-SNDD)

To guide the direction of reform, NCDD developed the first three-year implementation plan (IP3), which covers 2011-2013. IP3 is a document that elaborates the key concepts, policies and strategies of the NP-SNDD and explains the details and program of reform for the next three years.

2. EU Space Program

The EU SPACE Program, implemented by GIZ and co-funded by the EU Delegation, SIDA, DFID and BMZ, is a program that started in 2010 with the objective of providing the RGC with flexible and targeted technical assistance to support the deepening of the SNDD reform process, with a focus on reinforcing sub-national democratic accountability. The program works to support national and sub-national administrations to jointly develop structures, procedures and capacities enabling them to be more responsive to citizens.

3. Objectives

In December 2010, the EU SPACE Program commissioned the Cambodia Institute of Development Study (CIDS) to conduct a Multi-Level Citizen & Councilors Survey (MLCCS). The purpose of the MLCCS is to collect baseline data on the current situation of sub-national democratic accountability in two targeted provinces (Battambang and Kampong Chhnang) and one control province (Pursat). The MLCCS is expected to be a critical evaluation tool for the EU SPACE Program to provide an empirical basis for understanding and tracking changes over time in perceptions of sub-national governance structures, relationships and performance. Specifically, the objectives of the study are:

- To assess citizens' perceptions of SN governance relationships and citizen satisfaction with the responsiveness and performance of elected councilors
- To assess councilors' and administrators perceptions of accountability relationships between citizens, councilors, and board of governors at sub-national levels

The survey does not include a policy analysis of democratic reforms and does not offer any policy recommendations. Rather, the report aims to present a picture of the current state of democratic development in the three provinces based on the perceptions of citizens, councilors and administrators, which will then be used as the basis for measuring institutional and attitudinal changes in the future.

Part II - Methodology

4. Measuring Sub-National Democratic Accountability

The approach used in this study to measure sub-national democratic accountability was rigorously developed through three key steps:

- Alignment to the IP3 definitions and NCDD’s M&E system
- Series of consultation with stakeholders and experts
- Developing composite indices to track changes in perception over time

Aligning to IP3

The IP3 defines *governance* as “the system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector. It is the way a society organizes itself to make and implement collective decisions— achieving mutual understanding, agreement and action.” Governance is about how decisions are made, implemented and overseen within the SNA and how the Council is held to account by citizens for the use and the results of their powers.

The IP3 then goes on to describe *democratic accountability* as following:

- Periodic elections to the Councils
- Functioning and capacity of the Councils will depend on the extent to which Councils use their political legitimacy to ensure their autonomy
- Requires transparency, openness with citizen access to Councilors, measurement of results and public access to information between elections
- Civic engagement, by which elected Councilors listen to the needs of citizens and communities and factor these different and sometime conflicting voices into council deliberations and decisions. Councilors must also explain and justify their decisions to citizens and communities.
- SNA Councils to meet regularly with citizens and interest groups, including NGOs and CSOs, private sector groups, as well as through public meetings.
- Councils provide public access to information by publishing planning data, records of council deliberations, council decisions and reports on implementation progress and outcomes.
- Grievance mechanisms for citizens to provide direct feedback to SNAs regarding performance

NCDD will measure the impacts of the reform on local governance with an Overall Local Governance Index and 6 sub-indices (SNA Civic Engagement/Participation Index, SNA Local Transparency Index, SNA Local Accountability Index, SNA Local Policy Alignment Index, SNA Efficiency Index and SNA Minority Rights Protection Index).

Consultation with Experts and Stakeholders

The methodology used in this study is framed by the concepts and definitions of local governance outlined in the IP3. In addition, to ensure the relevance and acceptability of the methodology, experts and stakeholders in the governance field were consulted. The main purpose of the consultations was to get a general consensus on the structure of a composite index on sub-national democratic development, particularly the key dimensions and indicators to measure it. The consultation process taken are summarized in Table 1

Table 1: Consultation Process for Developing Methodology

Steps	Output
CIDS review draft questionnaires, theoretical framework of research, and IP3 (Dec-Jan)	Revised structure of questionnaire with operational definitions of each dimension
Stakeholder workshop (Jan 13) – Discussed structure and content of survey instruments, specifically to build understanding on theoretical underpinnings of the survey instruments. Participants included EU Space, CIDS, NCDD and Pact.	Revised structure and contents of questionnaire
Meeting with NCDD M&E Team (Feb 16) – Discussed the format of the survey instruments, specifically the scale of measurements of the data to be collected and ensure compatibility with the NCDD M&E system	Revised questionnaire by standardizing the scale of measurements for each question to fit NCDD-S data requirements

Developing a Composite Index

It is inherent in local governance surveys of this type that the interpretation of results for any single item of data (the responses obtained to one question or part of a question) may be uncertain. Some questions designed to elicit a range of responses (for example, from “strongly agree” to “strongly disagree” with a given statement) may produce answers clustered at one end of the scale, making disaggregation between groups or measurement of change over time impossible. These effects are difficult to predict although in this case the experience with the LAAR survey provides an indication. As a result, it was decided to base disaggregation and measurement of trends on composite indices of questions related to the same topic, rather than on a single data item.¹

A number of hypotheses (or indicators) were developed and rigorously discussed with stakeholders and experts in a series of meetings as mentioned above. These hypotheses were tested by reference to a number of data items. Annex 1 contains the full list of hypotheses.

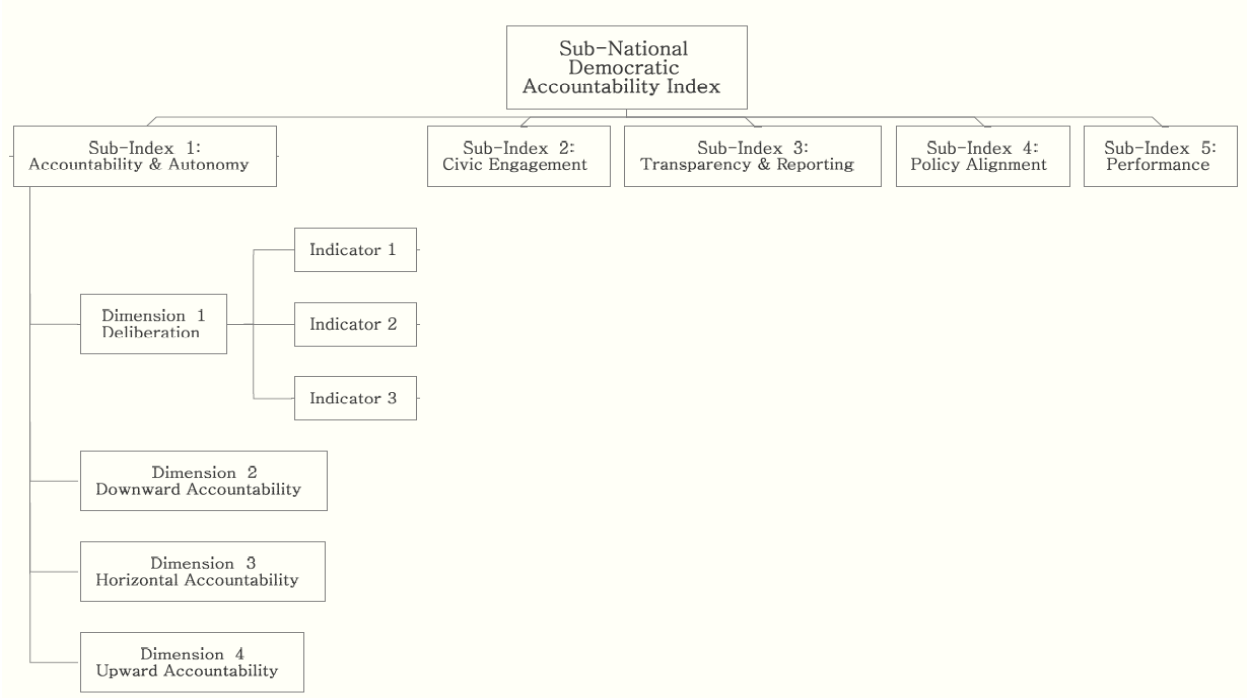
Following from the process outlined above, the final result is a Sub-National Democratic Accountability Index (SNDA Index) based on 5 sub-indices. Each sub-index consists of dimensions. Each dimension is made up of indicators (or hypotheses), which are derived from the questions in the questionnaire. For instance (see Figure 1), the first sub-index Accountability and Autonomy consists of the dimensions: (1) deliberation of councilors; (2) downward accountability; (3) horizontal accountability; and (4) upward accountability. Under the first dimension on deliberation, there are three indicators. Overall, there are 51 indicators in the SNDA index. Table 2 lists the sub-index and corresponding dimensions of the SNDA Index. The full structure is provided in Annex 1 and the methodology used to construct the index is provided in Annex 2.

Table 2: Sub-Indices and Dimensions of the SNDA Index

¹ GIZ Consultant Report 2010

Sub-Indices	Description of Sub-Index	Dimensions
Accountability & Autonomy	Measures the perceptions of citizens, councilors and administrators on accountability relationships	Deliberation Downward Accountability Horizontal Accountability Upward Accountability
Civic Engagement	Measures perceptions on whether there is a deliberative and consultative process at sub-national levels, especially opportunities and platforms for citizens and CSO to participate and voice their concerns and interest, as well as partnerships.	Voice, Representation and Participation Partnership
Transparency & Reporting	Measures public access to information and dissemination of information by Councils and Administrators	Transparency Reporting
Policy Alignment	Measures responsiveness of local policies and services to the expressed needs of citizens	Policy Alignment
Performance	Measures the quality of public services and quality of interaction between citizens and councilors	Quality of Services Quality of Interface

Figure 1: Structure of Sub-National Democratic Accountability Index



5. Instruments

This survey studies four target groups: citizens, commune councilors, district councilors and district Board of Governors. Four separate questionnaires were used for each group. The questionnaires were developed from the IP3, similar governance surveys in Cambodia, and a series of consultations with stakeholders and experts. The main themes in the questionnaires are the 5 sub-indices: accountability and autonomy of SNAs, civic engagement, transparency, reporting, policy alignment and performance of Councils.

CIDS conducted a pilot test of the instruments in a small sample: one in Kampong Chhnang province and one in Phnom Penh. The objectives of the pilot test were two-folds. The first purpose of the pilot-test was to test the survey instruments in terms of its usefulness to collect accurate data. In testing the survey instruments, the pilot-test focused on the structure and flow of the questionnaire, specifically on identifying possible ways to reduce the interview time, whilst increasing the quality of responses. The second objective of the pilot-test was to familiarize survey enumerators with their practical application. Specifically, the pilot-test served to deepen their understanding on the philosophy of the project and to understand the linkages between each questions. Based on the results of the pilot-test and feedbacks from enumerators, some of the Khmer wordings were simplified to adapt to the target groups' level of understanding.

6. Sampling

This survey was administered in three provinces – two of which are EU Space areas (Battambang and Kampong Chhnang) and one is a control area (Pursat). For each province, the coverage rate for the sample was set at 60% of total districts in the province. In each district, six communes were randomly selected; and in each commune, 3 villages were randomly selected. A total of 17 districts and 102 communes were sampled (Table 3). A complete list of districts, communes and villages is provided in Annex 3.

Table 3: Summary of Sample Districts, Communes and Villages

Province	Districts	Communes	Villages
Battambang	8	48	144
Kampong Chhnang	5	30	90
Pursat	4	24	72
Total	17	102	306

Seven citizens were interviewed in each village, and interviewers were instructed to try and get an equal number of male and female respondents. Only people over 18 years old were interviewed. Table 3 summarized the number of districts, communes and villages in the sample. Three councilors (or administrators) were interviewed for each sub-national council – commune council, district council and district Board of Governors. Interviewers were directed to interview at least one female councilor (administrator) for each location, if available.

7. Interviews

CIDS conducted a 5-day questionnaire and interviewing training for 18 enumerators. Subsequently, using the structured questionnaires, CIDS administered the survey in the three provinces – Kampong Chhnang, Pursat and Battambang through face-to-face interviews. A total of 2,121 interviews were with citizens, 306 with commune councilors, 51 with district councilors and 51 with members of the district Board of Governors. Enumerators selected respondents through a random walk in the villages, while interviews with councilors and administrators were scheduled prior to visiting the locations and based on the availability of members.

Table 4: Number of Interviews by Group and Province

Province	Citizens	Commune Councilors	District Councilors	District BoG	Total by Province
Battambang	1,007	143	24	24	1,198
Kampong Chhnang	610	91	15	15	731
Pursat	504	72	12	12	600
Total by Group	2,121	306	51	51	2,529

Part III - Survey Findings

Part III of this report presents the findings from the Multi-level Citizen & Councilors Survey. Before delving into the findings, this section starts with a brief description of the citizens, councilors and BoG members in the sample. Subsequently, the findings are then organized by the five sub-indices of sub-national democratic accountability. Throughout the report, the data will be shown by province, of which Battambang and Kampong Chhnang are the treatment provinces (areas in which the EU Space Program targets) and Pursat is the control province. Instead of putting the two treatment provinces into one unit, the analysis looks at the two provinces separately because of the distinct situations within these two provinces. Lastly, Chapter 14 provides the scores on the overall SNDA Index and its decomposition by sub-index, dimensions and indicators. Data tables for each indicator disaggregated by gender are provided in the Annex.

8. Characteristics of Sample

Citizens

Table 5: Demographics of Citizens in Sample

	Female			Male			All		
	BTB	KCH	PST	BTB	KCH	PST	BTB	KCH	PST
Number of Respondents	582	361	295	425	249	209	1007	610	504
Age (average)	42	40	42	46	43	44	44	41	43
Years Lived in commune (average)	29	28	28	28	28	25	27	28	27
Household Size (average)	5	5	5	5	5	5	5	5	5
Head of Household (% of respondents)	21.8	21.1	22.4	84.7	83.1	87.6	48.4	46.4	49.4
Married (% of respondents)	67.4	67.6	68.5	87.3	83.5	87.6	75.8	74.1	76.4
Widow (% of respondents)	20.3	17.5	18.6	4.5	4.4	2.4	13.6	12.1	11.9
No formal education (% of respondents)	21.8	17.2	20.3	13.4	8.4	9.6	18.3	13.6	15.9
Incomplete Primary Education (% of respondents)	41.6	53.2	44.4	32	39.8	35.4	37.5	47.7	40.7
Complete Primary Education (% of respondents)	7.4	9.1	8.5	9.6	7.2	10	8.3	8.4	9.1
Incomplete Secondary Education (% of respondents)	17.4	10.2	14.2	19.8	19.7	17.2	18.4	14.1	15.5
Complete Secondary Education (% of respondents)	6.2	3	5.1	8.7	7.6	6.2	7.2	4.9	5.6
Main Source of Household Income									
Farm (% of respondents)	91.4	88	86.4	90.8	89.9	93.3	91.2	88.9	89.2
Non-Farm (% of respondents)	8.6	12	13.6	9.2	10.1	6.7	8.8	11.1	10.8
Have Motorized Transport	59.8	53.7	58	69.2	62.2	60.8	63.8	57.2	59.1
Have Television	73	55.4	61	72.9	58.6	69.4	73	56.7	64.5
Have Radio	54.5	41.6	37.6	59.1	44.2	45.5	56.4	42.6	40.9
Have Telephone	79.2	54	69.5	84.2	57.8	70.3	81.3	55.6	69.8
Living Standards Compared to Average Family									
Worse and Much Worse (% of respondents)	25.6	36	26.8	21.9	26.9	22	24	32.3	24.8
Same (% of respondents)	71.1	58.7	68.5	73.2	63.5	69.9	72	60.7	69
Better and Much Better (% of respondents)	3.3	5.3	4.7	4.9	9.6	8.1	4	7	6.2

A total of 2,121 citizens were interviewed in the three provinces. 58% of them were female aged 40-42 years old, and 42% were male aged 43-46 years.² Generally, interviewees have lived in the same commune for all their life. The majority of citizens have low education -- 66% of female respondents and 46% of male respondents have an incomplete primary education or less.

More than three-quarters of interviewees are married. A higher percentage of male respondents are head of their households (85% in Battambang, 83% in Kampong Chhnang, and 88% in Pursat) compared to female respondents (22% in Battambang, 21% in Kampong Chhnang, and 22% in Pursat). 20% of the females interviewed in Battambang are widowed, higher than in Kampong Chhnang (18%) and Pursat (19%). Across the three provinces, household size is similar, 5 people on average (including the interviewee).

In all three provinces, the most important source of household income comes from farming, fishing and/or collecting forest products (54% in Kampong Chhnang, 48% in Pursat, and 47% in Battambang), followed by profit from business (22.8% in Battambang, 24% in Kampong Chhnang and 24% in Pursat). For Battambang, paid work from a private employer is also a main source of income for many families (15%).

68% of all citizens interviewed rate their family's living conditions to be the same as the average family in their Commune/Sangkat, while 24% feel it is worse and very few think it is better. The majority of citizens interviewed in all three provinces own a motorized transport, a television set, and a phone. Slightly fewer households own a radio.

Commune Councilors

Table 6: Demographics of Commune Councilors in Sample

	Female			Male			All		
	BTB	KCH	PST	BTB	KCH	PST	BTB	KCH	PST
Number of Respondents	39	16	18	104	75	54	143	91	72
Age (Average)	50	50	51	59	58	59	57	56	57
Years Lived in commune (average)	33	35	31	33	33	32	33	34	31
Household Size (average)	5	5	5	5	6	6	5	5	6
Head of Household (% of respondents)	46.2	50	61.1	100	98.7	100	85.3	90.1	90.3
Married (% of respondents)	51.3	50	55.6	95.2	96	88.9	83.2	87.9	80.6
Widow (% of respondents)	33.3	31.2	38.9	3.8	2.7	9.3	11.9	7.7	16.7
No formal education (% of respondents)	0	0	0	1	2.7	5.6	0.7	2.2	4.2
Incomplete Primary Education (% of respondents)	30.8	31.2	38.9	21.2	34.7	37	23.8	34.1	37.5
Complete Primary Education (% of respondents)	15.4	18.8	5.6	22.1	26.7	11.1	20.3	25.3	9.7
Incomplete Secondary Education (% of respondents)	7.7	18.8	27.8	11.5	13.3	27.8	10.5	14.3	27.8
Complete Secondary Education (% of respondents)	17.9	18.8	22.2	15.4	9.3	3.7	16.1	11	8.3
Main Source of Household Income									
Farm (% of respondents)	69.2	62.5	66.7	73.1	80	85.2	72	76.9	80.6
Non-Farm (% of respondents)	30.8	37.5	33.3	26.9	20	14.8	28	23.1	19.4
Have Motorized Transport	76.9	56.2	72.2	92.3	76	90.7	88.1	72.5	86.1
Have Television	76.9	62.5	72.2	92.3	74.7	88.9	88.1	72.5	84.7
Have Radio	59	62.5	44.4	86.5	73.3	75.9	79	71.4	68.1

² The average age of respondents is quite old given the young population in Cambodia because only adults over 18 years old were interviewed in this survey.

	Female			Male			All		
	BTB	KCH	PST	BTB	KCH	PST	BTB	KCH	PST
Have Telephone	94.9	93.8	100	99	94.7	98.1	97.9	94.5	98.6
Living Standards Compared to Average Family									
Worse and Much Worse (% of respondents)	15.4	25	22.2	9.6	14.7	7.4	11.2	16.5	11.1
Same (% of respondents)	84.6	75	72.2	87.5	85.3	92.6	86.7	83.5	87.5
Better and Much Better (% of respondents)	0	0	5.6	2.9	0	0	2.1	0	1.4
Position on Council									
Commune Chief	2.6	12.5	5.6	26.9	26.7	24.1	20.3	24.2	19.4
Deputy Chief	0	0	16.7	0	5.3	7.4	0	4.4	9.7
Other	97.4	87.5	77.8	73.1	68	68.5	79.7	71.4	70.9
Year Became Councilor									
2002	74.4	37.5	50	73.1	68	61.1	73.4	62.6	58.3
2007	20.5	62.5	38.9	23.1	22.7	24.1	22.4	29.7	27.8

A total of 306 commune councilors were interviewed in this survey - 143 in Battambang, 91 in Kampong Chhnang and 72 in Pursat. By position on the Council, 21% of them were the Chief, 5% the Deputy Chief, 63% members and 11% assistants. Roughly a-quarter of commune councilors interviewed was female (with a similar break-down across the three provinces) aged 50-51 years. The average age of male commune councilors is 58-59 years old. Commune Councilors are more educated than citizens. About half of the commune councilors interviewed (49%) have some primary school education or they have completed primary school.

Commune councilors have lived in their respective commune/sangkat for 32 years on average. Most of them have 5 people in their household (including the interviewee). The majority of them are married. Nine out of ten are the head of their household, while the remaining few are spouses of the head or a blood relative.

Their main personal occupation is being a councilor. Farming is the main source of income for the majority of them (72% in Battambang, 77% in Kampong Chhnang and 81% in Pursat), followed by profit from small non-farm business activity and salary from government. The majority of commune councilors (86%) feel that their household's living conditions is the same as the average citizen in the commune, while 13% feel it is worse.

Most of them have been a commune councilor since 2002 (73% in Battambang 63% in Kampong Chhnang and 58% in Pursat). Prior to their job as a commune councilor, most of them were public officials at the district level (67%) or a farmer (19%). By party, 82% of the commune councilors were elected from the CPP party list, 13% SRP, 3% NRP, 2% FUNCINPEC and 1% from other parties.

Of the 74 female commune councilors interviewed, 84% of them are members of the Commune/Sangkat Women and Children Committee.

District Councilors

Table 7: Demographics of District Councilors in Sample

	Female			Male			All		
	BTB	KCH	PST	BTB	KCH	PST	BTB	KCH	PST
Number of Respondents	8.0	5	4	16	10	8	24	15	12
Age (Average)	53.8	55	51	55	57	61	55	56	57
Years Lived in commune (average)	32.0	36	26	27	30	30	29	32	29
Household Size (average)	3.8	4	7	5	5	7	5	4	7
Head of Household (% of respondents)	75.0	60.0	25.0	93.8	100.0	100.0	87.5	86.7	75.0
Married (% of respondents)	25.0	20.0	25.0	100.0	100.0	87.5	75.0	73.3	66.7
Widow (% of respondents)	62.5	40.0	50.0	-	-	12.5	20.8	13.3	25.0
No formal education (% of respondents)	-	-	-	-	-	-	-	-	-
Incomplete Primary Education (% of respondents)	-	-	-	-	-	-	-	-	-
Complete Primary Education (% of respondents)	-	-	-	6.2	-	-	4.2	-	-
Incomplete Secondary Education (% of respondents)	-	20.0	25.0	12.5	-	25.0	8.3	6.7	25.0
Complete Secondary Education (% of respondents)	25.0	60.0	-	25.0	30.0	-	25.0	40.0	-
Incomplete High School (% of respondents)	62.5	20.0	50.0	25.0	50.0	25.0	37.5	40.0	33.3
Complete High School (% of respondents)	12.5	-	25.0	12.5	10.0	37.5	12.5	6.7	33.3
Main Source of Household Income									
Farm (% of respondents)	25.0	20.0	-	43.8	10.0	62.5	37.5	13.3	41.7
Non-Farm (% of respondents)	75.0	80.0	100.0	56.2	90.0	37.5	62.5	86.7	58.3
Living Standards Compared to Average Family									
Worse and Much Worse (% of respondents)	12.5	-	-	6.2	10.0	25.0	8.3	6.7	16.7
Same (% of respondents)	87.5	100.0	100.0	81.2	90.0	62.5	83.3	93.3	75.0
Better and Much Better (% of respondents)	-	-	-	12.5	-	12.5	8.3	-	8.3
Position on Council									
District Governor	-	-	-	25.0	20.0	37.5	16.7	13.3	25.0
Deputy Governor	-	20.0	-	-	-	-	-	6.7	-
Other	100.0	80.0	100.0	75.0	80.0	62.5	83.3	80.0	75.0

For this survey, 51 district councilors were interviewed – 24 in Battambang, 15 in Kampong Chhnang and 12 in Pursat. District Governors made up 18% of the total, 2% were Deputy Governors and 81% members on the District Council. 33% of district councilors interviewed were female aged 51-55 years and 67% male aged 55-61 years. District Councilors are more educated than commune councilors and citizens; over half of them (53%) have some high school or completed high school.

District councilors have lived in their respective commune/sangkat for 30 years on average. Similar to the typical citizen, district councilors come from a 5-person household. Most are married, of which 84% are the head of their household, and the remainder are either the spouse of the head or a relative.

The majority said that their job as a district councilor is their main personal occupation. Prior to their job as district councilor, 80% of them worked as a district public official. Unlike Commune Councilors, District Councilors rely less on farming activities for income (39% said their main household income is from government salary, 31% from farming, 28% business and 2% from remittances). In general, 85% of district councilors feel that their family's living conditions is the same as the average family in the

commune/sangkat, though 10% feel it is worse and 6% said it is better. Most (94%) of them were elected from the CPP party list, and 6% from SRP.

Of the 16 female district councilors interviewed, all but 1 of them are members of the District Women and Children Committee.

District Board of Governors

Table 8: Demographics of District Board of Governors in Sample

	Female			Male			All		
	BTB	KCH	PST	BTB	KCH	PST	BTB	KCH	PST
Number of Respondents	7	4	2	17	11	10	24	15	12
Age (Average)	52	47	54	52	50	52	52	49	52
Years Lived in commune (average)	30	32	32	26	25	25	27	27	26
Married (% of respondents)	57.1	75.0	100.0	100.0	100.0	100.0	87.5	93.3	100.0
Widow (% of respondents)	14.3	25.0	-	-	-	-	4.2	6.7	-
No formal education (% of respondents)	-	-	-	-	-	-	-	-	-
Incomplete Primary Education (% of respondents)	-	-	-	-	-	-	-	-	-
Complete Primary Education (% of respondents)	-	-	-	-	9.1	10.0	-	6.7	8.3
Incomplete Secondary Education (% of respondents)	-	-	50.0	5.9	-	10.0	4.2	-	16.7
Complete Secondary Education (% of respondents)	28.6	75.0	-	17.6	27.3	20.0	20.8	40.0	16.7
Incomplete High School (% of respondents)	42.9	25.0	50.0	23.5	9.1	20.0	29.2	13.3	25.0
Complete High School (% of respondents)	28.6	-	-	29.4	27.3	30.0	29.2	20.0	25.0
Main Source of Household Income									
Farm (% of respondents)	-	25.0	50.0	17.6	36.4	30.0	12.5	33.3	33.3
Non-Farm (% of respondents)	100.0	75.0	50.0	82.4	63.6	70.0	87.5	66.7	66.7
Position									
Chairman	-	-	-	29.4	45.5	30.0	20.8	33.3	25.0
Vice Chairman	100.0	100.0	100.0	70.6	45.5	40.0	79.2	60.0	50.0
Member	-	-	-	-	9.0	30.0	-	6.7	25.0

Overall, 51 members of the district board of governors were surveyed – 24 in Battambang, 15 in Kampong Chhnang and 12 in Pursat. About 31% of them were the Chairman of the BOG, 67% Vice Chairman and 2% members. Three-fourths were male and a-quarter was female. The average age of a BoG member was 51 years old, with the youngest being 30 years old and oldest 60 years old. All members of the BoG interviewed have some education attainment, with almost half of them (49%) having some high school education or have completed high school.

Most of them have lived in commune for 27 years. With the exception of 4 people, all of them are married. For most, salary from their government job is their household's main source of income (41%), while 32% said they depend mostly on income from small business and 23% from farming activities. Prior to their current position on the BoG, the majority of them worked as a district public official (88% in Battambang, 93% in Kampong Chhnang and 83% in Pursat).

9. Accountability & Autonomy

The Organic Law changed the lines of accountability and introduced new ones through established councils. **Accountability & autonomy is one of the key sub-indices in the composite index to measure the changes in perceptions of accountability relationships between citizens, councilors, and district board of governors at the sub-national levels.** Based on the IP3, this sub-index is comprised of four dimensions:

- **Dimension 1 - Deliberation of Councilors:** Refers to the decision making process of elected Councilors on public policy. Deliberations should be informed decisions about priorities in the public interest based on evidence (data, studies, information about past successes and failures), consultation with citizens and civil society organizations, and follow rules and processes
- **Dimension 2 - Downward accountability:** Refers to the accountability of councilors to citizens. This type of accountability exists when citizens can impose consequences on the decisions and performance of their elected councilors.
- **Dimension 3 - Horizontal accountability:** Refers to the relationship between and within Councils, and the relationship between the Administration and Councils.
- **Dimension 4 - Upward accountability:** Refers to the relationship between councilors and higher-level government bodies, specifically the provincial level. Exists when elected Councilors feel they can make decisions on budget allocation and local policy without the approval of higher level (autonomy)

Dimension 1: Deliberation

Deliberation is about the decision making process of elected Councilors, which is a key aspect of being accountable to citizens. This dimension measures whether councilors make informed decisions about priorities in the public interest based on evidence (data, studies, information about past successes and failures), consultation with citizens and civil society organizations, and follows rules and processes.³

This dimension is built on three key indicators, drawn from interviews with commune and district councilors:

- 1) Councilors make informed decisions about priorities based on evidence and consultation with citizens and civil society organizations
- 2) Councilors see contacts with ordinary citizens as increasingly important for their work
- 3) Councilors see contacts with vulnerable groups as increasingly important for their work

³This dimension on deliberation is very much interrelated with civic engagement. The decision to assign it to the Accountability and Autonomy sub-index instead of Civic Engagement sub-index was based on the results of the Principle Component Analysis, which revealed that it had a stronger correlation to the first sub-index.

Indicator 1: Councilors make informed decisions about priorities based on evidence and consultation with citizens and civil society organizations. Result: True

In all three provinces, practically all Commune Councilors assert that when developing the Commune Development Plan, they take account of factual evidence, consultation with ordinary citizens and advice from technical officials and other higher-level officials. (Table 9)

Similarly, almost all district councilors say they consider many sources of information in developing a District Plan. Important sources of information include the priorities set in the Commune/Sangkat Development Plans, advice from technical officials and District Governor as well as the ideas of District Councilors themselves. (Table 10)

A limitation of this indicator is that it does not rank the relative importance of the different sources, and therefore, does not allow us to know which input has the most influence on the contents of the plans of Commune Council and District Council.

Table 9: Commune Councilors – Inputs that influence the contents of Commune Development Plan

Inputs influence the contents of the Commune Development Plan (% of Commune Councilors who answered high and highest influence)	Battambang	Kampong Chhnang	Pursat
The ideas contributed by ordinary citizens in village meetings	99%	96%	98%
The data in the Commune/Sangkat Profile	100%	94%	98%
Advice from the technical officials in Provincial technical departments or District technical offices	100%	95%	95%
Advice from the District Governor	100%	97%	99%
The ideas of the Commune Chief and Commune / Sangkat Councilors who have been elected to represent the people because of their experience	98%	97%	100%

Table 10: District Councilors – Important sources of information for District Plan

Sources of Information (% of District Councilors who answered high and highest importance)	Battambang	Kampong Chhnang	Pursat
The District / Municipal Profile and other data	96%	93%	100%
Advice from the technical officials in Provincial technical departments or District technical offices	96%	100%	100%
The priorities set in Commune/Sangkat Development Plans	100%	93%	100%
Advice from the District Governor	96%	93%	100%
The ideas of the District / Municipal Councilors who have been elected to represent the people because of their experience	100%	93%	100%

Indicator 2: Councilors see contacts with ordinary citizens as increasingly important for their work. Results: True

Across the three provinces, almost all commune and district councilors interviewed agreed that talking to citizens, village chiefs, and educated local people (such as religious leaders, teachers, NGO leaders and staff, technical department officials) are important sources for getting information on the situation of their Commune/District.

Table 11: Is the following source important to you for getting information about the situation of the Commune/ District?

Source of Information (% of Councilors who somewhat agree and strongly agree)	Commune Councilors			District Councilors		
	Battambang	Kampong Chhnang	Pursat	Battambang	Kampong Chhnang	Pursat
Talking to ordinary citizens one to one as part of your work as a councilor	99%	99%	100%	100%	93%	100%
Talking to village chiefs and to educated people (e.g. religious leaders, teachers, NGO leaders and staff, technical department officials)	100%	99%	100%	100%	100%	100%
Village meetings or other types of meeting with citizens	100%	100%	100%	100%	100%	100%

Indicator 3: Councilors see contacts with vulnerable groups as increasingly important for their work. Results: True

Similarly, the general perception amongst commune and district councilors is that it is important to talk to vulnerable and underrepresented groups one to one in order to gather information about the situation in the Commune or District.

Conclusions on deliberation:

The survey finds that councilors perceive that it is important to make informed decisions based on consultations with citizens, advice from experts, and facts. It is important to stress that these indicators show that councilors feel it is important to make contact with citizens, but does not really say they actively seek contact with citizens.

Dimension 2 - Downward Accountability

Downward accountability is the second dimension of the Accountability & Autonomy Sub-Index. A key feature of democratic accountability is passing down the decision-making power to citizens. Elected councilors should act within the interest of their constituency. Downward accountability exists when citizens can impose consequences on the decisions and performance of their elected Councils. For downward accountability to function, it requires:

- Availability, accessibility and functioning of grievance mechanisms for citizens to make complaints about the performance of their elected Councilors and other injustices they face
- Citizens are aware of existing grievances/ accountability mechanisms and use them
- Citizens feel that the existing grievance mechanisms are effective

This dimension consists of 6 indicators, which are drawn from the interviews with citizens, commune councilors, district councilors, and district BoG members.

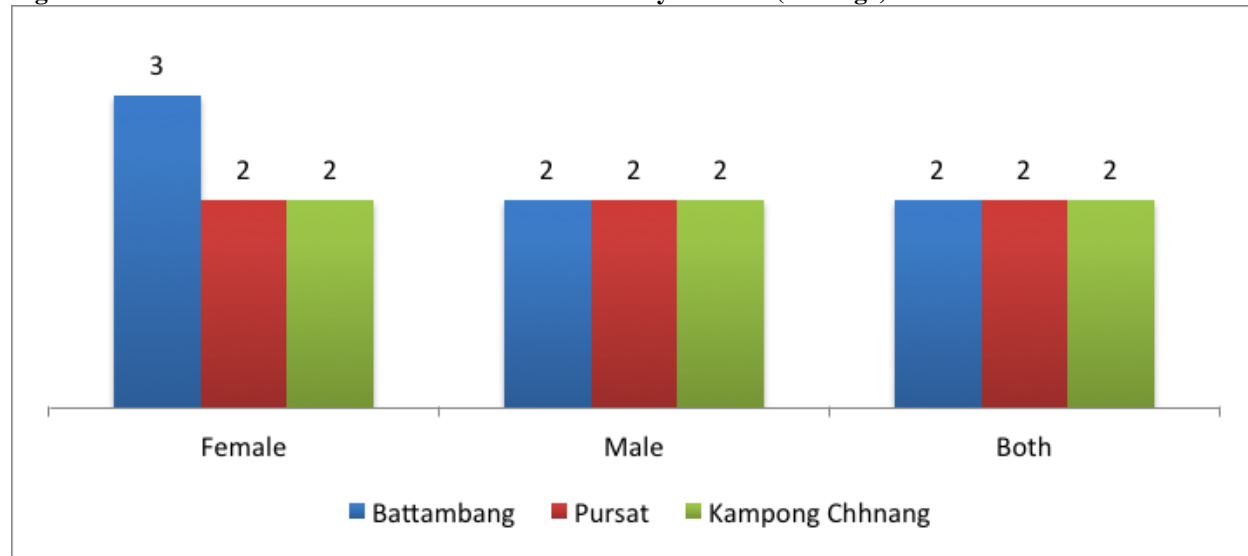
Indicator 1: Citizens increasingly value their right to vote for local councilors. Results: True

The voting rate amongst the 2,121 citizens interview is high (84% voted in the 2007 Commune election in Battambang, 89% in Kampong Chhnang and 92% in Pursat). 99% of citizens in all three provinces said that it would be better if citizens could vote for their District Councilors directly. Two key features of democracy that are important to almost all interviewees are i) a government elected by the people and ii) freedom to participate and empowerment in decision making. A 100% of the citizens interviewed said that it is personally important for them to vote in the next election.

Indicator 2: Citizens increasingly assert the right of citizens to take a range of actions to hold councilors accountable. Results: False

Citizens were asked: “If you think that the local authorities are not providing a good service, how can you make a complaint?”. The choices of grievance mechanisms were not read out to citizens. Thus, their response is a reflection of their awareness of various grievance mechanisms.

Figure 2: Number of Grievance Mechanisms Identified by Citizens (Average)



On average, citizens in all three provinces were able to identify two grievance mechanisms (see Figure 2). Disaggregating the data by sex does not yield significant variation, with the exception of women in Battambang province, who were able to identify more mechanisms than men in their province as well as other women and men in other provinces.

The results show that most citizens would turn to the commune chief (77% mentioned this choice in Pursat, 74% in Kampong Chhnang and 73% in Battambang, Table 12). The village chief and district governor were also frequently identified as people to go to for making complaints. Grievance mechanisms that were rarely identified by citizens were newspapers or media, political party, community-based organizations, citizen protests, accountability boxes, provincial accountability working groups and anti-corruption unit. By sex, the findings yield similar patterns (Table 13).

Table 12: If citizens think that the local authorities are not providing a good service, how can they make a complaint? (% of citizens who identified mechanisms)

Grievance Mechanisms	Battambang	Kampong Chhnang	Pursat
Complain to the Commune/Sangkat Chief	73%	74%	77%
Complain to the District/Municipal Governor	64%	77%	54%
Complain to the village chief	56%	73%	64%
Complain to the Provincial authority	43%	29%	37%
Join a group of citizens to protest	7%	3%	5%
Write a complaint in Accountability Box	3%	7%	2%
Vote for a different political party next election	2%	1%	1%
Tell a newspaper journalist about the problem.	1%	1%	1%
Join a political party	0%	1%	0%
Report to Provincial Accountability Working Group	0%	1%	0%
Join a CBO to work with the CC for improvements	0%	3%	1%
Report to Anti-Corruption Unit	0%	3%	0%

Table 13: If citizens think that the local authorities are not providing a good service, how can they make a complaint? By Sex

Grievance Mechanisms	Female			Male		
	Battambang	Kampong Chhnang	Pursat	Battambang	Pursat	Kampong Chhnang
Commune/Sangkat Chief	78.5	74.2	78.6	65.9	73.7	74.3
Village chief	62.5	75.1	65.1	45.9	61.2	69.5
District/Municipal Governor	60.5	38.2	50.5	59.3	58.4	43.8
Provincial authority	41.2	28	35.6	44.2	38.3	29.7
Join a group of citizens to protest	5.5	1.4	5.4	8.2	5.3	4.8
Vote for a different political party next election	1.5	0.8	1.4	3.1	1.4	1.2
Write a complaint in Accountability Box	1.5	100	1.7	4.7	2.4	10.8
Tell a newspaper journalist about the problem.	0.3	0.3	0.3	1.2	2.9	1.6
Join a political party	0.3	0.6	0	0.2	0	1.2
Join a CBO to work with the CC for improvements	0.3	0.8	0.7	0.5	1.9	4.8
Report to Provincial Accountability Working Group	0.2	0.6	0	0.7	0.5	1.6
Report to Anti-Corruption Unit	0.2	1.4	0	0.7	0	5.6

Indicator 3: Citizens use existing grievance mechanisms to make complaints and hold their councilors accountable. Results: False

Of the 2,121 citizens interviewed, 230 people or 11% admitted that they felt the need to make a complaint about the delivery of public services last year (Figure 3). This feeling was slightly stronger in Kampong Chhnang (15% wanted to make complaint), compared to 10% in Pursat and 9% in Battambang.

Among these distressed citizens, only 7% of them actually made a complaint (8% in Battambang, 8% in Kampong Chhnang and 6% in Pursat). A higher percentage of discontented men made complaints than women (9% versus 6%, see Figure 4). Complaints were typically made to the commune chief, village chief or district governor.

Figure 3: Citizens Making Complaint by Province

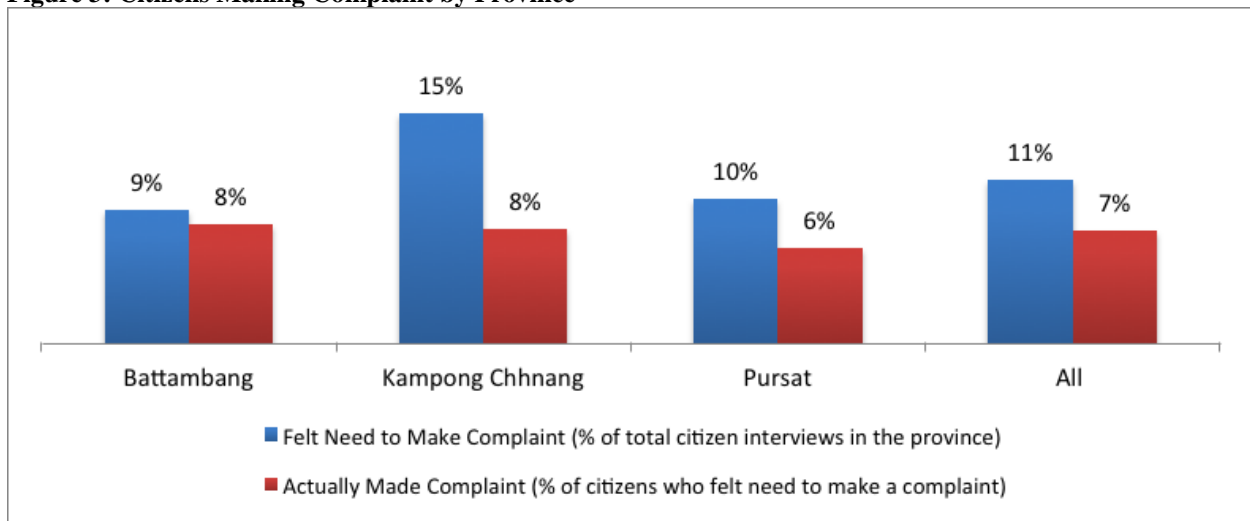
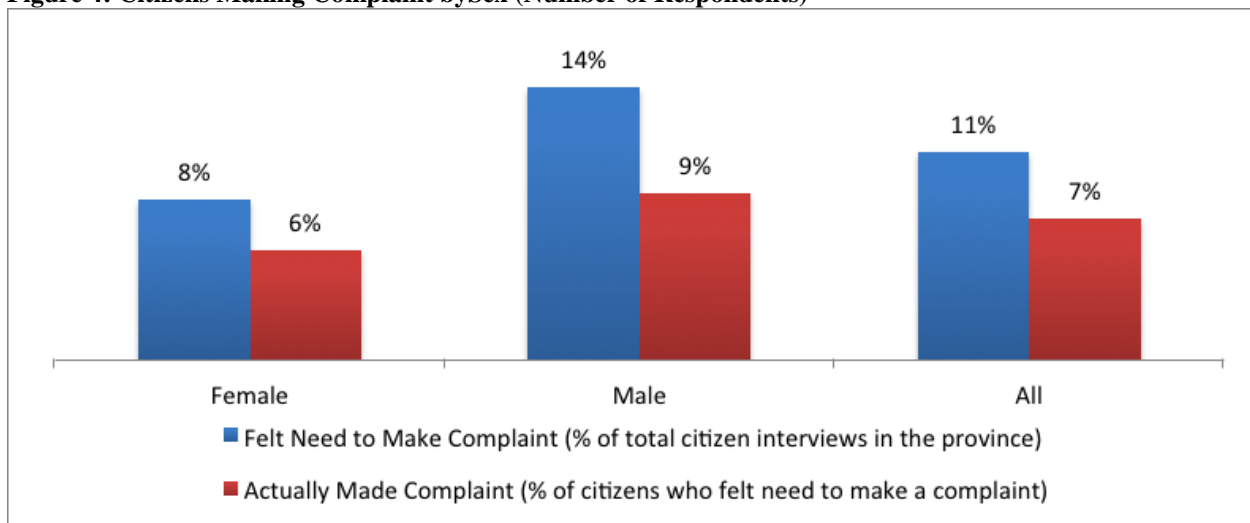


Figure 4: Citizens Making Complaint by Sex (Number of Respondents)



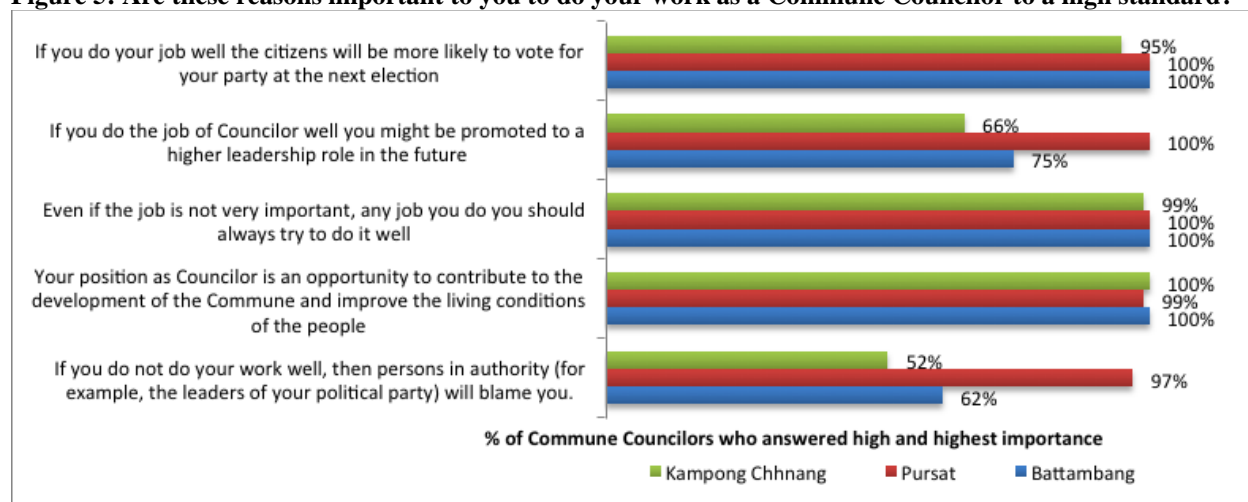
Indicator 4: Commune Councilors increasingly see a link between performance and re-election.

Results: True

Almost all commune councilors interviewed feel that it is important for them to personally work as a councilor to a high standard because if they do their job well, citizens will be more likely to vote for their party in the next election. They also perceive that their position as Councilor is an opportunity to contribute to the development of the Commune and improve the living conditions of the people.

Fear that persons in authority (for example, the leaders of their political party) will blame them if they do a bad job is relatively less important to commune councilors in Kampong Chhnang and Battambang, but very important for those in Pursat (52%, 62% and 97% respectively, said it is high or highest importance). Similarly, the aspiration to being promoted to a higher leadership role in the future if they perform well is relatively less important to commune councilors in Kampong Chhnang and Battambang, but very important to those in Pursat (66%, 75% and 100% respectively).

Figure 5: Are these reasons important to you to do your work as a Commune Councilor to a high standard?



Indicator 5: Councilors increasingly value the right of citizens to vote for local councilors.

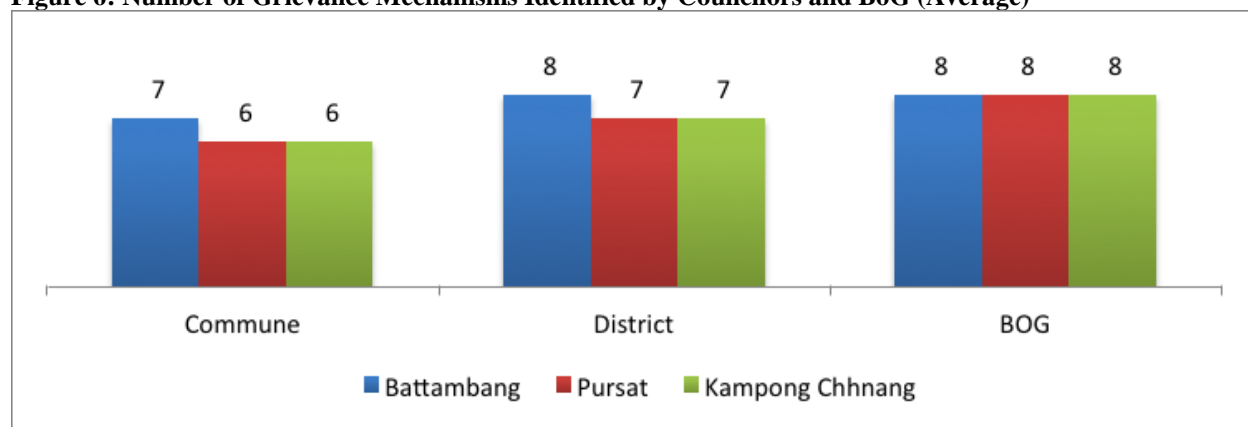
Results: True

All of the members of the commune council, district council and district board of governors in all three provinces stated that the opportunity for citizens to change the government through elections is a feature of democracy that is personally important to them. They also feel that the freedom of citizens to participate and have power in decision-making is important.

Indicator 6: Councilors increasingly assert the right of citizens to take a range of actions to hold councilors accountable. Results: True

Councilors and administrators were asked how citizens could make a complaint if they think local authorities are not providing a good service. From their responses, we can draw conclusions on their awareness and perception of “appropriate” range of actions citizens can use to hold councilors accountable.

Figure 6: Number of Grievance Mechanisms Identified by Councilors and BoG (Average)



The findings clearly show that the awareness of councilors and administrators on grievance mechanisms is significantly higher than citizens (see Figure 6 versus Figure 2). District BoG are more aware of ways citizens can file a complaint than District Councilors and Commune Councilors; members of the BoG in all three provinces were able to identify 8 mechanisms on average, compared to 7-8 by District Councilors and 6-7 Commune Councilors.

In all three provinces, councilors and administrators most frequently mentioned village chief, commune chief and district governor as the respective person citizens can contact to make a complaint. The majority of them agreed that citizens could write their complaint in the Accountability Box. Many of them generally agree that citizens could tell their story to a newspaper journalist, join a protest or CBO. Few of them agreed that citizens could voice their distress by voting for a different political party next election or join a political party.

Conclusions on Downward Accountability: Citizens and councilors value the right of citizens to vote. 99% of citizens said they would prefer to vote for the District Council directly. Citizens’ awareness of existing grievance mechanisms to hold their elected councilors accountability is low, while councilors’ and administrators’ awareness is significantly higher. Few citizens who had a complaint actually filed one.

Dimension 3 - Horizontal accountability

The third dimension in the Accountability & Autonomy Sub-Index is *Horizontal Accountability*, which refers to the relationship between and within Councils as well as the relationship between the Administration and Councils. This dimension aims to **measure the understanding and change in perception of councilors and administrators on the new accountability lines** created by the Organic Law. It is built on 7 indicators.

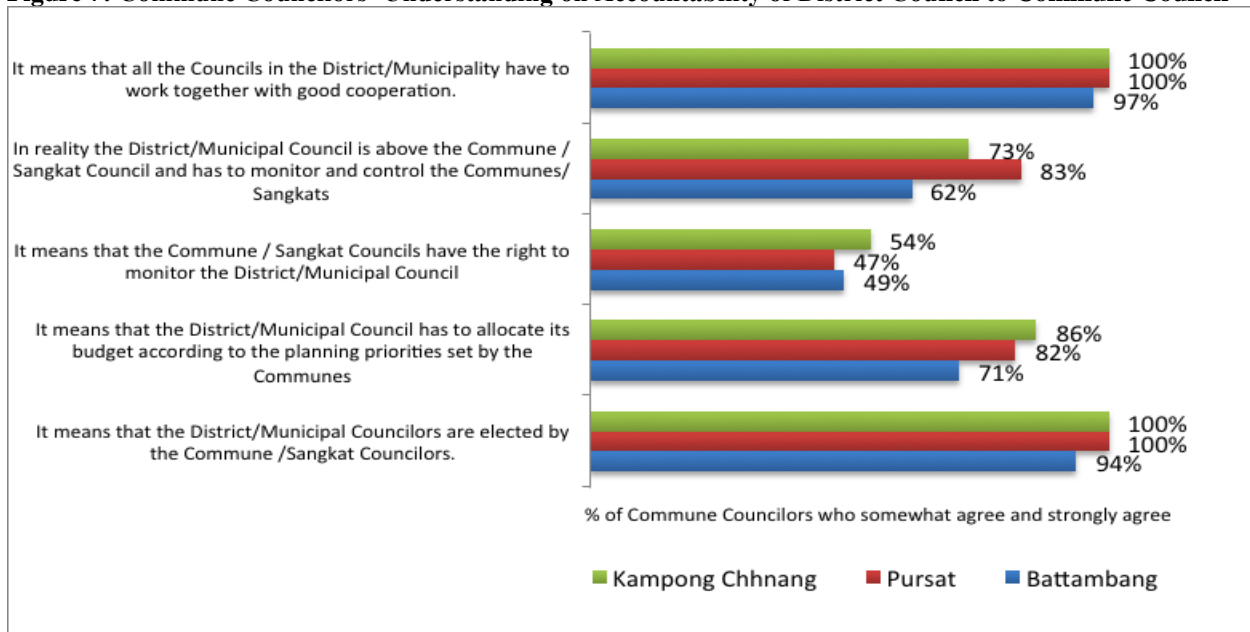
Indicator 1: Councilors understand the accountability of the Districts to the Communes.

Results: False

Commune Councilors Understanding

Commune councilors in all three provinces know that district councilors are elected by the commune councilors (100% in Kampong Chhnang and Pursat, and 94% in Battambang, Figure 7). They also agree that the District and Commune Councils have to work together, and that the District Council has to allocate its budget according the priorities set in the Commune Development Plan. The majority of commune councilors believe that in reality, the District Council is above the Commune Council and has to monitor and oversee the work of the Commune Council (83% in Pursat, 73% in Kampong Chhnang and 62% in Battambang). Only 54% of commune councilors in Kampong Chhnang agreed that the Commune Council has the right to monitor the District Council, and just 49% in Battambang and 47% in Pursat feel this way.

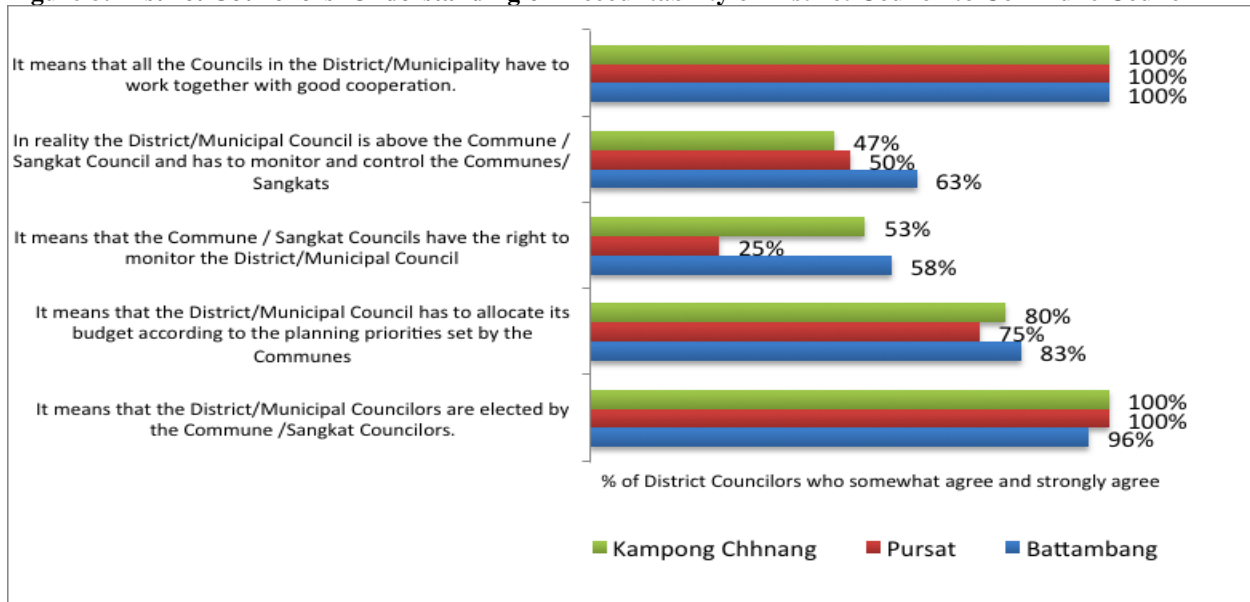
Figure 7: Commune Councilors' Understanding on Accountability of District Council to Commune Council



District Councilors Understanding

District councilors understand that district councilors are elected by the commune councilors. All of them agree that this means all the Councils in the District have to work together. Many of them, however, believe that the District Council is still above the Commune Council and has to monitor the Commune Council (especially in Battambang, where 63% believe this, followed by 50% in Pursat and 47% in Kampong Chhnang). Only 25% of district councilors in Pursat agreed that the Commune Council has the right to monitor the work of the District Council, while 58% in Battambang and 53% in Kampong Chhnang feel this way.

Figure 8: District Councilors' Understanding on Accountability of District Council to Commune Council

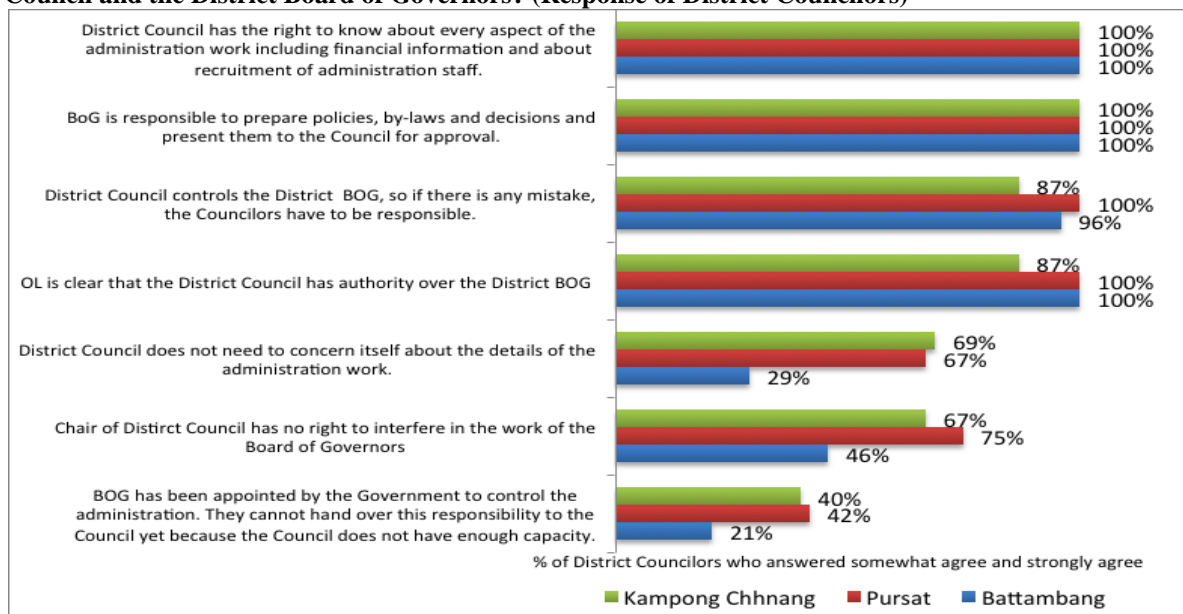


Indicator 2: District Councilors increasingly assert their rights to hold the administration accountable. Results: False

District councilors know that the Organic Law clearly gives the District Council authority over the District Board of Governors (100% of district councilors in Pursat and Battambang agree and 87% in Kampong Chhnang, see Figure 9). District councilors also understand that given this authority over the District Administration/BoG, if there is any mistake, the Councilors must be responsible (87% in Kampong Chhnang, 100% in Pursat and 96% in Battambang). All district councilors in all three provinces believe that the District Council has the right to now about every aspect of the administration work including financial information and recruitment of staff. The majority of district councilors feel that District Council has the capacity to fulfill its responsibilities and do not need the BoG to oversee it (79% in Battambang, 60% in Kampong Chhnang and 58% in Pursat).

Yet, many district councilors feel that the Chair of the District Council has no right to interfere in the work of the BoG (75% in Pursat, 67% in Kampong Chhnang and 46% in Battambang). A high percentage of district councilors in Kampong Chhnang and Pursat also feel that the District Council does not need to concern itself with the details of the administration work (69% in Kampong Chhnang, 67% in Pursat and 29% in Battambang).

Figure 9: Do you agree with the following statements about the relationship between the District/Municipal Council and the District Board of Governors? (Response of District Councilors)



Indicator 3: Councilors feel empowered to contribute as individuals to the discussions and decisions of the Council. Results: True

In all three provinces, commune and district councilors feel they can contribute as individuals during council meetings (Figure 10 and Figure 11). Almost all agreed that they are always able to say what they think about any subject. They feel that the Council Chair provides them with the opportunity to speak, and when they speak, the Council Chair and members listen respectfully. However, many of them admit that they are sometimes afraid to say what they think because they do not know enough about the subject. When it comes to voting, most councilors vote based on their belief, not based on the advice of the Council chair.

Figure 10: Perception of Commune Councilors on Council Meetings

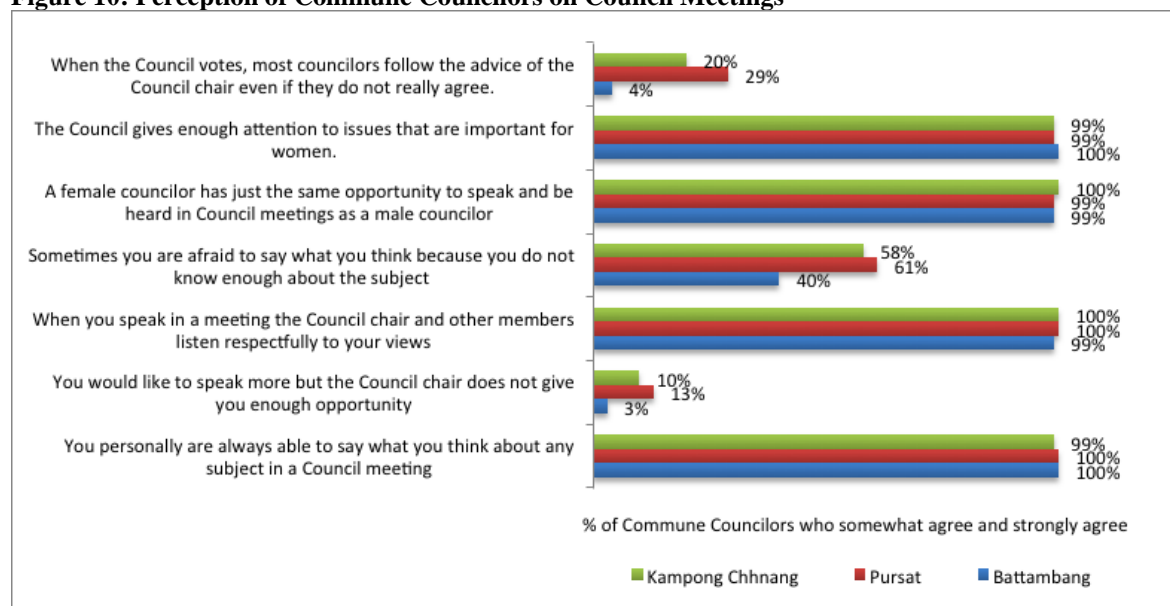
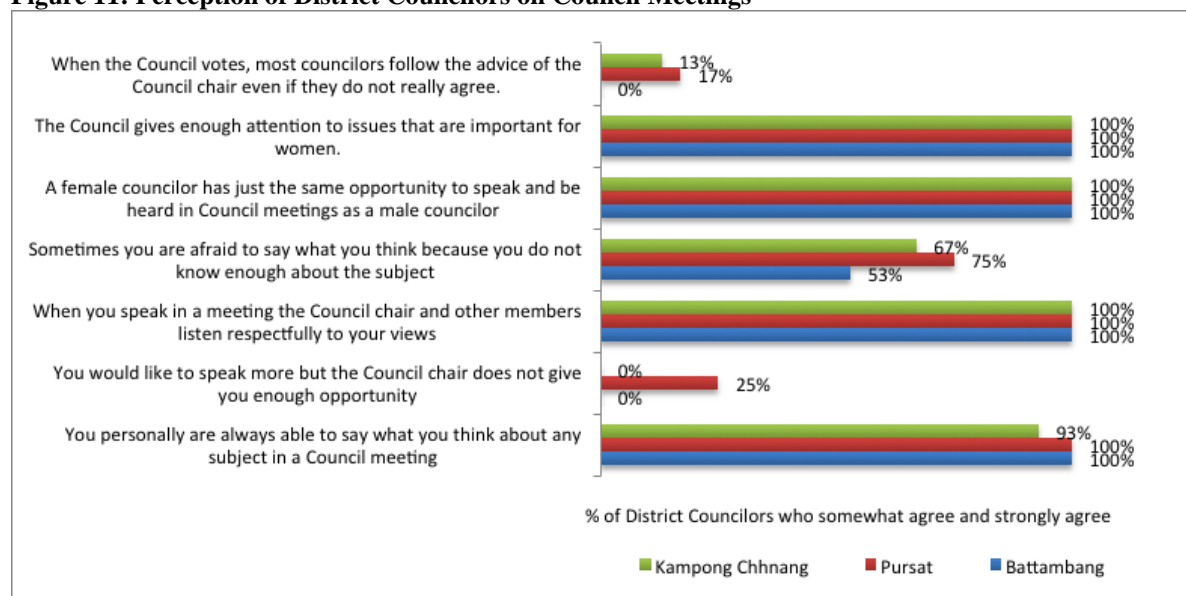


Figure 11: Perception of District Councilors on Council Meetings



Indicator 4: Female Councilors increasingly feel empowered and able to ensure that women’s issues are fully considered. Results: True

24% of the Commune Councilors interviewed (73 people) were female and 33% of the District Councilors (17 people). Based on the interviews, female councilors said they have the same opportunity to speak and express their ideas as a male councilor. When they speak, the Council Chair and other members listen respectfully. Almost all of them agree that the Council gives enough attention to issues important for women. The majority of them admitted that sometimes they are afraid to say what they think because they do not know enough about the subject.

Figure 12: Perception of Female Commune Councilors on Council Meetings

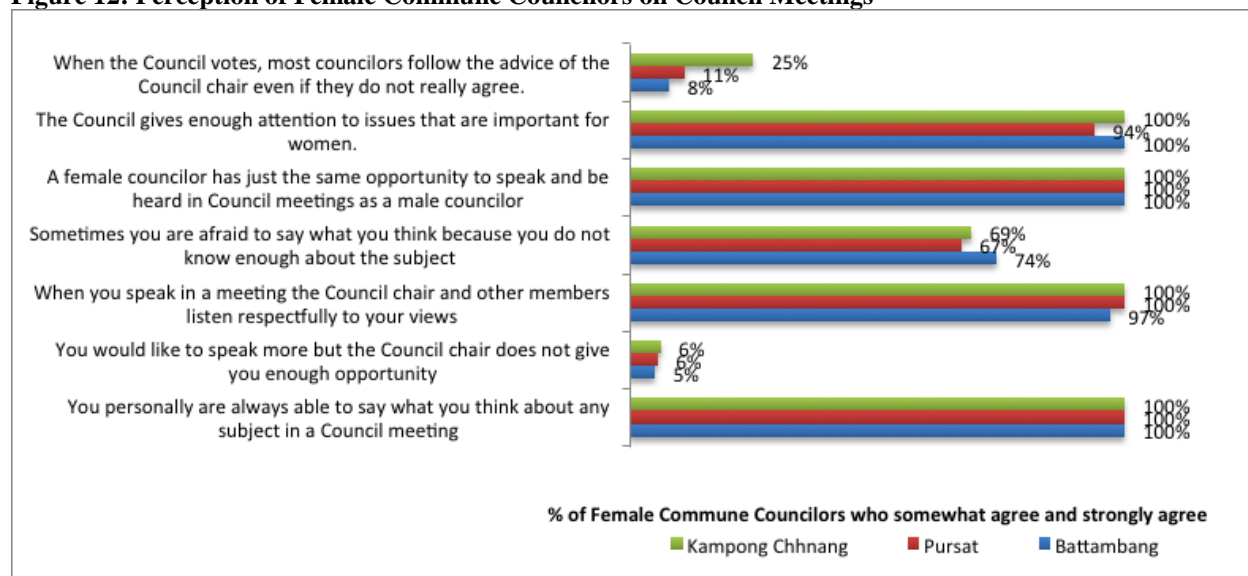
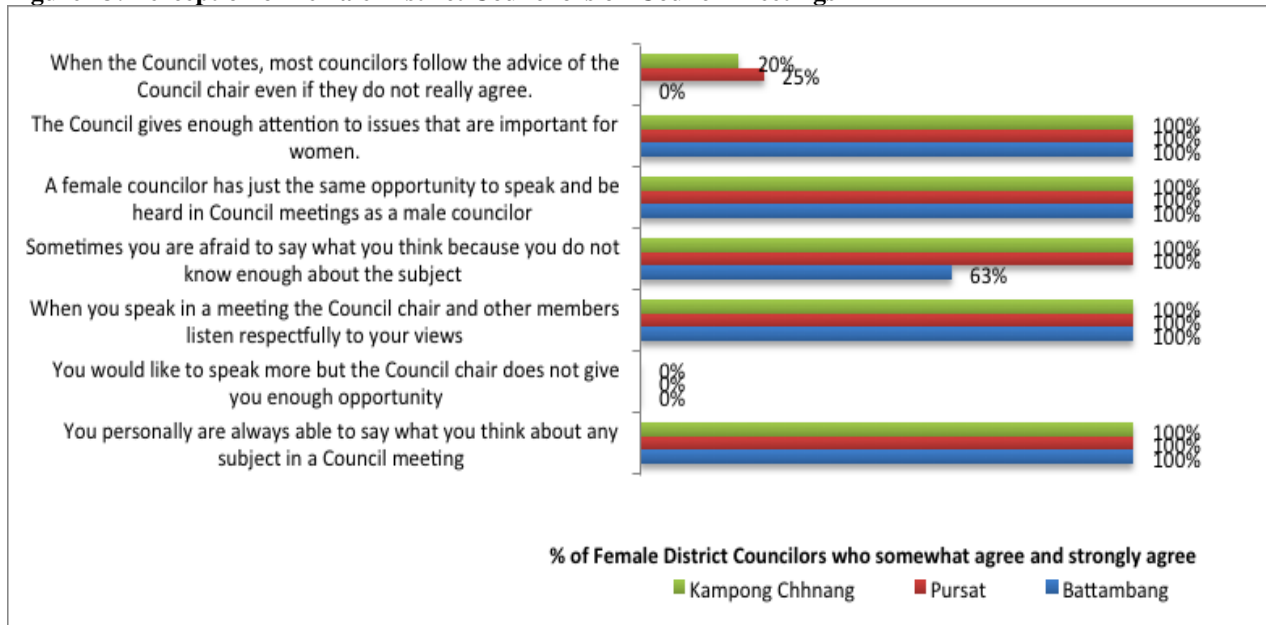


Figure 13: Perception of Female District Councilors on Council Meetings

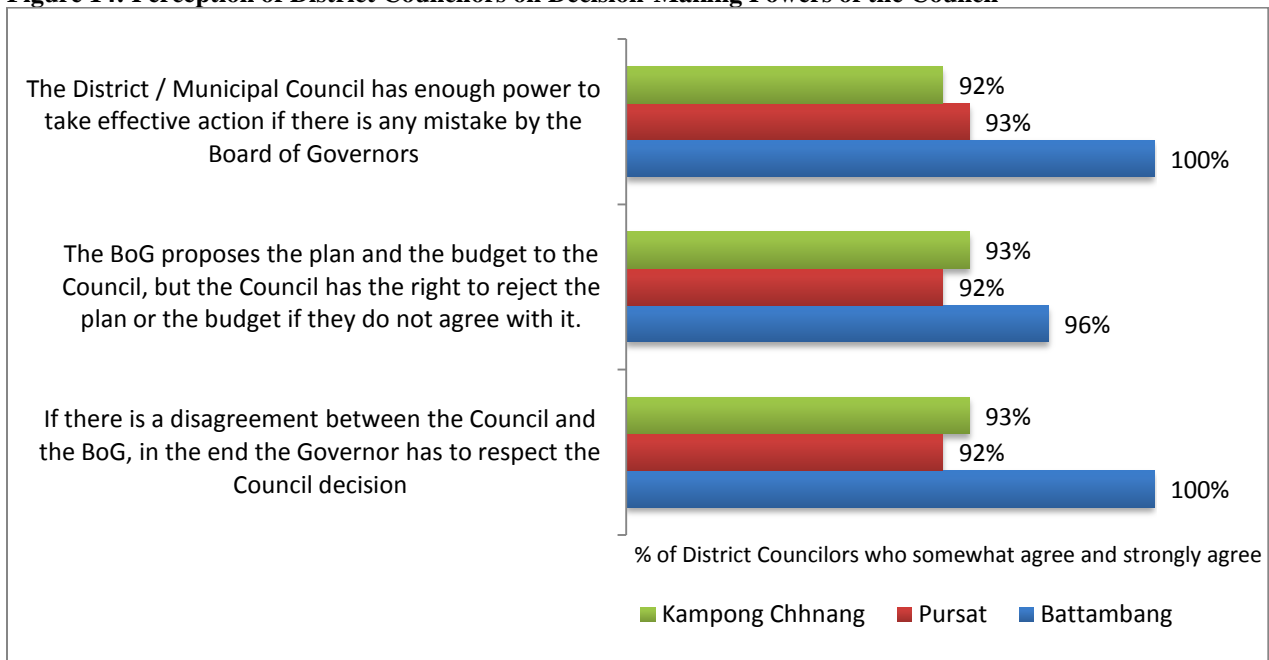


Indicator 5: District Councilors increasingly perceive that the Council has decision-making powers.

Results: True

District councilors in all three provinces perceive that they have decision-making powers over the district BoG. Almost all of them agreed that the District/ Municipal Council has enough power to take effective action if there is any mistake by the BoG (100% in Battambang, 93% in Pursat and 92% in Kampong Chhnang, see Figure 14). They also assert that the BoG proposes the plan and the budget to the Council, but the Council has the right to reject the plan or the budget if they do not agree with it. If there is a disagreement between the Council and the BoG, district councilors believe that in the end, the BoG has to respect the Council’s decision.

Figure 14: Perception of District Councilors on Decision-Making Powers of the Council



Indicator 6: Board of Governors increasingly respects the authority of the Council. Results: True

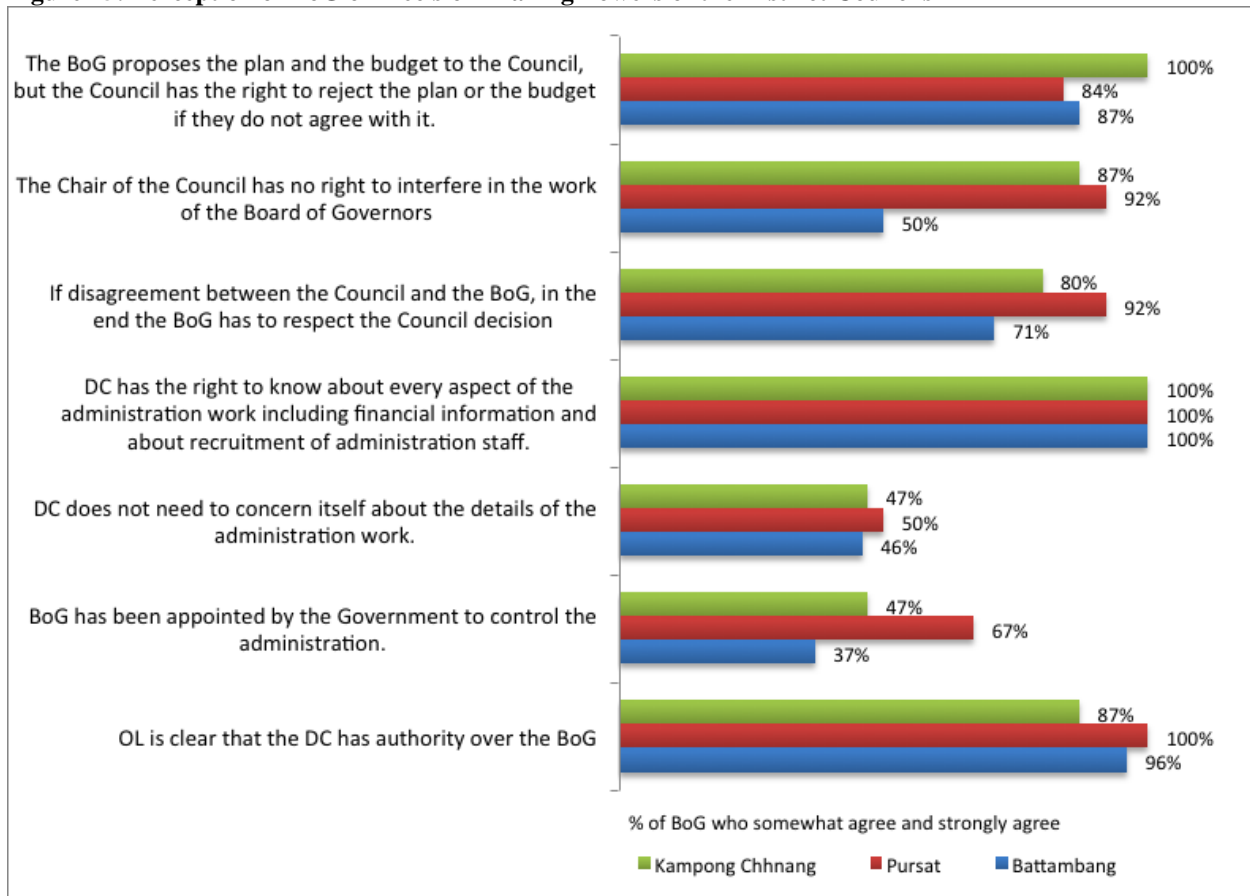
From both district councilors and district BoG members, they feel that the BoG and its staff are always very respectful to the district councilors.

Indicator 7: Board of Governors increasingly perceives that the District Council has decision-making powers and autonomy. Results: False

Almost all of member of the BoG agreed that the Organic Law clearly gives the Council authority over the BoG (96% in Battambang, 87% in Kampong Chhnang and 100% in Pursat). They understand that if there is a disagreement between the Council and BoG, in the end, the BoG has to respect the Council’s decision. All of them assert that the Council has the right to know about every aspect of the administration work including financial information and about requirement of administration staff. They understand that the BoG proposes the plan and the budget to the Council, but the Council has the right to reject the plan or the budget if they do not agree with it.

While these district administrators perceive that the District Council have decision-making powers as per the law, however, the many of them feel that the BoG has been appointed by the Government to oversee the administration because the Council does not have enough capacity yet (67% in Pursat, 47% in Kampong Chhnang and 37% in Battambang). Most of them agree that the Council Chair has no right to interfere in the work of the BoG (92% in Pursat, 87% in Kampong Chhnang and 50% in Battambang).

Figure 15: Perception of BoG on Decision Making Powers of the District Councils



Conclusions on horizontal accountability: In terms of understanding of the new order of accountability, all three groups (commune councilors, district councilors and members of the district board of governors) are spot on. However, this understanding had not translated into action. Commune Councils are still perceived by all three groups as lower in authority to District Councils. District Councils feel they have the capacity and authority to control the administration (District BoG); however, they are apprehensive to exert authority in the form of monitor or intervening in the affairs of the BoG. On the side of the District BoG, they believe that the District Councils lack capacity and therefore, the BoG needs to oversee them.

Dimension 4 - Upward accountability

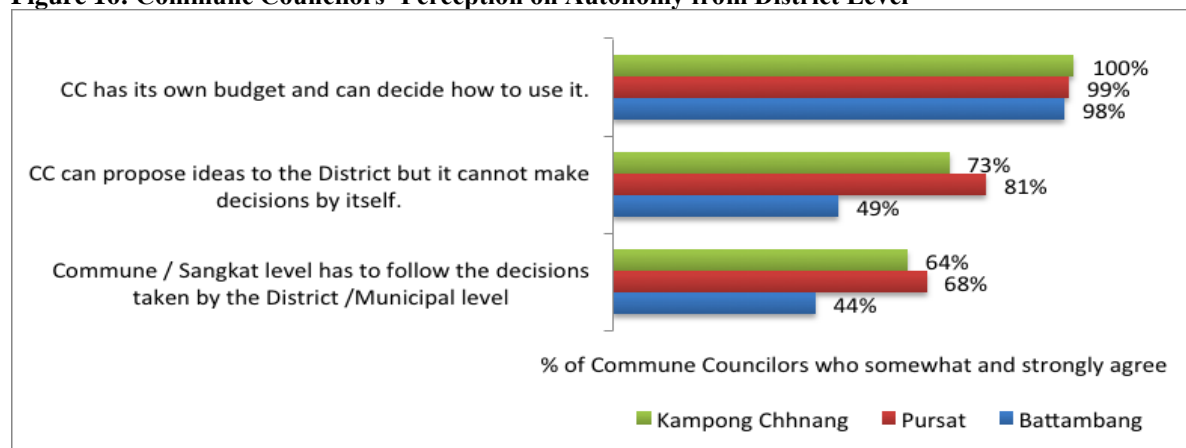
The fourth dimension, *Upward Accountability*, refers to the autonomy of sub-national administrations (SNAs) from higher levels. While the Organic Law provides the legal basis to empower SNAs, it is important to track if this legislative change has impacted institutional change at the implementation level. Upward accountability exists when elected commune and district Councilors feel they can make decisions on budget allocation and local policy without the approval of higher level administrations. This dimension is measured through 3 indicators, based on the perceptions of commune and district councilors on their level of autonomy.

Indicator 1: Commune Councilors increasingly feel able to take decisions without approval of the District. Results: False

Almost all commune councilors in the three provinces believe that the Commune Council can decide on the use the Commune/Sangkat Fund and higher authorities can only change the decision if the decisions are against the law (Figure 16). Commune councilors also perceive that the District/Municipal Council has to provide services that are priorities for the Commune/ Sangkat.

At the same time, many commune councilors think that the Commune Council can only propose ideas to the District, but it cannot make decisions by itself (highest in Pursat with 81% of the commune councilors responding somewhat agreed and strongly agreed, followed by 73% in Kampong Chhnang and 49% in Battambang, see Figure 16). Many commune councilors agreed that the Commune level has to follow the decisions taken by the District level (highest again in Pursat with 68%, followed by Kampong Chhnang at 64% and 44% in Battambang).

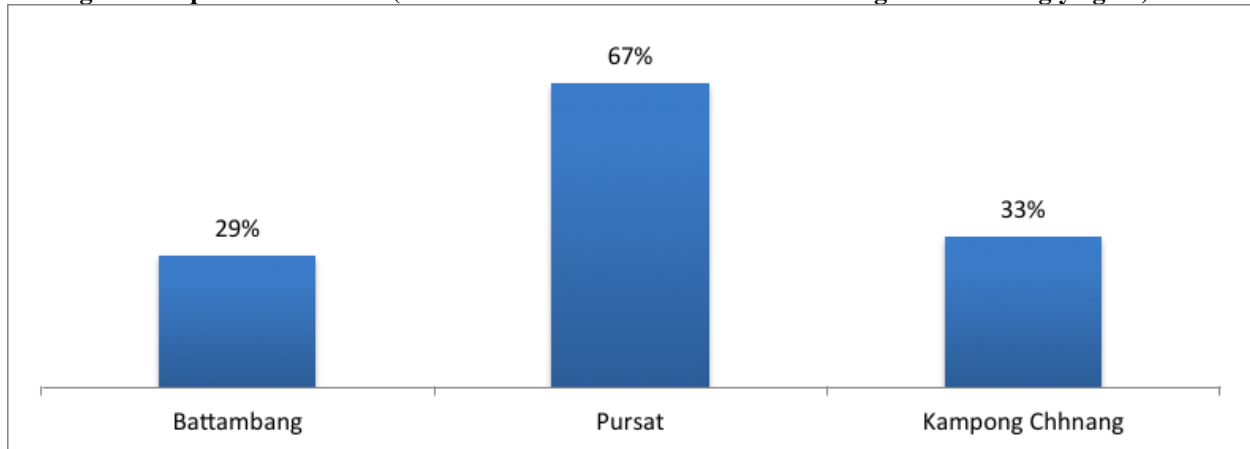
Figure 16: Commune Councilors’ Perception on Autonomy from District Level



Indicator 2: District Councilors increasingly feel able to take decisions without approval of the Province. Results: False

As with the autonomy of commune from district level, Pursat again appears to have the lowest level of district level autonomy from provincial level. 67% of the district councilors in Pursat feel that the District Council must obtain the approval of the Provincial Governor before making most important decisions, compared to just 33% in Kampong Chhnang and 29% in Battambang (see Figure 17).

Figure 17: The District / Municipal Council must obtain the approval of the Provincial Governor before making most important decisions (% of District Councilors who somewhat agree and strongly agree)



Indicator 3: District Councilors increasingly assert the budgetary autonomy of the District /Municipal Council. Results: True

Almost all of the District Councilors interviewed strongly agreed with the statement: “The District Council can make changes to the District / Municipal Budget provided its decisions are lawful and the expenditures are not more than the revenues”. There is no significant difference by province, in which 93% of district councilors in Kampong Chhnang hold this view, and 92% in both Battambang and Pursat.

Conclusions on upward accountability: While the Organic Law legally gives autonomy to sub-national administrations to develop local policies as they see fit to local needs, this has not translated into action yet. Commune Councils still feel that they need approval from the District, and the District still feels it needs approval from the Province.

10. Civic Engagement

The Sub-Index *Civic Engagement* relates to the decision making process of elected Councilors on public policy, which should be conducted through a deliberative and consultative process. According to the IP3, civic engagement exists when:

- Citizens (including those from underrepresented and vulnerable groups) are provided the opportunity to voice their interests on development choices, rights and services to be considered by their elected Councilors
- Councilors create space / platforms for citizens and civil society organizations to discuss and debate on issues, for choices to be made, priorities to be set, plans for action, plans to be assessed and evaluated
- Citizens and civil society organizations representing citizens use the opportunities/platforms to voice their interests

Two dimensions are included in this sub-index: 1) voice, representation and participation, and 2) partnership.

Dimension 1 - Voice, Representation, & Participation

The first dimension of the Civic Engagement Sub-Index is *Voice, Representation & Participation*, which incorporates the perceptions of councilors and citizens. We asked both sides if they feel that citizens can freely engage in civil and political activities. On the side of councilors, we looked at whether Councilors have created spaces/platforms for citizens to express their views and interests and whether they value the village planning meetings. On the side of citizens, we looked at whether citizens feel they have opportunities to express their views, whether they have engaged in civil and political activities, and their evaluation of the contents and results of public planning processes. This dimension consists of 7 indicators.

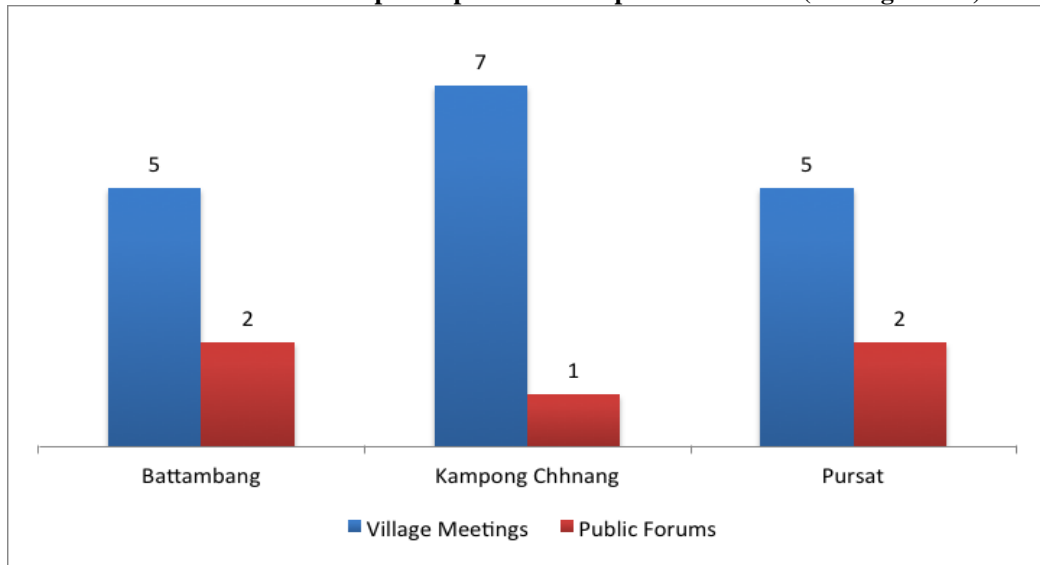
Indicator 1: Commune Councilors increasingly create space/platforms to give citizens the opportunity to express their views and interests on development choice, rights, and services.

Results: True

According to Commune Councilors, the Commune Council organizes at least one public forum per year to give citizens and civil society organization the opportunity to voice their concerns, needs and problems. The issues raised in the public forum are then taken into consideration in developing the Commune Development Plan and in setting priorities. Last year, Commune Councils in Battambang and Pursat organized 2 public forums last year on average, while those in Kampong Chhnang organized 1 forum ((Figure18).

In addition to these public forums, Commune Councilors said they also organize village meetings to increase public awareness on issues such as health, violence, gender equality, the Land Law and natural resource management. These meetings are open to everyone, said councilors. With the exception of one councilor, all of the commune councilors said they organized at least one village meeting in 2010. Commune Councils in Kampong Chhnang organized the most village meetings last year, 7 times on average, with those in Battambang and Pursat organized 5 times.

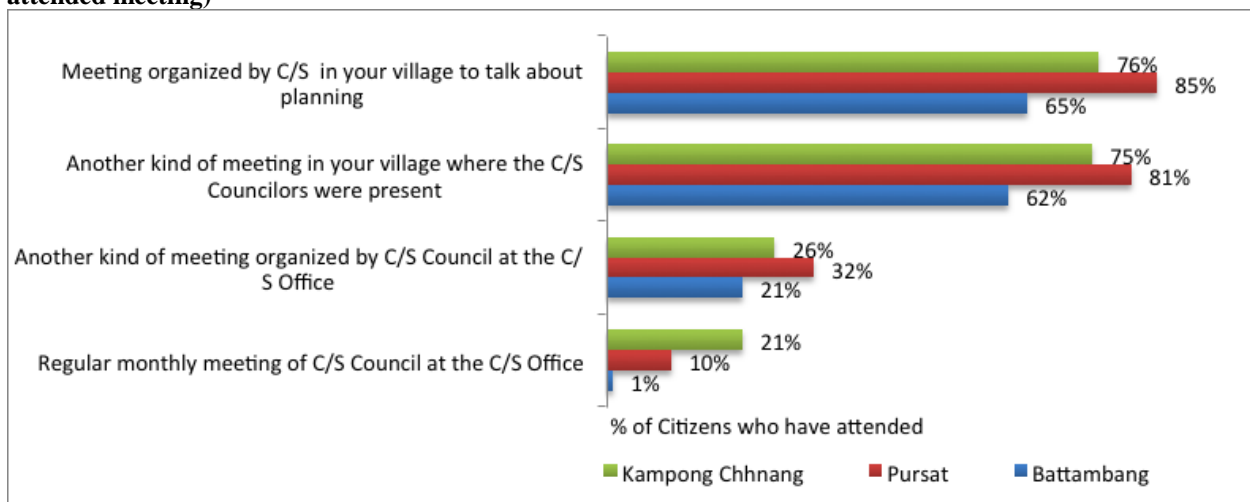
Figure18: Last year, how many times did the Commune Council organize events for citizens to voice their interests and concerns on development priorities and public services? (Average times)



Indicator 2: Citizens increasingly engage in civil and political activities to express their views and interests to their elected Councilors. Results: True

Over the past year, 74% of the citizens interviewed (1,577 people) have attended a meeting organized by the Commune Council to express their views and interests on the plans for commune development. Citizen participation is highest in Pursat (85%), followed by Kampong Chhnang (76%) and Battambang (65%), as shown in Figure19. The majority of citizens also attended other meetings in the village where the commune councilors were present (again highest in Pursat with 81% attendance). However, the vast majority of citizens have never attended the Council’s regular monthly meetings held at the Commune Office or other types of meetings organized by the Commune Councilors held at the Commune Office.

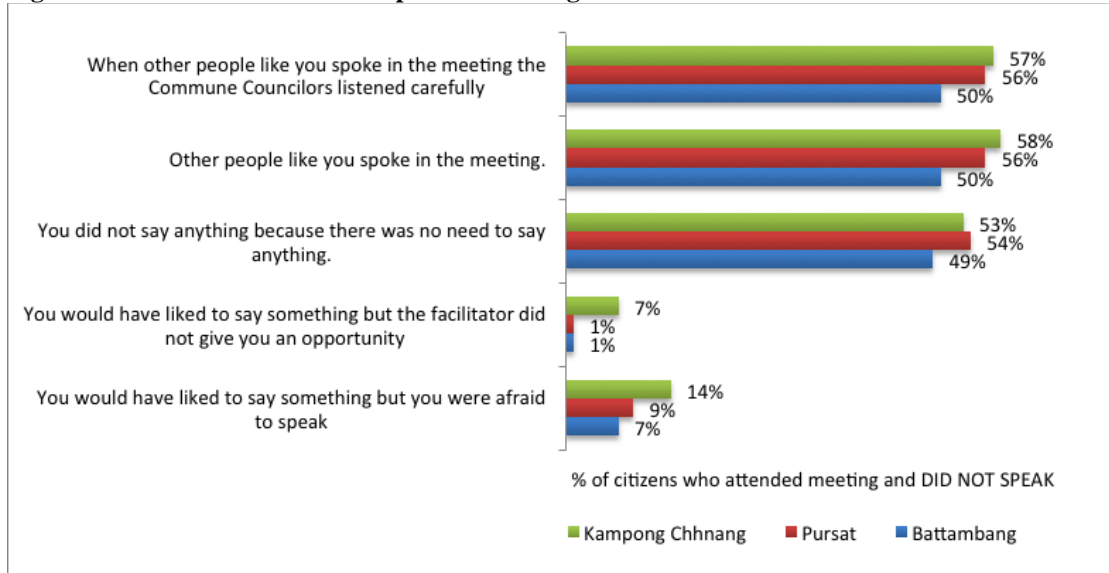
Figure19: During the past year, have you attended any of the following kinds of meeting? (% of Citizens who attended meeting)



Indicator 3: Citizens increasingly perceive that they have opportunities to express their views and interests on development choice, rights and services to their elected Councilors. Results: True

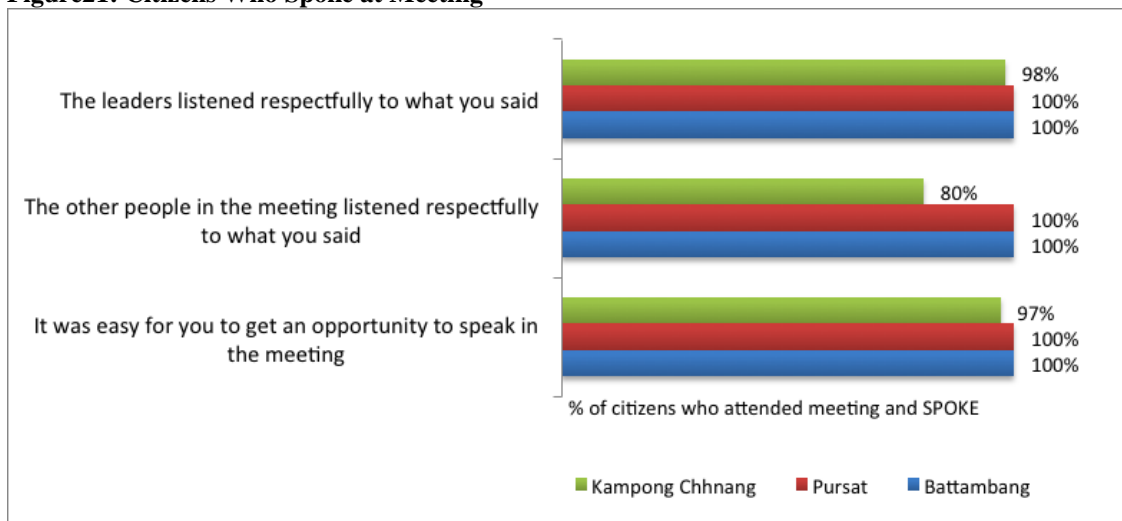
Of the citizens who attended a meeting organized by the Commune Council, 74% of them did not speak (77% of women who attended did not speak compared with 69% of males). When asked why, the top reason was because other people with the same views as them spoke and there was no need to say anything (58% in Kampong Chhnang, 56% in Pursat and 50% in Battambang, see Figure20). The majority of them feel that when other people like them spoke at the meeting, Commune Councilors listened carefully (50% in Battambang, 57% in Kampong Chhnang and 56% in Pursat).

Figure20: Citizens Who Did Not Speak at Meeting



Citizens who attended and did speak had positive feedback on the experience. Almost all of them in all three provinces said it was easy for them to get an opportunity to speak (Figure21). They feel that Commune Councilors and other people at the meeting listen respectfully.

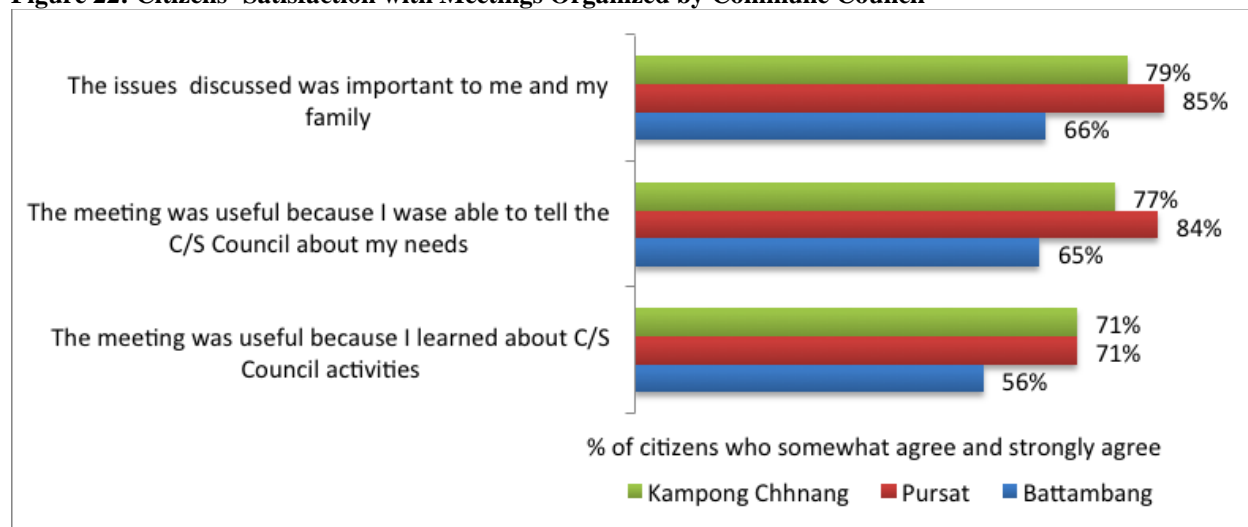
Figure21: Citizens Who Spoke at Meeting



Indicator 4: Citizens have increasingly favorable views of the content and outcomes of planning meetings and other public forum processes. Results: True

Citizens who attended meetings organized by the Commune Council generally have favorable views of the content and outcomes of the meetings. The majority of them agreed that the meeting was useful because they learned about the activities of the Council (see Figure 22). They also feel that they were able to tell the Council their needs. The issues that were discussed were important to them and their family. Most of them agreed with the decisions taken at the meeting. They also agreed that the meeting was held at the most convenient time of day for them.

Figure 22: Citizens’ Satisfaction with Meetings Organized by Commune Council



Indicator 5: Commune Councilors increasingly see planning meetings and other public forum processes as important. Results: True

In all three provinces, practically 100% of all commune councilors believe that village meetings, planning meetings and other public forums are important (Table 14). They agree that these platforms provide an opportunity for the Councilors to learn about the problems faced by the people in the Commune. At the same time, it is also a good opportunity for the Commune Council to inform citizens about the activities of the council. The general perception among commune councilors is that if people see the councilors often and know that the councilors are working hard for them, they will likely vote for the same councilors at the next election.

Despite stressing the importance of public consultative processes, some commune councilors said that even if there were no village meetings, the Commune Council could still choose the best development projects for the Commune: 32% of commune councilors in Pursat agree with this view, and 12% in Battambang and Kampong Chhnang.

Table 14: Commune Councilors' Views on Importance of Planning Meetings and Other Public Forums

Views (% of Commune Councils who somewhat and strongly agree)	Battambang	Kampong Chhnang	Pursat
Village meetings are an important opportunity for the Commune/Sangkat Council to inform citizens about the business of the council	100%	100%	100%
Village meetings are an important opportunity for Councilors to learn about the problems faced by the people in the commune/sangkat	100%	100%	100%
If people see the councilors often and know that the councilors are working hard for them, they will likely vote for the same councilors at the next election	99%	99%	100%
Even if there were no village meetings, the Commune/Sangkat Council could still choose the best development projects for the commune/sangkat.	12%	12%	32%

Indicator 6: District Councilors increasingly see the importance of commune-level participatory planning to their own development plans. Results: True

To get an understanding on how district councilors perceive the commune-level participatory planning process, they were asked to express if they think various participation ways were important for the District Development Plan (Table 15). All district councilors interviewed said it is important to them for citizens to participate in preparing the District Development Plan. District councilors feel it is important for ordinary citizens to join planning meetings at the village for the Commune Planning Process; the needs and priorities identified in the Commune Planning Process are included in the District Development Plan. In addition, citizens can meet with district councilors directly to share their ideas about development. Citizens can also voice their interests and ideas by joining civil society organizations (for example, NGOs, political parties). The leaders of these organizations can then participate in workshops for preparing the District Plan. Further, any citizen who has important ideas about development can put his or her ideas in writing and send them to the District Council. They all agree that it is important for District Councils to organize public meetings to discuss the development plan directly with the people.

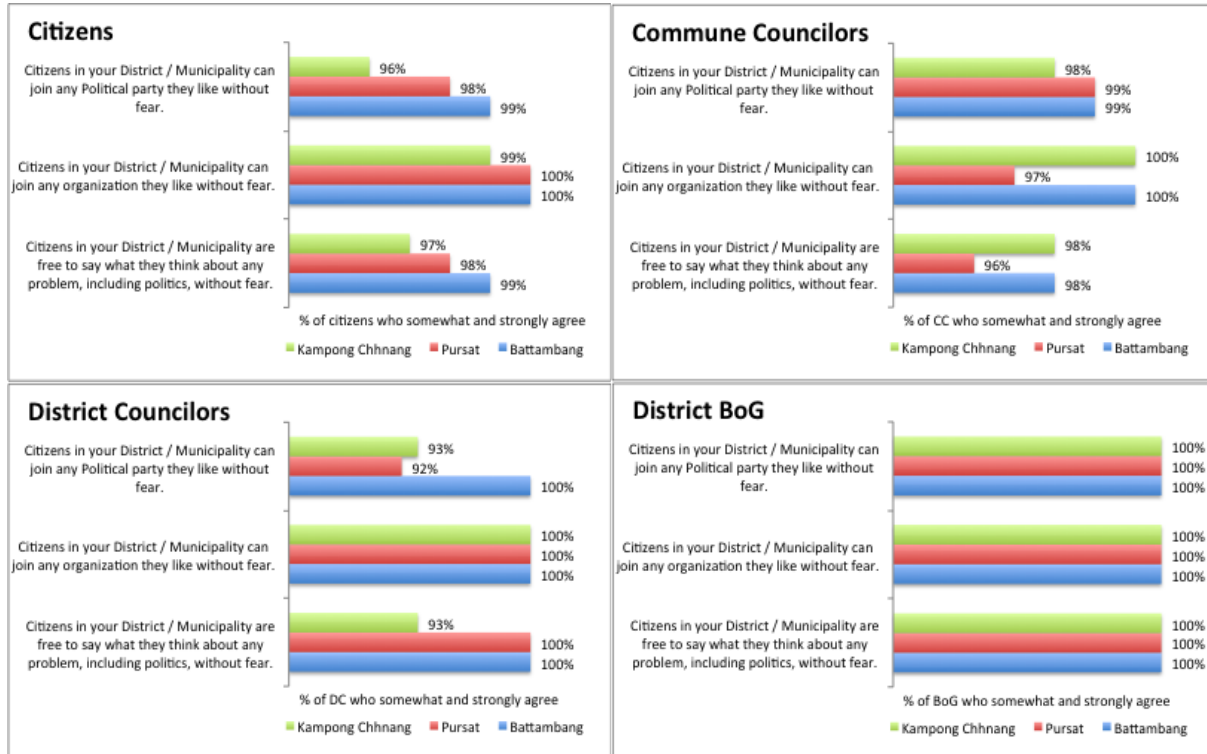
Table 15: In your opinion, how important are the following ways in which ordinary citizens can participate in preparing the District Development Plan

Ways Citizens Can Participate in Planning (% of District Councilors who answered high and highest importance)	Battambang	Kampong Chhnang	Pursat
Ordinary citizens can meet with District Councilors to share their ideas about development	100%	100%	100%
Ordinary citizens can join civil society organizations (for example, NGOs, political parties) to contribute their ideas. The leaders of these organizations can participate in workshops for preparing the District Plan.	100%	100%	100%
Ordinary citizens can join planning meetings in every village for the Commune Planning Process. The needs and priorities identified in the Commune Planning Process are included in the District Development Plan.	100%	100%	100%
Any citizen who has important ideas about development can put his or her ideas in writing and send them to the District Council	100%	100%	100%
The District Council should organize public meetings to discuss the development plan directly with the people	100%	100%	100%

Indicator 7: Citizens, councilors and administrators increasingly assert that citizens can engage freely and without fear in a variety of civil and political activities. Results: True

Almost all councilors and BoG members assert that all citizens in their area are free to participate in civil and political activities without fear. Councilors and BOG members strongly agree that citizens have free speech about any problem, including politics. They expressed that citizens can join any organization and/or political party they like without fear. To get a balanced understanding of the reality, citizens were asked the same questions. Almost all the citizens interviewed also expressed that they are able to engage freely and without fear in civil and political activities. (Figure 23)

Figure 23: Citizens, Councilors and Administrators Assert that Citizens Can Engage Freely and Without Fear in Civil and Political Activities



Conclusions on Voice, Participation and Representation: Councilors, administrators and citizens assert that citizens can engage freely and without fear in a variety of civil and political activities such as joining a political party or organization. Over the past year, councilors have organized meetings and public forums to give citizens the opportunity to express their views and interest on development choices, rights and services. 74% of citizens interviewed have engaged in these opportunities; many of them were satisfied with the contents and outcomes.

Dimension 2 - Partnership

Another important dimension of civic engagement is *partnerships*, which refers to the relationship between citizens, civil society organizations and councilors. This dimension is built on five indicators that measure citizens' participation in civil society organizations (CSO); citizens' perception of CSOs; the relationship between CSOs and councilors; councilors' perception of the value of CSOs and partnership amongst Commune Councils.

Indicator 1: Citizens increasingly engage actively in civil society organizations. Results: False

At this baseline, only 10% of the 2,121 citizens interviewed are members of a community-based organization (CBO). By province, citizens in Pursat are slightly more engaged in CSOs (13%), followed by Kampong Chhnang with 12% and Battambang with just 7%. For CBO leaders and members, their last activity with the CBO was around 3-6 months ago from the time of the survey.

Indicator 2: Citizens perceive civil society organizations as acting in the interests of the community.

Results: True

While only 10% of the citizens interviewed are engaged in a CBO, citizens generally agree that people who participate in community organizations act in the interest of the community. The majority agreed that CBO members and leaders join to help other people who are poorer or less fortunate than themselves, as well as to work together to help themselves and other people in the community.

Indicator 3: CSO members increasingly see productive partnership with the Councils.

Results: True

Members of CBOs generally feel that the relationship between their CBO and Commune/District Councils are productive. They strongly agree that their CBO works actively and very closely with councilors and that the quality of the cooperation is good.

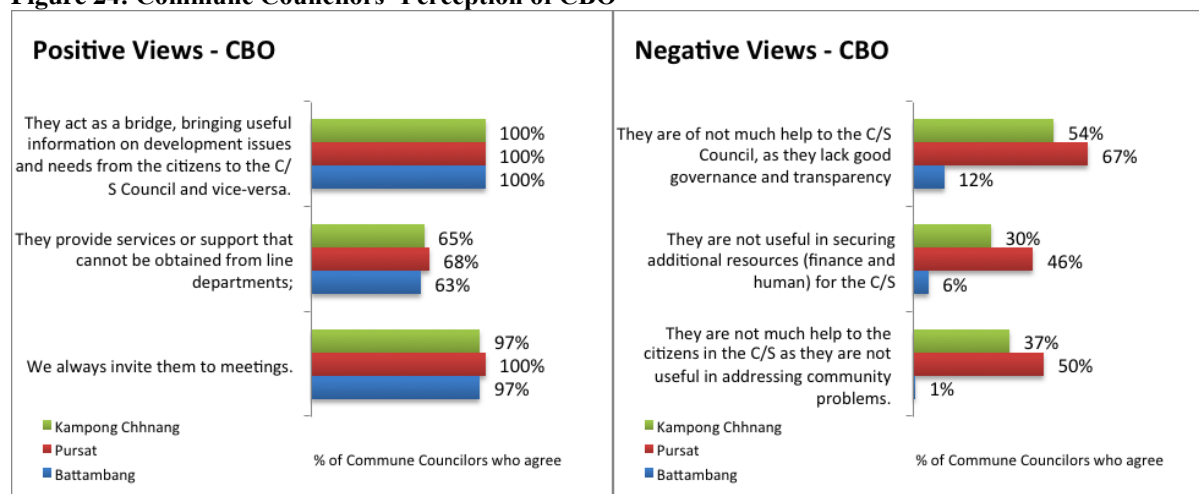
Indicator 4: Councilors increasingly appreciate the value of partnership with civil society organizations. Results: False

We divide civil society organizations (CSO) into two groups: community-based organizations (CBO) and non-government organizations (NGO). While these two groups are generally clumped together, their formation, nature, and source of funds are very distinct. In brief, CBOs are member-organizations created by local people to solve a specific problem in their community, such as natural resource management. NGOs, on the other hand, are more formal organizations that receive funding from donors and typically operate on a project basis.

Councilors View of CBOs

All commune councilors interviewed agree that CBOs act as a bridge, bringing useful information on development issues and needs from the citizens to the Commune Council, and vice versa (see Figure 24). Almost all of them also said they always invite CBO leaders to meetings organized by the Commune Council (100% in Pursat, and 97% in Battambang and Kampong Chhnang). The majority agreed that CBOs provide services and support that cannot be obtained from line departments (68% in Pursat, 65% in Kampong Chhnang and 63% in Battambang).

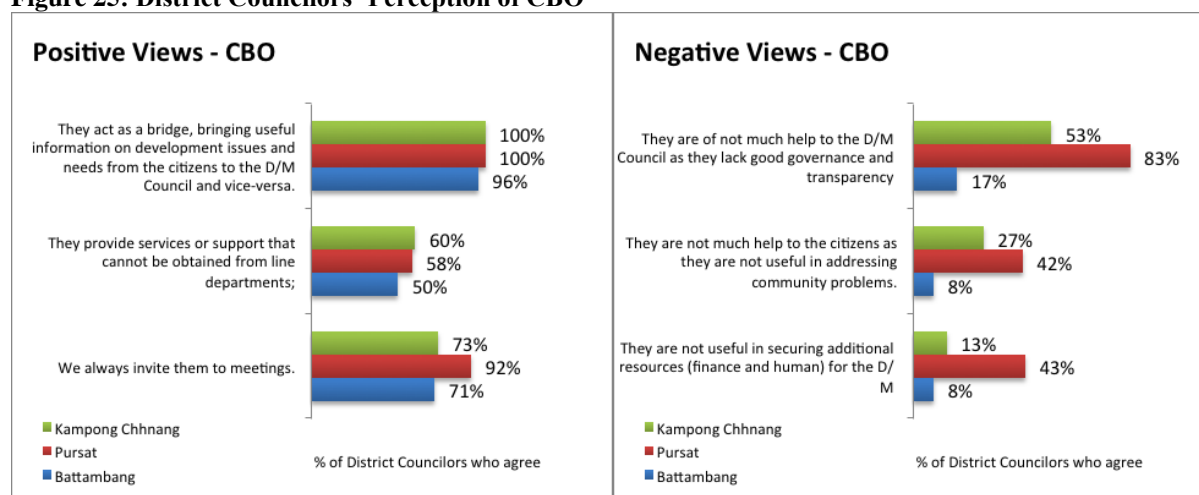
Figure 24: Commune Councilors' Perception of CBO



In contrast to these positive views, however, 50% of commune councilors in Pursat feel that CBOs are not much help to citizens in the commune because they are not useful in solving community problems. 30% of commune councilors in Kampong Chhnang agreed with this view, while only 1% agreed in Battambang. Commune councilors in Pursat (67%) and Kampong Chhnang (54%) also hold the view that CBOs are not transparency, and therefore, are not much help to the Commune Council. Only 12% in Battambang agree with this view.

Similar to commune councilors, almost all district councilors agree that CBOs help bring useful information to the District Council on the needs of citizens (Figure 25). CBOs are generally always invited to meetings organized by the District Council. Again, district councilors in Pursat have a more negative view of CBOs than their colleagues in Kampong Chhnang and Battambang, of which 83% of them feel CBOs are not useful to the Council because they are not transparent, and 42% feel they are not effective in solving the problems of citizens.

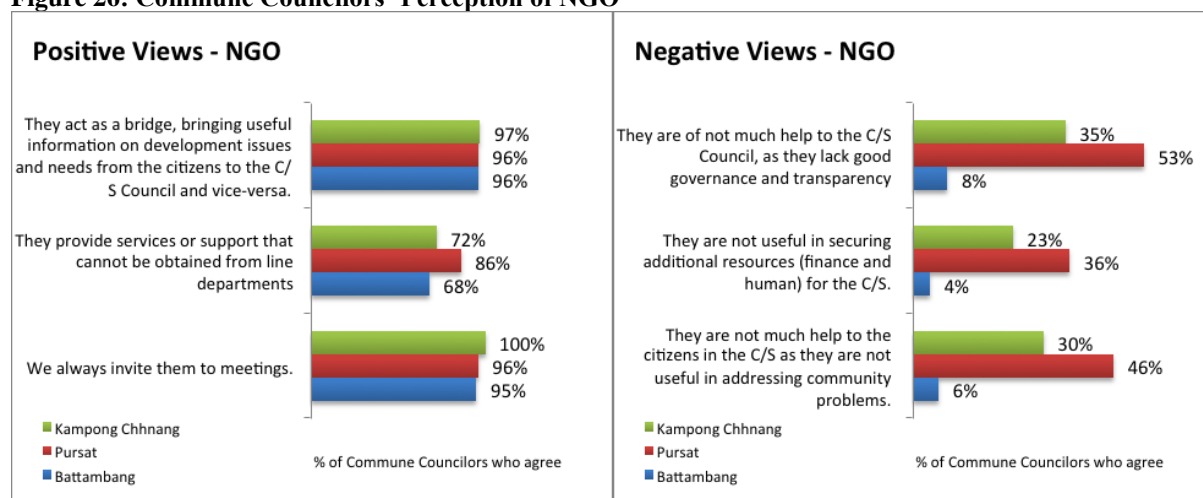
Figure 25: District Councilors' Perception of CBO



Councillors View of NGOs

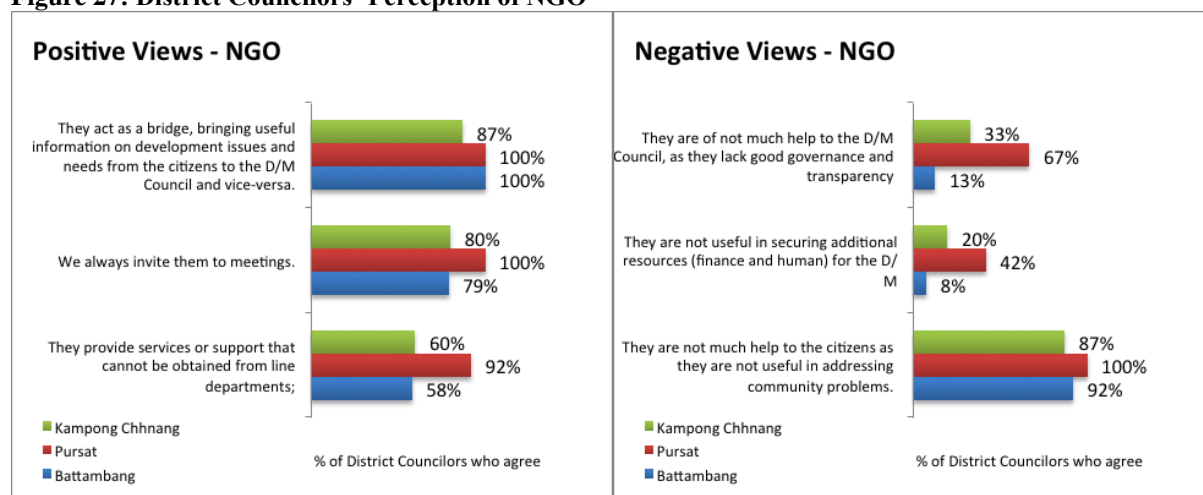
Overall, Commune Councillors think that NGOs act as a bridge, bringing useful information on the needs of citizens to the Commune Council (see Figure 26). Thus, NGOs are always invited to meetings organized by the Commune Council. The majority agree that NGOs provide a services and support that are different than what line departments offer. Despite these positive feelings, 46% of commune Councillors in Pursat and 30% of those in Kampong Chhnang think NGOs are not useful in helping citizens and addressing community problems. Only 6% of commune councillors in Battambang hold this view. Furthermore, more than half of councillors in Pursat (53%) and 35% of those in Kampong Chhnang think NGOs are not helpful to the Commune Council because the lack transparency, in contrast to just 8% in Battambang.

Figure 26: Commune Councillors' Perception of NGO



District councillors also generally feel that NGOs are useful in informing the Council on the needs and problems of citizens, and always invite them to meetings (Figure 27). The negative feeling that NGOs are not effective in solving the problems of citizens and community, again, is quite high – much more negative than district councillors perception of CBOs – and is shared by district councillors in all three provinces (100% in Pursat, 92% in Battambang and 87% in Kampong Chhnang).

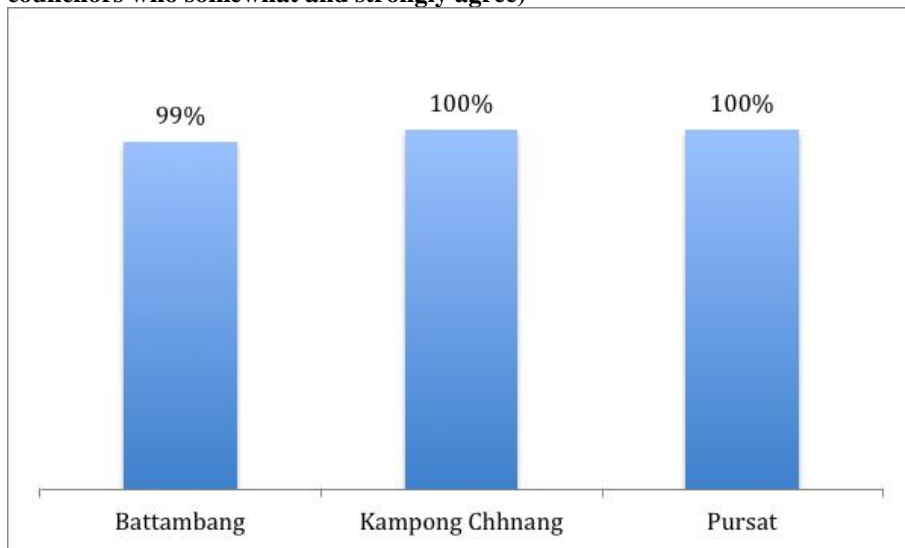
Figure 27: District Councillors' Perception of NGO



Indicator 5: Commune Councilors increasingly see partnership with neighboring Communes as important. Results: True

Commune Councilors say they value partnerships with other Commune Councils in their district. In Kampong Chhnang and Pursat, all commune councilors said it is important to have good relationships with other Commune Councils; in Battambang, 99% agree.

Figure 28: Do you think partnerships with other Commune Councils are important? (% of commune councilors who somewhat and strongly agree)



Conclusions on Partnership: At present, citizen participation in CSOs is low; although they generally feel that CSO are acting in the interest of the community. CSO members think there is a production partnership between CSOs and councilors. However, while councilors think CSOs help bring information on the needs and problems of citizens to the Council, they also think that CSOs are not useful in helping citizens and are not useful to the Council, especially councilors in Pursat.

11. Transparency & Reporting

Another important component of sub-national democratic accountability is transparency. Transparency is necessary for accountability. This sub-index looks at two dimensions: transparency and reporting. The first dimension, *transparency*, is about public access to information on the activities and performance of SNAs (including public finances, decisions, meeting minutes, evaluation reports). *Reporting*, the second dimension, is about the dissemination of information on resource allocation and performance of SNAs from: 1) councilors to citizens, 2) Administration to Councils, and 3) SNAs to SNAs and other governmental bodies.

Dimension 1 - Transparency

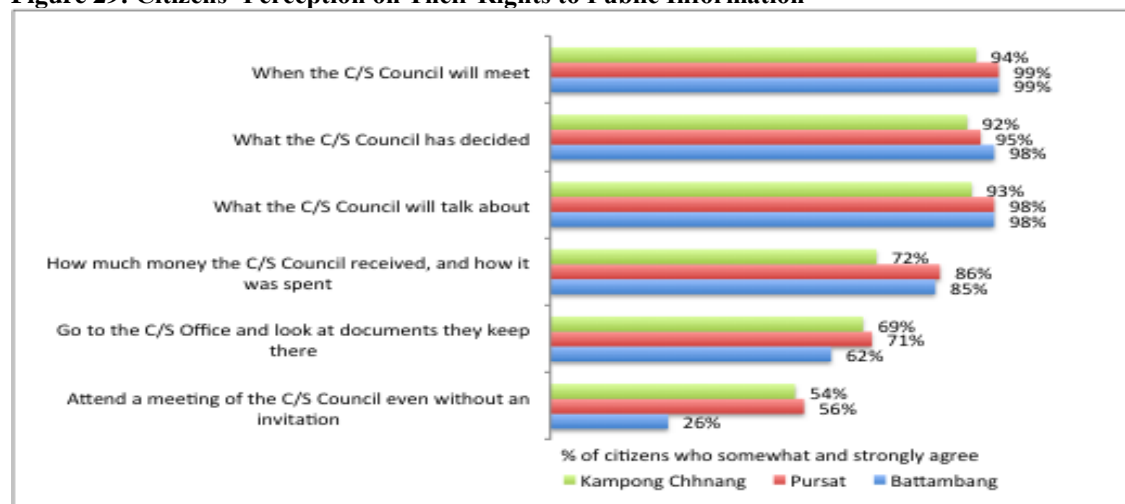
The *Transparency Dimension* measures public access to information on the activities and performance of SNAs (including public finances, decisions, meeting minutes, evaluation reports, services and price). This dimension also tracks the perception of citizens, councilors and administrators on the rights of citizens to information. Five indicators make up this dimension.

Indicator 1: Citizens and Councilors increasingly assert the rights of citizens to information.

Results: Citizens=True, Councilors=False

Citizens: Almost all citizens in the three provinces feel that they have the right to know when the Commune Council will meet, about the topics discussed at the meetings and the decisions taken by councilors. When asked if they had the right to attend a meeting of the Commune Council even without an invitation, they were less confident. Only 26% of citizens interviewed in Battambang felt they had the right to attend without an invitation, while 54% in Kampong Chhnang and 56% in Pursat agreed. The majority of them also believe that they have the right to know how much money the Commune Council has received and how the money is spent (85% in Battambang, 72% in Kampong Chhnang and 86% in Pursat). Most citizens also believe that they could go to the Commune Office and look at documents (e.g. Commune Budget, Commune Development Plan) – 62% in Battambang, 69% in Kampong Chhnang and 71% in Pursat. (Figure 29)

Figure 29: Citizens' Perception on Their Rights to Public Information



Councilors: Almost all of the councilors interviewed feel it is beneficial for them that citizens know about the business of the Councils. Every one of them, including commune and district councilors, in all three provinces agreed that the Council is accountable to the citizens so citizens have the right to know about its business. Councilors expressed that if citizens understand about the work of the Council they will have ideas that can help the work of the Council. In addition, citizens will understand about the difficulties of the work of the Council and understand that the Council cannot solve all problems at the same time. Furthermore, citizens who understand well about the work of the Council can make a good choice about which party to vote for when the election comes.

Table 16: How important are the following reasons on why citizens should know about the business of the Council?

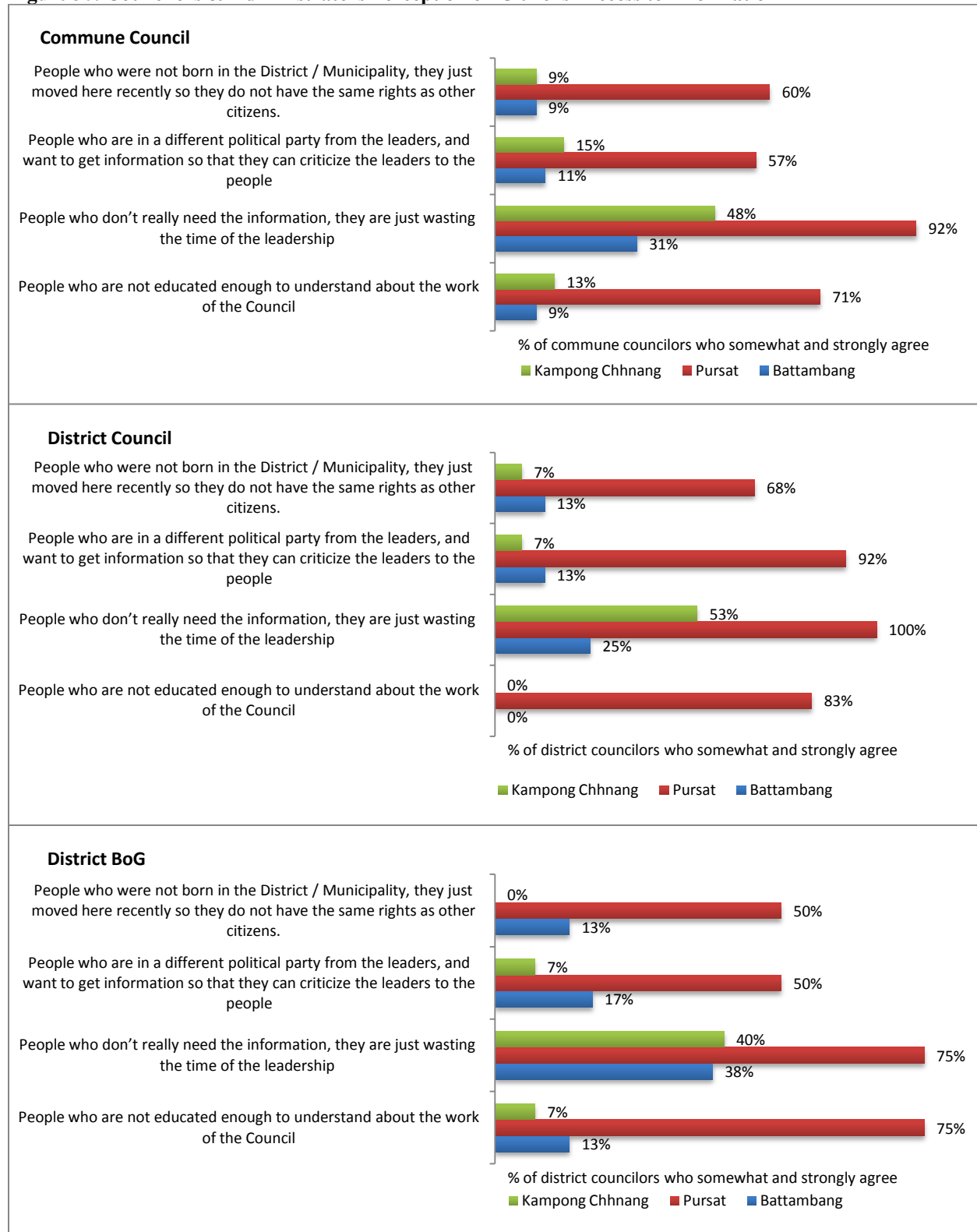
Reasons on why citizens should know about the business of the Council	% of Commune Council who said high and highest importance			% of District Council who said high and highest importance		
	Battambang	Kampong Chhnang	Pursat	Battambang	Kampong Chhnang	Pursat
The Council is accountable to the citizens so they have the right to know about its business.	100%	100%	100%	100%	100%	100%
If the citizens understand about the work of the Council, they will have ideas that can help the work of the Council	98%	99%	99%	100%	100%	100%
If the citizens understand about the work of the Council they will understand that the work is difficult and the Council cannot solve all problems at the same time	99%	100%	98%	100%	93%	100%
If the citizens know about the activities of the Council they will be able to protest if the Council makes any mistake.	99%	100%	99%	100%	100%	100%
Citizens who understand well about the work of the Council can make a good choice about which party to vote for when the election comes	98%	100%	100%	100%	100%	100%

Councilors in all three provinces, as well as members of the district board of governors, assert that citizens have the right to access information such as information on Council meetings (when they will meet, topics to be discussed and decisions of the Council), and Commune/District budget and spending. In contrast to citizens, all of the councilors and district board of governors interviewed assert that citizens can attend meetings of the Council even without an invitation and have the right to view documents at the Commune and District Office.

However, some councilors and administrators, particular those in Pursat, feel that certain types of citizens should not have access to information, specifically (see Figure 30):

- People who don't really need the information, but are just wasting the time of the Council and Administration
- People who are in a different political party from the leaders, and want to get information so that they can criticize the leaders to the people
- People who are not educated enough to understand about the work of the Council
- People who were not born in the District / Municipality, they just moved here recently so they do not have the same rights as other citizens.

Figure 30: Councilors & Administrators Perception on Citizens' Access to Information



Indicator 2: Citizens feel they have adequate access to information about the Council including public finances, decisions taken by the Councils, and performance. Results: False

This indicator is about citizens’ knowledge of their Councils, access to information, and sources of information.

Knowledge of Councils

In terms of knowledge, the findings show that most citizens in all three provinces have some knowledge of their Commune Council, but none of their District Council. Many of them can name at least one commune councilor (88% in Pursat, 86% in Battambang and 81% in Kampong Chhnang) and where the councilor lives (86% in Pursat, 83% in Battambang and 79% in Kampong Chhnang). While the majority of citizens said they know the types of development projects implemented by the Commune Council (because they can see it being implemented in their locations) and have an idea of what their financial contributions are financing, very few of them knew how much money the Commune Council spent on development projects (only 10% in Kampong Chhnang and 7% in Battambang and Pursat). Related to the district, citizens are generally clueless. Only 9% of citizens in Battambang know how the District Council is elected, and just 6% in Kampong Chhnang and 5% in Pursat. Likewise, only 8% of citizens in Pursat knew the name of at least one district councilor and just 7% in Kampong Chhnang and 6% in Battambang. (Figure31)

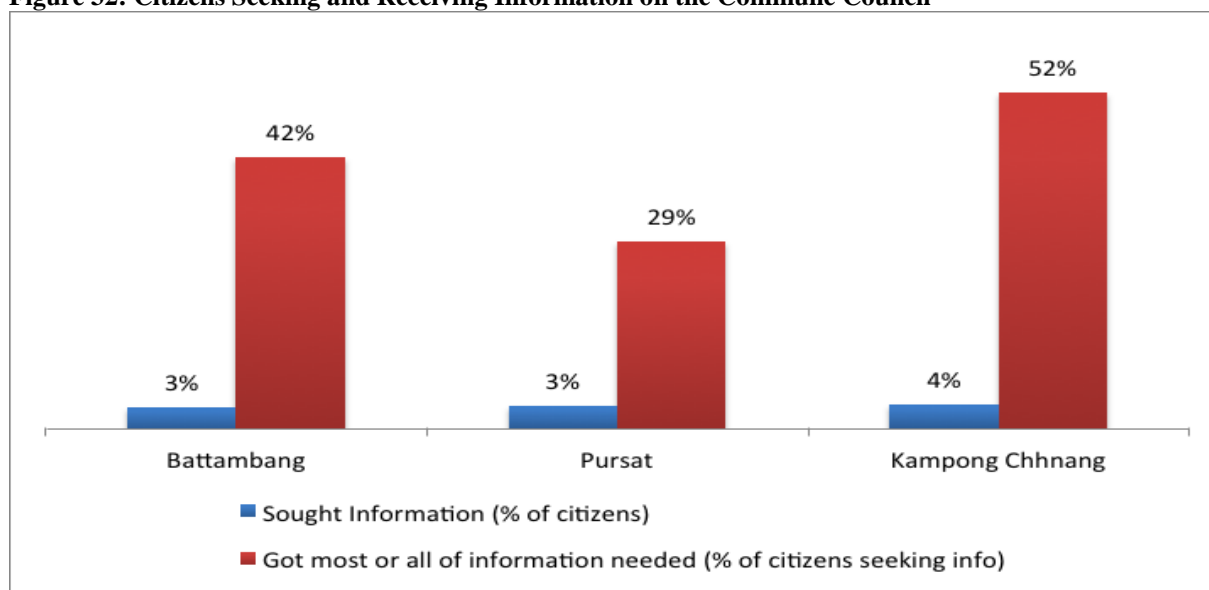
Figure31: Citizens Knowledge on the Commune and District Council (% of citizens who mostly know and definitely know)

Do you know:	Battambang	Kampong Chhnang	Pursat
How many Commune Councilors there are in your commune	45%	58%	62%
Where any Commune Councilor lives	83%	79%	86%
How often the Commune Council meets	30%	43%	55%
The name of any Commune Councilor	86%	81%	88%
How much money the Commune Council spent on development projects last year	7%	10%	7%
What development project the Commune Council implemented last year?	72%	52%	69%
Last time you contributed money to a development project, do you know what the money was used for?	79%	68%	80%
How much money was in the Commune/Sangkat fund last year?	6%	6%	3%
How the District Council is elected	9%	6%	5%
The name of any District Councilor	6%	7%	8%

Access to Information

Few citizens actually seek information on the business of the Commune Council (only 3.3% in Battambang, 3.6% in Kampong Chhnang and 3.4% in Pursat). A higher percentage of males sought information than females (5.1% versus 2.2%). Most of the citizens who sought out information in Kampong Chhnang and Battambang got most or all of the information they needed (52% and 42% respectively), while only 29% in Pursat (Figure 32).

Figure 32: Citizens Seeking and Receiving Information on the Commune Council



Source of Information

When citizens do want to find out information about the activities, decisions, budget and performance of the Commune/Sangkat Council, the majority of them would go to their village chief (90% in Pursat, 89% in Battambang and 78% in Kampong Chhnang). Less than half of them would go to their Commune Councilors (45% in Pursat, 36% in Battambang and Kampong Chhnang, see Table 17).

Table 17: How would you find out information about the Commune Council? (% of citizens)

Main Source of Information	Battambang	Kampong Chhnang	Pursat
Village Chief	89%	78%	90%
Family member	41%	21%	31%
Commune/Sangkat Council Member	36%	36%	45%
Friend	28%	15%	22%
Public announcement (loudspeaker)	16%	41%	16%
CBO/NGO	5%	8%	10%
Commune notice board	5%	13%	6%
Village notice board	4%	9%	5%
Teacher	1%	2%	3%
Media (newspaper, television, radio)	1%	6%	3%
Political party	0%	1%	1%

Indicator 3: Councilors feel they have adequate access to information about the administration.**Results: True**

Commune councilors perceive that they have sufficient access to information about the Commune Administration. In all three provinces, commune councilors affirm that they are well informed about all the business of the commune, including the financial position of the administration (Table 18). They feel that they have good access to information about the affairs of the District Council as they receive reports from the District Administration regularly.

Table 18: Commune Councilors Access to Information About Administration

% of Commune Councilors who answered somewhat agreed and strongly agreed	Battambang	Kampong Chhnang	Pursat
As a Commune / Sangkat Councilor you are well informed about all the business of the Commune / Sangkat	99%	100%	100%
As a Commune / Sangkat Councilor you are well informed about the financial position (amount of money in the Treasury account) of the Commune / Sangkat Administration	94%	99%	98%
As a Commune / Sangkat councilor you have good access to information about the business of the District / Municipal council	98%	98%	100%
The Commune / Sangkat Council receives reports about the District /Municipal Administration regularly and these reports are discussed in Council meetings	90%	93%	99%

Similarly, District Councilors feel confident that they have good access to information on the businesses of the District Administration (Table 19). Across the three provinces, district councilors claim they are well informed about the budget and financial position of the District Administration, as well as the number of staff employed by the Administration and their roles and responsibilities. All district councilors said they have access to all the information they need to monitor the quality of services provided by the District Administration.

Table 19: District Councilors Access to Information About Administration

% of District Councilors who answered somewhat agreed and strongly agreed	Battambang	Kampong Chhnang	Pursat
As a councilor, you are well informed about the budget of the District / Municipal Administration	96%	93%	92%
As a councilor, you are well informed about the financial position (amount of money in the Treasury account) of the District / Municipal Administration	88%	93%	92%
As a councilor, you are well informed about the number of staff employed by the District / Municipal Administration and their roles and responsibilities.	100%	93%	100%
As a councilor, you have access to all the information you need to monitor the quality of services provided by the District / Municipal Administration	100%	100%	100%

Indicator 4: District Administrations clearly inform citizens of their rights to administrative services. Results: True

According to almost all district BoG members in all three provinces, when citizens come to the District office for service, they can find out about the services of the District Office from a clerk, whose job is to explain to citizens about the services available (100% in Battambang and Pursat, 93% in Kampong Chhnang). There is a sign clearly showing the opening hours of the District Office: said 79% of district BoG members in Battambang, and 67% in Kampong Chhnang and Pursat. Many councilors also said that citizens coming to the District Office for the first time will see a clear sign showing him or her where to go for. There is usually no book or leaflet explaining about the services available, with the exception of Pursat, in which 58% of district councilors and 58% of district administrators claim to have printed documents available for the public. (Table 20)

Table 20: When a citizen comes to the District Office for a service, how can he or she find out what services are available? (% of BoG who answered somewhat agree and strongly agree)

When a citizen comes to the District Office for a service, how can he or she find out what services are available?	Battambang	Kampong Chhnang	Pursat
There is a staff member whose job is to explain to citizens about the services available in the District/Municipal Office, and who is always on duty during working hours?	100%	93%	100%
There is a sign clearly showing the hours citizens can come to the District/Municipal Office for services.	79%	67%	67%
A citizen coming to the District/Municipal Office for the first time will see a clear sign showing him or her where to go for information.	67%	53%	58%
There is a book or leaflet explaining about the services available at the District/Municipal Office. The book is given to citizens without any charge.	33%	27%	58%
There are notices explaining about the services available to citizens and how to access the services.	46%	47%	67%

Indicator 5: Administrations clearly inform citizens of the cost of administrative services.

Results: False

According to councilors and administrators, there is no price list displayed on a notice board or in written form at the Commune or District Office. They explain that citizens typically know the price for administrative service from a clerk at the Commune or District Office or from other people who have used the same service. As a consequence of this lack of transparency, councilors and administrators admit that some citizens end up paying higher fees for a service (Figure 33). Some councilors and administrators confessed they do not know the correct price for administrative services (see Figure34).

Figure 33: Citizens Pay Higher than Correct Price for Administrative Services (% of Councilors and BoG who agreed)

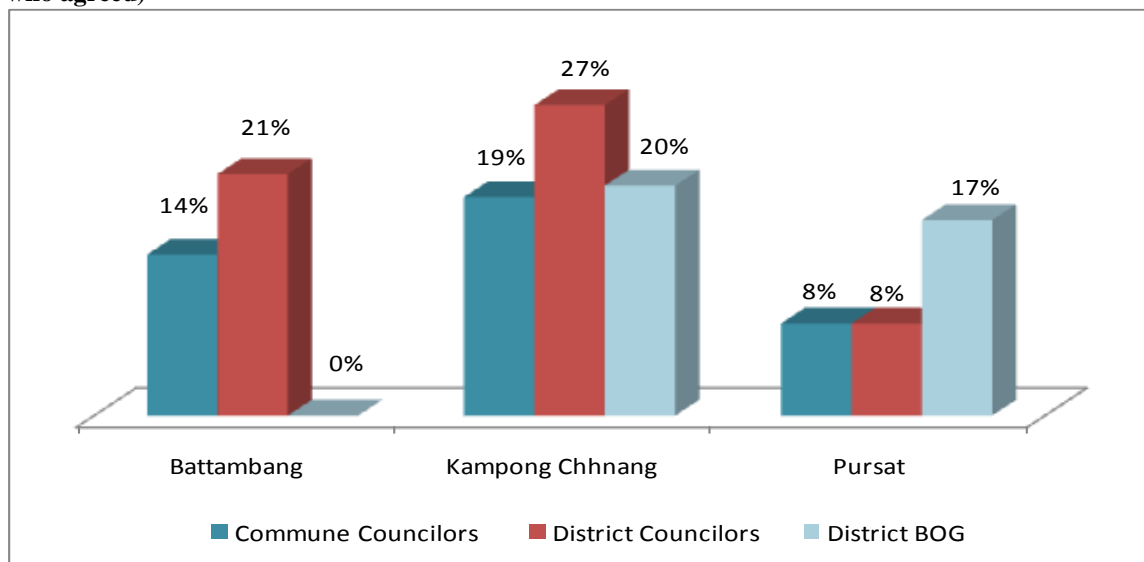
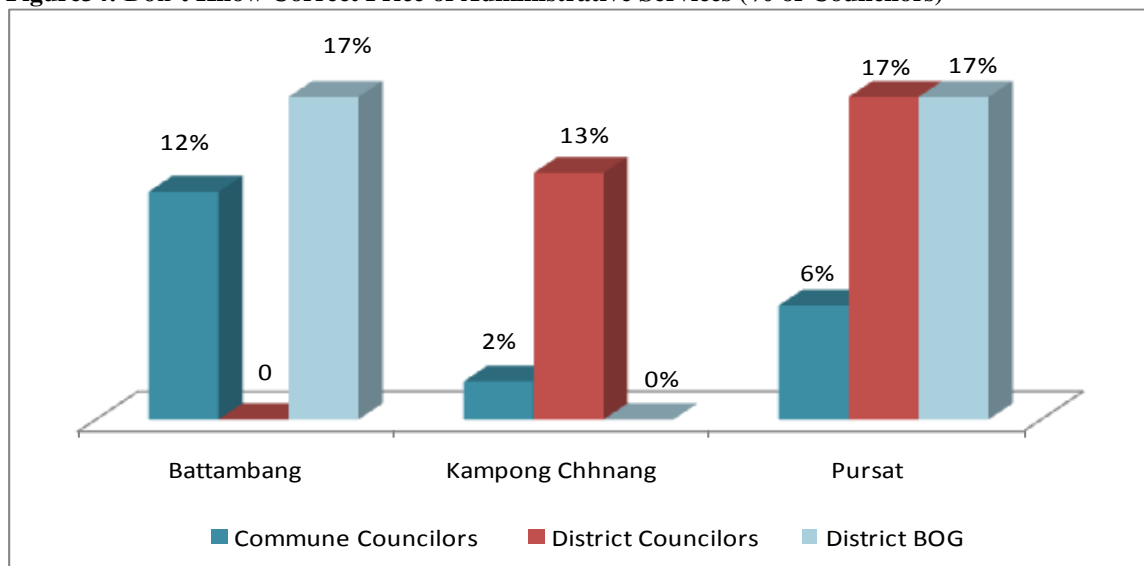


Figure34: Don't Know Correct Price of Administrative Services (% of Councilors)



Conclusions on Transparency: At present, citizens' knowledge on the affairs of councilors is limited, especially on the District Council. Citizens assert that they have the right to information about the Commune Council and feel they can access the information. Councilors and administrators, though they say they respect the rights of citizens to information, feel they have the right to hide information from certain types of citizens, particularly those less education and from an opposition party. In reality, there is lack of transparency, indicated by the fact that councilors and administrators admit that citizens pay more than the correct price of services, while some councilors and administrators do not even know the correct price themselves. Between councilors and administrators, councilors (both at the commune and district levels) think that they have good and sufficient access to information on the business of the Administration.

Dimension 2 - Reporting

Reporting is about the dissemination of information on resource allocation and performance of SNAs. It includes reporting by councilors to citizens, administrators to councilors, and between SNAs themselves. The findings for this dimension are based on 3 indicators and are drawn from interviews with councilors and BoG members.

Indicator 1: Councils regularly report to the public on activities, budget, decisions and performance. Results: Commune =True, but District =False

The findings show that Commune Councils regularly report to the public on their activities, budget, decisions and performance. In the past year, almost all of the commune councilors interviewed in all three provinces said they posted and/or disseminated information on the Commune/Sangkat Fund, projects funded from the Commune/Sangkat Fund, activities of the Council, performance evaluations of the Council's activities and the amount of tax/contributions/fees collected from citizens for local projects (see Figure 35). In all three provinces, this information is generally posted at the commune notice board or village notice board (see Figure 36).

Figure 35: In the past year, did the Commune Council post or disseminate information on the following for the public?

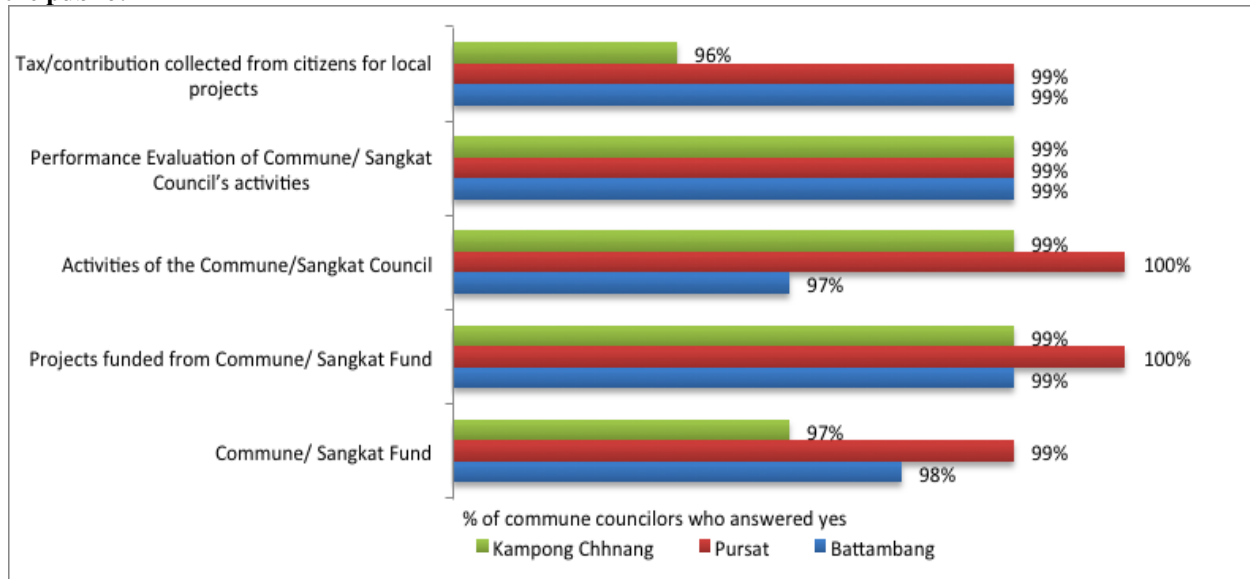
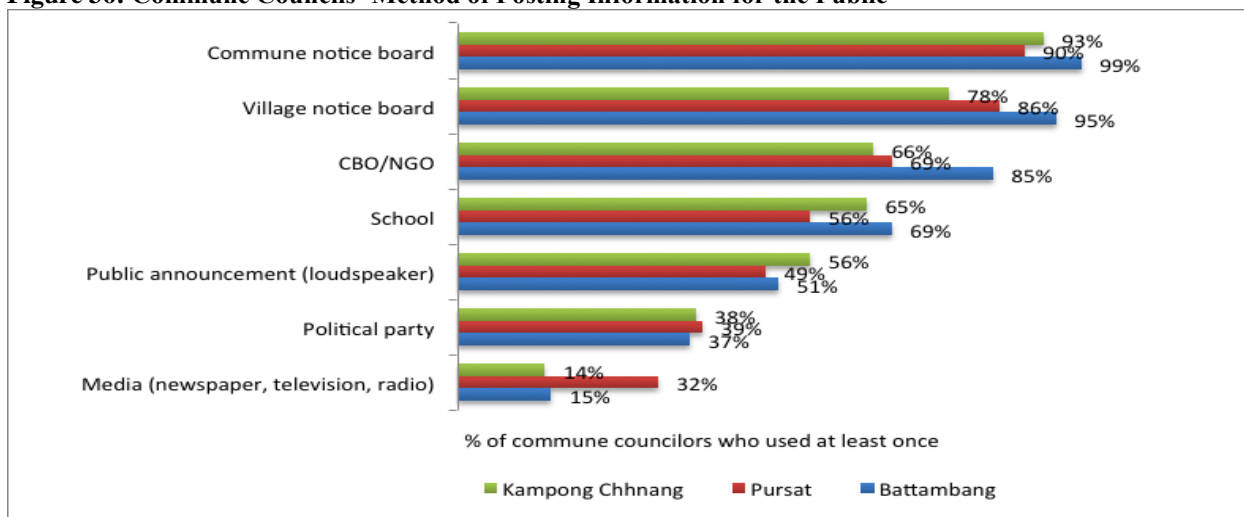
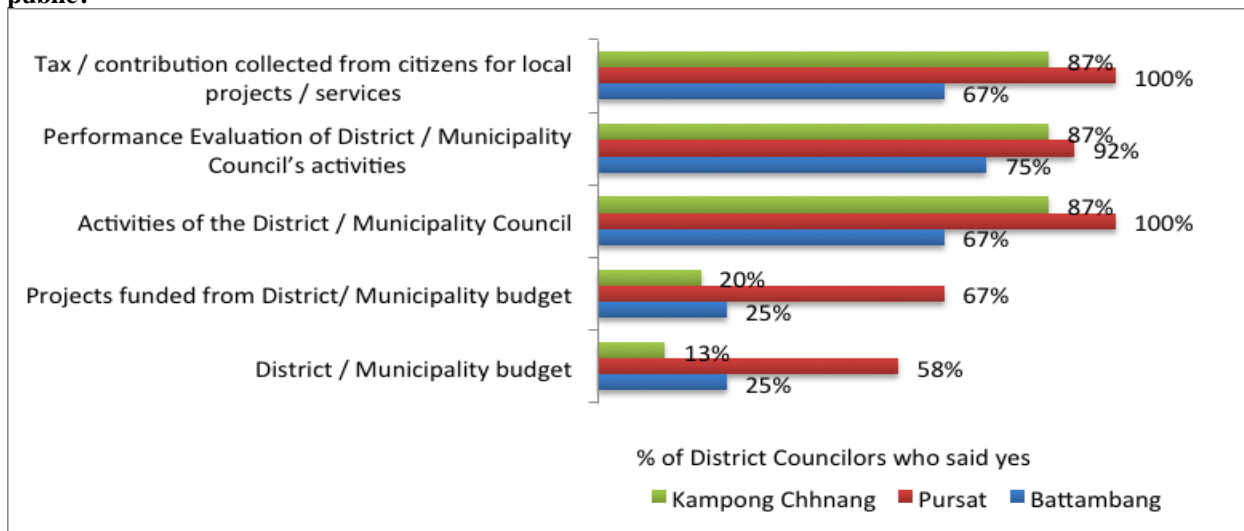


Figure 36: Commune Councils' Method of Posting Information for the Public



On the other hand, reporting by District Councils to the general public has been limited, particularly in Battambang and Kampong Chhnang. Only 13% of the district councilors in Kampong Chhnang stated they posted information on the district budget⁴, just 25% in Battambang and 58% in Pursat (Figure 37). This is likely due to the fact that the District Council does not have its own autonomous fund yet (unlike the Commune Council, which is allocated a Commune/Sangkat Fund). Just 20% of district councilors in Kampong Chhnang said the Council disseminated information on projects funded from the district budget, 25% in Battambang, and 67% in Pursat. A higher number of councilors said that they posted information on tax/contributions collected from citizens for local projects and services (67% in Battambang, 87% in Kampong Chhnang and 100% in Pursat).

Figure 37: In the past year, did the District Council post or disseminate information on the following for the public?



⁴ Given that the District Council did not have its own autonomous “budget” yet at the time of the survey (unlike the Commune Council which is allocated a Commune/Sangkat Fund), the term “district budget” is interpreted as the finances or spending of the District.

Indicator 2: Administrators provide Councilors with analysis to make informed decisions. Results: True

This indicator is based on the question of whether the District Board of Governor provides good advice to the District Council, which was asked to district councilors and district board of governors. In all three provinces, almost all of them agreed that this statement is true.

Indicator 3: SNAs regularly report to each. Results: True

According to the majority of commune councilors, district councilors and members of the district board of governors, sub-national administrations met often to very often over the past year to report and exchange information amongst each other (see Table 21).

Table 21: In the past year, how often did your Council/Administration meet with other Sub-National Administration to report to each other or exchange information?

Respondent	Province	Never	Once	More than once	Often	Very Often
Commune Council	Battambang	1%	1%	16%	78%	4%
	Kampong Chhnang	0%	1%	15%	69%	14%
	Pursat	1%	0%	11%	57%	31%
District Council	Battambang	0%	0%	21%	75%	4%
	Kampong Chhnang	7%	0%	33%	60%	0%
	Pursat	0%	0%	0%	50%	50%
District BoG	Battambang	4%	0%	4%	83%	8%
	Kampong Chhnang	0%	0%	7%	80%	13%
	Pursat	0%	0%	0%	42%	58%

Conclusions on Reporting: Commune Councils report to citizens regularly, while District Councils do not. Councilors and administrators say that reporting amongst SNAs is frequent.

12. Policy Alignment

The *Policy Alignment* sub-index measures whether local policies and services respond to the expressed needs of citizens and whether citizens perceive that elected councilors use funds efficiently. This sub-index consists of one dimension (policy alignment) and 6 indicators. The indicators measure the perception of councilors as well as citizens.

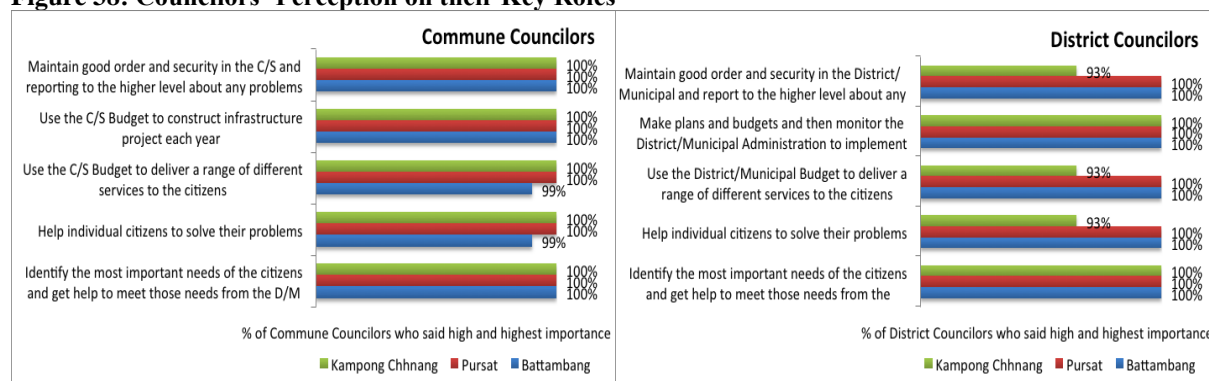
Dimension 1 – Policy Alignment

Indicator 1: Councilors increasingly see improving public services as a key aspect of their role.

Results: True

In all three provinces, practically all commune and district councilors believe that one of their most important roles is to use the Commune/District Budget to deliver a range of different services to the citizens as well as to construct infrastructure. As a councilor, they believe that it is important to identify the most important needs of the citizens and get help to meet those needs. They also believe it is their job to help individual citizens to solve their problems. (Figure 38)

Figure 38: Councilors’ Perception on their Key Roles



Indicator 2: Councilors are increasingly aware of the needs of vulnerable groups within the community. Results: True

Commune Councilors are aware that vulnerable groups such as women, young people, poor people and disabled people have special needs (Table 22). For ethnic minorities, some commune councilors think this group has no special needs that are different from the needs of the whole community (40% in Battambang, 39% of Pursat and 21% of Kampong Chhnang). In all three provinces, most councilors say they try to find help for women, poor people and disabled people from line agencies, NGOs and generous people. The perception of district councilors is similar to commune councilors (Table 23).

Table 22: Commune Councilors' Awareness of Needs of Vulnerable Groups

Vulnerable Groups	Province	This group has no special needs that are different from the needs of the whole community	This group has special needs, but the Council has to use its resources to help all the people. It cannot do anything to help this group.	This group has special needs and the Council tries to find help for this group from line agencies, NGOs and generous people.	The Council tries hard to help this group but they are not a priority for using Council budget.	Helping this group is a priority use for the Council budget.
Women	Battambang	4%	3%	76%	2%	15%
	Kampong Chhnang	4%	2%	75%	4%	14%
	Pursat	3%	6%	71%	1%	19%
Young People	Battambang	8%	14%	34%	34%	10%
	Kampong Chhnang	10%	23%	20%	42%	5%
	Pursat	15%	19%	35%	26%	4%
Poor people	Battambang	1%	10%	70%	2%	16%
	Kampong Chhnang	1%	9%	63%	13%	14%
	Pursat	7%	13%	64%	10%	7%
Ethnic Minority	Battambang	40%	18%	27%	9%	6%
	Kampong Chhnang	21%	32%	30%	15%	2%
	Pursat	39%	22%	21%	14%	4%
Disabled People	Battambang	6%	3%	69%	13%	9%
	Kampong Chhnang	7%	9%	46%	20%	19%
	Pursat	8%	8%	44%	17%	22%

Table 23: District Councilors' Awareness of Needs of Vulnerable Groups

	Province	This group has no special needs that are different from the needs of the whole community	This group has special needs, but the Council has to use its resources to help all the people. It cannot do anything to help this group.	This group has special needs and the Council tries to find help for this group from line agencies, NGOs and generous people.	The Council tries hard to help this group but is not a priority for using Council budget.	Helping this group is a priority use for the Council budget.
Women	Battambang	8%	0%	79%	0%	13%
	Kampong Chhnang	7%	7%	60%	0%	27%
	Pursat	8%	25%	42%	8%	17%
Young People	Battambang	4%	17%	38%	38%	4%
	Kampong Chhnang	0%	7%	27%	60%	7%
	Pursat	25%	8%	33%	25%	8%
Poor people	Battambang	4%	0%	75%	0%	21%
	Kampong Chhnang	7%	0%	60%	13%	20%
	Pursat	8%	17%	50%	0%	25%
Ethnic Minority	Battambang	33%	17%	29%	17%	4%
	Kampong Chhnang	33%	20%	27%	20%	0%
	Pursat	8%	25%	33%	25%	8%
Disabled People	Battambang	4%	13%	75%	0%	8%
	Kampong Chhnang	0%	7%	53%	27%	13%
	Pursat	8%	0%	67%	17%	8%

Indicator 3: There is an increasingly good match between the service delivery priorities of citizens and those of councilors. Results: False

A good indicator of policy alignment is to measure if the service delivery priorities of councilors match the demands of citizens. Citizens were asked what services/areas they want their Councils to focus on. Similarly, councilors were asked what services/areas they think citizens want. We then compared the responses of councilors to citizens.

Citizens mentioned that the top three services they want the Commune and District Councils to prioritize are irrigation, road and toilet (Table 24 and Table 25). They feel that these areas will help improve their living standards. Most of the commune councilors in Kampong Chhnang and Pursat identified two out of these top three services correctly (road and irrigation), while councilors in Battambang got one out of three (road). Amongst District Councilors, most of them identified only one out of three correctly in all three provinces (irrigation).

Table 24: Matching of Service Delivery Priorities of Citizens and Commune Councilors

What Citizens want from Commune Council (% of citizens)				What Commune Councilors think Citizens Want (% of commune councilors)			
Services	BTB	KGC	PST	Services	BTB	KGC	PST
Irrigation	38%	35%	40%	Road	32%	25%	25%
Road	31%	25%	25%	Agriculture Support	27%	25%	26%
Toilet	15%	16%	17%	Health Care	13%	14%	9%
Agriculture support	3%	2%	5%	Irrigation	11%	15%	19%
School Construction	3%	5%	3%	Job and business creation	6%	6%	6%

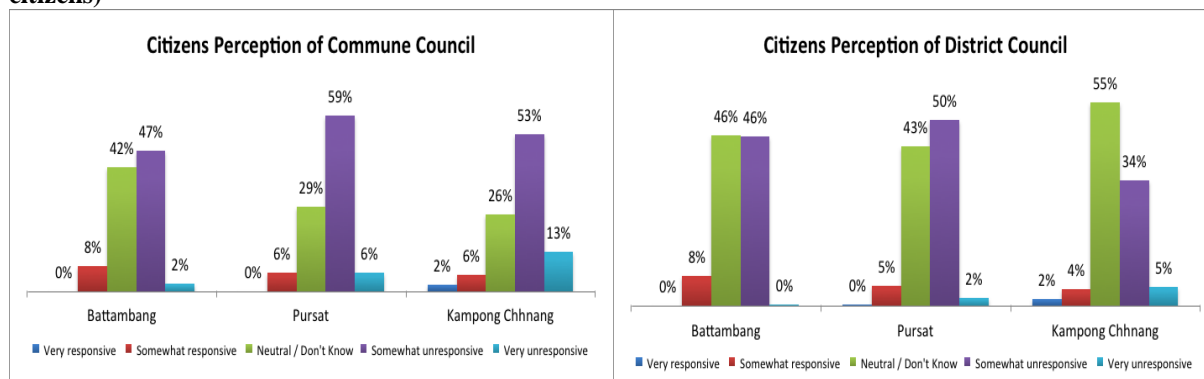
Table 25: Matching of Service Delivery Priorities of Citizens and District Councilors

What Citizens want from District Council (% of citizens)				What District Councilor thinks Citizens Want (% of commune councilors)			
Services	BTB	KGC	PST	Services	BTB	KGC	PST
Irrigation	37%	30%	40%	Agriculture support	25%	20%	36%
Road	36%	31%	30%	Irrigation	21%	27%	25%
Toilet	7%	8%	8%	Health Care	18%	18%	17%
School construction	6%	11%	7%	Road	13%	11%	11%
Agriculture support	3%	3%	3%	Job and business creation	8%	5%	3%

Indicator 4: Citizens feel that Councilors are responsive to their needs. Results: False

Overall, most of the citizens in all three provinces feel that Commune and District Councilors do not always solve problems quickly. 66% of citizens in Kampong Chhnang, 65% in Pursat and 49% in Battambang feel that their Commune Councilors are somewhat and very unresponsive to solving their problems (Figure 39). Citizens hold similar views of their District Councilors, where 46% of citizens in Battambang, 52% in Pursat and 39% in Kampong Chhnang say that their District Councilors are somewhat and very unresponsive.

Figure 39: Do you think that Councilors are responsive to solving problems for citizens like you? (% of citizens)



Indicator 5: Citizens perceive that elected councilors use funds efficiently. Results: True

In the view of citizens, the majority of them feel that the Commune Council uses its resources on the right issues. They tend to feel that if the Commune and District Councils were given the authority to raise revenues through fees, the money would not be wasted or misused to benefit individual councilors.

Indicator 6: Projects and/or services that are contracted out by Councilors are increasingly done through competitive bidding. Results: True

The assumption behind this indicator is that providing contracts through competitive bidding will result in the highest quality and most cost-efficient delivering of public services, and therefore, enhances performance.

In 2010, commune councils in Battambang contracted 9 projects on average to local NGOs and/or the private sector, higher than in Pursat (7 projects) and Kampong Chhnang (4 projects). Among the three provinces, Commune Councils in Pursat used competitive bidding processes more than the other two provinces: 81% of projects were made through bids in Pursat, compared with 64% in Kampong Chhnang and 51% in Battambang. (See Table 26)

Table 26: Number of Projects and/or Services Contracted Out by Councilors in 2010

Province	Commune Councilor		District Councilor		All
	# Projects (Average)	% Bidding (Average)	# Projects (Average)	% Bidding (Average)	% Bidding (Average)
Battambang	9	51%	4	33%	49%
Kampong Chhnang	4	64%	1	13%	56%
Pursat	7	81%	4	45%	76%

At the district level, as expected, the number of projects contracted out by the District Councils is much lower than the Commune Council. This is because the District Council, unlike the Commune Councils who have a Commune/Sangkat Fund allocated to it, does not yet have its own budget. District Councils in Battambang and Pursat contracted 4 projects on average, while those in Kampong Chhnang only contracted 1 on average. Again, District Councils in Pursat had the highest rate of tendering its projects through bids (45%) compared to Battambang (33%) and Kampong Chhnang (13%).

Conclusions on Policy Alignment: Councilors see that improving public services is a key aspect of their job. They say they are aware of the needs of vulnerable groups within the community, but are faced with budget constraints to solve these special needs. At present, there is a mismatch between the service delivery priorities of citizens and those of councilors. Citizens think that Councilors are slow to solve their problems.

13. Performance

Performance of SNAs is the last sub-index of the Sub-National Democratic Accountability Index. This sub-index incorporates the perceptions of citizens as the end user and councilors as the provider of public services. Two dimensions, which represent the output of councilors, make up the *Performance Sub-Index*:

- Quality of Services Delivered
- Quality of Interface between Citizens and Councilors

Dimension 1 - Quality of Services Delivered

In measuring the quality of services delivered, we try to balance between the perceptions of citizens (service users) and those of councilors (service providers) to get an accurate picture of the current situation.

Both citizens and councilors were asked about 18 key services areas. Service areas included road construction, irrigation construction, planning, addressing the needs of poor people, addressing the problems of youth, addressing women's issues, improving hygiene and sanitation, dispute mediation, education, water supply, public security, assisting individual citizens to solve their problems, solid waste, health clinics, support to agriculture, registration of births/marriages/deaths, addressing the needs of ethnic minority groups and addressing the needs of disabled people. Citizens were asked to rate the performance of Commune and District Councils in each service area on a 5-point scale from very bad to very good. Councilors were asked to assess what they think citizens rate these services using the same scale.

Indicator 1: Citizens perceive that the quality of key services improves over time. Results: False

Overall, citizens feel that the performance of councilors in the 18 service areas is average. The area perceived to be very good in all three provinces by the majority of citizens is registering of births, marriages and death by the Commune Council was good and very good (92% in Battambang and Pursat, 86% in Kampong Chhnang). Services in the areas of health, education, planning by Commune Council and addressing women's issues also received positive ratings. The service areas with the lowest ratings are construction of irrigation systems; construction of roads (with the exception of Pursat); and collection of solid waste, which citizens feel the Commune Council's performance is not good. Citizens' evaluations of District Council's performance in these same service areas are similar. (Figure 40 and Figure 41)

Figure 40: Citizens' Ratings of Commune Council Performance

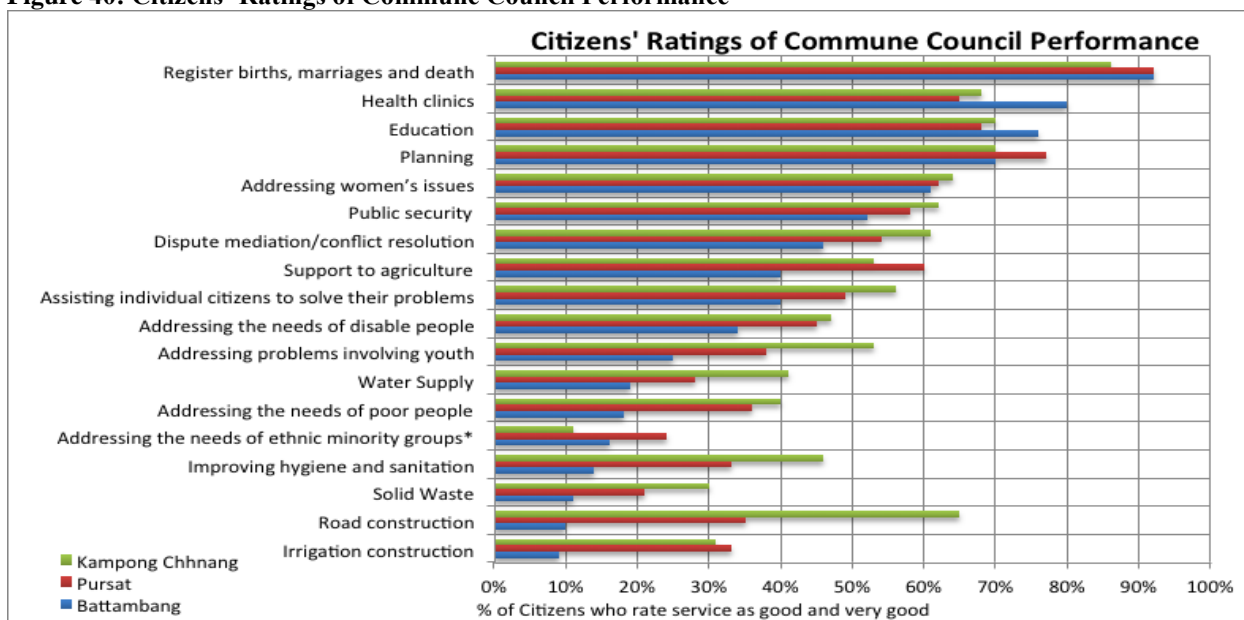
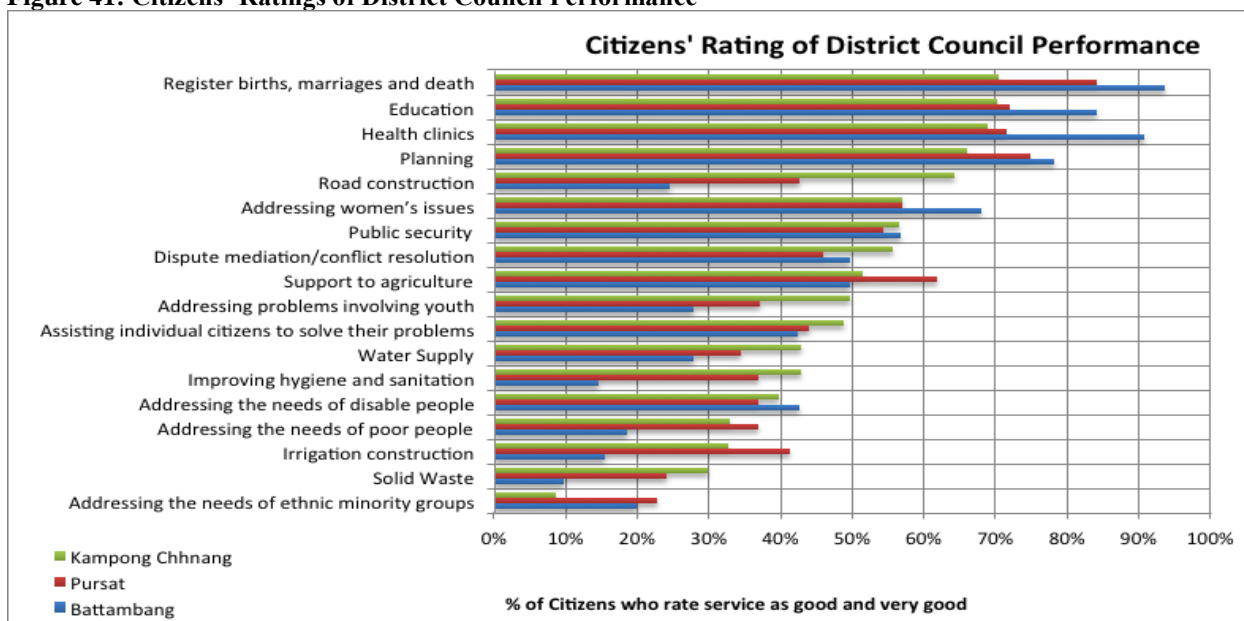


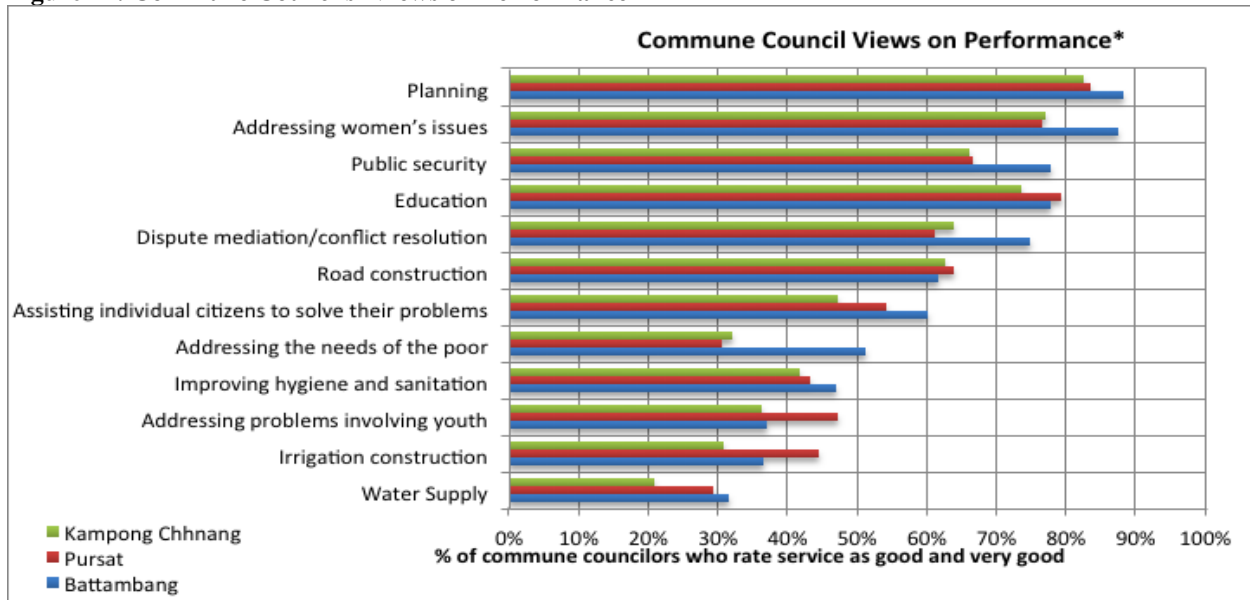
Figure 41: Citizens' Ratings of District Council Performance



Indicator 2: Councilors perceive that the quality of key services improves over time. Results: False

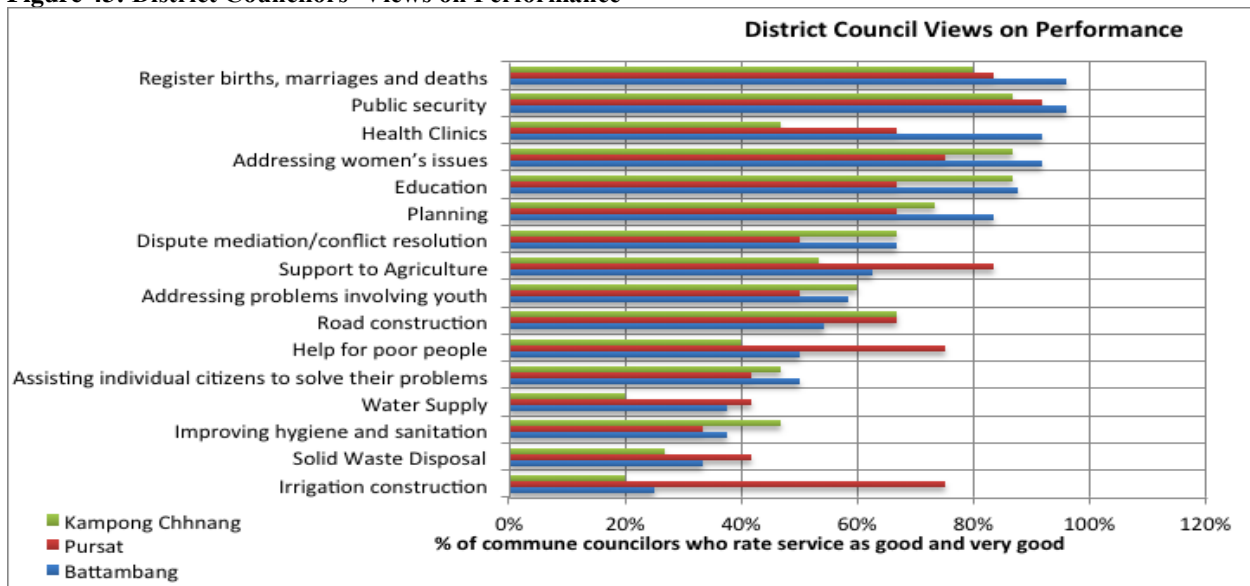
The question asked councilors to express *what they think citizens would rate* their performance in the key service areas. Both commune and district councilors generally believe that citizens rate their performance to be higher than what citizens actually feel (as per indicator 1 above). Yet, councilors' evaluation of the best and worst service areas generally matches with the evaluation of citizens, as shown in Figure 42 and Figure 43.

Figure 42: Commune Councils' Views on Performance



*Only 12 of the 18 service areas were asked to Commune Councilors due to error in questionnaire.

Figure 43: District Councilors' Views on Performance



Conclusions on Quality of Services Delivered: Councilors accurately evaluate how citizens feel about the quality of public service delivery, which most think is low quality, especially in solid waste management and irrigation construction.

Dimension 2 - Quality of Interface

A second dimension of performance is the quality of interface between elected councilors and citizens. In this dimension, we look at four indicators, all of which are based on the perception of citizens.

Indicator 1: Citizens report increased number of contacts with elected councilors. Results: False

In all three provinces, the majority of citizens interviewed said they have not been contacted by a commune councilor over the past year (77% in Battambang, 68% in Kampong Chhnang and 60% in Pursat). Among those who have been contacted by the Commune Councilor, many of them were contacted more than once or often. Contact between district councilors and citizen is even lower; 95% of citizens in Battambang, 95% in Kampong Chhnang and 89% in Pursat have never been contacted by district councilors over the past year.

Indicator 2: Citizens increasingly likely to contact councilors to express their views on local development. Results: False

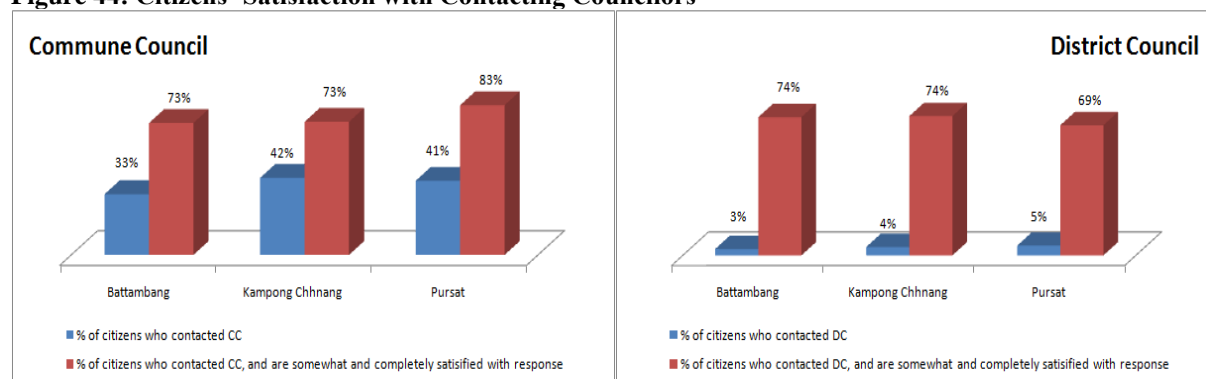
During the past year, few citizens have gone to their commune or district councilors to talk about problems or to express their views. Only 33% of the citizens interviewed in Battambang, 42% in Kampong Chhnang and 41% in Pursat contacted their commune councilor. Even fewer people contacted their district councilors (only 3% of citizens in Battambang, 4% in Kampong Chhnang and 5% Pursat).

Indicator 3: Citizens increasingly satisfied with results of contact with elected councilors.

Results: True

Citizens who contacted their councilors were asked to evaluate their level of satisfaction on a 5-point scale, with the options of completely dissatisfied, somewhat dissatisfied, neutral, somewhat satisfied and completely satisfied. Among citizens who contacted their commune councilors, the majority was somewhat and completely satisfied with the response: 83% in Pursat and 73% in both Battambang and Kampong Chhnang (see Figure 44). Similarly, most of the people who contacted their district councilors were somewhat and completely satisfied with the interaction: 74% in Battambang and Kampong Chhnang, and 69% in Pursat. Citizens said the most common reason for contacting a commune or district councilor was to get their assistance on personal problems.

Figure 44: Citizens' Satisfaction with Contacting Councilors

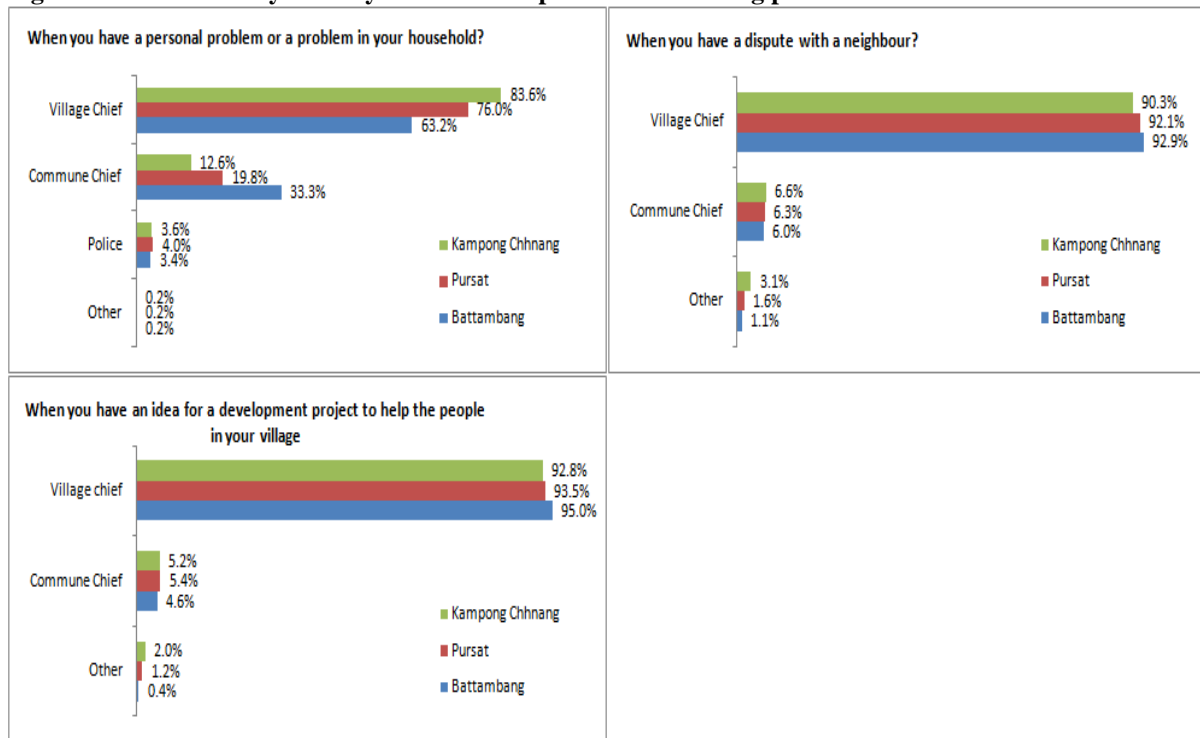


Indicator 4: Citizens increasingly identify elected councilors as a source of advice or assistance.

Results: False

Citizens are more inclined to contact their village chief for assistance and advice than their Commune or District Councilors. Almost all citizens interviewed said they would likely contact their village chief if they need to talk to a person with authority to help with problems that are personal, household related, dispute with neighbors or to express an idea for a development project. This appears to be the practice in all three provinces. (See Figure 45)

Figure 45: Who would you likely contact to help with the following problems or issues?



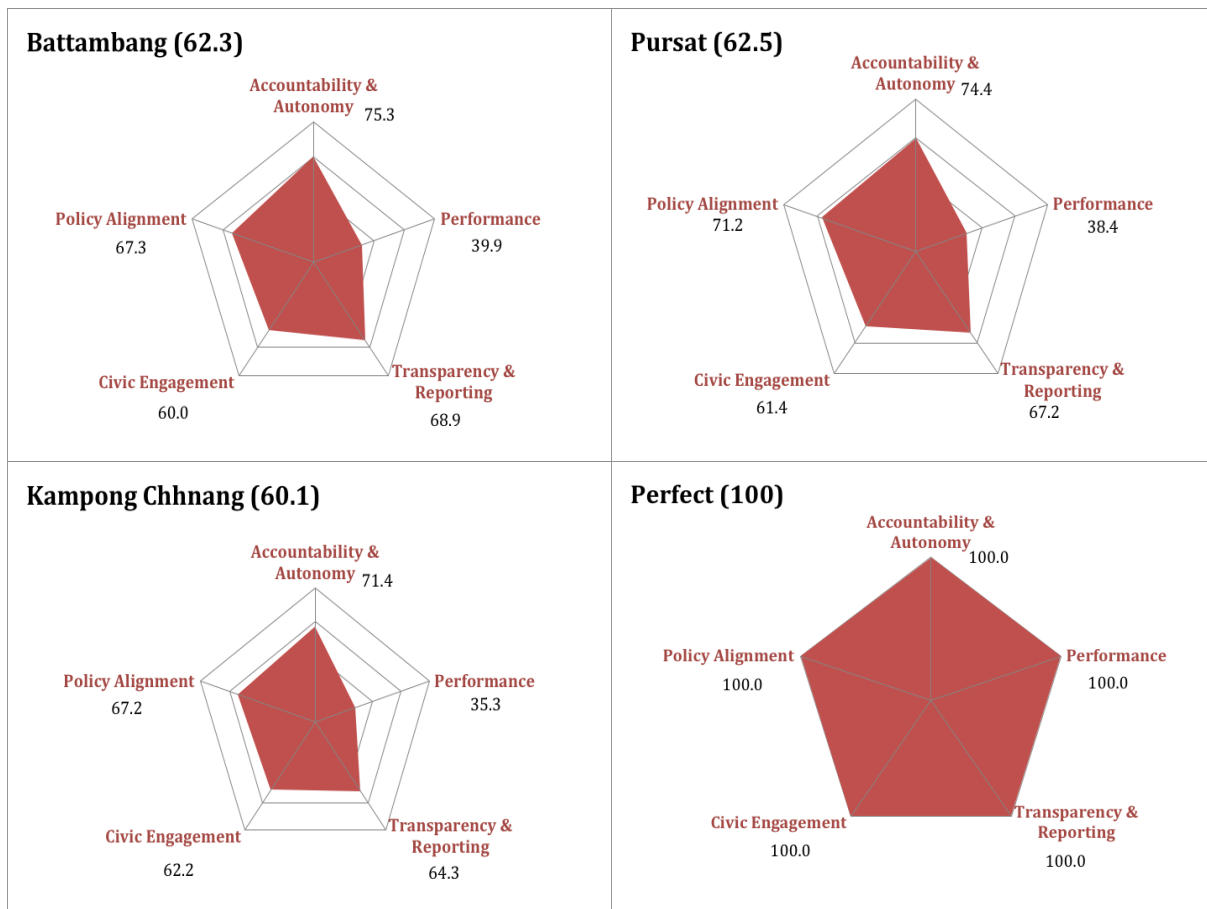
Conclusions on Quality of Interface: Councilors do not contact citizens. Citizens do not contact councilors. Village Chief is the likely person that citizens would contact for help on personal issues, disputes with neighbor and ideas for a development project.

14. Overall Sub-National Democratic Accountability Index

Based on the findings from the Multi-level Citizen and Councilor Survey presented in the previous sections, scores were calculated for each indicator, each dimension and each sub-index. The sub-index scores were then aggregated into an overall composite score for the Sub-National Democratic Accountability Index (SNDA Index). The perfect score for the SNDA index is 100 points, with each sub-index having an equal weight in the index. This section presents the scores for the SNDA Index by province, and decomposes the scores by sub-index, dimension and indicator. For a more detailed explanation on the index construction see Annex 2.

The SNDA Index measures the current perception of sub-national democratic development in the three provinces surveyed, taking into account the views of citizens, councilors and administrators. At baseline, the overall SNDA scores reveal that the situation in the three provinces is relatively similar and with only slight variations in the scores. Pursat was the top scorer with 62.5 points, followed closely by Battambang with 62.3 points, and Kampong Chhnang with 60.1 points. (Figure 46)

Figure 46: Spider Graphs of Sub-National Democratic Accountability Index by Province



Accountability & Autonomy Sub-Index received the highest score amongst the five sub-indices in all three provinces. The highest scorer in this sub-index was Battambang (75.3 points), then Pursat (74.4 points) and last Kampong Chhnang (71.4 points). For all three provinces, the scores were pushed up by the dimension *deliberation* and pushed down by the dimension *downward accountability*. Figure 47 below presents the scores for each indicator and dimension for the Accountability & Autonomy sub-index.

Figure 47: Accountability & Autonomy Sub-Index Scores

Dimension / Indicators	Results	Battambang	Kampong Chhnang	Pursat
Accountability & Autonomy Sub-Index		76.9	73.4	76.5
<i>Dimension 1: Deliberation</i>		87.6	85.2	91.0
1) Councilors make informed decisions about priorities based on evidence and consultation with citizens and civil society organizations	True	75.3	64.2	76.2
2) Councilors see contacts with ordinary citizens as increasingly important for their work	True	93.6	93.6	97.4
3) Councilors see contacts with vulnerable groups as increasingly important for their work	True	93.9	98.0	99.3
<i>Dimension 2: Downward Accountability</i>		60.3	57.0	62.4
1) Citizens increasingly value their right to vote for local councilors	True	94.3	93.9	96.8
2) Citizens increasingly assert the right of citizens to take a range of actions to hold councilors accountable	False	22.0	20.6	21.5
3) Citizens use existing grievance mechanisms to make complaints and hold their councilors accountable	False	1.3	1.7	1.3
4) Commune Councilors increasingly see a link between performance and re-election	True	82.8	68.2	96.0
5) Councilors increasingly value the right of citizens to vote for local councilors	True	95.8	98.9	95.7
6) Councilors and administrators increasingly assert the right of citizens to take a range of actions to hold councilors accountable	True	65.7	58.9	63.4
<i>Dimension 3: Horizontal Accountability</i>		79.4	77.6	79.4
1) Councilors understand the accountability of the Districts to the Communes.	False	64.5	67.9	65.1
2) District Councilors increasingly assert their rights to hold the administration accountable	False	71.1	62.0	70.0
3) Councilors feel empowered to contribute as individuals to the discussions and decisions of the Council	True	86.3	71.6	67.5
4) Female Councilors increasingly feel empowered and able to ensure that women's issues are fully considered	True	93.6	93.7	98.1
5) District Councilors increasingly perceive that the Council has decision-making powers	True	89.2	89.3	87.6
6) Board of Governors increasingly respect the authority of the Council	True	91.2	100.0	100.0
7) Board of Governors increasingly perceive	False	59.8	58.7	67.5

that the District Council has decision-making powers and autonomy					
Dimension 4: Autonomy		80.1	73.8	73.1	
1)	Commune Councilors increasingly feel able to take decisions without approval of the District	False	57.2	43.4	41.5
2)	District Councilors increasingly feel able to take decisions without approval of the Province	False	74.7	69.5	67.5
3)	District / Municipal Councilors increasingly assert the budgetary autonomy of the District /Municipal Council	True	89.2	84.6	84.9

Policy Alignment Sub-Index received the second top score in all three provinces. The score for Pursat (71.2 points) is much higher than the two treatment provinces (67.3 points for Battambang and 67.2 points for Kampong Chhnang). Pursat is the frontrunner in this sub-index primarily because Commune and District Councils use competitive bids for contracting projects and services more frequent than in the other two provinces. (Figure 48)

Figure 48: Policy Alignment Sub-Index Scores

Dimension / Indicators	Results	Battambang	Kampong Chhnang	Pursat	
Policy Alignment Sub-Index		67.3	67.2	71.2	
Dimension 1: Policy Alignment		67.3	67.2	71.2	
1)	Councilors increasingly see improving public services as a key aspect of their role	True	94.2	95.3	98.7
2)	Councilors are increasingly aware of the needs of vulnerable groups within the community	True	68.6	52.2	47.5
3)	There is an increasingly good match between the service delivery priorities of citizens and those of councilors	False	53.6	68.2	62.8
4)	Citizens feel that Councilors are responsive to their needs	False	65.0	59.2	66.8
5)	Citizens perceive that elected councilors use funds efficiently	True	59.0	61.6	60.7
6)	The number of projects/services that are contracted out by Councilors are increasingly done through competitive bidding	True	49.1	56.9	76.0

In third place is the **Transparency & Reporting Sub-Index**. Battambang was on the high end (68.9 points), Pursat in the middle (67.2 points) and Kampong Chhnang on the low end (64.3 points). On the dimension *transparency*, the scores for each province were dampened by the low knowledge of citizens on the Councils and lack of transparency on the cost of administrative services. On the reporting dimension, lack of dissemination of information to citizens by Commune and District Councils pushed the scores down (although the score for this indicator in Battambang is much higher than in the other two provinces, 46.5 points compared to 28.4 points in Pursat and 25.1 points in Kampong Chhnang). (Figure 49)

Figure 49: Transparency and Reporting Sub-Index Scores

Indicators	Results	Battambang	Kampong Chhnang	Pursat
Transparency & Reporting Sub-Index		68.9	64.3	67.2
<i>Dimension 1: Transparency</i>		66.6	64.3	64.1
1) Citizens feel they have adequate access to information about the Council including public finances, decisions taken by the Councils, and performance.	False	42.8	41.6	47.2
2) Councilors feel they have adequate access to information about the administration	True	89.1	92.3	95.2
3) Citizens and Councilors increasingly assert the rights of citizens to information	False	81.7	83.5	63.0
4) District Administrations clearly inform citizens of their rights to administrative services	True	70.6	53.5	63.2
5) Councilors and Administrators clearly inform citizens of the cost of administrative services.	False	48.8	50.7	51.8
<i>Dimension 2: Reporting</i>		71.2	64.3	70.3
1) Councils regularly report to the public on activities, budget, decisions and performance	False	46.5	25.1	28.4
2) Administrators provide Councilors with analysis to make informed decisions	True	89.5	96.7	96.9
3) SNAs regularly report to each	True	77.8	71.1	85.4

On the **Civic Engagement Sub-Index**, Kampong Chhnang had the highest score with 62.2 points. Pursat followed behind with 61.4 points, while Battambang scored 60 points. The dimension *partnership* dragged down the scores for all three provinces due to low citizens participation in CSOs. High scores on the indicators for the *voice, representation and participation* dimension helped boost the scores, especially the high points on the perception on freedom of citizens to engage in civil and political activities without fear.

Figure 50: Civic Engagement Sub-Index Scores

Indicators	Results	Battambang	Kampong Chhnang	Pursat
Civic Engagement Sub-Index		60.0	62.2	61.4
<i>Dimension 1: Voice, Representation & Participation</i>		69.3	73.7	74.3
1) Commune Councilors increasingly create space/platforms to give citizens the opportunity to express their views and interests on development choice, rights, and services	True	83.1	70.3	70.2
2) Citizens increasingly engage in civil and political activities to express their views and interests to their elected Councilors	True	20.8	26.7	31.4
3) Citizens increasingly perceive that they have opportunities to express their views and interests on development choice, rights and services to their elected Councilors	True	50.5	59.7	66.8
4) Citizens have increasingly favorable views of the content and outcomes of planning meetings and other public forum processes	True	58.6	69.6	75.2
5) Commune Councilors increasingly see planning meetings and other public forum processes as important.	True	87.4	84.4	74.3
6) District Councilors increasingly see the importance of commune-level participatory planning to their own development plans	True	89.2	93.4	93.4
7) Citizens, councilors and administrators increasingly assert that citizens can engage freely and without fear in a variety of civil and political activities	True	95.2	95.3	96.6
<i>Dimension 2: Partnership</i>		50.8	50.8	48.6
1) Citizens increasingly engage actively in civil society organizations	False	8.0	13.3	14.0
2) Citizens perceive CSO as acting in the interests of the community	True	73.0	76.3	66.3
3) CSO members increasingly see productive partnership with the Councils	True	7.5	11.9	13.2
4) Councilors increasingly appreciate the value of partnership with civil society organizations	False	66.3	54.6	50.7
5) Commune Councilors increasingly see partnership with neighboring Communes as important	True	99.3	97.8	98.6

Performance Sub-Index scored the lowest amongst the five sub-indices in all three provinces. Again, Battambang (39.9 points) had the highest score in this sub-index, Pursat (38.4 points) in the middle and Kampong Chhnang the lowest score (35.3 points). The dimension *quality of interface* is the main reason behind the low scores for this sub-index, which is due to low contacts between councilors and citizens. On the *quality of services delivered* dimension, which takes account of both the perceptions of citizens and councilors, Battambang scored highest amongst the three provinces (64.3 points), followed by Pursat (57.2 points) and lowest in Kampong Chhnang (52.7 points).(Figure 51)

Figure 51: Performance Sub-Index Scores

Indicators	Results	Battambang	Kampong Chhnang	Pursat
Performance Sub-Index		39.9	35.3	38.4
Dimension 1: Quality of Services Delivered		64.3	52.7	57.2
1) Citizens perceive that the quality of key services improves over time	False	59.0	58.9	61.9
2) Councilors perceive that the quality of key services improves over time	False	69.6	46.4	52.5
Dimension 2: Quality of Interface		15.4	18.0	19.6
1) Citizens report increased number of contacts with elected councilors	False	8.9	10.8	17.0
2) Citizens increasingly likely to contact councilors to express their views on local development.	False	27.7	29.6	29.9
3) Citizens increasingly satisfied with results of contact with elected councilors	True	14.4	18.4	18.3
4) Citizens increasingly identify elected councilors as a source of advice or assistance	False	10.6	13.3	13.4

Part IV - Conclusions

15. What It All Means

Can citizens hold their councilors accountable?

Councilors feel that they must be accountable to citizens. They strongly expressed that citizens can take a range of actions to hold councilors accountable, and can freely participate in various civil and political activities. In practice, few citizens are aware of existing grievance mechanisms to file complaints and hold their councilors accountable. The majority of citizens identified the Commune Chief and District Governor as the key authority to make their complaints. Yet at the same time, over 70% of citizens in all three provinces complained that commune and district councilors are slow in solving their problems. Clearly, there is a need to build the awareness of citizens on their rights to hold councilors accountable and the channels available to truly enable and empower citizens to hold their councilors accountable.

Do councilors engage citizens in the decision-making process?

Councilors strongly perceive that contacts with ordinary citizens and vulnerable groups are important for their work. However, the findings on interface do not confirm a high level of interaction with citizens. Most citizens have not been contacted by a councilor over the past year, and at the same time, most citizens do not go to their councilors. On the side of councilors, the low interface with citizens is likely related to the lack of finance and human resource constraints.

Nevertheless, Commune Councils have organized a number of village meetings and public forums to disseminate information as well as to collect the concerns and interests of citizens for developing the priorities in the Commune Development Plan. Over 70% of citizens interviewed participated in these platforms and were satisfied with the results and experience.

What are the perceptions of councilors and administrators on the new accountability relationship?

Overall, councilors and administrators have a good knowledge on the new lines of accountability created by the Organic Law. Understanding has not translated into action yet. The culture of top-down hierarchy is still strong and councilors feel they cannot make important decisions without the approval of higher levels. Commune Councils are still perceived to be lower in authority to District Councils. District Councils feel they have the capacity and authority to control the BoG; however, they are apprehensive to exert authority in the form of monitoring or intervening in the affairs of the BoG. On the side of the District BoG, they believe that the District Councils lack capacity and therefore, the BoG needs to control them. One factor that may be in play here is the fact that the majority of District Councilors and members of the BoG have worked as a public official for a long time, even before their current position.

Between Councilors and Administrators, councilors expressed that they can hold the administration accountable and have adequate access to information about the administration. However, most commune and district councilors also felt they have no right to monitor or interfere with the District Administration. Similarly, many BoG members hold this view. These findings may mean that councilors feel they are well informed, and if they wanted to, could access information about the business of the Administration. In practice, however, it appears that councilors have not actually used this “access” to monitor the work of the Administration.

Is there transparency at the sub-national level?

Councilors and administrators assert that citizens have the right to information. They believe that if citizens are informed about the activities of the Councils, they can better appreciate the hard work and efforts of councilors. However, many councilors and administrators, especially in Pursat, also believe that they have the right to hide information from certain types of citizens, such as those from a different political party or uneducated people. They feel that these types of citizens are just wasting the time of the Council and BoG, and/or have bad intentions.

In addition, there is a lack of transparency on the prices of administrative services. There is usually no price list displayed. The primary source of information available to citizens upon entering the Commune or District Office Councilors is an administrative clerk. Councilors revealed in the survey that citizens sometimes pay more than the correct prices for services. Some councilors said they do not even though the correct prices. Clearly, transparency is a key area that needs to be improved at the sub-national level.

What are the perceptions on public service delivery?

Councilors see that improving public services is a key aspect of their job. They say they are aware of the needs of vulnerable groups within the community, but are faced with budget constraints to solve these special needs. At present, there is a slight mismatch between the service delivery priorities of citizens and those of councilors. The problem of mismatch is likely because citizens are thinking about services important to their individual households, why councilors are thinking about services for the general community and that will have the greatest impact on economic development. Given that Commune Councilors have limited funding, this is a sensible approach.

Limitations

Before concluding this report, it is worthwhile to highlight two limitations of the survey. First, **most indicators relate to the perception of citizens, councilors and BoG on certain issues but do not measure actual practice.** There are some cross indicators in the survey that enables the researcher to check if what councilors say is actually practiced. For instance, the perception of councilors on the importance of engaging citizens in decision making process was cross checked with citizens' report on whether councilors actually contacted them in the past year.

Second, **for issues that are politically sensitive (such as citizens' freedom to speak freely, empowerment, respect of BoG for Councils, etc.), practically all councilors and administrators answered the same.** This is particularly related to questions on accountability, where some indicators had 100% of councilors and BoG answering in the same way, suggesting some degree of skepticism in the results. However, what we can draw from these responses is that councilors and BoG understand the "standards" expected. Thus, it may be a matter of trying to implement these standards and to remove the bottlenecks involved with implementing, specifically the financial and human resource constraints. The IP3, EU SPACE Program and other decentralization programs, which focus on these two areas (financial and human resource capacity), are therefore targeting the relevant and appropriate issues for promoting behavioral change and further developing democracy at the sub-national level.

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Annex 1: Questions Comprising of Each Indicator in the SNDA Index

SUB-INDEX	DIMENSION	INDICATOR	QUESTION NUMBER BY QUESTIONNAIRE			
			CITIZENS	C/S	D/M	BOG
ACCOUNTABILITY & AUTONOMY	Deliberation	1) Councilors make informed decisions about priorities based on evidence and consultation with citizens and civil society organizations.	X	CIV 4 CIV 10	CIV 3 CIV 8	X
ACCOUNTABILITY & AUTONOMY	Deliberation	2) Councilors see contacts with ordinary citizens as increasingly important for their work.	X	CIV 1	CIV 1	X
ACCOUNTABILITY & AUTONOMY	Deliberation	3) Councilors see contacts with vulnerable groups as increasingly important for their work	X	CIV 1b	CIV 1b	X
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	4) Commune Councilors increasingly see a link between performance and re-election	X	ACC 2	ACC 2	X
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	5) Citizens increasingly value their right to vote for local councilors	ACC 1 ACC 2a ACC 2b	X	X	X
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	6) Councilors increasingly value the right of citizens to vote for local councilors	X	ACC 5	ACC 6	ACC 6
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	7) Councilors increasingly assert the right of citizens to take a range of actions to hold councilors accountable	X	ACC 1	ACC 1	ACC 4
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	8) Citizens increasingly assert the right of citizens to take a range of actions to hold councilors accountable	ACC 3	X	X	X
ACCOUNTABILITY & AUTONOMY	Accountability of councilors to citizens	9) Citizens use existing grievance mechanisms to make complaints and hold their councilors accountable	ACC 4 ACC 5	X	X	X
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	10) District Councilors increasingly assert their rights to hold the administration accountable	X	X	ACC 5 TRA 1g	X

SUB-INDEX	DIMENSION	INDICATOR	QUESTION NUMBER BY QUESTIONNAIRE			
			CITIZENS	C/S	D/M	BOG
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	11) Councilors feel empowered to contribute as individuals to the discussions and decisions of the Council	X	ACC 3	ACC 3	X
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	12) Female Councilors increasingly feel empowered and able to ensure that women's issues are fully considered	X	ACC 3e ACC 3f	ACC 3e ACC 3f	X
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	13) District Councilors increasingly perceive that the council has decision-making powers	X	X	ACC 5f ACC 5J ACC 5k	X
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	14) 3.2.5. Board of Governors increasingly respect the authority of the Council	X	X	TRA 1e	ACC 1e
ACCOUNTABILITY & AUTONOMY	Accountability of administrations to elected councilors	15) Board of Governors increasingly perceive that the District Council has decision-making powers and autonomy	X	X	X	ACC 7 ACC 8
ACCOUNTABILITY & AUTONOMY	Autonomy of SNAs from higher levels	16) Commune Councilors increasingly feel able to take decisions without approval of the District	X	ACC 6	X	X
ACCOUNTABILITY & AUTONOMY	Autonomy of SNAs from higher levels	17) District Councilors increasingly feel able to take decisions without approval of the Province	X	X	ACC 9	X
ACCOUNTABILITY & AUTONOMY	Autonomy of SNAs from higher levels	18) District / Municipal Councilors increasingly assert the budgetary autonomy of the District /Municipal Council	X	X	ACC 7	X
ACCOUNTABILITY & AUTONOMY	Autonomy of SNAs from higher levels	19) Councilors understand and value the accountability of the Districts to the Communes	X	ACC 4	ACC 4 ACC 8	ACC 5 ACC 9
CIVIC ENGAGEMENT	Voice, Representation, & Participation	20) Councilors increasingly create space/platforms to give citizens the opportunity to express their views and interests on development choice, rights, and services	X	CIV 3	X	X

SUB-INDEX	DIMENSION	INDICATOR	QUESTION NUMBER BY QUESTIONNAIRE			
			CITIZENS	C/S	D/M	BOG
CIVIC ENGAGEMENT	Voice, Representation, & Participation	21) Citizens increasingly perceive that they have opportunities to express their views and interests on development choice, rights and services to their elected Councilors	CIV 8 CIV 9 CIV 10	X	X	X
CIVIC ENGAGEMENT	Voice, Representation, & Participation	22) Citizens increasingly engage in civil and political activities to express their views and interests to their elected Councilors	CIV 7	X	X	X
CIVIC ENGAGEMENT	Voice, Representation, & Participation	23) Citizens have increasingly favorable views of the content and outcomes of planning meetings and other public forum processes	CIV 11	X	X	X
CIVIC ENGAGEMENT	Voice, Representation, & Participation	24) Commune Councilors increasingly see planning meetings and other public forum processes as important.	X	CIV 5	X	X
CIVIC ENGAGEMENT	Voice, Representation, & Participation	25) District Councilors increasingly see the importance of commune-level participatory planning to their own development plans	X	X	CIV 4	X
CIVIC ENGAGEMENT	Voice, Representation, & Participation	26) Councilors and citizens increasingly assert that citizens can engage freely and without fear in a variety of civil and political activities	CIV 12	CIV 6	CIV 5	CIV 2
CIVIC ENGAGEMENT	Voice, Representation, & Participation	27) Women issues are on the agenda of councils	X	CIV 11 CIV 12	X	X
CIVIC ENGAGEMENT	Partnership	28) Citizens increasingly engage actively in civil society organizations	CIV 13	X	X	X
CIVIC ENGAGEMENT	Partnership	29) Citizens perceive CSO as acting in the interests of the community	CIV 15	X	X	X
CIVIC ENGAGEMENT	Partnership	30) CSO members increasingly see productive partnership with the Councils	CIV 14	X	X	X
CIVIC ENGAGEMENT	Partnership	31) Councilors increasingly appreciate the value of partnership with civil society organizations	X	CIV 7 CIV 8 CIV 9	CIV 6 CIV 7	X

SUB-INDEX	DIMENSION	INDICATOR	QUESTION NUMBER BY QUESTIONNAIRE			
			CITIZENS	C/S	D/M	BOG
CIVIC ENGAGEMENT	Partnership	32) Commune Councilors increasingly see partnership with neighboring Communes as important	X	ACC 7c	X	X
TRANSPARENCY & REPORTING	Transparency	33) Citizens feel they have adequate access to information about the Council including public finances, decisions taken by the Councils, and performance.	TRA 1 TRA 3 TRA 4 TRA 5 TRA 6 TRA 7	X	X	X
TRANSPARENCY & REPORTING	Transparency	34) Councilors feel they have adequate access to information about the administration	X	TRA 2	TRA 1	X
TRANSPARENCY & REPORTING	Transparency	35) Citizens and Councilors increasingly assert the rights of citizens to information	TRA 8	TRA 1 TRA 3 TRA 4	TRA 2 TRA 3 TRA 4	ACC 2 ACC 3
TRANSPARENCY & REPORTING	Transparency	36) District Administrations clearly inform citizens of their rights to administrative services	X	X	TRA 5	TRA 1
TRANSPARENCY & REPORTING	Transparency	37) Administrations clearly inform citizens of the cost of administrative services.	TRA 9 TRA 10 TRA 11	TRA 5 TRA 6	TRA 6 TRA 7	TRA 2 TRA 3
TRANSPARENCY & REPORTING	Reporting	38) Councils regularly report to the public on activities, budget, decisions and performance	TRA 7	TRA 7 TRA 8	TRA 8 TRA 9	X
TRANSPARENCY & REPORTING	Reporting	39) Administrators report regularly to councilors and provide them with analysis to make informed decisions	X	X	ACC 51	ACC 1 ACC 71
TRANSPARENCY & REPORTING	Reporting	40) SNAs regularly report to each	X	TRA 9	TRA 10	TRA 4
POLICY ALIGNMENT	Policy Alignment	41) Councilors increasingly see improving public services as a key aspect of their role	X	PER 1	PER 1	PER 1
POLICY ALIGNMENT	Policy Alignment	42) There is an increasingly good match between the service delivery priorities of citizens and those of councilors	PER 1 PER 2	PER 6	PER 5	
POLICY ALIGNMENT	Policy Alignment	43) Citizens feel that Councilors are responsive to their needs	PER 3	X	X	X

SUB-INDEX	DIMENSION	INDICATOR	QUESTION NUMBER BY QUESTIONNAIRE			
			CITIZENS	C/S	D/M	BOG
POLICY ALIGNMENT	Policy Alignment	44) Councilors are increasingly aware of the needs of vulnerable groups within the community	X	PER 7	PER 6	X
POLICY ALIGNMENT	Policy Alignment	45) The number of projects/services that are contracted out by Councilors and Administrators are increasingly done through competitive bidding	X	PER 9 PER 10	PER 8 PER 9	X
PERFORMANCE	Quality of Services Delivered	46) Citizens perceive that the quality of key services improves over time	PER 5 PER 6	X	X	X
PERFORMANCE	Quality of Services Delivered	47) Councilors perceive that the quality of key services improves over time	X	PER 8	PER 7	X
PERFORMANCE	Quality of Interface	48) Citizens report increased number of contacts with elected councilors and satisfactory results	CIV 1	X	X	X
PERFORMANCE	Quality of Interface	49) Citizens increasingly identify elected councilors as a source of advice or assistance	CIV 4 CIV 5 CIV 6	X	X	X
PERFORMANCE	Quality of Interface	50) Citizens increasingly likely to contact councilors to express their views on local development.	CIV 2 CIV 4c CIV 5c CIV 6c	X	X	X
PERFORMANCE	Quality of Interface	51) Citizens increasingly satisfied with results of contact with elected councilors	CIV 3	X	X	X

Note: X= not relevant

Annex 2: Methodology for Constructing Composite Index

The methodology used for constructing the SNDA Index is based on the guidelines developed by the OECD and EU Joint Research Center.⁵ There are 5 key steps in the methodology, as following:

- 1) Theoretical Framework
- 2) Identifying Indicators
- 3) Multivariate Analysis
- 4) Normalization
- 5) Aggregation and Weighting

Step 1 - Theoretical Framework

The purpose of the SNDA Index is to measure and track changes in sub-national democratic accountability. The SNDA Index is framed by the definitions and concepts specified in the IP3, which is the government's roadmap for local governance reform for the next three years. The definitions of local governance and democratic accountability extracted from the IP3 have already been elaborated in Chapter 4 on *Measuring Sub-National Democratic Accountability*.

Step 2 – Identifying Indicators

Selecting the relevant indicators is crucial to the reliability, accuracy and acceptance of the index. This study used the principles suggested by the OECD and EU Joint Research Center on selecting good indicators:

- **Policy relevance** – Indicators must be associated with one or more issues around which key policies are formulated.
- **Simplicity** – Final information about a chosen indicator can be presented in a readable and easily understandable format.
- **Validity** – Individual indicators must reflect facts. Data used in the creation of the indicator must meet standards of scientific rigor. Indicators must be verifiable and reproducible.
- **Availability of data over time** - Time series data must be available which will reflect shifts in individual indicators over time. If results are only available or measured at one or two data points, it will not be possible to identify where we have been in the past, predict where we will be in the future or measure the on-going effects of policy shifts.
- **Availability of affordable data** – Sufficient good quality data must be available at a reasonable cost. Alternatively, it must be possible to create a measuring process that will produce quality data in the near future at an acceptable cost, both in terms of financial and human resources.
- **Sensitivity** – Indicators must be capable of accurately detecting changes, even small ones, in the system.
- **Reliability**– The ways in which the indicators measure performance must be methodologically sound. In other words, similar results and conclusions for a given indicator should be attainable by different measures or different researchers.

For this step, the research team consulted with experts and stakeholders, as well as the NCDD-S M&E staff to build a consensus on which indicators to include and exclude in the SNDA Index. The final index consists of 51 indicators, divided into 11 dimensions, and 5 sub-indices.

⁵ OECD and EU JRC (2008)

Step 3 - Multivariate Analysis

The first and second steps were used to develop and fine-tune the questionnaires. After the completion of the survey, and once the data was entered and checked, CIDS conducted a Principal Component Analysis (PCA) to determine the statistical dimensions (or nested structure) of the indicators. The main aim of the analysis was not to reduce the number of variables. The team undertook a lengthy and participatory consultation process to identify and agree on the indicators, and thus, wanted to respect the work. The PCA was used to find the best way to group the indicators into sub-indices and dimensions.

A number of PCA were conducted with different restrictions on the number of factors or principal components. In the end, our judgment was to use the results of the PCA set at 5 components. This is because the structure resulting from this PCA best reflects the framework of the IP3. The five components extracted from the PCA are the sub-indices of the SNDA Index: 1) Accountability & Autonomy, 2) Civic Engagement, 3) Transparency & Reporting, 4) Policy Alignment and 5) Performance. The PCA was conducted using SPSS. The results and corresponding matrices of the PCA are provided below.

Summary of PCA

Requirement	Results
Ratio of cases to variables for the PCA is 5 to 1	Pass. Our data set passes, with 210 cases to variables (2530 cases /12 variables), see Descriptive Statistics Matrix
Some correlations > than 0.30	Pass. Correlations > than 0.30 highlighted in yellow on Correlation Matrix
Measure of Sampling Adequacy (MAS)> 0.50 for each variables	Pass.MAS for each variable highlighted in yellow on Anti-Image Correlation Matrix
Kaiser-Meyer-Olkin MAS > 0.50 for set of variables	Pass.KMO is 0.90, see KMO and Bartlett's Test
Bartlett Test of Sphericity is statistically significant	Pass. Bartlett Test significant is <0.000, KMO and Bartlett's Test
High percentage of variance criterion	Pass. The 5 components extracted explain 90% of the total variance in the data set, see Total Variances Explained Matrix
Communalities should be 0.50 or higher	Pass. All variables have communalities > 0.50, see Communalities Matrix .

Descriptive Statistics Matrix

	Mean	Std. Deviation	Analysis N
I_11	.6613	1.63598	2530
I_12	1.1685	1.49534	2530
I_13	3.7630	1.32543	2530
I_14	3.2188	.54971	2530
I_21	3.0230	.94098	2530
I_22	2.3589	.99534	2530
I_23	.6625	1.63691	2530
I_31	2.0828	1.01887	2530
I_32	.7476	1.71087	2530
I_33	.7074	1.62321	2530
I_41	2.3382	.82165	2530
I_42	1.5817	.80997	2530

Correlation Matrix

	I_11	I_12	I_13	I_14	I_21	I_22	I_23	I_31	I_32	I_33	I_41	I_42
I_11	1.000	.605	.149	.254	.353	.588	.998	.903	.921	.933	.490	.747
I_12	.605	1.000	.130	.229	.221	.423	.606	.521	.539	.549	.429	.384
I_13	.149	.130	1.000	.018	.144	.064	.148	.165	.198	.179	.112	.185
I_14	.254	.229	.018	1.000	.089	.454	.256	-.093	-.075	-.048	.106	-.244
I_21	.353	.221	.144	.089	1.000	.270	.354	.358	.370	.363	.288	.385
I_22	.588	.423	.064	.454	.270	1.000	.589	.428	.424	.453	.334	.289
I_23	.998	.606	.148	.256	.354	.589	1.000	.902	.923	.933	.487	.747
I_31	.903	.521	.165	-.093	.358	.428	.902	1.000	.976	.980	.472	.891
I_32	.921	.539	.198	-.075	.370	.424	.923	.976	1.000	.992	.478	.898
I_33	.933	.549	.179	-.048	.363	.453	.933	.980	.992	1.000	.483	.887
I_41	.490	.429	.112	.106	.288	.334	.487	.472	.478	.483	1.000	.430
I_42	.747	.384	.185	-.244	.385	.289	.747	.891	.898	.887	.430	1.000

Anti-image Correlation Matrix

	I_11	I_12	I_13	I_14	I_21	I_22	I_23	I_31	I_32	I_33	I_41	I_42
I_11	.855a	-0.003	-0.031	-0.046	0.024	0.007	-0.926	-0.084	0.099	-0.082	-0.053	-0.007
I_12	-0.003	.968a	-0.041	-0.046	0.003	-0.062	-0.017	0.021	-0.037	-0.044	-0.198	0.151
I_13	-0.031	-0.041	.713a	-0.166	-0.048	-0.012	0.097	0.069	-0.21	0.041	-0.005	0.018
I_14	-0.046	-0.046	-0.166	.669a	-0.132	-0.127	-0.243	0.111	0.284	0.135	-0.052	-0.026
I_21	0.024	0.003	-0.048	-0.132	.933a	-0.104	0.004	0.002	-0.074	0.038	-0.099	-0.162
I_22	0.007	-0.062	-0.012	-0.127	-0.104	.959a	-0.081	-0.057	0.179	-0.077	-0.063	-0.018
I_23	-0.926	-0.017	0.097	-0.243	0.004	-0.081	.839a	0.069	-0.223	-0.032	0.056	0.114
I_31	-0.084	0.021	0.069	0.111	0.002	-0.057	0.069	.959a	-0.096	-0.402	-0.008	-0.133
I_32	0.099	-0.037	-0.21	0.284	-0.074	0.179	-0.223	-0.096	.884a	-0.623	-0.002	-0.283
I_33	-0.082	-0.044	0.041	0.135	0.038	-0.077	-0.032	-0.402	-0.623	.901a	-0.02	-0.069
I_41	-0.053	-0.198	-0.005	-0.052	-0.099	-0.063	0.056	-0.008	-0.002	-0.02	.963a	-0.075
I_42	-0.007	0.151	0.018	-0.026	-0.162	-0.018	0.114	-0.133	-0.283	-0.069	-0.075	.960a

a. Measures of Sampling Adequacy(MSA)

KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.	.901
Bartlett's Test of Sphericity	Approx. Chi-Square
	5.014E4
	df
	66
	Sig.
	.000

Total Variance Explained Matrix

Component	Initial Eigenvalues			Extraction Sums of Squared Loadings			Rotation Sums of Squared Loadings		
	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %	Total	% of Variance	Cumulative %
1	6.703	55.859	55.859	6.703	55.859	55.859	5.644	47.031	47.031
2	1.608	13.400	69.258	1.608	13.400	69.258	1.790	14.913	61.943
3	.996	8.301	77.559	.996	8.301	77.559	1.361	11.344	73.288
4	.827	6.890	84.449	.827	6.890	84.449	1.047	8.728	82.016
5	.722	6.020	90.469	.722	6.020	90.469	1.014	8.453	90.469
6	.524	4.366	94.836						
7	.417	3.478	98.314						
8	.134	1.118	99.432						
9	.040	.330	99.761						
10	.019	.160	99.922						
11	.007	.059	99.980						
12	.002	.020	100.000						

Extraction Method: Principal Component Analysis.

Communalities Matrix

	Initial	Extraction
I_11	1.000	.968
I_12	1.000	.650
I_13	1.000	.996
I_14	1.000	.871
I_21	1.000	.965
I_22	1.000	.699
I_23	1.000	.969
I_31	1.000	.971
I_32	1.000	.987
I_33	1.000	.988
I_41	1.000	.894
I_42	1.000	.898

Extraction Method: Principal Component Analysis.

In addition to the PCA, a number of other multivariate tests were conducted to ensure the robust of the SNDA Index as following:

Validation

To test the generalizability our chosen factor model, a split-half validation was conducted to assess the stability of the model and to see if the factor structure and the communalities remain the same. The Rotated Factor Loading obtained a different pattern of loading in the split-half validation, which is a limitation in our study. The communalities also differed for the two models, but in all cases they are above 0.50, indicating that the factor model is explaining more than half of the variance in all of the original variables.

Outliers

Comparing the factor analysis with full sample and one without outliers, the overall pattern of Rotated Component Matrix is identical for both models, so we would conclude that the outliers are not impacting our solution. This means that all cases in the analysis can be used.

Reliability Test

A Reliability Test using the Cronbach Coefficient alpha (c-alpha) to estimate the internal consistency of items in the model was also carried out. The c-alpha assesses how well a set of items (individual indicators) measures a single uni-dimensional object. If the correlation is high, there is evidence that the individual indicators are measuring the same underlying construct. The standard threshold for the c-alpha is 0.70 (high reliability if greater than 0.70 and low if less than 0.70). The results of reliability test are presented below.

Reliability Statistics

Factor Components	C-Alpha	N of Items	Results
Factor 1	.973	6	Passed
Factor 2	.258	2	Failed
Factor 3	--	1	Cannot conduct test because only 1 item
Factor 4	.424	2	Failed
Factor 5	--	1	Cannot conduct test because only 1 item

With the exceptions of our first component (Accountability), which had a c-alpha of 0.973, the other four components yield c-alphas lower than the 0.70 cut-off value. Components with low c-alphas mean that the variances of the individual indicators within the components vary widely. In other words, respondents did not answer the questions related to these indicators in the same direction (consistently). The implication of the low c-alphas for component 2-5 means that it would not be possible to predict the values of other indicators in the component based on just one indicator because the indicators move in different direction. The reason behind the low c-alphas is likely because the survey is a multi-level survey drawing on interviews from different target groups (citizens, councilors, and administrators). The value of the individual indicators and components is built on responses from these different levels/groups, which is not always the same.

Step 4 - Normalization or Re-scaling of Data

The problem of different sample sizes for different groups (CC, DC, BOG, and citizens) is solved at the data normalization stage. Data normalization or rescaling is for transforming the data into same scale, whether data comes from different sample sizes or have different underlying units. In other words,

normalization makes the data dimensionless. The max-min normalization method was used because of its simplicity and because it is commonly used in other composite indices.

Before conducting the PCA, the analyst conducted a mean-normalization to remove any noise in the data using SPSS. After the PCA and extraction of five components, the values of the indicators were rescaling on scale of 1-100 to make it easier to add. The following formula was used to rescale the value of each indicator:

$$99 * [(Indicator\ Score - Minimum) / (Maximum - Minimum)] + 1$$

Indicator Score is the score for each basic indicator (calculated by taking the mean of all questions that made up the indicator), minimum is the smallest indicator value and maximum is the largest indicator value in the sample.

Step 5 - Aggregation of Indicators

First, the indicators are the mean value of all the data items related to the indicator. The dimension score is calculated by taking the linear, equal weighted average of all the indicators under the dimension. Then, the sub-index score is calculated by taking the linear, equal weighted average of all the dimensions under it. The final, overall SNDA Index score is similarly calculated by summing up the equal weighted average of all the sub-index scores. This aggregation method was selected because of its simplicity and consistency. Given that the SNDA Index is to serve as a critical monitoring and evaluation tool to measure changes over time, these two criteria were important.

Annex 3: List of Districts, Communes and Villages in Sample

Province	District	Commune	Village	Village GIS Code
Battambang	Banan	Kantueu Muoy	Thmei	2010101
Battambang	Banan	Kantueu Muoy	Svay Prey	2010103
Battambang	Banan	Kantueu Muoy	Svay Bei Daeum	2010104
Battambang	Banan	Kantueu Muoy	Kampong Ampil	2010105
Battambang	Banan	Kantueu Pir	Chamkar Ou	2010202
Battambang	Banan	Kantueu Pir	Banan	2010203
Battambang	Banan	Kantueu Pir	Kampang Kaeut	2010205
Battambang	Banan	Bay Damram	Krala Peas	2010304
Battambang	Banan	Bay Damram	Ta Song	2010306
Battambang	Banan	Bay Damram	Sdau	2010307
Battambang	Banan	Chheu Teal	Kampong Chhlang	2010401
Battambang	Banan	Chheu Teal	Chhak Pou	2010409
Battambang	Banan	Chheu Teal	Anlong Ta Mei	2010410
Battambang	Banan	Chheu Teal	Chamkar Svay	2010411
Battambang	Banan	Phnum Sampov	Krapeu Cheung	2010608
Battambang	Banan	Phnum Sampov	Krapeu Tboundg	2010609
Battambang	Banan	Phnum Sampov	Krapeu Kaeut	2010610
Battambang	Banan	Snoeng	Snoeng Lech	2010703
Battambang	Banan	Snoeng	Boeng Chaeng	2010705
Battambang	Banan	Snoeng	Sambuor Meas	2010710
Battambang	Banan	Ta Kream	Thmei	2010803
Battambang	Thma Koul	Ta Pung	Paoy Yong	2020102
Battambang	Thma Koul	Ta Pung	Kouk Kduoch	2020105
Battambang	Thma Koul	Ta Pung	Ang Tboundg	2020106
Battambang	Thma Koul	Chrey	Chrey	2020402
Battambang	Thma Koul	Chrey	Ka Kou	2020403
Battambang	Thma Koul	Chrey	Svay Chrum	2020404
Battambang	Thma Koul	Chrouy Sdau	Chrouy Sdau	2020601
Battambang	Thma Koul	Chrouy Sdau	Nikom Krau	2020602
Battambang	Thma Koul	Chrouy Sdau	Nikom Knong	2020603
Battambang	Thma Koul	Boeng Pring	Boeng Pring	2020701
Battambang	Thma Koul	Boeng Pring	Ou Nhor	2020702
Battambang	Thma Koul	Boeng Pring	Snuol Kaong	2020703
Battambang	Thma Koul	Kouk Khmum	Kien Kaes Muoy	2020801
Battambang	Thma Koul	Kouk Khmum	Kien Kaes Pir	2020802
Battambang	Thma Koul	Kouk Khmum	Chranieng	2020804
Battambang	Thma Koul	Rung Chrey	Ballang Kraom	2021001
Battambang	Thma Koul	Rung Chrey	Prakeab	2021002
Battambang	Thma Koul	Rung Chrey	Kouk Khpos	2021003
Battambang	Bat Dambang	Tuol Ta Aek	Ou Ta Kam Muoy	2030101
Battambang	Bat Dambang	Tuol Ta Aek	Ou Ta Kam Pir	2030102
Battambang	Bat Dambang	Tuol Ta Aek	Ou Ta Kam Bei	2030103
Battambang	Bat Dambang	Preaek Preah Sdach	Preaek Preah Sdach	2030201
Battambang	Bat Dambang	Preaek Preah Sdach	Preaek Ta Tan	2030202
Battambang	Bat Dambang	Preaek Preah Sdach	Ou Khcheay	2030204
Battambang	Bat Dambang	Preaek Preah Sdach	Chamkar Ruessei	2030208
Battambang	Bat Dambang	Rotanak	Rumchek Pir	2030302

Province	District	Commune	Village	Village GIS Code
Battambang	Bat Dambang	Rotanak	Souphi Muoy	2030306
Battambang	Bat Dambang	Rotanak	Souphi Pir	2030307
Battambang	Bat Dambang	Chamkar Samraong	Chamkar Samraong Muoy	2030401
Battambang	Bat Dambang	Chamkar Samraong	Chamkar Samraong Pir	2030402
Battambang	Bat Dambang	Chamkar Samraong	Phka Sla	2030405
Battambang	Bat Dambang	Sla Kaet	Sla Kaet	2030501
Battambang	Bat Dambang	Sla Kaet	Dam Spey	2030502
Battambang	Bat Dambang	Sla Kaet	Chrey Kaong	2030503
Battambang	Bat Dambang	Kdol Doun Teav	Kdol	2030602
Battambang	Bat Dambang	Kdol Doun Teav	Ou Ta Nob	2030603
Battambang	Bat Dambang	Kdol Doun Teav	Ta Pruoch	2030604
Battambang	Bat Dambang	Kdol Doun Teav	Ta Koy	2030605
Battambang	Bat Dambang	Ou Mal	Dak Sasar	2030702
Battambang	Bat Dambang	Ou Mal	Boeng Reang	2030709
Battambang	Bat Dambang	Ou Mal	Prey Roka	2030710
Battambang	Bat Dambang	Voat Kor	Voat Kor	2030801
Battambang	Bat Dambang	Voat Kor	Chrab Krasang	2030802
Battambang	Bat Dambang	Voat Kor	Ballang	2030803
Battambang	Bat Dambang	Voat Kor	Damnak Luong	2030805
Battambang	Bat Dambang	Svay Pao	Kampong Krabei	2031002
Battambang	Bat Dambang	Svay Pao	Mphey Osakphea	2031003
Battambang	Bat Dambang	Svay Pao	Kammeakkar	2031004
Battambang	Bavel	Bavel	Bavel Pir	2040102
Battambang	Bavel	Bavel	Svay Chrum	2040111
Battambang	Bavel	Bavel	Prey Totueng Muoy	2040113
Battambang	Bavel	Bavel	Prey Totueng Pir	2040114
Battambang	Bavel	Khnach Romeas	Prey Sangha	2040201
Battambang	Bavel	Khnach Romeas	Ballang Leu	2040204
Battambang	Bavel	Khnach Romeas	Khnach Romeas	2040206
Battambang	Bavel	Lvea	Lvea	2040301
Battambang	Bavel	Lvea	Doun Nhaem	2040302
Battambang	Bavel	Lvea	Chamkar	2040303
Battambang	Bavel	Lvea	Svay Prey	2040308
Battambang	Bavel	Prey Khpos	Ta Hi	2040401
Battambang	Bavel	Prey Khpos	Pou	2040402
Battambang	Bavel	Prey Khpos	Ta Mat	2040403
Battambang	Bavel	Kdol Ta Haen	Suon Sla	2040601
Battambang	Bavel	Kdol Ta Haen	Kdol Kraom	2040602
Battambang	Bavel	Kdol Ta Haen	Buor	2040606
Battambang	Bavel	Kdol Ta Haen	Thmei	2040607
Battambang	Aek Phnum	Preaek Norint	Preaek Ta Chraeng	2050101
Battambang	Aek Phnum	Preaek Norint	Preaek Krouch	2050102
Battambang	Aek Phnum	Preaek Norint	Svay Chrum	2050103
Battambang	Aek Phnum	Preaek Norint	Rohal Suong	2050106
Battambang	Aek Phnum	Samraong Knong	Samraong Knong	2050201
Battambang	Aek Phnum	Samraong Knong	Samraong Ou Trea	2050204

Province	District	Commune	Village	Village GIS Code
Battambang	Aek Phnum	Samraong Knong	Samraong Ta Kok	2050205
Battambang	Aek Phnum	Preaek Khpob	Preaek Snao	2050301
Battambang	Aek Phnum	Preaek Khpob	Preaek Khpob	2050302
Battambang	Aek Phnum	Preaek Khpob	Sna Pi Mukh	2050303
Battambang	Aek Phnum	Preaek Khpob	Khvet	2050304
Battambang	Aek Phnum	Preaek Luong	Preaek Luong	2050401
Battambang	Aek Phnum	Preaek Luong	Sdei Kraom	2050403
Battambang	Aek Phnum	Preaek Luong	Rohal Suong	2050404
Battambang	Aek Phnum	Peam Aek	Doun Teav	2050501
Battambang	Aek Phnum	Peam Aek	Peam Aek	2050503
Battambang	Aek Phnum	Peam Aek	Kong Tum	2050504
Battambang	Moung Ruessei	Moung	Moung	2060110
Battambang	Moung Ruessei	Moung	Ta Tok Muoy	2060112
Battambang	Moung Ruessei	Moung	Ta Tok Pir	2060113
Battambang	Moung Ruessei	Kear	Ou Kriet	2060209
Battambang	Moung Ruessei	Kear	Ta Nak	2060211
Battambang	Moung Ruessei	Prey Svay	Cham Roa	2060302
Battambang	Moung Ruessei	Prey Svay	Phlov Bambaek	2060303
Battambang	Moung Ruessei	Prey Svay	Prey Preal	2060309
Battambang	Moung Ruessei	Chrey	Mreah Prov	2060504
Battambang	Moung Ruessei	Chrey	Chrey Cheung	2060507
Battambang	Moung Ruessei	Chrey	Chong Chamnay	2060508
Battambang	Moung Ruessei	Kakaoh	Kakaoh	2060705
Battambang	Moung Ruessei	Kakaoh	Srae Ou	2060706
Battambang	Moung Ruessei	Robas Mongkol	Koun Kaek Muoy	2060904
Battambang	Moung Ruessei	Robas Mongkol	Koun Kaek Pir	2060905
Battambang	Moung Ruessei	Robas Mongkol	Prey Prum Pir	2060909
Battambang	Rotonak Mondol	Sdau	Banang	2070101
Battambang	Rotonak Mondol	Sdau	Sdau	2070102
Battambang	Rotonak Mondol	Sdau	Chamkar Lamot	2070103
Battambang	Rotonak Mondol	Andaek Haeb	Andaek Haeb	2070201
Battambang	Rotonak Mondol	Andaek Haeb	Svay Chuor	2070202
Battambang	Rotonak Mondol	Andaek Haeb	Thma Prus	2070203
Battambang	Rotonak Mondol	Phlov Meas	Tuek Sab	2070303
Battambang	Rotonak Mondol	Phlov Meas	Chi Pang	2070304
Battambang	Rotonak Mondol	Phlov Meas	Ou Traeng	2070305
Battambang	Rotonak Mondol	Traeng	Kilou	2070401
Battambang	Rotonak Mondol	Traeng	Phcheav	2070402
Battambang	Rotonak Mondol	Traeng	Chea Montrei	2070403

Province	District	Commune	Village	Village GIS Code
Battambang	Sangkae	Anlong Vil	Beng	2080102
Battambang	Sangkae	Anlong Vil	Anlong Vil	2080103
Battambang	Sangkae	Anlong Vil	Ou Muni Muoy	2080104
Battambang	Sangkae	Norea	Norea Pir	2080202
Battambang	Sangkae	Norea	Balat	2080203
Battambang	Sangkae	Norea	Ta Kok	2080204
Battambang	Sangkae	Roka	Roka	2080404
Battambang	Sangkae	Roka	Ta Haen Muoy	2080405
Battambang	Sangkae	Roka	Ta Haen Pir	2080406
Battambang	Sangkae	Kampong Preah	Prey Chaek	2080501
Battambang	Sangkae	Kampong Preah	Panhaha	2080502
Battambang	Sangkae	Kampong Preah	Kralanh	2080503
Battambang	Sangkae	Kampong Pring	Thmei	2080604
Battambang	Sangkae	Kampong Pring	Os Tuk	2080605
Battambang	Sangkae	Ou Dambang Muoy	Voat Ta Moem	2080801
Battambang	Sangkae	Ou Dambang Muoy	Baoh Pou	2080802
Battambang	Sangkae	Ou Dambang Muoy	Ou Khcheay	2080803
Battambang	Sangkae	Ou Dambang Muoy	Ou Sralau	2080804
Battambang	Sangkae	Ou Dambang Pir	Ou Dambang	2080901
Battambang	Sangkae	Ou Dambang Pir	Svay Chrum	2080902
Battambang	Sangkae	Voat Ta Muem	Kampong Ampil	2081001
Battambang	Sangkae	Voat Ta Muem	Ou Sralau	2081003
Battambang	Sangkae	Voat Ta Muem	Ou Khcheay	2081004
Battambang	Sangkae	Voat Ta Muem	Anlong Lvea	2081006
Kampong Chhnang	Baribour	Anhchanh Rung	Anhchanh Rung	4010101
Kampong Chhnang	Baribour	Anhchanh Rung	Andoung Rovieng	4010102
Kampong Chhnang	Baribour	Chhnok Tru	Chhnok Tru	4010201
Kampong Chhnang	Baribour	Chhnok Tru	Kampong Preah	4010202
Kampong Chhnang	Baribour	Chhnok Tru	Seh Slab	4010203

Province	District	Commune	Village	Village GIS Code
Kampong Chhnang	Baribour	Khon Rang	Lbaeuk	4010404
Kampong Chhnang	Baribour	Khon Rang	Kansaeng	4010405
Kampong Chhnang	Baribour	Khon Rang	Popel	4010408
Kampong Chhnang	Baribour	Melum	Melum	4010603
Kampong Chhnang	Baribour	Melum	Kan Yuor	4010604
Kampong Chhnang	Baribour	Melum	Tuol Roka	4010605
Kampong Chhnang	Baribour	Ponley	Cheung Khnar	4011002
Kampong Chhnang	Baribour	Ponley	Kaev Lat	4011003
Kampong Chhnang	Baribour	Ponley	Svay Koy	4011004
Kampong Chhnang	Baribour	Trapeang Chan	Trapeang Chan	4011101
Kampong Chhnang	Baribour	Trapeang Chan	Kandal	4011102
Kampong Chhnang	Baribour	Trapeang Chan	Sanlang	4011103
Kampong Chhnang	Baribour	Trapeang Chan	Kbal Damrei	4011104
Kampong Chhnang	Kampong Chhnang	Phsar Chhnang	Chong Kaoh	4030103
Kampong Chhnang	Kampong Chhnang	Phsar Chhnang	Trapeang Bei	4030106
Kampong Chhnang	Kampong Chhnang	Phsar Chhnang	Kandal	4030108
Kampong Chhnang	Kampong Chhnang	Kampong Chhnang	Srae Pring	4030201
Kampong Chhnang	Kampong Chhnang	Kampong Chhnang	Damnak Popul	4030202
Kampong Chhnang	Kampong Chhnang	Kampong Chhnang	Kandal	4030204
Kampong Chhnang	Kampong Chhnang	Ph'er	Thommeak Yutt	4030302
Kampong Chhnang	Kampong Chhnang	Ph'er	Mong Barang	4030303
Kampong Chhnang	Kampong Chhnang	Ph'er	Khleang Prak	4030304
Kampong Chhnang	Kampong Chhnang	Khsam	Ti Muoy	4030401
Kampong Chhnang	Kampong Chhnang	Khsam	Ti Bei	4030403
Kampong Chhnang	Kampong Chhnang	Khsam	Ti Pram	4030405
Kampong Chhnang	Kampong Chhnang	Khsam	Ti Prampir	4030407

Province	District	Commune	Village	Village GIS Code
Kampong Chhnang	Kampong Leaeng	Chranouk	Ae Lech	4040103
Kampong Chhnang	Kampong Leaeng	Chranouk	Kandal	4040104
Kampong Chhnang	Kampong Leaeng	Dar	Dar	4040201
Kampong Chhnang	Kampong Leaeng	Dar	Thnal	4040202
Kampong Chhnang	Kampong Leaeng	Dar	Chrolong	4040203
Kampong Chhnang	Kampong Leaeng	Kampong hau	Kampong Boeng	4040301
Kampong Chhnang	Kampong Leaeng	Kampong hau	Kaeng Ta Sokh	4040302
Kampong Chhnang	Kampong Leaeng	Kampong hau	Tuor Rolum	4040303
Kampong Chhnang	Kampong Leaeng	Pou	Pou	4040501
Kampong Chhnang	Kampong Leaeng	Pou	Peam Tonlea	4040503
Kampong Chhnang	Kampong Leaeng	Pou	Thmei	4040504
Kampong Chhnang	Kampong Leaeng	Pou	Damnak Kakaoh	4040505
Kampong Chhnang	Kampong Leaeng	Svay Rumpear	Chambak Khpos	4040801
Kampong Chhnang	Kampong Leaeng	Svay Rumpear	Knong	4040802
Kampong Chhnang	Kampong Leaeng	Svay Rumpear	Lvea	4040804
Kampong Chhnang	Kampong Leaeng	Trangel	Trangel	4040901
Kampong Chhnang	Kampong Leaeng	Trangel	Trabaek	4040902
Kampong Chhnang	Rolea B'ier	Banteay Preal	Thma Reab	4060202
Kampong Chhnang	Rolea B'ier	Banteay Preal	Phlov Kou	4060203
Kampong Chhnang	Rolea B'ier	Banteay Preal	Ruessei Duoch	4060210
Kampong Chhnang	Rolea B'ier	Chrey Bak	Prey Kaoh	4060402
Kampong Chhnang	Rolea B'ier	Chrey Bak	Prey Puoch	4060403
Kampong Chhnang	Rolea B'ier	Chrey Bak	Thmei	4060404
Kampong Chhnang	Rolea B'ier	Krang Leav	Krang Leav	4060601
Kampong Chhnang	Rolea B'ier	Krang Leav	Thmei	4060602
Kampong Chhnang	Rolea B'ier	Krang Leav	Boeng Veang	4060605

Province	District	Commune	Village	Village GIS Code
Kampong Chhnang	Rolea B'ier	Krang Leav	Srae Veal	4060606
Kampong Chhnang	Rolea B'ier	Pongro	Khvet	4060702
Kampong Chhnang	Rolea B'ier	Pongro	Srang Khpos	4060703
Kampong Chhnang	Rolea B'ier	Pongro	Andoung Pou	4060707
Kampong Chhnang	Rolea B'ier	Pongro	Thmei	4060708
Kampong Chhnang	Rolea B'ier	Pongro	Thma Reab	4060711
Kampong Chhnang	Rolea B'ier	Prasneb	Prey Sampov	4060801
Kampong Chhnang	Rolea B'ier	Prasneb	Sang	4060803
Kampong Chhnang	Rolea B'ier	Prasneb	Srangam Ter	4060804
Kampong Chhnang	Rolea B'ier	Prey Mul	Prey Kraol	4060901
Kampong Chhnang	Rolea B'ier	Prey Mul	Prey Mul	4060902
Kampong Chhnang	Rolea B'ier	Prey Mul	Prachak	4060903
Kampong Chhnang	Rolea B'ier	Rolea B'ier	Prey Khmaer	4061002
Kampong Chhnang	Rolea B'ier	Rolea B'ier	Andoung Chroh	4061003
Kampong Chhnang	Rolea B'ier	Rolea B'ier	Chea Rov	4061004
Kampong Chhnang	Rolea B'ier	Svay Chrum	Knong	4061202
Kampong Chhnang	Rolea B'ier	Svay Chrum	Chanlaoh Ren	4061215
Kampong Chhnang	Rolea B'ier	Svay Chrum	Dambouk Kakaoh	4061216
Kampong Chhnang	Rolea B'ier	Svay Chrum	Trapeang Anhchanh	4061217
Kampong Chhnang	Sameakki Mean Chey	Khmar Chhmar	Voat	4070201
Kampong Chhnang	Sameakki Mean Chey	Khmar Chhmar	Thma Sa	4070205
Kampong Chhnang	Sameakki Mean Chey	Khmar Chhmar	Tradak Pong	4070207
Kampong Chhnang	Sameakki Mean Chey	Krang Lvea	Thnal	4070301
Kampong Chhnang	Sameakki Mean Chey	Krang Lvea	Tang Krong	4070306
Kampong Chhnang	Sameakki Mean Chey	Peam	Tang Poun	4070401
Kampong Chhnang	Sameakki Mean Chey	Peam	Krang Beng	4070406

Province	District	Commune	Village	Village GIS Code
Kampong Chhnang	Sameakki Mean Chey	Peam	Svay Kambet	4070407
Kampong Chhnang	Sameakki Mean Chey	Svay Chuk	Trapeang Mtes	4070704
Kampong Chhnang	Sameakki Mean Chey	Svay Chuk	Tang Krang	4070705
Kampong Chhnang	Sameakki Mean Chey	Svay Chuk	Krang Srama	4070706
Kampong Chhnang	Sameakki Mean Chey	Tbaeng Khpos	Veal Ta King	4070803
Kampong Chhnang	Sameakki Mean Chey	Tbaeng Khpos	Tbaeng Khpos	4070805
Kampong Chhnang	Sameakki Mean Chey	Thlok Vien	Srae Krau	4070902
Kampong Chhnang	Sameakki Mean Chey	Thlok Vien	Toap Baoh	4070906
Kampong Chhnang	Sameakki Mean Chey	Thlok Vien	Praklout	4070907
Pursat	Bakan	Boeng Bat Kandaol	Doung Chrum	15010101
Pursat	Bakan	Boeng Bat Kandaol	Samraong	15010102
Pursat	Bakan	Boeng Bat Kandaol	Tram Seh	15010103
Pursat	Bakan	Boeng Bat Kandaol	Ou	15010104
Pursat	Bakan	Boeng Bat Kandaol	Boeng Chhuk	15010110
Pursat	Bakan	Boeng Khnar	Rung	15010204
Pursat	Bakan	Boeng Khnar	Voat Chreae	15010205
Pursat	Bakan	Boeng Khnar	Preah Mlu	15010206
Pursat	Bakan	Khnar Totueng	Daeum Roka	15010301
Pursat	Bakan	Khnar Totueng	Krouch Saeuch	15010305
Pursat	Bakan	Khnar Totueng	Boeng Chhuk	15010307
Pursat	Bakan	Ou Ta Paong	Robaoh Reang	15010502
Pursat	Bakan	Ou Ta Paong	Chamkar Ou	15010503
Pursat	Bakan	Ou Ta Paong	Chamkar Khloy	15010504
Pursat	Bakan	Svay Doun Kaev	Tuol Samraong	15010801
Pursat	Bakan	Svay Doun Kaev	Svay Doun Kaev Ti Muoy	15010802
Pursat	Bakan	Svay Doun Kaev	Svay Doun Kaev Ti Pir	15010803
Pursat	Bakan	Trapeang Chong	Bakan	15011001
Pursat	Bakan	Trapeang Chong	Chamkar Ou	15011007

Province	District	Commune	Village	Village GIS Code
Pursat	Bakan	Trapeang Chong	Trapeang Chong	15011009
Pursat	Bakan	Trapeang Chong	Ou Rumchek	15011017
Pursat	Kandieng	Anlong Vil	Kampong Krabei	15020105
Pursat	Kandieng	Anlong Vil	Kanhcheu Bay Dach	15020107
Pursat	Kandieng	Anlong Vil	Preaek Ta Vong	15020109
Pursat	Kandieng	Anlong Vil	Preaek Ta Kong	15020110
Pursat	Kandieng	Anlong Vil	Boeng Chhuk	15020114
Pursat	Kandieng	Banteay Dei	Ou Ba Krang Kraom	15020202
Pursat	Kandieng	Banteay Dei	Ou Ba Krang Kandal	15020203
Pursat	Kandieng	Banteay Dei	Kaev Sovann Leu	15020204
Pursat	Kandieng	Kandieng	Sya	15020311
Pursat	Kandieng	Kandieng	Bangkoul	15020312
Pursat	Kandieng	Kandieng	Stueng Kraom	15020314
Pursat	Kandieng	Kandieng	Boeng Chhuk	15020317
Pursat	Kandieng	Kanhchor	Kanhchor	15020401
Pursat	Kandieng	Kanhchor	Boeng Kranh	15020402
Pursat	Kandieng	Kanhchor	Samraong	15020404
Pursat	Kandieng	Sya	Kampong Sambuor	15020801
Pursat	Kandieng	Sya	Sya	15020808
Pursat	Kandieng	Sya	Voat Lieb	15020812
Pursat	Kandieng	Veal	Pralay Thum	15020902
Pursat	Kandieng	Veal	Veal	15020903
Pursat	Kandieng	Veal	Pou Kambaor	15020904
Pursat	Kandieng	Veal	Kanhcheu Bay Dach	15020905
Pursat	Krakor	Anlong Tnaot	Tuol Mkak	15030105
Pursat	Krakor	Anlong Tnaot	Tonsay Kol	15030108
Pursat	Krakor	Anlong Tnaot	Khleang Moeang	15030109
Pursat	Krakor	Anlong Tnaot	Totueng	15030112
Pursat	Krakor	Kampong Pou	Chek Chau	15030601
Pursat	Krakor	Kampong Pou	Kampong La	15030603
Pursat	Krakor	Kampong Pou	Pou Robang	15030605
Pursat	Krakor	Kbal Trach	Totueng	15030701

Province	District	Commune	Village	Village GIS Code
Pursat	Krakor	Kbal Trach	Kampong Leu	15030707
Pursat	Krakor	Kbal Trach	Samraong	15030708
Pursat	Krakor	Ou Sandan	Krang Thum	15030802
Pursat	Krakor	Ou Sandan	Thnoeng	15030803
Pursat	Krakor	Ou Sandan	Puttream	15030804
Pursat	Krakor	Sna Ansa	Krang Veang	15030902
Pursat	Krakor	Sna Ansa	Beng	15030903
Pursat	Krakor	Sna Ansa	Veal Vong	15030905
Pursat	Krakor	Tnaot Chum	Bangkong Khmum	15031103
Pursat	Krakor	Tnaot Chum	Tram	15031107
Pursat	Krakor	Tnaot Chum	Choar Mkean	15031108
Pursat	Sampov Meas	Chamraeun Phal	Leav	15050101
Pursat	Sampov Meas	Chamraeun Phal	Ou Tong	15050103
Pursat	Sampov Meas	Chamraeun Phal	Svay Meas	15050107
Pursat	Sampov Meas	Lolok Sa	Preaek Sdei	15050302
Pursat	Sampov Meas	Lolok Sa	Lolok Sa	15050303
Pursat	Sampov Meas	Lolok Sa	Kaoh	15050304
Pursat	Sampov Meas	Phteah Prey	Peal Nheaek Pir	15050402
Pursat	Sampov Meas	Phteah Prey	Chamkar Chek Khang Cheung	15050405
Pursat	Sampov Meas	Phteah Prey	Chamkar Chek Khang Tbound	15050406
Pursat	Sampov Meas	Phteah Prey	Ou Sdau	15050407
Pursat	Sampov Meas	Prey Nhi	Bak Roteh	15050501
Pursat	Sampov Meas	Prey Nhi	Doung Chrum	15050502
Pursat	Sampov Meas	Prey Nhi	Pralay Thum	15050503
Pursat	Sampov Meas	Prey Nhi	Spean Thma	15050504
Pursat	Sampov Meas	Prey Nhi	Moan Chae	15050505
Pursat	Sampov Meas	Roleab	Tuol Mkak	15050603
Pursat	Sampov Meas	Roleab	Spean Thma	15050605
Pursat	Sampov Meas	Roleab	Stueng Touch	15050607
Pursat	Sampov Meas	Roleab	Thnal Chopon	15050611

Province	District	Commune	Village	Village GIS Code
Pursat	Sampov Meas	Svay at	Krang Pophleak	15050702
Pursat	Sampov Meas	Svay at	Svay At	15050704
Pursat	Sampov Meas	Svay at	Ou Sdau	15050705

Annex 4: Questionnaire for Citizens

**EU SPACE Multi-Level Citizen & Councilors Survey
Form 1 - Citizen Questionnaire**

Enumerator Name	Enumerator ID	Interview Venue
Date of Interview (date / month / year)		Time Start
Interviewee Name	Sex <input type="checkbox"/> Male=1 <input type="checkbox"/> Female=2	Age
Telephone		

SECTION 1: DEMOGRAPHIC QUESTIONS

DEM-1. Please tell me where you live:		[WRITE IN]
A.	Village Name	
B.	Commune/Sangkat Name	
C.	District / Municipality Name	
D.	Province Name	
E.	Village GIS CODE	

DEM-2. For how many years have you lived in this commune?.....

DEM-3. How many people live in your household (including you)?

DEM-4. How would you describe your position in your household? [READ LIST, CHOOSE ONE]		
A.	Head of household	1
B.	Spouse of head of household	2
C.	Blood relative of head of household	3
D.	Employee	4
E.	Non-family member (not paying rent)	5
F.	Lodger (paying rent)	6
G.	Other	7

DEM-5. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4

DEM-6. What is the level of your schooling?[DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary or vocational school	4

E.	Complete secondary or vocational school	5
F.	Incomplete high school	6
G.	Complete high school	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10

DEM-7. What is your personal main occupation?[DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing (catch wild fish)	3
D.	Collect forest products or other common property resources	4
E.	Small business (meaning any non-farm business activity that does not employ anybody who is not a family member)	5
F.	Business (meaning any non-farm business activity with at least one employee who is not a family member)	6
G.	Work for somebody else (meaning any kind of non-farm work for a private employer)	7
H.	Work for an NGO	8
I.	Civil servant	9
J.	Police or soldier	10
K.	Homecare	12
L.	Student	13
M.	Retired	14
N.	Disabled	15
O.	Unemployed	16
P.	Other (specify)_____	17

DEM-8. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Farming, fishing, collecting forest products etc.	1
B.	Profit from business (any kind except farming)	2
C.	Paid work from any employer except the government	3
D.	Salary from government	4
E.	Rent land or houses	5
F.	Lend money for interest	6
G.	Remittances (money sent by relatives)	7
H.	Others.....	8

DEM-9. Does your family own any of the following:		Yes	No
A.	Motorized transport	1	2
B.	Television	1	2
C.	Radio	1	2
D.	Telephone (landline or mobile)	1	2

DEM-10. In general, how do you rate your family's living conditions compared to those of an average family in the Commune / Sangkat where you live? [READ LIST, CHOOSE ONE]		
A.	Much Worse	1
B.	Worse	2
C.	Same	3
D.	Better	4
E.	Much Better	5

SECTION 2: PERFORMANCE

PER-1. Please tell me the three most important things you think the District /Municipal Council can do to improve the lives of the citizens, starting with the most important [WRITE IN]	
Priority	Action
1	
2	
3	

PER-2. Please tell me the three most important things you think the Commune / Sangkat Council can do to improve the lives of the citizens, starting with the most important [WRITE IN]	
Priority	Action
1	
2	
3	

PER-3. Do you feel that the District and Commune Councils are helpful at solving problems for people like you? [READ OPTIONS AND CHOOSE ONE FOR THE COMMUNE / SANGKAT AND ONE FOR THE DISTRICT / MUNICIPALITY]			
		District	Commune
A.	Very responsive (solve problems very quickly)	5	5
B.	Somewhat responsive (sometimes solve problems quickly)	4	4
C.	Neutral	3	3
D.	Somewhat unresponsive (do not always solve problems quickly)	2	2
E.	Very unresponsive (do not solve problems quickly)	1	1
F.	Don't know / No Response	99	99

PER-4. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The Commune/Sangkat Council has the same priorities for the community that you do	1	2	3	4	5
B.	The District/Municipal Council has the same priorities for the community by that you do.	1	2	3	4	5
C.	The Commune / Sangkat Council use its resources wisely to help the people.	1	2	3	4	5
D.	If the Councils (District/Municipality or Commune/Sangkat) were given the authority to raise revenues through fees, they would waste the money or just use it to benefit themselves	1	2	3	4	5

PER-5. How do you rate the performance of the Commune/Sangkat Council on each of the following issues [CHOOSE ONE ON EACH LINE]		Very Bad	Bad	Average	Good	Very good
A.	Road construction	1	2	3	4	5
B.	Irrigation construction	1	2	3	4	5
C.	Planning	1	2	3	4	5
D.	Addressing the needs of poor people	1	2	3	4	5
E.	Addressing problems involving youth	1	2	3	4	5
F.	Addressing women's issues	1	2	3	4	5
G.	Improving hygiene and sanitation	1	2	3	4	5
H.	Dispute mediation/conflict resolution	1	2	3	4	5
I.	Education	1	2	3	4	5
J.	Water Supply	1	2	3	4	5
K.	Public security	1	2	3	4	5
L.	Assisting individual citizens to solve their problems	1	2	3	4	5
M.	Solid Waste	1	2	3	4	5
N.	Health clinics	1	2	3	4	5
O.	Support to agriculture	1	2	3	4	5
P.	Register births, marriages and death	1	2	3	4	5
Q.	Addressing the needs of ethnic minority groups	1	2	3	4	5
R.	Addressing the needs of disable people	1	2	3	4	5

PER-6. How do you rate the performance of the District / Municipal Council on each of the following issues [CHOOSE ONE ON EACH LINE]		Very Bad	Bad	Average	Good	Very good	DK/NR
A.	Road construction	1	2	3	4	5	99
B.	Irrigation construction	1	2	3	4	5	99
C.	Planning	1	2	3	4	5	99
D.	Addressing the needs of poor people	1	2	3	4	5	99
E.	Addressing problems involving youth	1	2	3	4	5	99
F.	Addressing women's issues	1	2	3	4	5	99
G.	Improving hygiene and sanitation	1	2	3	4	5	99
H.	Dispute mediation/conflict resolution	1	2	3	4	5	99
I.	Education	1	2	3	4	5	99
J.	Water Supply	1	2	3	4	5	99
K.	Public security	1	2	3	4	5	99
L.	Assisting individual citizens to solve their problems	1	2	3	4	5	99
M.	Solid Waste	1	2	3	4	5	99
N.	Health clinics	1	2	3	4	5	99
O.	Support to agriculture	1	2	3	4	5	99
P.	Register births, marriages and death	1	2	3	4	5	99
Q.	Addressing the needs of ethnic minority groups	1	2	3	4	5	99
R.	Addressing the needs of disable people	1	2	3	4	5	99

SECTION 3: CIVIC ENGAGEMENT

CIV-1. During the past year, have any of the following persons <u>contacted you</u> to get your views about some important problem? [CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Often	Very Often
A.	Commune Council member	1	2	3	4	5
B.	District Council Member	1	2	3	4	5

CIV-2. During the past year, how often have you gone to talk to any of the following persons about some problem or to give them your views? [CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Often	Very Often
A.	Commune Council member	1	2	3	4	5
B.	District Council Member	1	2	3	4	5

CIV-3. When you last contacted a Councilor during the last year, were you satisfied with the response you received? [CHOOSE ONE ON EACH LINE]		Never contacted	Completely dissatisfied	Some-what dissatisfied	Neutral	Some-what satisfied	Completely satisfied
A.	Commune Council member	0	1	2	3	4	5
B.	District Council Member	0	1	2	3	4	5

CIV-4. If you contacted a Commune Council member last year, was the main reason to: [CHOOSE ONE IN EACH LINE]		Never contacted	Not a reason	Reason Once	Reason More than Once	Reason Often	Reason Very Often
A.	Tell them about your own personal problems?	0	1	2	3	4	5
B.	Tell them about a community or public problem?	0	1	2	3	4	5
C.	Give them your view on some political issue?	0	1	2	3	4	5
D.	Ask them to help solve a dispute?	0	1	2	3	4	5
E.	Something else?	0	1	2	3	4	5

CIV-5. If you contacted a District Council member last year, was the main reason to: [CHOOSE ONE IN EACH LINE]		Never contacted	Not a reason	Reason Once	Reason More than Once	Reason Often	Reason Very Often
A.	Tell them about your own personal problems?	0	1	2	3	4	5
B.	Tell them about a community or public problem?	0	1	2	3	4	5
C.	Give them your view on some political issue?	0	1	2	3	4	5
D.	Ask them to help solve a dispute?	0	1	2	3	4	5
E.	Something else?	0	1	2	3	4	5

CIV-6. When you want to talk to a person in a position of authority, who are you most likely to talk to? Please tell me who you would be most likely to contact in each of the following cases.[WRITE IN]			
Type of Problem		Person you would be most likely to talk to	DK / NR
A.	When you have a personal problem or a problem in your household		99
B.	When you have a dispute with a neighbour, for example about land		99
C.	When you have an idea for a development project to help the people in your village		99

CIV-7. During the past year have you personally attended any of the following kinds of meeting?		Never Attend	Attend Once	Attend More than once	Attend Often	Attend All
A	Attended a regular monthly meeting of the Commune/Sangkat Council at the Commune/Sangkat Office?	1	2	3	4	5
B	Attended another kind of meeting organised by the Commune/Sangkat Council at the Commune/Sangkat Office	1	2	3	4	5
C	Attended a meeting organised by the Commune/Sangkat Council in your village to talk about planning	1	2	3	4	5
D	Attended another kind of meeting in your village where Commune/Sangkat Councilors were present?	1	2	3	4	5

CIV-8. IF YOU SPOKE in the meeting, please answer the following questions.		SD	SWD	DK	SWA	SA
A.	It was easy for you to get an opportunity to speak in the meeting	1	2	3	4	5
B.	The other people in the meeting listened respectfully to what you said	1	2	3	4	5
C.	The leaders listened respectfully to what you said	1	2	3	4	5
D.	[DO NOT READ] Not applicable (went to meetings but did not speak)					6
E.	[DO NOT READ] Not applicable (did not go to any meetings)					7

CIV-9. IF YOU DID NOT SPEAK in the meeting, please answer the following questions		SD	SWD	DK	SWA	SA
A.	You would have liked to say something but you were afraid to speak	1	2	3	4	5
B.	You would have liked to say something but you could not get an opportunity (the facilitator did not give you an opportunity to speak)	1	2	3	4	5
C.	You did not say anything because there was no need to say anything.	1	2	3	4	5
D.	Other people like you spoke in the meeting.	1	2	3	4	5
E.	When other people like you spoke in the meeting the leaders listened carefully	1	2	3	4	5
F.	[DO NOT READ] Not applicable (went to meetings and spoke)					6
G.	[DO NOT READ] Not applicable (did not go to any meetings)					7

CIV-10. Last time you went to a planning meeting, what was the most important reason why you personally went to the meeting?		
[WRITE IN]		
A.		
B.	[DO NOT READ] Not applicable (did not go to any meetings)	0

CIV-11. Thinking about the last meeting you went to, do you agree or disagree with each of the following statements : [CHOOSE ONE ON EACH LINE]		Never Attended	SD	SWD	DK	SWA	SA
A.	The meeting was useful because you learned about Commune/Sangkat Council activities	0	1	2	3	4	5
B.	The meeting was useful because you were able to tell the Commune/Sangkat Council about your needs	0	1	2	3	4	5
C.	You enjoyed attending the meeting.	0	1	2	3	4	5
D.	The meeting was held at the most convenient time of day for you to attend.	0	1	2	3	4	5
E.	The issues that were discussed at the meeting were important to you and your family	0	1	2	3	4	5
F.	You would have liked the meeting to talk about some other issues that were not discussed	0	1	2	3	4	5
G.	You agreed with the decisions taken at the meeting	0	1	2	3	4	5

CIV-12. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	People like you are free to say what they think about any problem, including politics, without fear.	1	2	3	4	5
B.	People like you can join any organization they like without fear.	1	2	3	4	5
C.	People like you can join any Political party they like without fear.	1	2	3	4	5

CIV-13. A community organisation means any kind of organisation that is not part of the government and that ordinary people in the community can join and participate in. Please tell me whether you are either a leader or a member of any kind of community organisation. For each organisation you are a leader or member of, please say how many months since you last joined any activity of the organisation. [WRITE IN AS MANY AS APPLY]				
	TYPE OF ORGANISATION	Official Leader	Member or Participant	Months since last activity
A.				
B.				
C.				
D.	[Not a member of any CSO]			0

CIV-14. Please tell me whether you agree or disagree with the following statements about the relationship between the Commune Council and the community organisation you are (most) active in [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The community organisation works actively and very closely with the Commune Council	1	2	3	4	5
B.	The quality of cooperation between the community organisation and the Commune Council is very good	1	2	3	4	5
C.	The community organisation works actively and very closely with the District Council	1	2	3	4	5
D.	The quality of cooperation between the community organisation and the District Council is very good	1	2	3	4	5
E.	[DO NOT READ] Not applicable (not active in any organisation)					6

CIV-15. Do you agree or disagree with the following statements about the reasons why people participate in activities of community organisations? [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	People participate in community organisations because they hope they will get some money benefit	1	2	3	4	5

	for themselves.					
B.	People participate in community organisations because they want to help themselves and other people together	1	2	3	4	5
C.	People participate in community organisations to help other people who are poorer or less fortunate than themselves.	1	2	3	4	5
D.	People participate in community organisations because will get more respect in their community	1	2	3	4	5
E.	People participate in community organisations because they are told to by their leaders.	1	2	3	4	5

CIV-16. Out of the following types of group, which one do you think understands best about the needs of people like you?		
[READ LIST AND CHOOSE ONE]		
A.	Commune Council	1
B.	Village elders/ village chief	2
C.	Community organisation	3
D.	District Council	4
E.	NGO (an organisation that helps the people but does not have ordinary people as members)	5

CIV-17. Out of the following types of group, which one do you think is most effective at responding to the needs of people like you?		
[READ LIST AND CHOOSE ONE]		
A.	Commune Council	1
B.	Village elders/ village chief	2
C.	District Council	3
D.	Community organization	4
E.	NGO (an organisation that helps the people but does not have ordinary people as members)	5

SECTION 4: ACCOUNTABILITY

ACC-1. About Commune/Sangkat Elections		Yes	Don't Know	No
A.	The last election for Commune Councilors was held in 2007. Did you vote in that election?	1	2	3
B.	The District Councilors were elected by the Commune Councilors in 2008. Do you think it would be better if citizens could vote for District Councilors directly?	1	2	3
C.	The next election for Commune Councilors will be held in 2012. Is it important for you personally to be able to vote in that election?	1	2	3

ACC-2. Here are some features of democracy. Please tell me if these features of democracy is important to you [CHOOSE ONE ON EACH LINE]		Not important	Some what Not Important	Don't Know	Some what Important	Very important
A.	Government elected by the people	1	2	3	4	5
B.	Freedom to participate and empowerment in decision making	1	2	3	4	5
C.	Reduced income gap between rich and poor and increased ownership by poor	1	2	3	4	5
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	1	2	3	4	5
E.	Respect for human rights and equal opportunity in competition for education and jobs	1	2	3	4	5

ACC-3. If citizens think that the local authorities are not providing a good service, how can they make a complaint? [DO NOT READ, TICK ALL THAT APPLIES]		Yes	No Response
A.	Complain to the village chief	1	0
B.	Complain to the Commune/Sangkat Chief	1	0
C.	Complain to the District/Municipal Governor	1	0
D.	Complain to the Provincial authority	1	0
E.	Vote for a different political party next election	1	0
F.	Tell a newspaper journalist about the problem.	1	0
G.	Join a political party	1	0
H.	Join a CBO to work with the CC for improvements	1	0
I.	Join a group of citizens to protest	1	0
J.	Write a complaint in Accountability Box	1	0
K.	Report to Provincial Accountability Working Group	1	0
L.	Report to Anti-Corruption Unit	1	0
M.	Other:	1	0

ACC-4. Last year, did you ever feel the need to make a complaint about the delivery of services by local authorities? Yes=1 No=2

ACC-5. If yes, did you make the complaint and how?[DO NOT READ, TICK ALL THAT APPLIES]		Did not feel need to make complaint	Used	Did not Use
A.	Complain to the village chief	0	1	2
B.	Complain to the Commune/Sangkat Chief	0	1	2
C.	Complain to the District/Municipal Governor	0	1	2

D.	Complain to the Provincial authority	0	1	2
E.	Vote for a different political party next election	0	1	2
F.	Tell a newspaper journalist about the problem.	0	1	2
G.	Join a political party	0	1	2
H.	Join a CBO to work with the CC for improvements	0	1	2
I.	Join a group of citizens to protest	0	1	2
J.	Write a complaint in Accountability Box	0	1	2
K.	Report to Provincial Accountability Working Group	0	1	2
L.	Report to Anti-Corruption Unit	0	1	2
M.	Other:	0	1	2

ACC-6. In general, how accountable is the Commune/Sangkat Council and District/Municipal Council to Citizens?

	Not Accountable	Somewhat Not Accountable	DK	Somewhat Accountable	Very Accountable
A. Commune/Sangkat	1	2	3	4	5
B. District/Municipal	1	2	3	4	5

SECTION 5: TRANSPARENCY & REPORTING

TRA-1. About the Commune/Sangkat and District / Municipality Councils [CHOOSE ONE ON EACH LINE]		Definitely don't know	Mostly don't know	Average	Mostly know	Definitely know
A.	How many Commune Councilors there are in your commune	1	2	3	4	5
B.	Where any Commune Councilor lives	1	2	3	4	5
C.	How often the Commune Council meets	1	2	3	4	5
D.	The name of any Commune Councilor	1	2	3	4	5
E.	How much money the Commune Council spent on development projects last year	1	2	3	4	5
F.	How the District Council is elected	1	2	3	4	5
G.	The name of any District Councilor	1	2	3	4	5
H.	What development project the Commune Council implemented last year?	1	2	3	4	5
I.	Last time you contributed money to a development project, do you know what the money was used for?	1	2	3	4	5
J.	How much money was in the Commune/Sangkat fund last year?	1	2	3	4	5

	Definitely No	SW No	DK	SW Yes	Definitely Yes
TRA-2. Do you think the Commune/Sangkat Council uses its funds on the right issues?	1	2	3	4	5

TRA-3. Have you ever tried to find more information about the business of the Commune Council?

Yes=1 No=2

TRA-4. If yes, what sort of information?		
A.	Type of information [WRITE IN]:	
B:	Never tried	0

TRA-5. If yes, how did you try to get information? (Give most recent example)		
A.	Means of trying to find information [WRITE IN]	
B:	Never tried	0

TRA-6. Did you get the information you wanted? [CHOOSE ONE]		
A.	Got all the information you wanted	5
B.	Got most of the information you wanted	4
C.	Got some of the information you wanted	3
D.	Did not get much information you wanted	2
E.	Did not get any information you wanted	1
F.	Never Tried	0

TRA-7. How do you find out information about the activities, decisions, budget and performance of the Commune/Sangkat Council in 2010?		Never	Once	More than Once	Often	Very Often
[CHOOSE ONE ON EACH LINE]						
A.	Commune/Sangkat Council member	1	2	3	4	5
B.	Village chief	1	2	3	4	5
C.	Public announcement (loudspeaker)	1	2	3	4	5
D.	CBO/NGO	1	2	3	4	5
E.	Commune notice board	1	2	3	4	5
F.	Village notice board	1	2	3	4	5
G.	Political party	1	2	3	4	5

H.	Teacher	1	2	3	4	5
I.	Friend	1	2	3	4	5
J.	Family member	1	2	3	4	5
K.	Media (newspaper, television, radio)	1	2	3	4	5
L.	Other: (specify)	1	2	3	4	5

TRA-8. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	You personally have the right to know when the Commune/Sangkat Council will meet	1	2	3	4	5
B.	You personally have the right to know what the Commune/Sangkat Council will talk about	1	2	3	4	5
C.	You personally have the right to know what the Commune/Sangkat Council has decided	1	2	3	4	5
D.	You personally have the right to know how much money the Commune/Sangkat Council received, and how it spent the money?	1	2	3	4	5
E.	You personally have the right to attend a meeting of the Commune/Sangkat Council even without an invitation	1	2	3	4	5
F.	You personally have the right to go to the Commune/Sangkat Office and look at documents they keep there, for example the Commune/Sangkat Plan or the Commune Budget?	1	2	3	4	5

TRA-9. Think about the last time you went to the <u>Commune/Sangkat</u> Office for a service (for example, registering a birth or marriage, registering a land sale etc), how did you know the correct price for the service you received at the Commune/Sangkat Office?		No	Yes
A.	There was a list of prices clearly displayed on a notice board where I could see it.	0	1
B.	When I asked about the price I was shown a written price list (either on a notice board or on paper)	0	1
C.	The Commune/Sangkat clerk or one of the Councilors told me the correct price.	0	1
D.	I knew the correct price because I heard it from other people who used the same service	0	1
E.	Other (Specify)	0	1
F.	Don't know correct price	2	
G.	Never went to commune office	99	

TRA-10. For the services at the Commune/Sangkat Office above, what rate of expense did you pay compared with the correct price?[CHOOSE ONE]		
A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Never went to commune office / No Answer	99

TRA-11. Think about the last time you went to the <u>District/Municipal Office</u> for a service (for example, registering a land sale), how did you know the correct price for the service you received at the District/Municipal Office?			No	Yes
A.	There was a list of prices clearly displayed on a notice board where I could see it.	0	1	
B.	When I asked about the price I was shown a written price list (either on a notice board or on paper)	0	1	
C.	The District/Municipal officials told me the correct price.	0	1	
D.	I knew the correct price because I heard it from other people who used the same service	0	1	
E.	Other (Specify)	0	1	
F.	Don't know correct price	2		
G.	Never went to District office / No Answer	99		

TRA-12. For the services at the District/Municipal Office, what rate of expense for the services you paid compared with the correct price? [CHOOSE ONE]		
A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Never went to District office / No Answer	99

QUESTIONS FOR INTERVIEWER: (COMPLETE AFTER INTERVIEW)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:			
		Yes	No
A.	Did the respondent check with others for information to answer any question?	1	0
B.	Do you think anyone influenced the respondent's answers during the interview?	1	0
C.	Were you approached by any community and/or political party representatives?	1	0
D.	Did you feel threatened during or after the interview?	1	0
E.	Other problem encountered: (list)	1	0

Time Ended: _____

Annex 5: Questionnaire for Commune Councilors

**EU SPACE Multi-Level Citizen & Councilors Survey
Form 2 - Commune / Sangkat Councilor Questionnaire**

Enumerator Name	Enumerator ID	Interview Venue	
Date of Interview (date / month / year)		Time Start	Time End
Interviewee Name	Sex <input type="checkbox"/> Male=1 <input type="checkbox"/> Female=2		Age
Position on Council <input type="checkbox"/> 1. Chief <input type="checkbox"/> 2. Deputy Chief <input type="checkbox"/> 3. Secretary <input type="checkbox"/> 4. Treasurer <input type="checkbox"/> 5. Other: Specify_____			
Telephone			

SECTION 1: DEMOGRAPHIC QUESTIONS

DEM-1. Please tell me where you live:	[WRITE IN]
A. Village Name	
B. Commune/Sangkat Name	
C. District / Municipality Name	
D. Province Name	
E. Village GIS CODE	

DEM-2. For how many years have you lived in the commune/sangkat where you live now?
.....

DEM-3. How many people live in your household (including you)?

DEM-4. How would you describe your position in your household? [READ LIST, CHOOSE ONE]		
A.	Head of household	1
B.	Spouse of head of household	2
C.	Blood relative of head of household	3
D.	Employee	4
E.	Non-family member (not paying rent)	5
F.	Lodger (paying rent)	6
G.	Other	7

DEM-5. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4

DEM-6. What is the level of your schooling?[DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary or vocational school	4
E.	Complete secondary or vocational school	5
F.	Incomplete high school	6
G.	Complete high school	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10

DEM-7. What is your personal main occupation?[DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing (catch wild fish)	3
D.	Collect forest products or other common property resources	4
E.	Small business (meaning any non-farm business activity that does not employ anybody who is not a family member)	5
F.	Business (meaning any non-farm business activity with at least one employee who is not a family member)	6
G.	Work for somebody else (meaning any kind of non-farm work for a private employer)	7
H.	Work for an NGO	8
I.	Civil servant	9
J.	Police or soldier	10
K.	District / Municipality or Commune / Sangkat Councilor	11
L.	Homecare	12
M.	Student	13
N.	Retired	14
O.	Disabled	15
P.	Unemployed	16
Q.	Other (specify)_____	17

DEM-8. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Farming, fishing, collecting forest products etc.	1
B.	Profit from business (any kind except farming)	2
C.	Paid work from any employer except the government	3
D.	Salary from government	4
E.	Rent land or houses	5
F.	Lend money for interest	6
G.	Remittances (money sent by relatives)	7
H.	Others (Specify):	8

DEM-9. Does your family own any of the following:		Yes	No
A.	Motorized transport	1	2
B.	Television	1	2
C.	Radio	1	2
D.	Telephone (landline or mobile)	1	2

DEM-10. In general, how do you rate your family's living conditions compared to those of an average family in the commune / sangkat where you live? [READ LIST, CHOOSE ONE]		
A.	Much Worse	1
B.	Worse	2
C.	Same	3
D.	Better	4
E.	Much Better	5

SECTION 2: COMMUNE / SANGKAT COUNCIL

CC-1. What year did you first become a member of the Commune/Sangkat Council?.....

CC-2. What was your occupation before that [DO NOT READ LIST, CHOOSE ONE]		
A.	Government official in this District	1
B.	Government official in another District	2
C.	Farmer	3
D.	Business	4
E.	Private sector work	5
F.	Others.....	6

CC-3. [IF THE COUNCILOR IS A WOMAN] Are you a member of the Commune/Sangkat Women and Children Committee? 1. YES 2. NO

CC-4. From which party list were you elected?		
A.	CPP	1
B.	FUNCINPEC	2
C.	SRP	3
D.	NRP	4
E.	Other (specify)	5

SECTION 3: PERFORMANCE

PER-1. I am going to read you five statements about the role of the Commune/Sangkat Council. Please tell me if you think these roles are important. [SELECT ONE FOR EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest Importance
A.	Identify the most important needs of the citizens and get help to meet those needs from the district / municipal level	1	2	3	4	5
B.	Help individual citizens to solve their problems	1	2	3	4	5
C.	Use the Commune-Sangkat Budget to deliver a range of different services to the citizens	1	2	3	4	5
D.	Use the Commune-Sangkat Budget to construct infrastructure project each year	1	2	3	4	5
E.	Maintain good order and security in the commune / sangkat and reporting to the higher level about any problems	1	2	3	4	5

PER-2. The following is a list of local services. For each service, I would like you to tell me the extent to which the service is the responsibility of the Commune Council, and the District Council. [CHOOSE ONE FOR COMMUNE AND ONE FOR DISTRICT ON EACH ROW] 1=DEFINITELY NOT RESPONSIBLE, 2=SOMEWHAT NOT RESPONSIBLE, 3=NEUTRAL/UNSURE, 4=SOMEWHAT RESPONSIBLE, 5=DEFINITELY RESPONSIBLE													
SERVICE		COMMUNE/SANGKAT COUNCIL						DISTRICT / MUNICIPALITY COUNCIL					
		1	2	3	4	5	DK / NR	1	2	3	4	5	DK / NR
A.	Solid Waste Disposal						99						99
B.	Repair the roads						99						99
C.	Clean water supplies						99						99
D.	Primary Schools						99						99
E.	Services for women and children						99						99
F.	Health Clinics						99						99
G.	Improve the livelihoods of the people						99						99
H.	Help poor people						99						99
I.	Solve problems for individual people						99						99
J.	Register births, marriages and deaths						99						99

K.	Keep good order						99					99
L.	Make development plans						99					99

	Yes	No	Don't know
PER-3. For services that overlap between Commune/Sangkat Council and District/Municipal Council, ever have any conflicts?	1	2	99
PER-4. Were these conflicts resolved?	1	2	99

PER-5. The following is a list of different types of services that the Commune/Sangkat might not have the capacity to provide without assistance. Suppose that each service is a priority in the Commune/Sangkat Development Plan. What would be the most likely way the Commune / Sangkat could find help to provide this service? [CHOOSE ONE ON EACH LINE]

Type of Service	Generous People	District Governor	District Council	Line Department or Technical Office	NGO	Don't know / NR
A. Solid Waste Disposal	1	2	3	4	5	99
B. Repair the roads	1	2	3	4	5	99
C. Clean water supplies	1	2	3	4	5	99
D. Primary Schools	1	2	3	4	5	99
E. Health Clinics	1	2	3	4	5	99
F. Improve the livelihoods of the people	1	2	3	4	5	99
G. Help poor people	1	2	3	4	5	99
H. Solve problems for individual people	1	2	3	4	5	99
I. Register births, marriages and deaths	1	2	3	4	5	99
J. Keep good order	1	2	3	4	5	99

PER-6. Please tell me the three most important things you think citizens want the Commune / Sangkat Council to do to improve the lives of the citizens
[WRITE IN]

Priority	Action
1	
2	
3	

PER-7. The following five statements are about the needs of special groups such as poor or disabled people. Which statement do you agree with most? [CHOOSE ONE IN EACH COLUMN]		Women	Young People	Ethnic Minorities	Poor people	Disabled People
A.	This group has <u>no special needs</u> that are different from the needs of the whole community	1	1	1	1	1
B.	This group has special needs, but the Council has to use its resources to help all the people. It <u>cannot do anything to help</u> this group.	2	2	2	2	2
C.	This group has special needs and the Council <u>tries to find help</u> for this group from line agencies, NGOs and generous people.	3	3	3	3	3
D.	The Council <u>tries hard to help</u> this group but is not a priority for using Council budget.	4	4	4	4	4
E.	Helping this group is a <u>priority</u> use for the Council budget.	5	5	5	5	5

PER-8. How do you think citizens rate the performance of the Commune/Sangkat Council on each of the following issues [CHOOSE ONE ON EACH LINE]		Bad	Not so Good	Average	Good	Very good
A.	Road construction	1	2	3	4	5
B.	Irrigation construction	1	2	3	4	5
C.	Planning	1	2	3	4	5
D.	Addressing the needs of the poor	1	2	3	4	5
E.	Addressing problems involving youth	1	2	3	4	5
F.	Addressing women's issues	1	2	3	4	5
G.	Improving hygiene and sanitation	1	2	3	4	5
H.	Dispute mediation/conflict resolution	1	2	3	4	5
I.	Education	1	2	3	4	5
J.	Water Supply	1	2	3	4	5
K.	Public security	1	2	3	4	5
L.	Assisting individual citizens to solve their problems	1	2	3	4	5

	Number	DK/NR
PER-9. How many projects/services did the Commune/Sangkat contract out to private business and/or NGOs last year?		99
PER-10. How many of these contracts were given through competitive bidding?		99

SECTION 4: CIVIC ENGAGEMENT

CIV-1. Please tell me if the following source is important to you for getting information about the situation in the Commune / Sangkat. [CHOOSE ONE IN EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	Talking to ordinary citizens one to one as part of your work as a councilor	1	2	3	4	5
B.	Talking to vulnerable and underrepresented groups one to one as part of your work as a councilor	1	2	3	4	5
C.	Talking to village chiefs and to educated people (e.g. religious leaders, teachers, NGO leaders and staff, technical department officials)	1	2	3	4	5
D.	Studying data and reports	1	2	3	4	5
E.	Village meetings or other types of meeting with citizens	1	2	3	4	5

CIV-2. When you talk to citizens as part of your job as a Commune/Sangkat Councilor, where do these conversation most frequently take place? : [READ OUT OPTIONS AND CHOOSE ONE OR TWO OPTIONS]		
A.	Your home	1
B.	Home of citizen	2
C.	Village meeting	3
D.	Commune / Sangkat Council Office	4
E.	Pagoda	7
F.	Market	8
G.	Other: (specify)	9

CIV-3. Last year, what types of events did the Commune/Sangkat Council organize for citizens to voice their interests and concerns on development priorities and public services? If yes, how many times?[READ OUT OPTIONS]		
Type of Events		Times
A.	Village Meetings	
B.	Public Forums	
C.	Other: Specify:	
D.	None, did not organize any such events	

CIV-4. Please tell me if the following inputs influence the contents of the Commune Development Plan [CHOOSE ONE ON EACH LINE]		No Influence	Low Influence	Medium Influence	High Influence	Highest Influence
A.	The data in the Commune/Sangkat Profile	1	2	3	4	5
B.	Advice from the technical officials in Provincial technical departments or District technical offices	1	2	3	4	5
C.	The ideas contributed by ordinary citizens in village meetings	1	2	3	4	5
D.	Advice from the District Governor	1	2	3	4	5
E.	The ideas of the Commune Chief and Commune / Sangkat Councilors who have been elected to represent the people because of their experience	1	2	3	4	5

CIV-5. Please tell me whether you agree or disagree with the following statements about village meetings [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Village meetings are an important opportunity for the Commune/Sangkat Council to inform citizens about the business of the council	1	2	3	4	5
B.	Village meetings are an important opportunity for Councilors to learn about the problems faced by the people in the commune/sangkat	1	2	3	4	5
C.	Even if there were no village meetings, the Commune/sangkat Council could still choose the best development projects for the commune/sangkat.	1	2	3	4	5
D.	If people see the councilors often and know that the councilors are working hard for them, they will likely vote for the same councilors at the next election	1	2	3	4	5

CIV-6. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Citizens in your Commune / Sangkat are free to say what they think about any problem, including politics, without fear.	1	2	3	4	5
B.	Citizens in your Commune / Sangkat can join any organization they like without fear.	1	2	3	4	5
C.	Citizens in your Commune / Sangkat can join any Political party they like without fear.	1	2	3	4	5

CIV-7. Please tell me whether you agree or disagree with the following statements about the relationship between the Commune / Sangkat Council and the community organizations		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	The community-based organisation works actively and very closely with the Commune / Sangkat Council	1	2	3	4	5
B.	The quality of cooperation between the community-based organisation and the Commune / Sangkat Council is very good	1	2	3	4	5
C.	NGOs works actively and very closely with the Commune / Sangkat Council	1	2	3	4	5
D.	The quality of cooperation between NGOs and the Commune / Sangkat Council is very good	1	2	3	4	5

CIV-8. The following is a list of statements about the role of <u>community-based organization</u>. Please tell me whether you agree, or disagree with each of these statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	They act as a bridge, bringing useful information on development issues and needs from the citizens to the Commune/Sangkat Council and vice-versa.	1	2	3	4	5
B.	They are of not much help to the Commune/Sangkat Council, as they lack good governance and transparency	1	2	3	4	5
C.	They provide services or support that cannot be obtained from line departments;	1	2	3	4	5
D.	We always invite them to meetings.	1	2	3	4	5
E.	They usually attend meetings when invited.	1	2	3	4	5
F.	They are not much help to the citizens in the commune/sangkat as they are not useful in addressing community problems.	1	2	3	4	5
G.	They are not useful in securing additional resources (finance and human) for the commune/sangkat.	1	2	3	4	5

CIV-9. The following is a list of statements about the role of NGOs Please tell me whether you agree, or disagree with each of these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	They act as a bridge, bringing useful information on development issues and needs from the citizens to the Commune/Sangkat Council and vice-versa.	1	2	3	4	5
B.	They are of not much help to the Commune/Sangkat Council, as they lack good governance and transparency	1	2	3	4	5
C.	They provide services or support that cannot be obtained from line departments;	1	2	3	4	5
D.	We always invite them to meetings.	1	2	3	4	5
E.	They usually attend meetings when invited.	1	2	3	4	5
F.	They are not much help to the citizens in the commune/sangkat as they are not useful in addressing community problems.	1	2	3	4	5
G.	They are not useful in securing additional resources for the commune/sangkat.	1	2	3	4	5

CIV-10. Please tell me whether you agree or disagree with the following statement (CHOOSE ONE)		SD	SWD	DK	SWA	SA
A.	You, as a councilor, fully understand about the needs of the citizens in your commune/sangkat.	1	2	3	4	5
B.	You, as a councilor, fully understand about the social and economic conditions in the Commune/Sangkat	1	2	3	4	5
C.	Although the citizens in the commune/sangkat include rich and poor people, men and women and young and old people, the most important needs of all the citizens are the same.	1	2	3	4	5
D.	Any citizen can easily tell the commune/sangkat council if he or she has any problem	1	2	3	4	5
E.	Any citizen who has an idea for a development project can easily tell his or her idea to the commune/sangkat council	1	2	3	4	5

		Don't Know
CIV-11. Last year, how many Commune/Sangkat funded projects were specifically targeted at women issues?	projects	99
CIV-12. What percentage of the total Commune/Sangkat fund went into these women-focused projects?	%	99

SECTION 5: ACCOUNTABILITY

ACC-1. If citizens think that the local authorities are not providing a good service, how can they make a complaint?[CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Complain to the village chief	1	2	3	4	5
B.	Complain to the Commune/Sangkat Chief	1	2	3	4	5
C.	Complain to the District/Municipal Governor	1	2	3	4	5
D.	Complain to the Provincial authority	1	2	3	4	5
E.	Vote for a different political party next election	1	2	3	4	5
F.	Tell a newspaper journalist about the problem.	1	2	3	4	5
G.	Join a political party	1	2	3	4	5
H.	Join a CBO to work with the CC for improvements	1	2	3	4	5
I.	Join a group of citizens to protest	1	2	3	4	5
J.	Write complaint in Accountability Box	1	2	3	4	5
K.	Report to Provincial Accountability Working Group	1	2	3	4	5
L.	Report to Anti-Corruption Unit	1	2	3	4	5

ACC-2. Please tell me if the following reasons to do your work as a councilor to a high standard are important to you personally [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	If you do not do your work well then persons in authority (for example, the leaders of your political party) will blame you.	1	2	3	4	5
B.	Your position as Councilor is an opportunity to contribute to the development of the Commune and improve the living conditions of the people	1	2	3	4	5
C.	Even if the job is not very important, any job you do you should always try to do it well	1	2	3	4	5
D.	If you do the job of Councilor well you might be promoted to a higher leadership role in the future	1	2	3	4	5
E.	If you do your job well the citizens will be more likely to vote for your party at the next election	1	2	3	4	5

ACC-3. I would like to ask you some questions about your personal contributions to the meetings of the Council. Please tell me if you agree or disagree with each of the following statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	You personally are always able to say what you think about any subject in a Council meeting	1	2	3	4	5
B.	You would like to speak more but the Council chair does not give you enough opportunity	1	2	3	4	5
C.	When you speak in a meeting the Council chair and other members listen respectfully to your views	1	2	3	4	5
D.	Sometimes you are afraid to say what you think because you do not know enough about the subject	1	2	3	4	5
E.	A female councilor has just the same opportunity to speak and be heard in Council meetings as a male councilor	1	2	3	4	5
F.	The Council gives enough attention to issues that are important for women.	1	2	3	4	5
G.	When the Council votes, most councilors follow the advice of the Council chair even if they do not really agree.	1	2	3	4	5

ACC-4. The Organic Law states that the District/Municipal Council is accountable to the Commune/Sangkat Council. I would like you to tell me whether you agree or disagree with some statements about this accountability		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	It just means that the District/Municipal Councilors are elected by the Commune /Sangkat Councilors.	1	2	3	4	5
B.	It means that the District/Municipal Council has to allocate its budget according to the planning priorities set by the Communes	1	2	3	4	5
C.	It means that the Commune / Sangkat Councils have the right to monitor the District/Municipal Council	1	2	3	4	5
D.	In reality the District/Municipal Council is above the Commune /Sangkat Council and has to monitor and control the Communes/Sangkats	1	2	3	4	5
E.	It just means that all the Councils in the District/Municipality have to work together with good cooperation.	1	2	3	4	5

ACC-5. Please tell me if these features of democracy are important to you. [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	Opportunity to change the government through elections	1	2	3	4	5
B.	Freedom to participate and empowerment in decision making	1	2	3	4	5
C.	Reduced income gap between rich and poor and increased ownership by poor	1	2	3	4	5
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	1	2	3	4	5
E.	Respect for human rights and equal opportunity in competition for education and jobs	1	2	3	4	5

ACC-6. I am going to read you some statements about the relationship between the Commune / Sangkat level and the District Municipal level. Please tell me whether you agree or disagree with these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The Commune / Sangkat Council can propose ideas to the District but it cannot make decisions by itself.	1	2	3	4	5
B.	The Commune / Sangkat Council has its own budget and can decide how to use it. The higher authorities can only change the decision if the decision is against the law.	1	2	3	4	5
C.	The Commune / Sangkat level has to follow the decisions taken by the District /Municipal level	1	2	3	4	5
D.	The Commune / Sangkat Council role is to inform the District/Municipal level about the needs of the citizens, and to tell the citizens about the decisions of the District / Municipal level.	1	2	3	4	5
E.	The Commune / Sangkat Council is important because it is elected by the people. The District / Municipal Council has to provide services that are priorities for the Communes / Sangkats.	1	2	3	4	5

ACC-7. Do you think the following partnerships are important for your Commune / Sangkat Council? [CHOOSE ONE IN EACH LINE]		No Importance	Low Importance	Medium Importance	High Importance	Highest Importance
A.	Partnership with technical departments from the Province or the District	1	2	3	4	5
B.	Partnership with the District Board of Governors	1	2	3	4	5
C.	Partnership with other Commune / Sangkat Councils in your district	1	2	3	4	5
D.	Partnerships with community-based organization	1	2	3	4	5
E.	Partnership with the District Council	1	2	3	4	5
F.	Partnership with private sector	1	2	3	4	5
G.	Partnership with important individuals in the commune	1	2	3	4	5
H.	Partnerships with NGOs	1	2	3	4	5

ACC-8. When there is a problem in the community that the Commune Council does not have the authority or the capacity to solve, what should the Commune Council do? [CHOOSE ONE]		
A.	The problem is outside the capacity of the Commune/Sangkat Council, so the Commune/Sangkat Council has to wait for instructions from a higher level	1
B.	The problem is outside the capacity of the Commune/Sangkat Council, so the Commune/Sangkat Council just makes a report to the higher level and then waits for the higher level to take action	2
C.	The Commune/Sangkat Council have to go to the higher level to ask strongly for help for the people in their Commune	3
D.	The Commune/Sangkat Council has the right to demand the District/Municipal Council to take action on problems that are outside the capacity of the Commune to solve	4

ACC-9. When a citizen comes to the Commune / Sangkat Council to ask for help in solving a problem, should the Commune / Sangkat Council: [CHOOSE ONE]		
A.	Always try to help if it can	1
B.	Help if it is a problem that is part of the job of the Commune / Sangkat Council	2
C.	Help if the citizen is a good citizen who is friendly and helpful to the Commune / Sangkat Council, but otherwise it is not really the job of the Commune / Sangkat Council to try to help.	3

ACC-10. Do you think the following roles of the Commune/Sangkat Association are important? [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	Help develop the capacity of the Commune/Sangkat Council in strategy, staffing, funding and skills	1	2	3	4	5
B.	Represent the interests of the Commune/Sangkat Council in the formulation and review of the new sub-national administration systems	1	2	3	4	5
C.	Provide legal services, council process support services and conflict resolution services to the Commune/Sangkat Council	1	2	3	4	5

ACC-11. How do you feel about the performance of the Commune/Sangkat Association in the following: [CHOOSE ONE ON EACH LINE]		Very bad	Bad	Don't know / Neutral	Good	Very Good
A.	Help develop the capacity of the Commune/Sangkat Council in strategy, staffing, funding and skills	1	2	3	4	5
B.	Represent the interests of the Commune/Sangkat Council in the formulation and review of the new SNA systems	1	2	3	4	5
C.	Provide legal services, council process support services and conflict resolution services to the Commune/Sangkat Council	1	2	3	4	5

SECTION 5: TRANSPARENCY & REPORTING

TRA-1. How important are the following reasons on why the citizens should know about the business of the Commune / Sangkat Council [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	If the citizens understand about the work of the Council they will have ideas that can help the work of the Council	1	2	3	4	5
B.	If the citizens understand about the work of the Council they will understand that the work is difficult and the Council cannot solve all problems at the same time	1	2	3	4	5
C.	The Council is accountable to the citizens so they have the right to know about its business.	1	2	3	4	5
D.	If the citizens know about the activities of the Council they will be able to protest if the Council makes any mistake.	1	2	3	4	5
E.	Citizens who understand well about the work of	1	2	3	4	5

	the Council can make a good choice about which party to vote for when the election comes					
--	--	--	--	--	--	--

TRA-2. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	As a Commune / Sangkat Councilor you are well informed about all the business of the Commune / Sangkat	1	2	3	4	5
B.	As a Commune / Sangkat Councilor you are well informed about the financial position (amount of money in the Treasury account) of the Commune / Sangkat Administration	1	2	3	4	5
C.	As a Commune / Sangkat councilor you have good access to information about the business of the District / Municipal council	1	2	3	4	5
D.	The Commune / Sangkat Council receives reports about the District /Municipal Administration regularly and these reports are discussed in Council meetings	1	2	3	4	5

TRA-3. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The citizens in your commune / sangkat know everything they need to know about the business of the Commune / Sangkat Council	1	2	3	4	5
B.	Any citizen has the right to know when the Commune / Sangkat Council will meet	1	2	3	4	5
C.	Any citizen has the right to know what the Commune / Sangkat Council will talk about in its next meeting	1	2	3	4	5
D.	Any citizen has the right to know what the Commune / Sangkat Council has decided	1	2	3	4	5
E.	Any citizen has the right to know how much money the Commune / Sangkat Council received, and how it spent the money	1	2	3	4	5
F.	Any citizen has the right to attend a meeting of the Commune / Sangkat Council even without an invitation	1	2	3	4	5
G.	Any citizen has the right to come to the Commune / Sangkat Office and look at documents they keep there, for example the Commune /Sangkat Plan or the Commune / Sangkat Budget	1	2	3	4	5

TRA-4. Do you agree that the Commune / Sangkat Council have the right to hide information from the following types of citizens?		SD	SWD	DK	SWA	SA
A.	People who are not educated enough to understand about the work of the Council	1	2	3	4	5
B.	People who don't really need the information, they are just wasting the time of the leadership	1	2	3	4	5
C.	People who are in a different political party from the leaders, and want to get information so that they can criticize the leaders to the people	1	2	3	4	5
D.	People who were not born in the Commune / Sangkat, they just moved here recently so they do not have the same rights as other citizens.	1	2	3	4	5

TRA-5. When citizens come to the <u>Commune/Sangkat</u> Office for a service (for example, registering a birth or marriage, registering a land sale etc), how do they know the correct price for the service?		No	Yes
A.	There is a list of prices clearly displayed on a notice board where they can see it.	0	1
B.	When they asked about the price, they are shown a written price list (either on a notice board or on paper)	0	1
C.	The Commune/Sangkat clerk or one of the Councilors tells them the correct price.	0	1
D.	They know the correct price because they hear it from other people who used the same service	0	1
E.	Don't know / no response	99	

TRA-6. What rate of expense for the services above does the citizen pay compared with the correct price?[CHOOSE ONE]		
A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Don't know / no response	99

TRA-7. In the past year, did the Commune/Sangkat post and/or disseminate information on the following for the public: [CHOOSE ONE ON EACH LINE]		Yes	No	DK / NA
A.	Commune/ Sangkat Fund	1	2	99
B.	Projects funded from Commune/ Sangkat Fund	1	2	99
C.	Activities of the Commune/Sangkat Council	1	2	99
D.	Performance Evaluation of Commune/ Sangkat Council's activities	1	2	99
E.	Tax / contribution collected from citizens for local projects / services	1	2	99

TRA-8. If posted information in the past year, where and how often? [CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Often	Very Often
A.	Public announcement (loudspeaker)	1	2	3	4	5
B.	CBO/NGO	1	2	3	4	5
C.	Commune notice board	1	2	3	4	5
D.	Village notice board	1	2	3	4	5
E.	Political party	1	2	3	4	5
F.	School	1	2	3	4	5
G.	Media (newspaper, television, radio)	1	2	3	4	5
H.	Other: (specify)	1	2	3	4	5

	Never	Once	More than once	Often	Very Often
TRA-9. In the past year, how often did Commune/Sangkat Council meet with other Sub-National Agencies (e.g. District Board of Governor, District/Municipal Council) to report to each other or exchange information? [CHOOSE ONE ON EACH LINE]	1	2	3	4	5

QUESTIONS FOR INTERVIEWER: (COMPLETE AFTER INTERVIEW)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:		Yes	No
A.	Did the respondent check with others for information to answer any question?	1	0
B.	Do you think anyone influenced the respondent's answers during the interview?	1	0
C.	Were you approached by any community and/or political party representatives?	1	0
D.	Did you feel threatened during or after the interview?	1	0
E.	Other problem encountered: (list)	1	0

Annex 6: Questionnaire for District Councilors

Form 3 - District / Municipality Councilor Questionnaire

Enumerator Name	Enumerator ID	Interview Venue	
Date of Interview (date / month / year)		Time Start	Time End
Interviewee Name	Sex <input type="checkbox"/> Male=1 <input type="checkbox"/> Female=2	Age	
Position on Council <input type="checkbox"/> 1. Chief <input type="checkbox"/> 2. Deputy Chief <input type="checkbox"/> 3. Secretary <input type="checkbox"/> 4. Treasurer <input type="checkbox"/> 5. Other: Specify_____			
Telephone			

SECTION 1: DEMOGRAPHIC QUESTIONS

DEM-1. Please tell me where you live:	[WRITE IN]
A. Village Name	
B. Commune/Sangkat Name	
C. District / Municipality Name	
D. Province Name	
E. Village GIS CODE	

DEM-2. For how many years have you lived in the commune/sangkat where you live now?.....

DEM-3. How many people live in your household (including you)?

DEM-4. How would you describe your position in the household? [READ LIST, CHOOSE ONE]		
A.	Head of household	1
B.	Spouse of head of household	2
C.	Blood relative of head of household	3
D.	Employee	4
E.	Non-family member (not paying rent)	5
F.	Lodger (paying rent)	6
G.	Other	7

DEM-5. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4

DEM-6. What is the level of your schooling?[DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary or vocational school	4
E.	Complete secondary or vocational school	5
F.	Incomplete high school	6
G.	Complete high school	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10

DEM-7. What is your personal main occupation?[DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing (catch wild fish)	3
D.	Collect forest products or other common property resources	4
E.	Small business (meaning any non-farm business activity that does not employ anybody who is not a family member)	5
F.	Business (meaning any non-farm business activity with at least one employee who is not a family member)	6
G.	Work for somebody else (meaning any kind of non-farm work for a private employer)	7
H.	Work for an NGO	8
I.	Civil servant	9
J.	Police or soldier	10
K.	District / Municipality or Commune / Sangkat Councilor	11
L.	Homecare	12
M.	Student	13
N.	Retired	14
O.	Disabled	15
P.	Unemployed	16
Q.	Other (specify) _____	17

DEM-8. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Farming, fishing, collecting forest products etc.	1
B.	Profit from business (any kind except farming)	2
C.	Paid work from any employer except the government	3
D.	Salary from government	4
E.	Rent land or houses	5

F.	Lend money for interest	6
G.	Remittances (money sent by relatives)	7
H.	Others.....	8

DEM-9. In general, how do you rate your family's living conditions compared to those of an average family in the commune / sangkat where you live? [READ LIST, CHOOSE ONE]		
A.	Much Worse	1
B.	Worse	2
C.	Same	3
D.	Better	4
E.	Much Better	5

SECTION 2: DISTRICT / MUNICIPAL COUNCIL

DC-1. What year did you first become a District / Municipal official or a member of the District / Municipal Council?

DC-2. What was your occupation before that [DO NOT READ LIST, CHOOSE ONE]		
A.	Government official in this District	1
B.	Government official in another District	2
C.	Farmer	3
D.	Business	4
E.	Private sector work	5
F.	Others.....	6

DC-3. [IF THE COUNCILOR IS A WOMAN] Are you a member of the District / Municipal Women and Children's Committee 1. YES 2. NO

DC-4. From which party list were you elected?		
A.	CPP	1
B.	FUNCINPEC	2
C.	SRP	3
D.	NRP	4
E.	Other (specify)	5

SECTION 3: PERFORMANCE

PER-11. I am going to read you five statements about the role of the District/Municipal Council. Please tell me if you think these roles are important.[SELECT ONE FOR EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest Importance
A.	Identify the most important needs of the citizens and get help to meet those needs from the district / municipal level	1	2	3	4	5
B.	Help individual citizens to solve their problems	1	2	3	4	5
C.	Use the District/Municipal Budget to deliver a range of different services to the citizens	1	2	3	4	5

D.	Make plans and budgets and then monitor the District/Municipal Administration to implement the plans and budgets	1	2	3	4	5
E.	Maintain good order and security in the District/Municipal and report to the higher level about any problems	1	2	3	4	5

**PER-12. I am going to read to you a list of local services. For each service, I would like you to tell me the extent to which the service is the responsibility of the Commune Council, and the District Council. [CHOOSE ONE FOR COMMUNE AND ONE FOR DISTRICT ON EACH ROW]
1=DEFINITELY NOT RESPONSIBLE, 2=NOT RESPONSIBLE, 3=NEUTRAL, 4= RESPONSIBLE, 5=DEFINITELY RESPONSIBLE**

SERVICE	COMMUNE/SANGKAT COUNCIL						DISTRICT / MUNICIPALITY COUNCIL						
	1	2	3	4	5	NR	1	2	3	4	5	NR	
A.	Solid Waste Disposal						99						99
B.	Repair the roads						99						99
C.	Clean water supplies						99						99
D.	Primary Schools						99						99
E.	Services for women and children						99						99
F.	Health Clinics						99						99
G.	Improve the livelihoods of the people						99						99
H.	Help poor people						99						99
I.	Solve problems for individual people						99						99
J.	Register births, marriages and deaths						99						99
K.	Keep good order						99						99
L.	Make development plans						99						99

	Yes	No	Don't know
PER-13. For services that overlap between Commune/Sangkat Council and District/Municipal Council, ever have conflicts?	1	2	99
PER-14. Were these conflicts resolved?	1	2	99

PER-15. Please tell me the three most important things you think citizens want the District / Municipal Council can do to improve the lives of the citizens, starting with the most important
[WRITE IN]

Priority	Action	Code
1		
2		
3		
Don't Know / No response		99

PER-16. I am going to read you five statements about the needs of special groups of citizens such as poor or disabled people. I would like you to tell me which of the five statements you agree with most.		Women	Young People	Ethnic Minorities	Poor people	Disabled People
[CHOOSE ONE IN EACH COLUMN]						
A.	This group has <u>no special needs</u> that are different from the needs of the whole community	1	1	1	1	1
B.	This group has special needs, but the Council has to use its resources to help all the people. It <u>cannot do anything to help</u> this group.	2	2	2	2	2
C.	This group has special needs and the <u>Council tries to find help</u> for this group from line agencies, NGOs and generous people.	3	3	3	3	3
D.	The <u>Council tries hard to help</u> this group but is not a priority for using Council budget.	4	4	4	4	4
E.	<u>Helping this group is a priority</u> use for the Council budget.	5	5	5	5	5

PER-17. How do you think citizens rate the performance of the District / Municipal Council on each of the following issues		Not Good	Not so Good	Average	Good	Very good
[CHOOSE ONE ON EACH LINE]						
A.	Road construction	1	2	3	4	5
B.	Irrigation construction	1	2	3	4	5
C.	Planning	1	2	3	4	5
D.	Addressing problems involving youth	1	2	3	4	5
E.	Addressing women's issues	1	2	3	4	5
F.	Improving hygiene and sanitation	1	2	3	4	5
G.	Dispute mediation/conflict resolution	1	2	3	4	5
H.	Education	1	2	3	4	5
I.	Water Supply	1	2	3	4	5
J.	Public security	1	2	3	4	5
K.	Assisting individual citizens to solve their problems	1	2	3	4	5
L.	Solid Waste Disposal	1	2	3	4	5

M.	Health Clinics	1	2	3	4	5
N.	Support to Agriculture	1	2	3	4	5
O.	Help for poor people	1	2	3	4	5
P.	Register births, marriages and deaths	1	2	3	4	5

	Number	DK/NR
PER-18. How many projects/services did the District/Municipal Council contract out to private business or NGOs last year?		99
PER-19. How many of these contracts were given through competitive bidding?		99

SECTION 4: CIVIC ENGAGEMENT

CIV-13. Please tell me if the following source is important to you for getting information about the situation in the District/Municipal. [CHOOSE ONE IN EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	Talking to ordinary citizens one to one	1	2	3	4	5
B.	Talking to vulnerable and underrepresented groups	1	2	3	4	5
C.	Talking to village chiefs and to educated people (e.g. religious leaders, teachers, NGO leaders and staff, technical department officials)	1	2	3	4	5
D.	Studying data and reports	1	2	3	4	5
E.	Village meetings or other types of meeting with citizens	1	2	3	4	5

CIV-14. When you talk to citizens as part of your job as a District / Municipal Councilor, where do these conversation most frequently take place? : [READ OUT OPTIONS AND CHOOSE ONE OR TWO OPTIONS]		
A.	Your home	1
B.	Home of citizen	2
C.	Village meeting	3
D.	District / Municipal Council Office	4
G.	Pagoda	7
H.	Market	8
I.	Other: (specify)	9

CIV-15. When the District / Municipal Council sets its plans and budgets for investments and services, how important are these sources of information? [CHOOSE ONE IN EACH LINE]		No importance	Low importance	Medium Importance	High Importance	Highest Importance
A.	The District / Municipal Profile and other data	1	2	3	4	5
B.	Advice from the technical officials in Provincial technical departments or District technical offices	1	2	3	4	5
C.	The priorities set in Commune/Sangkat Development Plans	1	2	3	4	5
D.	Advice from the District Governor	1	2	3	4	5
E.	The ideas of the District / Municipal Councilors who have been elected to represent the people because of their experience	1	2	3	4	5

CIV-16. In your opinion, how important are the following ways in which ordinary citizens can participate in preparing the District Development Plan		No importance	Low importance	Medium Importance	High Importance	Highest Importance
A.	Ordinary citizens can meet with District Councilors to share their ideas about development	1	2	3	4	5
B.	Ordinary citizens can join civil society organizations (for example, NGOs, political parties) to contribute their ideas. The leaders of these organisations can participate in workshops for preparing the District Plan.	1	2	3	4	5
C.	Ordinary citizens can join planning meetings in every village for the Commune Planning Process. The needs and priorities identified in the Commune Planning Process are included in the District Development Plan.	1	2	3	4	5
D.	Any citizen who has important ideas about development can put his or her ideas in writing and send them to the District Council	1	2	3	4	5
E.	The District Council should organize public meetings to discuss the development plan directly with the people	1	2	3	4	5

CIV-17. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Citizens in your District / Municipality are free to say what they think about any problem, including politics, without fear.	1	2	3	4	5
B.	Citizens in your District / Municipality can join any organization they like without fear.	1	2	3	4	5
C.	Citizens in your District / Municipality can join any Political party they like without fear.	1	2	3	4	5

CIV-18. The following is a list of statements about the role of <u>community-based organization</u>. Please tell me whether you agree, or disagree with each of these statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	They act as a bridge, bringing useful information on development issues and needs from the citizens to the Commune/Sangkat Council and vice-versa.	1	2	3	4	5
B.	They are of not much help to the Commune/Sangkat Council, as they lack good governance and transparency	1	2	3	4	5
C.	They provide services or support that cannot be obtained from line departments;	1	2	3	4	5
D.	We always invite them to meetings.	1	2	3	4	5
E.	They usually attend meetings when invited.	1	2	3	4	5
E.	They are not much help to the citizens in the commune/sangkat as they are not useful in addressing community problems.	1	2	3	4	5
G.	They are not useful in securing additional resources (finance and human) for the commune/sangkat.	1	2	3	4	5

CIV-19. The following is a list of statements about the role of <u>NGOs</u> Please tell me whether you agree, or disagree with each of these statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	They act as a bridge, bringing useful information on development issues and needs from the citizens to the Commune/Sangkat Council and vice-versa.	1	2	3	4	5
B.	They are of not much help to the Commune/Sangkat Council, as they lack good governance and transparency	1	2	3	4	5
C.	They provide services or support that cannot be obtained from line departments;	1	2	3	4	5
D.	We always invite them to meetings.	1	2	3	4	5
E.	They usually attend meetings when invited.	1	2	3	4	5
E.	They are not much help to the citizens in the commune/sangkat as they are not useful in addressing community problems.	1	2	3	4	5
G.	They are not useful in securing additional resources for the commune/sangkat.	1	2	3	4	5

CIV-20. Please tell me whether you agree or disagree with the following statement (CHOOSE ONE)		SD	SWD	DK	SWA	SA
A.	You, as a councilor, fully understand about the needs of the citizens in your district / municipality.	1	2	3	4	5
B.	You, as a councilor, fully understand about the social and economic conditions in the district / municipality	1	2	3	4	5
C.	Although the citizens in the district / municipality include rich and poor people, men and women and young and old people, the most important needs of all the citizens are the same.	1	2	3	4	5
D.	Any citizen can easily tell the district / municipal council if he or she has any problem	1	2	3	4	5
E.	Any citizen who has an idea for a development project can easily tell his or her idea to the district / municipal council about it	1	2	3	4	5

SECTION 5: ACCOUNTABILITY

ACC-1. I am going to read a list of things that citizens might sometimes do if they think that the local authorities are not providing a good service. Please tell me whether you agree that these are appropriate actions for ordinary citizens. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Complain to the village chief	1	2	3	4	5
B.	Complain to the Commune/Sangkat Chief	1	2	3	4	5
C.	Complain to the District/Municipal Governor	1	2	3	4	5
D.	Complain to the Provincial authority	1	2	3	4	5
E.	Vote for a different political party next election	1	2	3	4	5
F.	Tell a newspaper journalist about the problem.	1	2	3	4	5
G.	Join a political party	1	2	3	4	5
H.	Join a CBO to work with the CC for improvements	1	2	3	4	5
I.	Join a group of citizens to protest	1	2	3	4	5
J.	Write a complaint in Accountability Box	1	2	3	4	5
K.	Report to Provincial Accountability Working Group	1	2	3	4	5
L.	Report to Anti-Corruption Unit	1	2	3	4	5

ACC-2. Please tell me if the following reasons to do your work as a councilor to a high standard are important to you personally [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	If you do not do your work well then persons in authority (for example, the leaders of your political party) will blame you.	1	2	3	4	5
B.	Your position as Councilor is an opportunity to contribute to the development of the Commune and improve the living conditions of the people	1	2	3	4	5
C.	Even if the job is not very important, any job you do you should always try to do it well	1	2	3	4	5
D.	If you do the job of Councilor well you might be promoted to a higher leadership role in the future	1	2	3	4	5
E.	If you do your job well the citizens will be more likely to vote for your party at the next election	1	2	3	4	5

ACC-3. I would like to ask you some questions about your personal contributions to the meetings of the Council. I would like you to tell me whether you agree or disagree with each of the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	You personally are always able to say what you think about any subject in a Council meeting	1	2	3	4	5
B.	You would like to speak more but the Council chair does not give you enough opportunity	1	2	3	4	5
C.	When you speak in a meeting the Council chair and other members listen respectfully to your views	1	2	3	4	5
D.	Sometimes you are afraid to say what you think because you do not know enough about the subject	1	2	3	4	5
E.	A female councilor has just the same opportunity to speak and be heard in Council meetings as a male councilor	1	2	3	4	5
F.	The Council gives enough attention to issues that are important for women.	1	2	3	4	5
G.	When the Council votes, most councilors follow the advice of the Council chair even if they do not really agree.	1	2	3	4	5

ACC-4. The Organic Law states that the District/Municipal Council is accountable to the Commune/Sangkat Council. I would like you to tell me whether you agree or disagree with some statements about this accountability [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	It just means that the District/Municipal Councilors are elected by the Commune /Sangkat Councilors.	1	2	3	4	5
B.	It means that the District/Municipal Council has to allocate its budget according to the planning priorities set by the Communes	1	2	3	4	5
C.	It means that the Commune / Sangkat Councils have the right to monitor the District/Municipal Council	1	2	3	4	5
D.	In reality the District/Municipal Council is above the Commune /Sangkat Council and has to monitor and control the Communes/Sangkats	1	2	3	4	5
E.	It just means that all the Councils in the District/Municipality have to work together with good cooperation.	1	2	3	4	5

ACC-5. I am going to read a list of statements about the relationship between the District/Municipal Council and the Board of Governors and the administration. Please tell me whether you agree or disagree with these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The Organic Law is clear that the Council has authority over the Board of Governors and the District / Municipal Administration	1	2	3	4	5
B.	The Board of Governors have been appointed by the Government to control the administration. They cannot hand over this responsibility to the Council yet because the Council does not have enough capacity.	1	2	3	4	5
C.	The BoG is responsible to prepare policies, bye-laws and decisions and present them to the Council for approval.	1	2	3	4	5
D.	The Council does not need to concern itself about the details of the administration work.	1	2	3	4	5
E.	The Council has the right to know about every aspect of the administration work including financial information and about recruitment of administration staff.	1	2	3	4	5
F.	If there is a disagreement between the Council and the BoG, in the end the Governor has to respect the Council decision	1	2	3	4	5

G.	In any case where there is a dispute between the Council and the Board of Governors, the dispute must be solved by intervention from a higher authority	1	2	3	4	5
H.	The Chair of the Council has no right to interfere in the work of the Board of Governors	1	2	3	4	5
I.	The District / Municipal Council has already made important by-laws for improving the situation in the District / Municipality	1	2	3	4	5
J.	The BoG proposes the plan and the budget to the Council, but the Council has the right to reject the plan or the budget if they do not agree with it.	1	2	3	4	5
K.	The District / Municipal Council has enough power to take effective action if there is any mistake by the Board of Governors	1	2	3	4	5
L.	The BoG provides good advice to District/Municipal Council	1	2	3	4	5

ACC-6. Please tell me if these features of democracy are important to you. [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	Government elected by the people	1	2	3	4	5
B.	Freedom to participate and empowerment in decision making	1	2	3	4	5
C.	Reduced income gap between rich and poor and increased ownership by poor	1	2	3	4	5
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	1	2	3	4	5
E.	Respect for human rights and equal opportunity in competition for education and jobs	1	2	3	4	5

ACC-7. I am going to read you some statements about the budget of the District / Municipal Administration. Please tell me whether you agree or disagree with these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The budget of the District / Municipal Administration is a part of the National Budget	1	2	3	4	5
B.	The budget of the District / Municipal Administration is a part of the budget of the Province	1	2	3	4	5
C.	The Council can make changes to the District / Municipal Budget provided its decisions are lawful and the expenditures are not more than the revenues.	1	2	3	4	5

ACC-8. I am going to read you some statements about the relationship between the Commune / Sangkat level and the District Municipal level. Please tell me whether you agree or disagree with these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The Commune / Sangkat Council can propose ideas to the District but it cannot make decisions by itself.	1	2	3	4	5
B.	The Commune / Sangkat Council has its own budget and can decide how to use it. The higher authorities can only change the decision if the decision is against the law.	1	2	3	4	5
C.	The Commune / Sangkat level has to follow the decisions taken by the District /Municipal level	1	2	3	4	5
D.	The Commune / Sangkat Council role is to inform the District/Municipal level about the needs of the citizens, and to tell the citizens about the decisions of the District / Municipal level.	1	2	3	4	5
E.	The Commune / Sangkat Council is important because it is elected by the people. The District / Municipal Council has to provide services that are priorities for the Communes / Sangkats.	1	2	3	4	5

ACC-9. I will read you a list of statements about the relations between the District/Municipal Council and the Province level. Please tell me whether you agree, or disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The District / Municipal Council must obtain the approval of the Provincial Governor before making most important decisions.	1	2	3	4	5
B.	If the District / Municipal Council does not receive effective support from the Province Administration, it should complain to the Province Council	1	2	3	4	5
C.	In the future, the relationship between the District / Municipal Council and the Province Council will be more important than the relationship between the District / Municipal Chief and the Province Board of Governors.	1	2	3	4	5
D.	The District / Municipal budget is allocated to the District / Municipal level so the Province level has no right to control how the money is spent.	1	2	3	4	5

SECTION 6: TRANSPARENCY & REPORTING

TRA-1. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	You as a councilor are well informed about the budget of the District / Municipal Administration	1	2	3	4	5
B.	You as a councilor are well informed about the financial position (amount of money in the Treasury account) of the District / Municipal Administration	1	2	3	4	5
C.	As a councilor, you are well informed about the number of staff employed by the District / Municipal Administration and their roles and responsibilities.	1	2	3	4	5
D.	As a councilor you have access to all the information you need to monitor the quality of services provided by the District / Municipal Administration	1	2	3	4	5
E.	The Board of Governors and the staff are always very respectful to you because you are a councilor	1	2	3	4	5
F.	If you have any concern about the District / Municipal Administration you can ask about the issue in a Council meeting.	1	2	3	4	5
G.	The council controls the District Administration so if there is any mistake, the Councilors have to be responsible.	1	2	3	4	5

TRA-2. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The citizens in your District / Municipality know everything they need to know about the business of the District / Municipality Council	1	2	3	4	5
B.	Any citizen has the right to know when the District / Municipal Council will meet	1	2	3	4	5
C.	Any citizen has the right to know what the District / Municipal Council will talk about in its next meeting	1	2	3	4	5
D.	Any citizen has the right to know what the District / Municipal Council has decided	1	2	3	4	5
E.	Any citizen has the right to know how much money the District / Municipal Council received, and how it spent the money?	1	2	3	4	5
F.	Any citizen has the right to attend a meeting of the District / Municipal Council even without an invitation	1	2	3	4	5
G.	Any citizen has the right to come to the District / Municipal Office and look at documents they keep there, for example the District / Municipal Plan or the District / Municipal Budget?	1	2	3	4	5

TRA-3. How important are the following reasons on why the citizens should know about the business of the District / Municipality Council [CHOOSE ONE ON EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest importance
A.	If the citizens understand about the work of the Council they will have ideas that can help the work of the Council	1	2	3	4	5
B.	If the citizens understand about the work of the Council they will understand that the work is difficult and the Council cannot solve all problems at the same time	1	2	3	4	5
C.	The Council is accountable to the citizens so they have the right to know about its business.	1	2	3	4	5
D.	If the citizens know about the activities of the Council they will be able to protest if the Council makes any mistake.	1	2	3	4	5
E.	Citizens who understand well about the work of the Council can make a good choice about which party to vote for when the election comes	1	2	3	4	5

TRA-4. Do you agree that the District/Municipal Council have the right to hide information from the following types of citizens?		SD	SWD	DK	SWA	SA
A.	People who are not educated enough to understand about the work of the Council	1	2	3	4	5
B.	People who don't really need the information, they are just wasting the time of the leadership	1	2	3	4	5
C.	People who are in a different political party from the leaders, and want to get information so that they can criticize the leaders to the people	1	2	3	4	5
D.	People who were not born in the District / Municipality, they just moved here recently so they do not have the same rights as other citizens.	1	2	3	4	5

TRA-5. When a citizen comes to the District Office for a service, how can he or she find out what services are available? Please tell me whether you agree with the following statements.		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	There is a sign clearly showing what hours citizens can come to the District/Municipal Office for services.	1	2	3	4	5
B.	There is a staff member whose job is to explain to citizens about the services available in the District/Municipal Office, and who is always on duty during working hours?	1	2	3	4	5

C.	A citizen coming to the District/Municipal Office for the first time will see a clear sign showing him or her where to go for information.	1	2	3	4	5
D.	There is a book or leaflet explaining about the services available at the District/Municipal Office. The book is given to citizens without any charge.	1	2	3	4	5
E.	There are notices explaining about the services available to citizens and how to access the services.	1	2	3	4	5
F.	Any fees for services are clearly displayed on a notice	1	2	3	4	5
G.	There is a notice telling citizens what to do if they have any complaint about the service they receive.	1	2	3	4	5

TRA-6. When citizens come to the <u>District/Municipality</u> Office for a service, how do they know the correct price for the service?		No	Yes
A.	There is a list of prices clearly displayed on a notice board where they can see it.	0	1
B.	When they asked about the price, they are shown a written price list (either on a notice board or on paper)	0	1
C.	The Commune/Sangkat clerk or one of the Councilors tells them the correct price.	0	1
D.	They know the correct price because they hear it from other people who used the same service	0	1
E.	Don't know / no response	99	

TRA-7. What rate of expense for the services above does the citizen pay compared with the correct price?[CHOOSE ONE]		
A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Don't know / no response	99

TRA-8. During the past year, did the District/Municipality post and/or disseminate information on the following for the public:		Yes	No	DK / NA
[CHOOSE ONE ON EACH LINE]				
A.	District / Municipality budget	1	2	99
B.	Projects funded from District/ Municipality budget	1	2	99

C.	Activities of the District / Municipality Council	1	2	99
D.	Performance Evaluation of District / Municipality Council's activities	1	2	99
E.	Tax / contribution collected from citizens for local projects / services	1	2	99

TRA-9. If posted information in the past year, where and how often? [CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Often	Very Often
A.	Public announcement (loudspeaker)	1	2	3	4	5
B.	CBO/NGO	1	2	3	4	5
C.	Commune notice board	1	2	3	4	5
D.	Village notice board	1	2	3	4	5
E.	Political party	1	2	3	4	5
F.	School	1	2	3	4	5
G.	Media (newspaper, television, radio)	1	2	3	4	5
H.	Other: (specify)	1	2	3	4	5

	Never	Once	More than once	Often	Very Often
TRA-10. In the past year, how often did District/Municipal Council meet with other Sub-National Agencies (e.g. District Board of Governor, Commune/Sangkat Council) to report to each other or exchange information? [CHOOSE ONE ON EACH LINE]	1	2	3	4	5

QUESTIONS FOR INTERVIEWER: (COMPLETE AFTER INTERVIEW)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:		Yes	No
A.	Did the respondent check with others for information to answer any question?	<i>1</i>	<i>0</i>
B.	Do you think anyone influenced the respondent's answers during the interview?	<i>1</i>	<i>0</i>
C.	Were you approached by any community and/or political party representatives?	<i>1</i>	<i>0</i>
D.	Did you feel threatened during or after the interview?	<i>1</i>	<i>0</i>
E.	Other problem encountered: (list)	<i>1</i>	<i>0</i>

Annex 7: Questionnaire for District Board of Governors

EU SPACE Multi-Level Citizen & Councilors Survey
Form 4 - District / Municipal Board of Governors Questionnaire

Enumerator Name	Enumerator ID	Interview Venue	
Date of Interview (date / month / year)		Time Start	Time End
Interviewee Name		Sex <input type="checkbox"/> Male=1 <input type="checkbox"/> Female=2	Age
Position on Board of Governors <input type="checkbox"/> 1.Chief <input type="checkbox"/> 2. Deputy Chief <input type="checkbox"/> 3. Secretary <input type="checkbox"/> 4. Treasurer <input type="checkbox"/> 5. Other: Specify _____			
Telephone			

SECTION 1: DEMOGRAPHIC QUESTIONS

DEM1. Please tell me where you live:		[WRITE IN]
A.	Village Name	
B.	Commune/Sangkat Name	
C.	District / Municipality Name	
D.	Province Name	
E.	Village GIS CODE	

DEM2. For how many years have you lived in the commune/sangkat where you live now?.....

DEM3. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4

DEM4. What is the level of your schooling?[DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary or vocational school	4
E.	Complete secondary or vocational school	5
F.	Incomplete high school	6

G.	Complete high school	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10

DEM5. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Farming, fishing, collecting forest products etc.	1
B.	Profit from business (any kind except farming)	2
C.	Paid work from any employer except the government	3
D.	Salary from government	4
E.	Rent land or houses	5
F.	Lend money for interest	6
G.	Remittances (money sent by relatives)	7
H.	Others.....	8

SECTION 2: DISTRICT / MUNICIPAL BOARD OF GOVERNORS

BoG-1. What year did you first become a member of the District / Municipal Board of Governors (including a governor or deputy governor before 2008)?

BoG-2. What was your occupation before that [DO NOT READ LIST, CHOOSE ONE]		
A.	Government official in this District	1
B.	Government official in another District	2
C.	Farmer	3
D.	Business	4
E.	Private sector work	5
F.	Others.....	15

SECTION 3: PERFORMANCE

PER-20. I am going to read you five statements about the role of the District/Municipal Council. Please tell me if you think these roles are important.[SELECT ONE FOR EACH LINE]		No importance	Low importance	Medium importance	High importance	Highest Importance
A.	Identify the most important needs of the citizens and get help to meet those needs from the district / municipal level	1	2	3	4	5
B.	Help individual citizens to solve their problems	1	2	3	4	5
C.	Use the District/Municipal Budget to deliver a range of different services to the citizens	1	2	3	4	5
D.	Make plans and budgets and then monitor the District/Municipal Administration to implement	1	2	3	4	5

	the plans and budgets					
E.	Maintain good order and security in the District/Municipal and report to the higher level about any problems	1	2	3	4	5

PER-21. Please tell me the three most important things you think <u>citizens want</u> the District / Municipal Council can do to improve the lives of the citizens, starting with the most important [WRITE IN]		
Priority	Action	Code
1		
2		
3		
Don't Know / No response		99

SECTION 4: CIVIC ENGAGEMENT

CIV-21. When the District / Municipal Council sets its plans and budgets for investments and services, how important are these sources of information? [CHOOSE ONE IN EACH LINE]		No importance	Low importance	Medium Importance	High Importance	Highest Importance
A.	The District / Municipal Profile and other data	1	2	3	4	5
B.	Advice from the technical officials in Provincial technical departments or District technical offices	1	2	3	4	5
C.	The priorities set in Commune/Sangkat Development Plans	1	2	3	4	5
D.	Advice from the District Governor	1	2	3	4	5
E.	The ideas of the District / Municipal Councilors who have been elected to represent the people because of their experience	1	2	3	4	5

CIV-22. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Citizens in your District / Municipality are free to say what they think about any problem, including politics, without fear.	1	2	3	4	5
B.	Citizens in your District / Municipality can join any organization they like without fear.	1	2	3	4	5
C.	Citizens in your District / Municipality can join any Political party they like without fear.	1	2	3	4	5

SECTION 5: ACCOUNTABILITY

ACC-1. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	District / Municipal Councilors are well informed about the budget of the District / Municipal Administration	1	2	3	4	5
B.	District / Municipal Councilors are well informed about the financial position (amount of money in the Treasury account) of the District / Municipal Administration	1	2	3	4	5
C.	District / Municipal Councilors are well informed about the number of staff employed by the District / Municipal Administration and their roles and responsibilities.	1	2	3	4	5
D.	District / Municipal Councilors have access to all the information they need to monitor the quality of services provided by the District / Municipal Administration	1	2	3	4	5
E.	The Board of Governors and the staff are always very respectful to Councilors	1	2	3	4	5
F.	If any Councilor have any concern about the District / Municipal Administration he or she can ask about the issue in a Council meeting.	1	2	3	4	5
G.	The council controls the District Administration so if there is any mistake, the Councilors have to be responsible.	1	2	3	4	5

ACC-2. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The citizens in your District / Municipality know everything they need to know about the business of the Commune / Sangkat Council	1	2	3	4	5
B.	Any citizen has the right to know when the District / Municipal Council will meet	1	2	3	4	5
C.	Any citizen has the right to know what the District / Municipal Council will talk about in its next meeting	1	2	3	4	5
D.	Any citizen has the right to know what the District / Municipal Council has decided	1	2	3	4	5
E.	Any citizen has the right to know how much money the District / Municipal Council received, and how it spent the money?	1	2	3	4	5
F.	Any citizen has the right to attend a meeting of the District / Municipal Council even without an	1	2	3	4	5

ACC-2. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
	invitation					
G.	Any citizen has the right to come to the District / Municipal Office and look at documents they keep there, for example the District / Municipal Plan or the District / Municipal Budget?	1	2	3	4	5

ACC-3. Do you agree that the District / Municipal Council have the right to hide information from some citizens who might use it in the wrong way?		SD	SWD	DK	SWA	SA
A.	People who are not educated enough to understand about the work of the Council	1	2	3	4	5
B.	People who don't really need the information, they are just wasting the time of the leadership	1	2	3	4	5
C.	People who are in a different political party from the leaders, and want to get information so that they can criticize the leaders to the people	1	2	3	4	5
D.	People who were not born in the District / Municipality, they just moved here recently so they do not have the same rights as other citizens.	1	2	3	4	5

ACC-4. I am going to read a list of things that citizens might sometimes do if they think that the local authorities are not providing a good service. Please tell me whether you agree that these are appropriate actions for ordinary citizens. [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	Complain to the village chief	1	2	3	4	5
B.	Complain to the Commune/Sangkat Chief	1	2	3	4	5
C.	Complain to the District/Municipal Governor	1	2	3	4	5
D.	Complain to the Provincial authority	1	2	3	4	5
E.	Vote for a different political party next election	1	2	3	4	5
F.	Tell a newspaper journalist about the problem.	1	2	3	4	5
G.	Join a political party	1	2	3	4	5
H.	Join a CBO to work with the CC for improvements	1	2	3	4	5
I.	Join a group of citizens to protest	1	2	3	4	5
J.	Write a complaint in Accountability Box	1	2	3	4	5
K.	Report to Provincial Accountability Working Group	1	2	3	4	5
L.	Report to Anti-Corruption Unit	1	2	3	4	5

ACC-5. The Organic Law states that the District/Municipal Council is accountable to the Commune/Sangkat Council. I would like you to tell me whether you agree or disagree with some statements about this accountability [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	It just means that the District/Municipal Councilors are elected by the Commune /Sangkat Councilors.	1	2	3	4	5
B.	It means that the District/Municipal Council has to allocate its budget according to the planning priorities set by the Communes	1	2	3	4	5
C.	It means that the Commune / Sangkat Councils have the right to monitor the District/Municipal Council	1	2	3	4	5
D.	In reality the District/Municipal Council is above the Commune /Sangkat Council and has to monitor and control the Communes/Sangkats	1	2	3	4	5
E.	It just means that all the Councils in the District/Municipality have to work together with good cooperation.	1	2	3	4	5

ACC-6. Please tell me if these features of democracy are important to you. [CHOOSE ONE ON EACH LINE]		No importance	Low Importance	Medium Importance	High Importance	Highest Importance
A.	Opportunity to change the government through elections	1	2	3	4	5
B.	Freedom to participate and empowerment in decision making	1	2	3	4	5
C.	Reduced income gap between rich and poor and increased ownership by poor	1	2	3	4	5
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	1	2	3	4	5
E.	Respect for human rights and equal opportunity in competition for education and jobs	1	2	3	4	5

ACC-7. I am going to read a list of statements about the relationship between the District/Municipal Council and the Board of Governors and the administration. Please tell me whether you agree or disagree with these statements [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	The Organic Law is clear that the Council has authority over the Board of Governors and the District / Municipal Administration	1	2	3	4	5
B.	The Board of Governors have been appointed by the Government to control the administration. They cannot hand over this responsibility to the Council yet because the Council does not have enough capacity.	1	2	3	4	5

C.	The BoG is responsible to prepare policies, by-laws and decisions and present them to the Council for approval.	1	2	3	4	5
D.	The Council does not need to concern itself about the details of the administration work.	1	2	3	4	5
E.	The Council has the right to know about every aspect of the administration work including financial information and about recruitment of administration staff.	1	2	3	4	5
F.	If there is a disagreement between the Council and the BoG, in the end the BoG has to respect the Council decision	1	2	3	4	5
G.	In any case where there is a dispute between the Council and the Board of Governors, the dispute must be solved by intervention from a higher authority	1	2	3	4	5
H.	The Chair of the Council has no right to interfere in the work of the Board of Governors	1	2	3	4	5
I.	The BoG proposes the plan and the budget to the Council, but the Council has the right to reject the plan or the budget if they do not agree with it.	1	2	3	4	5
J.	The District / Municipal Council has already made important by-laws for improving the situation in the District / Municipality	1	2	3	4	5
K.	The District / Municipal Council has enough power to take effective action if there is any mistake by the Board of Governors	1	2	3	4	5
L.	The BoG provides good advice to the District/Municipal Council	1	2	3	4	5

ACC-8. I am going to read you some statements about the budget of the District / Municipal Administration. Please tell me whether you agree or disagree with these statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	The budget of the District / Municipal Administration is a part of the National Budget	1	2	3	4	5
B.	The budget of the District / Municipal Administration is a part of the budget of the Province	1	2	3	4	5
C.	The Council sets the District / Municipal Budget and can make changes to it provided its decisions are lawful and the expenditures are not more than the revenues.	1	2	3	4	5

ACC-9. I am going to read you some statements about the relationship between the Commune / Sangkat level and the District Municipal level. Please tell me whether you agree or disagree with these statements		SD	SWD	DK	SWA	SA
[CHOOSE ONE ON EACH LINE]						
A.	The Commune / Sangkat Council can propose ideas to the District but it cannot make decisions by itself.	1	2	3	4	5
B.	The Commune / Sangkat Council has its own budget and can decide how to use it. The higher authorities can only change the decision if the decision is against the law.	1	2	3	4	5
C.	The Commune / Sangkat level has to follow the decisions taken by the District /Municipal level	1	2	3	4	5
D.	The Commune / Sangkat Council role is to inform the District/Municipal level about the needs of the citizens, and to tell the citizens about the decisions of the District / Municipal level.	1	2	3	4	5
E.	The Commune / Sangkat Council is important because it is elected by the people. The District / Municipal Council has to provide services that are priorities for the Communes / Sangkats.	1	2	3	4	5

SECTION 6: TRANSPARENCY & REPORTING

TRA-1. When a citizen comes to the District/Municipal Office for a service, how can he or she find out what services are available? [CHOOSE ONE ON EACH LINE]		SD	SWD	DK	SWA	SA
A.	There is a sign clearly showing the hours citizens can come to the District/Municipal Office for services.	1	2	3	4	5
B.	There is a staff member whose job is to explain to citizens about the services available in the District/Municipal Office, and who is always on duty during working hours?	1	2	3	4	5
C.	A citizen coming to the District/Municipal Office for the first time will see a clear sign showing him or her where to go for information.	1	2	3	4	5
D.	There is a book or leaflet explaining about the services available at the District/Municipal Office. The book is given to citizens without any charge.	1	2	3	4	5
E.	There are notices explaining about the services available to citizens and how to access the services.	1	2	3	4	5
F.	Any fees for services are clearly displayed on a notice	1	2	3	4	5
G.	There is a notice telling citizens what to do if they have any complaint about the service they receive.	1	2	3	4	5

TRA-2. When citizens come to the <u>District/Municipality</u> Office for a service, how do they know the correct price for the service?		No	Yes
A.	There is a list of prices clearly displayed on a notice board where they can see it.	0	1
B.	When they asked about the price, they are shown a written price list (either on a notice board or on paper)	0	1
C.	The Commune/Sangkat clerk or one of the Councilors tells them the correct price.	0	1
D.	They know the correct price because they hear it from other people who used the same service	0	1
E.	Don't know / no response	99	

TRA-3. What rate of expense for the services above does the citizen pay compared with the correct price?[CHOOSE ONE]		
A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Don't know / no response	99

	Never	Once	More than once	Often	Very Often
TRA-4. In the past year, how often did the Board of Governors and other Sub-National Agencies report to each other or exchange information? [CHOOSE ONE ON EACH LINE]	1	2	3	4	5

QUESTIONS FOR INTERVIEWER: (COMPLETE AFTER INTERVIEW)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:		Yes	No
A.	Did the respondent check with others for information to answer any question?	1	0
B.	Do you think anyone influenced the respondent's answers during the interview?	1	0
C.	Were you approached by any community and/or political party representatives?	1	0
D.	Did you feel threatened during or after the interview?	1	0
E.	Other problem encountered: (list)	1	0