

**Royal Government of Cambodia  
Nation Religion King**



**Ministry of Interior**

**Situational Analysis of  
Provincial/Municipal and District/Khan  
Administration  
in Cambodia**

**October 2008**

**General Department of Local Administration  
Project on Improvement of Local Administration in Cambodia  
(PILAC)**







## Preface

The Royal Government of Cambodia (RGC) has implemented decentralization and de-concentration reform (D&D reform) since the first election of commune/sangkat in the first mandate in February 2002. Achievements and experiences of the reform at the commune/sangkat level have encouraged the RGC to adopt a comprehensive D&D reform since the launch of the Strategic Framework for D&D Reform in 2005. The promulgation of the Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans and the Law on Elections of Capital Council, Provincial Council, Municipal Council, District Council and Khan Council in May 2008, which are also known as the organic laws, provides the legal foundation on which the D&D reform will be further advanced. The first elections under the organic laws will be held in May 2009 to establish new councils in the capital, provinces, municipalities, districts and khans of the entire nation.

The RGC also started the preparation of the 10-Year National Program for Sub-national Democratic Development (SNDD) to support advancement of the D&D reform. The National Program will lay out the strategy and processes in which government functions, fiscal and human resources will be decentralized to the sub-national councils in order to achieve three key results, i.e., democratic development, improved service delivery, and poverty reduction in the coming decade.

On this occasion, it is my pleasure to present this report on *Situational Analysis on Provincial/Municipal and District/Khan Administration in Cambodia*. This report summarizes the assessment of capacity gaps of the current provincial/municipal and district/khan administration to carry out their roles and responsibilities assigned as of December 2008. It is hoped that the analysis would help the Ministry of Interior formulate a training program to address those capacity gaps, and more broadly, a strategy to improve service delivery of provincial/municipal and district/khan administration, one of the key results to be achieved through the National Program for SNDD.

On behalf of the Ministry of Interior and the General Department of Local Administration, I would like to express my gratitude to all RGC officials and Development Partners who provided valuable time and information for this study. The last but not the least, I would also appreciate generous support of the Government of Japan through the Embassy of Japan and JICA for the D&D reform, and the Japanese experts for PILAC who provided technical support for the current study.

I welcome from stakeholders any additional information, analysis, comments and recommendations on this study.

Phnom Penh, December 2008



**Sak Setha**  
Secretary of State, Ministry of Interior







# Situational Analysis of Provincial and District Administration in Cambodia

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## Abbreviation

Acronym	Full Name
CAU	Contract Administration Unit of ExCom
C/S	Commune/ Sangkat
DANIDA	Danish International Development Assistance
DfID	Department for International Development
DFT	District Facilitation Team
ExCom	Executive Committee
FU	Finance Unit of ExCom
GDLA	General Department for Local Administration
JICA	Japan International Cooperation Agency
Khan	Khmer Term for the District in Municipality
KFT	Khan Facilitation Team
LAU	Local Administration Unit of ExCom
MOI	The Ministry of Interior
M&E	Monitoring and Evaluation
NCDD	National Committee for the Management of Decentralization and De-concentration Reform by December 2008.
NP-SNDD	National Program for Sub-national Democratic Development
PFT	Provincial Facilitation Team
PILAC	Project on Improvement of Local Administration in Cambodia
P/MLAU	Provincial/Municipal Local Administration Unit
P/M	Province/Municipality
P/MRDC	Provincial/Municipal Rural Development Committee
PSDD	Project to Support Decentralization and De-concentration Reform
RGC	The Royal Government of Cambodia
SIDA	Swedish International Development Cooperation Agency
TSU	Technical Support Unit
UNDP	United Nations Development Programme

## Executive Summary

This report presents the findings of a study on the current situations of provincial and district administration in Cambodia, aiming to assess capacity gaps to carry out the roles and responsibilities of provincial and district administration. The capacity gaps that affect performance are investigated at the institutional, organizational and individual levels. The report also highlights some good practices, training needs and donor assistance to narrow those capacity gaps.

This study was conducted in Battambang, Kompong Cham, Phnom Penh, Siem Reap, and Sihanouk Ville. With a view to focusing on socio-economic development and poverty reduction, some key units and offices were selected for the current study. The first group is Provincial and Municipal Local Administration Unit (P/MLAU), Economic Affairs Office, Social Affairs Office, and Finance Unit under provincial and municipal governor's office. The second is Executive Committee (ExCom), Local Administration Unit, Finance Unit, Technical Support Unit, and Contract Administration Unit under Provincial and Municipal Rural Development Committee (P/MRDC). The last group is 15 district and khan offices.

### Performance assessment and capacity gaps

***Economic Affairs Office, Social Affairs Office and Finance Unit under provincial and municipal governor's offices have some roles and responsibilities that are not performed.***

This relatively low performance can be explained by a number of capacity gaps. Some institutional factors adversely affect their performance, e.g., the overlap of functions with other line departments and the absence of policy or guideline to perform their tasks. At the organizational and individual levels, the shortage of budget (virtually no operational budget except staff salary), shortage of staff, and lack of training were identified.

***The P/MLAUs perform most of the roles and responsibilities assigned, but they perform the tasks by using financial resources, facilities and equipment provided by ExCom.*** This has been made possible because many staff of P/MLAU work for the Local Administration Unit (LAU) under ExCom as well. They use the resources provided by ExCom to perform the roles and responsibilities of both P/MLAU and LAU.

***By contrast, PRDC/ExCom and their four Units perform the roles and responsibilities assigned with much higher standards than the others.*** Those units utilize effectively a large amount of financial resources supported by donor agencies. The capacity of PRDC/ExCom and four Units are much higher at all levels of capacity. The roles and responsibilities of respective Units are clearly stipulated in parkas, and they are supported by a number of detailed guidelines and manuals. Financial and information management systems are also in place, and staff have opportunities to receive training. Although the four units reported shortage of staff as a constraint, the extent of the problem is less severe than the other offices.

***District and khan administration performs the least among the offices and units studied.***

This is understandable, though, because their capacity gaps are the largest among all offices and units studied. At the institutional level, the roles and responsibilities of district and khan administration are stated vaguely in the parkas, and overlap significantly with those of other line departments. A number of the roles and responsibilities assigned are actually performed by other line departments. Furthermore, the number of staff and the budget allocated for district/khan administration are far from sufficient to perform their tasks. The budget is predominantly for salary, and operational budget is close to nil. Few staff members receive salary supplements because donor support for district and khan administration has been very limited so far. Absenteeism and moonlighting are tolerated. Office facility and equipment

requires significant upgrading if district and khan administration is to perform the current and future responsibilities assigned. Few staff members of districts and khan studied have received training. Phnom Penh municipality performs much better because of its higher capacity in terms of financial and human resources allocated for khan offices.

## **Good practices**

***Ensure participation of all stakeholders in management.*** In Cheung Prey district of Battambang, a leader group discusses its activities prior to the start of their activities to build common understanding and make clear division of responsibilities among those involved. Khan Dangkor of Phnom Penh organizes regular meetings among governor, deputy governors, and staff members to ensure effective management and provide quality services to people.

***Prepare good guidelines and manuals and follow them.*** The presence of good guidelines to support the Provincial Facilitation Team and the District Facilitation Team (PFT/DFT) of the Local Administration Unit under ExCom helps ensure effectiveness of project implementation of C/S (commune and sangkat), especially to provide on-the-job training for C/S council members. All financial tasks by the Finance Unit of ExCom are carried out based on the guidelines from the national government. TSU under ExCom also uses a manual to monitor project implementation, especially the construction work.

***Develop a sound management system on financial and other information.*** The Finance Unit of ExCom has a good project financial management system and software for effective project implementation. The Contract Administration Unit of ExCom also uses the Contract Information Database (CID) system, which is an effective tool to reduce manual work and improve efficiency.

***Ensure good office arrangements for effective coordination.*** In Phnom Penh municipality, the Contract Administration Unit (CAU) under ExCom is located in the city hall, which makes it easy for CAU to carry out administrative work and coordinate with other offices.

***Execute leadership to coordinate with other line departments and C/S councils.*** The governor of Kompong Cham province executes strong leadership over other line departments to work with the provincial office. This helps the Finance Unit and other offices of provincial governor office to maintain good collaboration and coordination with other line departments. In Phnom Penh municipality, a deputy governor serves as chief of KFT under LAU. This arrangement differs from those in the other provinces and municipalities studied. The high profile of Chief of KFT in Phnom Penh has made it easier for KFT to implement project activities with C/S councils and other line departments effectively.

***Ensure effective partnership with civil society organizations.*** The Provincial Local Administration Unit (PLAU) of Siem Reap province organizes a weekly meeting with all the NGOs and the units of ExCom. This helps improve information flow and nurture a basis for cooperation. In Sangke District of Battambang province, civil registration has been completed by 90% because volunteers have assisted this work with small fees. PLAN International, an NGO, provided fund for support.

## **Training needs**

***Policies, laws, regulations and guidelines of local administration.*** A critical training area common across all units and offices studied is training on D&D policy, organic law, regulations and guidelines concerned with local administration. Virtually all units and offices interviewed expressed those subjects as a high priority for training. So far, most officials of the units and offices of the provincial and municipal administration have not had

opportunities to attend training programs on those topics, except those who work for the units under ExCom.

***Technical skills specific to workplace.*** The officials who work for certain units and offices need to improve technical skills to carry out their specific tasks at their workplace. For example, the Finance Unit of the Governor's Office and the Finance Unit of ExCom expressed training needs for financial management, including budget formulation, execution and monitoring. They also need to build capacity to use accounting software, and more broadly, financial management information system in the future. The officials of LAU, Social Affairs Office, and district/khan administration need to improve communication and facilitation skills to carry out their tasks. Further, officials of Technical Support Units under ExCom need training on the use of technical equipment, design and mapping, and technical tasks for the construction of roads, bridges and buildings.

***Computer and English language.*** Most of the units and offices interviewed expressed needs to improve skills of computer and the English language. The latter is needed because staff working for donor funded programs need to use computer software which requires literacy in English and sometimes communicate with foreign experts. Literacy in the English language is also important for officials of the Technical Support Unit because they need to understand terminology used in technical documents and manuals written in English.

***Training of district and khan officials.*** It was reported that the officials of district and khan administration had not been playing substantive roles in supporting C/S councils. This situation will change after the adoption of the organic law because the law assigns district and khan administration a major role in supporting capacity building of C/S councils. This clearly points to the need of training for district/khan officials as one of the high priority areas. Given the large number of districts in the entire nation, capacity building of district and khan officials will be critical. Furthermore, the role of district and khan administration may become more important in the implementation of donor-supported projects as well as capacity building of C/S councils.

The training areas identified by the current study include the following: (i) D&D policy, organic law, regulations and guidelines; (ii) financial management; (iii) project management; (iv) computer; (v) English skills; (v) project management; and (v) facilitation and communication skills.

## **Donor assistance**

***Provincial and municipal administration has received much less assistance than C/S councils.*** It was reported that, in sum, the units and offices studied have received a much smaller amount of assistance than that for C/S councils. This is perhaps because their tasks are primarily concerned with facilitation and coordination to support development projects of C/S councils, the priority target groups of donor assistance so far.

***Units and offices of provincial and municipal governor's offices have received only limited donor assistance.*** Finance Units, Economic Affairs Offices and Social Affairs Offices studied reported that they have received no donor assistance. The only exception is P/MLAU which has received assistance from some donor-funded projects.

***ExCom/PRDC and their four Units have been receiving much more assistance than those under the governor's offices studied.*** PSDD and ICC provide financial support for the provision of equipment, training, and salary supplements to the ExCom mechanism.

***Donor assistance for district/khan administration has been extremely limited.*** The Konrad Adenauer Foundation (KAF) and EC supported One Window Services (OWS) in one district

each of Siem Reap and Battambang provinces. More recently, DANIDA has started assisting D&D through the Natural Resource Management Project since 2007, in which districts obtain 10 percent of the budget for administrative work in the project. For example, Sotr Nikum district of Siem Reap reported that the funding from DANIDA effectively improved the role of the district in development activities. However, the district officials interviewed pointed out that project management was new to district officials and therefore more training would be needed to implement project activities effectively.

## 1. Background<sup>1</sup>

The Royal Government of Cambodia (RGC) adopted the Strategic Framework for Decentralization and Deconcentration (D&D) in 2005 to spearhead the D&D reform in Cambodia (hereinafter the “Strategic Framework”).<sup>2</sup> Since then, the RGC has been making a number of important improvements to implement the Strategic Framework.

One of the major improvements is the adoption of two organic laws that stipulate the election, administration and management of the provincial and district councils in Cambodia.<sup>3</sup> The two laws were promulgated in May 2008, and the first election of provincial and district councils will be held in May 2009. The National Committee for the Management of Decentralization and Deconcentration (NCDD) is taking the lead in preparing a set of regulations and guidelines that accompany the organic laws for the establishment and operationalization of the provincial and district councils.

Another important progress is the expected launch of the formulation of the National Program for Sub-National Democratic Development (NP-SNDD; hereinafter the National Program), a ten-year program to achieve the strategic vision elaborated in the Strategic Framework for D&D. NCDD will take the lead in the formulation of the National Program, expecting to start the formulation work in August 2008 and complete it in nine months.

Over the course of the above improvements, capacity development of local administration has been increasingly recognized as one of the critical conditions for success in the implementation of the Strategic Framework and the organic laws. Recognizing this major challenge, NCDD established a Sub-committee of Human Resource Management and Development as one of the five Sub-committees in mid 2007. It is also expected that NP-SNDD would include a capacity development component as one of its six program components.

The General Department of Local Administration (GDLA) of the Ministry of Interior (MOI) has been implementing the Project on Improvement of Local Administration in Cambodia (PILAC) since February 2007.<sup>4</sup> PILAC aims to enhance capacity of provincial and district officials on D&D policy and local administration with a long term goal to establish human resource development systems for local administration in Cambodia. Over the course of the implementation of PILAC, GDLA came to realize that a basic study would be needed to deepen understanding on the current capacity of local administration at the provincial and district levels. This study will help training programs under PILAC to better address the needs of capacity development of provincial and district officials. In the medium to the long term, the study aims to help GDLA articulate human resource development systems for local administration officials under the organic laws which took effect recently.

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<sup>1</sup> The earlier version of this report was presented at the second Top Management Seminar in September 1-2 and 4-5, 2008, in which provincial and municipal governors and deputy governors of the entire nation were invited to disseminate the Organic Law and local administration and finance. The comments on the report by the participants at the Seminar have been incorporated in this final report.

<sup>2</sup> Royal Government of Cambodia (2005). *Strategic Framework for Decentralization and Deconcentration Reforms*. (Phnom Penh: Royal Government of Cambodia).

<sup>3</sup> Royal Kram No.NS/RKM/0508/017 (2008). *Law on Administrative Management of Capital, Provinces, Municipalities, District and Khans*. Kingdom of Cambodia.; Royal Kram No.NS/RKM/0508/018 (2008). *Law on Elections of Capital Council, Provincial Council, Municipal Council, District Council and Khan Council*. (Phnom Penh: Royal Government of Cambodia).

<sup>4</sup> Royal Government of Cambodia and Japan International Cooperation Agency (2007). *Project on Improvement of Local Administration in Cambodia: Inception Report*. (Phnom Penh: Royal Government of Cambodia).

This report presents the findings of the study conducted by the GDLA on the current situations of provincial and district administration in Cambodia, assessing capacity gaps to carry out the roles and responsibilities of provincial and district administration. The field research was conducted from December 2007 to January 2008 in the Model Provinces and Municipalities under the PILAC, namely, provinces of Battambang, Kampong Cham, and Siem Reap, and municipalities of Sihanouk Ville and Phnom Penh.

This report consists of the following. Chapter 2 presents the purposes, scope and methods of the current research. Chapter 3 summarizes the legal framework of local administration governing provincial and district administration in Cambodia. Chapter 4 presents the findings on the current situations of key units and offices under provincial and district administration, and analyzes the capacity gaps that affect their performance. Chapter 5 highlights some good practices to improve performance, whereas donor assistance and training needs are presented in Chapters 6 and 7, respectively. Chapter 8 concludes this report by highlighting some key issues on capacity development of provincial and district administration in Cambodia.

## **2. Research Purposes and Methods**

### **Research purposes**

The current study focuses on analyzing the current situations of selected offices and units under provincial and district administration in five Model Provinces and Municipalities under PILAC. The main objectives of the study are as follows:

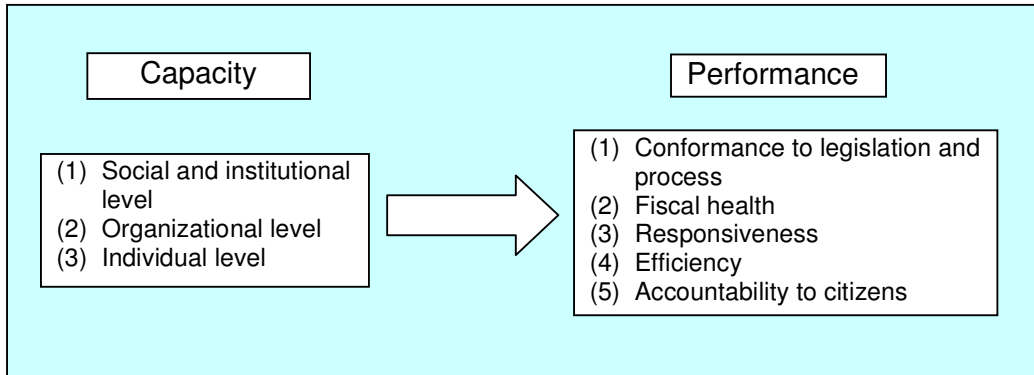
1. Assess the extent of performing the roles and responsibilities of selected units and offices;
2. Identify the capacity gaps that affect the performance;
3. Explore good practices to improve performance in implementing the roles and responsibilities assigned;
4. Identify training needs of the officials working in the units and offices; and
5. Map out donor assistance to support the units and offices studied.

The above findings will be utilized to improve the training curriculum and materials under PILAC, and identify the potential areas of further research.

### **Research methods**

Figure 1 shows the assessment framework of local government performance and capacity adopted by the current study.

**Figure 1: Assessment framework of local administration**



According to Andrews and Shah (2005), local government performance should be evaluated based on the following criteria: (1) conformance to legislation and process; (2) fiscal health; (3) responsiveness; (4) efficiency; and (5) accountability to citizens.<sup>5</sup>

Among the five criteria of performance assessment, the current study focuses on “conformance to legislation and process” of provincial and district administration. It will assess the extent to which selected local administrative units and offices perform their roles and responsibilities within the parameters set by laws and regulations and they adopt the processes as required. This is because conformance to legislation and process is arguably the most fundamental requirement for any public administration in both developed and developing countries. The other criteria were taken into consideration only briefly where needed.

Local government performance is affected by a broad range of factors, including those internal and external to the provincial and district administration studied. One of the critical factors affecting their performance is “capacity” of the local administration. Thus, “capacity development” of a local administration is expected to enhance its “performance” (see Figure 1).

It is also important to define the key term, “capacity.” The current study adopts a widely accepted definition of “capacity”:

The ability (problem-solving ability) of individuals, organizations, institutions, and societies to individually or collectively perform functions, solve problems and set and achieve objectives.<sup>6</sup>

It is also well recognized that “capacity” consists of the three levels: Individual, organization, and institutions/society (see Table 1).<sup>7</sup>

<sup>5</sup> Andrews, Mathew and Anwar Shah (2005). “Assessing Local Government Performance in Developing Countries,” in Shah, Anwar (ed.). *Public Services Delivery* (Washington, D.C.: World Bank).

<sup>6</sup> Japan International Cooperation Agency (2004). *Capacity Development Handbook*. (Tokyo: Japan International Cooperation Agency), p. 16.

<http://www.jica.go.jp/english/resources/publications/study/capacity/200403/pdf/200403.pdf>

<sup>7</sup> Table 1 is quoted from Japan International Cooperation Agency (2004), *ibid*, p.16.

**Table 1: Three levels of capacity**

Level of Capacity	Definition of Capacity
Individual	Knowledge or skill of an individual. Motivation and ability to appropriately set behavioral objectives and achieve those objectives using that knowledge and skill.
Organization	The leadership, administrative structure (including personnel payroll system, decision-making process), and organizational culture required to achieve goals set for the organization (or set by the organization itself).
Institution, society	The enabling environment and conditions required for the manifestation of capacities at the individual or organizational levels. Includes policy frameworks, legal systems, political institutions, and market economy institutions.

Thus, “capacity development” means the process to develop three levels of capacity defined in Table 1. This implies that, when the current study assesses “capacity development needs,” it does so by looking at the three levels of capacity development needs, namely, public officials (“individual”), units or offices that they work for (“organizations”), and laws and regulations that the units, offices and individuals must comply (“institution”).

To carry out the assessment, the following steps have been taken:

- (1) Review existing laws and regulations with regard to local administration. This review helped identify key functions, roles and responsibilities of each unit and office under provincial and district administration.
- (2) Select key administrative units and offices under five Model Provinces to be studied. With a view to focusing on socio-economic development and poverty reduction, the following key units and offices were selected for the current study: (1) Provincial and Municipal Local Administration Unit; (2) Economic Affairs Office under General Secretariat; (3) Social Affairs Office under Cabinet; (4) Finance Unit; (5) Executive Committee (ExCom) under Provincial and Municipal Rural Development Committee (P/MRDC); (6) Local Administration Unit under ExCom; (7) Finance Unit under ExCom; (8) Technical Support Unit under ExCom; (9) Contract Administration Unit under ExCom; and (10) Selected district and khan administration.
- (3) Prepare questionnaires and conduct interviews. Detailed questionnaires were prepared for field research in five Model Provinces and Municipalities. Governors or deputy governors were first interviewed to discuss overall issues, which were followed by in-depth interviews of key officials of respective units and offices in each Model Province and Municipality. 15 districts and khan in total were selected in five Model Provinces and Municipalities for the study. In addition to interviews, some documents were also collected as necessary.

The research team spent five days in each province and municipality to conduct field research from December 2007 to January 2008. The public officials interviewed during the field study are listed in Appendix 1.

### **3. Institutional framework**

The Articles 145 and 146 in the Constitution of the Kingdom of Cambodia promulgated in 1993 (as amended in 1999, 2001, 2005, 2006, 2008) stipulate territorial divisions of local administration in Cambodia.

The Article 145 stipulates that the territory of the Kingdom of Cambodia is divided into provinces and municipalities.<sup>8</sup> Then, provinces are divided into districts and the districts into communes, whereas municipalities are divided into khans and the khans into Sangkats. Then, the Article 146 of the Constitution says that provinces/municipalities, districts/Khans, and communes/Sangkats shall be governed by the provision of the organic law.

The two laws on communes/Sangkats were promulgated in 2001, and the organic laws on provinces/municipalities and districts/khans entered into force in May 2008. Until the election of provincial and distraction councils in May 2009, provincial/municipal and district/khan administration continues to be governed by a set of Prakas and Decisions issued by the Minister of Interior and other institutions (see Table 2).

The organizational structures, functions and responsibilities of provincial and municipal administration are stipulated in Prakas No.031 and its Annex (1994) and Prakas No.940 (2004), whereas those of district and khan administration are stipulated in Prakas No.348 (2000). In addition, the Seila Task Force has created the structure, functions and responsibilities of the Provincial and Municipal Rural Development Committees (P/MRDC) and the Executive Committee (ExCom) with Parkas No.272 (2002). Furthermore, a One Window Service Office and an Ombudsman Office were created in Siem Reap District of Siem Reap Province and Battambang District of Battambang Province with Prakas No.790, 791 and 792 (2004).

With the adoption of the organic laws on provincial/municipal and district/khan administration, it will be imperative to review, and amend as necessary, the above Prakas and Decisions with a view to creating a unified administration under the elected provincial and district councils.

**Table 2: Laws and regulations of local administration**

<b>Law, Parkas, Decision</b>	<b>Title</b>	<b>Year</b>
<b>Constitution</b>	Constitution of the Kingdom of Cambodia (as amended in 1999, 2001, 2005, 2006, 2008)	1993
<b>Law</b>		
Royal Kram No. NS/RKM/0301/04	Law on Elections of Commune Councils (as amended in 2006)	2001
Royal Kram No. NS/KRM/0301/05	Law on Commune /Sangkat Administrative Management (as amended in 2006)	2001
Royal Kram No. NS/RKM/0508/017	Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans	2008
Royal Kram No. NS/RKM/0508/018	Law on Election of the Capital Council, Provincial Council, Municipal Council, District Council and Khan Council	2008
<b>Sub-Decree (Anukret)</b>		
Sub-decree No.03 ANKR/BK	Sub-Decree on the Function and Rank of Provincial/Municipal Governor and Deputy Governors stipulating that each province and municipality is led by one governor, one first deputy governor and other deputy governors as assistant.	2006
Sub-Decree No.147 ANKR/BK	Sub-Decree on the Deleting of First Rank of Provincial/Municipal Deputy Governors. As a result, there is no rank among deputy governors	2006
<b>Prakas of Ministry of Interior</b>		

<sup>8</sup> The Articles 145 and 146 of the Constitution are those before the most recent amendments to the Constitutions in January 2008, because the current study was conducted before the amendment to those two articles was made.

No.031	Roles, Responsibilities and Organizational Structure of the Provincial and Municipal Administrators	1994
No.031 Annex	Functions of the Governors and Vice-Governors of the Provinces, Municipalities and of their Subordinate Service	1994
No.348	Roles, Responsibilities, Tasks and Structure of District and Khan Office	2000
No.1127	The Transfer of Structure of Encoding Office under Provincial/Municipal Office, stipulating that Encoding Office was transferred to be under Provincial/Municipal Police Commissioner's Office of General Department of National Police.	2000
No.1329	Roles, Duties and Rights of a C/S Clerk	2001
No.1950	Roles, Duties and Structures of the Department of Local Administration	2002
No.1884	Delegation of Powers to Provincial/municipal Governors in support of C/S Councils	2002
No. 790	Structure and Management of the Ombudsman Office in Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 791	Structures and Administrative system of Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 792	Organization and Functioning of One Window Service of Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 940	Organization and Functioning of the Provincial/Municipal Local Administration Unit	2004
No.025	Abolishment of Radio Communication Office under Provincial Office.	2006
No.1086	Renaming "General Affairs Office" and "Statistics and Civil Registration Office."	2006
<b>Guideline of MOI</b>		
No.001	Arrangement of Civil Servants under Public Relations and International Cooperation Office, stipulating that "Public Relations Office" was renamed "Public Relations and International Cooperation Office."	2006
<b>Prakas of Sela Task Force</b>		
No.272 STF	Establishment of Structure, Roles and Responsibilities of the Provincial/Municipal Rural Development Committee of the Seila Program	2002
<b>Decisions and Orders</b>		
Decision No.197 (Sihanouk Ville municipality)	Creation of technical auditing commission of ExCom in Sihanouk Ville	2007
Decision No.088 (MOI)	Establishment of various sub-commissions subordinating to NCDD	2007
Bylaw No. 435 (Phnom Penh Municipality)	Establishment of ExCom of Municipal Development Committee.	2007

#### 4. Performance and capacity gaps

This Chapter presents the findings on the current situations of provincial and district administration in five Model Provinces and Municipalities under PILAC. The administrative units and offices studied are the following:

- (1) Provincial/Municipality Local Administration Unit (P/MLAU);
- (2) Economic Affairs Office under Cabinet;
- (3) Social Affairs Office under General Secretariat;

- (4) Finance Unit;
- (5) Executive Committee under Provincial/Municipal Rural Development Committee (P/MRDC);
- (6) Local Administration Unit under P/MRDC;
- (7) Finance Unit, P/MRDC;
- (8) Technical Support Unit, P/MRDC;
- (9) Contract Administration Unit, P/MRDC; and
- (10) District and khan administration

(1)-(4) are units and offices under provincial/municipal governor's offices created by Prakas No.031 MOI and No.940 MOI, whereas (5)-(9) are those under P/MRDC created by Prakas No.348 STF. Their roles and responsibilities stipulated under the respective Prakas are examined in detail to assess the extent to which they perform their roles and responsibilities assigned. This is followed by an analysis on capacity gaps that affect their performance at the institutional, organizational and individual levels.

#### **4.1 Provincial/Municipal Local Administration Unit**

The Prakas No. 031 MOI (1994) established the organizational structure of provincial and municipal administration in 1994, and Prakas No. 940 MOI has created a new unit called Provincial and Municipal Local Administration Unit (P/MLAU) in 2004.

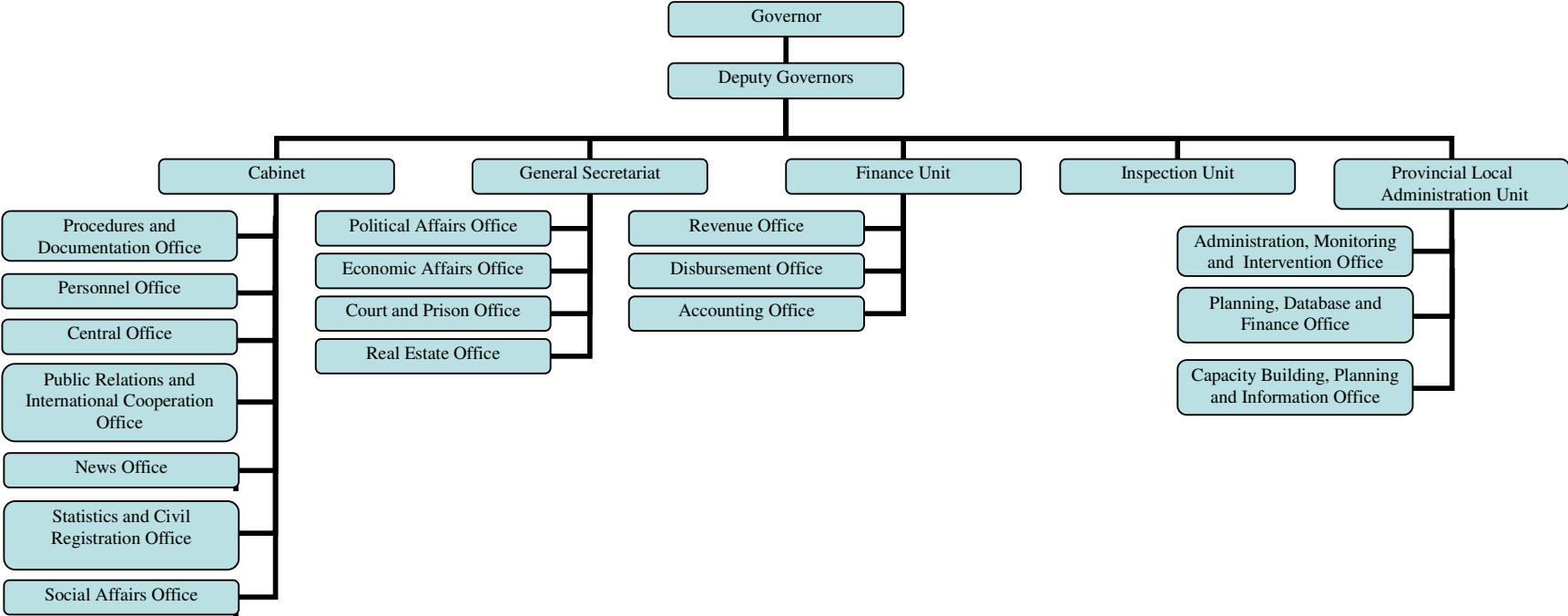
Figure 2 presents the overall organizational structure of provincial and municipal administration. A provincial or municipal administration is headed by provincial governor with support of three deputy governors. The first deputy governor provides direct supervision on Finance Unit and Inspection Unit, whereas the second one supervises the General Secretariat (headed by Secretary General), and the third one supervises the Cabinet (headed by Cabinet Chief). P/MLAU is under direct supervision of provincial or municipal governor (Article 2, Prakas No. 940 MOI).

It should be noted that, according to Article 9 of Prakas No. 031 MOI, the organizational structure, roles and responsibilities of Phnom Penh Municipality shall be determined separately. As of today, no parkas or any other orders have been issued from MOI.

#### **Compositions, Roles and Responsibilities**

P/MLAU is a relatively new administrative unit created in 2004. Each P/MLAU consists of three offices: (1) Administration, Monitoring and Intervention Office; (2) Planning, Database and Finance Office; and (3) Capacity Building, Training and Information Office. The P/MLAU in five Model Provinces studied is staffed by a relatively small number of officials ranging 4 to 8 in the provinces and municipalities studied (see Table 3).

**Figure 2: Organizational Structure of Provincial and Municipal Administration <sup>(1)</sup>**



Note (1): This organizational structure is based on Prakas No.031 MOI (1994), Prakas No.1127 MOI (2000), Prakas No.940 MOI (2004), Guideline No.001 MOI (2006), Prakas No.025 MOI (2006), Prakas No.1086 MOI (2006), Sub-decree No.03 (2006), and Sub-decree No.147 (2006).

**Table 3: Staff Composition of P/MLAU**

Office	Position	Battambang (*) No.	Kompong Cham No.	Phnom Penh No.	Siem Reap (**) No.	Sihanoukville (**) No.
Administration,	Chief	..	1	1	1	1
Monitoring and Intervention Office	Deputy Chief Staff	.. 2	1 ..	.. 2	1 6	1 2
Planning, Database and Finance Office	Chief Deputy Chief Staff	1 .. 1	1 1 ..	1 .. 1		
Capacity Building, Training and Information Office	Chief Deputy Chief Staff	1 .. 1	1 1 ..	1 .. 1		
<b>Total</b>		6	6	7	8	4

Note:

\* Staff in Battambang are contract-based staff only.

\*\* Staff are in charge of the tasks of all three offices under P/MLAU.

Prakas No. 940 stipulates 13 roles and responsibilities that P/MLAU is mandated to perform. The findings on the assessment of performance are presented below.

1. Responsible on tasks to assist the governor in implementing the delegated roles with regard to the support to the C/S councils.

P/MLAU and four units of PRDC/ExCom support the governor at provincial and municipality level. The current study found no noticeable conflict or confrontation between those units, although they work for the same target groups, namely, C/S councils. This is mainly because the chief or deputy chief of P/MLAU assumes those of the Local Administration Unit (LAU) under ExCom in most cases. P/MLAU requests C/S council members to select village chiefs who are expected to monitor performance of C/S councils based on the instruction and guideline from MOI.

It was reported that P/MLAU sometimes faces difficulty in coordinating line departments that are not in the former Seila program. Those line departments sometimes do not inform P/MLAU to coordinate with local authorities, although there is a rule that all line departments have to inform P/MLAU. For example, the Municipality Health Department of Phnom Penh does not inform MLAU about its mission to combat malaria in sangkat when it uses funds from the Ministry of Health. Major issues with line departments are usually addressed by governors, whereas P/MLAU deals with minor issues related to line departments and C/S councils.

2. Responsible for bridging communication (and tasks) related to C/S between the governor and provincial/municipal departments, other agencies, NGO and International Organizations (IOs) as well as the private sector in its respective province/municipality.

C/S councils often are not well aware of line departments and NGOs and rarely propose projects to them directly. They need support from P/MLAU to coordinate with line departments, especially for the preparation of request letters. Also, a Decision of MOI requires all stakeholders to liaise with P/MLAU before they go to work with C/S councils.

In practice, however, line departments and NGOs do not contact P/MLAU to facilitate their work with C/S councils. For example, although MLAU in Phnom Penh ensures good coordination with related line departments and NGOs, only those NGOs and line departments that need assistance come to MLAU to seek assistance in coordination with local authorities of their target areas, especially at khan and sangkat.

In Siem Reap, PLAU holds regular meetings with line departments concerning development projects, procurement, and finance in preparing a budget with the Provincial Treasury in order to check and submit the budget to the governor. However, work with the APSARA Authority is very slow because it does not understand the administrative process of the NCDD mechanism. As a result, any development projects related to APSARA have to wait for a long time to receive response from it.

3. Ensure the implementation of the governor's decisions on the C/S works.

Prakas No.1884 MOI delegates the governor the power to support C/S councils. The governor can monitor commune and sangkats as to whether they are implementing their tasks as planned. P/MLAU has to follow the order from the governor, especially in terms of supporting commune and sangkat.

In Kampong Cham, the decisions of the governor are disseminated to the communes through the Provincial Facilitation Team (PFT). Other provinces depend on the units of PRDC/ExCom in performing this task. In Sihanouk Ville, demarcation of the tasks of MLAU and the cabinet of the governor's office is not clearly defined, although MLAU implements the work based on facilitation and mutual understanding.

4. Monitor and evaluate implementation of Law on Commune/Sangat Administrative Management of C/S and decentralized policy in its respective province/municipality.

A well-developed system is already in place to conduct monitoring and evaluation (M&E). The assessment form for M&E is completed by C/S councils and sent to NCDD through P/MLAU. P/MLAU produces evaluation reports monthly, quarterly, every nine months, and annually. In Phnom Penh, the governor assigns MLAU to evaluate sangkat regularly. Sangkats conduct evaluation by themselves based on the form provided by MLAU. Khan evaluates sangkat, and M&E staff of MLAU also evaluate sangkat.

P/MLAU encounters some difficulties in performing its tasks. First, C/S councils are unable to fill out the form accurately because of poor understanding of M&E. In this case, P/MLAU needs to provide additional assistance for the C/S councils to fill out the form accurately.

Second, the results of the M&E should be used more effectively. It was reported that there is no feedback from NCDD to P/MLAU about the results of M&E they submitted. In the case of Siem Reap, evaluation is carried out annually, but its result is not used effectively because concerned institutions, especially PLAU and commune councils, are not well aware of how to use the result effectively to improve their performance.

5. Monitor and evaluate the performance of C/S clerks.

P/MLAU conducts evaluation of clerks' performance to ensure that they clearly understand the purpose of evaluation. In Sihanouk Ville, MLAU conducts this task in cooperation with the Personnel Unit, as MOI instructs MLAU to do so. However, the evaluation is conducted primarily by MLAU, because the Personnel Unit is not familiar with evaluation methods. It was reported that staff of Personnel Units work primarily at the office and therefore are not well aware of the situations of administration and management of sangkat.

The change of clerks falls under the responsibility of the Personnel Office of MOI. P/MLAU assists the Personnel Office in facilitating the change of clerks. It should be noted that it is difficult to replace clerks even though their performance is unsatisfactory. This is because there are not sufficient reserve clerks to replace them, although C/S clerks have chances to participate in training programs in C/S administration and management.

6. Coordinate and cooperate with ministries, departments and concerned agencies to educate, train, and build capacity of C/S councils and officials of concerned agencies and entities.
7. Act as communication channel to exchange information between C/S councils and ministries, departments and other agencies in its province/municipality.

The performance of the coordination task varies among the provinces and municipalities studied. For instance, Kompong Cham reported that a problem occurred but it was not serious because the governor facilitated the communication among line departments. By contrast, PLAU of Siem Reap noted the lack of cooperation with line departments.

The field study revealed the following issues on capacity building of C/S councils. First, MOI and provinces have no clear plans of training programs. Second, council members are usually too busy attending training programs to do assigned tasks, especially during the first two years of their five-year term after the election. Finally, MOI may not be well aware of availability of training for staff members of P/MLAU.

8. Establish an appropriate mechanism to coordinate and resolve conflicts with regard to C/S councils.

Problems like misuse of budget, inappropriate implementation of laws and regulations, and difficulty in contracting are brought to P/MLAU. If a problem occurs, P/MLAU informs the governor of it and coordinates with those concerned to address it. P/MLAU does not deal with the issues regarding land conflict, court issues, or crime-related issues.

Some provinces reported difficulty in establishing an appropriate conflict resolution mechanism due to a limited number of staff. They reported that it would be helpful if MOI prepared guidelines on conflict resolution.

The disputes between C/S council members and clerks and among council members are brought to P/MLAU, which then discusses them with the Personnel Unit. Dispute resolution is difficult when the conflict involves different political parties. To solve a conflict on the boundary between communes, P/MLAU contacts the Land Department.

9. Gather and maintain information in relation to C/S.
10. Input and update data in relation to C/S.
11. Manage, maintain and file all documents in relation to C/S.

The performance of this task varies among the provinces and municipalities studied. Although all P/MLAU studied gather and maintain information on C/S councils, they depend on the resources of PRDC/ExCom such as motorbikes, computers, and staff, as they do not receive a necessary budget for this task from the provincial and municipal offices. In addition, some P/MLAUs have an adequate filing and database system to maintain the information from communes and sangkat, whereas the others do not. For example, Phnom Penh MLAU collects evaluation documents of sangkat through KFT, but the filing system needs to be improved and more space to store documents must be secured. Furthermore, it was reported that the collected information is not effectively used by P/MLAU. Some worried that the lack of data use might discourage communes and sangkat from submitting their information to P/MLAU.

12. Ensure the implementation legality of C/S councils.

P/MLAU is responsible for disseminating the information of laws related to C/S. It is doing this task, mainly through PFT and DFT, by organizing training programs on the laws and regulations on administration and management of C/S.

13. Summarize and prepare reports with regard to C/S according to the deadline.
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P/MLAU prepares reports monthly, quarterly, every nine months, and annually and submits them to NCDD. Submission of the reports is reportedly delayed sometimes. This is often due to limited capacity of C/S council members. It was reported that some P/MLAUs have to prepare summary reports on C/S council's behalf.

### **Capacity gaps that affect performance**

This section presents the gaps of capacity that affect P/MLAUs' to performance of their roles and responsibilities. The capacity gaps are summarized according to the institutional, organizational and individual levels.

#### **Institutional level**

***Lack of guidelines and policies for P/MLAU and line departments.*** Although there are a number of guidelines and policies to facilitate the work in communes and sangkats, there are no clear guidelines and policies to guide P/MLAU and other line departments in implementing their own tasks to support communes and sangkats. The presence of those policies and guidelines will greatly help P/MLAU implement the tasks and responsibilities related to communes and sangkats.

#### **Organizational level**

***Insufficient number of staff.*** Most P/MLAU reported that the number of the staff is not sufficient to implement all the tasks assigned, as many P/MLAU officials work for LAU as well. In Sihanouk Ville, for example, MLAU has a heavy workload with only one chief, one deputy chief and no subordinate staff.

***Limited budget allocation.*** This has resulted in heavy dependence on the resources allocated to LAU of ExCom which receives financial resources from donor agencies. Limited financial resources for P/MLAU had motivated the staff to work for LAU even if there are not enough staff at P/MLAU to perform its own tasks. As a result, many staff of P/MLAU are responsible for the tasks of both P/MLAU and LAU. P/MLAU uses the mechanism of LAU to perform its roles and responsibilities, especially in supporting and collecting information from communes/sangkats. For example, when staff members carry out the work of LAU, they use the occasion to complete assignments of P/MLAU as required by MOI. It was reported that, if LAU did not exist, it would be very difficult for P/MLAU to carry out its assigned tasks.

#### **Individual level**

***Lack of training for newly recruited staff members.*** A number of new staff have been recently recruited for P/MLAU in the provinces and municipalities studied. However, training opportunities for them have not been sufficient to implement their tasks effectively. The areas of training identified for them are laws and regulations, D&D policy, and administrative procedures with regard to their roles and responsibilities.

***Limited capacity of P/MLAU officials.*** All P/MLAUs, except the one in Phnom Penh, reported that their staff capacity is inadequate for performing their tasks. Although chiefs and deputy chiefs reportedly hold university degree or trained at the Royal School of Administration, a majority of their subordinate staff have no university degrees. It was also reported that many of the staff in the provinces and municipalities studied do not have basic computer skills to carry out their work.

The staff capacity of Phnom Penh Municipality contrasts sharply with that of the other provinces and municipalities studied. According to MLAU of Phnom Penh, it has a sufficient number of staff with at least a bachelor's degree and many have a master's degree. The staff have received a high level of administrative training, and possess sufficient experiences in public administration. In addition, there is good financial support to the staff, especially salary supplement (\$50 and 10 liters of petrol per month).

### External factors

**Limited understanding on D&D policy among line departments.** One of the major difficulties pointed out by P/MLAU is that line departments at the provincial/municipal and district/khan levels do not clearly understand D&D policy. As a consequence, cooperation among line departments and P/MLAU remains weak in supporting communes and sangkats. PLAU of Siem Reap suggested that common policies, guidelines, and procedures be established for all line departments and stakeholders to implement D&D policy and carry out the tasks effectively under the new policy.

**Limited capacity of district and khan.** Regarding the relationship with district/khan, MLAU of Phnom Penh pointed out limited capacity of khans as a constraint on its work. For example, some khan staff are unable to properly check documents of sangkat because of limited understanding on their responsibilities on the councils and ongoing development projects.

**Low recognition of P/MLAU by other line departments.** As Prakas No. 940 was issued only recently in 2004, it has not been widely disseminated to line departments and ministries. As a result, many line departments and development agencies are not well aware of the roles and responsibilities of P/MLAU.

## 4.2 Economic Affairs Office under General Secretariat

### Staff composition, roles and responsibilities

The Economic Affairs Office was established under the General Secretariat of the Governor's Office by Prakas No.031 MOI in 1994. Table 4 shows the staff composition of this office in Battambang, Kompong Cham, Siem Reap and Sihanouk Ville.

This office is relatively small, consisting of only four to six staff members headed by an office chief. Phnom Penh Municipality is not included in the current study because no Economic Affairs Office has been established there.

**Table 4: Staff Composition of Economic Affairs Office**

Position	Battambang	Kompong Cham	Siem Reap	Sihanouk Ville
Chief	1	1	1	1
Deputy Chief	2	2	1	1
Staff	3	3	2	2
Contract staff	..	..	1	
<b>Total number</b>	<b>6</b>	<b>6</b>	<b>5</b>	<b>4</b>

Note. Phnom Penh Municipality is not included because Economic Affairs Office has not been established yet.

Prakas No.031 MOI stipulates eight tasks and responsibilities of the Economic Affairs Office. Below are the findings on the extent of performance in implementing the roles and responsibilities.

1. Follow up on the application of economic rules.

It was reported that Economic Affairs Offices of some provinces and municipalities do not implement this task. In those provinces, this task is actually implemented by the Police Department of MOI and the Department of Economy and Finance. The Office is responsible for coordinating tasks with related line departments, stakeholders, and the governor.

2. Prepare proposed provincial or municipal decisions on granting of authorizations for the opening of commercial businesses, small industries, handicrafts and other businesses.

The decision on permission for opening commercial/business entities falls under the responsibility of the Department of Economy and Finance and the Department of Commerce, not the Economic Affairs Office. People file an application to the Department of Economic and Finance or the Department of Commerce, which submit the application to the governor office through the Economic Affairs Office. The Economic Affairs Office reviews the application and submits it to the governor for approval. The province can authorize applications for only small or medium enterprises and building construction of less than 200 square meters. Permission of applications of large scale enterprises falls under the national government.

3. Receive applications and prepare letters granting permissions to install commercial signboards of business entities and their advertisements.

The Economic Affairs Offices of the provinces and municipalities studied carry out this task in a well-coordinated manner. They receive applications for constructing commercial signboard, then prepare and submit letters to the governor for approval. Before making decision, the province organizes a committee for evaluating the situation of the proposed location. The committee members come from line departments such as the Departments of Environment, Health, and Land Management. This committee regularly processes applications. After this evaluation, the committee reports to the Offices, and the Offices submit reports to the governor for final approval.

4. Prepare letters granting permissions for the transportation of products inside and outside the province or municipality in compliance with the provisions of the law.

This task is implemented by the Departments of Public Transportation, Agriculture, Police Station, and Tax. The Economic Affairs Office only coordinates with the line departments and the governor as required.

5. Receive and solve complaints on the selling of foodstuffs which affect the health of the citizens.

The Office often receives complaints from citizens regarding selling of foodstuffs which affect the health. However, the Office can rarely solve problems by itself. The Office usually transfers complaints to line departments such as the Department of Health and the court.

6. Receive reports and statistics on the economic field.

The reports are usually received from line departments such as the Departments of Agriculture Forestry and Fisheries, Mine and Energy, Tourism, Environment, Commerce, and Economy and Finance. All documents submitted from these line departments are then submitted to the governor and are stored at the Office.

7. Report immediately of any economic crimes and subversions.

This task is fully implemented by technical departments such as the Department of Economy and Finance and the Department of Commerce in cooperation with the Police Department. The Office cooperates with them in case of serious crimes, or when technical departments establish evaluation committees.

8. Formulate minutes on the investigations of economic crimes.

The Department of Economy and Finance and the Police Department of MOI are responsible for this task.

### **Capacity gaps that affect performance**

Despite limited financial and human resources, the Economic Affairs Office performs some assigned functions well, e.g., coordination with other line departments and authorization of small businesses. The following are some capacity gaps that affect implementation of the assigned roles and responsibilities of the Office.

#### **Institutional Level**

*Overlapping roles and responsibilities with other line departments.* The roles and responsibilities of the Economic Affairs Office in Prakas No. 031 MOI are stated in general and vague terms. This causes overlap of roles and responsibilities with those of other line departments. Currently there is no direction or guidelines to clarify division of functions with other line departments. Some roles and responsibilities are simply not carried out by this office, but by other line departments.

*Lack of clearly defined procedures and manuals.* The implementation of the roles and responsibilities depend on convention and precedents rather than clearly defined procedures and manuals. This is also partly due to insufficient opportunities of training for skill development.

#### **Organizational Level**

*Limited financial resources.* The constraints of budget and salary undoubtedly adversely affect performance of this office. It was reported that a number of staff members had been transferred to other places, and a high turnover of staff had been seen. This has adversely affected accumulation of knowledge and experience and development of staff skills.

#### **Individual Level**

*Limited staff capacity.* Staff in charge of the tasks have limited capacity and understanding on their roles and responsibilities. Also, many staff do not hold necessary qualifications or backgrounds in the field. Further, there has been little or no training for them. Staff, particularly newly recruited ones, need a broad range of training to better perform the functions assigned.

### **4.3 Social Affairs Office under Cabinet**

#### **Staff composition, roles and responsibilities**

The Social Affairs Office was established under the Cabinet of the Governor's Office by Prakas No. 031 MOI in 1994. Table 5 shows the staff composition of this office in

Battambang, Kompong Cham, Siem Reap and Sihanouk Ville. This office is headed by a chief, consisting of two to eight officials in total. Article 9 of Prakas No. 031 MOI stipulates that the roles, responsibilities and organizational structure of Phnom Penh Municipality shall be determined separately. However, no other Prakas has been issued since 1994 to fill this gap. At present, there is no Social Affairs Office in Phnom Penh Municipality.

**Table 5: Staff Composition of Social Affairs Office**

Position	Battambang	Kompong Cham	Siem Reap	Sihanouk Ville
Chief	1	1	1	1
Deputy Chief	2	..	3	2
Staff	5	1	1	1
Contract staff	..	..	1	..
<b>Total number</b>	<b>8</b>	<b>2</b>	<b>6</b>	<b>4</b>

Note. Phnom Penh Municipality is not included because Social Affairs Office has not been established yet.

Prakas No. 031 MOI stipulates 11 roles and responsibilities of the Social Affairs Office. The findings on the extent of performance in carrying out the roles and responsibilities are presented below.

1. Take a census and prepare a list of pagodas, chiefs and deputy-chiefs of monks, the monks, preachers, nuns, and all the pagoda commissions in all the provinces and municipalities.

It was reported that the Social Affairs Office does not implement much of this task. At present, this task is implemented mainly by the Department of Social Affairs, Department of Religion, and Department of Planning. Documents and reports were submitted every month by those line departments, and the Social Affairs Office only compiles the reports annually.

In Siem Reap, there was one committee responsible for this task, which included the representatives of provincial administration, the Department of Religion, Police Inspection, District Police Stations, commune/village leaders, and monk groups. However, this committee became inactive due to the lack of funds and cooperation of line departments.

2. Receive applications for permission to celebrate feasts.

The Office receives applications for permission to celebrate festivals approved by line departments in charge. Applications for permission proceeds from commune/sangkat, district/khan, the Department of Religion to provincial office. The Social Affairs Office receives and submits them to the governor for final approval.

3. Receive applications submitted by monks or preachers for decisions.

The Office receives applications submitted by line departments such as the Department of Religion. After review, it forwards applications to the governor for approval. The Office has no authority to make a decision on approval.

4. Receive requests for authorization to build a new pagoda, Catholic Church, or Islamic temple.

As observed in other tasks, the Office is responsible for coordinating between line departments and the governor. Any requests for authorization to a build pagoda, Catholic Church, or Islamic temple are usually submitted from local authority to line departments such

as Religion, Land Management and Urban Planning, and Planning. The Office submits the application to the governor through the Office.

5. Take a census and prepare a list of the hospitals, health officers, patients and receive complaints from all the state and private hospitals in the province and municipality.

At present, the Office does not take census or prepare a list of the hospitals, health officers, and patients. The task is implemented by the Departments of Health, Social Affairs, and Planning. However, data related to this sector are made available to the Office. In Sihanouk Ville, it was reported that a committee was established to solve complaints from all public and private hospitals. The governor serves as chief of the committee, health chief as secretary, and provincial court, police inspection and local authority as members.

6. Receive reports on various contagious diseases.

Contagious diseases are usually reported from local authority to the Department of Health and to the governor through the Social Affairs Office. Based on the decision of the governor, the Office prepares information letters and sends them back to local authority for taking action in cooperation with line departments and related NGOs.

7. Receive applications for permission to open up drugstores and dispensaries in the province and municipality.

An application for permission to open up a drugstore is usually submitted and requested directly to the Ministry of Health and the Ministry of Commerce. After the approval of the two ministries, the application is forwarded to respective departments. After the appraisal of the departments, the application is submitted to the governor through the Social Affairs Office for approval on location of the drugstore.

8. Take a census of schools, middle high schools, high schools and faculties, teachers, professors, and students, and receive reports on all state and private educational establishments.

The Office does not take a census. It only receives reports from line departments such as the Department of Education, Youth and Sport and the Department of Planning.

9. Take a census of all the illiterate people, sportsmen, artists, workers, orphans, widows, and former disabled soldiers, in the province or municipality.

Although Prakas No. 031 MOI stipulates this task for the Social Affairs Office, the Office does not actually implement it. The main reason is that the task is overlapping with those of other line departments, such as the Departments of Education, Youth and Sport, Social Affairs, Labor, Culture and Fine Art, and Women's Affairs. These line departments submit data to the Social Affairs Office.

10. Take a census and make up a list of all the monuments and temples, and other national patrimonies, tourist sites, and tourists in the province or municipality.

The Office does not implement much of the task, because it is implemented by the Departments of Tourism, Information, and Planning.

11. Keep the dossiers and documents on social affairs.

The Social Affairs Office coordinates this task with the governor and line departments, including Social Affairs, Health, Religion, Woman Affairs, Education, Training, Information and Agriculture.

## **Capacity gaps that affect performance**

### **Institutional Level**

*Overlap of roles and responsibilities with line departments.* The roles and responsibilities of the Social Affairs Office are broad and overlap widely with those of other line departments, including the Departments of Culture and Religion, Health, Education, Social Affairs, Tourism, Land, and Women Affairs. Confusions arise because respective ministries have issued Prakas to their provincial line departments that overlap with roles and responsibilities of the Social Affairs Office. For example, the Ministry of Health issued a Prakas to provincial health departments to inform people of the obligation to register their drugstores and dispensaries in the province for opening permission. The Social Affairs Office is not involved in this work.

### **Organizational Level**

*Weak coordination with line departments.* All the provinces interviewed perceive the coordination with other line departments as inefficient. As a result, reports are not regularly submitted unless the Social Affairs Office requests them to do so. Line departments tend to work directly with respective ministries, with little coordination with other line departments or the Social Affairs Office.

*Shortage of staff.* The Office does not have a sufficient number of staff members if it is to perform all the assigned tasks. The problem of understaffing is particularly acute in Kompong Cham province where only one chief and one staff work for the Office. The chief took up the position only a few months ago after the former chief retired. There was neither handover of office documents nor orientation training for the new chief to do the tasks.

*Limited financial resources.* All the Social Affairs Offices reported the issue of limited financial resources as a major constraint. They can neither purchase necessary office equipment nor secure a room or library to store dossiers and documents.

### **Individual Level**

*Limited technical knowledge and skills.* This keeps the Social Affairs Office from performing its roles and responsibilities. The educational level of staff is generally low, and opportunities to receive training are close to nil. This is a major constraint to the Social Affairs Offices in all the provinces and municipalities visited. It is a challenge for the Office to implement the actual tasks as stated in Prakas No.031 MOI. The staff members of the Office recognize that they do not have technical skills to perform their tasks.

*Lack of training opportunities.* The staff members of the Social Affairs Offices have not had any opportunities to attend training programs. No donor agencies support the Office.

## **4.4 Finance Unit**

### **Staff composition, roles and responsibilities**

The Finance Unit was established at the governor's office by Prakas No. 031 MOI in 1994. The staff composition of this Unit is presented in Table 4. This Unit is larger than the

Economic Affairs Office or Social Affairs Office, consisting of 14 to 21 staff. Kompong Cham and Siem Reap have positions of Unit Chief and Deputy Unit Chief, whereas the other provinces have chiefs and deputy chiefs of Offices only. Phnom Penh Municipality established only the Accounting Office that covers all financial affairs of the Municipality.

**Table 6: Staff Composition of Finance Unit**

Office	Position	Battambang	Kompong Cham	Phnom Penh (*)	Siem Reap	Sihanoukville
	Unit Chief	..	1	..	1	
	Unit Deputy	..	1	..	3	
Revenue Office	Chief	1	1	..	1	1
	Deputy Chief	1	2	..	1	2
	Staff	..	2	..	..	4
Expenditure Office	Chief	..	1	..	1	1
	Deputy Chief	..	3	..	1	2
	Staff	5	1	..	..	4
Accounting Office	Chief	..	1	1	1	1
	Deputy Chief	..	3	3	3	2
	Staff	7	1	16	..	4
Total number		14	17	20	12	21

\* Phnom Penh Municipality has established only Accounting Office.

Prakas No. 031 MOI stipulates eight tasks and responsibilities of the Finance Unit. The findings on the performance to implement the roles and responsibilities are presented below.

1. Prepare the annual budget plan of the province or municipality.

The process of budget preparation involves many departments. The Ministry of Economy and Finance provides guidance on the preparation of revenue and expenditure of the budget. The Finance Unit prepares the budget for provincial/municipality hall only, and does not prepare a budget for other line departments. The preparation starts around July or August. The draft budget is to be submitted to the governor. The draft budget has to be approved by the Ministry of Economy and Finance and by the Ministry of Interior. The Ministry of Interior reviews expenditure relevant to provincial development programs.

2. Control advance money orders and submit them to the governor of the province and municipality for signature.

The Expenditure Office of the Finance Unit prepares advance money orders and submits them to the governor for certification. Reconciliation is also the task of the Unit. Line departments also prepare advance money orders and submit them to the governor for certification before submitting them to the respective line ministry.

The Office reviews all documents of expenditure proposals from other line departments, and submits them to the governor for final approval. In reality, however, most expenditure proposals have rarely come to the Office. Line departments submit their proposals directly to the Department of Economy and Finance.

3. Control all expenses.

There are two types of expense: small expenditures; and large expenditures such as large construction projects. The line departments propose expenses and the Department of Economy and Finance verifies them. Regarding large construction, line departments propose

payment, and the Department of Economy and Finance checks it. The case needs to go through the procurement and bidding procedures as defined by the procurement committee.

4. Make purchasing orders of things.

Any purchasing orders need to be approved by the governor. A large amount of expenditure (e.g. infrastructure development) needs to go through the bidding process described above. In some provinces, whether the expenditure in the budget plan can be disbursed or not depends on available financial resources, as the budget might not be sufficient to meet the requirement.

5. Control prices of goods of all kinds in cooperation with the General Secretariat.

The Finance Units studied do not engage in this task. In reality, other line departments such as the Departments of Customs, Commerce, and Planning are responsible for it.

6. Control tax accounts and revenues of all kinds.

As in Task 5 above, the Finance Units studied do not engage in this task. The Tax and Custom Department and Provincial/Municipal Treasury prepare and submit tax reports. In reality, the Finance Unit does not have authority to control tax accounts.

7. Prepare budgets for signature of the governor of the province or municipality.

All the Units studied prepare and submit any proposed budget of provinces and municipalities to the governor for signature. Regarding budgets of line departments, the Unit only passes them to the governor to check accuracy and compliance with administrative procedures.

8. Facilitate the collection of taxes of all kinds which are due both in the previous and current years.

Some of the Finance Units interviewed reported that in reality, this task does not fall under the responsibility of their Unit.

## Capacity gaps that affect performance

### Institutional Level

***Overlap of roles and responsibilities between Finance Unit and Department of Economy and Finance.*** Many refer to this as one of the inter-departmental problems. The roles and responsibilities of the Finance Unit are stated in Prakas No. 031 MOI, whereas the Department of Economy and Finance has been established by Prakas of the Ministry of Economy and Finance. It is necessary to clarify the roles and responsibilities of the two organizations under the organic laws.

***Absence of clearly defined regulations and guidelines.*** This resulted in the implementation of tasks based on convention and precedents, not based on clearly defined regulations and guidelines. This creates room for discretion and potential causes of abuse in funds.

***Ambiguous and outdated Prakas No.031 MOI.*** Ambiguity allows a broad range of interpretation on the roles and responsibilities assigned, which hampers implementation of the tasks. Furthermore, Prakas No.031 MOI is out of date since it does not reflect the changing situations since its adoption in 1994.

## Organizational Level

**Information flow.** It was reported that districts/khan have been often left out of the information flow on budget or other funds between province/municipality and commune/sangkat. Although information is supposed to flow from the national government to provinces and districts, districts are often less informed about budget than communes. The information flow appears to be better in Battambang and Siem Reap where a one window service project was implemented in some districts.

## Individual Level

**Limited staff capacity.** Staff training is very much needed for the Financial Unit. It was reported that few staff of the Finance Unit have received training in financial management. This points to the need for them to acquire professional knowledge and skills in financial management and the control of taxes and goods. Further, many of the staff interviewed were near retirement. Some provinces also pointed out the low educational level of senior staff and the need of training for newly recruited staff.

## 4.5 Executive Committee, Provincial/Municipal Rural Development Committee

### Staff composition, roles and responsibilities

The organizational structure, roles and responsibilities of P/MRDC and ExCom are stipulated in Prakas No.292 Seila Task Force (STF) in 2002. Figure 3 presents the organizational structure of P/MRDC, ExCom and its four subordinating Units: Local Administration Unit; Finance Unit; Technical Support Unit; and Contract Administration Unit. P/MRDC is the highest decision-making body of the former Seila Program, whereas ExCom serves as the executing body of day-to-day work under P/MRDC.

**Figure 3: Organizational structure of P/MRDC and ExCom**

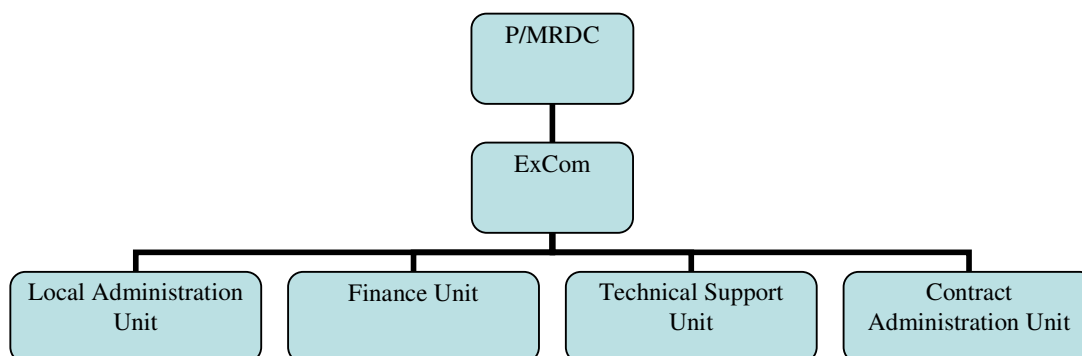


Table 7 presents the members of P/MRDC and ExCom. P/MRDC and ExCom are both headed by provincial or municipal governor as a chair, with support of the 1<sup>st</sup> deputy chair (deputy governor) and the 2<sup>nd</sup> deputy chair (Director of Department of Rural Development). The members of P/MRDC include directors of line departments and governors of District/Khan, whereas ExCom include directors of only selected line departments. It should be noted, however, that actual members of P/MRDC and ExCom vary province by province.

**Table 7: Members of P/MRDC and ExCom**

Position	P/MRDC	ExCom
Chair	Governor	Governor
1st Deputy Chair	Deputy Governor	Deputy Governor
2 Deputy Chair	Director of Department of Rural Development	Director of Department of Rural Development
Members	<ul style="list-style-type: none"> <li>➤ Director of Department of Planning (permanent member)</li> <li>➤ Directors of Line Departments</li> <li>➤ Governors of District/Khan</li> </ul>	<ul style="list-style-type: none"> <li>➤ Director of Department of Planning</li> <li>➤ Director of Department of Economy and Finance</li> <li>➤ Director of Department of Agriculture, Forestry and Fisheries</li> <li>➤ Director of Department of Water Resources and Meteorology</li> <li>➤ Director of Department of Women's and Veterans Affairs</li> <li>➤ Director of Provincial Treasury</li> <li>➤ Chief of Local Administration Unit</li> </ul>

Prakas No. 292 STF stipulates 15 main tasks and responsibilities of ExCom. The findings on the performance to implement the roles and responsibilities are presented below.

1. Propose the allocation guideline for formulating sector work plans and budgets and program support budgets in accordance with the resources available from the Seila Program and other sources.
2. Appraise the annual work plan and budget consolidated by the Department of Planning and forward them to the Provincial/Municipal Rural Development Committee for review and approval.

Each line department prepares the plan and budget and proposes them to ExCom. The Department of Planning plays a leading role in compiling the documents of planning and budget of line departments participating in ExCom. An appraisal workshop is usually organized around October. After the workshop, ExCom makes a decision on the allocation of the budget to the relevant line departments.

It was reported that not all line departments are in the priority list of the proposed development plan. For instance, in Sihanouk Ville, the Department of Health and Department of Education, Youth, and Sports are often not included in the list because they have the budget from the respective ministries.

All provinces and municipalities reported that, in general, the development budget of PRDC/ExCom in the form of the Provincial Investment Fund (PIF) is not sufficient to allocate fund for all participating line departments. For example, Phnom Penh receives only \$130,000 for the budget of the fund.

3. Enter into contract agreements with implementing agencies, after the work plan and budgets are approved, in accordance with the guidelines, formats and procedures of contract preparation.
4. Appraise draft contracts submitted by implementing agencies and provide recommendations to the Provincial/Municipal Rural Development Committee for approval in accordance with the contract appraisal guidelines.

All provinces and municipalities studied adhere to the guideline of contract management prepared by NCDD. Contracts are first signed between ExCom and NCDD, then subcontracts

between ExCom and line departments. ExCom reviews whether the proposed budget in a subcontract follows the pre-determined budget, and submits the contract to the governor for approval. The Contract Administration Unit (CAU) under ExCom supports line departments in preparing contract documents.

5. Manage the Imprest and other Special Accounts, authorized by the Ministry of Economy and Finance, to finance the annual work plan and budget in accordance with regulations and guidelines.

ExCom checks the accuracy of all expenses in compliance with regulations and guideline. It was reported in some provinces that they encounter delays in fund transmission from the national government. Some provinces reported that the current practice to open and close accounts in each fiscal year require tedious administrative work. They suggested that it would be more efficient if the same accounts can be used for multiple fiscal years.

6. Effectively manage, monitor and conduct regular auditing of the financial system and provide payments against approved contracts in accordance with the financial manual/guidelines of the Ministry of Economy and Finance.

ExCom in all provinces and municipalities studied has in place internal auditors to audit expenditures. The frequency of auditing, however, depends on their availability, as they have other positions and tasks as well. NCDD also dispatches auditors to ExCom. External auditors from a private accounting firm carry out external audit every fiscal year.

7. Monitor and evaluate the program in accordance with guidelines and procedures in order to promote effectiveness and support the formulation of national policies.

Following the NCDD guideline for monitoring and evaluation (M&E), CAU conduct regular monitoring under supervision of ExCom. It was reported that in some provinces, only one staff member for M&E is in place, and this makes it difficult for the provinces to conduct monitoring regularly and submit reports on time. In addition, the concept of M&E is still new and staff knowledge and capacity on it are limited. Furthermore, some provinces pointed out some overlaps of tasks between M&E staff and internal auditors.

8. Produce periodic financial and progress reports, in accordance with the Seila formats and reporting systems, and submit to the Seila Task Force.

All ExCom studied prepare regular reports (monthly, quarterly, every nine months, and annually) and submit them to NCDD. Siem Reap province pointed out limited understanding of C/S councils on the financial system although there are guidelines to follow.

9. Share information on planning, contracting and implementation systems and procedures with line departments and development agencies to support the effective implementation of Provincial/Municipal development.

All ExCom reported that they share information with line departments participating in ExCom through regular meetings. For example, Phnom Penh municipality often sends instruction letters to line departments of ExCom, quarterly and monthly workshops, posters, and quarterly newsletters in English and Khmer. ExCom members of Phnom Penh assessed that information dissemination is effective. Siem Reap province also distributes quarterly newsletters to all line departments and agencies.

10. Effectively implement all established policies and administrative and personnel procedures.
11. Manage and recruit sufficient staff to effectively serve the four units of ExCom, in accordance with the scope of work and the assigned roles and responsibilities.

All ExCom studied adhere to the guideline of NCDD that sets out procedures of staff recruitment. Staff are selected based on merit through examination and interviews. The evaluation of staff performance is conducted annually. Salary supplements in the amount of \$80 or \$40 is paid to those staff members who work at the provincial/municipal and district/khan levels, respectively. It was reported, however, that staff members seem to face difficulty in ensuring quality of services because the scope of work has been widening despite a limited number of staff.

12. Promote and support effective collaboration between government institutions, the private sector, civil society and national/international development agencies in the planning, financing and implementation of Provincial/Municipal development.

All provinces reported that they maintain good cooperation among stakeholders. For example, the Kompong Cham ExCom holds quarterly meetings with line departments, NGOs, and the private sector on development activities, especially to avoid overlap of development activities in target areas. In other provinces, annual workshops are organized. However, it was reported that not all line departments participate in these workshops. District/khan integration workshops are also organized in cooperation with district/khan administration by inviting relevant stakeholders. Some pointed out that line departments and NGOs joining the workshops sometimes ended up unable to fund the projects they had promised to support.

13. Implement gender and natural resource and environment mainstreaming strategies and monitor and evaluate the implementation of those strategies.

Most provinces and municipalities are working to mainstream gender and natural resources. In Siem Reap, for instance, ExCom maintains the gender network among all of the line departments, districts, and communes. Meetings are organized twice a year in which participants of line departments can raise concerns or constraints in project implementation and plan activities for the coming year. Training of trainers for these topics is also conducted to train focal persons of each line department, district/khan, and commune/sangkat.

14. Conduct regular ExCom meetings to review and discuss progress, identify operational constraints, resolve problems and ensure efficiency and effectiveness of program implementation.

Most of the provinces and municipalities visited hold monthly ExCom meetings. However, in Siem Reap, meetings are not held regularly because the members are busy with their works, which sometimes delayed the process of procurement.

15. Authorize the Permanent Members of ExCom to approve expenditures less than US \$1,000 in accordance with financial management procedures.

This is practiced in all the provinces and municipalities studied. The permanent members can approve any budget of less than \$1,000 to shorten the process of obtaining approval from the governor. Signatures of two members are required to validate checks.

## Capacity gaps that affect performance

The PRDC/ExCom mechanism which was inherited from the former Seila program has been effectively implementing the roles and responsibilities assigned. This contrasts with the Units and Offices reported in Sections 4.1-4.4 in which performance is compromised. Those differences in performance can be explained by the following capacity gaps:

1. The roles and responsibilities of P/MRDC, ExCom, and four units under ExCom are clearly spelled out in the Prakas. This helps each staff member to be well aware of his or her assigned roles and responsibilities;
2. A number of guidelines and policies have been developed to ensure effective and efficient implementation of development projects;
3. PRDC/ExCom recruits officials of selected line departments and district/khan for the four Units under ExCom on a merit basis, and their performance are evaluated regularly;
4. A number of training programs have been offered to ensure quality of their assigned tasks. This helps build their capacity to support development activities and build capacity of the C/S councils;
5. Financial resources made available for P/MRDC/ExCom are much more than the other offices and units in provincial and municipal administration.

Although ExCom is performing fairly well, the current study also revealed some key issues of capacity that affect performance of ExCom.

### Institutional Level

***Overlapping functions with line departments.*** It was reported that there are overlaps of functions with line departments and ministries. For example, it is not clear whether the responsibility of environmental management in coastal zones rests in the Department of Environment or other departments. Phnom Penh municipality reported that there are a number of overlapping roles and responsibilities with line departments. When conflicts occur, the governor establishes a committee involving concerned line departments to coordinate the work of municipality and line departments.

***No financial support for focal persons of funded line departments.*** Each line department funded by ExCom assigns a focal person within the respective department. However, it was reported that there is no financial support for the focal person to carry out the assigned tasks, unlike staff of four units under ExCom who receive salary supplements.

### Organizational Level

***Low salary of staff.*** Staff recruitment faces difficulty, especially in city area such as Phnom Penh, because \$80 of salary supplements is far from sufficient to hire qualified professional staff. In addition, the plan for staff capacity building is necessary. An increasingly heavy workload is also raised as a constraint, while salary supplements remain the same.

***Limited operational budget and obsolete equipment.*** All provinces and municipalities reported limited operational budget as another serious issue. For example, despite the increasing price of gasoline, the budget for gasoline has not been increased, which makes it difficult for staff to conduct field visits to communes/sangkats. Per diem has not been raised for a long time, either. All provinces and municipalities also reported obsolete equipment, e.g., motorbikes, computers and technical equipment, as a major constraint to perform their tasks.

***Communication with line departments that do not participate in ExCom.*** The line departments that do not join ExCom are reluctant to communicate with it. This is partly due to

limited budget of NCDD which allocate funds only to the priority line departments. Under the circumstances, the units of ExCom face difficulty in working with those line departments effectively even if ExCom asks the departments for cooperation.

### Individual Level

**Limited understanding on D&D policy among line departments that do not participate in ExCom.** Most of the training programs under ExCom have been provided for the four units of ExCom, focal persons of line departments receiving funds from ExCom, and C/S council members and clerks. Many line departments that do not receive funds from ExCom have had few training opportunities on D&D policy and administrative procedures. This is one of the reasons that good cooperation with those line departments has been difficult.

## 4.6 Local Administration Unit, ExCom

### Staff composition, roles and responsibilities

The Local Administration Unit (LAU) was established under ExCom by Prakas No. 292 Seila Task Force (STF) in 2002. The staff composition of this Unit is presented in Table 8. This Unit is headed by chief and deputy chief, and consists of a large number of Provincial Facilitation Teams (PFT) and District Facilitation Teams (DFT). The size of the LAUs studied varies widely from 17 to 72 staff members.

**Table 8: Staff composition of P/MLAU**

Position	Battambang	Kompong Cham	Phnom Penh	Siem Reap	Sihanoukville
Chief	1	1	1	1	1
Deputy Chief	1	1	1	2	2
PFT	10	16	13	9	3
DFT	60	16	32	47	11
Total number	72	34	47	59	17

Note. PFT: Provincial Facilitation Team; DFT: District Facilitation Team

Prakas No. 292 STF stipulates that the Local Administration Unit (LAU) of ExCom operates under the overall supervision of the Provincial/Municipal Local Administration Unit (P/MLAU), and assigns 21 roles and responsibilities to LAU. The findings on the extent of performing respective roles and responsibilities are presented below.

1. Coordinate the implementation of training programs for capacity building of C/S Councils.
2. Monitor and evaluate the performance and capacity of C/S Councils in implementing the regulatory framework, managing the administration of the C/S and promoting socio-economic development of the C/S.

PFT and DFT conduct training programs for C/S councils and coordinate with other line departments and agencies for capacity building. The implementation of training programs faces at least two challenges: (1) C/S council members have difficulty in finding time to participate in training programs because of their busy work schedules; and (2) average educational levels of C/S council members are relatively low compared with those of officials of the national government.

PFT and DFT conduct regular monitoring and evaluation of project implementation. They use a well-established monitoring system to ensure quality of project implementation, especially

by reviewing activities and administrative documents of C/S councils. Evaluation is carried out at the end of the term of C/S councils. Monitoring reports are prepared regularly. The forms of monitoring and evaluation for C/S councils are prepared and provided by NCDD.

3. Promote effective collaboration and partnership between C/S Councils and Provincial Departments, international and national agencies and the private sector.

In general, PFT and DFT studied play a bridging role to promote collaboration between C/S councils and ExCom, especially through district integration workshop. LAU in Siem Reap reported, however, that PFT/DFT does not directly promote collaboration between C/S councils, line departments, NGOs and the private sector. In reality, NGOs, line departments, and private sectors go directly to ExCom or C/S councils to seek collaboration.

4. Maintain databases and prepare reports for submission through ExCom and Governor to the appropriate national authorities.
5. Maintain and file all documents of the Local Administration Unit.

PFT and DFT collect data and reports from C/S councils and villages, and prepare and submit reports. They hold monthly meetings with C/S council members on monthly reports which discuss activities and assessment. In overall, PFT and DFT interviewed perform this task reasonably well, although they reported that ensuring timely submission of the reports is a challenge.

LAUs of all provinces and municipalities maintain documents well, as they have already established a system to maintain and file all documents. Some provinces interviewed reported, however, that storage space is not sufficient as documents have been accumulating rapidly.

6. Conduct regular meetings with Facilitation Teams to review progress, identify strengths and weaknesses and resolve problems on time.

LAU organizes monthly meetings of PFT/DFT, whereas PFT and DFT organize monthly meetings at the district and khan levels, respectively. It was reported in Siem Reap that weekly meetings of LAU with PLAU are useful for PFT/DFT because LAU can obtain new information and instructions from PLAU and discuss progress, constraints, and solutions. An issue to be addressed is that meetings at the district/khan levels are sometimes delayed or not held regularly due to late submission of reports by district/khan offices.

7. Prepare training needs assessments and design training plans to strengthen both the capacity of the Provincial/Municipal and District/khan Facilitation Teams and the capacity of the C/S Councils.

In Battambang province, the members of LAU, which consists mainly of PLAU staff, design training plans of PFT/DFT, whereas PFT/DFT conduct training needs assessment of commune councils. They also conduct an annual assessment on planning and budgeting of activities, based on the guideline from the national government.

It was reported that there are some critical constraints in implementing this task. First, the budget of per diem is insufficient. The participants receive only \$0.5 for participation per day, according to Phnom Penh. Second, C/S council members sometimes face difficulty in preparing a five-year development plan, reportedly due to the generally low level of education.

8. Facilitate the preparation and oversee the implementation of the facilitation teams work plans.

PFT and DFT in some, but not all, provinces reported that they prepare and submit monthly work plans to LAU.

9. Monitor and evaluate the performance of the Provincial/Municipal Facilitation Teams and the District/khan Facilitation Teams.

LAUs (mainly the staff of PLAU) monitor and evaluate activities of PFT, and PFT oversees DFT and C/S councils. Evaluation is conducted annually, while monitoring is conducted more frequently (e.g., weekly, monthly). Evaluation is conducted based on a pre-designed evaluation form. The result of evaluation is used to decide on whether the contracts of PFT/DFT staff should be renewed, especially when they show unsatisfactory performance.

10. Disseminate regulations, sub-decrees, guidelines, procedures and instructions related to C/S Councils, to the Provincial/Municipal and the District/khan Facilitation Teams.

Based on the instruction of the national government, all LAUs disseminate information regarding C/S councils to PFT/DFT through regular meetings, and PFT/DFT distributes it to C/S councils. If the information pertains to important matters such as the issue of civil registration, special training programs are organized.

11. Conduct training for the Provincial/Municipal and the District/khan Facilitation Teams in the monitoring, evaluation and reporting system for C/S Councils and coordinate the provision of training to the C/S Councils and C/S Clerks.

All LAUs organize training programs for PFT and DFT in cooperation with line departments, depending on the topics and needs of training. As in information dissemination, training takes a cascade approach in which LAU trains PFT/DFT first and PFT/DFT trains C/S councils.

12. Work with the Department of Planning to provide training to the Provincial/Municipal, District/khan Facilitation Teams in the procedures and C/S Planning System and in the delivery of further training to the C/S Councils and C/S Clerks.

13. Work with the Department of Economy and Finance of provinces and municipalities to provide training to the Provincial/Municipal, District/khan Facilitation Teams in the procedures and C/S Finance System and in the delivery of further training to the C/S Councils and C/S Clerks.

LAU coordinates closely with the Department of Planning in conducting training on planning issues, especially those related to development planning. In Phnom Penh municipality, at least one of the Khan Facilitation Team (KFT) staff members comes from the Department of Planning. Kompong Cham province reported that LAU faces difficulty in organizing training programs immediately after commune elections, as C/S council members are usually busy with their council work. LAU takes the same process to implement Task 13.

14. Provide training to the Provincial/Municipal, District/khan Facilitation Teams, and C/S Clerks in all administrative procedures so that they can provide further training and support to C/S Councils.

15. Provide other skills training to the Provincial/Municipal and District/khan Facilitation Teams as required.

LAU provides training programs using a cascade approach mentioned earlier. The content of the training includes, but is not limited to, administrative procedures such as writing of letters.

In addition, PFT/DFT staff members receive training on the issues such as domestic violence, commercial laws, and land laws, when new laws and regulations are introduced.

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| 16. Promote good collaboration and communication between Facilitation Teams, Technical Departments within the Province/Municipality, IOs/NGOs and the private sector in support to C/S Council capacity building and development. |
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All LAUs implement this task. It was reported that LAU sometimes face difficulty in working with line departments, especially when those departments do not participate in district/khan integration workshops.

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| 17. Oversee the implementation of monitoring and evaluation of C/S Councils in accordance with approved guidelines from the Ministry of Interior. |
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Monitoring is conducted through regular meetings. In Kompong Cham, monthly meetings are organized between council members, clerks, and district governors. Council members and clerks prepare progress reports for the meeting. The meetings often discuss constraints to implement project activities with a view to ensuring effectiveness of the projects. It was reported that council members often complain about their heavy workload which makes it difficult for them to complete the activities as scheduled.

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| 18. Work with the Finance Unit and the Technical Support Unit to maintain the C/S Contract Database in accordance with the approved users' manual and prepare regular database progress reports on C/S Contract implementation for submission to ExCom and the Provincial/Municipal Governor. |
| 19. Maintain other monitoring databases and prepare aggregated reports for submission through ExCom to the national authorities in accordance with agreed formats.  |

All LAUs reported that they perform this task, and PFT/DFT follows the instruction of LAU to assist C/S councils in preparing progress reports and contract documents. PFT/DFT also prepares draft budget of commune councils and submit them to PLAU, while CAU monitors and maintains contract documents. The monthly reports of C/S councils are passed from C/S councils to DFT, PFT and LAU. It was reported that, although LAUs collect data and reports in all provinces, those data and reports are maintained by P/MLAU.

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| 20. Assist the C/S Councils in the implementation of monitoring and evaluation at the local level.   |
| 21. Conduct evaluation meetings on the implementation of the work program and identify weaknesses in the implementation of the decentralized regulatory framework. |

PFT/DFT provides direct support for C/S councils in performing this task. A council member is usually assigned the task of monitoring and evaluation. In most of the provinces and municipalities visited, monthly meetings are organized between C/S council members and PFT/DFT to monitor and evaluate the status of implementation of projects. PFT/DFT provides comments and suggestions to address the problems facing council members. In Siem Reap, the Annual Congress and the Development Forum are organized every year, in which line departments, NGOs, the private sector, and commune councils take part. The Annual Congress is a three-day workshop chaired by the provincial governor to evaluate progress and achievement of development in Siem Reap. The Development Forum is aimed to review development activities of Siem Reap province, which is also chaired by the governor.

## Capacity gaps that affect performance

### Institutional Level

***Overlapping functions of LAU and P/MLAU.*** Both LAU and P/MLAU are tasked to support, build capacity of, and monitor and evaluate communes/sangkats, although LAU falls under the overall supervision of P/MLAU according to Prakas No. 292 STF. This clearly indicates an overlap of functions between the two Units under provincial administration. In many cases, the deputy chief of P/MLAU serves as chief of LAU, and many staff of P/MLAU hold LAU positions as well. Many officials reported their roles and responsibilities referring to P/MLAU rather than LAU. The presence of the two separate Units would be difficult to justify unless a clear division of tasks and responsibilities between the two Units is articulated in the future. An alternative would be to create a single Unit with the roles and responsibilities of both P/MLAU and LAU.

### Organizational Level

***Shortage of staff relative to the number of C/S councils.*** It was reported in some provinces that the numbers of districts/khans and communes/sangkats are excessively large, and PFT/DFT have difficulty in implementing assigned tasks on time (e.g. a PFT staff member is in charge of two to three districts).

***Limited budget and equipment.*** All PFT/DFT members interviewed reported that the lack of sufficient budget for transportation and obsolete motorbikes constrain their performance. For instance, limited petrol allowance and absence of per diem for those who do not stay overnight in the field discourage PFT/DFT to go out in the field. Monitoring of project activities, especially construction work in the C/S, is carried out less often now than before.

### Individual Level

***Limited capacity of LAU and PFT/DFT members.*** LAU has clear guidelines and administrative procedures to follow up on project implementation. It was reported, however, that LAU staff members have scope for improvement in knowledge and skills to develop a training plan for commune/sangkat. So far no consistent work plan exists for MOI, other line departments, and agencies to build capacity of commune/sangkat.

***Staff turnover of PFT/DFT.*** Another issue raised pertains to retention of PFT/DFT members. A few trained PFT/DFT members were transferred to other positions. The knowledge and skills acquired by the training have not been retained within PFT/DFT as a result.

### External factors

***Limited capacity of C/S council members.*** Limited capacity of C/S council members reportedly causes difficulty for PFT/DFT, as they need to spend extra time to support C/S council members. It was also reported that, even if C/S council members have taken many training courses and received other support, their capacity has not improved much to manage and implement development work. Those interviewed attributed the lack of improvement to low level of education of C/S council members. Also, many activities of C/S councils are requested from the national government entities such as NCDD, the National Election Committee, and other line departments in a certain period. The workload of the C/S council members exceed their capacity, and often result in unsatisfactory performance of C/S councils.

***Limited number of C/S clerks.*** Phnom Penh municipality reported this as a serious problem, because one clerk is not sufficient to ensure the work of sangkats whose population is significantly larger than those in other provinces or municipalities.

**Limited capacity of district/khan.** It was reported that, like commune and sangkat, district and khan administrations also rely on technical support from PFT/DFT to facilitate their work with commune/sangkat, especially the process of district integration workshop.

## 4.7 Finance Unit, ExCom

### Staff composition, roles and responsibilities

The Finance Unit (FU) under ExCom has been established by Prakas No. 292 Seila Task Force (STF) in 2002. The staff composition of this Unit is presented in Table 9. All FUs studied are headed by a chief, and the number of deputy chiefs varies between 0 and 2. The FUs are staffed by a relatively small total number of officials in the range of 5 to 9.

**Table 9: Composition of Finance Unit, ExCom**

Position	Battambang	Kompong Cham	Phnom Penh	Siem Reap	Sihanouk Ville
Chief	1	1	1	1	1
Deputy Chief	2	..	1	..	1
Staff	2	5	3	4	7
Total number	5	6	5	5	9

Note: Staff includes accountants and cashers.

Prakas No. 292 STF stipulates that FU operates under overall supervision of the Provincial/Municipal Department of Economy and Finance (P/MDEF) and the Provincial/Municipal Treasury (P/MT). In all provinces and municipalities studied, the director of P/MDEF is also the chief of FU, and the chief of P/M Treasury serves as deputy chief of FU in charge of C/S fund.

The Prakas assigns six tasks and responsibilities to FU. The findings on the extent of performance in implementing respective roles and responsibilities are presented below.

1. The Prakas assigns six tasks and responsibilities to FU. The findings on the extent of performance in implementing respective roles and responsibilities are presented below. Assist the Provincial/Municipal Governor to establish and manage bank accounts authorized by the Ministry of Economy and Finance through specific financial agreements.

In the provinces/municipalities studied, the budget from NCDD is transferred to ExCom through the accounts of ACLEDA Bank. The bank accounts are newly opened every fiscal year after closing the previous account. It was reported that the use of a private bank such as ACLEDA Bank is much more efficient than nationally owned ones. The opening of a bank account is based on the instruction from NCDD.

When Phnom Penh municipality joined the former Seila program, its newly-created Finance Unit encountered difficulties due to a limited number of staff and lack of experience. However, the staff members were able to learn the tasks from staff members of Takeo province which had joined Seila program before Phnom Penh and shared their experience with Phnom Penh municipality.

2. Assist the Provincial/Municipal Governor and ExCom in the formulation and review of work plans and budgets of ExCom, according to the allocation from the Royal Government and/or Donor Agencies prior to submission to the National level.

In the provinces and municipalities studied, Annual Work Plans and Budgets are reviewed at the beginning and the end of a fiscal year. A Systematic Contract Database (SCD) is used to carry out this task. It was reported in some provinces that PSDD advisors and the Contract Administration Unit (CAU), rather than FU, play a leading role in this task. An example is Phnom Penh municipality where CAU is more involved in this task than the Financial Unit although the FU joins discussion with CAU and ExCom. All Finance Units studied carry out regular monitoring and follow up on the implementation of Annual Work Plan and Budgets.

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| 3. Manage receipts, payments, accounting, financial reporting and other requests for replenishment for all funds assigned to the Provincial/Municipal Rural Development Committee and managed by ExCom. |
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Management of this task requires a number of steps with involving many agencies, including C/S councils, district/khan administration, and line departments at the provincial level, whereas the Ministry of Economy and Finance, Ministry of Interior, and NCDD at the national level. FU prepares monthly *imprest* account reports and sends them to NCDD which transfers funds as requested.

Some FUs studied reported that they face difficulty in payment for contractors due to delays in fund transfer from NCDD. The contractors needed to wait for payment until the fund has been transferred from NCDD. Those delays are caused by a number of factors. For example, submission of necessary documents from line departments is often delayed. Also, the preparation and processing of documents by NCDD sometimes takes too much time to transfer fund to the bank account of ExCom. Furthermore, concerned officials of some line departments and district administration are not well versed in the procedures of accounting and financial management, such as receipts, payments, accounting, and financial reporting.

- |   |
|---|
| 4. Provide guidance and capacity building on financial procedures to implementing agencies and ExCom Units. |
|---|

FUs reported that they conduct training of financial procedures for implementing agencies. They conduct one-day training for staff of concerned line departments and district/khan administration once a year, focusing on the topics such as financial administration, money withdrawal, and budget preparation. They also conduct on-the-job training and provide guidance to those implementing agencies when they encounter problems concerning financial management.

It was reported that the current financial management systems and procedures are generally clear and easy to follow, especially the use of Peachtree Program (computer software). Some interviewees pointed out, however, that the systems are new to some line departments and some of their staff do not have adequate background of accounting and finance. In addition, staff rotation and replacement at line departments, district/khan administration, and C/S councils require FUs to repeat training for new staff on the financial system frequently. Further, Sihanouk Ville FU reported that the level of understanding on financial management among staff of its sangkat is below expectation, despite a series of training sessions for them.

- |  |
|--|
| 5. Monitor and evaluate the efficiency of the financial management systems and formulate recommendations on improvements for submission to the national level. |
|--|

Most municipalities and provinces reported that monitoring and evaluation as well as preparation of recommendations for improvement of the system have not been conducted regularly, although they strictly adhere to the NCDD Guidelines on financial management

system. Phnom Penh municipality indicated, however, that there had been a national workshop to exchange views on the financial management system among stakeholders.

6. Facilitate the work of internal and external auditors.
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All Finance Units under the current study reported that they facilitate both external and internal audit activities. External audit of provinces and municipalities is conducted by an accounting firm (e.g., KPMG) once a year, whereas internal audit by national auditors of NCDD twice a year. In addition, internal auditors of ExCom conduct auditing regularly (weekly or monthly) by checking all processed documents and informing the Finance Unit of their findings. It was reported that internal auditors in some provinces are not active as they are busy with other assignments.

### **Capacity gaps that affect performance**

The financial management system under NCDD, including payment, accounting, financial reporting and audit, has been well established to ensure transparency and accountability at the sub-national level. This system can be considered a good model for financial management under the new municipal/provincial and district/khan councils to be established under the organic laws. However, the current study revealed scope for capacity building.

#### **Institutional Level**

***The NCDD guideline on financial management.*** While some provinces regard highly the usefulness of the guideline, the others pointed out the need for improvement to make it more practical although they did not indicate specific areas for improvement.

***Closing and opening of bank accounts every year.*** This practice is stipulated in the current regulation of NCDD. Many interviewees reported that this requires tedious steps every year, including securing signatures from ExCom members and preparing the same documents. This sometimes caused delay in the processing and the transfer of budget on time to municipal and provincial treasuries as a consequence. It might be worth revisiting the current regulation to evaluate the rationale of the current practice and seek ways for improvement.

***Monitoring and evaluation mechanism of financial management system.*** Although FU is tasked to monitor and evaluate financial management system and make recommendations on improvement to NCDD, it was reported that those tasks have not been carried out systematically. It might be worth considering re-activation of a national workshop during the former Seila program which provided opportunity for implementing agencies to discuss and give feedback on the system.

#### **Organizational Level**

***Low salary and salary supplement.*** Low salary is a common problem across the provinces and municipalities studied. To alleviate adverse impacts of low salary on project implementation, each unit staff member under ExCom receives salary supplements from NCDD at the amount of \$80 per month for ExCom and unit staff and \$40 per month for DST.

Although salary supplements help staff of ExCom and its four Units, they cause other problems. For instance, salary supplements create a pay gap between unit staff under ExCom and focal persons at line departments who do not receive salary supplements from NCDD. Many interviewees reported that the focal persons do not pay sufficient attention to projects under NCDD, often causing delays in financial management and project implementation as a

result. It was also pointed out that per diem of \$3.5 a day has not been adjusted since the beginning of the former Seila program.

**Insufficient number of staff.** This was regarded as a serious problem by many interviewees of FUs at the provinces and municipalities studied. They reported that the number of personnel has not been increased whereas the workload of FU has increased over time.

### Individual Level

**Limited capacity of staff in technical skills.** Finance Unit staff need technical skills in accounting and financial management. To build that capacity, specific training is needed (see chapter 6 for training needs).

### External factors

**Limited financial management skills of implementing agencies.** Although one-day training on financial management is conducted every year, those interviewed reported that this training is not sufficient for new staff members of line departments, district/khan administration, and C/S councils to work effectively. This problem is less acute for those who have worked a longer time because they have been trained a number of times.

## 4.8 Technical Support Unit, ExCom

### Staff composition, roles and responsibilities

The Technical Support Unit (TSU) under ExCom has been established by Prakas No. 292 Seila Task Force (STF) in 2002. The staff composition of this Unit is presented in Table 10. All TSUs studied are headed by a chief and a deputy chief, except Battambang where two deputy chiefs are in place. The total number of staff members at TSUs varies widely among provinces and municipalities studied, ranging from 7 (Sihanouk Ville) to 19 (Kompong Cham).

**Table 10: Staff Composition of Technical Unit, ExCom**

Position	Battambang	Kompong Cham	Phnom Penh	Siem Reap	Sihanouk Ville
Chief	1	1	1	1	1
Deputy Chief	2	1	1	1	1
Advisor	..	..	1	..	..
Staff	6	17	8	12	5
Total number	9	19	11	14	7

\* Staff at Sihanouk Ville includes an administrator.

Prakas No. 292 STF stipulates that TSU operates under overall supervision of the Provincial/Municipal Department of Rural Development. The Prakas assigns five tasks and responsibilities to TSU. The findings on the extent of performance in implementing roles and responsibilities are presented below.

1. Help the C/S Councils carry out project feasibility studies, prepare designs, estimate costs and prepare project proposals for inclusion in C/S Council Development Plans and Budgets.

All TSUs studied reported that they help and work closely with C/S councils in preparing project plans and proposals. After completion of feasibility studies of proposed projects,

priority projects are selected. C/S council members, village chiefs, and beneficiaries are involved in the process of the feasibility studies.

It was pointed out that the cooperation with line departments needs to be improved. In Kompong Cham, for example, other line departments currently do not participate in conducting feasibility studies because TSU has no budget for transportation and per diem for staff of those line departments.

Another challenge reported is increasing costs of construction materials in local market. The TSU conducts a survey of construction materials every year, and found that the recent cost increases have been faster than anticipated in the Development Budget and Plan of C/S councils. The increasing costs have been adversely affecting implementation of many projects.

2. Following approval of C/S Council Development Plans and Budgets, assist the C/S Councils to manage competitive bidding, procure contracts, monitor and supervise implementation of investment activities and certify quantity and quality of works implemented by contractors.

All TSUs studied assist C/S councils in preparing the list and contracts of competitive bidding and the list of current prices of materials and submitting them to PRDC/ExCom. The problems often occur during the implementation stage of projects, including, *inter alia*, non-compliance with standards by contractors, and disagreement among C/S council members mainly for political reasons.

It was reported that supervision and monitoring of contractors during project implementation are somewhat compromised due to the limited number of TSU staff, long commuting distance to C/S, increasing workload, and large geographical coverage.

In addition, TSUs of two provinces reported that, although a number of committees are in place at the project sites, such as project management committee, project maintenance committee, and water user committee, these committees are not always functioning well. The TSUs reported that this is because the committees do not have a sense of ownership or do not understand the construction process. In those cases, C/S councils are unable to ensure quality of work of contractors due to the lack of the contractors' capacity.

3. Provide Technical Advice to the Provincial/Municipal Governor and ExCom on matters related to implementation of investment activities by the C/S Councils by: (a) Maintain an updated list of current prices of construction materials, labor and machine rates; (b) Maintain an updated list of pre-qualified contractors who have the right to bid on C/S Council projects; and (c) Monitor the process of bidding carried out by C/S Councils to ensure guidelines and procedures are properly followed.

All TSUs reported that they conduct survey on the market price of materials and labor every year. The price list needs to be approved by the governor and distributed to C/S. The TSUs also maintain and update the lists of pre-qualified contractors in cooperation with CAUs. In Phnom Penh, TSU announces recruitment of new qualified contractors at the end of the year and updates and submits the list of contractors to ExCom. Besides, CAU assesses qualifications of those contractors on the lists. Following the guideline announced by MOI in 2006-07, TSU leads monitoring of the bidding process with participation of CAU, advisors,

and districts/khans. In addition, TSU of Sihanouk Ville reported that it had established the Technical Audit Commission for overseeing the bidding process.<sup>9</sup>

4. Conduct data collection and maintain data on infrastructure projects.

All TSUs studied collect data on projects and contracts. They keep copies of the original documents held by C/S councils. They use Project Information Database (PID) developed by NCDD to maintain information of C/S projects. It was reported in some provinces that LAU, rather than TSU, is actually responsible for this task, although TSU understands the contents of technical information collected better than LAU.

5. At the request of other departments and agencies, provide technical support services to rural infrastructure projects related to the design, cost estimates, supervision and certification of quantity and quality of works implemented by contractors upon the request of expert departments and agencies.

TSUs reported that they assist line departments and agencies upon their request. For example, TSU in Battambang conducted a feasibility study for the Inter-Commune Project, in response to the request of districts in Battambang. In Phnom Penh municipality, TSU helped sangkat design health centers, schools, and road construction.

### Capacity gaps that affect performance

The current study found that, in general, TSU provides good support for C/S councils to carry out project feasibility studies, prepare project design, estimate costs, and prepare project proposals for inclusion in C/S Council Development Plans and Budgets. However, the following capacity gaps still need to be addressed to improve the performance of TSUs.

#### Institutional Level

*Securing cooperation and support of other line departments.* In large-scale rural infrastructure projects, TSUs need cooperation and help from other line departments. In reality, the line departments have not been supportive. One of the main reasons is that line departments request service charges from TSUs because the department budgets do not allocate transportation and per diem to work with TSUs. So far, no TSU has been providing service charges for support services of the line departments because it is part of their duties.

#### Organizational Level

*Limited financial resources and equipment.* As in the other Units of ExCom, TSUs have limited financial resources to carry out their roles and responsibilities such as project monitoring and site inspection of construction projects. For instance, equipments such as computers and motorbikes are becoming obsolete because they were purchased when TSUs joined the Seila program many years ago.

#### Individual Level

*Shortage of staff.* As in the other units of ExCom, increasing workload for a limited number of staff members imposes a serious constraint on TSU. In Kompong Cham, for example, one

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<sup>9</sup> The Technical Audit Commission consists of the following members: (1) two deputy chiefs of ExCom as chairpersons; (2) a permanent member of ExCom as deputy chairperson; and (3) chief of CAU, deputy chief of PLAU, deputy chief of TSU, and deputy chief of M&E of CAU.

TSU staff member is responsible for 15 communes on average while working on other projects such the Inter-Commune Project and District Initiative Project funded by donor agencies.

### External factors

**Limited capacity of C/S council members.** This issue was pronounced in the interviews of TSU, perhaps because understanding technical details of infrastructure projects requires technical knowledge that many C/S council members are unlikely to hold. The limited educational background of C/S council members poses a challenge to all the Units under ExCom. Newly elected C/S council members also call for training. A one-day training workshop is held for the C/S councils every year, but TSUs reported that they need longer and more comprehensive training programs to ensure the quality of project activities of C/S councils.

**Recent inflation.** Due to a recent hike of gasoline price, TSU can use only 25 liters of gasoline per month for transportation compared with 35-40 liters in 2003. This has been adversely affecting activities of TSU to support C/S councils because TSU's visits have been less frequent than before.

## 4.9 Contract Administration Unit, ExCom

### Staff composition, roles and responsibilities

The Contract Administration Unit (CAU) under ExCom has been established by Prakas No. 292 Seila Task Force (STF) in 2002. The staff composition of this Unit is presented in Table 11. All CAUs studied are headed by a chief and a deputy chief, with total number of staff ranging from 6 to 9.

**Table 11: Staff Composition of Contract Administration Unit, ExCom**

Position	Battambang	Kompong Cham	Phnom Penh	Siem Reap	Sihanoukville
Chief	1	1	1	1	1
Deputy Chief	1	1	1	1	1
Staff	5	7	5	4	6
Total number	7	9	7	6	8

Prakas No. 292 STF stipulates that CAU operates under overall supervision of the Department of Planning. The Prakas assigns five main roles and responsibilities to CAU in two broad areas: (1) contract administration; and (2) monitoring, evaluation and information, and elaborates each of the two areas into 11 and 10 specific tasks, respectively. The findings on the assessment of performance are presented below.

1. Assist ExCom in finalizing the annual work plan and budget, aggregating draft contract proposals submitted by implementing entities and the draft Executive Committee work plan and budget for program support in accordance with the approved formats.

All provinces and municipalities studied follow the process stipulated in the guidelines and formats provided by NCDD. ExCom organizes an annual meeting to discuss the budget allocation to line departments, after receipt from NCDD of the budget package of a fiscal year. This budget package consists of the development fund of line departments and the four units of ExCom. All CAUs studied compile and review the draft annual work plan and budget for approval of ExCom at the end of a fiscal year.

2. Following approval of the annual work plan and budget, perform the initial review of contracts and amendments prior to submission to ExCom for appraisal and approval.

All the CAUs studied reported that they review contracts prepared by line departments and implementing agencies to ensure consistency with approved budgets. Line departments usually prepare subcontracts with ExCom at the beginning of a fiscal year.

It is not uncommon that amendments of contracts are required during a fiscal year to reflect expenditure situations of the fiscal year. For example, Siem Reap CAU reported that they had a subcontract of \$20,000 with Khan Forestry Administration, but they were able to spend only \$10,000 due to a shortage of overall budget. The CAU amended the subcontract and allocated the remaining budget to the non-formal education project. It was also reported that the preparation of contracts is done usually on time, but late transfer of funds from NCDD sometimes causes delays in processing the contracts.

3. Following approval of implementation contracts, ensure that they are effectively administered.

Prakas No.292 STF stipulates a set of specific tasks of CAU on contract administration at the implementation stage. The tasks include the following:

- (1) Ensure regular reporting of contract implementation by line departments and implementing agencies;
- (2) Review progress and final reports submitted by line departments and implementing agencies;
- (3) Maintain a filing system of all data and contract documents;
- (4) Manage all bidding and procurement activities of ExCom;
- (5) Prepare personnel contracts and maintain all personnel records of ExCom officials;
- (6) Update and maintain ExCom's inventory of property and equipment;
- (7) Ensure appropriate maintenance, fuel distribution and implement loan agreements on the use of all vehicles and motorcycles; and
- (8) Manage ExCom's building including security, electricity water supply, cleaning and maintenance of office.

The current study found that CAUs as a whole perform well the above tasks and adhere to a set of guidelines prepared by NCDD.

For instance, monthly meetings with concerned line departments and implementing agencies are held to ensure contract implementation and preparation of progress reports. In Kampong Cham, all concerned line departments form a task force to implement subcontracted projects after the signing of a contract with NCDD. The M&E mechanism is also in place to ensure contract implementation. The CAU reviews monthly, quarterly, and annual reports of line departments which are prepared in the same format.

CAU follows the NCDD procurement manual to manage the procurement process. Bidding and procurement notices are announced through various means such as radio, bulletin board, and dissemination to line departments and communes. Then the Procurement Committee, which is chaired by governor (chairperson of ExCom), reviews bidding documents and make decision on awarding of the contract.

CAU also manages well the contract information, property and equipment, and personnel of ExCom. First, the Contract Information Database (CID) is used to file and maintain all contract information. Second, CAU follows a guideline of NCDD to maintain the inventory of

property and equipment of ExCom using a Project Inventory Database (PID). The inventory list is updated every year with concerned line departments to ensure all property and equipment is enlisted. The CAU also use an NCDD guideline to maintain vehicles and motorbikes. Finally, all provinces and municipalities studied formed a committee to assess staff performance in each unit of ExCom. CAU receives score of the staff and decide whether contracts are renewed or not on an annual basis. However, there is no Database to maintain personnel contracts.

The study also found some challenges. First, progress reports submitted by line departments, which are prepared mainly by a focal person in charge of M&E, tend to be delayed. This was reportedly because focal persons do not receive any salary supplements and put less priority on those reports than other tasks as a result. Second, Kampong Cham reported that there are not enough filling cabinets and space to organize these folders. Finally, allowance for motorbike gasoline, which ranges from \$15 to \$30 per month, is not sufficient for project activities due to a recent hike in gasoline price.

4. Ensure regular monitoring and evaluation of the annual work plan and budget and prepare progress reports for ExCom.

Prakas No.292 STF stipulates the following specific tasks on monitoring and evaluation:

- (1) Assist ExCom in the monitoring and evaluation of annual work plan and budget;
- (2) Provide support and training to relevant staff of Provincial/Municipal departments in monitoring and evaluation of implementation contracts;
- (3) Prepare progress reports on a quarterly and annual basis and specific reports to donors;
- (4) Coordinate with LAU to ensure consistency between the monitoring and evaluation system at the C/S level and the provincial monitoring and evaluation system;
- (5) Develop a work plan and schedule for monitoring and evaluation of contract implementation;
- (6) Collect documents and information on lessons learned;
- (7) Develop simple information materials for villagers to raise awareness on D&D and C/S plan and activities;
- (8) Produce and distribute Provincial/Municipal development newsletters;
- (9) Coordinate with the Provincial/Municipal Information Department to disseminate information through radio, TV and print media; and
- (10) Maintain ExCom's resource library which includes documents, data and information materials.

The current study found that all CAUs studied conduct monitoring and evaluation monthly, quarterly, and annually, based on contract agreements and guidelines of NCDD. It was reported, however, that there is scope for improvement in some of the above tasks.

First, the preparation of reports tends to be delayed due to late submission of reports from line departments. The reasons are that focal persons of line departments have limited capacity, they do not receive salary supplements, and they are busy with their own work.

Second, staff training on M&E is not sufficient in some provinces. Kompong Cham CAU reported that no systematic staff training is in place on M&E. The staff attended only a very short training course on M&E. In 2007, CAU did not conduct evaluation because the staff and line departments were too busy. Siem Reap CAU reported that a three-day training course on M&E was conducted under the former Seila program, but there was no training in 2007.

Third, it was reported that little coordination is made with LAU to maintain consistency of the M&E system at the C/S level and province/municipality level. One or two M&E focal persons were to be assigned at the C/S level, but not all are functioning well.

Fourth, the extent of information dissemination to villagers varies among the provinces and municipalities studied. Phnom Penh, for example, disseminates information by newsletters and bulletin boards in sangkat. On the contrary, CAU of Sihanouk Ville reported that it assigned one staff member to develop information materials, but the staff member has yet to do so.

Fifth, the extent of coordination with the Department of Information also varies among provinces and municipalities studied. Kompong Cham, for example, coordinates well with the Department of Information that receives the budget for this task, whereas Phnom Penh does not need such cooperation because it delegates information dissemination to the private sector.

Finally, no provinces and municipalities studied have a “resource library” stipulated in Prakas 292 STF. CAU reported that the office does not have enough space for the library.

#### 5. Manage ExCom’s inventory, personnel contracts and bidding and procurement activities.

The CAUs studied use Project Inventory Database (PID) to maintain and update inventory information. All the units of ExCom and advisors studied formed a committee to check inventory of concerned line departments and implementing agencies once a year. All the CAUs also use Contract Information Database to manage contract information. By contrast, there is no database for personnel contracts. Currently CAU uses Microsoft Excel to manage the personnel data. CAU of Kompong Cham suggested that NCDD develop a database system to manage staff contracts, especially one in Khmer.

### Capacity gaps that affect performance

#### Institutional Level

**Coordination with line departments.** The line departments that use funds of ExCom designate a focal person on M&E who is to send updated information concerning project activities to CAU. Reports from such focal persons tend to be late, however, because they receive no financial support from ExCom for their task. Thus they tend to avoid involvement in projects as M&E activities are just an extra burden for them. Coordination with those line departments that do not use funds of ExCom is an even larger challenge.

**Quality of guidelines.** All CAUs studied reported that, in general, the guidelines for Annual Work Plan and Budget prepared by NCDD are very helpful in performing their tasks. Some CAUs studied pointed out, however, that some aspects of the guidelines are unclear and difficult to understand. Thus the quality of the guidelines may need improvement.

#### Organizational Level

**Shortage of staff.** As in other units of ExCom, all CAUs reported that they do not have a sufficient number of staff to perform tasks that have been increasing over time.

**Limited office space.** One of the critical tasks of CAU is to maintain a resource library that compiles all data, contract documents, and information materials. All CAU offices visited already keep a pile of project documents, and do not have decent space to keep those documents. Besides, there is no library to display project reports or publications.

**Limited means of communication.** It was reported that the information flow from the national level to the units, and from the units to the district/khan and C/S could be much smoother if improved means of communication were in place, such as access to fax machines, the Internet and e-mail. Currently much of the information flows in the form of hard copies which are hand-carried by drivers or staff of ExCom or line departments.

**Individual Level**

**Limited technical capacity of staff.** It was reported that provincial administration has been given no budget to conduct capacity building of their staff. In addition, although most implementing agencies have become increasingly capable of managing rural infrastructure development, they need to improve capacity to carry out non-infrastructure development projects.

**4.10 District and Khan Administration**

**Staff composition of district and khan administration**

Prakas No. 348 MOI in 2002 established the district and khan administration, stipulating their organizational structures and assigning roles and responsibilities of respective offices under the administration.

The district and khan administration is headed by a governor with assistance of three deputy governors (see Figure 4). Under the governors and deputy governors, three offices have been established: (1) General Administration; (2) Social Affairs; and (3) Economics.

**Figure 4: Organizational structure of district/khan administration**

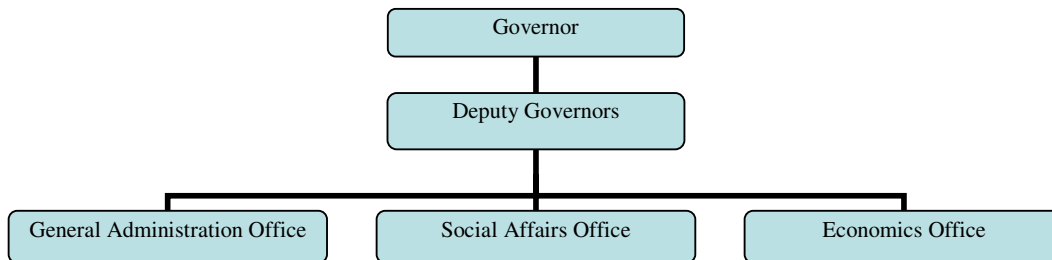


Table 12 presents the staff compositions of 15 district and khan administration studied, revealing some noteworthy characteristics. First, the total number of officials in district and khan administration is relatively small, ranging from 8 to 20, with the exception of khans under Phnom Penh municipality. The khan offices of Phnom Penh employ a much larger number of officials, i.e., 47 in Mean Chey, 210 in Toulkok, 158 in Dangkor, and 86 in Chamkarmorn. The numbers in Dangkor and Toulkok include 107 and 112 contract staff members, respectively, who work for security of major markets.

Second, all district and khan administration studied have more than three deputy governors, whose numbers range from 4 to 9. According to Article 5 of Prakas No. 348 MOI, three deputy governors are responsible for one of the three offices under the khan and district administration. Compared with the number of “senior management” posts, i.e., governor and deputy governors, the three offices consist of a relatively small number of staff, including only a chief and a staff member in many cases.

Finally, staff composition in most district and khan administrations studied is top-heavy. This is simply because of a relatively large number of deputy governors and a relatively small number of office staff. The only exceptions are khan offices of Phnom Penh Municipality in which a large number of staff are assigned in respective offices studied.

### **Roles and responsibilities of General Administration Office**

Prakas No. 348 MOI assigns ten main roles and responsibilities to General Administration Office (GAO). The findings on their performance are presented below.

1. Manage in/out letters, number of radio communication, fax, telephone and mail
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All GAOs under the district and khan administration studied prepare and receive letters as required. Virtually none of them, however, have any radio communication equipment, fax machine, telephone, or copy machine. Some offices have old computers, but no access to the Internet. The lack of basic communication equipment and facilities makes it difficult for them to perform the tasks as stipulated. The staff members use their own mobile phones to do their tasks, as there is no budget for communication.

**Table 12: Composition of Selected District and Khan Administration**

Province (P)/ Municipality (M)	District(D)/Khan (K)	Position	Senior Management	Office			Total	
				General Administration	Social Affairs	Economics		
Battambang (P)	Sangke (D)	Governor	1				1	
		Deputy governor	5				5	
		Chief		1	1	1	3	
		Deputy chief		..	1	..	1	
		Staff		4	1	1	6	
		Total	6	5	3	2	16	
	Thmorkol (D)	Governor	1				1	
		Deputy governor	4				4	
		Chief		..	..	..	0	
		Deputy chief		..	1	..	1	
		Staff		2	..	..	2	
		Total	5	2	1	0	8	
	Kompong Cham (P)	Kompong Cham (D)	Governor	1				1
			Deputy governor	5				5
Chief				1	1	1	3	
Deputy chief				1	1	1	3	
Staff				2	..	2	4	
Total			6	4	2	4	16	
Tbong Khum (D)		Governor	1				1	
		Deputy governor	5				5	
		Chief		1	1	1	3	
		Deputy chief		2	1	1	4	
		Staff		2	..	..	2	
		Total	6	5	2	2	15	
Chung Prey (D)		Governor	1				1	
		Deputy governor	4				4	
		Chief		1	1	..	2	
		Deputy chief		..	..	1	1	
		Staff		4	1	2	7	
		Total	5	5	2	3	15	
Phnom Penh (M)	Mean Chey (K)	Governor	1				1	
		Deputy governor	9				9	
		Chief		1	1	1	3	
		Deputy chief		1	1	1	3	
		Staff		10	12	9	31	
		Total	10	12	14	11	47	
	Toukok (K)	Governor	1				1	
		Deputy governor	9				9	
		Chief		1	1	1	3	
		Deputy chief		1	1	1	3	
		Staff		35	33	14	82	
		Contract staff		112	..	..	112	
	Total	10	149	35	16	210		
	Dangkor (K)	Governor	1				1	
		Deputy governor	9				9	
		Chief		1	1	1	3	
		Deputy chief		1	1	1	3	
		Staff		28	2	5	35	
		Contract staff		107	..	..	107	
	Total	10	137	4	7	158		
	Chamkamom (K)	Governor	1				1	
		Deputy governor	9				9	
		Chief		1	1	1	3	
		Deputy chief		1	1	1	3	
Staff			51	6	13	70		
Contract staff			..	..	..	0		
Total	10	53	8	15	86			

**Table 12 (continued): Composition of Selected District and Khan Administration**

Province (P)/ Municipality (M)	District(D)/Khan (K)	Position	Senior Management	Office			Total
				General Administration	Social Affairs	Economics	
Siem Reap (P)	Bakong (D)	Governor	1				1
		Deputy governor	5				5
		Chief		1	1	1	3
		Deputy chief		1	1	1	3
		Staff		4	..	1	5
		Total	6	6	2	3	17
	Chikreng (D)	Governor	1				1
		Deputy governor	4				4
		Chief		1	1	1	3
		Deputy chief		1	..	..	1
		Staff		2	..	2	4
		Total	5	4	1	3	13
	SotrNkom (D)	Governor	1				1
		Deputy governor	4				4
		Chief		1	1	1	3
Deputy chief			..	1	..	1	
Staff			8	..	..	8	
Total		5	9	2	1	17	
Sihanoukville (M)	StungHae (K)	Governor	1				1
		Deputy governor	5				5
		Chief		..	..	1	1
		Deputy chief		1	1	1	3
		Staff		7	1	2	10
		Total	6	8	2	4	20
	Mithapheap (K)	Governor	1				1
		Deputy governor	5				5
		Chief		1	1	1	3
		Deputy chief		..	..	..	0
		Staff		4	..	..	4
		Total	6	5	1	1	13
	Preynub (K)	Governor	1				1
		Deputy governor	6				6
		Chief		1	1	1	3
Deputy chief			1	1	1	3	
Staff			2	2	2	6	
Total		7	4	4	4	19	

**2. Coordinate and reconcile any conflicts in the districts/khans under its authority.**

Most GAOs studied reported that they perform this task regularly. They have staff in charge of conflict resolution. Conflicts over land are dealt with by the Land Conflict Commission consisting of district governor as chairman, deputy governor as deputy chairman, district/khan Department of Land Management, Urban Planning and Construction as members, and other concerned people. The mandate of the commission is to coordinate and reconcile conflicts over land without land titles. Courts handle conflicts over land with land titles. The Commission is not involved in civil conflicts such as family and contractual matters.

**3. Manage stamp, documentation public communication and protocol.**

All GAOs studied reported that they perform this task as stipulated. For example, GAO maintains the Civil Registration Book, and prepares, classifies, and keeps other documents as required. However, it was found that many GAOs studied do not have sufficient space to keep documents. There is scope for improvement in document filing systems as well. MOI provides GAOs with training on management and circulation of documents.

**4. Prepare work programs, and manage meetings and routine tasks in the district/khan office.**

All GAOs reported that they organize weekly or monthly meetings on such issues as security, living conditions, and the environment. For example, Khan Mitthapheap of Sihanouk Ville reported that it holds the following meetings: (1) weekly governor group meeting (governor and deputy governors) to review all activities; (2) weekly beauty improvement committee meeting (governor group, chief and deputy chief of sangkat committee members); (3) monthly security commission meeting (governor, sangkat leaders, police, military); and (4) monthly meeting among all subordinate offices at khan, sangkat leaders, police, and military.

5. Maintain security, public order, beauty and sanitation in the district/khan office.

All GAOs studied reported that they hold a security commission meeting chaired by district/khan governor, to ensure security and public order in their district or khan. However, they reported that district and khan offices do little work on beauty and sanitation, e.g., waste management and environmental protection, because they see this task as a responsibility of other line departments.

6. Manage staff, mission letters, and day-off policy for civil servants within the competence of the district and khan.

It was reported that chief and deputy chief of GAO manage district/khan officials under guidance of province or municipality, maintain staff curriculum vitae, and manage their salary. They also prepare mission letters for district/khan officials who liaise with higher levels at province and ministries. No mission letter is prepared for district/khan officials if they go to communes/sangkat or villages within the district or khan. It was reported in some district and khan that GAO faces difficulty in managing staff who do not come to office regularly. Enforcement of regulations is compromised due to low salary of civil servants.

7. Manage family records and other administration letters within the district and khan competence.

All GAOs studied reported that they maintain family records submitted from villagers to village and sangkat leaders, then to district/khan offices. It should be noted that family records are also compiled by three other public offices, namely (1) Planning Department, (2) Police Administration, and (3) commune/sangkat councils. Some GAOs raised the issue of disparity in numbers among the records of the above mentioned offices.

8. Manage communes/sangkats, villages and living quarters.  
9. Collect reports on the working situations of the district/khan.  
10. Perform other duties assigned by district/khan governor.

The GAOs studied reported that they prepare situation reports on district/khan on monthly, quarterly, nine-month, and annual bases. They also collect data and information through DFT on development work of C/S. They reported that such reports are delayed most of the time. In addition to the Tasks 1 through 9 above, the district and khan administration set up commissions to perform specific tasks such as management of market, preservation of heritage, and disaster management.

### **Roles and responsibilities of Social Affairs Office**

1. Manage social, cultural and religious activities.

The Social Affairs Office (SAO) is generally tasked to manage the procedure of permission to hold social, cultural and religious events in its jurisdiction. Although not clearly stipulated,

SAO reported that the procedure starts from the filing of application by organizers of an event to the commune/sangkat office, and the application is sent for approval to SAO, deputy district/khan governor in charge of social affairs, district/khan governor, and the Department of Religion. In large-scale festivals, application is further sent to province/municipality and the Ministry of Religion for approval.

Some SAOs studied reported that they have not been coordinating well with line departments at the district/khan level. This is reportedly because SAO has not been given power to coordinate with them. Other line departments at the district/khan level follow direction of provincial/municipal departments of their own ministries and communicate directly with C/S councils. They only notify or provide activity reports to SAO.

2. Maintain public order and sanitation preparation.

Many SAOs reported that this task overlaps with Task 5 of GAO, and in reality falls under responsibility of GAO or other line departments at the district/khan level. They added that, if this task falls under SAO, guidelines should be provided to implement the task.

3. Manage people settlement.

Although Prakas No. 348 MOI stipulates this task under roles and responsibilities of SAO, none of the SAOs studied actually implement this task. They reported that the Department of Land and Urban Planning at the district and khan level implement this task. They also added that they are not aware of any guidelines to implement people resettlement.

4. Coordinate and collaborate with civil society on development activities in district/khan.

All SAOs reported that district/khan integration workshops are the primary activity to coordinate and collaborate with civil society organizations such as NGOs. Integration workshops are organized every year by inviting C/S council members, NGOs and district/khan line departments. It was reported that, in reality, only a few NGOs attend the workshops just to inform district/khan administration of their activities in C/S. Also, some SAOs noted that NGOs often work on their own and ignore district/khan administration. To enhance coordination, Khan Meanchey of Phnom Penh requires all NGOs who want to launch any activities to make requests to SAO for approval by the khan governor.

5. Protect the environment, natural resources, patrimonies, resorts and other historical areas.

Although this task is assigned to SAO, many SAOs reported that their main task is to coordinate line departments which hold primary responsibilities to protect the environment, resorts, and other historical areas. Some districts/khans studied reported that they organize a commission on natural resource management to coordinate this task.

6. Take measures to rescue people from natural disasters and other accidents.

Most SAOs studied formed a disaster commission to engage in this task. In khan Meanchey of Phnom Penh, for example, the disaster commission consists of khan governor as chairman, all deputy khan governors, chiefs of offices of police and military police, and chiefs of eight sangkat as members. The commission organizes a monthly meeting and special meetings in case of emergency.

## Roles and responsibilities of Economics Office

1. Manage all sectors' statistics and control economic potentiality in the district/khan.

The Economics Offices (EO) in all district and khan administrations studied do little work on this task. Those officials interviewed believe that this task is a responsibility of the Department of Economy and Finance. The main activity of EO is merely to collect reports and documents from line departments and circulate them for concerned offices. In some districts studied, no staff member is assigned to carry out this task.

2. Manage the administration of the production unit and license service in the district/khan.

Similar to Task 1 above, EO carries out little work on this task. They are of the view that this is a responsibility of the Department of Economic and Finance and Department of Commerce which manage technical matters and issue permission, following their own guidelines. In khan Meanchey of Phnom Penh, for example, any large investment or business is required to register at other line departments and ministries, but not EO. The Office merely collects reports from them.

3. Manage requests for land title, construction, moving and repairing buildings in the district/khan.

The EOs studied carry out activities to perform this task. First, they facilitate the process of land title in the following steps: (1) receive documents such as temporary possession of land title from applicants; (2) post public announcement of land title requests for 14 days; and (3) send the documents to district/khan governors for approval. Each district/khan has a technical sub-commission consisting of sangkat, villages, district/khan, and line departments to monitor and measure the size of land. Second, for construction and repairing of houses, EO accepts documents for request from people through C/S councils, and sends them to district/khan governors for approval. Once approved, the documents are sent to province/municipality for final approval. Sub-decree No.86 further requires approval of the Ministry of Land Management and Urban Planning if the land area is larger than 3,000 square meters.

4. Prepare income and expense, and manage expenditure upon instruction of the province/municipality.  
5. Perform other financial duties assigned by district/khan governor.

It was reported that the districts/khans studied have no budget for development programs. They receive budget for recurrent expenditures, mainly salary, which are decided by province/municipality. A district/khan has no income sources such as local tax to manage. Currently all taxes and revenues are collected by the Department of Taxation.

## Capacity gaps that affect performance

### Institutional Level

**Roles and responsibilities of district/khan administration.** With the adoption of the organic laws, it would be urgent to review and update Prakas No.348 MOI to articulate the roles and responsibilities of district/khan administration. As many district/khan officials interviewed reported, their offices have been often bypassed when province or municipality communicate with C/S councils. They have often not been informed about new laws and regulations developed at the national level, or development work at the C/S level. District integration workshops appear to be the only opportunity for district/khan administration to have access to information.

***Coordination with other line departments.*** One of the critical issues in updating Prakas No.348 MOI would be to address coordination issues with other line departments which also have their own Prakas. The roles and responsibilities of district/khan administration, particularly SAO and EO, overlap considerably with those of other line departments. As Prakas of MOI cannot override those of other line ministries, district/khan governors face difficulty in coordinating line departments effectively and efficiently.

### **Organizational Level**

***Top-heavy staff composition.*** According to Prakas No.348 MOI, there should be only three deputy governors in a district or khan administration. In reality, however, more than three deputy governors are in place in many district/khan administrations studied. By contrast, the number of staff at offices is relatively small, often outnumbered by deputy governors. In some districts, no staff member implements the tasks of the office because some staff positions have not been filled after retirement and the rest of the staff work for PFT/DFT of ExCom. This top-heavy staff composition must be reviewed thoroughly to carry out the tasks in a cost effective way.

***Lack of financial resources and equipment.*** The extent of this problem in district/khan administration is far more serious than that of provinces and municipalities, severely constraining activities of all district/khan administrations studied. Available financial resources are predominantly staff salary and only meager operational costs are provided. No development budget is allocated for district/khan. The lack of equipment, e.g., photocopier, telephone, fax machine, radio communication equipment, computer, and vehicle, also constrains all district/khan offices studied. It was also reported that, although some office materials are provided twice a year by the national government, they often do not meet the need of their work. It is necessary to consider granting authority of district/khan administrations to formulate their own budget to better address the needs of their workplace.

### **Individual Level**

***Limited capacity of staff.*** The extent of this challenge is much more severe in district/khan than in provinces/municipalities studied. The number of qualified staff is very limited in district/khan administration, and their educational background is on average much lower than staff of provinces and municipalities. In particular, the roles and responsibilities of SAO and EO cover a wide range of tasks which likely require many skills to manage these tasks.

***Limited opportunity for training.*** It was reported that staff of district/khan currently implement only simple administrative tasks such as preparation of letters, and have had few opportunities for training related to their work. Few staff members have had experience to manage development projects. As district/khan councils are expected to play a much larger role in development work under the organic laws, it would be urgent and critical to develop training programs targeting district and khan councils and administration.

## 4.11 Summary of Performance and Capacity Gaps

The Sections 4.1-4.10 above reported the assessment of performance in implementing roles and responsibilities of units and offices studied. Then, the study explored the capacity gaps that affect the level of performance in respective units and offices at the institutional, organizational and individual levels. Table 13 presents a summary of capacity gaps identified in the current study.

Although the results of the assessment and capacity gaps are not strictly comparable among the offices and units studied, some broad observations can still be made.

***Economic Affairs Office, Social Affairs Office and Finance Unit under provincial and municipal governor's offices have some roles and responsibilities that are not performed.***

This relatively low performance can be explained by a number of capacity gaps. Some institutional factors adversely affect their performance, e.g., the overlap of functions with other line departments and the absence of policy or guideline to perform the tasks. At the organizational and individual levels, the shortage of budget (virtually no operational budget except staff salary), shortage of staff, and lack of training were identified.

***P/MLAU better performs most of the roles and responsibilities assigned, but it performs the tasks by using financial resources, facilities and equipment provided by ExCom.*** This has been made possible because many staff of P/MLAU work for the Local Administration Unit (LAU) under ExCom, too. The staff members use the resources provided by ExCom to perform the roles and responsibilities of both P/MLAU and LAU.

***By contrast, PRDC/ExCom and their four Units perform the roles and responsibilities assigned with much higher standards than the others.*** This has been made possible by utilizing effectively a large amount of financial resources supported by donor agencies. The capacity of PRDC/ExCom and four Units are much higher at all levels of capacity. The roles and responsibilities of respective Units are clearly stipulated in parkas, and they are supported by a number of good guidelines and manuals. Financial and information management systems are also in place, and staff members have opportunities to receive training. Although staff are reportedly in shortage, the situation is less severe than the other offices.

***District and khan administration is the worst performer among the offices and units studied.*** This is understandable, though, because their capacity gaps are the largest among them. First, the roles and responsibilities of district and khan administration are stated vaguely in the parkas, and overlap significantly with those of other line departments. In addition, a number of the roles and responsibilities assigned are actually performed by other line departments. Furthermore, the number of staff and the budget allocated for district/khan administration are far from sufficient to perform their tasks. The budget is predominantly for salary, and operational budget is close to nil. Few staff members receive salary supplements because donor support for district and khan administration has been very limited so far. As a result, absenteeism is tolerated. Office facility and equipment requires significant upgrading if district and khan administration is to perform the current and future responsibilities assigned. Few staff of district and khan studied have received administrative training in the past. Phnom Penh municipality, however, performs much better because of better access to larger financial and human resources there.

**Table 13: Summary of Capacity Gaps**

Units/Office	Capacity Gaps								
	Institutional			Organizational			Individual		External
	Policy, guideline, regulation, manual	Overlap of functions	Coordination with other line departments	Budget	Staff number	Facility, equipment	Skills, knowledge	Training	
P/MLAU	✓			✓	✓		✓	✓	
Economic Affairs Office	✓	✓					✓		
Social Affairs Office		✓	✓	✓	✓		✓	✓	
Finance Unit	✓	✓					✓		
ExCom/PRDC	✓			✓			✓		
LAU, ExCom		✓		✓	✓	✓	✓	✓	Limited capacity of C/S council members, C/S clerks, and district/khan officials
FU, ExCom	✓			✓	✓		✓		Limited financial management capacity of implementing agencies
TSU, ExCom			✓	✓			✓		Limited capacity of C/S council members Recent inflation
CAU, ExCom	✓		✓		✓	✓	✓		
District and Khan Administration	✓	✓	✓	✓	✓	✓	✓	✓	

## 5. Good Practices

This chapter highlights some good practices revealed during the current study (see Table 14). Those good practices are described below according to the two categories: (1) management within organization; and (2) management external to an organization. Capacity gaps can be narrowed by replicating some good practices.

### Management within organization

***Ensure participation of all stakeholders in management.*** In Cheung Prey district of Battambang, a leader group discusses its activities prior to the start to build common understanding and make a clear division of responsibilities among those involved. Khan Dangkor of Phnom Penh organizes regular meetings among governor, deputy governors, and staff members to ensure effective management and provide quality services to people.

***Prepare good guidelines and manuals and follow them.*** The presence of good guidelines to support PFT/DFT of LAU under ExCom helps ensure effectiveness of project implementation of C/S, especially to provide on-the-job training for C/S council members. All financial tasks by the Finance Unit of ExCom are carried out based on the guidelines from the national government. TSU under ExCom also uses a manual to monitor project implementation, especially the construction work.

***Develop a sound information management system on financial and other matters.*** The Finance Unit of ExCom has good project financial management system and software for effective project implementation. Also, the Contract Administration Unit of ExCom uses the Contract Information Database (CID) system which is an effective tool to reduce manual work and improve efficiency.

***Ensure good office arrangements for effective coordination.*** In Phnom Penh municipality, CAU under ExCom is located in the city hall, which makes it easy for CAU to carry out administrative work and coordinate with other offices.

### Management of external networks

***Execute leadership to coordinate with other line departments and C/S councils.*** The governor of Kompong Cham province executes strong leadership over other line departments to cooperate with the provincial hall. This helps the Finance Unit and other offices of the provincial hall to maintain good collaboration and coordination with other line departments. In Phnom Penh municipality, a deputy governor serves as chief of KFT under LAU. This arrangement differs from those in the other provinces and municipalities studied. The high profile of Chief of KFT in Phnom Penh has made it easier for KFT to implement project activities with C/S councils and other line departments effectively.

***Ensure effective partnership with civil society organizations.*** PLAU of Siem Reap province organizes a weekly meeting with all the NGOs and the units of ExCom. This helps improve the information flow and nurture basis for cooperation. In Sangke District of Battambang province, civil registration has been completed by 90% because volunteers have assisted this work with small fees. PLAN International, a NGO, provided funds for support.

**Table 14: Good practices in model provinces and municipalities**

Organization	Good Practices
P/MLAU	<ul style="list-style-type: none"> <li>➤ <b>Establish effective partnership with civil society organizations.</b> PLAU of Siem Reap province organizes a weekly meeting with all the NGOs and the units of ExCom. This helps improve the information flow and nurture basis for cooperation.</li> </ul>
Finance Unit	<ul style="list-style-type: none"> <li>➤ <b>Execute leadership to coordinate with other line departments.</b> The governor of Kompong Cham province executes strong leadership over other line departments to cooperate with the provincial hall. This helps the Finance Unit and other offices of provincial administration to maintain good collaboration and coordination with other line departments.</li> </ul>
Local Administration Unit, ExCom	<ul style="list-style-type: none"> <li>➤ <b>Prepare and follow good guidelines.</b> The presence of guidelines to support PFT/DFT helps ensure effectiveness of project implementation of C/S, especially to provide on-the-job training for C/S council members.</li> <li>➤ <b>Execute leadership to coordinate with other line departments.</b> In Phnom Penh municipality, a deputy governor serves as Chief of KFT, which differs from arrangements in the other provinces studied. The high profile of Chief of KFT in Phnom Penh has made it easier for KFT to implement project activities with C/S councils and other line departments effectively.</li> </ul>
Finance Unit, ExCom	<ul style="list-style-type: none"> <li>➤ <b>Establish a sound financial management system.</b> The Finance Unit has a good project financial management system and software for effective project implementation.</li> <li>➤ <b>Develop and follow good guidelines.</b> All financial tasks are carried out based on the guidelines from the national government.</li> </ul>
Technical Support Unit, ExCom	<ul style="list-style-type: none"> <li>➤ <b>Facilitate support of C/S councils.</b> In Kompong Cham, a staff team plays a role as facilitator rather than leader of projects of C/S councils. This attitude toward C/S councils and villagers helps develop good cooperation with them.</li> <li>➤ <b>Develop and follow good guidelines.</b> TSU uses a manual to monitor project implementation, especially the construction work.</li> </ul>
Contract Administration Unit, ExCom	<ul style="list-style-type: none"> <li>➤ <b>Establish a sound information management system.</b> Contract Information Database (CID) system is an effective tool to reduce manual work and improve efficiency.</li> <li>➤ <b>Ensure good office arrangement for efficient coordination.</b> In Phnom Penh municipality, CAU is located in the city hall, which makes it easy for CAU to carry out administrative work and coordinate with other offices.</li> </ul>
District and Khan Administration	<ul style="list-style-type: none"> <li>➤ <b>Establish effective partnership with civil society organizations.</b> In Sangke District of Battambang province, civil registration has been completed by 90% because volunteers have assisted this work with small fees. PLAN International, a NGO provided funds for support.</li> <li>➤ <b>Ensure participation in management.</b> According to Cheung Prey district of Battambang, a leader group discusses its activities prior to the start of their activities to build common understanding and make a clear division of responsibilities among those involved.</li> <li>➤ <b>Ensure participation in management.</b> Khan Dangkor of Phnom Penh organizes regular meetings among governor, deputy governors, and staffs member to ensure effective management and provide quality services to people.</li> </ul>

## **6. Training Needs**

The current study identified a set of training needs that were expressed by provincial and district officials as priority for the units and offices studied. The priority areas of training are highlighted in the following (see Table 15 for a summary of training needs).

### **Policies, laws, regulations and guidelines of local administration**

A critical training area common across all units and offices studied is training on D&D policy, organic law, regulations and guidelines concerned with local administration. Virtually all units and offices interviewed expressed those subjects as a high priority for training. So far, most officials of the units and offices of the provincial and municipal administration have not had opportunities to attend training programs on those topics, except those who work for the units under ExCom.<sup>10</sup>

### **Technical skills specific to workplace**

The officials who work for certain units and offices need to improve technical skills to carry out their specific tasks at work. For example, the Finance Unit of the Governor's Office and the Finance Unit of ExCom expressed training needs for financial management, including budget formulation, execution and monitoring. They also need to build capacity to use accounting software, and more broadly, a financial management information system in the future. The officials of LAU, the Social Affairs Office, and district/khan administration need to improve communication and facilitation skills to carry out their tasks. Further, officials of Technical Support Units under ExCom need training on the use of technical equipment, design and mapping, and technical work for the construction of roads, bridges and buildings.

### **Computer and English language**

Most of the units and offices interviewed expressed a need to improve skills of computer and the English language. The latter is needed because staff members working for donor funded programs need to use computer software which requires literacy in English and sometimes communicate with foreign experts. Literacy in the English language is also important for officials of the Technical Support Unit because they need to understand terminology used in technical documents and manuals written in English.

### **Training of district and khan officials**

It was reported that the officials of district and khan administration had not been playing substantive roles in supporting C/S councils. This situation will change after the adoption of the organic law because the law assigns district and khan administration a major role in supporting capacity building of C/S councils. This clearly points to the need of training for district/khan officials as one of the high priority areas. Given the large number of districts in the nation, capacity building of district and khan officials will be critical. Furthermore, the role of district and khan administration may become more important in the implementation of donor-supported projects as well as capacity building of C/S councils.

The training areas identified by the current study include the following: (i) D&D policy, organic law, regulations and guidelines; (ii) financial management; (iii) project management; (iv) computer; (v) English skills; (v) project management; and (v) facilitation and communication skills.

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<sup>10</sup> Some participants in the second Top Management Seminar (September 1-2 and 4-5, 2008) suggested that "principles of good governance" and "code of ethics of civil servants" should be taught in training programs for local administration in the future.

**Table 15: Training needs of provincial/municipal and district/khan officials**

Unit/Office	Training areas							
	D&D policy, organic law, regulations	Financial management	Human resource management	Infrastructure management	Information technology	Project management	English language	Others
(1) P/MLAU	✓	✓	✓		✓ (database)			Alternative dispute resolution
(2) Economic Affairs Office	✓				✓		✓	
(3) Social Affairs Office	✓				✓		✓	Facilitation and communication
(4) Finance Unit	✓	✓			✓ (accounting software)			
(5) ExCom, P/MRDC	✓	✓						
(6) LAU, ExCom	✓	✓				✓ (M&E)		Facilitation and communication
(7) Finance Unit (FU), ExCom	✓	✓			✓ (accounting software)			
(8) Technical Support Unit, (TSU), ExCom	✓			✓ (equipment use, design and mapping, etc)			✓	
(9) Contract Administration Unit, ExCom	✓				✓ (database)	✓ (Data collection, M&E)		Contract management
(10) District and Khan administration	✓	✓	✓		✓	✓	✓	Facilitation and Communication

## 7. Donor Assistance

The current study attempted a mapping of donor assistance through interviews. Table 16 summarizes the results. Although the information is neither comprehensive nor exhaustive, some trends of donor assistance can be observed.

***Provincial and municipal administration has received much less assistance than C/S councils.*** It was reported that, overall, the units and offices studied have received a much smaller amount of assistance than C/S councils. This is perhaps because their tasks are primarily concerned with facilitation and coordination to support development projects of C/S councils, the priority target groups of donor assistance so far.

***Units and offices of provincial and municipal governor's offices have received only limited donor assistance.*** Finance Units, Economic Affairs Offices and Social Affairs Offices studied reported that they have received no donor assistance. The only exception is P/MLAU which has received assistance from some donor-funded projects.

***ExCom/PRDC and their four Units have been receiving much more assistance than those under the governor's offices studied.*** PSDD and ICC provide financial support for the provision of equipment, training, and salary supplements to the ExCom mechanism.

***Donor assistance for district/khan administration has been extremely limited.*** The Konrad Adenauer Foundation (KAF) and the EC supported One Window Services (OWS) in one district each of Siem Reap and Battambang provinces. More recently, DANIDA has started assisting D&D through Natural Resource Management Project since 2007, in which districts obtain 10 percent of the budget for administrative work in the project. For example, Sotr Nikum district of Siem Reap reported that the funding from DANIDA effectively improved the role of the district in development activities. However, the district officials interviewed pointed out that project management was new to district officials and therefore more training would be needed to implement project activities effectively.

**Table 16: Donor assistance in five model provinces and municipalities (P/M)**

Unit/Office	Province/ Municipalities	Donors
(1) P/MLAU	Kampong Cham	Inter-Commune Cooperation Project (ICC) by EC/UNDP
	Siem Reap	Concern Worldwide
	Sihanouk Ville	PSDD (EC/UNDP/DANIDA)
(2) Economic Affairs Office	None	None
(3) Social Affairs Office	None	None
(4) Finance Unit	None	None
(5) ExCom, P/MRDC	Five Model P/M	PSDD (UNDP/DFID/SIDA)
	Five Model P/M	ICC (EC/UNDP)
(6) LAU, ExCom	Five Model P/M	PSDD (UNDP/DFID/SIDA)
(7) FU, ExCom	Five Model P/M	PSDD (UNDP/DFID/SIDA)
(8) TSU, ExCom	Five Model P/M	PSDD (UNDP/DFID/SIDA)
(9) CAU, ExCom	Five Model P/M	PSDD (UNDP/DFID/SIDA)
(10) District and khan administration	Siem Reap	Natural Resource Management Project (DANIDA)
	Siem Reap, Battambang	One Window Service (KAF)

## 8. Conclusions

This study investigated the current situations of provincial and district administration in Cambodia. Based on extensive interviews, it assessed the extent to which the selected units and offices perform the roles and responsibilities, and identified the capacity gaps that affect their performance. It also identified good practices, training needs, and donor assistance to narrow those capacity gaps.

The offices and units studied are as follows: (1) Provincial and Municipal Local Administration Unit; (2) Economic Affairs Office; (3) Social Affairs Office; (4) Finance Unit; (5) Executive Committee (ExCom) under the Provincial and Municipal Rural Development Committee (P/MRDC); (6) Local Administration Unit under ExCom; (7) Finance Unit under ExCom; (8) Technical Support Unit under ExCom; (9) Contract Administration Unit under ExCom; and (10) Selected district and khan administration.

***Performance assessment and capacity gaps.*** The main results of performance assessments are the following:

- Economic Affairs Offices, Social Affairs Offices and Finance Units under provincial and municipal governor's offices have some roles and responsibilities that are not performed.
- P/MLAU performs most of the roles and responsibilities assigned, but they perform the tasks by using financial resources, facilities and equipment provided by ExCom.
- By contrast, PRDC/ExCom and their four Units perform the roles and responsibilities assigned with much higher standards than the others.
- District and khan administration is the worst performer among the offices and units studied.

The variation of performance among the offices and units above can be attributed at least partly to the capacity gaps at the institutional, organizational and individual levels. High performers possess the following capacity.

- Institutional level: (1) clear policy, regulations (e.g. parkas), guidelines, and manuals; (2) limited scope of overlap in the roles and responsibilities with other offices, departments and agencies; and (3) good coordination with line departments.
- Organizational level: (1) financial resources, (2) the number of staff; and (3) facility and equipment, all of which match the roles and responsibilities of the units or offices;
- Individual level: (1) adequate knowledge and skills required for staff, and (2) opportunity of training to improve knowledge and skills.

***Good practices.*** Some good practices found in the current study can be replicated to narrow the capacity gaps.

- Ensure participation of all stakeholders in management.
- Prepare good guidelines and manuals and follow them.
- Develop sound financial and other information management systems.
- Ensure good office arrangements for effective coordination.
- Execute leadership to coordinate with other line departments and C/S councils.
- Ensure effective partnership with civil society organizations.

***Training needs.*** Some areas of training needs were revealed from interviews with key officials of provincial/municipal and district/khan administration studied:

- Policies, laws, regulations and guidelines of local administration.

- Technical skills specific to workplace.
- Computer and English language.

Training needs of district and khan officials will become vast with the adoption of the organic laws. The training areas identified include, but not limited to: (i) D&D policy, organic law, regulations and guidelines; (ii) financial management; (iii) project management; (iv) computer; (v) English skills; (v) project management; and (v) facilitation and communication skills.

***Donor assistance.*** Donor assistance can be useful to fill the capacity gaps effectively. The following are current situations of donor assistance for provincial/municipal and district/khan administration studied.

- Provincial and municipal administration has received much less assistance than C/S councils.
- Units and offices of provincial and municipal governor's offices have received only limited donor assistance.
- ExCom/PRDC and their four Units have been receiving much more assistance than those under the governor's offices studied.
- Donor assistance for district/khan administration has been extremely limited..

## APPENDIX

### Appendix 1: List of Interviewees

#### Battambang

Name	Organization	Department	Position
H.E. El Sam	Battambang	PRDC Deputy Chief	Deputy Governor
Mr. Kong Sokuntho	Battambang	SPPA/PSDD	Chief Advisor
Mr. Tieu Choulong	Battambang	P.M. ExCom	
Mr. Khay Soda	Battambang	PDoWRAM	
Ms. Lykhy Theary	Battambang	Provincial treasury	
Ms. Sim Mary	Battambang	Women Affairs	Deputy Director
Mr. Neang Lany	Battambang	Education Youth & Sport	
Mr. Ou Dary	Battambang	Land Management	Deputy Director
Mr. Van Thol	Battambang	Rural Development	Deputy Director
Mr. Han Houn	Battambang	Health	
Mr. Chea Vongnarith	Battambang	Environmental	Vice Chief
Mr. Lay Pho	Battambang	DLTV	Admin
Mr. Seng Tha	Battambang	Agriculture	Staff
Mr. Chim Roeun Vit	Battambang	CAU/ExCom	Chief
Mr. Tor Horn	Battambang	CAU/ExCom	Admin
Mr. Hea Sambath	Battambang	LAU	Deputy Chief
Mr. Tob Buntean	Battambang	LAU	Staff
Mr. Peang Narith	Provincial Hall	Economic Affairs Office	Secretary General
Mr. Yim Noun	Provincial Hall	Social Affairs Office	Deputy Chief
Mr. Noth Bunna	Provincial Hall	Finance Unit	Chief of finance
Mr. Doung Kimson	Provincial Hall	Finance Unit	Revenue Chief
Mr. Thouen Heng	Provincial Hall	Finance Unit	Account Chief
Mr. Maan Sot	Banan District	PFT/ExCom	Staff
Sing Sovan	Banan District	PFT/ExCom	Staff
Long Yoen	Banan District	PFT/ExCom	Staff
Chhai Chhoen	Banan District	PFT/ExCom	Staff
Prum Soen	Sangker District	PFT/ExCom	Staff
Pov Samnang	Sangker District	PFT/ExCom	Staff
Sor Sovan	Sangker District	PFT/ExCom	Staff
Ros Yeng	Thmorkol District	PFT/ExCom	Staff
Tha Thai	Thmorkol District	PFT/ExCom	Staff
Yon Saveth	Thmorkol District	PFT/ExCom	Staff
Pan Sina	Thmorkol District	PFT/ExCom	Staff
Phrum Chhimthanour	PRDC/ExCom	FU	
Tim Vireak	PRDC/ExCom	FU	
Doeuk Vireak	PRDC/ExCom	FU	
Mr. Di Nao	PRDC/ExCom	TSU/PRDC/ExCom	Deputy Chief
Mr. Vai Sokunthea	Thmorkol District	TSU/PRDC/ExCom	Staff
Mr. Sem Van	Banan district	TSU/PRDC/ExCom	Staff
Mr. Mak Sodeth	Ekphnom district	TSU/PRDC/ExCom	Staff
Mr. Ly Obol	Kaskrolo district	TSU/PRDC/ExCom	Staff
Mr. Hor Hak	Sampovlon district	TSU/PRDC/ExCom	Staff
Mr. Hol Sina	Phnom Prik	TSU/PRDC/ExCom	Staff
Mr. Ma Sarouen	Moung Russey	TSU/PRDC/ExCom	Staff

Mr. Mot Roun	Kamrieng district	TSU/PRDC/ExCom	Staff
Mr. Puth Tri	Sangker District		Deputy Governor
Chham Chhin	Sangker District		Deputy Governor
Ms. Som Chinda	Sangker District	District Department	Deputy Chief
Eu Chhet	Sangker District	Social Affairs Office	Chief
Sok Hoen	Sangker District	Administration Office	Chief
Chhem Chhieng	Sangker District		Staff
Khi Chialy	Sangker District		Staff
Tek Hong	Sangker District		Staff
Mr. Ouch Eang	Thmorkol District		District Governor
Mr. Sam Neng	Thmorkol District		Deputy Governor
Mr. Kong Ly	Thmorkol District		Deputy Governor
Mr. Eang Sarom	Thmorkol District		Deputy Governor
Mr. Phork Phirun	Thmorkol District		Deputy Governor
Mr. Ouk Vanna	Thmorkol District	Planning Office	Deputy Chief
Ms. Ros Sitha	Thmorkol District	District Department	Deputy Chief
Mr. Nok Sinon	Thmorkol District	Economic Office	Deputy Chief

### Siem Reap

Name	Organization	Department	Position
H.E. Sou Phirin	Siem Reap	Provincial Hall	Governor
Mr. Nhim Hak	Siem Reap	PSDD	Chief Advisor
Mr. Em Set	Krolanh District		Deputy Governor
Mr. Em Vart	Varin District		District Governor
Mr. Kao Cheng	Siem Reap	Social Affairs	Deputy Director
Mr. Di Bunchhem	Siem Reap	Health	Director
Mr. Chhoun Hok	Siem Reap	Tourism	Director
Mr. Thab Saron	Bantei Srey District		Deputy Governor
Mr. Kao Sophoan	Chikreng District		District Governor
Mr. Sin Run	Svay Leu District		District Governor
Mr. Pho Samart	Prosat Bakong District		District Governor
Mr. Noun Krisna	Siem Reap	Water Resource	Director
Ms. Yu Sophea	Siem Reap	Women Affairs	Director
Mr. Van Bunna	Siem Reap	Religion Affairs	Deputy Director
Mr. Thack Lykhan	Siem Reap	RACHA	Facilitator
Mr. Bun Chantrea	Siem Reap	FAO	Deputy Chief
Mr. Srey Yora	Siem Reap	Army	Commander
Mr. Chey Sambat	Srey Snom District		Deputy governor
Mr. Sin Kimsun	Siem Reap	LAU/ExCom	Deputy Chief
Mr. Hen Puthy	Siem Reap	PLAU	Deputy Chief
Mr. Sun Chamnan	Siem Reap	PLAU	Staff
Mr. Chhim Channi	Siem Reap	PLAU	Staff
Mr. Chan Saroeun	Provincial Hall	Finance Unit	Chief
Mr. Phal Thongdi	Provincial Hall	Finance Unit	Deputy Chief
Mr. Aueng Buneang	Provincial Hall	Finance Unit	Deputy Chief
Mr. Khong Saron	Provincial Hall	Finance Unit	Account Chief
Mr. Tran Naradi	Provincial Hall	Finance Unit	Expenditure Chief
Mr. Ros Sovan	Provincial Hall	Finance Unit	Staff

## Phnom Penh

Name	Organization	Department	Position
H.E. Mann Chhoeun	Phnom Penh	Municipality	Deputy Governor
Mr. Mao Bora	Municipality	PLAU	Chief
Mr. Chou Meng Chan	Municipality	PLAU	Deputy Chief
Ms. Mom Sandap	Phnom Penh	Planning	Director
Mr. Nhem Saron	Phnom Penh	Public work & Transportation	Director
Ms. Toch Sarom	Phnom Penh	Women Affairs	Director
Mr. Chin Rotha	Phnom Penh	Rural Development	Director
Mr. Nget Chindavi	Phnom Penh	Economic & Finance	Director
Mr. Long Sokhom	PRDC/ExCom	PLAU	Staff
Mr. Soam Vanda	PRDC/ExCom	PLAU	Staff
Mr. Mov Manith	PRDC/ExCom	PLAU	Staff
Mr. Danh Darith	PRDC/ExCom	FU	Deputy Chief
Mr. Thim Sat	PRDC/ExCom	TSU	Staff
Mr. Van Khorn	PRDC/ExCom	TSU	Staff
Mr. Heng Dy	PRDC/ExCom	TSU	Staff
Mr. Phan Sarun	PRDC/ExCom	TSU	Staff
Mr. Ke Bunleng	PRDC/ExCom	TSU	Staff
Mr. He Sastra	PRDC/ExCom	TSU	Staff
Mr. Ros Thirong	PRDC/ExCom	TSU	Staff
Mr. Long Sokhom	PRDC/ExCom	CAU	
Mr. Oung Phanna	PRDC/ExCom	CAU	
Mr. Chin Pannharath	PRDC/ExCom	CAU	
Ms. Ou Sidanoun	PRDC/ExCom	CAU	
Mr. Chhun Kheng	khan Meanchey	KFT/PRDC/ExCom	KFT
Mr. Sem Keosothea	khan Meanchey	KFT/PRDC/ExCom	KFT
Mr. Nop Phinly	khan Konkor	KFT/PRDC/ExCom	KFT
Mr. Pil Kosal	khan Konkor	KFT/PRDC/ExCom	KFT
Mr. Kim Chhun Ou	khan Chamkamon	KFT/PRDC/ExCom	KFT
Mr. Brang Sophal	khan Chamkamon	KFT/PRDC/ExCom	KFT
Mr. Ros Sari	khan Toulkork	KFT/PRDC/ExCom	KFT
Mr. Di Saroeun	khan Toulkork	KFT/PRDC/ExCom	KFT
Mr. Chan Sovuth	khan Meanchey	KFT/PRDC/ExCom	KFT
Mr. Chhun Kheang	khan Donpenh	KFT/PRDC/ExCom	KFT
Mr. Ek Khunthouen	khan Donpenh	KFT/PRDC/ExCom	KFT
Mr. Soun Rithiya	khan Makara	KFT/PRDC/ExCom	KFT
Mr. Kroch Phan	khan	Donkor	Governor
Mr. Pov Kosal	khan	Donkor	Deputy Governor
Mr. Pheng Sokhem	khan Chamkamon	khan department	Chief
Mr. Hun Sarouen	khan Chamkamon	Economic Office	Deputy Chief
Mr. Hem Sophat	khan Chamkamon	Economic Office	Chief
Mr. Sou Srea	khan Chamkamon	Administration	Deputy Chief
Mr. Chan Sao	khan Chamkamon	Administration	Deputy Chief
Mr. Tuy Bunsereyoth	khan Chamkamon	khan Department	Deputy Chief

### Sihanouk Ville

Name	Organization	Department	Position
H.E. Sai Hak	Sihanouk Ville	Municipality	Governor
Mr. Em Pheap	Municipality	PLAU/LAU/ExCom	Chief
Mr. Mey VanSouen	Municipality	Finance Unit	Chief
Mr. Toun SamRith	Municipality	Finance Unit	Deputy Chief
Mr. Nok Sambath	Municipality	Social Office	Deputy cabinet
Mr. Kung Samoeun	khan	Mittapheap	Governor
Mr. Tep Sovann	khan	Mittapheap	Deputy Governor
Mr. Ly Vanna	khan	Mittapheap	Deputy Governor
Mr. Hoy Haan	khan	Mittapheap	Department Chief
Mr. Tit Vuthy	khan	Steung Harv	Deputy Governor

#### Participants from Other Organizations and Units

Unit	Number of Participants
P/MLAU	4
ExCom	30
Economic Affairs Office, Secretary General	1
Social Affairs Office, Cabinet	2
Finance Unit, ExCom	5
Technical Support Unit	N/A
Contract Administration Unit	N/A
khan Steung Harv	7
khan Prey Nup	N/A

Note: Names of participants from these organizations are not available.

### Kompong Cham

Name	Organization	Department	Position
H.E. Laam Chhon	Kampong Cham	Provincial Hall	Deputy Governor
Mr. Chea Poly	Kampong Cham	Rural Development	Director
Mr. Em Sophoan Rath	District	Chhoueng Prey	Governor

#### Participants from Other Organizations and Units

Unit	Number of Participants
P/MLAU	5
ExCom	7
Economic Affairs Office, Secretary General	2
Social Affairs Office, Cabinet	1
Finance Unit, Municipality	12
Finance Unit, ExCom	6
Technical Support Unit	5
Contract Administration Unit	11
Choueng Prey District	10

Note: Names of participants from these organizations are not available.







Japan International Cooperation Agency