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**Study on the Potential for
One Window Service Office Models
for Rural Districts in Cambodia**

Final Report
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Preface

This report is the final output from a short term consultancy on the:

Study on the Potential for One Window Service Office (OWSO) Model for Rural Districts

As with similar previous studies, this project would not have been possible without the support and assistance of some dedicated and motivated staff within NCDD's District Support Team (DST).

My appreciation goes to Mr. Chan Sothea, the Manager of the DST for his overall guidance of this consultancy and for his sharp eye when reading my reports.

My gratitude is greatly extended to Mr. Buon Heng and Mr. Ros Than San for the benefit of their broad ranging experience gained through their involvement with the District Support Team (DST) of the One Window Service Office. Travelling to the Provincial and District centres with Mr. Ros Than San was most informative as I was able to continually learn about the finer details of the OWSO project in addition to the field data we collected for this study.

Thank you also to Mr. Ruud Corsel, Project Management Advisor who was a patient 'sounding board' for my constant questions and for his patience in proof reading my draft reports. Also to Mr. Hans van Zogel who assisted greatly in the formulation of some of the early concepts for this project.

As with previous studies, this short consultancy was also a valuable opportunity for a two way stream of information. While the Study Team gained a much clearer insight to the operations and thoughts of many members of the Administration, the meetings were also a chance to discuss and clarify many operational details of the OWSO with the staff members of many Provincial, District and Commune Offices.

Executive Summary

This report is a study on four rural districts as potential locations for a pilot One Window Service Office. The districts were short listed from a total of 63 districts in the five provinces of Battambang, Siem Reap, Kampong Cham, Kandal and Rattanakirri that were recommended by the Deputy Prime Minister for this study.

The study focused on ‘average rural’ districts for three socio-economic variables (Population density, Number of businesses, Percentage of families involved in agriculture). The average value per district in each of these five provinces were computed as well as limits at 26% on either side of the average. All districts that fell inside this range were included in a pre-selection. This procedure ensured the districts were very rural, yet not too disadvantaged. Bar Kaev District in Rattanakirri was removed from the pre-selection as its population amounts to only four persons per square kilometer which is far too few for use as a practical model for the rest of the country. From the remaining 10 Districts, the following short list of four was made by the DST selection committee:

Table 1: Short-List of Rural Districts

Province	District
Kandal	Koah Thum
Kampong Cham	Cheung Prey
Battambang	Bavel
Siem Reap	Pouk

The consultant and one DST staff member visited each of the four provincial locations to introduce the concept of a Rural District OWSO and gain feedback from the Provincial, District and Commune Administrations on the potential for a new rural office in each province.

The overall feedback from the provincial and district based meetings shown in the following table:

Table 2: Summary of Provincial Feedback on a New Rural District OWSO

Location	Overall Feedback for a Rural District OWSO
Koah Thum District Kandal Province	Province and District Administration willing to establish a new OWSO. Most staff were positive towards the concept. Land is available.
Cheung Prey District Kampong Cham Province	Provincial staff expressed a distinct preference for a Municipal based OWSO before an additional rural office. District and Commune staff were unavailable for interviews.
Bavel District Battambang Province	Province and District Administration willing to establish a new OWSO. All staff were positive towards the concept. Land is available.
Pouk District Siem Reap Province	Province and District Administration willing to establish a new OWSO. All staff were positive towards the concept. Land is available.

Each of the four provinces and districts presented their own special set of circumstances and challenges which will be discussed in detail further in this report. The Kampong Cham Provincial Authorities expressed their strong preference for the next OWSO to be municipality based to enable stakeholders to better deal with the issues related to the OWSO prior to implementing a rural district office. On arrival at Cheung Prey District in Kampong Cham Province other meetings were in progress due to confusion over notifications and the meetings were scheduled for the end of December which were unfortunately too late for the consultant to attend due to the writing of this

report. The Cheung Prey District and Commune staff did however fill out the questionnaires the most thoroughly of all the four districts.

During the field work various models for the pilot office were presented to the meeting participants. In addition to the Back Office being based at the District Office, the participants expressed their strong preferences for the following modalities for the Front Offices:

Koah Thum District, Kandal Province: [Model 1]

Back Office combined with a Front Office located at the District Office for nearby Communes; For **two** remote communes, a Commune based Front Office.

Bavel District, Battambang Province: [Model 2-1]

Back Office combined with a Front Office for the commune located in the district township; For **five** distant communes, Commune based Front Offices; and a Mobile Office for **two** Communes currently without suitable office space.

Pouk District, Siem Reap Province: [Model 2-2]

Back Office combined with a Front Office for the commune located in the district township; For **nine** distant communes, Commune based Front Offices; and a Mobile Office for **four** Communes currently without suitable office space.

Cheung Prey District, Kampong Cham Province:

Inputs from the district and commune are not available, however it is reasonable to assume it would be able to fit within the boundaries of one of the models discussed in this report. The district has a high level of transportation infrastructure and the district office is centrally located which therefore leans towards the Municipal Model as being a suitable model.

The model which was least preferred by the government officials was the Municipal Model with the combined Front & Back Office as per the current Municipal OWSO configuration.

This report details the three preferred models for the rural pilot and the expected costs involved in each of the potential models including comparative costs with setting up an existing style Municipal OWSO. The following table summarizes the initial costs, office equipment, motorcycles, staff training and staff costs for establishing the office and the first year of operations. Please refer to sections 9.1 and 9.2 for further details. Building Costs are not included.

Table 3: Cost of the Potential Rural District OWSOs in US\$

Cost Summary for Year 1 and 2	Model 1 Koah Thum	Model 2-1 Bavel	Model 2-2 Pouk	Model 3 Municipal
Total 1st Year: All setup costs including equipment, furnishings and salaries*. Building costs excluded	57,811	65,375	75,327	49,167
Investment Costs	27,445	29,645	32,445	23,277
1 st Year Recurrent Costs**	30,366	35,730	42,882	25,890
2nd Year Recurrent Costs *** (5% annual increase)	31,884	37,517	45,026	27,185

Notes:

*The average Line Department Salary has been excluded. POC is still included.

**An allowance approximating one staff member plus POC was made for commune Based Front Offices.

*** Due to general inflation

The three provinces of Kandal, Battambang and Siem Reap all have a functioning municipal based OWSO which will greatly assist the implementation of a pilot rural district office. This important adjustment and learning stage was highlighted as being very important by the issues raised in Kampong Cham.

An overview of the districts with the most potential are summarized in the following table:

Table 4: District Overview

Three District Overview	Koah Thum	Bavel	Pouk
Need of development assistance	✓	✓	✓
Setup Costs	57,811	65,375	75,327
Space for OWSO building	✓	✓	✓
Proximity to an existing OWSO	40kms	53kms	12kms
Support of Province	✓	✓✓	✓
Signs of vibrant economies	✓	✓✓	✓
Major infrastructure: roads & bridges	✓✓	✓✓	✗
Benefit to citizens: travel time & distance	✓	✓	✓

Pilot District Recommendation

Bavel District sits in the mid-range of costs to setup and run a new District Office. It has some major infrastructure projects currently underway which will definitely aid the already vibrant economy. These factors coupled with the added benefits to the citizens in both the cost in time and distance of travelling to the Province for registration purposes and the commitment of the Provincial Administration leads to the recommendation for Bavel District to be the location of the pilot Rural District One Window Service Office.

Implementation Options for Pilot District

The highest level of district coverage is also the most expensive and therefore three alternative options are presented for the Front Office giving levels of reduced services for the initial rollout of the Pilot District Office. The cost estimate above is based on Level 4 coverage of the district.

Table 5: Implementation Options for the Pilot District

Bavel District Pilot OWSO	Level 1 Single F/O	Level 2 Mobile F/O	Level 3 2 Commune F/O & Mobile F/O	Level 4 5 Commune F/O & Mobile F/O
Investment Costs	\$23,277	\$29,645	\$29,645	\$29,645
Recurrent costs	\$25,890	\$30,510	\$32,886	\$35,730
Total	\$49,167	\$60,155	\$62,531	\$65,375
Commune Office Desk & Chairs	✗	✓	✓	✓
Commune staff training	✗	✓	✓	✓
Commune Office Allowance	✗	✓	3	✗
Commune Front Office Staff	✗	✗	2	5
Higher moto transportation fuel	✗	✓	✓	✗

District Ombudsman Election Process

For the District Ombudsman Election Process, it is recommended to reduce the Election Committee to 12 members to be more equally balanced between the Administration and Civil Society. Business and NGO representatives would remain at three members each and the number of Administration representative would be reduced to six. Guidelines on how to achieve this will be necessary.

List of Abbreviations and Acronyms

DfGG	Demand for Good Governance
DO	District Ombudsman
DST	District Support Team
IOC	Incremental Operating Costs
MAFF	Ministry of Agriculture Forests and Fisheries
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MIME	Ministry of Industries, Mining and Energy
MoEYS	Ministry of Education, Youth and Sports
MoLMUDC	Ministry of Land Management, Urban Development and Construction
MoC	Ministry of Commerce
MoCFA	Ministry of Culture and Fine Arts
MoH	Ministry of Health
Mol	Ministry of Interior
MoEYS	Ministry of Education, Youth and Sports
MoPWT	Ministry of Public Works and Transport
MoT	Ministry of Tourism
NCDD	National Committee for Sub-National Democratic Development
NCDDS	NCDD Secretariat
NGO	Non-Governmental Organization
OSS	One Stop Shop
OWSO	One Window Service Office
POC	Priority Operating Cost
PP	Phnom Penh
TAG	Technical Advisory Group

1. Introduction

The One Window Service Office (OWSO) in conjunction with the District Ombudsman (DO) was successfully piloted in 2005 - 2007, providing specific government services to the populations of Siem Reap and Battambang. These offices were followed by seven municipality / district offices in 2010 and an additional eight in 2011.

This study on the 'Potential OWSO Service Model for Rural District' is building on previous OWSO studies and costs estimates provided by staff and advisors of the Ministry of Interior (Mol) District Support Team (DST) of the OWSO.

The focus of this study is to expand the services of the OWSO to a Pilot Rural District by identifying a suitable location and modality for the pilot office. The study is based around a number of average Rural Districts which are expected to be economically viable and yet not too developed.

2. Background

The National Committee for Sub-National Democratic Development (NCDD) is the Executing Agency for the OWSO/DO component of the DFGG Project. The DFGG Project supports the governance reform policies of the Royal Government of Cambodia. It is an exciting new project that supports selected government institutions and civil society organizations to develop and expand programs that promote good governance. The DFGG project is supporting four state institutions to demonstrate innovative good governance approaches, in partnership with civil society that may generate lessons for wider replication. At the same time, civil society organizations are encouraged to promote accountable and transparent governance through partnerships with state institutions and a competitive program of small to medium sized grants. The project encourages citizen's demand or interest in governance issues and government's responsiveness to feedback from the community.

One of the initiatives selected to demonstrate innovative good governance approaches is the expansion of the One-Window Service Office (OWSO) and District Ombudsman (DO) to selected municipalities/districts throughout the country. These offices have been piloted in two districts – Siem Reap and Battambang. Under the DFGG project, OWSO/DO will be opened in 22 new municipalities/districts.

Seven (7)-new OWSO and DO were inaugurated formally to start the assigned functions since September 20th, 2010. These new OWSOs and DOs are located in the following municipalities/districts: Takhmao (Kandal Province), Stung Sen (Kampong Thom Province), Preah Sihanouk (Sihanouk Ville), Poi Pet (Banteay Meanchey), Kratie (Kratie), Suong (Kampong Cham), and Peam Ro (Prey Veng).

Eight new OWSO/DO offices at municipalities of Doun Keo (Takeo), Kampot (Kampot), Khemarak Poumintr (Koh Kong), Chbarmon (Kampong Speu), Kampong Chhnang (Kampong Chhnang), Pursat (Pursat), Banlung (Rattanakiri), and Bavet (Svay Rieng) began functioning in the 3rd quarter of 2011. Seven OWSO/DO targets including one Rural District are planned to open in early 2012.

2.1 Objectives of the One Window Service Office

The objective of the OWSO is to provide administrative services under one roof in a quick, transparent and corruption free manner which is a component of the Demand for Good Governance (DfGG) project. Most services available at the OWSOs in the municipalities and districts relate to the registration of vehicles, commercial operations/ small businesses, and legalization.

2.2. Concepts

There are many examples of similar types of service concepts to the Demand for Good Governance and the One Window Service Office in neighbouring countries and also developed and experienced countries in the west. In some other countries, the One Window Service Office is also referred to as a One Stop Shop or a Citizen Centre. A quick look at similar services established in neighbouring countries quickly show the benefits that can be accrued through the use of the One Window Service Office in Cambodia.

In rural Victoria, Australia, the township of Wangaratta has established a One Stop Shop from which many similarities can be drawn with the Rural District One Window Service Office being established in Cambodia. While there are many useful comparisons to be drawn there are also many lessons that can be taken from the experiences of that office.

Similar to the OWSO, the Wangaratta OSS provides citizens with a convenient location to find out about council services and also to apply or pay for council services. In addition to these basic services, the OSS also provides information to local citizens on the Council and Council Services; the ability to report council related issues; gain access to information related to people living in the area and also for tourist information on the region. During the meetings held in the provinces, the officials were very positive towards the idea of information dissemination and collection at the OWSO. While many people are not eager to register businesses and pay bills, these extra and often very useful services are also a method of building a positive image for the authorities and help people to be more receptive to such tasks.

In Vietnam, the One Stop Shops established countrywide demonstrate how good governance reduced the problems typically associated with large bureaucracies. With the assistance of the Swiss Government, Vietnam has institutionalized the OSSs and made them compulsory at all public administrative levels; central, provincial, district and commune levels. Through the use of these offices, all citizens have easier, faster and fairer access to administrative services and most importantly, the public image of the authorities has been improved.

Further examples of these service offices and centres are briefly described in Annex 1; Experiences in neighbouring countries with One Window Service Office (OWSO) / One Stop Shop (OSS) systems.

As part of the move towards decentralization and deconcentration of the government services, One Window Service Offices were introduced in Cambodia as a medium for the efficient delivery of government services to the public in a quick, cheap and transparent manner.

The current municipal model of an OWSO comprises a Front Office with staff trained to assist in the completion of application forms and to receive the forms and payments for the provided services. Services, delivery times and fees for the services are all clearly posted in the Front Office. The applications are then transferred to the technical staff in the Back Office for processing. This assignment involved the study of different modalities of the Back Office and Front Office combination and the acceptability of the variations of these models to the officials of the short-listed provinces and districts.

3. Methodology

3.1 Objective of the Assignment

The objective of the study is to identify the potential existing service delivery mechanism and a Rural District and to provide options for the establishment and operation of OWSO and Ombudsman. This includes a review of costs of operation and a desk review of other rural level models being used in neighboring countries.

3.2 Method used

The methodology employed in this assignment is a simplified multi-criteria analysis which is comprised of two distinct sections. The first section involved the process undertaken to pre-select districts, followed by the short-list of the final four districts for the detailed study. The second part of the assignment involved the gathering and study of information from each of these four short-listed provinces. Interviews and discussions were conducted at Provincial, District and Commune levels. At the provincial level meetings, the issues and challenges of the existing OWSO were discussed. At the district and commune level meetings, the concept and operation of the OWSO was described to the participants and their feedback was requested on many aspects of the delivery system.

The information gathered was then summarized and formulated to write this report.

4. District Selection Process

4.1 Pre-selection

The Deputy Prime Minister and Minister of Interior recommended five provinces in which a rural OWSO could be piloted: Battambang, Kampong Cham, Kandal, Rattanakirri and Siem Reap.

The number of districts in these provinces is 63. The initial goal was to pre-select a number of average rural districts within the five provinces and then identify a shortlist for detailed study and analysis. The pre-selection criteria and processes identified suitable 'average' Rural Districts with consideration of the following criteria:

- Population density
- Number of District Businesses
- % of families involved in Agriculture
- % of families involved in manufacture of crafts
- Availability and quality of electricity

The last two criteria were removed as 1) the number of families involved in the manufacture of crafts is currently very low and was typically in the region of less than 1% and 2) the availability of electricity was very wide spread across the districts and in light of the rapid changes currently underway in the rural areas of Cambodia, this information is likely to be incorrect at this time.

For each of these variables, an average value per district was computed using all districts in the province. Subsequently, for each province a range was determined between this average value plus and minus 26%. The following districts fell within these ranges for Population density, Number of business and Percentage of families in agriculture. As such they could be considered to be 'average rural districts'.

Table 6: Pre-Selection of 11 Average Rural Districts

Districts (11)	Population Density (Number of people per square km)	Number of Registered Businesses	% of Families in Agriculture
Battambang (291kms from Phnom Penh)			
Phnum Proek	78	523	91
Kamrieng	90	429	87
Bavel	108	614	100
Province Average	90	489	88
Kampong Cham (124kms from Phnom Penh)			
Batheay	188	1054	91
Cheung Prey	232	923	88
Kang Meas	275	957	93
Province Average	231	1105	81
Kandal (Not applicable*)			
Kaoh Thum	306	984	90
Lvea Aem	295	1016	86
Ponhea Lueu	316	818	71
Province Average	289	931	81
Siem Reap (314kms from Phnom Penh)			
Banteay Srei	69	737	90
Puok	98	928	92
Province Average	79	804	93

NOTES:

Rukh Kiri (BTB) was removed from the Pre-Selection list due to having just two Communes

Bar Kaev (RAT) was removed from the Pre-Selection list due to low population density: 4 persons/km²

* Kandal does not have distance included as the province encircles Phnom Penh and therefore many districts are closer to Phnom Penh than their Provincial City of Ta Khmao.

Sources: District Information System (DIS); Commune Database Online: <http://db.ncdd.gov.kh/cdbonline/>; Provincial & District Data Books 2009.

4.2 . Short-List of Rural Districts

The pre-selection of 11 districts were then ranked with an additional set of criteria from the District Information System to prepare a short-list of four Rural Districts for further study. Ranking on the following criteria was set up with the smallest numbers representing the best score:

- Population numbers. Ranked with the highest population as #1 and the smallest as #11.
- Access: Road conditions and distance (Province to District and District to Commune) #1 is closest and #11 is the most distant.
- Line Department personnel availability. All pre-selection districts include an Agriculture and Land Management Department. No district has a Tourism or Commerce office. Ranking was then given as #1 if the district had the three offices of Public works & Transport, Culture & Fine Arts and Mines and Energy. Ranking is #2 for two offices and #3 if one office and #4 if none.
- Office space. #1 ranking is for the largest space and #11 for the smallest. The total size (m²) of all buildings was added together. Type and condition of building was not addressed as no data was available at this stage of the study.

Table 7: Ranking of Rural District Offices (sorted by total score)

Province	District	Population	Office Space	Line Dept's	Kms - District to Communes	Kms - Province to District	Total Score
SRP	Puok	2	1	2	6	1	12
BTB	Bavel	6	4	2	1	7	20
KDL	Kaoh Thum	1	5	2	5	8	21
KDL	Lvea Aem	8	7	1	4	3	23
KDL	Ponhea Lueu	7	3	1	8	5	24
KCM	Kang Meas	4	10	1	10	2	27
BTB	Phnum Proek	9	2	4	3	10	28
KCM	Cheung Prey	5	8	1	9	6	29
BTB	Kamrieng	10	6	3	2	11	32
KCM	Batheay	3	9	2	11	9	34
SRP	Banteay Srei	11	11	2	7	4	35

The pre-selection of districts excluded the districts that were least and most likely to provide good conditions for an OWSO, as the selected districts are only those that are relatively close to the average value within the provinces for the specific criteria (to ensure that they are still very rural, yet not too disadvantaged).

A lower total score of the districts translate to more favourable conditions for a successful OWSO. The highest numbers were least favourable and mid-range numbers represent districts most closely representing the average for the province.

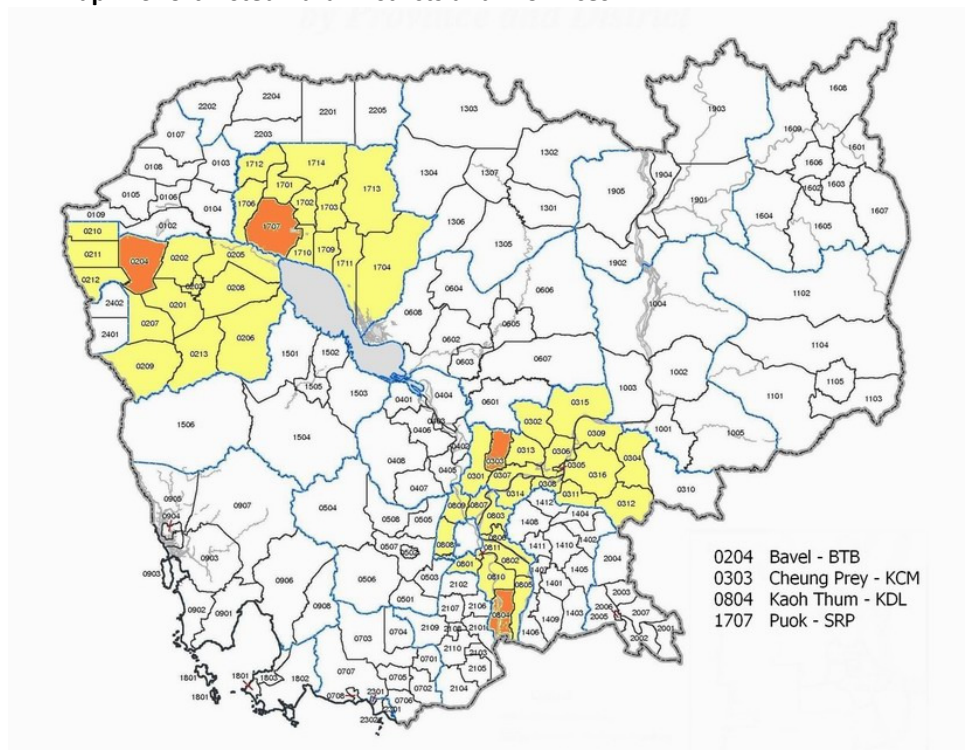
After detailed discussions on the attributes and challenges of each potential choice of district, the Selection Team comprising DST staff members and the consultant decided on one district from each of the four provinces, as shown below.

Table 8: Short-List of Rural Districts

Province	District	Population
Kandal	Koah Thum	149,600
Kampong Cham	Cheung Prey	94,401
Battambang	Bavel	90,858
Siem Reap	Pouk	118,735

The location of these shortlisted districts are shown on the following map of Cambodia. The numbers are the Government Gazetteer Codes for the districts, commonly referred to as Phum (village) Codes or GIS (Geographical Information System) Codes.

Map 1: Short-Listed Rural Districts and Provinces



4.3. Additional Selection Criteria

The final selection of a district will also depend on the challenges perceived by the Provincial and District authorities and their willingness to cooperate in the pilot Rural District OWSO. Human resources are a critical factor and is a challenge to Line Departments and District Offices in all provinces. While staffing issues were raised in all Provincial and District level meetings, the deputy Governor of Battambang assured the meeting that the Bavel District Office would be able to assist the establishment of a Bavel district based OWSO.

These critically important pieces of information were ascertained through provincial meetings and questionnaires.

5. Summary of Field Visits

The field visits to the short listed Provinces and Districts were conducted over a two week period from 13 to 22 December 2011. The initial meeting held at the Kandal Provincial Office at Ta Khmao was attended by the consultant Mr. Ray Worner, Mr. Ros Than San Advisor for Policy and Mr. Bun Heng Chief of Communication & Information Division. The following meetings were attended by Mr. Ray Worner and Mr. Ros Than San. In addition to collecting information for this study, the meetings were also a good opportunity for the dissemination of OWSO information to the participants through discussions and the distribution of leaflets and booklets during the discussions.

Meetings were held at Provincial, District and Commune Levels with the dates and numbers of participants shown in the following table. The English transcription of these meetings are attached in Annexes 4.1 through 4.11.

Table 9: Number of Interviewees and Dates of Visits by Province and District

Kandal			Kampong Cham			Battambang			Siem Reap		
13 - 14 December			15-16 December			19 - 20 December			21 - 22 December		
Prov	Dist	Comm	Prov	Dist	Comm	Prov	Dist	Comm	Prov	Dist	Comm
11	25	15	11	17*	20*	12	9	14	11	22	24

* Meeting delayed until 29th December and the consultant was not present.

On arrival at Cheung Prey District, Kampong Cham Province there was some confusion over the notification and timing of the District and Commune meetings and they were rescheduled to 29th December, after the completion of this report.

Table 10: Current Functioning and Perceptions of New Rural District OWSO

Current OWSO Perceptions	Kandal			Kpg Cham			Battambang			Siem Reap		
	P	D	C	P	D	C	P	D	C	P	D	C
Existing OWSO [Provincial Meetings]	↑			↑			↑			↑		
→ Public Display of Fees	↑			↑			↑			↑		
→ OWSO Cheap, Quick & Transparent	↑			↑			↑			↑		
→ Introduction Campaign for OWSO				↑								
→ Admin' closer to citizens	↑			↑			↑			↑		
→ OWSO reduced some Dept's workloads	↑			↑			↑			↑		
→ Some Dept's same as before the OWSO				↔								
→ Cooperation between Administrations & OWSO	↑			↑			↑			↑		
→ Public Perception	↑			↑			↑			↑		
→ OWSO Services well received	↑			↑			↑			↑		
→ Some numbers increased with OWSO	↑									↑		
Rural District OWSO												
→ Administration Perspective	↑	↑		↓			↑	↑		↑	↑	
→ Citizen's Expected Perspective	↑	↑		↑			↑	↑		↑	↑	
→ Rural businesses increasing	↑	↑						↑			↑	
→ Demand for some services	↓	↑					↑	↑		↓	↑	
→ Reduce some services: Constr' to 2-300m2							↓			↓		
→ Willingness to Support Rural District OWSO	↑	↑	↑	↑↓	-	-	↑	↑	↑	↑	↑	↑
Dissemination & Reporting System												
→ Currently doing so		↑								↑		
→ Agree to the idea		↑						↑		↑		
Front Office Location / Mode of Operation												
→ Back Office & Commune Based		↑						↑			↑	↑
→ Back Office, Commune & Mobile Based											↑	

Table Legend:

P Provincial Level Meetings D District Level Meetings C Commune Level
 ↓ Issues of concern / problems ↑ Positive Issues ↔ No Change

Boxes left blank in Tables 8 & 9 relate to questions and issues that were not applicable, not discussed in every meeting or related to a choice whereby only one selection is applicable, e.g. Front Office Location / Mode of Operation. The responses shown relate to direct answers or comment and

not general agreement or disagreement by the meeting participants. Cheung Prey District meetings were delayed (29 Dec) and were therefore too late for inclusion in this report.

Table 9 shows a similar level of commitment and willingness to support a new OWSO at the four Provincial level meetings, however Kampong Cham repeatedly expressed its preference for a municipal office as its next OWSO due to the challenges faced in setting up and running the Suong Office.

Table 11: Challenges for the OWSO

Concerns and Issues Raised	Kandal		Kpg Cham		Battambang		Siem Reap	
	P	D	P	D	P	D	P	D
Challenges for the Rural District OWSO								
Not Complete One Stop Shop Service			↓					
Services required from other departments			↓					
Staff availability	↓		↓		↓		↓	↓
Staff Travel	↓		↓		↓		↓	↓
Staff overloaded	↓							
Staff Salary			↓		↓		↓	↓
Contract Staff Salary too low					↓			
Distance / Transportation issues	↓							
Citizens behaviour not improving			↓				↓	
Efficiency in Registering Businesses	↓ ↓						↓ ↓	
Moto Taxation from Customs			↓					
Land Titles	↓	↓						
Need for own budget					★		★	↓
Big need for additional Services in OWSO			★		★		★	
Big need for additional OWSO			★					
Staff Issues:								
→ Training		★	★		★		★ ★	
→ Cross Train Staff			★					
→ Financial Support		★	★		★		★	★
→ Recruitment Problems			★		★		★	★
→ Relax recruitment restrictions			★		★		★	
Migration: Large numbers departing District		↓				↓		↓

Table Legend:

P Provincial Level Meetings D District Level Meetings
 ↓ Issues of concern / problems ★ Issues needing attention
 ↓ ↓ Issues of major concern / problems

Table 10 shows the challenges experienced in establishing an effective OWSO. Firstly the office is seen as being an incomplete One-Window Service Office as other departments and offices need to be visited in addition to the OWSO.

Staff issues are indeed a big problem for these offices and a 'fix' for the employing of new staff is critical for the success of the OWSO, particularly as older people are retiring and are not allowed to be replaced. From where will competent staff be sourced without relaxing the criteria for employment? This table shows some of the challenges experienced and the need to address these issues.

As shown in the line 'Efficiency in Registering Businesses', without officials proactively visiting businesses, the citizens will not make any efforts to register their businesses, even when the office

conveniently located nearby. In Kandal 851 potential business registrations were delegated to the OWSO and only 77 registered.

This has been demonstrated in multiple OWSO offices where large numbers of potential business registrations were delegated to the OWSO and minimal continued with the registration. The suggestion of the officials to improve the effectiveness of the business registration process is through the addition of a staff member who is actively canvassing the businesses in the district and who has the authority to pass on the information of non-complying businesses to the appropriate authorities to follow up.

6. Rural Model Variations

In addition to the current Municipal Model for the OWSO, comprising a combined Back and Front Office, the Rural Study expected to receive feedback on two new OWSO Models with the Front Offices located in the Commune Offices or a Mobile Front Office regularly visiting each of the Communes to carry out the necessary duties. After discussions with the stakeholders in the provincial districts, two main variations combining these three models were identified. The overriding preference was for the Front Offices to be close to the people and therefore the current Municipal Model of a combined Front and Back Office was the least preferred model. For each potential Model, the Back Office will be located in the District Town with the Front Office distribution as follows:

6.1. Model #1

Koah Thum District, 11 Communes; Kandal:

- Combination of the Municipal Model and the Commune Based Front Office Model.
- A new building comprising the Front and Back Offices could be located at the district office compound. A district based Front Office would be accessible for all nearby Communes. For the two remote Communes of Leuk Daek and Praek Chrey, a Commune based Front Office would be located in each Commune. These two communes have a new Commune Office suitable for this purpose.

6.2. Model #2

6.2.1 Bavel District; Battambang Province

Bavel District, (soon to be Eight) Communes; Battambang:

- Combination of the Municipal Model, the Commune Based Front Office Model and Mobile Front Office Model.
- A new building could be located at the district office compound for the Back Office and local Commune Front Office. The Back Office will be combined with the (one) Commune Front Office for the Commune at the district office.
- For the more distant communes, (seven) Commune based Front Offices would be ideal, however as two communes are to be formed after the next Commune elections, they do not as yet have an office and could be serviced by a Mobile Front Office until their office is built.

The two new communes without an office are Boeng Pram Commune and Kleang Meas.

6.2.2. Pouk District; Siem Reap Province

Pouk District, 14 Communes; Siem Reap:

- Combination of the Municipal Model and the Commune Based Front Office Model and Mobile Front Office Model.

- A new building could be located at the district office compound for the Back Office and local Commune Front Office.
- The Back Office will be combined with the (one) Commune Front Office for the Commune at the district office. For the eleven distant communes, nine will have a Commune based Front Office and a Mobile Front Office will service the four Communes currently without suitable office space.

The four communes without office space are Pou Treay (Floating Village), Yeang, Kdei Run and Khnat Communes.

6.3. Model #3

Cheung Prey District, Kampong Cham Province.

The Municipal OWSO Model is viewed as the most applicable model for this district due to the high level of transportation infrastructure and the central location of the district office. The individual preferences and commune details from the officials was not available for this study, hence the use of the current OWSO model for this district.

The least preferred option was the current Municipal configuration for the OWSO which combines the Front & Back Offices at the one location as it was not close enough to the people who need to use its services.

The costs related to each of these models are shown in Section 10 of this report with the breakdown of the cost structures in the Annexes to this report.

7. Demand for Services

Many participants were eager to see more competencies handed to the OWSO in the near future as this service model has been well received by the public. Opportunities towards the expansion of services in the areas of Education, Health and Agriculture were commonly mentioned during the meetings.

In addition to these standard administrative services the interviewers asked about additional services such as information sharing particularly in the Agricultural sector. The OWSOs could assist in the collection of information, such as on the incidence of animal and crop diseases. They could also play a role in the dissemination of information such as instructions for the safe use of insecticides and pesticides. In areas of large migration of populations, there is also a need for job search information as seen over the past few months during the Thailand post flooding reconstruction stage. While the officials agreed with the usefulness of these initiatives, staffing was always mentioned as a major obstacle in performing such tasks. Yet this is depends on the willingness of the ministries concerned to make staff available.

Demand of services was a very topical conversation in every meeting. While the majority of participants were advocating for increase number of services, some participants were arguing for reduced competencies for the Rural District OWSO particularly in construction as they felt the capabilities for the OWSO to deal with 500 square metres was too limited and 200m2 or 300m2 was sufficient.

It was also noted that the OWSOs were not yet a full service One Stop Shop. For example, registering a new motorcycle requires an initial visit to the Provincial Customs Office to certify the Taxation Receipt before being able to register the motorcycle. This can be the cause of many delays in registration due to the distances and time involved. Multiple permissions from other Departments are also required before being able to register a new restaurant.

People are also being confused as to their legal requirements in the Handicraft sector as no registration is required when opening with capital under \$3,000. Registration is required for registration of businesses when the investment is between \$3,000 and 5,000. There is also a need for a 'one time only' registration in addition to a re-registration process every three years.

7.1. Cost of Services

While it is important to keep in line with the transparent and posted costs of service, it was also acceptable to the commune representatives to have a slightly higher fee to cover the additional transportation fees between the remote Commune or Mobile Front Office and the Back Office. The participants acknowledged this would still be significantly cheaper for the Clients demanding a service in time and money than travelling individually to the district based Front Office.

A portion of these fees could also be allocated to each of the Commune Front Offices to cover some of their costs associated with the services provided.

It is also very important to ensure there are no unofficial fees charged at the remotely located Front Offices. A system will need to be implemented whereby the District Ombudsman visits each Front Office at a set and regular time to meet and discuss any issues with the local staff and villagers.

8. Staff Issues

It was common to hear that OWSO staff over the period of approximately six months became more professional, experienced and efficient in their work. One participant expressed the idea of the OWSO as being an excellent training ground for the government. The problems presented by staffing issues however, were very significant and was without exception the area experiencing the biggest problems as voiced in all of the meetings.

8.1 Recruitment

A major obstacle for the Rural district OWSO is seen to be the lack of staff. Staff in most Line Departments are aging and are retiring with regulations in place to prevent any new employment to replace these people. The result is therefore severe staff shortages and no viable plans to address this issue. The requirement for additional Rural District staff will only make this matter of shortages even more acute. As staff are not allowed to be recruited, provincial township staff would be required and then additional salary requirements will be needed to cover the transportation and meal costs. The Suong OWSO had a Back Office staff member resign from this office due to the difficulties he was experiencing over the travel distance and expense. Due to this scarcity of Line Department staff at district level, it is likely that some Back Office staff will be unavailable. The options available are therefore to use contract labour or temporarily transfer the services without Line Ministry representation at the District to the Provincial Office until these labour issues are resolved.

Staff will be expected to be at their posts in the office for a full eight hours per day and will not have the opportunity to participate in additional business or employment opportunities. It is therefore important to ensure that an adequate financial package is offered to the staff to meet their daily living requirements. Financial assistance was seen by all meeting participants as being critical to the success of a new office.

Where ever possible, it is most important to recruit employees close to the location of the office which will minimize travel related issues and will also increase the level of dedication and service provided.

8.2 Training

Training was the second most important staff issue.

Thorough training on all aspects of the employment was noted to be most important. A level of cross-training is also necessary to enable employees to carry out the tasks of their colleagues during any absences. It was noted that the efficiency and professionalism of the staff improved quite dramatically over a period of six months, however some people noted that descriptions and information requirements on how to correctly fill out forms was not always at an appropriate level for clients to fully understand. Front Office staff therefore need to have a very detailed knowledge of all sectors and the information required to complete all forms, including permissions and registrations from external offices. Office manuals would greatly assist in instances.

9. Cost of a New OWSO

This section of the report details two main Models for a Rural District One Window Service Office and the costs involved in an existing Municipal OWSO model for comparative purposes.

9.1. Setup Costs

The following costs were based on averages calculated from data from the OWSO over the period Jan – Jul 2011 which was provided from the DST. Please refer to Annex 3 for these average costs. Calculations using these averages are shown in the attached Annex 2; Cost Structure for Individual Models.

It is important to note that no building costs have been included in these calculations.

9.1.1. Model #1: Kaoh Thum District; Kandal Province

The first Model suited to Kaoh Thum District in Kandal Province is the most straight forward as it comprises a Back Office with a Front Office covering nine Communes with two communes having remote Commune Front Offices at Leuk Daek and Praek Chrey communes.

Table 12: Setup Cost Estimates for Kaoh Thum District

Kaoh Thum District; Kandal Province	Setup Costs	IOC, POC & Salaries	First Year Total
Training	\$3,100		
Total Equipment (No buildings)	\$24,345		
Total Yearly Operating Costs: Incl' utilities, stationery, salaries and POC		\$30,366	
Total 1st Year: excluding rentals & buildings	\$27,445	\$30,366	\$57,811

9.1.2. Model #2: Bavel District and Pouk District

Bavel and Pouk Districts have very similar requirements. Both require a Back Office together with a Front Office for just the commune at the location of the District Office. They include Commune Based Front Offices and a Mobile Front Office to service communes with no offices. A new building to be located at the district office compound for the Back Office and the Front Office for the Commune at the district office. For the distant communes, Commune based Front Offices and a Mobile Front Office for the communes with no office.

Model 2-1: Bavel District; Battambang Province

Back Office together with a Front Office for just the commune at the location of the District Office. Additional **five** Commune Based Front Offices and a Mobile Front Office to service **two** communes with no offices.

Table 13: Setup Cost Estimates for Bavel District

Bavel District; Battambang Province	Setup Costs	IOC, POC & Salaries	First Year Total
Training	\$4,000		
Total Equipment (No buildings)	\$25,645		
Total Yearly Operating Costs: Incl' utilities, stationery, salaries and POC		\$35,730	
Total 1st Year: excluding rentals & buildings	\$29,645	\$35,730	\$65,375

Model 2-2: Pouk District; Siem Reap Province

Back Office together with a Front Office for just the commune at the location of the District Office. Additional **nine** Commune Based Front Offices and a Mobile Front Office to service **four** communes with no offices.

Table 14: Setup Cost Estimates for Pouk District

Pouk District; Siem Reap Province	Setup Costs	IOC, POC & Salaries	First Year Total
Training	\$5,200		
Total Equipment (No buildings)	\$27,245		
Total Yearly Operating Costs: Incl' utilities, stationery, salaries and POC		\$42,882	
Total 1st Year: excluding rentals & buildings	\$32,445	\$42,882	\$75,327

9.1.3 Model #3: Municipal Style OWSO

The standard Municipal Model OWSO: combined Back Office and Front Office in the same building.

Table 15: Setup Cost Estimates for a Municipal style Office: Cheung Prey District

Municipal OWSO – Back Office together with Front Office	Setup Costs	IOC Salaries &	First Year Total
Training	\$2,500		
Total Equipment	\$20,777		
Total Yearly Operating Costs: Incl' utilities, stationery, salaries and POC		\$25,890	
Total 1st Year: excluding rentals & buildings	\$23,277	\$25,890	\$49,167

9.2. Recurrent Costs

In addition to the expected operational costs of the OWSO and the relocated Front offices, the Commune representatives (Councilors and Clerks) were all very accommodating to the potential small delays and costs involved in having a Front Office located in their own communes.

An inclusion has been made for the payment of allowances for each of the Commune Offices hosting a Front Office and officials agreed to a small surcharge being applied to the currently published service fees to cover transportation and office costs as this would still be far cheaper in time and money than individuals travelling to the respective District Offices.

The possibility of having the application forms faxed from the Commune Front Offices to the District Back Office were discussed with the commune officials, however they unanimously preferred the option of having all application forms and responses hand delivered. This would be carried out by the regular service provided by the Mobile Front Office, the regular trips by the Commune Chief to the District Office or a courier service to be established to ensure the timely delivery of all documents and responses. The participants were all very accepting of a few days delay to the published time frame of the OWSO. If timing was urgent, the individuals could always travel to the District by themselves to visit the Front Office in the same building as the Back Office.

Table 14 shows a summary of expected costs for the various OWSO models for the first and second year of operations. No interim rentals or building costs have been included in these figures. The first row shows the complete costs of setting up a new office with all equipment , furniture and the recurrent costs of running the office; staff, utilities, stationery.

Row 2 is the cost without the Line Department salaries to show the cost of the new office. Row 3 is very useful as it displays just the yearly recurrent costs for the first year which is easily compared to the second year costs shown in row 4. 5% was added to take into account inflation.

Table 16: Estimate Cost of Operation for a Rural District OWSO

Cost Summary for Year 1 and 2	Model 1 Koah Thum	Model 2-1 Bavel	Model 2-2 Pouk	Model 3 Municipal
Total 1st Year: All setup costs including equipment, furnishings and salaries*. Building costs excluded	57,811	65,375	75,327	49,167
Investment Costs	27,445	29,645	32,445	23,277
1 st Year Recurrent Costs**	30,366	35,730	42,882	25.890
2nd Year Recurrent Costs *** (5% annual increase)	31,884	37,517	45,026	27,185

Note:

*Only the average Line Department Salary has been excluded. POC is still included.

**An allowance approximating one staff member plus POC was made for commune Based Front Offices.

*** Due to general inflation

An amount has been included for the payment of allowances in each of the Commune Offices hosting a Front Office. The value used is \$149 which approximates the salary and POC of one person for one month. This amount has been included as an allowance and not as a salary as it is expected the Commune Front Office position would be part time and possibly a shared responsibility in the office. The amount is based on the rate as informed by the DST of 294,000Riels POC and 300,000Riels Salary.

10. Ability and Commitment to Support

Provincial Administrations and Line Department representatives were all uniform in their agreement as to the usefulness of an OWSO and the benefits they bring to the public. OWSOs offer cheap, fast and transparent services to the communities. However there have at times been some significant obstacles in getting these services to the citizens. The Kampong Cham Provincial meeting discussed the many problems experienced with having their first provincial office located at the Municipality of Suong, approximately 26 kilometers from the city. For these reasons, they expressed their strong desire to have the next OSWO located in the Kampong Cham Municipality whereby they would be much better positioned to deal with the many issue that arise in the establishment of such an office.

Table 17: Commitment to Support a Rural district OWSO

Willingness to Support a Rural District One Window Service Office	Kandal			Kpg Cham			Battambang			Siem Reap		
	P	D	C	P	D	C	P	D	C	P	D	C
→ Commitment to Support Rural District OWSO	↑	↑	↑	↑↓	-	-	↑	↑	↑	↑	↑	↑

While all Administrations and Line Departments expressed concerns over staff recruitment and financial related issues, they all would like to see additional offices being located in their provinces and districts. With the appropriate support in these problematic areas, Rural District OWSOs will face less obstacles and be better positioned to provide the assigned services.

In light of these issues, the Deputy Governor of Battambang Province said he would utilize the resources of the District Office to staff an OWSO in Bavel District.

Kampong Cham repeatedly expressed their desire to see a municipal OWSO as the next addition in their province.

There was only one other minor complaint from the commune Level meeting at Kaoh Thum when a participant mentioned potentially more work for no extra payment. As this is a justifiable comment, consideration needs to be given to allowances for each of the Commune Offices hosting a Front Office. An allowance has been included for the Commune Front Offices in this report.

11. District Ombudsman

Table 18: Summary of Perceptions of the District Ombudsman Election Process & Procedures

	Kandal	Kampong Cham	Battambang	Siem Reap
Office of the District Ombudsman	Operating well	Suong Operating well.	Operating well	Operating well
Election Process	Fair & Transparent	Fair & Transparent	Acceptable as it is.	Acceptable as it is. Fair & Transparent
Election Criteria	60 year age limit too low. Many retired people are very healthy, capable & skilled and are excluded from the position.	1) Add 2 more business rep's. to the election committee. 2) 35 years too young & 60 year age limit too low [65-70 y/o is preferable]	Recommends no changes. The election process currently takes 3 months, any changes will extend that time.	Add more business & NGO rep's. to the election committee. Equal in number with the District Admin'.

11.1. Election Process

The election of the District Ombudsman begins with the formation of an election committee comprising the District Council, three business representatives and three NGO representatives. They may each nominate up to two candidates each. The final result is one elected District Ombudsman for the One Window Service Office. The election process was viewed by all meeting participants as being fair, transparent and did not need any changes to the process. There were however many suggestions to the criteria of the candidates.

While there was one suggestion in Siem Reap to reduce the eligible age to just 40 to 45 years and another suggesting the upper limit be reduced to 55 years old. The majority of meeting participants expressed their wishes to increase the age limit to allow for very capable retired citizens to partake in the process. The rationale presented is that many retired age citizens are very healthy and active as well as being suitably qualified for the position of District Ombudsman. Increase the upper age to 65 or 70 years old was the suggestion of many.

Kampong Cham also suggested raising the lower age limit as a 35 year old Ombudsman would likely have good education, but not the experience or respect to successfully fulfill the position.

11.2. Suggested modifications to the Election System

Kampong Cham Provincial meeting suggested that as the OWSO was to predominantly serve the business community, it was logical to increase the number of business representatives on the election committee to five (5) members. Siem Reap expanded on this concept and suggested the NGO representation also be increased to that there is a better balance between the District Council representatives and the business / NGO representatives.

A point supporting the increase in numbers is that there are likely to be more candidates put forward. The lack of candidates was discussed in Kandal. In some circumstances there is also the possibility of having too many candidates as each representative may nominate up to two candidates each, thereby potentially having close to 50 candidates standing for election. Making a final decision in this scenario can become very difficult. As there is also the issue of the Ombudsman review meetings that are rarely being held, trying to arrange meetings for a large number of participants to attend at the one time is also problematic. To keep a balance of civil society and administrative election committee members, it is recommended to remain with the three each from the business and NGO communities and reduce the numbers from the District Councilors to six members thereby giving a total of 12 Election Committee members.

12. Conclusions and Recommendations

12.1. Conclusions:

The districts in the rural study all show significant potential for a successful pilot of a Rural District OWSO.

In the case of existing OWSOs, officials repeatedly mentioned difficulties in receiving requests for new registrations as citizens' behaviour had not changed to adapt to the new mode of operation. The success of a new office will therefore depend on the ability of the office to attract clients to register their businesses. The effectiveness of the business registration process will be greatly improved with the addition of a person to actively canvassing the businesses in the district and who has the authority to escalate the details of non-complying businesses to the appropriate authorities to follow up. This has the potential to greatly increase the income of the office and contribute or possibly meet the cost of operations.

A major issue for the OWSO is that of staffing. The Line Departments are currently not permitted to employ more staff which creates significant challenges to the successful operation of a new OWSO. This important issue needs to be addressed to ensure the success of existing and new offices. Wherever possible, district personnel need to be employed from the district and not brought in from the provincial capital to work in the district OWSO.

12.2. District Office Summary and Recommendation

Kaoh Thum District is visibly the most advanced of the study districts and is expected to show significant growth in the medium future with the construction of new major bridges across the Tonlee Bassac and to Vietnam, along with a new economic zone at the Vietnam border. It is also along a main route connecting Vietnam with Phnom Penh.

It is a straight forward roll-out with the implementation of the complete Back and Front Offices at the District prior to commencing operations with just two Commune based Front Offices. The setup of the main district office would allow some settling in and learning time for all the staff before extending the service to the Commune based Front Offices.

Cheung Prey District has advanced transportation infrastructure and is situated along the main road between Phnom Penh, Kampong Thom and Kampong Cham. The preference of the provincial authorities is for a municipal OWSO before an additional rural district office and as Cheung Prey is 48kms from the Provincial capital, it was viewed as being potentially difficult to successfully implement.

Pouk District while very rural, is relatively close to Siem Reap with the district centre being just 11kms – 12 kms away from the existing OWSO. The participants at the Commune level meeting were by far the most enthusiastic of all the meetings, which is very positive sign for a new OWSO but not necessarily enough to ensure the success of the office.

Of these target districts, Bavel District is certainly the most rural and removed from nearby OWSOs. It has a very vibrant township and therefore shows good potential as pilot for the Rural District OWSO. The Provincial Administration is very positive towards the establishment of a rural district OWSO along with support of staff resources from the District Office.

As stated earlier in this report, rural citizens are not at all familiar with the concepts of administrative registrations and this will take quite a while before registration numbers begin to increase. This has been demonstrated in other OWSOs and the same responses, or more accurately, the lack of responses must also be expected in a new office.

With the objective of the study based on a 'Rural District' Office, Bavel District is certainly at the top of the list.

- I. The town centre was seen to be very vibrant and there were significant road building programs being carried out thereby increasing access to the district and communes for the villagers.
- II. The provincial leadership was also very positive, particularly with regards to offering the District Office resources to staff the OWS Office.

Additionally Bavel District has the advantage that of the three districts it is the most rural.

The convenience of Kaoh Thum District to Phnom Penh is certainly a strong positive, however with so many provincial OWSO offices already functioning, the need of a convenient pilot close to Phnom Penh is no longer necessary.

It is undeniable that Pouk District is also in need of all the assistance it can get, however there are no major infrastructure projects likely to attract investments and the district office is just 11 - 12kms away from the Siem Reap office and the enthusiasm shown by the Commune officials may not be enough to ensure the success of the office.

An overview of the districts with the most potential is summarized in the following table:

Table 19: District Overview

Three District Overview	Koah Thum	Bavel	Pouk
Setup Costs	57,811	65,375	75,327
Space for OWSO building	✓	✓	✓
Proximity to an existing OWSO	40kms	53kms	12kms
Support of Province	✓	✓✓	✓
Signs of vibrant economies	✓	✓✓	✓
Major infrastructure: roads & bridges	✓✓	✓✓	✗
Benefit to citizens: travel time & distance	✓	✓	✓

Bavel District sits in the mid-range of costs to setup and run a new District Office. It has some major infrastructure projects currently underway which will definitely aid the already vibrant economy. These factors coupled with the added benefits to the citizens in the cost in time and distance of travelling to the Province for registration purposes and the support promised by the Provincial Administration leads to the recommendation for Bavel District to be the location of the pilot Rural District One Window Service Office.

Implementation Options for Pilot District

The above recommendation was based on the best coverage of the district with Front Offices located as close as possible to the citizens and is shown as Level 4 in the following table. As this comprehensive service is also the most expensive, the following table presents three alternative options with varying levels of reduced services. As demand increases, additional services can be added to gradually move up to the full service option over time. All four Levels include a Back Office at the District Office.

Level 1: Minimum coverage with a single Front Office at the district Office. Lowest estimated cost and the lowest coverage of the district.

Level 2: A single Front Office at the District Office with outlying Commune Coverage by a Mobile Front Office team. The cost is marginally above the basic coverage of Level 1. This is part time coverage of the communes.

Level 3: Mid-range coverage with two permanent Commune Front Offices for the busiest Communes and a Mobile Front Office team for the remaining Communes.

Level 4: Maximum Coverage. A single Front Office at the District Office and coverage with five permanent Commune Front Offices and a Mobile Front Office team for the remaining two Communes. This has the highest estimated cost.

Table 20: Implementation Options for the Pilot District

Bavel District Pilot OWSO	Level 1 Single F/O	Level 2 Mobile F/O	Level 3 2 Commune F/O & Mobile F/O	Level 4 5 Commune F/O & Mobile F/O
Investment Costs	\$23,277	\$29,645	\$29,645	\$29,645
Recurrent costs	\$25,890	\$30,510	\$32,886	\$35,730
Total	\$49,167	\$60,155	\$62,531	\$65,375
Commune Office Desk & Chairs	x	✓	✓	✓
Commune staff training	x	✓	✓	✓
Commune Office Allowance	x	✓	3 ✓	x
Commune Front Office Staff	x	x	2 ✓	5 ✓
Higher moto transportation fuel	x	✓	✓	x

12.3. District Ombudsman Election Process

While the majority of meeting participants were happy with the office of the District Ombudsman and the election process, when suggestions of more business representation was put forward, the officials thought it was a good idea. As there are problems in convening regular review meetings, it is obvious that committee members are usually too busy to attend. It is therefore recommended that the size of the election committee is not made larger as some have requested. The committee would ideally be reduced to 12 members comprising three business representative, three NGO representatives and a reduction to six District Councilors. This level of representation would thereby suit the people who were unhappy with the unbalanced civil / Administration balance and keep the total numbers smaller than previously to increase the possibility of being able to hold the Ombudsman review meetings.

12.4. Recommendation for Future Attention and Action

12.4.1. Staff Issues

Staff issues are by far the biggest problem spoken about in all meetings. It is important to ensure all staff are very capable and are trained to a high level of professionalism and knowledge all aspects of their positions. Continuation of refresher training and updating the technical knowledge of staff is recommended.

Finding adequate staff is a huge problem with the restrictions on employment. Issues were raised with seconding and transferring staff from the Provincial Line Departments which highlights the need to employ staff from district wherever possible. It is strongly recommended to address this issue and to find a method whereby it will be acceptable with the government to relax the limitations on employing new staff and make allowances for the new district OWSO to be employed locally. In the meantime, it is recommended to look into the use of contract staff for the vacancies. There are possibly two structural solutions to the staff problems at the Back Office. Firstly and preferably, District staff officials will be trained by the Provincial Department staff to provide them with sufficient knowledge and skills to work in the Back Office (instead of the provincial staff, who could also become their mentor/advisor). Secondly, as a temporary solution, the Provincial Department staff will work from their Department Office instead of the OWSO's Back Office.

This brings us to a fundamental question, namely which services are highest in demand in the preferred rural district. The answer to this question determines the number of staff required in the

OWSO's Back Office. It is therefore suggested that NCDDSD/DST will critically discuss this question with the Provincial and District administration. At this point of time, this report would suggest the following sectors: Transportation, Commerce, Tourism, Culture and Fine Arts, Agriculture and Legalization. Additionally services could be Personal ID cards, Family Booklets, Certification of residence and identities and Certification of fire prevention for restaurants and guesthouses. Yet these are new services and require extensive consultation and persuasion of the Ministries concerned.

As rural citizens do not have an understanding of current administrative requirements, they simply begin new business as and when they wish with no thought of regulations and registration requirements. It is therefore a recommendation to look into the feasibility of adding a staff member who is mobile and would visit businesses to promote business registrations with the OWSO. The competence of this person could extend to the escalation of the issue to the Line Department to take further action as necessary.

12.4.2. Change of Competences/functions delegated & requirements

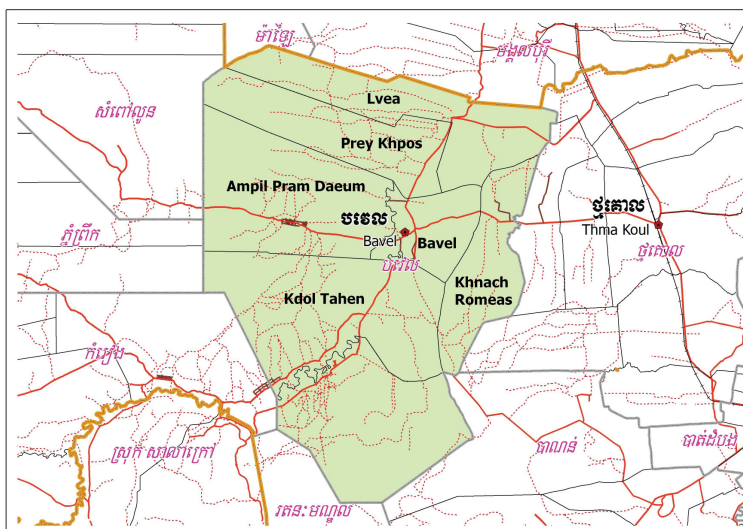
Concerns were raised about the size of construction limits and some Line Department representatives recommended the reduction from 500 square meters down to 200m² or 300m² for rural districts. While construction issues are likely to be less problematic to rural districts, this was seen as a problem in both Battambang and Siem Reap and officials at both Provincial meetings recommended this area of competency needs to be re-examined before extending the competency to rural districts. This is both outside the terms of reference of this consultancy and also involves specific expertise in this field. It is therefore recommended this be looked into by competent authorities and if necessary, further study be carried out if it is considered necessary.

Additionally, two issues related to the requirements for service provisions were raised during the meetings. Firstly, Land Titles were consistently raised as causing many problems for the issuing of construction permits. The meeting participants requested a relaxing of the need for Land titles, particularly for a rural district where titles are issued and are unlikely to be issued in the near or medium term future. Existing systems in Cambodia involve agreement and certification of ownership by the Village / Commune Chief along with the agreements of neighbours which could be formalized for use in the OWSO.

Secondly, regarding Handicrafts, there was an issue raised about registration requirements. The Department of Industry, Mines and Energy (DIME) official in Siem Reap referred to the requirements of Prakas 607 stating that registration is free for a business of less than \$3,000 capital and registration is required for capital between \$3,000 and \$5,000. It was also stated there was a need for one time registration and another for re-registration every three years. Further details were not available in the meeting and it is recommended that such areas of confusion be fully clarified for all OWSO personnel.

12.5. Technical Advisory Group: Recommendations & Risk Analysis

Map 2: Bavel District, Battambang Province



This map is was adapted from the cover of the Bavel District Databook which shows the current six communes. The large commune at the south of the District is Kdol Taken which is scheduled to be divided into three after the next Commune Elections.

12.5.1 District Ombudsman Election Process

After reviewing the feedback from the provincial and district meetings along with the possible options, the Technical Advisory Group (TAG) decided to have the Election Process for the District Ombudsman to remain as it currently stands.

12.5.2 Proposed Pilot Back Office and Front Office Configurations:

- Back Office and Front Office located at Bavel District Administration Office
This may be a 'full service' office depending on the availability of Back Office Staff. If Back Office Staff are not available for deployment in the Bavel OWSO, the Back Office functions might be based in the Provincial Ministry Line Department Offices. In this case, any additional delays in service provision must be informed to the clients at the time of their application. However, this is not desirable as it would reduce the effectiveness of the One Window Service Office and might have implications for the District Governor signing the licenses and certifications.
- Three Commune Based Front Offices
The exact three Communes are yet to be determined. Population numbers and distance to the District Back Office is one set of criteria which will need to be considered during consultation with the District Governor. There should be at least one contract staff, who assumes the role of Information as well as Cashier and sends all requests for services to the central back office in the District BO. He/she could be checked by one of the Commune Councilors who could have the same responsibilities as the DO.
- Mobile Office Team
Four Communes will be serviced by one Mobile Front Office Team comprised of two staff members. The two new Communes to be inaugurated after the next Commune Elections (Boeng Pram and Kleang Mea) will be serviced by the Mobile Team. The additional two Communes are yet to be determined.

Two staff members will be employed as Mobile Front Office Team members. They would ideally be rotated with other District based Front Office staff. This will allow for times when staff are ill as others will be fully capable of replacing them for that time.

Two staff will travel together to ensure the safety of each other during their travels. They would travel to each Commune once or twice a week at a fixed date and time which the citizens of the Commune need to be notified about. A notice board at the Commune Office has to show the times that the mobile team visits the commune as well as the fees for the various services. The team motos will be equipped with a protective box similar to courier delivery motos which will hold the team equipment and documents.

It is also recommended to provide extensive training to the Front Office staff (both in the District's Front Office, the Communes and the Front Office about the application procedure for each of the services that are provided by the OWSO. The situation should be avoided whereby the Client has to be contacted for additional information because his first application is incomplete.

Decisions will need to be made on which Communes will have a Front Office and which will be serviced by a Mobile Team. This task is complicated by the future division of Kdol Taken to add Boeng Pram and Kleang Meas. Population statistics are shown in the following table:

Table 21: Commune Database 2010 Statistics

Commune	Villages	Families	Population
Bavel	19	5,455	26,182
Khnach Romeas	8	2,255	11,619
Lvea	13	2,657	12,770
Prey Khpos	10	2,404	11,544
Ampil Pram Daeum	10	2,249	10,315
Kdol Taken	28	4,594	21,927
Total	88	19,614	94,357

The recommendations given at the meeting on the Draft Report was for a Pilot of three modes of operation for the Rural District OWSO.

- The main office will be located at the District Office and include the District Back Office and full service Front Office.
- Three Commune Front Offices will be setup. [Exactly which Communes are yet to be decided]
- A Mobile Front Office Team comprising two staff members will service four Communes
- An Awareness Raising Team (half time employment)

12.5.2 Summary of Investment and Incremental Costs for Year One

The sum of the first year investment and incremental costs for the piloting of three Front Office models for the first year of operation are summarized in the following table. Further details are available in Annex 2.2.1: Model 2-1 Three Model Pilot for Bavel District, Battambang.

Table 22: Cost Summary for Three Mode Pilot

B/O & F/O at the Sala Srok 3 x Commune F/Os 1 x (2 person) Mobile F/O 1 x Awareness Raising Teams (half time)	Setup Costs	IOC & Salaries	First Year Total
Training Costs	\$1,900		
Total Equipment Purchase Costs (No buildings)	\$28,463		
Total Yearly Operating Costs: Including utilities, stationery, salaries and POC		\$37,830	
Total 1st Year: excluding rentals & buildings	\$30,363	\$37,830	\$68,193

12.5.3 Risks and Mitigating Options for each Pilot Front Office Model

Table 23: Risks and Mitigating Options

Front Office Mode	Risks	Mitigating Options
Common to all Front Office configurations	Minimal demand due to the lack of awareness or interest	Changing the behavior of citizens to voluntarily and willingly use the services through awareness campaigns. Employ staff to promote the OWSO throughout the District.
	Costs may outweigh revenue (It will potentially take years for revenue to equal costs)	Education through awareness raising campaigns will help. Reconfigure the Front Offices to reduce costs with attention to keeping services fully available by reducing the number of Communes serviced by Commune & Mobile F/Os . Increase the number of services available.
	Back Office staff may not be available and delays due to transferring documentation to the Provincial Line Dept from where the BO staff may be working.	Ensure all clients are aware of these restrictions and the potential delays.
	Public may not be aware of the multiple F/O options available to them	Arrange Partnerships with NGOs to assist in educating and raising awareness of the public about the OWSO.
District Based Front Office	With the exception of lack of demand for all services, there are minimal risks associated with this office.	It is important to ensure citizens are fully aware of the Commune based & Mobile Front Offices to properly gauge the preferred model by the citizens.
3 x Commune Based Front Offices	Minimal usage of the F/O services in the Communes	Education through awareness raising campaigns. Use NGOs for education.
	Complaints system not effective	In addition to the DO visits, establish a local system with the Commune Council and / or NGOs.
	Problems in handling cash	Stringent systems and consistent monitoring to be established.
4 Mobile Front Offices	Minimal usage of the Service	Education through awareness raising campaigns.

	Delays in service may not be acceptable in some cases	Citizens must be made aware of the time for a service function to be completed. This needs to be an integral part of the awareness raising campaign. Citizens should be notified they can also go direct to the District Office.
	Complaints system not effective	In addition to the DO visits, establish a local system with the Commune Council and / or NGOs.
	Vehicle theft or damage: personnel injury. [Also applies to Awareness Teams]	Team members to always travel in pairs and must notify others of travel plans.
	Fuel theft or moto misuse. [Also applies to Awareness Teams]	Control systems to be established, possibly with the use of GPS loggers to track vehicle usage.
	Road side robbery	Monetary controls to be established and banking services to be used wherever possible.
	Clients prefer to go to the District or Commune based Front Office themselves) which leads to unnecessary costs incurred. (This is likely to occur as transportation services improve)	Reduce Mobile F/O services as demand drops ensuring that citizens know of the nearest (neighbouring) service location.
	Problems in handling cash	Stringent systems and consistent monitoring to be established.

Note:

The risks involving theft, injury and misuse of motorcycles as shown for the Mobile Front Office 'Teams' refer to the Mobile Front Office and Mobile Awareness Raising Teams.

12.5.4 Evaluation of the Pilot Rural District Office Models

The proposed pilot Front Office models need to be fully evaluated to learn the positive and negative points of each style Front Office. Such information will greatly assist in the decision making for future rural district OWSOs and the appropriate model for use in each situation. A full evaluation will be required after one year of operation with a recommended brief mid-term evaluation after approximately six months of operation. To assist in this proposed evaluation, it is recommended that each client is given a very brief questionnaire of one half of an A4 page as a means of obtaining their feedback on the service provided. A proposed version of such a Client Satisfaction / Feedback Form is shown below. Such an evaluation will be very useful for a comprehensive quantitative analysis of the clientele of the various Front Office models in each location. The responses could be quickly and easily typed into a simple database or spreadsheet for future analysis.

Client Feedback on Service Quality

Data will be very important to compare the use of the three Front Office types. Statistics relating to all services at all locations will be very useful in future decision making. Additionally, a very short questionnaire could be passed to all clients of the OWSO getting their feedback on the service used. This would need to be a simple and quick to fill out form such as the following suggestion:

The Office staff would ideally pre-fill ONLY the name of the Commune in the form and the client will be asked to fill out the remainder of the form. The form will then need to be placed in a locked box

to be opened by the District Ombudsman or possibly the Commune Council for monitoring and analysis purposes.

Gathering of statistical information would be greatly assisted by the use of this or a similar form at each of the existing OWSO locations around Cambodia. Such information would greatly assist in determining differences between differing demographics and therefore aid in the establishment of future offices.

Client Feedback Form: Potential Client Service Appraisal Form

OWSO Client Feedback Form:

Client’s
Home Commune: _____

Location of
Front Office
visited by Client: _____

Service/s Used: _____

Service Quality:	Good	Average	Not Good
Politeness of FO staff			
Friendliness of FO staff			
Availability of information needed			
Speed of services			

	Yes	No
Unofficial Fees requested?		

Comments or Suggestions about the service:

Annexes

For the

Service of Study on Potential OWSO for Rural District

Annex 1

Experiences in neighbouring countries with One Window Service Office (OWSO) / One Stop Shop (OSS) systems.

Citizens want government services that are easy to access, convenient, and seamless. One strategy that has become increasingly popular is single-window service delivery. Simple in concept, research shows that single-window initiatives have taken a variety of forms around the world.¹

One Window Service Offices or One Stop Shops are fast becoming the accepted standard for the delivery of efficient Government services in Asia and the Western World.

Many advanced countries are concentrating on the provision of One Window Service Offices through the medium of eGovernance and hosting multiple services via web-sites and Government Portals. Specialised service areas are also appearing as One Window Service Offices / One Stop Shops such as country wide Welfare Services and Job Search web sites and office fronts in addition to localized government services for the delivery of local district services.

There are many examples of Online eGovernance and the delivery of government services are available at shop counters and offices in many countries. A selection of these services is shown below:

Australia

Australia has many examples of both Online eGovernance and Office based One Stop Shops, with Rural District Offices setting up supporting web sites as shown below in Wangaratta, Rural Victoria.

'One-stop-shop' for Government services²

New South Wales, Australia 31 May 2011

NSW Premier Barry O'Farrell has announced plans to streamline how the state's population interacts with the Government and its agencies, both on- and offline.


The Premier told the CeBIT conference in Sydney that his government would create a single "new internet web portal" that focused on servicing customers.

He branded some of the hundreds of websites currently run by state government agencies as "unattractive" and "unresponsive" to user needs.

¹ <http://www.iccs-isac.org/en/clearinghouse/swsd.htm>

² <http://www.itnews.com.au/News/259062,nsw-talks-one-stop-shop-for-govt-services.aspx>

One-stop-shop³

The one stop shop for taxis and passenger transport is an accreditation and licensing centre co-located with the [Taxi Council SA](#) . It provides expert advice regarding [driver and operator accreditation](#), taxi licences and leases.

The Taxi Council SA approves taxi leases and the transfer of taxi licences for the centre.

One-stop shop opens at Cairns⁴

The Department of Communities is now also delivering its services in Cairns through the new Queensland Government Service Centre. The centre provides Cairns residents with access to a range of state government services, advice and information at a single location.

Rural City of Wangaratta (Rural Victoria, Australia)⁵

A one stop shop

Since its official launch in November 2007 the Wangaratta Government Centre has continued to expand its services.

The concept of providing a one-stop-shop for government services is unique to the Centre and has been enthusiastically embraced by customers, Council and the State Government.

Services provided by this website and the One Stop Shop allow locals to:

- Obtain information about the Council and Council Services
- Contact the Council
- Pay for services
- Apply for services
- Report an issue
- Make an appointment
- Change an address
- Learn about local services
- Register a pet
- Check opening times of the office
- Obtain information on Wangaratta and the Region
- Gain easy access to local information and topics affecting locals
- Visitor (tourist) information

³

<http://sa.gov.au/subject/Transport,+travel+and+motoring/Transport+industry+services/Taxi+and+passenger+transport/One-stop-shop>

⁴

<http://www.communities.qld.gov.au/gateway/about-us/corporate-publications/community-connect/community-connect-issue-thirteen/one-stop-shop-opens-at-cairns>

⁵

<http://www.wangaratta.vic.gov.au/business/government-centre/One-stop-shop.asp>

Indonesia

In 2000, the process to open a small business involved 12 different procedures. In 2001 USAID began assisting Indonesia to establish One Stop Shops whereby the process to obtain a license became much faster allowing the owners to concentrate on running their businesses.⁶

The Asia Foundation has been supporting efforts to streamline business licensing in Indonesia since 1999 and provides assistance to 55 One Stop Shops around Indonesia. The Government of Indonesia plans to implement One Stop Shops in all 467 districts.⁷

India

One Stop Shop Delhi⁸

The Government of National Capital Territory of Delhi (GNCTD), local bodies and autonomous bodies/agencies provide a large number of services to citizens. The Government is responsible for providing various kinds of services to citizens and intends to enhance the ability of the citizens to interact with the Government on a regular basis with speed, convenience, transparency, certainty and accountability. To facilitate such interaction, the GNCTD intends to provide all services through a 'One-Stop-Shop' concept with 'Any-Time-Any-Where' facility.

Bangalore One: A One Stop Shop for Government Services⁹

"Thanks to B One, I pay all my utility bills in one go" - B One customer

Vietnam

One-Stop-Shops or administrative service centres are easily accessible and offer a wide range of administrative services involving different offices through one, separate desk, providing client-oriented services by competent and motivated staff. Fees, procedures and time needed to handle a specific request are clearly defined and publicized.

The One-Stop-Shop was first introduced in Vietnam in Ho Chi Minh City. Switzerland¹⁰ has supported the piloting of a new One-Stop-Shop model since 2000 as part of its urban development project in Quang Binh province. The model has been replicated in 156 districts of nine of the poorest provinces.

Europe

⁶ http://www.usaid.gov/stories/indonesia/pc_id_licensing.html

⁷ www.asiafoundation.org Measuring One Stop Shop Performance in Indonesia [PDF file]

⁸ <http://india.gov.in/outerwin.php?id=http%3A%2F%2Fwww.jeevandelhi.gov.in>

⁹ <http://vlex.in/vid/bangalore-stop-shop-government-services-64230837#>

¹⁰ www.sdc.admin.ch

Finland¹¹

In Finland, the One Stop Shop has been titled 'Citizen Services' and is a streamlined way of offering both public and other services at one service point, in a people-friendly way. Citizens Services were first launched in the early 1990s and now have offices covering most of the country. Citizens Services as stipulated in the legal provisions means that one administrative authority can offer supportive customer services on behalf of other authorities.

Ireland¹²

Government launches one-stop shop for eGovernment services

The new Irish Government platform www.gov.ie was launched on 30 June 2011 to provide centralised and integrative access to over 300 public services and websites.

United Kingdom

New one-stop shop for government services¹³

A new government service aims to make it much easier to find and access government information and services. The service, Directgov, was designed with collaboration from users and hopes to become the first port of call for electronic access to government. Launched in 2004

UK: Government launches one-stop shop for data¹⁴ 20 January 2010

A major new website launched to the public on 20 January 2010 gives anyone free access to UK government data in one place.

The site called 'data.gov.uk' contains more than 2,500 sets of data from across the UK government.

¹¹ www.vm.fi

¹² <http://www.ictparliament.org/node/3904>

¹³ <http://www.citizenshipfoundation.org.uk/main/news.php?n88>

¹⁴ <http://www.epractice.eu/en/news/304040>

ANNEX 2: Cost Structure for Individual Models

Annex 2.1

Model 1: Koah Thum District, Kandal

Back Office with District Commune Front Office & Two Commune Based Front Offices for Distant Communes

Office Furnishings & Equipment	Cost Each	Purchase
1 Set Office Equipment		11,275
1 Set Office Furniture		4,850
5 Motorcycles (Incl' 1 for each remote Commune)	1,220	6,100
1 Facsimilie/s		150
1 Set Accessories-PwrBds; BkUpMem		50
2 Sets of 1 Desk & 4 Chairs - Commune Office		600
Sub-Total: Office Furnishings & Accessories		23,025

Moto Modifications & Accessories	Cost Each	Purchase
5 'Courier' Box attachment/s	200	1,000
10 Helmet/s	20	200
10 Rain Jacket/s	10	100
10 Gloves	2	20
Sub-total: Modifications & Accessories		1320
Total Equipment Purchases		24,345

Staff Training		
Office visits & Training		2,500
2 Additional Commune Staff Training	300	600
Total - Training		3,100

OWSO Office Staff - including remote Commune staff	Total/Mth	12 Mnths
2 Commune Front Office [POC=294,000RIs & Salary=300,000RIs ~ \$149]	149	3,576
3 Receiver, Cashier, Notarization/Legalization		
3 Chief of OWSO, Deputy Chief, District Ombudsman		
8 OWSO Staff & All Office POC - excluding Line Dept Staff	1,264	15,168
Line Ministry Staff		
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce		
Culture & Fine Art; MLMUPC - Land Mgmt; Agriculture		
7 Line Department Staff POC [POC=294,000RIs = ~ \$73]	73	6,123
15 Total Incremental Staff Costs including POC	1,924	24,876

Total of all Monthly Expenditures	Total/Mth	12 Mnths
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance (Average of 9 Provinces in 2011)	340	4,080
5 Maintenance - Motorcycles	7.5	450
Additional Fuel for 2 motorcycles	60	720
Maintenance - Office (estimate)	20	240
		5,490

Koah Thum District, Kandal	Setup Costs	IOC & Salaries	First Year Total
Training Costs	\$3,100		
Total Equipment Purchase Costs	\$24,345		
Total Yearly Operating Costs		\$30,366	
Total 1st Year: excluding rentals & buildings	\$27,445	\$30,366	\$57,811

Sources: DST data

01 - Contract Register for 17 province update 27 Jul 11.xls

Disb and Exp as of 30-06-11- with pop data.xls

Annex 2.2.1

Model 2-1: Three Model Pilot for Bavel District, Battambang

Office Furnishings & Equipment	Cost Each	Purchase
[01 - Contract Register for 17 province update 27 Jul 11.xls]		
1 Set Office Equipment		11,275
1 Set Office Furniture		4,850
7 Motorcycles (Including 2 for Mobile Teams)	1220	8,540
1 Set Accessories-Power Boards; BackUp USB Memory		50
5 Set of 1 Desk & 4 Chairs - Commune Office	300	1500
4 Set of 1 Desk & 4 Chairs - Foldable (Mobile F/O locations)	200	800
Sub-Total: Office Furnishings & Accessories		27,015

Moto Modifications & Accessories	Cost Each	Purchase
5 'Courier' Box attachment/s	200	1000
14 Helmet/s	20	280
14 Rain Jacket/s	10	140
14 Gloves	2	28
Sub-total: Modifications & Accessories		1448
Total Equipment Purchases		28,463

Staff Training		
Office Training visits by Mobile Teams (per diems)		1,000
3 Additional Commune Staff Training	300	900
Total - Training		1,900

OWSO Office Staff - including remote Commune staff	Total/Mth	12 Mnths
3 Commune Front Office : one per Commune F/O [POC=294,000Rls & Salary=300,000Rls ~ \$149]	149	447
2 Mobile Office Team members	149	298
2 Mobile Awareness Raising Team members 1/2 time	75	150
3 Receiver, Cashier, Notarization/Legalization	149	447
3 Chief of OWSO, Deputy Chief, District Ombudsman	149	447
13 OWSO Staff & All Office POC - excluding Line Dept Staff	671	1,789
		21,468

Line Ministry Staff		
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce Culture & Fine Art; MLMUPC - Land Mgmnt; Agriculture		
7 Line Ministry POC [POC=294,000Rls = ~ \$73]	73	511
		6,132

13 OWSO Incremental Staff Costs including POC, including 7 Line Min' [Costing information: DST]	2,300	27,600
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Commune Front Office Allowance

4 Assistance to the Mobile Front Office: \$50 / Month	50	200	2,400
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Total of all Monthly Expenditures	Total/Mth	12 Mnths
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance (Average of 9 Provinces in 2011)	340	4,080
7 Maintenance - Motorcycles	7.5	630
Additional Fuel for 4 motorcycles (doubled)	240	2,880
Maintenance - Office (estimate)	20	240
	608	7,830

Bavel District: B/O & F/O at the Sala Srok 3 x Commune F/Os & 1 x (2 person) Mobile F/O	Setup Costs	IOC & Salaries	First Year Total
Training Costs	\$1,900		
Total Equipment Purchase Costs (No buildings)	\$28,463		
Total Yearly Operating Costs: Including utilities, stationery, salaries and POC		\$37,830	
Total 1st Year: excluding rentals & buildings	\$30,363	\$37,830	\$68,193

Annex 2.2.2

Model 2-1 Level 4: Bavel District, Battambang

Back Office with District Commune Front Office & Five Commune Based Front Offices & Mobile FOs for Two Communes Without Offices

Office Furnishings & Equipment	Unit cost	Quantity	Amount (US\$)		
1 Set Office Equipment			11,275		
1 Set Office Furniture			4,850		
5 Motorcycles (Including 2 for Mobile Teams)	1,220	5	6,100		
1 Facsimilie/s			150		
1 Set Accessories-Power Boards; BackUp Memory			50		
5 Set of 1 Desk & 4 Chairs - Commune Office	300	5	1500		
2 Set of 1 Desk & 4 Chairs - Foldable	200	2	400		
Sub-Total: Office Furnishings & Accessories			24,325		
Moto Modifications & Accessories					
5 'Courier' Box attachment/s	200	5	1000		
10 Helmet/s	20	10	200		
10 Rain Jacket/s	10	10	100		
10 Gloves	2	10	20		
Sub-total: Modifications & Accessories			1320		
Total Equipment Purchases			25,645		
Staff Training					
Office visits & Training			2,500		
5 Additional Commune Staff Training	300	5	1,500		
Total - Training			4,000		
OWSO Office Staff - including remote Commune staff			Total/Mth	12 Mnths	
5 Commune Front Office			149	8,940	
[POC=294,000Rls & Salary=300,000Rls ~ \$149]					
3 Receiver, Cashier, Notarization/Legalization					
3 Chief of OWSO, Deputy Chief, District Ombudsman					
11 OWSO Staff & All Office POC - excluding Line Dept Staff			1,264	15,168	
Line Ministry Staff					
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce					
Culture & Fine Art; MLMUPC - Land Mgmt; Agriculture					
7 Line Department Staff POC [POC=294,000Rls = ~ \$73]		73	511	6,123	
18 Total Incremental Staff Costs including POC			2,028	31,488	
Total of all Monthly Expenditures			Total/Mth	12 Mnths	
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance					
(Average of 9 Provinces in 2011)					
			340	4,080	
5 Maintenance - Motorcycles			7.5	450	
Additional Fuel for 2 motorcycles			60	720	
Maintenance - Office (estimate)			20	240	
				5,490	

Level 4 Summary			
5 Commune Based Front Offices & Mobile F/O for 2 Communes without a Commune Office		Investment Costs	IOC & Salaries
Training Costs		\$4,000	
Total Equipment Purchase Costs		\$25,645	
Total Yearly Operating Costs			\$35,730
Total 1st Year: excluding rentals & buildings		\$29,645	\$35,730
			\$65,375

Annex 2.2.3

Model 2-1; Level 3: Bavel District, Battambang

Back Office with District Commune Front Office & TWO Commune Based Front Offices & a Mobile F/O Team

Office Furnishings & Equipment	Cost Each	Purchase
[01 - Contract Register for 17 province update 27 Jul 11.xls]		
1 Set Office Equipment		11,275
1 Set Office Furniture		4,850
5 Motorcycles (Including 2 for Mobile Teams)		6,100
1 Facsimilie/s		150
1 Set Accessories-Power Boards; BackUp Memory		50
5 Set of 1 Desk & 4 Chairs - Commune Office	300	1500
2 Set of 1 Desk & 4 Chairs - Foldable	200	400
Sub-Total: Office Furnishings & Accessories		24,325

Moto Modifications & Accessories	Cost Each	Purchase
5 'Courier' Box attachment/s	200	1000
10 Helmet/s	20	200
10 Rain Jacket/s	10	100
10 Gloves	2	20
Sub-total: Modifications & Accessories		1320
Total Equipment Purchases		25,645

Staff Training		
Office visits & Training		2,500
5 Additional Commune Staff Training	300	1,500
Total - Training		4,000

OWSO Office Staff - including remote Commune staff	Total/Mth	12 Mnths
2 Commune Front Office	149	3,576
[POC=294,000Rls & Salary=300,000Rls ~ \$149]		
3 Receiver, Cashier, Notarization/Legalization		
3 Chief of OWSO, Deputy Chief, District Ombudsman		
8 OWSO Staff & All Office POC - excluding Line Dept Staff	1,264	15,168
Line Ministry Staff		
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce		
Culture & Fine Art; MLMUPC - Land Mgmt; Agriculture		
7 Line Ministry POC	73	6,132
[POC=294,000Rls = ~ \$73]		
8 OWSO Incremental Staff Costs including POC	1,413	24,876
[Disb and Exp as of 30-06-11- with pop data.xls]		

Commune Front Office Allowance		
3 Monthly allowance Of \$50	50	1800

Total of all Monthly Expenditures	Total/Mth	12 Mnths
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance		
(Average of 9 Provinces in 2011)	340	4,080
5 Maintenance - Motorcycles	7.5	450
Additional Fuel for 2 motorcycles (doubled)	120	1,440
Maintenance - Office (estimate)	20	240
		6,210

Level 3 Summary	Investment	IOC &	First Year
2 Commune Based Front Offices & a Mobile F/O Team	Costs	Salaries	Total
Training Costs	\$4,000		
Total Equipment Purchase Costs (No buildings)	\$25,645		
Total Yearly Operating Costs: Including utilities, stationery, salaries and POC		\$32,886	
Total 1st Year: excluding rentals & buildings	\$29,645	\$32,886	\$62,531

Annex 2.2.4

Model 2-1 Level 2: Bavel District, Battambang

Back Office with District Commune Front Office & NO Commune Based Front Offices & Mobile F/O Team

Office Furnishings & Equipment	Cost Each	Purchase
[01 - Contract Register for 17 province update 27 Jul 11.xls]		
1 Set Office Equipment		11,275
1 Set Office Furniture		4,850
5 Motorcycles (Including 2 for Mobile Teams)		6,100
1 Facsimilie/s		150
1 Set Accessories-Power Boards; BackUp Memory		50
5 Set of 1 Desk & 4 Chairs - Commune Office	300	1500
2 Set of 1 Desk & 4 Chairs - Foldable	200	400
Sub-Total: Office Furnishings & Accessories		24,325

Moto Modifications & Accessories	Cost Each	Purchase
5 'Courier' Box attachment/s	200	1000
10 Helmet/s	20	200
10 Rain Jacket/s	10	100
10 Gloves	2	20
Sub-total: Modifications & Accessories		1320
Total Equipment Purchases		25,645

Staff Training		
Office visits & Training		2,500
5 Additional Commune Staff Training	300	1,500
Total - Training		4,000

OWSO Office Staff - including remote Commune staff	Total/Mth	12 Mnths
0 Commune Front Office		0
[POC=294,000Rls & Salary=300,000Rls ~ \$149]		
3 Receiver, Cashier, Notarization/Legalization		
3 Chief of OWSO, Deputy Chief, District Ombudsman		
6 OWSO Staff & All Office POC - excluding Line Dept Staff	1,264	15,168
Line Ministry Staff		
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce		
Culture & Fine Art; MLMUPC - Land Mgmt; Agriculture		
7 Line Ministry POC	73	511
[POC=294,000Rls = ~ \$73]		
6 OWSO Incremental Staff Costs including POC	1,264	21,300
[Disb and Exp as of 30-06-11- with pop data.xls]		

Commune Front Office Allowance		
5 Monthly allowance Of \$50	50	3000

Total of all Monthly Expenditures	Total/Mth	12 Mnths
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance		
(Average of 9 Provinces in 2011)	340	4,080
5 Maintenance - Motorcycles	7.5	450
Additional Fuel for 2 motorcycles (doubled)	120	1,440
Maintenance - Office (estimate)	20	240
		6,210

Level 2 Summary	Investment	IOC &	First Year
NO Commune Based Front Offices & Mobile F/O Team	Costs	Salaries	Total
Training Costs	\$4,000		
Total Equipment Purchase Costs (No buildings)	\$25,645		
Total Yearly Operating Costs: Including utilities, stationery, salaries and POC & Office Allowance		\$30,510	
Total 1st Year: excluding rentals & buildings	\$29,645	\$30,510	\$60,155

Annex 2.2.5

Model 2-1 Level 1: Bavel District, Battambang

Back Office with District Commune Front Office & NO Commune Based Front Offices & NO Mobile F/Os

Office Furnishings & Equipment		Cost Each	Purchase
[01 - Contract Register for 17 province update 27 Jul 11.xls]			
1	Set Office Equipment		11,275
1	Set Office Furniture		4,850
5	Motorcycles (Including 2 for Mobile Teams)		6,100
1	Facsimilie/s		150
1	Set Accessories-Power Boards; BackUp Memory		50
0	Set of 1 Desk & 4 Chairs - Commune Office	300	0
0	Set of 1 Desk & 4 Chairs - Foldable	200	0
Sub-Total: Office Furnishings & Accessories			22,425

Moto Modifications & Accessories		Cost Each	Purchase
5	'Courier' Box attachment/s	200	1000
10	Helmet/s	20	200
10	Rain Jacket/s	10	100
10	Gloves	2	20
Sub-total: Modifications & Accessories			1320
Total Equipment Purchases			23,745

Staff Training			
Office visits & Training			2,500
Additional Commune Staff Training		300	0
Total - Training			2,500

OWSO Office Staff - including remote Commune staff		Total/Mth	12 Mnths
Commune Front Office		(was 149 ->)	0
[POC=294,000Rls & Salary=300,000Rls ~ \$149]			
3	Receiver, Cashier, Notarization/Legalization		
3	Chief of OWSO, Deputy Chief, District Ombudsman		
6	OWSO Staff & All Office POC - excluding Line Dept Staff	1,264	15,168
Line Ministry Staff			
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce			
Culture & Fine Art; MLMUPC - Land Mgmnt; Agriculture			
7	Line Ministry POC	73	511
[POC=294,000Rls = ~ \$73]			
6	OWSO Incremental Staff Costs including POC	1,264	21,300
[Disb and Exp as of 30-06-11- with pop data.xls]			

Total of all Monthly Expenditures		Total/Mth	12 Mnths
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance			
(Average of 9 Provinces in 2011)		340	4,080
5	Maintenance - Motorcycles	7.5	450
Additional Fuel for 2 motorcycles (doubled)		120	1,440
Maintenance - Office (estimate)		20	240
			6,210

Level 1 Summary		Investment	IOC &	First Year
NO Commune Based Front Offices & NO Mobile F/Os		Costs	Salaries	Total
Training Costs		\$2,500		
Total Equipment Purchase Costs (No buildings)		\$23,745		
Total Yearly Operating Costs: Including utilities, stationery, salaries and POC			\$27,510	
Total 1st Year: excluding rentals, buildings & Line Dept Salaries		\$26,245	\$27,510	\$53,755

Annex 2.3

Model 2-2: Pouk District, Siem Reap

Back Office with District Commune Front Office & Nine Commune Based Front Offices & Mobile FOs for Four Communes Without Offices

Office Furnishings & Equipment	Unit Cost	Quantity	Amount		
1 Set Office Equipment			11,275		
1 Set Office Furniture			4,850		
5 Motorcycles (Including 2 for Mobile Teams)	1,220	5	6,100		
1 Facsimilie/s	150	1	150		
1 Set Accessories-Power Boards; BackUp Memory	50	1	50		
9 Set of 1 Desk & 4 Chairs - Commune Office	300	9	2700		
4 Set of 1 Desk & 4 Chairs - Foldable	200	4	800		
Sub-Total: Office Furnishings & Accessories			25,925		
Moto Modifications & Accessories					
5 'Courier' Box attachment/s	200	5	1000		
10 Helmet/s	20	10	200		
10 Rain Jacket/s	10	10	100		
10 Gloves	2	10	20		
Sub-total: Modifications & Accessories			1320		
Total Equipment Purchases			27,245		
Staff Training					
Office visits & Training			2,500		
9 Additional Commune Staff Training	300	9	2,700		
Total - Training			5,200		
OWSO Office Staff - including remote Commune staff			Total/Mth	12 Mnths	
9 Commune Front Office			149	8,940	
[POC=294,000Rls & Salary=300,000Rls ~ \$149]					
3 Receiver, Cashier, Notarization/Legalization					
3 Chief of OWSO, Deputy Chief, District Ombudsman					
15 OWSO Staff & All Office POC - excluding Line Dept Staff			1,264	15,168	
Line Ministry Staff					
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce					
Culture & Fine Art; MLMUPC - Land Mgmnt; Agriculture					
7 Line Department Staff POC [POC=294,000Rls = ~ \$73]		73	511	6,123	
13 Total Incremental Staff Costs including POC			2,028	38,640	
Total of all Monthly Expenditures			Total/Mth	12 Mnths	
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance					
(Average of 9 Provinces in 2011)			340	4,080	
5 Maintenance - Motorcycles			7.5	450	
Additional Fuel for 2 motorcycles			60	720	
Maintenance - Office (estimate)			20	240	
				5,490	

Pouk District, Siem Reap	Setup Costs	IOC & Salaries	First Year Total
Training Costs	\$5,200		
Total Equipment Purchase Costs	\$27,245		
Total Yearly Operating Costs		\$42,882	
Total 1st Year: excluding rentals & buildings	\$32,445	\$42,882	\$75,327

Annex 2.4

Model 3: Municipal Configuration OWSO

Back Office with Front Office based together in a District Location

Office Furnishings & Equipment	Unit Cost	Quantity	Amount		
1 Set Office Equipment			11,275		
1 Set Office Furniture			4,850		
3 Motorcycles	1,220	3	3,660		
1 Facsimilie/s	150	1	150		
1 Set Accessories-Power Boards; BackUp Memory	50	1	50		
Sub-total: Office Furnishings & Accessories			19,985		
Moto Modifications & Accessories					
3 'Courier' Box attachment/s	200	3	600		
6 Helmet/s	20	6	120		
6 Rain Jacket/s	10	6	60		
6 Gloves	2	6	12		
Sub-total: Modifications & Accessories			792		
Total Equipment Purchases			20,777		
Staff Training					
Office visits & Training			2,500		
OWSO Office Staff			Total/Mth	12 Mnths	
3 Receiver, Cashier, Notarization/Legalization					
3 Chief of OWSO, Deputy Chief, District Ombudsman					
6 OWSO Staff & All Office POC - excluding Line Dept Staff			1,264	15,168	
Line Ministry Staff					
Public Works & Transport; Industry, Mine & Energy; Tourism; Commerce					
Culture & Fine Art; MLMUPC - Land Mgmt; Agriculture					
7 Line Department Staff POC [POC=294,000Rls = ~ \$73]		73	511	6,123	
13 Total Incremental Staff Costs including POC			1,879	22,548	
Total of all Monthly Expenditures			Total/Mth	12 Mnths	
Stationery, Utilities, Telephone, Banking Charges, DSA, Fuel, Maintenance					
(Average of 9 Provinces in 2011)			340	4,080	
3 Maintenance - Motorcycles			7.5	270	
Maintenance - Office (estimate)			20	240	
				4,590	

Municipal Configuration OWSO	Setup Costs	IOC & Salaries	First Year Total
Training Costs	\$2,500		
Total Equipment Purchase Costs	\$20,777		
Total Yearly Operating Costs		\$25,890	
Total 1st Year: excluding rentals & buildings	\$23,277	\$25,890	\$49,167

Costs for Year 1 and 2	Model 1 Kh Thum	Model 2-1 Bavel	Model 2-2 Pouk	Model 4 Standard
Total 1st Year: All setup costs including equipment, furnishings & salaries	57,811	65,375	75,327	49,167
Investment Costs	27,445	29,645	32,445	23,277
1st Year Recurrent Costs**	30,366	35,730	42,882	25,890
2nd Year Recurrent Costs (Estimated 5% annual increase)	31,884	37,517	45,026	27,185

*Only the average Line Department Salary has been excluded. POC is still included.

** An allowance approximating one staff member plus POC was made for commune Based Front Offices.

Annex 3

Figures for Estimating Costs and Averages

The figures shown on this page were used to calculate the average OWSO Incremental Operating Costs (IOC) for one year. It is important to note the POC for a full 13 staff members is still included when the Line Department Salaries are excluded.

Utilities, Stationery, Maintenance, Fuel, Telephone, Bank charges, DSA: 6 Months

Bat	1,238
BMC	2,556
KDL	2,237
KPC, Soung	1,408
KPT, Stung Sein	2,553
Kratie	2,102
PVG	948
SHV	1,891
SRP	3,469
Average per month	341

Source: NCDDSDST paper on operational cost, August 2011

	Total Salaries for 6 Months	Average per month	Average per year	6 Staff incl' POC for all 13
Average per 14.4 Staff	12,524.86	2,087.5		
Average per 1 Staff with POC		144.5	1,734	
Average for 13 Staff with POC		1,878.7	22,545	22,548
Average for 6 Staff with POC		867.1	10,405	15,167
Average for 7 Staff – POC only		511	6,123	