



5/24/2012

NATIONAL
COMMITTEE FOR
SUB-NATIONAL
DEMOCRATIC
DEVELOPMENT

RESULTS OF THE IP3 2011 LOCAL GOVERNANCE SURVEY

Final | NCDD M&E Unit

TABLE OF CONTENTS

Table of Contents	i
Figures	iii
Tables	v
Abbreviations	vi
Terminology / Definitions.....	vii
Executive Summary	viii
Introduction	viii
Results	ix
Service Delivery.....	ix
Policy Alignment	ix
Responsiveness	x
Protecting and supporting vulnerable groups	xi
Civic Engagement	xii
Transparency.....	xii
Accountability	xiii
Relations between Sub-National Governments	xiv
Summary and Indexes	xiv
Policy Implications	xv
Chapter 1. Introduction	1
1.1. Background.....	1
1.2. Defining Governance	1
1.3. National Governance	2
1.4. Local Governance Surveys	3
1.4.1 EU SPACE 2011	3
1.4.2 PACT surveys	3
1.4.3 The NCDD-S Governance survey 2010.....	4
1.5. Methodology: the NCDD-S National Governance Survey	4
1.5.1 Sampling frame of the ip3 national local governance survey	5
1.5.2 Outliers	5
1.5.3 Limitations of Survey Data	5
1.6. Indexes, Likart scales, and the presentation of results.....	5
1.6.1 Likert Scales.....	7
1.6.2 Male – Female, Urban-rural and other gaps.....	7
1.7. Baselines and drawing inferences	7
1.8. The Sample.....	7
Chapter 2. Service Delivery	9
2.1. Introduction.....	9
2.2. Service Delivery: Citizen’s Perspectives	9
2.2.1 Complaints.....	10
2.3. Citizen’s Perspectives on the quality of service delivery by Gender, Poverty, and Residence	10
2.4. Councilors’ Perspectives on Service Delivery.....	11
2.5. Indexes and conclusions.....	12
Chapter 3. Policy Alignment.....	13
3.1. Introduction	13
3.2. Citizens’ direct assessment of policy alignment?	13
3.2.1 Differences in policy alignment across social groups.....	14
3.3. Correlation between citizen and councilor priorities	14
3.3.1 Correlations by Social Group	15
3.4. Indexes and Summary.....	16

Chapter 4. Responsiveness.....	17
4.1. Introduction.....	17
4.2. Citizen Awareness of Feedback Mechanisms	17
4.3. Citizens’ Complaints	18
4.3.1 How often do citizens complain?	19
4.3.2 What complaints mechanisms are used?	19
4.3.3 What did citizens complain about?	20
4.4. Complaint Resolution	20
4.5. Direct assessments of responsiveness.....	21
4.6. Indexes and conclusions	22
Chapter 5. “Vulnerable” Group Protection and support	23
5.1. Introduction	23
5.2. Citizen’s assessment of SNA’s support to vulnerable groups	23
5.2.1 Vulnerable group protection: Assessment by social group	24
5.3. Councilors’ assessment: vulnerable group protection	24
5.4. Governance Indexes: differences by gender and poverty	25
5.5. Summary and conclusions	25
Chapter 6. Civic Engagement.....	27
6.1. Introduction.....	27
6.2. Informal contact between citizens and elected officials	27
6.3. Participation in formal meetings	28
6.3.1 Attendance at formal meetings	28
6.3.2 Speaking at formal meetings	29
6.3.3 Citizens’ assessment of the usefulness of formal meetings	30
6.3.4 Other citizen assessments.....	30
6.4. Community Organizations.....	31
6.4.1 Participation in Community Organizations.....	31
6.4.2 Cooperation and working relationship between community Organisations and SNAs	31
6.4.3 citizen’s evaluation: effectiveness of community organizations	32
6.5. Councilor’s assessment of civic engagement	32
6.5.1 Importance of Formal Meetings	32
6.5.2 Community Organizations	33
6.5.3 Decision making.....	33
6.6. Summary and conclusions	34
Chapter 7. Transparency and reporting	36
7.1. Introduction	36
7.2. Demand for information	36
7.3. The provision of requested information.....	37
7.4. Satisfaction with the provision of information.....	37
7.5. Availability of pricing information	38
7.6. Councilors’ Perceptions about Transparency.....	38
7.6.1 Rights to information	38
7.6.2 Do citizens know about council activities?	39
7.6.3 What are the best methods to disseminate information?	39
7.6.4 Which information do councilors say they made available?	40
7.7. Summary and conclusions.....	40
Chapter 8. Accountability.....	42
8.1. Likelihood of punishment and disciplinary actions	42
8.1.1 How is accountability likely to be exerted?	43
8.2. Councilors’ Perceptions	43
8.2.1 Likelihood of detection: Councilor’s perceptions	43
8.2.2 Likelihood of punishment: Councilor’s perceptions	44

8.3. Summary and conclusions	44
Chapter 9. Internal Governance	46
9.1. Introduction	46
9.2. Relations between different levels of SNAs	46
9.2.1 Frequency of Disagreements.....	46
9.2.2 satisfactory resolution of Disagreement between SNAs.....	47
9.2.3 Quality of Support Provided by other Levels of Government.....	47
9.2.4 Interference, freedom, autonomy	47
9.2.5 Information and responsiveness.....	48
9.3. Summary and Index.....	49
Chapter 10. The Association of Councils.....	50
10.1. Introduction	50
10.2. DMK Performance of the Association	50
Chapter 11. Annex.....	51
11.1. Bibliography.....	51
11.2. More detailed Governance Framework	52
11.3. Additional Governance matters data	52
11.4. Summary of PACT 2010 Findings	53
11.5. Summary of the EU SPACE Survey.....	54
11.6. Some findings of the Voice, Choice, Decision Survey (World Bank, 2011: Executive Summary)	55
11.7. Sampling by Geographic Location	56
11.8. Description of Respondents	58
11.9. Additional Data: Service Delivery	59
11.10. Additional Data: Policy Alignment.....	62
11.11. Additional Data: Responsiveness	69
11.12. Additional Data: Protection of vulnerable groups	71
11.13. Additional Data: Civic Engagement	73
11.14. Additional Data: Transparency	75
11.15. Additional Data: Intra-Governmental Relations	76

FIGURES

Figure 1: Governance Framework.....	viii
Figure 2: Citizen Satisfaction with SNA Services	ix
Figure 3: Citizens assessment of SNA's protection and support of vulnerable groups (Average for CSs and DMKs).....	xi
Figure 4: Citizen assessment of the likelihood of public servants being disciplined	xiii
Figure 5: Councillor assessment of the likelihood of public servants being detected and disciplined for inappropriate behaviour.....	xiii
Figure 6: Councillor satisfaction with support from other organizations	xiv
Figure 7: Values of different indexes.....	xv
Figure 8: Some key governance statements	1
Figure 9: Governance Framework	1
Figure 10: Governance matters (relative ranks)	2
Figure 11: Some select EU SPACE findings	3
Figure 12: PACT Trends and findings	3
Figure 13: Sampling Frame.....	5
Figure 14: Example of a 1-5 Likert Scale	6
Figure 15: The Governance Index	6
Figure 16: Example of a comparison between male and female governance assessments	7
Figure 17: Citizen Satisfaction with SNA Services	9
Figure 18: Service delivery ratings	10

Figure 19: % of Citizens’ feeling the desire or need to complain..... 10

Figure 20: Policy Alignment 13

Figure 21: Citizens’ direct assessment of policy alignment 13

Figure 22: Correlation of citizen and councillor priorities at CS (left) and DMK (right)..... 15

Figure 23: R-Squared Correlation of Citizen and Councillor Priorities (by Social Group) 16

Figure 24: Responsiveness 17

Figure 25: % of citizens aware of feedback mechanisms..... 17

Figure 26: Complaints 19

Figure 27: % of Citizens who made a complaint 19

Figure 28: Which complaints mechanisms were used? 19

Figure 29: Composition of citizen complaints 20

Figure 30: Citizens satisfaction with the resolution of their complaints..... 20

Figure 31: Citizens direct assessment of responsiveness 21

Figure 32: Protection of Vulnerable groups 23

Figure 33: Citizens assessment of SNA’s protection of vulnerable groups (CSs top panel, DMKs bottom panel) 23

Figure 34: Priority ranking of councillors; need to protect vulnerable groups 24

Figure 35: Ratio of SNA Governance Indexes (Top panel: female to male ratio, bottom panel: poor to non-poor)..... 25

Figure 36: A Ladder of Participation 27

Figure 37: Civic Engagement 27

Figure 38: % of Citizens attending formal meetings 28

Figure 39: % of Citizens speaking at various CS and DMK formal meetings 29

Figure 40: Usefulness of formal meetings 30

Figure 41: Other assessment of formal meetings 30

Figure 42: % of citizens who are members of Community Organizations 31

Figure 43: Citizens assessment of CSO cooperation with SNAs 31

Figure 44: Citizens assessment of Community Organization effectiveness..... 32

Figure 45: CS Councillor assessment of the importance of various methods of civic engagement 33

Figure 46: DMK Councillor assessment of the importance of various methods of civic engagement..... 33

Figure 47: CS Councillor assessment of cooperation with community organizations 33

Figure 48: DMK Councillor assessment of cooperation with community organizations 33

Figure 49: CS Councillor assessment of the importance of different sources of information for developing plans and the decision making process..... 34

Figure 50: DMK Councillor assessment of the importance of different sources of information for developing plans and the decision making process..... 34

Figure 51: Transparency 36

Figure 52: % of citizens seeking information from SNAs..... 36

Figure 53: % of requests for information which were successfully met..... 37

Figure 54: Citizen satisfaction with information provided by SNAs..... 37

Figure 55: % of citizens who said they were provided the correct price from CSs and DMKs 38

Figure 56: CS councillor perceptions of the rights to citizens to information..... 39

Figure 57: DMK councillor perceptions of the rights to citizens to information 39

Figure 58: Councillors’ assessment of citizens’ level of information 39

Figure 59: CS councillor perceptions of the effectiveness of various means of providing information 40

Figure 60: DMK councillor perceptions of the effectiveness of various means of providing information 40

Figure 61: CS councillors reporting of which information was made available to citizens 40

Figure 62: DMK councillors reporting of which information was made available to citizens 40

Figure 63: Accountability 42

Figure 64: Citizen assessment of the likelihood of public servants being disciplined 42

Figure 65: Citizen assessment of the likelihood of using different accountability mechanisms 43

Figure 66: CS councillor assessment of the likelihood of a CS councillor being detected for poor performance or the breaking of rules 44

Figure 67: DMK councillor assessment of the likelihood of a DMK councillor being detected for poor performance or the breaking of rules 44

Figure 68: CS councillor assessment of the likelihood of a CS councillor being detected for poor performance or the breaking of rules44

Figure 69: DMK councillor assessment of the likelihood of a DMK councillor being detected for poor performance or the breaking of rules44

Figure 70: % of disagreements between SNAs satisfactorily resolved 47

Figure 71: Councillor satisfaction with support from other organizations 47

Figure 72: Councillor agreement with statements whether other organizations interfere with their work48

Figure 73: Councillor assessment of autonomy in various areas48

Figure 74: CS Councillor agreement with statements about responsiveness48

Figure 75: DMK Councillor agreement with statements about responsiveness48

Figure 76: CS councillor assessment of the Association’s delivery of services 50

Figure 77: Graph of 2000 and 2010 Governance Scores for Cambodia 53

Figure 78: Correlation between CS Councillor Priorities & Urban Citizens Priority Ranks 63

Figure 79: Correlation between CS Councillor Priorities and Rural Citizens Priorities 63

Figure 80: Correlation between CS Councillor Priorities and Male Citizens Priority Ranks 64

Figure 81: Correlation between CS Councillor Priorities and Female Citizen Priorities 64

Figure 82: Correlation between CS Councillor Priorities and Poor Citizens Priority Ranks 65

Figure 83: Correlation between CS Councillor Priorities and non-Poor Citizens Priorities 65

Figure 84: Correlation between DMK Councillor Priorities & Urban Citizens Priorities 66

Figure 85: Correlation between DMK Councillor Priorities & Rural Citizens Priorities 66

Figure 86: Correlation between DMK Councillor Priorities & Male Citizens’ Priorities 67

Figure 87: Correlation between DMK Councillor Priorities & Female Citizens’ Priorities 67

Figure 88: Correlation between DMK Councillor Priorities and Poor Citizens Priorities 68

Figure 89: Correlation between DMK Councillor Priorities & Non-Poor Citizens Priorities 68

TABLES

Table 1: Other Governance Surveys viii

Table 2: Correlations between Citizens and CS/DMK Priorities x

Table 3: NCDD-S Governance Results 4

Table 4: Ratio of Service Delivery Assessments (Female/Male; Rural/Urban; Poor/non-poor) 11

Table 5: Ratio of Councillors’ service delivery assessments to citizens assessments 11

Table 6: Service Delivery Index 12

Table 7: Ratio of Policy Alignment assessments by different social groups 14

Table 8: Services or Issues with major differences in rank (difference in ranks are in parenthesis, as average citizen ranking minus average councillor ranking) 15

Table 9: Policy Alignment Indexes 16

Table 10: Citizen Awareness of Feedback Mechanisms (more indicators) 18

Table 11: Ratio of Satisfaction with Complaints Resolution (Female to Male; Rural to Urban; Poor to non-poor) 21

Table 12: Ratio of Overall Assessments of SNA Responsiveness (Female to Male; Rural to Urban; Poor to non-poor) 21

Table 13: Responsiveness Indexes 22

Table 14: Ratio of Assessments of the Protection of Vulnerable groups by different social groups (Female to Male; Rural to Urban; Poor to non-poor) 24

Table 15: Ratio of Assessments of the Effectiveness of support to Vulnerable groups Citizen to CS Councillor; Citizen to DMK Councillor) 25

Table 16: Vulnerable Group Protection and Support Index 26

Table 17: Frequency of contacts between citizens and councillors 28

Table 18: Ratio of attendance at various meetings by different social groups 29

Table 19: Ratio of levels of speaking at various meetings by different social groups 29

Table 20: Ratio of the usefulness of various meetings by different social groups 30

Table 21: Assessment of Community Organization effectiveness by different social groups 32

Table 22: Civic Engagement Index 35

Table 23: Ratio of satisfaction of different social groups to the provision of information (Female to Male; Rural to Urban; Poor to non-poor)..... 38

Table 24: Transparency Index (Summary) 41

Table 25: Ratio of citizens perception of the likelihood of punishment for a variety of actions (by social group; Female to Male; Rural to Urban; Poor to non-poor)..... 43

Table 26: Accountability Index 45

Table 27: Incidence of disagreements between different levels of government 46

Table 28: % of councillors reporting disagreements between different levels of Government 46

Table 29: Intra-Governmental Governance Index (Summarized) 49

Table 30: Comparison of 2000 and 2010 Governance Scores for Cambodia 52

Table 31: ASEAN Comparison of WBI National Governance Indicators 53

Table 32: Sampling Frame 57

Table 33: Description of Respondents 58

Table 34: Citizen’s assessment of CS and DMK Service Delivery Quality (CS left panel, DMK right panel) 60

Table 35: Correlation of Service Rankings between DMK Service and CS Services 60

Table 36: Service Delivery Assessments (Councillors vs. Citizens)..... 60

Table 37: Detailed Service Delivery Index 61

Table 38: Service Delivery Priorities of Citizens (all) and Councillors (first priority only) 62

Table 39: % of citizens aware of different complaints mechanisms (by social group) 69

Table 40: Complaints by subject of the complaint and how the complaint was lodged 69

Table 41: Citizen Assessment of CS and DMK Protection of vulnerable groups..... 71

Table 42: Analysis of Indexes and Indicators by Gender and Income..... 71

Table 43: Key indicators whose value for women is less than or equal to 80% of its value for men 72

Table 44: Key indicators whose value for the poor is less than or equal to 80% of its value for the non-poor... 72

Table 45: Citizens attending at least one formal CS or DMK meeting 73

Table 46: Civic Engagement Index (Detailed) 73

Table 47: Transparency Index (Detailed)..... 75

Table 48: Satisfactory Resolution of CS Issues with DMKs (according to CS Councillors) 76

Table 49: Satisfactory Resolution of CS Issues with Provinces (according to CS Councillors) 76

Table 50: Satisfactory Resolution of DMK Issues with CSs (according to DMK Councillors)..... 77

Table 51: Satisfactory Resolution of DMK Issues with Provinces (according to DMK Councillors) 77

Table 52: Intra-Governmental Governance Index (Detailed)..... 78

ABBREVIATIONS

AWPB	Annual Work Plan and Budget
BOG	Board of Governors
CDB	Commune Database
CS	Commune/Sangkat
CSO	Civil Society Organization
DM	District/Municipality
DMK	District, Municipality and Khan
DP	Development partner
HR	Human resources
IP3	First three-year Implementation Plan of National Programme
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MIS	Management Information System
MOI	Ministry of Interior
MOP	Ministry of Planning
NCDD	National Committee for Democratic Development
NCDD-S	Secretariat of NCDD
NGO	Non-governmental Organization

NP	National Programme (for Sub-national Democratic Development)
NP-SNDD	National Programme for Sub-national Democratic Development
RGC	Royal Government of Cambodia
SNA	Sub-national Administrations
TA	Technical Assistance
WB	World Bank
WG	Working Group

TERMINOLOGY / DEFINITIONS

Term	Definition
Accountability	The obligation of power-holders to answer for their actions, to an authority that may impose a penalty for failure
Activity	Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilized to produce specific outputs
Civic Engagement	A community-based process, where citizens organize themselves around their goals at the grassroots level and work individually or together through non-governmental community organizations to influence the decision-making process
Community Organization / Civil Society Organization	Non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations
Governance	The traditions and institutions by which authority in a country is exercised
Impact	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor
Input	The financial, human, and material resources used for the development intervention
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs
Output	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Policy Alignment	The degree to which an organization's priorities and actions reflect those of its clients
Responsiveness	The degree to which SNAs react to emerging problems or issues which affect their clients
Transparency	The provision of timely and reliable information, which is accessible to all relevant stakeholders

EXECUTIVE SUMMARY

Introduction

This report documents the results of the **first IP3 nationally representative survey of governance at local level**. During 2011 the survey interviewed 1,412 citizens and 720 councilors about their perceptions and assessment of governance in their CS and DMK Councils.¹ It was designed to track changes in Sub-National governance over time. The survey will be repeated every two years. The year 2011 provides a baseline for future comparison.

Governance is defined as “**how power or authority is exerted.**” It is how society or an organization arranges itself to make and implement collective decisions. This report assesses CS and DMK civic engagement, transparency,

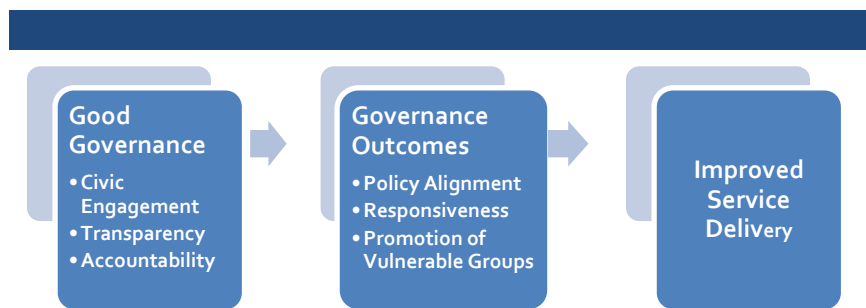


Figure 1: Governance Framework

accountability, policy alignment, responsiveness, promotion and protection of vulnerable groups, and service delivery. It also investigates the relationship between different levels of government as well as the performance of the Association of Councils.

“Accountability,” “policy alignment,” and the other areas outlined in Figure 1 are broad concepts. To measure these broad concepts, survey responses are summarized into composite measures or indexes.² Results are compared by gender, residence (rural/urban) and wealth (poor, non-poor).

Historically, finding a stable measure of local governance has proven challenging. National surveys, like the World Bank Institute’s *Governance Matters Indicators* are not accurate reflections of Local

Table 1: Other Governance Surveys

Survey	Baseline Year	Comparison Year	Trend
NATIONAL			
WBI Governance matters	2000	2010	4 of 6 indexes worsened, but trends were not statistically significant
LOCAL			
PACT	2008	2010	3 of 5 individual indexes are improving. No statistical analysis has been undertaken.
NCDD-S	2008	2009	Using 30 indicators, local governance increased by 11%. Trends were statistically significant and took account of other factors
EU-SPACE	2010		
IP3	2010		

Government since national and local trends may differ and because different levels of Government provide different services. Similarly, previous efforts by PACT and NCDD-S to

¹ Provinces and the Capital are not assessed.

² Roughly 250 different questions were asked.

measure local governance have either not used a consistent set of indicators across time or have been discontinued.³ During 2011 cooperation between the EU-SPACE program and the IP3 led to the development of a common questionnaire and agreement to work and fund together future surveys. The remainder of the Executive Summary investigates results for each of the governance areas outlined in Figure 1.

Results

SERVICE DELIVERY

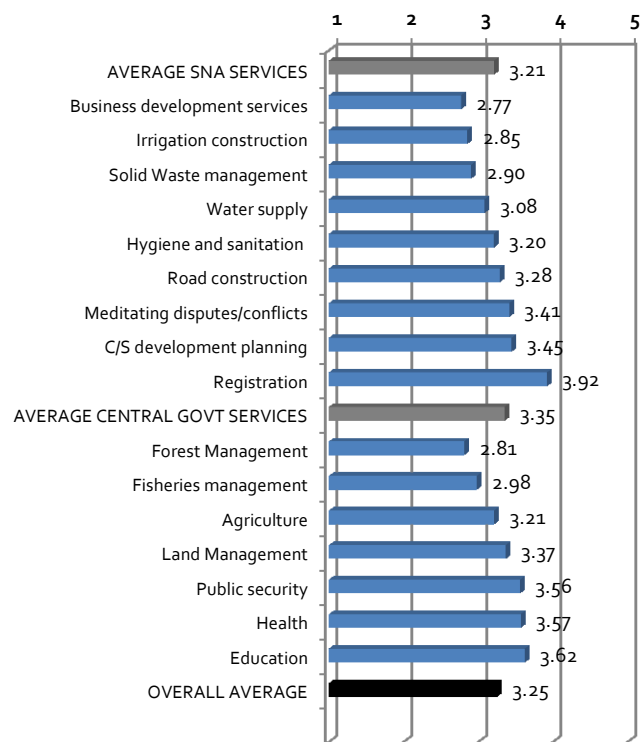
This report documents citizen and councilor assessment of the quality of 16 services delivered in SNA jurisdictions. Some services are predominately provided by SNAs (9 services) while others are provided predominately by Central Government Line Ministries (7). Overall, citizens are slightly satisfied with the delivery of public services, by both central and local governments. On a 1 to 5 scale, with 3 being “neutral” and 4 being “good” service ratings averaged 3.25. As can be seen adjacently, this masks large differences between services, with business development, irrigation, forest and fisheries management being “poor” and registration, public security, health, and education all receiving scores of 3.5 or greater (i.e. tending toward “good”).

Central government services were rated only slightly higher than SNA services (3.35 to 3.21, i.e. 4.4% higher). On average women rated local government services 2.9% higher than men; of the 16 services, women rated only one service (education) lower than men. Rural residents were 9.9% more satisfied than urban residents and the poorest quartile of respondents in the sample were 7.4% less satisfied than the three wealthiest quartiles. CS councilors rate local government service delivery 9.8% higher than citizens, while DMK councilors rate local government services 10.1% higher.

POLICY ALIGNMENT

Policy alignment describes the degree to which an organization’s priorities and actions reflect those of its clients, in brief, whether it does the “right” things.

Figure 2: Citizen Satisfaction with SNA Services



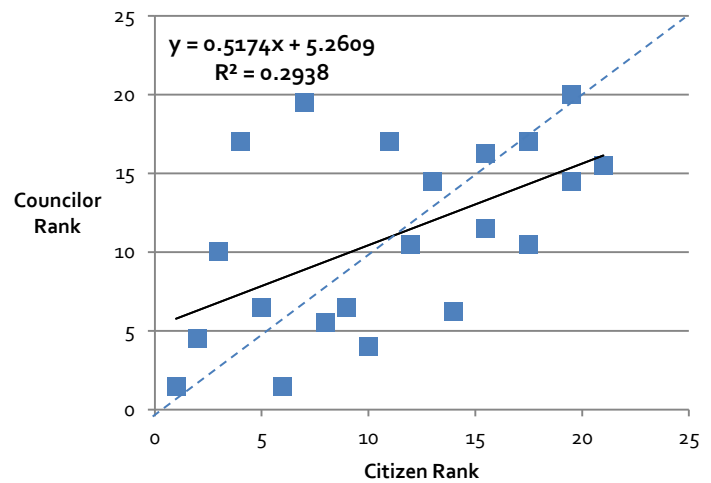
Note: 1 = very poor, 2 = poor, 3 = neutral, 4 = good, 5 = excellent

³ The tendency to increase the number of indicators and “improve” them has led to inconsistent data sets over time.

When asked directly, citizens believe council priorities and use of resources to be strongly in line with their own (having an average assessment score of 3.62 on a 1-5 scale). However, when citizens and councilors were asked to independently identify their priorities, and when these were ranked and analyzed statistically, the ranking of priorities was not strongly correlated between citizens and councilors.⁴ In terms of correlations, councilor priorities more closely reflect the priorities of men and non-poor citizens.

Table 2: Correlations between Citizens and CS/DMK Priorities

Service / Issue	Citizen Rank	Councilors' Rank
Road construction	1	1.5
Irrigation construction	2	4.5
Improving hygiene and sanitation	3	10
Water Supply	4	17
Public security	5	6.5
Agriculture	6	1.5
Electricity	7	19.5
Development Planning	8	5.5
Education	9	6.5
Encourage businesses to start and expand	10	4
Promote and support disabled people	11	17
Legal issues	12	10.5
Land management	13	14.5
Health	14	6.25
Mediating disputes and resolving conflicts	15.5	11.5
Taxation	15.5	16.25
Promote and support women	17.5	10.5
Promote and support youth	17.5	17
Fisheries	19.5	20
Political issues	19.5	14.5
Registration	21	15.5



Note: Each square represents a ranking by either citizens or councilors. The dashed blue line would be where all data points lie if the priorities were exactly the same. Points above the dashed line are services that citizens value higher while points below the dashed line are services councilors' value higher. The solid black line is the best fit Ordinary Least Square's regression line. Councilor's ranks are the average of CS councilor and DMK councilor ranks.

RESPONSIVENESS

The term "responsiveness" is used to describe the degree to which SNAs react to emerging problems or issues affecting their clients. Responsiveness was assessed by looking at citizens' awareness, use of, and satisfaction with complaints or feedback mechanisms, as well as their overall assessment of CSs and DMKs responsiveness.

The average citizen is aware of 1.66 different ways to complain and 89.1% of all citizens are aware of at least one complaints mechanism. Citizens wishing to complain know how to do so. In general, awareness is greatest at the local level, with citizens most aware of the possibility of complaining to Village and CS Chiefs.

Overall, 9.2% of all citizens reported that they made a complaint during 2011. However, 15% of all citizens felt the need or desire to complain; of those who felt the need to complain 39.6% did not do so. This may reflect either the inaccessibility of complaints mechanisms or a lack of confidence that complaints will be adequately addressed.

⁴ As discussed in the main body, the R-squared values (measuring closeness of correlation) was done between citizens and different councilors. Values were usually less than 0.3, the minimum value for "close correlations."

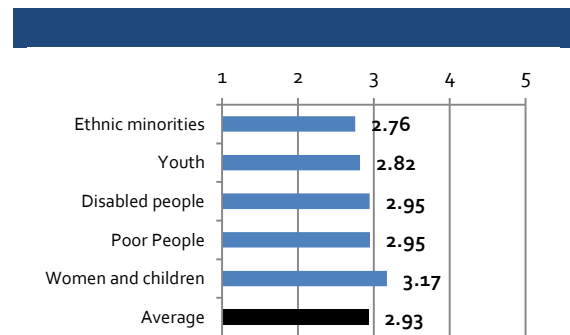
Of citizens who complained, a majority complained through their Village or CS Chief (86% of all complaints), with an additional 8.9% complaining through DMKs. Accountability boxes, the Province, CSOs and the Anti-corruption agency are rarely employed. No complaints were made through: the media, political parties, and Provincial Accountability Working Groups. Complaints largely concerned the two most common types of CS projects: roads and irrigation.

Generally, citizens are not satisfied with the resolution of their complaints.⁵ On the other hand, citizens rate their local governments as “responsive.” It is likely the perception of responsiveness is not based on actual experience, since those who made complaints are not generally satisfied.

PROTECTING AND SUPPORTING VULNERABLE GROUPS

The IP3 aims to “enable SNAs to promote the welfare (voice, rights, and livelihoods) of citizens.” Rights, especially those of “vulnerable” or historically disadvantaged groups, are protected through various mechanisms, including the political process, committees focusing on women and children, and national initiatives, such as the promotion of women in employment or the mainstreaming of gender in plans and budgets. The theory is that the better SNAs are governed the better they will empower these groups.

Citizens were asked to assess the degree to which different groups are protected, promoted and supported by CSs and DMKs.⁶ Responses were on a 1-5 scale, with 1-2 being very poor/poor, 3 being neutral, and 4-5 being very good/ good. As can be seen in Figure 33, the protection of all “vulnerable” groups, except women and children, can be considered poor (i.e. having an average rating below 3).



Note: 1= Very Poor; 2= Poor; 3= Neutral (neither good nor bad); 4= Good; 5= Very Good

Figure 3: Citizens assessment of SNA’s protection and support of vulnerable groups (Average for CSs and DMKs)

All indicators and indexes were disaggregated according to the gender and poverty of its respondents. Differences in the indexes can be interpreted as reflecting differences in local governance conditions by gender and income. On the whole, there are not significant differences between indexes and indicators across gender: though 3 of the 5 indexes are rated lower by women, on average only 43% of all relevant indicators are rated lower by women. There are several outliers described in the report, especially in terms of women’s perceptions of transparency, and these drive observed gender differences. Differences between the poor and non-poor are more consistent. Four of the five indexes are lower for the poor and on average (across the indexes) 66% of all governance indicators are rated lower by poor respondents.

⁵ Their average assessment of satisfaction was 2.77 where 2 = dissatisfied, 3 = neutral, 4 = satisfied, 5 = very satisfied

⁶ Assessment results for CSs and DMKs were similar, so data in the executive summary have been pooled.

CIVIC ENGAGEMENT

Civic Engagement is “a community-based process, where citizens work individually or together through non-governmental community organizations to influence government decision-making process.” This report assesses civic engagement by investigating the frequency of “informal” contacts between councilors and citizens, citizens’ participation and assessment of the usefulness and effectiveness of formal SNA planning and other meetings, and citizen participation and assessment of the effectiveness of Community Organizations.

Data from this survey reveals 36.6% of all interviewees had at least one informal contact with their CS councilors and 9.7% of all interviewees report at least one informal contact with their DMK councilors (within the last year). Most informal meetings are initiated by councilors (rather than citizens).

40.7% of the citizens interviewed attended at least one formal CS meeting (predominately as part of the planning process) and 3.1% attended at least one formal DMK meeting. Looking only at those who attended these meetings, on average 28.4% of all attendees said they spoke at CS meetings and 38.5% said they spoke at DMK meetings.⁷ Between different social groups women report that they speak significantly more often than men while the poor report they speak less than the non-poor. Citizens found formal meetings to be convenient and relevant. They agreed with the decisions taken. Opportunities to speak were reported to be available and meetings were said to be conducted in a respectful way.

Community organizations work in the arena between the household, the private sector, and the state, to negotiate matters of public concern. They are important institutions in representing the common interests of their members or stakeholders to facilitate their interaction with Government. Overall 10.19% of all citizens reported that they are members of a Community Organization with women and the poor reporting slightly higher participation rates. Citizens perceive cooperation between SNAs and Community Organizations to be good and Community Organizations to be quite effective.⁸ Assessments made by councilors on the usefulness and degree of cooperation were equally positive.

Citizens believe election processes are effective mechanisms to channel their voice; citizens are overwhelmingly in favor of direct elections of DMK councilors.

TRANSPARENCY

Transparency is the “provision of timely and reliable information, which is accessible to all relevant stakeholders.” In terms of demand, very few citizens attempted to access information from SNAs over the last year. Overall 4.9% of all respondents sought information from CSs and 0.9% sought information from DMKs. Of those citizens who requested information, citizens reported that 61.5% of all CS requests were successfully met, while only 12.9% of all DMK requests were successfully met. Citizens requesting information are not satisfied with the information provided by SNAs; the average

⁷ Attendance of DMK meetings was significantly less than CS meetings. The sample size was very small. It is also possible the total number of attendees per meeting was much less, making speaking much easier.

⁸ Citizens’ average assessment of cooperation was 3.81 on a 1-5 scale, with 4 being “good” and citizens’ assessment of effectiveness was 3.79, on a similar scale.

satisfaction rate was 2.00 on a scale of 1-5 (where 2 = dissatisfied). Generally, satisfaction on financial information provided was less than satisfaction on development projects and the timing, content, and decisions made during meetings.

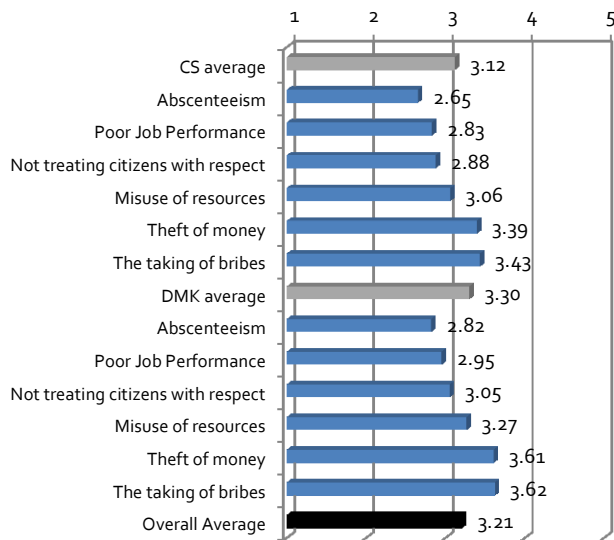
CSs and DMKs provide a wide range of administrative services which are paid for by citizens. Overall, only 37% of all citizens said they were provided the correct prices from CSs while 61.4% of all citizens believe they were provided the correct price from DMKs.

Councilors firmly believe citizens have a right to the access of information and to be explained about council decisions. Councilors believe citizens should be informed about the holding of meetings, decisions made during meetings, financial information, planning, and projects. According to councilors, meetings and public announcements (verbal communication) are superior to written forms of communication (brochures, notice boards) or the use the mass media. CSOs, NGOs and newspapers were not perceived to be effective at providing public information.

ACCOUNTABILITY

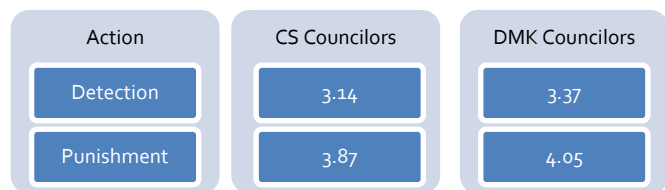
Accountability can be defined as “the obligation of power-holders to answer for their actions, to an authority that may impose a penalty for failure.” This narrow definition is used to distinguish accountability from responsiveness, though the concepts are closely related. In the public service, most “penalties for failure” are applied through internal government channels, though these are influenced though social pressure and are fostered by civic engagement. To assess accountability, citizens were asked to assess the likelihood of punishment for a variety of incorrect actions a public official might take.

Citizens believe it is “somewhat likely” public servants will be held accountable for the misuse of resources, theft of money, and the taking of bribes;⁹ they do not believe public servants are held accountable for absenteeism or poor job performance (ratings are less than the neutral point of 3). Accountability



Note: 1= Very Unlikely, 2= Unlikely, 3= Neutral; 4= Likely 5 =Very Likely

Figure 4: Citizen assessment of the likelihood of public servants being disciplined



Note: 1= Very Unlikely, 2= Unlikely, 3= Neutral; 4= Likely 5 =Very Likely

Figure 5: Councilor assessment of the likelihood of public servants being detected and disciplined for inappropriate behaviour

⁹ These areas have ratings of greater than 3, on a 1-5 scale.

of DMK staff is rated as slightly higher than CS staff for all possible actions. Figure 5 provides councilors' assessments of the likelihood of public servants being detected and disciplined for inappropriate behavior.

RELATIONS BETWEEN SUB-NATIONAL GOVERNMENTS

Relationships between different levels of government are an important element of governance. This report investigated: (i) the frequency of disagreements between different levels of SNAs, (ii) whether disagreements were satisfactorily resolved, (iii) the quality of support provided by different levels of government to each other, (iv) whether SNAs are being provided autonomy to undertake their functions and (v) the sharing and availability of information.

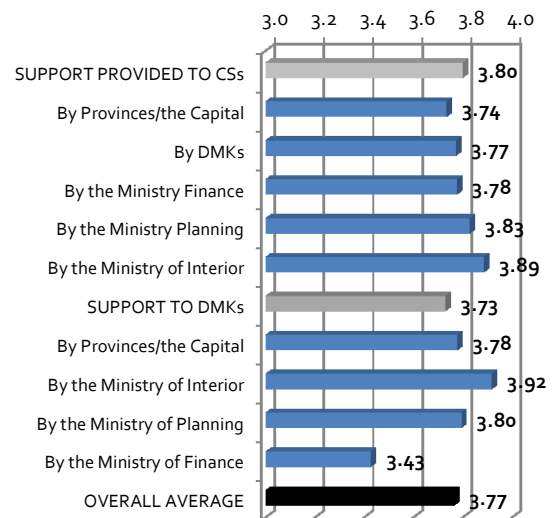
The 717 CS and DMK councilors interviewed documented 219 disagreements between SNAs during the last year. Disagreements were most prevalent between CSs and DMKs; disagreements with Provinces are relatively rare. Disagreements tended to concern land management, fisheries, road construction, development planning, and irrigation. CS Councilors report that their disagreements were successfully resolved 57.1% of the time while DMK councilors report theirs are successfully resolved 73.1% of the time.

As can be seen in Figure 71, Councilors were highly satisfied with the level of support provided by different government organizations. Councilors believe they are provided high levels of autonomy and freedom and that there is little interference by other levels of government in the carrying out of their duties. When interference occurs, Local Governments are considered to interfere more than Central Government Ministries.

Higher levels of government are considered very responsive to the needs of lower levels of government. Councilors from lower levels of government believe, however, they are unable to influence the priorities and expenditures of higher levels of government.

SUMMARY AND INDEXES

The IP3 results framework relies upon the indexes developed through the nationally representative governance survey. All indexes were normalized to a 0-100 scale.



Note: 1 = Very Dissatisfied; 2 = Slightly Dissatisfied; 3 = Neither satisfied nor dissatisfied; 4 = Satisfied; 5 = Very Satisfied

Figure 6: Councilor satisfaction with support from other organizations

Values of the indexes (which will be compared over time) are contained in Figure 7. As can be seen in the final row (third and fourth columns), local governance scores at CS level were roughly 9% higher than local governance scores at DMK level.

Policy Implications

The main purpose of this survey is to track changes in governance over time. Results do however (in some instances) have policy implications. In particular:

1. Since differences in citizens' assessment of service delivery is similar between Central and Local Government services, the argument that SNAs "lack capacity to manage services" is not borne by the data
2. Significant resources are invested in the promotion of women and children. According to results of this survey, women and children are perceived to be better protected than other groups and in the view of citizens less of a priority for support. There are several possible ways to interpret this finding. First, it can be interpreted that the investment made thus far has been effective and therefore it is not surprising to observe higher levels of protection. According to this survey, women participate as much as men, complain as much as men, and are more satisfied with service delivery than men. The same, however, cannot be said about the poor. Second, results can be interpreted as implying that the focus should, at sometime, shift somewhat to other disadvantaged groups, in particular the disabled, ethnic minorities, and the poor. Related to this, it is possible that support for women needs to be better targeted to poor women, rather than to women in general. Future study on the issue of gender and poverty is required to better disentangle the data.
3. Though citizens are aware of how to complain, many wishing to complain do not. Citizens are generally not satisfied with the handling of their complaints. This implies the need to review and strengthen complaints handling mechanisms, to better promote their use and effectiveness.
4. Citizens are not satisfied with current levels of transparency, especially in terms of financial reporting. Traditionally disadvantaged groups, especially women and the poor rate transparency as being particularly low. The reported inability of citizens to

Index	Overall Value of the index	Value (CS only)	Value (DMK only)
Service Delivery	65.14	54.62	55.82
Policy Alignment	46.73	45.01	48.45
Responsiveness	53.75	62.78	37.07
Vulnerable Groups	47.05	48.62	48.24
Civic Engagement	36.62	31.58	28.17
Transparency	29.44	32.97	25.91
Accountability	53.26	51.03	55.50
Intra-Governmental	74.04		
OVERALL	50.75	46.66	42.74

Note: the overall index may not be the average of the CS and DMK index because some questions covered both CSs or DMKs or did not concern either (for example questions about Community Organizations)

Figure 7: Values of different indexes

get the information they seek implies a need to strengthen citizens' rights and access to information.

5. Citizens believe accountability applies (mostly) to the misuse of resources, theft of money, and the taking of bribes rather than absenteeism or poor job performance. This implies a need to strengthen existing performance management systems and to apply the concept of accountability more broadly.
6. Citizens believe election processes are effective mechanisms to channel their voice; they are overwhelmingly in favor of direct elections of DMK councilors.
7. According to councilors, a large number of disagreements between levels of government go unresolved. For example, CS Councilors report that their disagreements were successfully resolved 57.1% of the time. Either the source of the disagreements needs to be addressed (for example, by better allocating functions between different levels of SNAs) or the functioning of Provinces, Line Ministries, or other bodies to resolve CS-DMK disagreements requires strengthening.

CHAPTER 1. INTRODUCTION

1.1. Background

Good governance has long been associated with economic growth and other favorable outcomes.¹⁰ The promotion of good governance at local government level¹¹ is an important component of the Royal Government of Cambodia's National Program (NP) for Democratic Development, and its implementation through the first three year Implementation Plan (IP3). But how is local governance measured and is it improving? This report attempts to answer some of these questions. It documents the results of the **first IP3 local governance survey**.

The survey, which interviews over 1,400 citizens, was designed to track changes in Sub-National governance over time. As such it will be repeated every two years and 2011 provides a baseline for future comparison.

The survey does not aim to conclude whether local governance is "high" or "low" or which elements of governance are performing better than others.¹²

1.2. Defining Governance

Governance is defined as "how power or authority is exerted." It is how society or an organization arranges itself to make and implement collective decisions.¹³ As can be seen in Figure 9,¹⁴

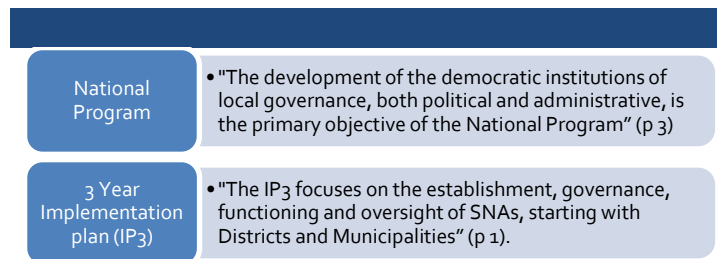


Figure 8: Some key governance statements

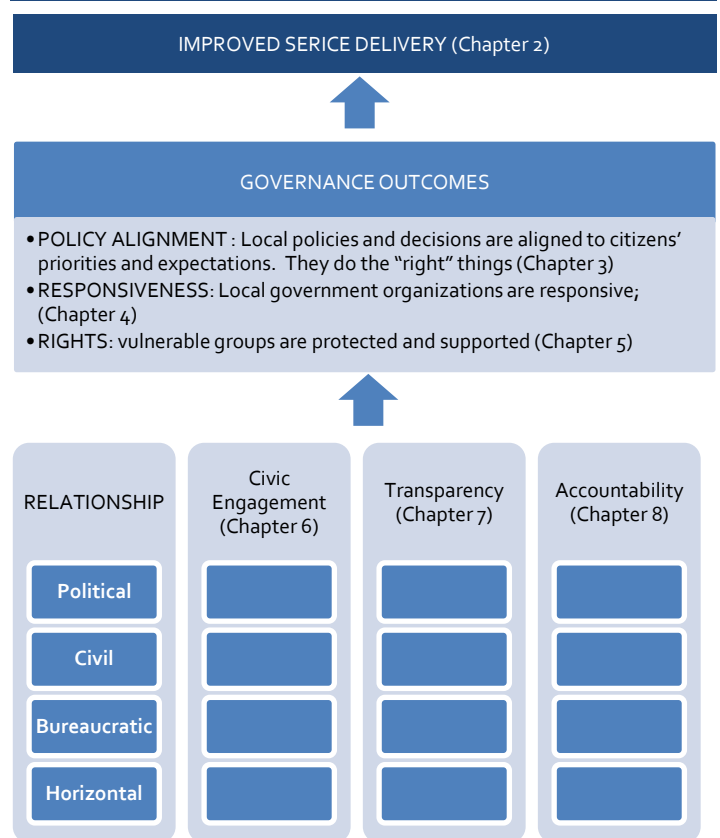


Figure 9: Governance Framework

¹⁰ See for example, Kaufman (2005), Knack and Keefer (1997), Mauro (2004) and others.

¹¹ Local Governments in Cambodia include: Provinces, the Capital; Districts, Municipalities, and Khan; Communes and Sangkat.

¹² Different questions are asked concerning a broad range of topics: civic engagement, transparency, accountability and others. Since the questions differ they are not technically comparable. The questions differ because the topics are multi-dimensional.

¹³ Alternative definitions are: "the exercise of political authority and the use of institutional resources to manage society's problems and affairs" (World Bank, 1991); "The traditions and institutions by which authority in a country is exercised" (World Bank Institute); "the system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and private sector." (UNDP, as quoted in the IP3)

local governance includes four “power” relationships: relationships between (i) citizens and government (“political”); (ii) government and civil society organizations (“civil”); (iii) legislative and executive branches within an organization (“bureaucratic”) and (iv) different levels of government (“horizontal”).

Across each of these relationships, local governance is modeled as consisting of civic engagement (Chapter 6), transparency (Chapter 7), and accountability (Chapter 8).

Improved governance is assumed to lead to four outcomes: improved service delivery (Chapter 2), policy alignment (Chapter 3), responsiveness (Chapter 4), and protection / support of vulnerable groups (Chapter 5). Chapter 9 describes intra and inter-governmental relations, while Chapter 10 describes the Association of Councils. The Annex contains supplementary data.

The remainder of this chapter reviews other governance measures in use in Cambodia and describes the survey’s methodology.

1.3. National Governance

There are numerous international, cross-country comparisons of governance. In Cambodia, where most services are delivered centrally, these surveys largely assess central, not local, governance.

The World Bank Institute’s (WBI’s) “*Governance Matters*”¹⁵ is perhaps the most prominent of these cross-country assessments. Its index covers political stability, regulatory quality, rule of law, voice and accountability, control of corruption and government effectiveness. It aggregates 30 different surveys. During 2010 Cambodia ranked on average (across all measures) in the 21st percentile (100 is the highest and zero the lowest).

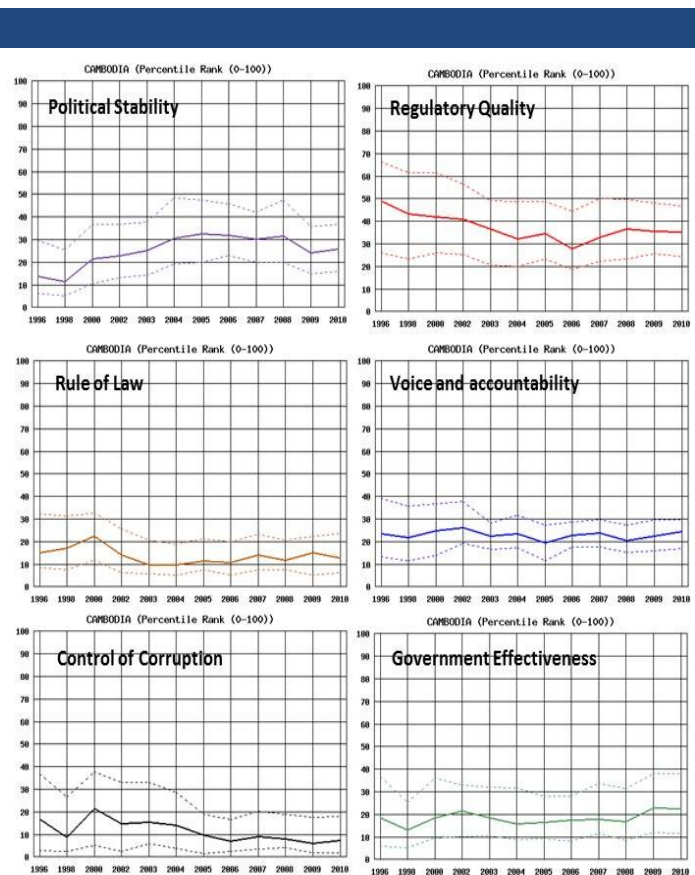


Figure 10: Governance matters (relative ranks)

See http://info.worldbank.org/governance/wgi/sc_chart.asp#

WBI data consists of both absolute measures of governance (on a scale of ± 2.5) and ranks (a relative measures comparing countries). Over the past 10 years (from 2000 to 2010), Cambodia’s score decreased in 4 of the 6 categories (Voice, Rule of Law, Regulatory Quality and Control of Corruption). Because of the large variation in the data none of these changes are statistically significant.¹⁶ Within ASEAN, Cambodia was ranked 8th of the 10 countries in 2010.¹⁷

¹⁴ A more detailed framework is provided in the Annex (see Section 11.2).

¹⁵ Kaufmann D., A. Kraay, and M. Mastruzzi (2010), “The Worldwide Governance Indicators: Methodology and Analytical Issues”

¹⁶ A lower score is represented by a more negative number. See Figure 2 and data in the annex, Section 10.2. There is no definitive cross-country evidence that decentralization improves governance. Generally, fiscal decentralization seems to be

1.4. Local Governance Surveys

This section reviews three local governance surveys: (i) the EU SPACE survey, (ii) the PACT survey, and (iii) the 2008-9 NCDD-S governance survey.

1.4.1 EU SPACE 2011

The 2011 EU SPACE local governance survey (Cambodia Institute of Development Study, 2011) aimed to measure the impact of the program on governance. In the future SPACE will compare governance indexes between 2 EU-SPACE Provinces and 1 control Province. Since 2011 served as a baseline there is no data to compare trends. The survey interviewed 2,121 citizens, 306 Commune councilors, 51 district councilors and 51 district Board of Governors (BoG) members.

Some indicative results of the EU SPACE Survey are summarized in Figure 11 while the Annex (page 54) presents more detailed findings.

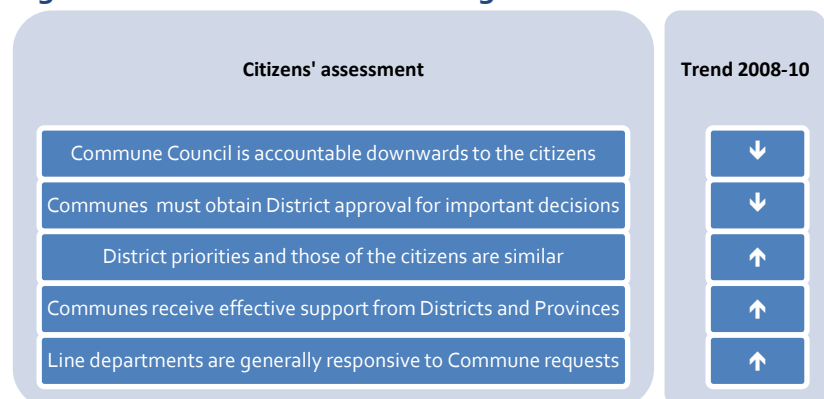
1.4.2 PACT SURVEYS

The second PACT survey (Economic Institute of Cambodia, 2010) was conducted in 2010 and covered 85 target and 45 control communes in 8 Provinces. The 2010 survey intended to follow up the 2008 survey and to measure governance changes. However, questions in the follow-up survey changed significantly and trends could

Figure 11: Some select EU SPACE findings

- Though consultation is perceived to be important by councilors, councilors do not actively contact citizens. The Village Chief is the likely person citizens would seek.
- 99% of the citizens surveyed prefer to vote for the District Council directly rather than having them indirectly selected.
- Citizens' awareness of grievance mechanisms is low. Few citizens actually filed a complaint.
- Respondents perceived CS to be subsidiary to Districts rather than fully autonomous bodies.
- 74% of citizens engaged in public forums and were generally satisfied with them
- Citizens' knowledge on the affairs of councilors is limited, especially in Districts.
- Transparency in the pricing of services is low. This may encourage or reflect corruption. Most councilors/ administrators admitted citizens pay more than the correct price.
- Councilors are aware of the needs of vulnerable groups, but are faced with budget constraints to solve their problems.
- Unlike the PACT survey, there is a mismatch between service delivery priorities of citizens and councilors.
- Unlike the PACT survey, citizens think Councilors are slow to solve their problems.
- Citizens perceive the quality of public services to be low in a number of areas, especially solid waste management and irrigation construction

Figure 12: PACT Trends and findings



- The most significant role of CS Councils is seen to be infrastructure development
- Citizens do not normally attend commune council meetings. Most citizens (87%) and most poor citizens (92%) have not attended a council meeting in the past year. Most participants (77%) said they attended meetings because they were told to attend by authorities
- Citizens are not well informed about CS activities nor are they sure where to find such information. Only about a 1/4 know where any commune councilor lives. Only 10% had ever actively sought information from the commune council.
- The best means for getting information is seen to be the Village Chief and loudspeaker. Village and CS notice boards are not seen as effective
- 60-80% of respondents rated the delivery of education, conflict resolution, and public security services as good/very good, while 30-50% rated irrigation and water supply as good/very good. 87% find the council to be responsive or very responsive

correlated with reduced levels of corruption (Fisman and Gatti, 2002) while federal states, with many tiers of government tend to be associated with higher levels of corruption (regardless of how local leaders were selected / elected: Treisman 2000,2002).

¹⁷ See the Annex, Table 31, page 58. Scores largely reflect the ordering in terms of GDP per capita.

not be systematically tracked. In all, the report documents progress of five variables, 3 of which increased. A more detailed summary of the 2010 PACT survey can be found in the Annex (page 53).

1.4.3 THE NCDD-S GOVERNANCE SURVEY 2010

During 2008 and 2009 NCDD-S carried out baseline and follow up governance surveys. Surveys covered 750 households in 5 provinces and 25 communes. Results are as follows.

Table 3: NCDD-S Governance Results

Conclusion	2008	2009	Scoring / Measure
The term accountability is not well understood in Cambodia but understanding is increasing	1.32	1.79	Understanding of the term. 1= don't know, 2 = not clear at all, 3 = not clear, 4 = somewhat clear, 5 =very clear
A minority of citizens is aware of the accountability box, but awareness is improving. Many citizens are afraid of commune authorities so do not visit the office	29%	39%	% of respondents aware of the accountability box
Accountability posters are less effective than Boxes. Awareness decreased.	25%	20%	% of respondents aware of accountability posters
Citizens perceptions that Commune Councils are accountable is improving	3.06	3.45	1= definitely not accountable, 2 = somewhat not accountable, 3 = Accountable, 4 = somewhat accountable, 5 =very accountable
Very few citizens would complain directly to Commune Councilors or use the Accountability box. Figures are decreasing.	46.3%	32.3%	% of citizens who would complain directly to Communes Councilors or use the Accountability box.
Few citizens actually complain. Complaints are decreasing	12% (4%)	8% (3%)	% of citizens who actually complained to the Commune Council (complaints about projects and the CS fund)
Citizens feel the Commune keeps them properly informed about important plans and decisions. Rates are increasing	3.09	3.43	1= definitely not properly informed, 2 = somewhat not properly informed, 3 = properly informed, 4 = somewhat properly informed, 5 =very properly informed
Communes use funds transparently. Rates are increasing	2.94	3.42	1 = definitely not transparent, 2 = somewhat transparent, 3 = transparent, 4 = somewhat transparent, 5 =very transparent
About half of all citizens participated in meetings where the CS explained about or reported about development projects	54%	52%	% of citizens participating in meetings where the Commune explained about or reported about development projects
About 1/3 of all citizens participate in CSOs	28%	31%	Participation rate
Commune Councils have been addressing priority needs	3.11	3.54	1 = definitely not addressed, 2 = somewhat addressed, 3 = addressed, 4 = somewhat addressed, 5 =very addressed

Based on 30 indicators a governance index was formed by pooling data from 2008 and 2009 and by weighing the indicators based on each indicator's variance (Boret, et. al, 2010).¹⁸ To take into account changes due to the characteristics of the sample respondents,¹⁹ a regression equation was calculated. This found **local governance to have increased by 11%**.²⁰

1.5. Methodology: the NCDD-S National Governance Survey

The IP3 Governance Survey contains roughly 250 different questions. It was designed to:

1. Generate indicators based on the governance framework outlined in section 1.2
2. Be nationally representative and to survey citizens, councilors and Boards of Governors
3. Cover DMKs and CSs but not Provinces/the Capital

¹⁸ The study used a pooled PCA (Principle Component Analysis) and FA (Factor Analysis) model. In this procedure indicator weights and values change with every new, additional year of data. The procedure is valid for comparing indexes over time

¹⁹ Different randomly selected respondents were interviewed each year.

²⁰ This regression also takes into account differences in the 5 Provinces surveyed (i.e. Province as well as individual effects). If Province effects are ignored the local governance indicator increased by 17%, not 11%.

1.5.1 SAMPLING FRAME OF THE IP3 NATIONAL LOCAL GOVERNANCE SURVEY

A sampling frame was developed to randomly select respondents at levels sufficient to draw sound statistical inferences. In future years, the same locations will be used but different interviewees will be drawn.²¹ To derive the optimal sample size, it was assumed the variation in responses would be the same as the PACT 2010 survey and that a confidence interval of $\pm 20\%$ (80% statistical power) was sufficient to draw inferences. In all 2,180 respondents were targeted. Sampling covered: 192 villages, 96 CSs, 48 DMKs, and 12 Provinces, in all five geographic zones (see Table 32 in the Annex). In particular:

1. The sample is not large enough to draw statistically valid inferences by PC (Province Capital), DMK or CS.
2. Where possible, results are compared by (i) the level of government (DMK, CS), (ii) gender (Male, Female) (iii) whether the respondent lives in a rural or urban location, and (iv) poor and non-poor respondents

1.5.2 OUTLIERS

Prior to analyzing survey results, NCDD-S applied statistical techniques to assess the prevalence of outliers.²² Outliers may be “real” (reflect the true distribution of responses) or may be due errors in data collection or the misinterpretation of questions. It is not possible to distinguish between these possibilities. Using the techniques documented in footnote 22, 27% of the data can be considered to be outliers.

1.5.3 LIMITATIONS OF SURVEY DATA

All surveys have limitations. They capture perceptions, not fact; what people say rather than what they might do. Respondents may not understand the question or may not answer truthfully. Interviews are social processes, and responses depend on who is asking the question, the wording of the question, the ordering of the question, and many other factors.²³ There are numerous biases, including the tendency to select central answers, rather than outlying ones. This reduces the variation in the data. In the case of local governments, respondents may not be able to distinguish between the roles and functions of DMKs as opposed to CSs or Central Government. Ideally, service delivery questions should be asked at the point of service delivery, immediately after receiving a service, when recall is most accurate.²⁴

1.6. Indexes, Likart scales, and the presentation of results

A composite indicator is formed by compiling a set of individual indicators into an **index** on the basis of an underlying model.²⁵

Respondent	Sample size
CITIZENS	1,412
DMK COUNCILORS	336
DMK BOG	48
CS COUNCILORS	384
TOTAL	2,180

- A detailed sampling methodology is described in the NCDD document “Governance Survey Methodology and Questionnaire”

Figure 13: Sampling Frame

²¹ This is called a repeated (pooled) cross-sectional sampling methodology. In the future, statistical methods will be used to account for variation in the sampled households, i.e. individual respondent effects

²² The Robust Mahalanobis Distance (RMD) was used iteratively to identify outliers (and hidden outliers) for all observations.

²³ See Bertrand and Sendhil Mullainathan, 2001.

²⁴ The instrument combines a service delivery survey with a governance survey. This would have drastically increased costs.

²⁵ The pros and cons as well as the methodology for creating composite indexes is described more fully in OECD, 2008

Indexing combines unlike numbers into a single measure.

Indexes are constructed to measure multidimensional concepts which cannot be captured by a single indicator, in this case “governance,” or “accountability.” The framework (Section 1.2) identified the broad concepts be measured; the questionnaire provides the individual indicators. An index is formed by: (i) normalizing the individual indicators into a common scale, (ii) applying a weight to the normalized data and (iii) aggregating the sum of the normalized data times the weight for each individual indicator to form the index.

The indexes are hierarchical (see Figure 15) with indicators being summed to form sub-indexes and sub-indexes summed to form higher indexes. In all cases the weights used were the same (i.e. all indicators are counted equivalently).

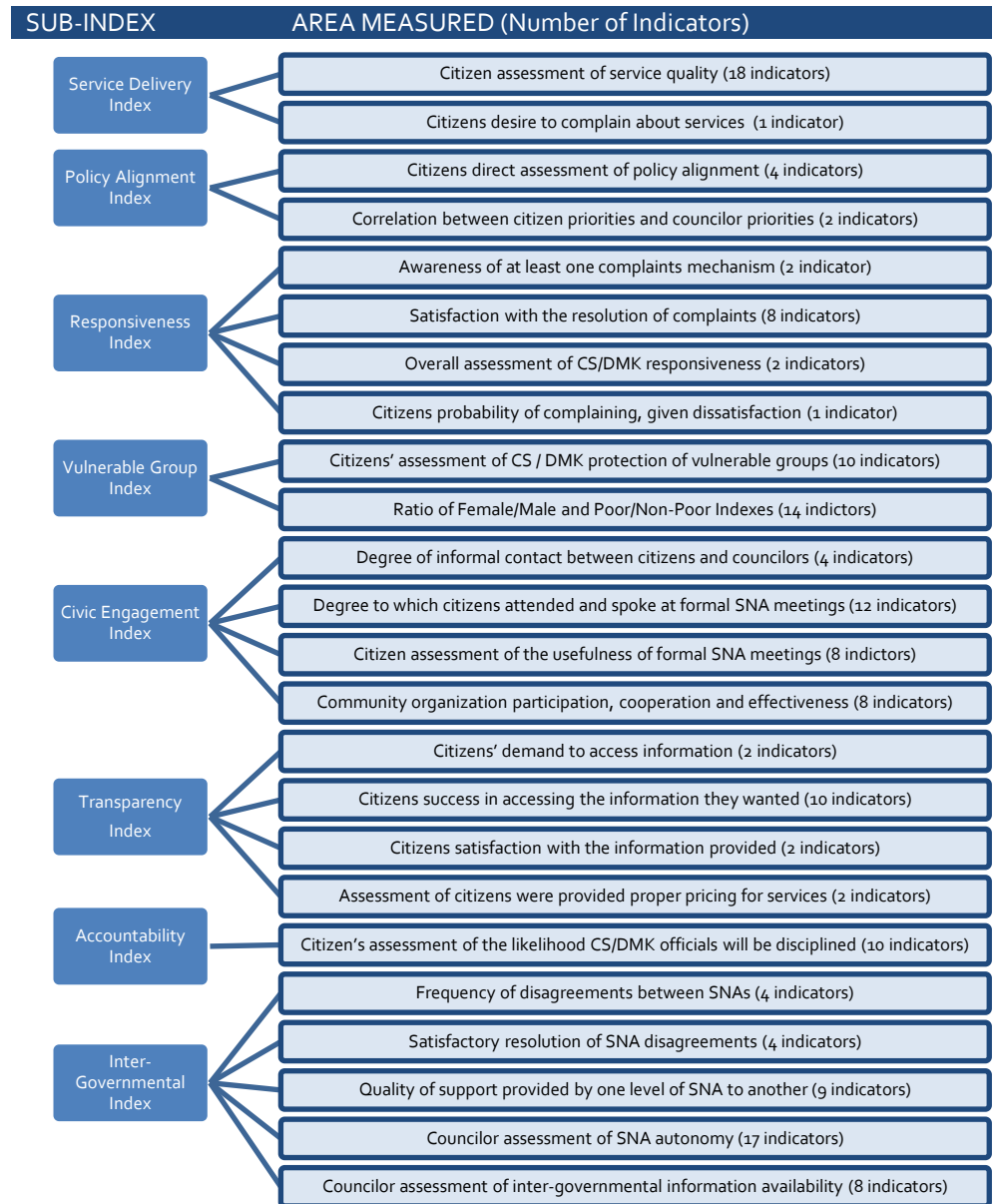


Figure 15: The Governance Index

How well do you think your CS supports/protects the following vulnerable groups?

GROUP	Very poor	Poor	Neutral	Good	Excellent
A Poor People	1	2	3	4	5
B Youth	1	2	3	4	5
C Women and children	1	2	3	4	5
D Ethnic minorities	1	2	3	4	5
E Disabled people	1	2	3	4	5

Figure 14: Example of a 1-5 Likert Scale

1.6.1 LIKERT SCALES

Many survey questions are in the form of a **Likert Scale**. The scale provides a range (usually 1-5)²⁶ which aims to capture the intensity of the interviewees' feelings for a given item. Across all respondents an average can be taken; for example if the average in Figure 14 was 4.1 this would mean the average respondent ranked the support and protection as "good" (or slightly above good). In the questionnaire all scaled questions are based on a 1-5 scale with 1 being the least favorable assessment and 5 being the most favorable.

1.6.2 MALE - FEMALE, URBAN-RURAL AND OTHER GAPS

Results were also compared between male and female respondents, between rural and urban residents and between poor and non-poor respondents. In making the comparison a ratio of average responses between the two groups is taken, for example, the "average female assessment score as a % of the average male assessment score." Ratios highlight areas where differences are the greatest. An example is provided in Figure 16.

To compare governance results between poor and non-poor respondents, "poor" respondents first had to be identified. To do so,²⁷ a village level equation was

How well do you think your CS supports and protects the following vulnerable groups? (Hypothetical Results)

GROUP	A. Average assessment score (Female Respondents)	B. Average assessment score (Female Respondents)	C. Ratio of Female to Male score (A ÷ B)
A Poor People	2.6	4.0	65%
B Youth	4.3	3.7	116%
C Women / children	2.9	3.8	76%
D Ethnic minorities	3.3	2.2	150%
E Disabled people	3.6	3.5	103%

Figure 16: Example of a comparison between male and female governance assessments

used to rank respondents based on their poverty estimated according to their stated ownership of assets like motorcycles. The lowest ranked 25% of respondents were considered "poor."

1.7. Baselines and drawing inferences

Since this is the baseline year for generating the local governance index comparisons can only be made once the survey is repeated, in 2013. In 2013 the analysis will: (i) create indexes based on the weights used in this report, (ii) using statistical techniques account for differences due to the sampling framework (i.e. individual level effects).

1.8. The Sample

Interviewees were asked a wide range of demographic questions (see the Annex, Table 33, for the full details). Overall, 1,344 citizens were interviewed (compared to a target of 1,412). 61.7% were female and the average household size was 5.36. 52.1% were the head of the household while 32.9% were the spouse of the household; 39.2% had studied beyond primary school.

²⁶ Sometimes an even-point scale is used, where the middle option of "Neither agree nor disagree" is not available. This is called a "forced choice," since the neutral option is removed. The neutral option can be seen as an easy option to take when a respondent is unsure, and so whether it is a true neutral option is never known. Generally, it has been shown that when comparing between a 4-point and a 5-point Likert scale, where the former has the neutral option unavailable, the overall difference in response is negligible.

²⁷ Ideally a household level regression equation, establishing a statistical relationship between household income (or consumption) and observable "proxy" indicators (such as whether the household had a tin roof and other assets) would be used. Based on these observable indicators income and poverty would be imputed.

Citizens' main occupation was farming and timber/natural resource collection. Concerning councilors and the Board of Governors (BoG), 75.6% of CS councilors and 80.7% of DMK councilors were from the current ruling CPP Party.²⁸ Of the CS councilors, 18.5% were female and of the DMK councilors, 21.8% were female. Samples are described in more detail in the Annex (see Table 33).

²⁸ Since all councilors were sampled any differences in party affiliation with the national composition arose due to the sampling of geographic locations only.

CHAPTER 2. SERVICE DELIVERY

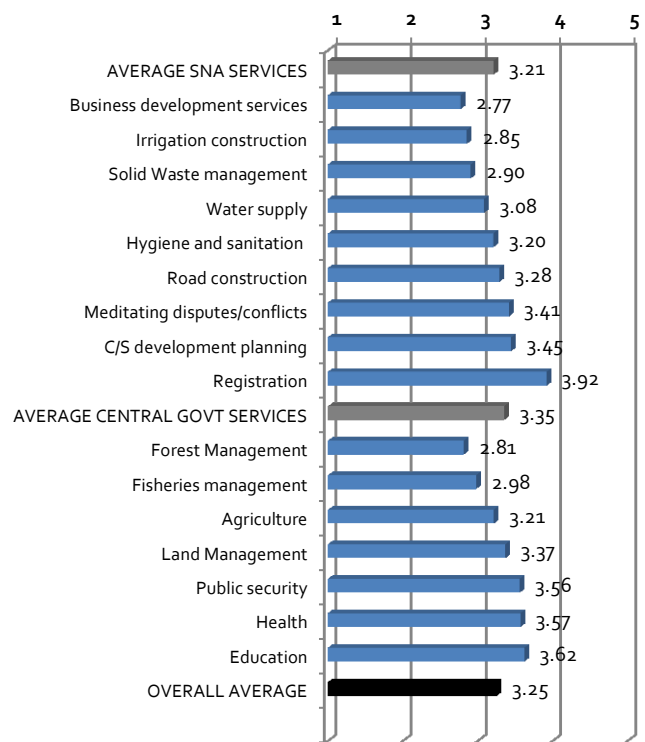
2.1. Introduction

This chapter reviews citizen and councilors’ assessments of the quality of DMK and CS service delivery. Sixteen different services are assessed, as are perceptions between Councilors and Citizens, between male and female citizens, between urban and rural citizens and between poor and non-poor citizens. Some of the services are provided largely by SNAs while others are provided largely by Central Government Line Ministries. Since this survey marks the baseline it is not possible to tell whether service delivery satisfaction is improving.

As stated in the introduction, ideally, a service delivery survey is carried out at the point of service delivery right after a client receives a service. However due to the expense of this approach citizens were interviewed at home. This poses several limitations: (i) assessments are based on recall, often of events which may have taken place some time ago, and (ii) citizens may not be sure who (which level of government) provided the service.

Services were classified into two categories: services largely provided by SNAs (like irrigation construction) and services largely provided by central government (like health). In reality SNAs contribute varying amounts to the delivery of central government services, for example by serving on school boards, by constructing classrooms or by monitoring performance.²⁹

Figure 17: Citizen Satisfaction with SNA Services

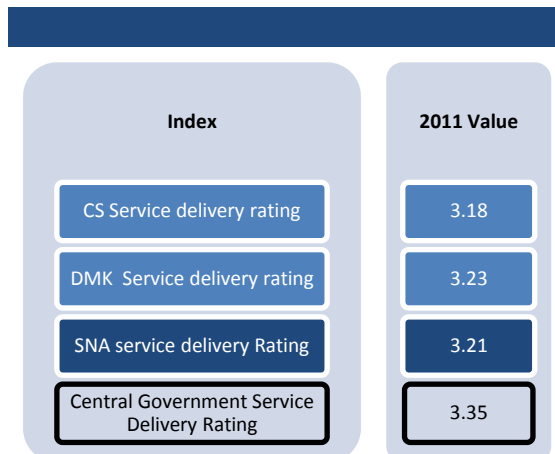


2.2. Service Delivery: Citizen’s Perspectives

Citizens were asked to rate the quality of the services they received from CSs and DMKs during the last year. Figure 17 lists the services assessed. They were scored on a 1-5 Likert scale (1 = very poor, 2 = poor, 3 = neutral, 4 = good, 5 = excellent). A score above 3 indicates satisfaction; a score below 3 indicates dissatisfaction. Results can be summarized as follows:

²⁹ It was not feasible to use the National Budget, for example, to calculate what percentage of the education budget is contributed by SNAs. Looking at CS Fund infrastructure projects from 2002 to 2011, health made up 0.047% of all expenditures, education 2.72%, and environmental management 0.026%. This, however, understates SNA contributions because it does not include sector and project coordination or recurrent service costs.

1. Overall satisfaction for SNA services averaged 3.21 and for Central Government services 3.35. Differences are slight and the argument that SNAs lack capacity to manage services is not borne by the data.
2. Citizens are generally not satisfied with business development services, irrigation construction, and solid waste management. This ranking corresponds closely to calculations of implied rate of returns (Boret, 2011), with road construction having the highest returns, followed by solid waste management and irrigation. Rankings are also similar to the EU SPACE survey.
3. For Central Government services citizens are not satisfied with natural resource management services; they tend to be satisfied with health, education and security.
4. Citizens cannot distinguish DMK and CS services.³⁰ As can be seen in Figure 18 and in the Annex (Table 34 and Table 35) the ordering or ranking of service delivery satisfaction is essentially the same for CSs and DMKs and the correlation of ranks is 99.1%.³¹



Note: scoring was on a 1-5 Likert scale (1 = very poor, 2 = poor, 3 = neutral, 4 = good, 5 = excellent)

Figure 18: Service delivery ratings

2.2.1 COMPLAINTS

Citizens were asked whether, during the last year, they felt the “need or had the desire” to complain about the delivery of public services. A desire to complain reflects dissatisfaction with service delivery. Overall, 15% of all citizens felt the need or desire to complain. Amongst different social groups females, urban residents, and poor citizens were less likely to feel the need to complain.

2.3. Citizen’s Perspectives on the quality of service delivery by Gender, Poverty, and Residence

Are some citizens more satisfied with the quality of services received than others? In Table 4, ratios of the average degree of satisfaction are taken between women / men, between rural / urban residents, and between poor / non-poor respondents.³² A ratio above 100% means the numerator (top part of the fraction) was on average more satisfied. As can be seen below:

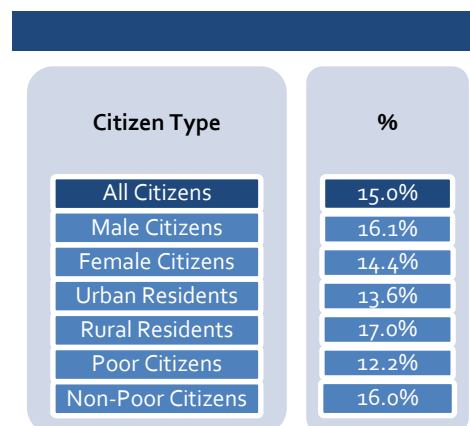


Figure 19: % of Citizens’ feeling the desire or need to complain

³⁰ CSs and DMKs provide the same services under the “general mandate” of the Organic Law. There is no specialization or division of labor.

³¹ It was expected service delivery ratings for DMKs would be low, since DMKs currently provide a limited number of services and that assessment results would improve from this baseline.

³² As was described in Chapter 1, if, on a scale of 1-5 women rated the delivery of road construction with an average score of 2.72 and men with an average of 3.05, then women are 89% as satisfied as men ($[2.72 \div 3.05] \times 100$). Therefore, a percentage less than 100% indicates less satisfaction while a percentage greater than 100% indicates greater satisfaction.

1. On average women were 2.9% more satisfied with local government service delivery than men. Of the 16 services, women rated only one service (education) lower than men
2. Rural residents were 9.9% more satisfied than urban residents with the quality of services they received
3. The 25% poorest respondents in the sample were 7.4% less satisfied with the quality of services received than the 75% wealthiest respondents in the sample. The largest gaps were in water supply and hygiene and sanitation.

Table 4: Ratio of Service Delivery Assessments (Female/Male; Rural/Urban; Poor/non-poor)

Service	Female / Male	Service	Rural / Urban	Service	Poor / non-Poor
AVERAGE SNA	102.9%	AVERAGE SNA	109.9%	AVERAGE SNA	92.6%
Irrigation Construction	100.5%	Registering births, marriages and deaths	100.7%	Water Supply	86.8%
Registering births, marriages and deaths	101.1%	Business Development	101.2%	Hygiene and sanitation	89.4%
Water Supply	101.6%	Dispute mediation	103.6%	CS Development Planning	91.7%
Dispute mediation	102.4%	Road Construction	106.1%	Solid Waste Management	92.1%
Road Construction	102.4%	CS Development Planning	107.7%	Irrigation Construction	92.1%
Business Development	103.4%	Hygiene and sanitation	113.4%	Business Development	93.4%
CS Development Planning	104.0%	Irrigation Construction	113.5%	Dispute mediation	93.7%
Hygiene and sanitation	104.3%	Solid Waste Management	118.0%	Road Construction	96.8%
Solid Waste Management	106.6%	Water Supply	124.9%	Registering births, marriages and deaths	97.0%
AVERAGE CENTRAL GOV	101.8%	AVERAGE CENTRAL GOV	105.3%	AVERAGE CENTRAL GOV	95.8%
Education	99.1%	Health	101.1%	Agriculture	91.4%
Land Management	100.8%	Public Security	102.1%	Education	93.6%
Public Security	101.2%	Land Management	103.5%	Land Management	95.1%
Health	101.4%	Forestry	103.9%	Health	95.6%
Fisheries	102.2%	Education	105.6%	Fisheries	96.0%
Agriculture	102.9%	Agriculture	108.1%	Public Security	98.4%
Forestry	104.8%	Fisheries	112.9%	Forestry	100.7%
ALL	102.4%	ALL	107.9%	ALL	94.0%

NOTE: Ratios are sorted from highest to lowest for each group

2.4. Councilors' Perspectives on Service Delivery

Since they are rating their own work, one would expect councilors to rate service delivery higher than citizens.³³ The table below takes the ratio of councilors' average assessment of service quality to citizens' average assessments. Key findings are as follows.

1. On CS councilors rate local government service delivery 9.8% higher than citizens, while DMK councilors rate it 10.1% higher. This gap is similar to rural urban (9.9%) and non-poor to poor (7.4%).
2. In terms of specific services councilors tend to rate agriculture, business promotion, and hygiene, development planning, and sanitation significantly higher than citizens do

Table 5: Ratio of Councillors' service delivery assessments to citizens assessments

Service	CS Councilor / Citizen	DMK Councilor / Citizen
CENTRAL GOVERNMENT SERVICES	107.70%	108.22%
Forestry Management	106.21%	111.46%
Fisheries Management	106.00%	115.13%
Agriculture	116.46%	115.28%

³³ They may feel obligated or pressured to report positive results. Citizens, on the other hand, may be prone to exaggerate how poor services are, especially if they feel helpless to improve the situation.

Service	CS Councilor / Citizen	DMK Councilor / Citizen
Land	107.82%	101.92%
Public Security	107.20%	104.50%
Health	105.49%	103.85%
Education	104.74%	105.38%
LOCAL GOVERNMENT SERVICES	109.77%	110.13%
Business Promotion/Development	115.36%	124.37%
Irrigation	109.00%	116.19%
Solid Waste Management	102.34%	104.11%
Water	106.71%	110.03%
Hygiene and Sanitation	111.40%	111.39%
Roads	113.51%	107.49%
Dispute Resolution	108.19%	101.75%
Development Planning	115.44%	114.53%
Registration	105.94%	101.31%
OVERALL	108.49%	109.21%

2.5. Indexes and conclusions

This chapter summarized citizen and councilor assessments of the quality of 16 services provided in SNA jurisdictions. Some services are predominately provided by SNAs (9) others predominately by Central Government Line Ministries (7). Overall, citizens rate services as being neither good nor bad; on a 1 to 5 scale, with 3 being “neutral” and 4 being “good” service assessments averaged a score of 3.25. This masks a tremendous difference between services, with business development, irrigation, forest and fisheries management being “poor” and registration, public security, health, and education all receiving scores of 3.5 or greater (i.e. being “good”).

Central government services were rated to be slightly better than SNA services (with average ratings of 3.35 for Central Government and 3.21 for Local Government (Central Government services were assessed as being 4.4% better). On average women were 2.9% more satisfied with local government service delivery than were men. Rural residents were 9.9% more satisfied than urban residents and the poorest quartile of respondents were 7.4% less satisfied than the three wealthiest quartiles. CS councilors rate local government service delivery about 10% higher than do citizens. To assess SNA service delivery performance over time the data was used to construct 3 indexes (see Table 37 in the annex for details, and below for a summary).

Table 6: Service Delivery Index

Index / Indicators	Weight	NORMALIZED INDEX VALUES on a 0-100 scale						
		All	Male	Female	Urban	Rural	Poor	Non-Poor
1. SNA SERVICE DELIVERY INDEX		65.14	63.88	65.96	63.48	67.14	62.96	65.69
1.1. CS Service Delivery Index (covering 9 local services)	1/3	54.62	53.05	55.65	51.88	58.48	50.14	56.03
1.2. DMK Service Delivery Index (covering 9 local services)	1/3	55.82	54.70	56.58	52.21	59.91	50.96	57.01
1.3. % of citizens not feeling the need to make a complaint about service delivery	1/3	84.97	83.88	85.65	86.35	83.04	87.80	84.03

CHAPTER 3. POLICY ALIGNMENT

3.1. Introduction

Policy alignment describes the degree to which an organization’s priorities and actions reflect those of its clients. Does it “do the right things?”³⁴ Has the political process ensured leaders respond to the preferences of their constituencies? Two strategies are employed to assess policy alignment.

1. Asking citizens directly whether CS and DMKs have the same development priorities and whether CSs and DMKs use resources “wisely to help people”
2. Comparing what citizens’ and councilors’ stated priorities

Results are discussed in turn.

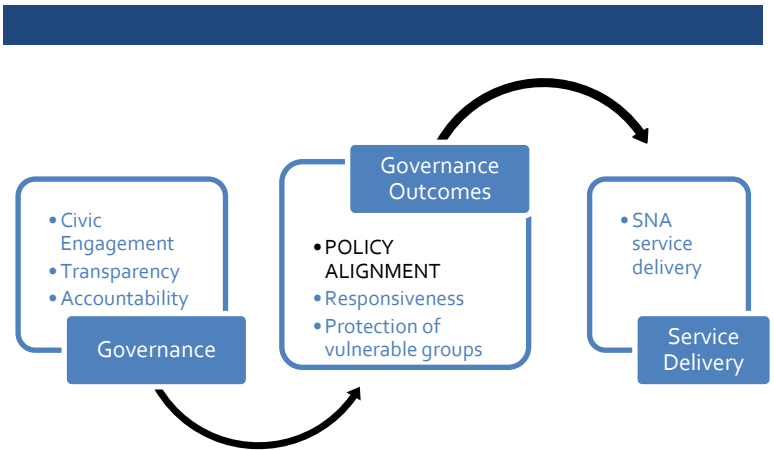


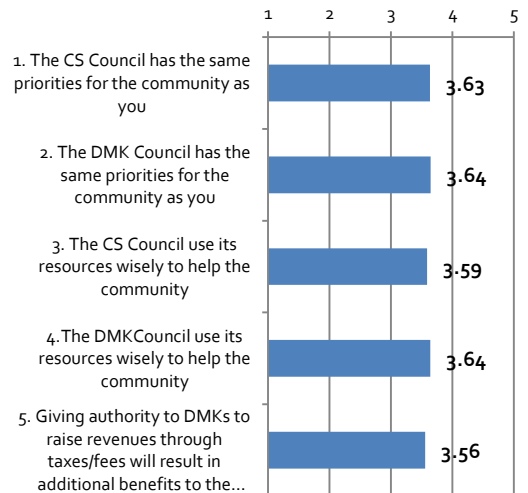
Figure 20: Policy Alignment

3.2. Citizens’ direct assessment of policy alignment?

Citizens were asked to assess CS and DMK priorities directly. Four assessments were made (questions 1-4 in Figure 21) while an additional question concerned the powers of taxation.³⁵ On the Likert Scale a 3 is considered indifferent. Results are as follows:

1. Questions 1-4 (with an average of 3.62) indicate general agreement that CSs and DMKs priorities reflect those of the community
2. There is no significant difference between CSs and DMKs in terms of policy alignment
3. Citizens are generally in favor of providing taxation powers to DMKs in order to expand DMKs’ revenue base

To what degree do you agree with the following?



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 21: Citizens’ direct assessment of policy alignment

³⁴ Policy alignment reflects WHAT the organization does, not HOW WELL it does it.

³⁵ The last question concerns expenditure choice, since it asks whether the DMK is likely to use the additional resources wisely.

3.2.1 DIFFERENCES IN POLICY ALIGNMENT ACROSS SOCIAL GROUPS

Do some groups of citizens find councilors' priorities to be better aligned to their own than do others? Below, ratios of the average scores on the first four questions described in Figure 21 are taken between women / men, rural / urban, and poor / non-poor citizens.³⁶ Results are:

1. There is little difference in social groups' direct assessment of policy alignment
2. The data does not indicate that DMK or CS choices are biased against women
3. If anything, the "poor" find councils' priorities to be slightly more aligned to their own than do the "non-poor"³⁷

Table 7: Ratio of Policy Alignment assessments by different social groups

Assessment	Female / Male	Assessment	Rural / Urban	Assessment	Poor / non-Poor
The CS Council has the same priorities for the community as you	97.72%	The CS Council use its resources wisely to help the community	97.77%	The DMK Council has the same priorities for the community as you	99.70%
The CS Council use its resources wisely to help the community	98.78%	The DMK Council has the same priorities for the community as you	98.54%	The CS Council has the same priorities for the community as you	100.64%
The DMK Council has the same priorities for the community as you	101.05%	The DMK Council use its resources wisely to help the community	98.70%	The CS Council use its resources wisely to help the community	102.06%
The DMK Council use its resources wisely to help the community	101.45%	The CS Council has the same priorities for the community as you	99.11%	The DMK Council use its resources wisely to help the community	102.79%
Average	99.75%	Average	98.53%	Average	101.30%

NOTE: Ratios are sorted from highest to lowest for each group

3.3. Correlation between citizen and councilor priorities

Citizens and councilors were asked to list the highest priority service for their communities. Responses were then coded into the standard service list assessed in Chapter 2 and based on the number of times a service was listed a ranking for citizens, CS, and DMK councilors was developed. For example, citizens ranked agriculture as the 6th most important service while CS councilors ranked it the second most important service. Rankings were then used to determine a correlation between citizens' ranks and councilor's ranks.³⁸

The R-squared of these correlations describes the "closeness of fit" of citizen and councilor priorities. R-squares are on a 0-1 scale,³⁹ with a value less than 0.3 considered a weak fit. As can be seen below, the R-Squared between citizens and CS councilors was 0.24 while the R-squared between citizens and DMK councilors was 0.32. Priorities are not highly correlated.

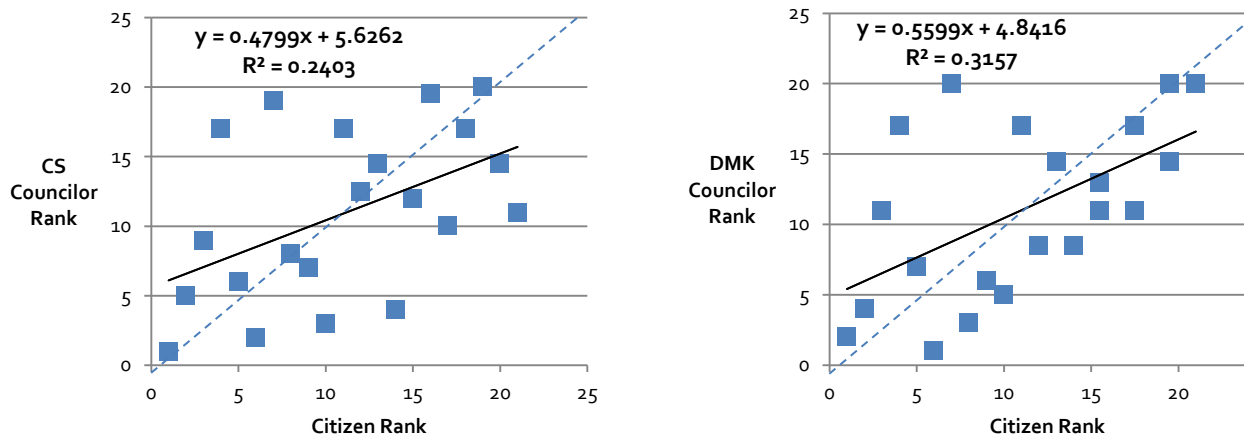
³⁶ As was described in Chapter 1, if, on a scale of 1-5 women rated CS policy alignment with an average score of 2.72 and men with an average of 3.05, then women assess alignment at 89% that of men ($[(2.72 \div 3.05) \times 100]$). Therefore, a percentage less than 100% indicates less alignment (of women to men, rural to urban, poor to non-poor) while a percentage of greater than 100% indicates greater alignment.

³⁷ The poor were identified as the 25% poorest in the sample; the non-poor are the remaining 75%

³⁸ Rankings can be found in annex, see Table 38.

³⁹ A value of zero is no correlation (closeness of fit) while a value of 1 is a perfect fit.

Figure 22: Correlation of citizen and councillor priorities at CS (left) and DMK (right)



Note: Each square represents a ranking by either citizens or councillors. The dashed blue line would be where all data points lie if the priorities were exactly the same. Points above the dashed line are services that citizens value higher while points below the dashed line are services councillors' value higher. The solid black line is the best fit Ordinary Least Square's regression line.

In which services are there major differences in priorities?

1. When compared to councillors, Citizens tend to more highly prioritize water, electricity, hygiene and sanitation, as well as the support of disabled people⁴⁰
2. When compared to citizens, councillors tend to more highly prioritize support to Women and Children, Agriculture, Business Promotion , and Health

Table 8: Services or Issues with major differences in rank (difference in ranks are in parenthesis, as average citizen ranking minus average councillor ranking)

	CS Councillors	DMK Councillors
Services where citizen's rank the service at least 4 spots higher than councillors (Below the dotted line)	Water (+13 ranks higher by citizens), Electricity (+12), Support to disabled people (+6), Hygiene and sanitation (+6), Taxation (+4)	Water (+13 ranks higher by citizens), Electricity (+13), Hygiene and sanitation (+8), Support to disabled people (+6)
Services where councillors rank the service at least 4 spots higher than citizens (Above the dotted line)	Health (10 ranks higher by councillors), Registration of events (-10), Business Promotion (-7), Support to Women (-7), Agriculture (-4)	Support to Women (6.5 ranks higher by councillors), Agriculture (-5), Development Planning (-5), Business Promotion (-5), Health (-5)
Services where councillors and citizens rank their importance similarly (± 3 spots)	Irrigation , Public Security, Development Planning, Roads, Education, Legal Issues, Land Management, Conflict Resolution, Support to Youth, Fisheries	Irrigation , Public Security, Roads, Education, Legal Issues, Land Management, Conflict Resolution, Support to Youth, Fisheries, Registration of events

3.3.1 CORRELATIONS BY SOCIAL GROUP

Values for the R-squared (correlation) between citizen and councillor priority rankings were calculated for each of the standard social groups (men, women, rural, urban, poor, non-poor).⁴¹ Detailed ranks can be found in the annex (see the 6 tables in Section 11.10). As depicted in Figure 23 on the next page:

⁴⁰ CSs and DMKs play little role in the delivery or oversight of electricity. Some respondents or enumerators may have confused or misclassified health services (hospitals, dispensaries) with hygiene and sanitation.

⁴¹ For each group separate ratings were derived and these were regressed with councillor ratings.

1. At CS level, councilor priorities more closely match male citizen priorities than female citizen priorities
2. At CS level, councilor priorities more closely match the priorities of non-poor citizens

3.4. Indexes and Summary

This chapter assessed the degree to which DMK and CS priorities are aligned to those of citizens. When asked directly, citizens believe council priorities and use of resources to be generally in line with their own (having an average assessment score of 3.62 on a 1-5 scale). There were no serious differences across social groups, indicating DMs and CSs are attempting to address what may be the different needs of women, the poor and rural residents. However, when citizens and councilors were asked to independently identify their priorities, the ranking of these priorities was not highly correlated and CS councilor priorities were seen to better reflect priorities of men and non-poor citizens. To assess SNA policy alignment performance over time the data was used to construct several indexes, on a 0-100 scale. These are reproduced below.

Social Group	Correlation with CS Councilors	Correlation with DMK Councilors
All	0.2403	0.3157
Male	0.2332	0.2954
Female	0.2090	0.2955
Rural	0.1744	0.2404
Urban	0.1705	0.2425
Poor	0.1571	0.2907
Non-Poor	0.2442	0.2832

Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 23: R-Squared Correlation of Citizen and Councillor Priorities (by Social Group)

Table 9: Policy Alignment Indexes

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS POLICY ALIGNMENT INDEX			45.01	44.83	43.33	41.93	41.20	40.91	45.18
1.1. CITIZEN-PER-3A Citizens' assessment of whether the CS Council has the same priorities for the community that the interviewee (citizen) does (1-5)	1/4	3.63	65.86	67.14	65.04	66.20	65.39	66.30	65.72
1.2. CITIZEN-PER-3C Citizens' assessment of whether the CS Council uses its resources wisely to help the people (1-5)	1/4	3.59	66.11	65.53	66.49	66.66	65.31	65.90	66.18
1.3. Correlation of Citizens and CS Councilors' stated priorities	1/2	24.03	24.03	23.32	20.90	17.44	17.05	15.71	24.42
2. DMK POLICY ALIGNMENT INDEX			48.45	47.40	47.46	45.02	44.32	48.02	46.55
2.1. CITIZEN-PER-3B Citizens' assessment of whether the DMK Council has the same priorities for the community that the interviewee (citizen) does (1-5)	1/4	3.64	64.67	65.33	64.23	65.51	63.49	66.06	64.22
2.2. CITIZEN-PER-3D Citizens' assessment of whether the DMK Council uses its resources wisely to help the people. (1-5)	1/4	3.64	65.98	65.20	66.51	66.48	65.29	67.87	65.35
2.3. Correlation of Citizens and DMK Councilors' stated priorities	1/2	31.57	31.57	29.54	29.55	24.04	24.25	29.07	28.32
3. SNA POLICY ALIGNMENT INDEX			46.73	46.12	45.40	43.47	42.76	44.46	45.87
3.1. CS Policy Alignment Index	1/2		45.01	44.83	43.33	41.93	41.20	40.91	45.18
3.2. DMK Policy Alignment Index	1/2		48.45	47.40	47.46	45.02	44.32	48.02	46.55

CHAPTER 4. RESPONSIVENESS

4.1. Introduction

This report uses the term “responsiveness” to describe the degree to which SNAs react to emerging problems or issues which affect their clients. While “policy alignment” (Chapter 3) describes the general direction an SNA takes, “responsiveness” reflects the more continuous process of adjusting service delivery to client’s expectations. Responsiveness is interpreted to concern feedback and to reflect day-to-day implementation. The assessment of “responsiveness” looks at:

1. Whether citizens are aware of feedback and complaints mechanisms
2. Whether citizens who felt the need to complain, actually did⁴²
3. The degree to which citizens believe complaints were satisfactorily resolved
4. Citizens’ direct assessment of SNA responsiveness

Each of these four areas is described in turn.

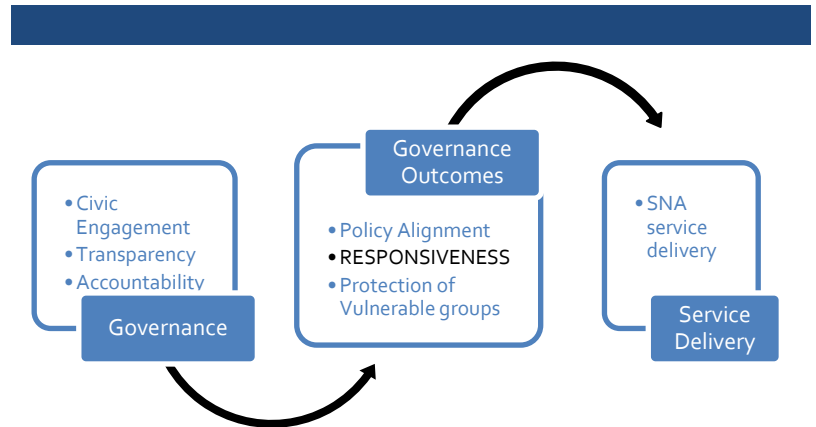


Figure 24: Responsiveness

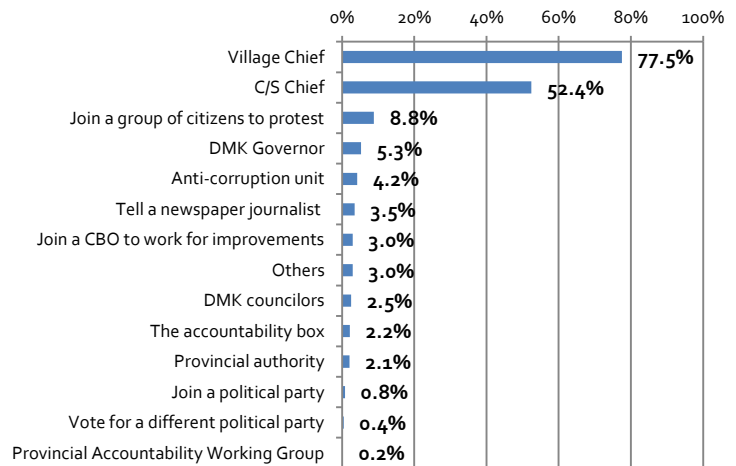


Figure 25: % of citizens aware of feedback mechanisms

4.2. Citizen Awareness of Feedback Mechanisms

To gauge awareness, citizens were asked: “If you think a public service is not being provided well, how can you express your dissatisfaction?” Responses were coded into the 12 categories depicted in Figure 25.⁴³

⁴² This reflects citizens’ expectation that complaints will be responded to

⁴³ Of these, 4 mechanisms are not concerned with SNAs and therefore measure general awareness These are: (i) a newspaper, (ii) a CSO, (iii) a citizen protest group, (iv) the anti-corruption unit. “Other” may or may not cover SNAs.

The average citizen mentioned 1.66 different ways to complain and 89.1% of all citizens are aware of at least one complaints mechanism. Citizens wishing to complain know how to do so. In general, awareness is greatest at the local level, with citizens most aware of the possibility of complaining to Village and CS Chiefs. 84.45% of all citizens were aware of at least one local (CS or Village) channel to provide feedback. As can be seen in Figure 25 and Table 10:

1. There is almost no awareness of Provincial accountability boxes and Accountability Working Groups; it is likely that these mechanisms are simply “too far” from citizens and have not been sufficiently publicized
2. Awareness of DMK level mechanisms is low, with only 6.4% of the citizens surveyed identifying the DMK Governor or Councilors as possible channels to voice their opinion
3. The political process is generally not seen as a mechanism to address complaints
4. There is some awareness that citizens may form groups to protest and that CBOs work in their communities
5. In terms of differences in awareness across social groups, males tend to be more aware than females, and the non-poor tend to be more aware than the poor. Differences are, however, small. As can be seen in the annex (Table 39), women are less aware of using the CS Chief, and the poor are less aware of joining citizen protest groups.

Table 10: Citizen Awareness of Feedback Mechanisms (more indicators)

Citizen Type	% of citizens aware of at least one type of complaints mechanism	% of citizens aware of at least one CS complaints mechanism (Village Chief or CS Chief)	% of citizens aware of at least one DMK complaints mechanism (DMK Governor or DMK councilor)	Average number of mechanisms citizens are aware of
All	89.14%	84.45%	6.40%	1.66
Male	90.29%	84.27%	8.54%	1.73
Female	88.42%	84.56%	5.07%	1.61
Rural	89.64%	84.46%	6.43%	1.64
Urban	88.78%	84.44%	6.38%	1.68
Poor	88.39%	85.12%	4.46%	1.55
Non-Poor	89.38%	84.23%	7.04%	1.69

4.3.Citizens’ Complaints

Whether or not a citizen complains depends on their awareness of complaint handling mechanisms, the citizen’s cost of complaining (time, travel, etc.) and their expectation that a complaint will be redressed (the expected benefit).

The questionnaire asks whether, during the last year, the interviewee felt the “need or had the desire” to complain about the delivery of public services as well as whether the interviewee actually complained. Overall, 15% of all citizens felt the need to complain; of those who felt the need to complain 61.4% actually did. Therefore, there is a large number of citizens who felt the need to complain but did not.

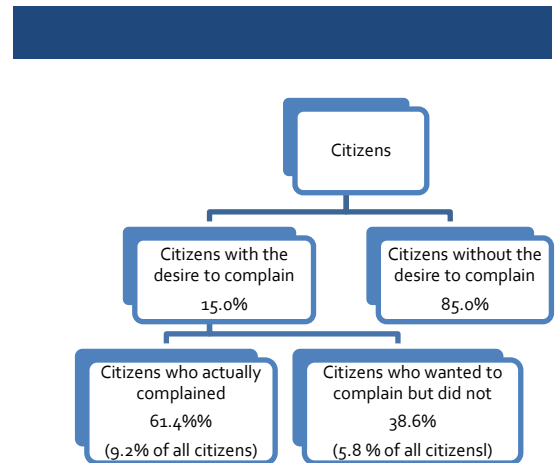


Figure 26: Complaints

4.3.1 HOW OFTEN DO CITIZENS COMPLAIN?

According to the survey, how often did citizens actually complain? How often did citizens who felt the desire to complain actually make a complaint? Which mechanisms were used more often than others?

As can be seen in Figure 27 (second column) 9.2% of all citizens made a complaint. Complaints were more prevalent amongst women, rural residents and wealthier citizens. In all, of the sample of 1,344 citizens, 124 citizens made 237 complaints (meaning those who complained made on average 1.91 complaints). Since making a complaint also depends on the satisfaction with services, it is more relevant to assess responsiveness by looking at the prevalence of complaints amongst only those citizens who felt the desire to complain (see the third column of Figure 27). Looking only at this class of citizens, 61.4% feeling the need to make a complaint actually did, with likelihood of actually complaining more prevalent amongst women, rural residents and wealthier citizens.

Citizen Type	% of citizens making a complaint	% of citizens feeling the desire to complain who did
All Citizens	9.23%	61.39%
Male Citizens	8.74%	54.22%
Female Citizens	9.53%	66.39%
Urban Residents	7.78%	57.01%
Rural Residents	11.25%	66.32%
Poor Citizens	6.55%	53.66%
Non-Poor Citizens	10.12%	63.35%

Figure 27: % of Citizens who made a complaint

4.3.2 WHAT COMPLAINTS MECHANISMS ARE USED?

Figure 28 looks at the 237 complaints made by respondents in the sample. Citizens may have made more than one complaint, or may have complained to more than one authority about the same problem. Generally, a majority of citizens complained through their

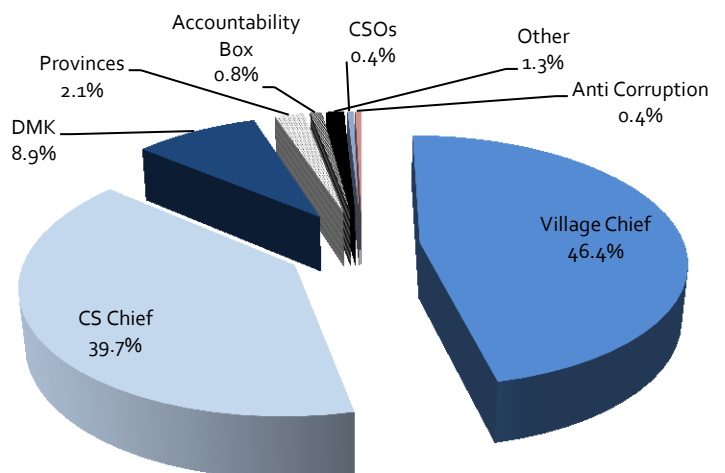


Figure 28: Which complaints mechanisms were used?

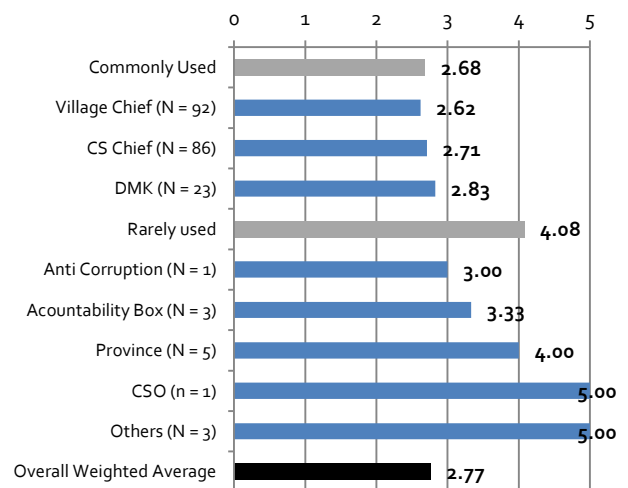
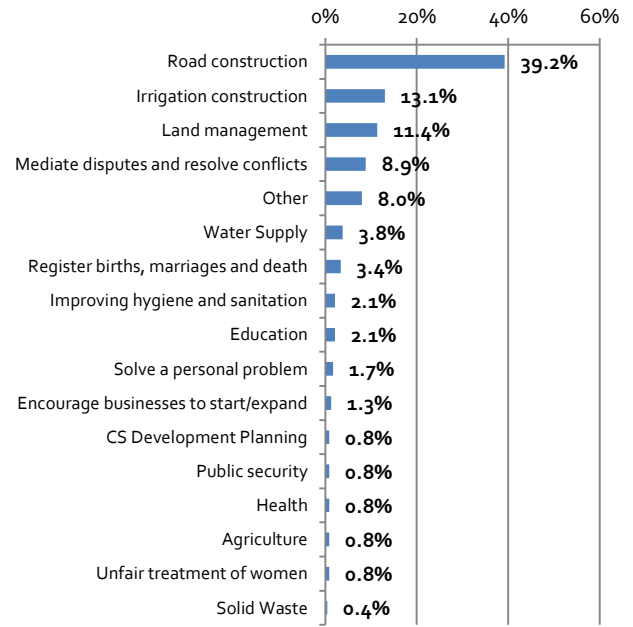
Village or CS Chief (86% of all complaints), with an additional 8.9% complaining through DMKs. Accountability boxes, the Province, CSOs and the Anti-corruption agency are rarely employed. No complaints were made through: (i) the media, (ii) political parties, and (iii) Provincial Accountability Working Groups (directly).

4.3.3 WHAT DID CITIZENS COMPLAIN ABOUT?

The annex (Table 40), fully describes what citizens complained about and what mechanisms they used to express their complaint. The composition of these complaints, by topic, is depicted adjacently. Results can be summarized as follows:

1. There were no complaints about: fisheries, forests, the unfair treatment of youth, the unfair treatment of an ethnic group, taxation, legal matters, or a political issue
2. In general few complaints are made regarding the protection and support of various groups
3. Complaints about road construction and irrigation probably reflect the fact that most CS projects are in these areas
4. There is little complaint about social services
5. Complaints do not necessarily correspond with citizen’s satisfaction of services. For example, dissatisfaction with solid waste disposal is high, but few complaints were made in this area.
6. As can be seen from the data in the annex, complaints registered with Provinces concerned land management and irrigation only.

Figure 29: Composition of citizen complaints



Note: 1 = Very Dissatisfied; 2 = Dissatisfied; 3 = Neutral; 4 = Satisfied; 5 = Very Satisfied; N = Number of assessments

Figure 30: Citizens satisfaction with the resolution of their complaints

4.4. Complaint Resolution

Of those citizens that complained, how well were their complaints addressed? As can be

seen in Figure 30, and as indicated by the overall satisfaction score of 2.77, citizens are generally not satisfied with the resolution of their complaints.

Because the sample size of complaints outside DMKs, CS and Village Chiefs was small, a comparison across social groups could only be done on the three most commonly used complaints mechanisms. As can be seen in Table 11 below:⁴⁴

1. Women are less satisfied than men in the resolution of their complaints. However assessments vary greatly according to the complaints mechanism used, with women being less satisfied with DMKs and the Village Chief but more satisfied with the CS chief
2. Rural residents are almost 15% more satisfied than urban residents in the resolution of their complaints
3. The poor are slightly less satisfied with the resolution of their complaints

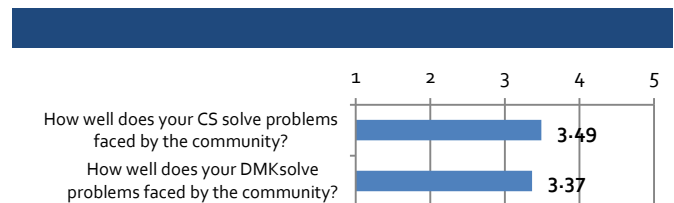
Table 11: Ratio of Satisfaction with Complaints Resolution (Female to Male; Rural to Urban; Poor to non-poor)

Complaints Mechanism	Female / Male	Complaints Mechanism	Rural / Urban	Complaints Mechanism	Poor / non-Poor
DMK	78.57%	DMK	112.50%	CS Chief	87.87%
Village Chief	89.96%	Village Chief	116.12%	Village Chief	95.55%
CS Chief	111.04%	CS Chief	116.34%	DMK	107.14%
Average	93.19%	Average	114.99%	Average	96.86%

NOTE: Ratios are sorted from highest to lowest for each group

4.5. Direct assessments of responsiveness

Citizens were asked in general how well they think their DMK and CSs resolved problems facing their community. Since only 9.2% of all respondents had complained in the last year, the assessment (Figure 31) is highly perceptual. Generally speaking, data shows citizens to believe actions are taken fairly swiftly to resolve community problems. This conflicts with data on the actual resolution of reported complaints.



Note: 1 = Very Slow; 2 = Slow; 3 = Neutral / in the middle; 4 = Swift; 5 = Very swift

Figure 31: Citizens direct assessment of responsiveness

Between social groups (see Table 12), women and rural residents find CS and DMKs more responsive than men, while the poor find them less responsive than the non-poor. The finding in terms of gender also conflicts with assessments about actual complaints resolution.

Table 12: Ratio of Overall Assessments of SNA Responsiveness (Female to Male; Rural to Urban; Poor to non-poor)

SNA assessed	Female / Male	SNA assessed	Rural / Urban	SNA assessed	Poor / non-Poor
CS	101.57%	CS	102.64%	CS	89.68%
DMKs	101.16%	DMKs	103.14%	DMKs	93.07%

⁴⁴ The use of ratios to compare responses across social groups is described in Section 1.6.2

4.6. Indexes and conclusions

This chapter summarized citizen assessments of the degree to which SNAs respond to their complaints and feedback. An index was formed by looking at (i) citizen awareness of complaints mechanisms, (ii) the prevalence of complaining amongst citizens who felt the need or desire to complain, (iii) the degree to which citizens believe complaints were satisfactorily resolved and (iv) citizen's overall perception of SNA responsiveness. Findings indicate:

1. There is a high level of awareness of mechanisms to complain. Most complaints (86%) are channeled through village and CS chiefs; this may reflect convenience or confidence in local leadership to address emerging issues
2. Only 15% of all citizens felt the desire to complain. Of those with a reason to complain, roughly 40% did not pursue their complaint.
3. There is a general dissatisfaction with the actual handling of complaints
4. Overall citizens believe their local governments are responsive, though as was implied above this perception is probably not based on actual experiences with complaints

To assess SNA responsiveness **over time** the data was used to construct several indexes, on a 0-100 score. Indexes are reproduced below.

Table 13: Responsiveness Indexes

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS Responsiveness Index			62.78	62.43	62.96	60.81	64.89	59.13	63.80
1.1. % of citizens aware of at least one CS complaints mechanism	1/3	84.4%	84.45	84.27	84.56	84.46	84.44	85.12	84.23
1.2. Average satisfaction score with the resolution of complaints made through CS channels	1/3	2.66	41.61	41.56	41.52	36.59	46.59	36.94	42.60
1.3. Citizen overall assessment of CS responsiveness (on a scale of 1-5)	1/3	3.49	62.28	61.45	62.81	61.36	63.64	55.32	64.57
2. DMK Responsiveness Index			37.07	40.55	34.04	35.39	39.02	36.33	37.50
2.1. % of citizens aware of at least one DMK complaints mechanism	1/3	6.4%	6.40	8.54	5.07	6.43	6.38	4.46	7.04
2.2. Average satisfaction score with the resolution of complaints made through DMK channels	1/3	2.83	45.65	54.55	37.50	41.67	50.00	50.00	45.00
2.3. Citizen overall assessment of DMK responsiveness (on a scale of 1-5)	1/3	3.37	59.16	58.57	59.54	58.07	60.68	54.53	60.46
3. SNA Responsiveness Index			53.75	52.40	54.46	51.07	56.74	49.71	54.88
3.1. CS Responsiveness Index	1/3		62.78	62.43	62.96	60.81	64.89	59.13	63.80
3.2. DMK Responsiveness index	1/3		37.07	40.55	34.04	35.39	39.02	36.33	37.50
3.3. % of Citizens who desired to make a complaint, who actually did	1/3		61.39	54.22	66.39	57.01	66.32	53.66	63.35

CHAPTER 5. “VULNERABLE” GROUP PROTECTION AND SUPPORT

5.1. Introduction

The IP3 aims to “to enable SNAs to promote the welfare (voice, rights, and livelihoods) of citizens.”

Rights, especially those of “vulnerable” or historically disadvantaged groups, are protected through various mechanisms, including the political process, committees focusing on women and children, and national initiatives, such as the promotion of women in employment or the mainstreaming of gender in plans and budgets. The theory is that the better SNAs are governed the better they will protect and support these sub-populations. The assessment of the protection of these groups takes two approaches. It:

1. Asks citizens directly whether vulnerable groups are being protected⁴⁵
2. Compares all indexes according to gender and poverty-levels. It is assumed that if, these groups assess governance similarly to the general population than their rights are being effectively supported and protected

5.2. Citizen’s assessment of SNA’s support to vulnerable groups

Citizens were asked how well CSs and DMKs protect and promote the rights of various groups. Responses were on a 1-5 scale, with 1-2 being very poor/poor, 3 being neutral, and 4-5 being very good/good. As can be seen in Figure 33:

1. There are no appreciable differences between CSs and DMKs; citizens do not

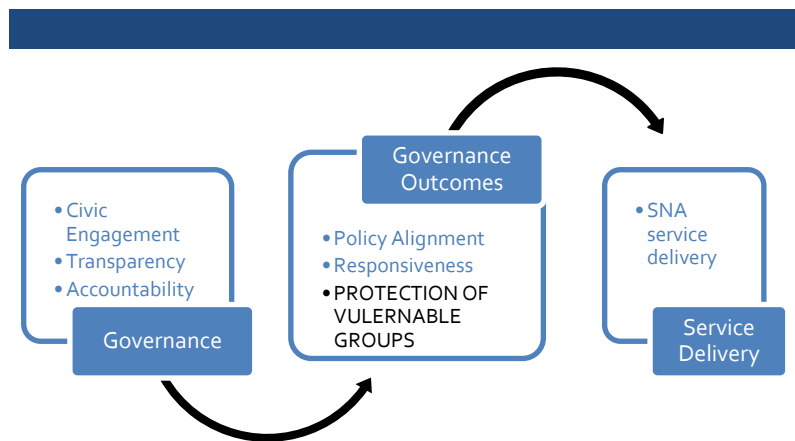
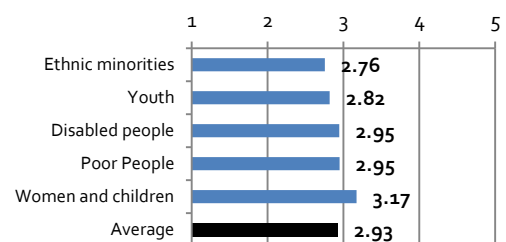
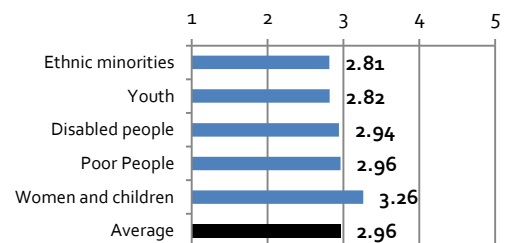


Figure 32: Protection of Vulnerable groups



Note: 1= Very Poor; 2= Poor; 3= Neutral (neither good nor bad); 4= Good; 5= Very Good

Figure 33: Citizens assessment of SNA’s protection of vulnerable groups (CSs top panel, DMKs bottom panel)

⁴⁵ In the previous chapter data shows that there are very few complaints about the treatment of vulnerable groups are lodged.

seem to distinguish well between the different levels of local government

2. The protection of all vulnerable groups, except women and children, can be considered poor (with an average less than 3)
3. From a policy standpoint, significant resources go into promoting women and children but according to these results, their level of support and protection is relatively good. This may indicate some degree of success in promoting the interests of women and children

5.2.1 VULNERABLE GROUP PROTECTION: ASSESSMENT BY SOCIAL GROUP

Are there differences in how women, the poor, and rural residents perceive the protection of vulnerable groups? For example, do women and men differ in the degree to which they feel women are being protected, promoted, and supported? In Table 14 ratios⁴⁶ assessing the average degrees of DMK and CS⁴⁷ protection and support to vulnerable groups is compared between men and women, rural and urban residents, and poor and non-poor respondents. As can be seen below:

1. On average women think SNAs protect and support vulnerable groups better than men think they do. Women think SNAs protect women better than men think they do
2. Rural residents believe SNAs protect vulnerable groups better than urban residents
3. The poor think SNAs protect vulnerable groups significantly less than the non-poor do.

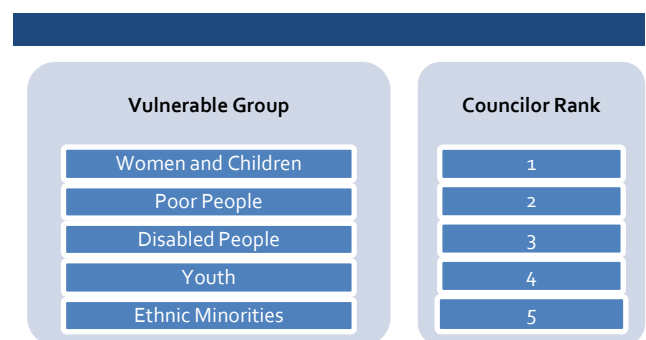
Table 14: Ratio of Assessments of the Protection of Vulnerable groups by different social groups (Female to Male; Rural to Urban; Poor to non-poor)

Vulnerable Group	Female / Male	Vulnerable Group	Rural / Urban	Vulnerable Group	Poor / non-Poor
Women and children	101.30%	Poor People	105.05%	Ethnic minorities	87.97%
Disabled people	101.92%	Youth	105.54%	Disabled people	89.91%
Youth	102.58%	Women and children	105.71%	Women and children	90.53%
Ethnic minorities	103.61%	Ethnic minorities	106.01%	Poor People	91.11%
Vulnerable Group	104.49%	Disabled people	107.59%	Youth	93.24%
Poor People	102.78%	Average	105.98%	Average	90.55%

5.3. Councilors’ assessment: vulnerable group protection

In order to make comparisons, CS and DMK councilors were asked the same question as citizens: “which vulnerable group do you think most needs support and protection?” Both councilors (CS and DMK) ranked the need for protection in the same order (women, poor, disabled, youth, ethnic minorities.)

Similarly, councilors were asked to assess “how



1= Most important; 5 = least important

Figure 34: Priority ranking of councilors; need to protect vulnerable groups

⁴⁶ As described in Chapter 1, if, on a 1-5 scale women rated the protection of the disabled with an average score of 2.72 and men with an average score of 3.05, then women believe levels of protection to the disabled are 89% that of men $[(2.72 \div 3.05) \times 100]$. Therefore, a percentage below 100% reveals a perception of less protection while a percentage greater than 100% reveals a perception of greater protection.

⁴⁷ There are only minor differences between CSs and DMK assessments. See the Annex, Table 41.

well councils support particular vulnerable groups.” These results were then compared with citizens’ assessments. As can be seen below, citizens assess council performance in the protection of vulnerable groups to be about 10-11% lower (worse) than councilors do.

Table 15: Ratio of Assessments of the Effectiveness of support to Vulnerable groups Citizen to CS Councillor; Citizen to DMK Councillor)

Vulnerable Group	Citizen / CS Councillor	Vulnerable Group	Citizen / DMK Councillor
Poor People	81.23%	Poor People	85.17%
Women and Children	84.99%	Youth	85.49%
Disabled	87.55%	Women and Children	87.25%
Youth	88.21%	Disabled	88.92%
Ethnic Minorities	105.95%	Ethnic Minorities	97.52%
Average	89.59%	Average	88.87%

NOTE: Ratios are sorted from highest to lowest for each group

5.4. Governance Indexes: differences by gender and poverty

This report disaggregates all indexes according to the gender and poverty of its respondents. Differences in the indexes can be interpreted as reflecting differences in local governance between SNAs and these groups.

As can be seen in Figure 35, governance scores assessed by women (or concerning women) were 96.5% of those of males while governance scores assessed by the poor were 96.4% of those assessed by the non-poor.

Overall, 3 of the 5 indexes are less for women than for men while 4 of the 5 indexes are less for the poor than the non-poor.⁴⁸ Of the 87 indicators considered to reflect gender or income differences, 38% were lower for women than men (indicating a governance gender gap does not exist) while 75% were lower for the poor than the non-poor (indicating a governance poverty gap exists). In the Annex, Table 42 documents this analysis in more detail, Table 43 lists key individual indicators in which values for women are 80% or less than values for men, and Table 44 lists key individual indicators in which values for the poor are 80% or less than values for the non-poor. The overall gender gap is driven by a few “outliers” in the area of transparency (see chapter 7).

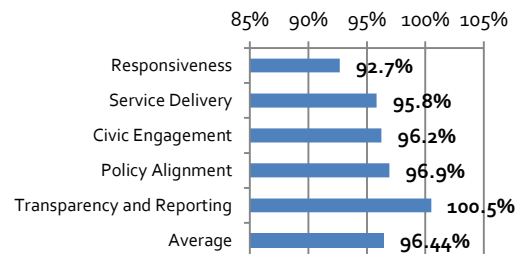
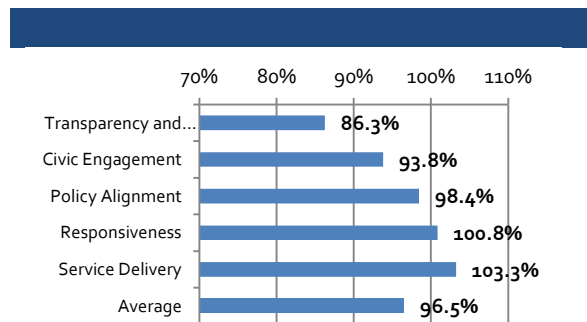


Figure 35: Ratio of SNA Governance Indexes (Top panel: female to male ratio, bottom panel: poor to non-poor)

5.5. Summary and conclusions

This chapter summarized citizen assessments of the degree to which SNAs protect minority rights and promote the needs of “vulnerable” groups. An index was formed by looking at (i)

⁴⁸ The accountability index is not considered since it reflects only citizens’ perceptions on the likelihood of punishment for public servants performing poorly or acting inappropriately.

citizens’ direct assessment of how well SNAs protect various vulnerable groups and, (ii) the degree to which governance indicators disaggregated by gender and poverty differ across these social groups.

Overall, citizens do not believe SNAs are effectively protecting vulnerable groups, with the exception of women and children. All indicators and indexes were disaggregated according to the gender and poverty of its respondents. Differences in the indexes can be interpreted as reflecting differences in local governance by gender and income. On the whole, there are not significant differences between governance indexes and indicators across gender: though 3 of the 5 indexes are rated lower by women, on average 57% of all relevant indicators are rated higher by women. There are several outliers described in the Annex, especially in terms of women’s perceptions of transparency, and these drive the observed differences by gender. Differences between the poor and non-poor are more substantial. Four of the five indexes are lower for the poor and on average (across the indexes) and 66% of all governance indicators are lower for the poor. The table below summarizes the index for the protection and support of vulnerable groups.

Table 16: Vulnerable Group Protection and Support Index

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. Citizens Assessment of SNA Protection of vulnerable groups	1/3	2.94	48.62	47.47	49.47	46.75	51.04	43.28	48.62
1.1. Citizens Assessment of CS Protection of vulnerable groups	1/2	2.96	49.00	47.82	49.93	47.59	51.02	44.07	49.00
1.1.1. PER ₄ A Poor people	1/5	2.96	49.07	47.26	50.19	47.69	51.08	44.04	49.07
1.1.2. PER ₄ B Youth	1/5	2.82	45.47	44.33	46.24	44.26	47.17	41.10	45.47
1.1.3. PER ₄ C Women and children	1/5	3.26	56.53	55.88	56.94	55.15	58.50	51.17	56.53
1.1.4. PER ₄ D Ethnic minorities	1/5	2.81	45.37	43.89	47.22	44.27	46.97	41.35	45.37
1.1.5. PER ₄ E Disabled people	1/5	2.94	48.56	47.76	49.07	46.58	51.39	42.68	48.56
1.2. Citizens Assessment of DMK Protection of vulnerable groups	1/2	2.93	48.24	47.13	49.00	45.91	51.06	42.50	48.24
1.2.1. PER ₅ A Poor people	1/5	2.95	48.76	46.67	50.19	46.39	51.66	42.30	48.76
1.2.2. PER ₅ B Youth	1/5	2.82	45.49	43.71	46.78	43.24	48.19	40.16	45.49
1.2.3. PER ₅ C Women and children	1/5	3.17	54.34	53.75	54.76	51.97	57.33	47.86	54.34
1.2.4. PER ₅ D Ethnic minorities	1/5	2.76	43.91	44.29	43.60	41.88	46.05	41.30	43.91
1.2.5. PER ₅ E Disabled people	1/5	2.95	48.68	47.21	49.65	46.05	52.06	40.87	48.68
2. % of indicators where female scores are greater than or equal to male scores	1/3	57.98							
2.1. Relevant Service Delivery Indicators	1/5	94.74							
2.2. Relevant Policy Alignment Indicators	1/5	50.00							
2.3. Relevant Responsiveness Indicators	1/5	57.14							
2.4. Relevant Civic Engagement Indicators	1/5	52.72							
2.5. Relevant Transparency Indicators	1/5	35.29							
3. % of indicators where poor citizens scores are greater than or equal to non-poor citizens’ scores	1/3	34.54							
3.1. Relevant Service Delivery Indicators	1/5	5.26							
3.2. Relevant Policy Alignment Indicators	1/5	66.67							
3.3. Relevant Responsiveness Indicators	1/5	28.57							
3.4. Relevant Civic Engagement Indicators	1/5	31.03							
3.5. Relevant Transparency Indicators	1/5	41.18							
4. SNA protection of vulnerable groups Index		47.05							

CHAPTER 6. CIVIC ENGAGEMENT

6.1. Introduction

Civic Engagement is “a community-based process, where citizens organize themselves around their goals and work individually or together through non-governmental community organizations to influence the public decision-making process.”⁴⁹

Engagement is more than the attendance of meetings. Arnstein (1969) defines a “ladder of participation” (Figure 36) and as described in the IP3, “civic engagement is more than just listening to citizens, it is also a two-way process through which Councilors must explain and justify their decisions to citizens and communities” (page 14). The recently completed EU SPACE survey (Section 1.4.1) and the “Voice, Choice and Decision” study (World Bank, 2011) carefully contrast attendance, participation, and empowerment.⁵⁰

To assess civic engagement three areas were investigated: (i) the frequency of “informal” contacts between councilors and citizens, (ii) citizens’ participation and assessment of the usefulness and effectiveness of formal SNA planning and other meetings, and (iii) citizen participation and assessment of the effectiveness of Community Organizations.

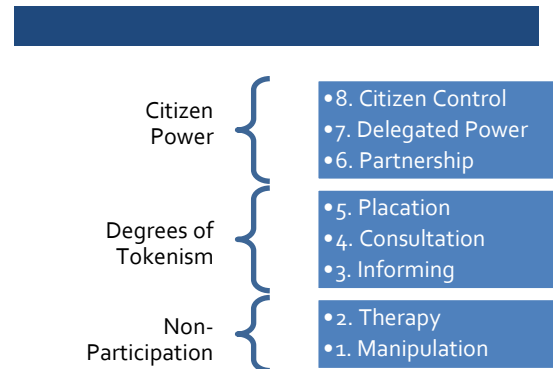


Figure 36: A Ladder of Participation

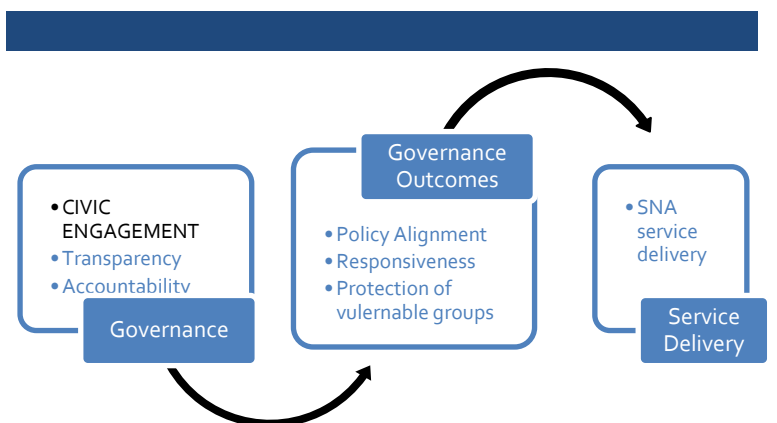


Figure 37: Civic Engagement

6.2. Informal contact between citizens and elected officials

The “Voice, Choice, Decision” study finds informal meetings between citizens and councilors to be more effective than participation in formal planning processes. This survey analyzed contacts according to who initiated the contact (citizen or Councilor), whether the contacts were at the DMK or CS level, and how frequent the contact was during the last year.

Data from this survey reveals 36.6% of all interviewees had at least one contact with their CS councilor and 9.7% of all interviewees had at least one contact with their DMK councilors (within the last year). Results (see Table 17) below show:

⁴⁹ This definition is from Holdar and Zakharchenko, 2002.

⁵⁰ Some results of the “Voice, Choice, Decision” study are summarized in the Annex. See Section 11.6.

1. Most informal meetings are initiated by councilors, not citizens.
2. Meetings with CS councilors is far more common than meetings with DMK councilors
3. Looking at whether or not at least one contact was made, males tend to have more contact than females, and rural residents more contact than urban residents. Poor residents have more contact with their CS councilor than do the non-poor and less contact with their DMK councilor (than do the non-poor).⁵¹

Table 17: Frequency of contacts between citizens and councilors

Indicator	All	Male	Female	Rural	Urban	Poor	Non-Poor
1. WAS AT LEAST ONE CONTACT MADE?							
1.1. % of citizens who were contacted at least once by their CS Councilor	32.39%	34.31%	31.19%	35.78%	29.95%	27.25%	34.10%
1.2. % of citizens who were contacted at least once by their DMK Councilor	8.98%	8.84%	9.07%	10.41%	7.94%	9.09%	8.94%
1.3. % of citizens who contacted their CS Councilor	19.14%	21.36%	17.75%	22.14%	16.99%	11.04%	21.83%
1.4. % of citizens who contacted their DMK Councilor	5.07%	4.86%	5.19%	3.93%	5.88%	4.78%	5.16%
1.5. % of citizens who had at least one contact with their CS Councilor	36.57%	39.18%	34.95%	40.97%	33.42%	29.94%	38.78%
1.6. % of citizens who had at least one contact with their DMK Councilor	9.66%	9.82%	9.56%	10.77%	8.85%	10.30%	9.45%
2. AVERAGE FREQUENCY OF CONTACT DURING THE LAST YEAR (1= Never; 2= Rarely; 3= Some times; 4= Often; 5 = Very Often)							
2.1. Frequency rating of how often the CS councilor contacted the interviewee (citizen)	1.56	1.55	1.56	1.51	1.62	1.46	1.59
2.2. Frequency rating of how often the DMK councilor contacted the interviewee (citizen)	1.15	1.13	1.16	1.12	1.19	1.13	1.15
2.3. Frequency rating of how often the interviewee (citizen) contacted their CS councilor	1.28	1.31	1.26	1.26	1.31	1.18	1.31
2.4. Frequency rating of how often the interviewee (citizen) contacted their DMK councilor	1.08	1.08	1.08	1.08	1.06	1.08	1.08

6.3. Participation in formal meetings

CSs and DMKs hold a variety of formal meetings that citizens can attend. These mostly concern the planning cycle and include:

preparation of 5-year development plans and 3-year investment programs, District Integration Workshops, and monthly council meetings. The survey investigated (i) whether citizens attended these meetings, (ii) whether citizens spoke at these meetings, and (iii) how satisfied citizens were with the meetings.

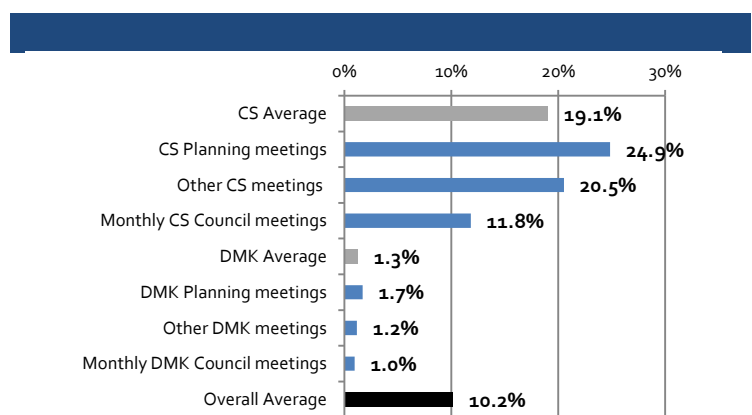


Figure 38: % of Citizens attending formal meetings

6.3.1 ATTENDANCE AT FORMAL MEETINGS

40.7% of the citizens interviewed

⁵¹ When average levels of contact are used (rather than whether contact took place or not), the level of contact with male and female citizens is very similar. The non-poor tend to meet their councilors more often than the poor, especially when the contact is initiated by the councilor. Urban residents tend to meet their councilors slightly more often than rural residents.

attended at least one formal CS meeting and 3.1% attended at least one formal DMK meeting (see the annex, Table 39). Figure 38 depicts the percentage of citizens who attended various meetings.⁵² According to citizens, almost 25% of all respondents attended CS planning meetings while 11.8% attended CS Council meetings. Attendance at DMK meetings is very low. Differences in attendance levels between social groups were very small (see Table 18 below).

Table 18: Ratio of attendance at various meetings by different social groups

Type of Meeting	Female / Male	Type of Meeting	Rural / Urban	Type of Meeting	Poor / non-Poor
Other CS meetings	96.44%	DMK Planning meetings	99.78%	Other CS meetings	98.24%
Other DMK meetings	100.14%	DMK Council Meeting	99.91%	Other DMK meetings	99.80%
DMK Council Meeting	100.64%	CS Council Meeting	100.20%	DMK Planning meetings	99.95%
DMK Planning meetings	101.15%	Other DMK meetings	100.26%	DMK Council Meeting	100.25%
CS Planning meetings	102.93%	Other CS meetings	102.94%	CS Council Meeting	100.79%
CS Council Meeting	103.26%	CS Planning meetings	105.94%	CS Planning meetings	102.62%
Average	100.76%	Average	101.50%	Average	100.28%

NOTE: Ratios are sorted from highest to lowest for each group

6.3.2 SPEAKING AT FORMAL MEETINGS

Looking only at those who attended SNA formal meetings (Figure 39), on average 28.4% of all attendees said they spoke at CS meetings and 38.5% said they spoke at DMK meetings.⁵³ Between different social groups (see Table 19 below):

1. Women report that they speak significantly more often than men; using the 1-5 rating scale, they spoke, “25% more” than men, though a large part of the difference was due to DMK meetings. At CS meetings they speak roughly 10% more.
2. Rural residents speak more than urban residents
3. The poor speak less than the non-poor, but not at CS and DMK planning meetings.

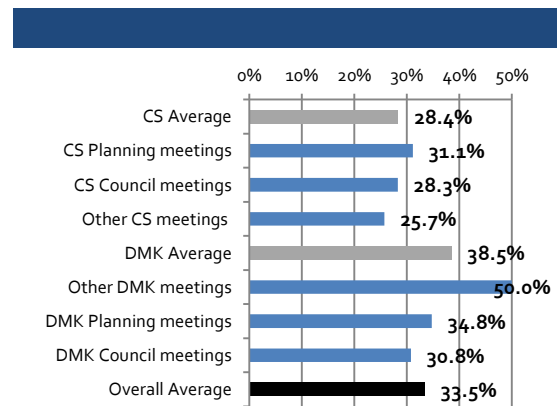


Figure 39: % of Citizens speaking at various CS and DMK formal meetings

Table 19: Ratio of levels of speaking at various meetings by different social groups

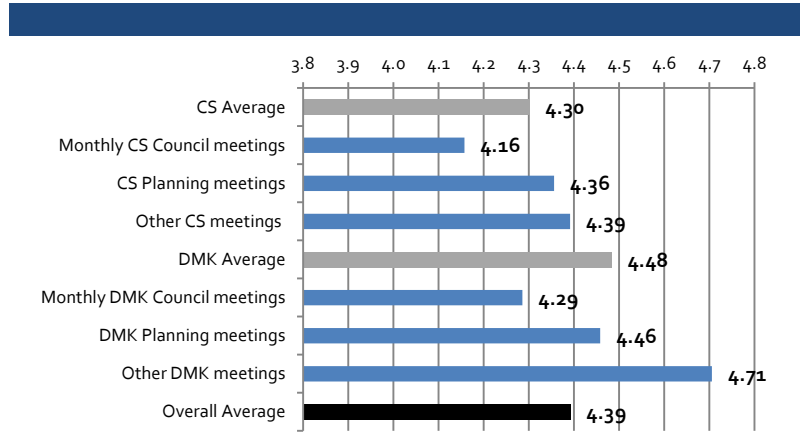
Type of Meeting	Female / Male	Type of Meeting	Rural / Urban	Type of Meeting	Poor / non-Poor
CS Council Meeting	109.77%	Other CS meetings	101.10%	DMK Council Meeting	86.84%
CS Planning meetings	113.35%	DMK Planning meetings	109.09%	Other DMK meetings	90.59%
Other CS meetings	114.06%	CS Planning meetings	109.27%	Other CS meetings	96.73%
DMK Council Meeting	128.57%	Other DMK meetings	110.00%	CS Council Meeting	98.31%
DMK Planning meetings	133.33%	CS Council Meeting	110.09%	DMK Planning meetings	101.19%
Other DMK meetings	155.56%	DMK Council Meeting	116.67%	CS Planning meetings	101.49%
Average	125.77%	Average	109.37%	Average	95.86%

⁵² A citizen may attend multiple meetings more than one time. This measures the percentage attending at least once.

⁵³ Attendance of DMK meetings was significantly less than CS meetings. The sample size was very small. It is also possible the total number of attendees per meeting was much less, making speaking much easier.

6.3.3 CITIZENS' ASSESSMENT OF THE USEFULNESS OF FORMAL MEETINGS

Citizens attending formal meetings were asked how useful they found the meetings. This was assessed on a 1-5 Likert scale, with results depicted in Figure 40. As can be seen in these graphs meetings are seen to be highly useful. Amongst different social groups there is little difference between men and women and between rural and urban participants. The poor tend to find meetings less useful than the non-poor.



Note: 1= Very Unuseful; 2= Unuseful; 3 = Neutral; 4= Useful; 5= Very Useful

Figure 40: Usefulness of formal meetings

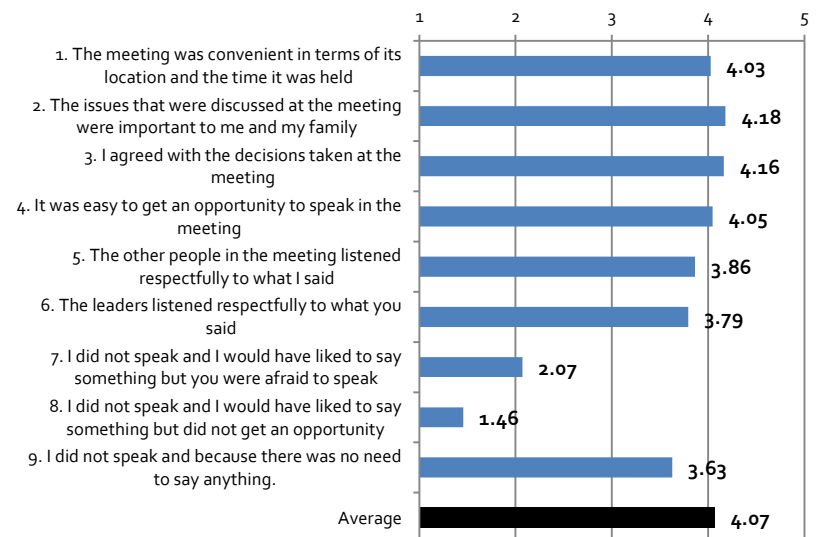
Table 20: Ratio of the usefulness of various meetings by different social groups

Type of Meeting	Female / Male	Type of Meeting	Rural / Urban	Type of Meeting	Poor / non-Poor
Other DMK meetings	93.45%	CS Council Meeting	95.56%	DMK Planning meetings	90.29%
DMK Planning meetings	99.06%	Other CS meetings	96.67%	CS Council Meeting	94.32%
CS Council Meeting	100.35%	DMK Council Meeting	100.00%	CS Planning meetings	97.71%
CS Planning meetings	100.93%	CS Planning meetings	100.07%	Other CS meetings	98.72%
Other CS meetings	102.07%	Other DMK meetings	100.30%	DMK Council Meeting	101.42%
DMK Council Meeting	107.14%	DMK Planning meetings	105.77%	Other DMK meetings	104.25%
Average	100.50%	Average	99.73%	Average	97.79%

6.3.4 OTHER CITIZEN ASSESSMENTS

Other questions were asked about the access and the convenience of meetings, how the meetings were facilitated, and reasons why participants may or may not have spoken. As can be seen in Figure 41 citizens found meetings to be convenient and relevant.⁵⁴ They agreed with the decisions taken. Opportunities to speak were available and the meeting was conducted in a respectful way.

Figure 41: Other assessment of formal meetings



Note: 1 = Strongly Disagree; 2 = Disagree; 3 = Neutral; 4 = Agree; 5= Strongly Agree).

⁵⁴ To take an average question 9 was excluded and questions 7 and 8 were reversed by subtracting their scores from 6.

6.4. Community Organizations

Community organizations work in the arena between the household, the private sector, and the state, to negotiate matters of public concern.⁵⁵ They can be considered "mediating institutions" representing the common interests of their members or stakeholders to facilitate their dealings with Government. This section describes: (i) participation of interviewees in CSOs, (ii) respondent's assessments of the working relationship and cooperation between CSOs and SNAs and (iii) citizen's evaluation of the effectiveness of CSOs.

6.4.1 PARTICIPATION IN COMMUNITY ORGANIZATIONS

Overall 10.19% of all citizens reported that they are members of a Community Organization. Responses however depend on what citizens consider such organizations to be and it is possible religious organizations or economic groups were considered by some respondents but not others. As can be seen in Figure 42, women and the poor tend to have slightly higher CSO participation rates.

6.4.2 COOPERATION AND WORKING RELATIONSHIP BETWEEN COMMUNITY ORGANISATIONS AND SNAS

Cooperation between SNAs and CSOs is generally perceived to be good (see Figure 43; the average assessment is 3.81 on a 1-5 scale). Generally, the relationship with CSs is perceived to be more positive than the relationship with DMKs.

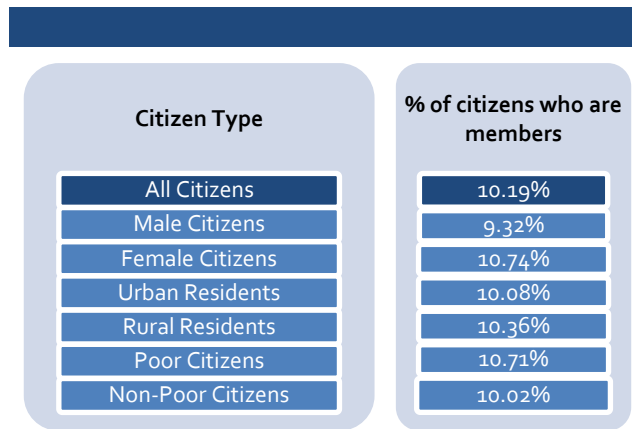
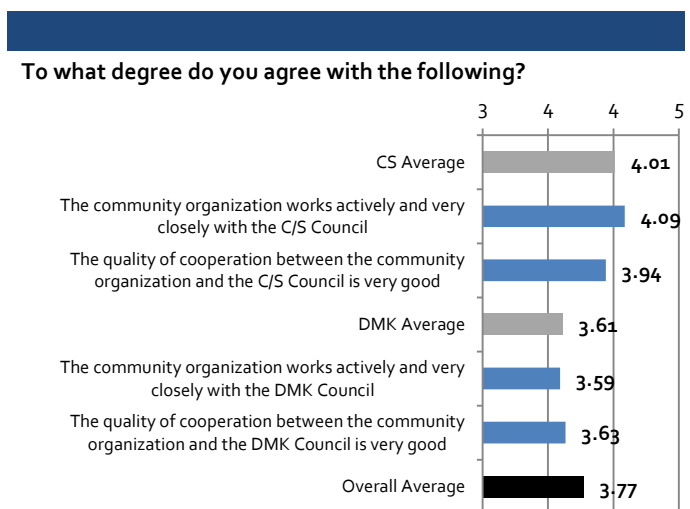


Figure 42: % of citizens who are members of Community Organizations



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

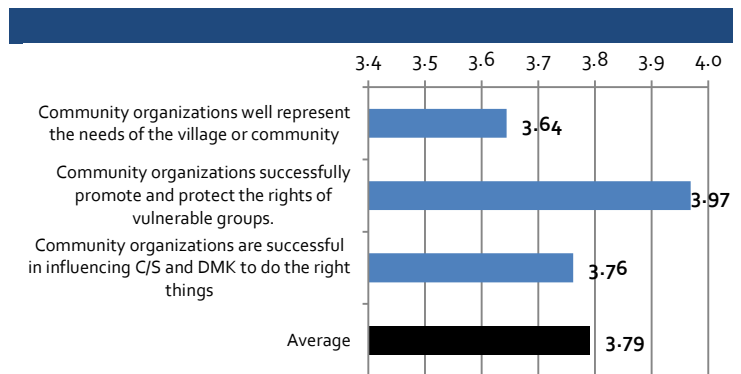
Figure 43: Citizens assessment of CSO cooperation with SNAs

⁵⁵ This definition comes from Court, 2006 and applies to civil society organizations (CSOs). CSOs can be considered a "third sector," distinct from government and business. The World Bank defines CSOs as: "non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations" (see <http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/CSO/0,,contentMDK:20101499~menuPK:244752~pagePK:220503~piPK:220476~theSitePK:228717,00.html>). Civil society includes NGOs, community groups, research institutes, think tanks, advocacy groups, trade unions, academic institutions, parts of the media, professional associations, and faith-based institutions. They are independent of the state, voluntary, and not-for-profit; some are member-based, most are, to some extent self-generating and self-reliant.

6.4.3 CITIZEN’S EVALUATION: EFFECTIVENESS OF COMMUNITY ORGANIZATIONS

Community Organizations are effective if they well-represent the needs of the community, if they protect the rights of the disadvantaged, and if they are successful in shaping government decisions to better reflect the priorities of citizens. As can be seen in Figure 44, Community organizations are perceived to be quite effective, especially in supporting vulnerable groups.

How do different social groups assess the effectiveness of Community Organizations? As can be seen in Table 21, women, the poor, and urban residents tend to evaluate Community Organizations as being more effective.



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 44: Citizens assessment of Community Organization effectiveness

Table 21: Assessment of Community Organization effectiveness by different social groups

Type of Meeting	Female / Male	Type of Meeting	Rural / Urban	Type of Meeting	Poor / non-Poor
Community organizations well represent the needs of the village or community	103.18%	Community organizations well represent the needs of the village or community	92.70%	Community organizations well represent the needs of the village or community	106.99%
Community organizations successfully promote and protect the rights of vulnerable groups.	101.09%	Community organizations successfully promote and protect the rights of vulnerable groups.	97.33%	Community organizations successfully promote and protect the rights of vulnerable groups.	105.02%
Community organizations are successful in influencing C/S and DMK to do the right things	101.91%	Community organizations are successful in influencing C/S and DMK to do the right things	95.24%	Community organizations are successful in influencing C/S and DMK to do the right things	106.29%
Average	102.06%	Average	95.09%	Average	106.10%

6.5. Councilor’s assessment of civic engagement

6.5.1 IMPORTANCE OF FORMAL MEETINGS

DMK and CS councilors find engagement with citizens to be very important (averaging 4.31 on a 1-5 scale of importance). Of the methods identified, elections, public forums, and village meetings are seen to be most important. This is comparable to citizens’ assessments.⁵⁶

⁵⁶ See Figure 40; where citizen average ratings were 4.39.

Figure 45: CS Councillor assessment of the importance of various methods of civic engagement

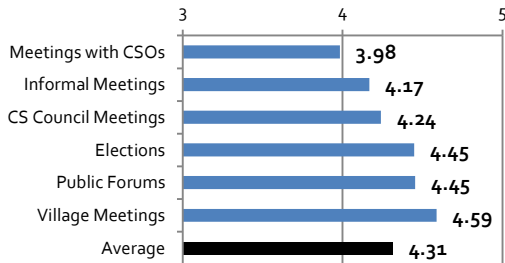
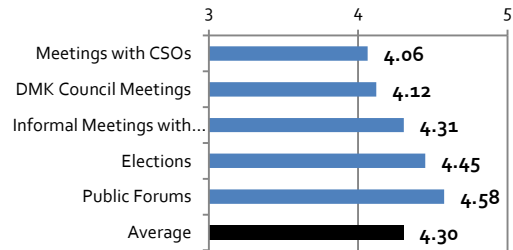


Figure 46: DMK Councillor assessment of the importance of various methods of civic engagement



"How important are the following methods to engage with the public in order to find out their needs, priorities and concerns?" 1= Not important, 2= low importance, 3= medium importance, 4= high importance, 5= very high important

6.5.2 COMMUNITY ORGANIZATIONS

DMK and CS councillors find community organizations to be effective vehicles for civic engagement, even more effective than citizens (councillors' assessment 4.01 on a 1-5 scale; citizens' assessment 3.79, see Figure 44). Community organizations are perceived to well represent their members' interests and to influence councils' plans and programs; cooperation is seen to be good. CS Councillors assess community organizations slightly higher than DMK councillors.

Figure 47: CS Councillor assessment of cooperation with community organizations

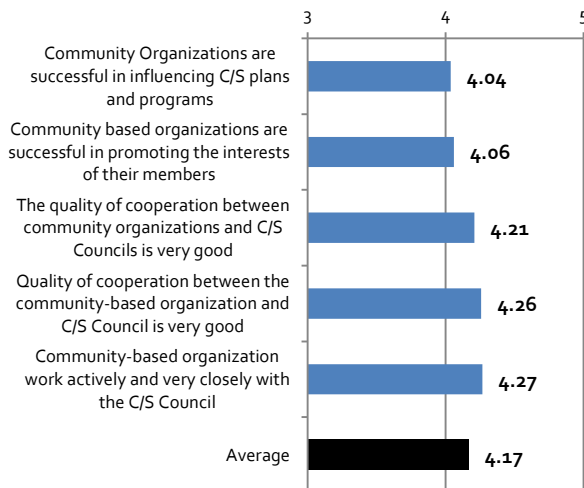
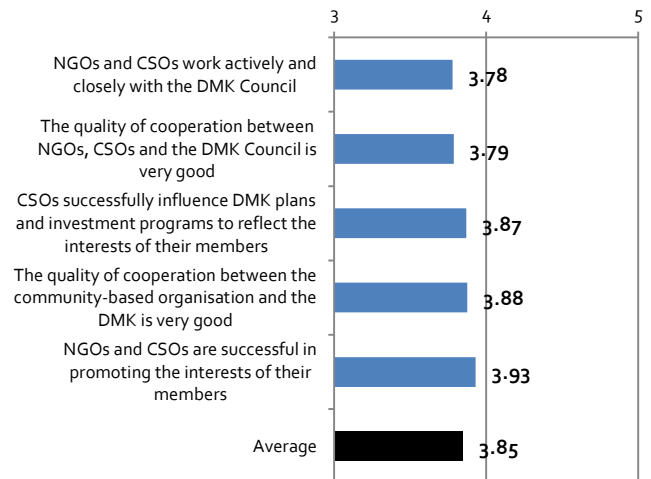


Figure 48: DMK Councillor assessment of cooperation with community organizations



To what degree do you agree with the statements above about community organizations?" 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

6.5.3 DECISION MAKING

How do councillors make plans and decisions? What inputs and resources do they use? What degree of debate takes place during meetings?

Generally, Councillors say they find all sources of information to be quite important (with averages of 4.3 out of 5), including data, reports, discussions with other levels of government

and with ordinary citizens. Community Organizations are seen as least important, while various databases and citizens as the most important.

Council meetings are reported to be free and open. Opinions are sought; data is used; options are outlined, voting is employed when necessary. Women councilors are seen to have the same opportunities to be heard as their male counterparts.⁵⁷

Figure 49: CS Councillor assessment of the importance of different sources of information for developing plans and the decision making process

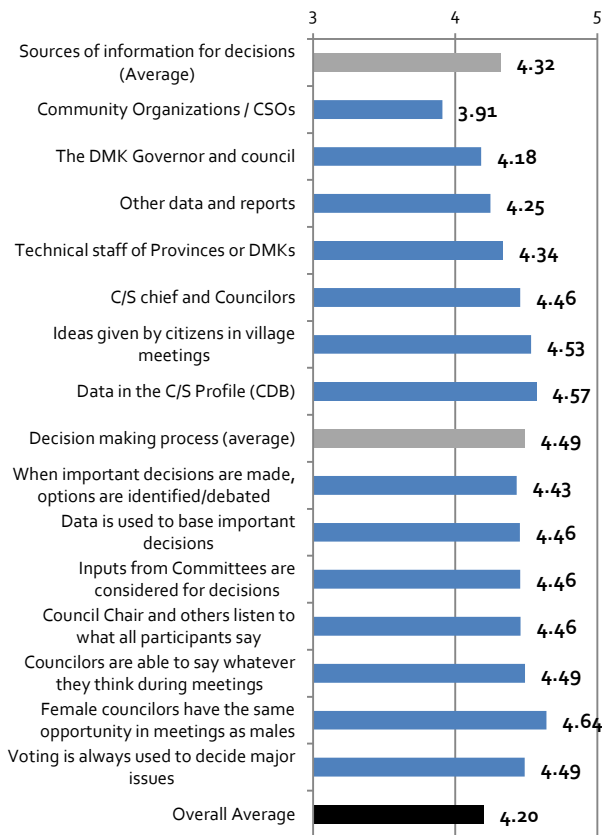
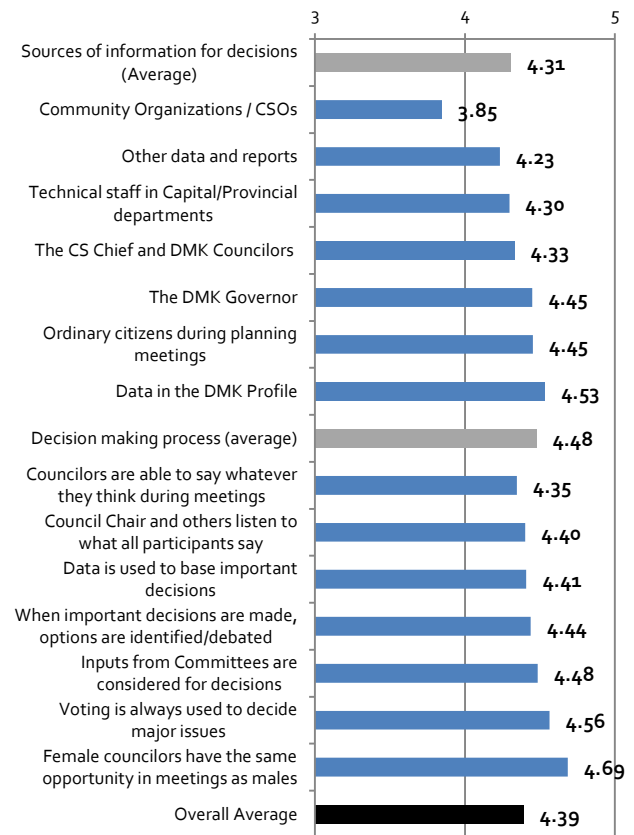


Figure 50: DMK Councillor assessment of the importance of different sources of information for developing plans and the decision making process



SOURCES OF INFORMATION; "To what extend each of the following inputs influence the contents of the Council Plan?: 1= Not important, 2= low importance, 3= medium importance, 4= high importance, 5= very high important; DECISION MAKING PROCESS: "To what degree do you agree with the following statements: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

6.6. Summary and conclusions

This chapter summarized citizen assessments of the civic engagement process. Civic engagement describes how citizens organize themselves and work individually or together through non-governmental community organizations to influence public decision-making processes. An index was formed by looking at (i) informal contact between citizens and their elected representatives, (ii) participation in formal meetings, and (iii) the participation and effectiveness of community organizations. In general, the survey shows:

⁵⁷ Comparisons between councillor responses, according to their political party may be undertaken in the future.

1. 36.6% of all interviewees had at least one contact with their CS councilors and 9.7% had at least one contact with their DMK councilors (within the last year). Most informal meetings are initiated by councilors, not citizens and meetings with CS councilors are far more common than meetings with DMK councilors.
2. 40.7% of the citizens interviewed attended at least one formal CS meeting and 3.1% attended at least one formal DMK meeting. These were predominately CS (village) Planning meetings. Looking only at those who attended SNA formal meetings, on average 28.4% of all attendees said they spoke at CS meetings and 38.5% said they spoke at DMK meetings.
3. Overall 10.19% of all citizens reported that they are members of a Community Organization. Women and the poor tend to have slightly higher participation rates. Cooperation between SNAs and Community Organizations is generally perceived to be good (the average assessment is 3.81) and Community Organizations are perceived to be quite effective, especially in supporting vulnerable groups (the average assessment is 3.79).

The table below presents values for civic engagement indexes for the baseline year, 2011. A more detailed depiction of the index can be found in the annex (see Table 46).

Table 22: Civic Engagement Index

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS CIVIC ENGAGEMENT INDEX			31.58	32.96	30.49	32.41	30.09	30.06	32.07
1.1. Level of informal contacts with CS Councilors (based on 2 indicators)	1/2		8.82	8.47	9.05	7.89	10.12	7.39	9.30
1.2. Participation, speaking and usefulness of formal CS meetings (16 indicators)	1/2		54.35	57.45	51.94	56.93	50.07	52.72	54.85
2. DMK CIVIC ENGAGEMENT INDEX			28.17	30.07	24.56	29.28	26.72	27.96	28.44
2.1. Level of informal contacts with DMK Councilors (based on 2 indicators)	1/2		4.46	4.78	4.26	4.34	4.62	3.25	4.86
2.2. Participation, speaking and usefulness of formal DMK meetings (16 indicators)	1/2		51.89	55.36	44.86	54.22	48.83	52.67	52.03
3. SNA CIVIC ENGAGEMENT INDEX			36.62	37.54	35.17	37.83	34.93	35.63	37.02
3.1. CS CIVIC ENGAGEMENT INDEX	1/3		31.58	32.96	30.49	32.41	30.09	30.06	32.07
3.2. DMK CIVIC ENGAGEMENT INDEX	1/3		28.17	30.07	24.56	29.28	26.72	27.96	28.44
3.3. Assessment of Community Organization participation, cooperation, and effectiveness (8 indicators)	1/3		50.11	49.60	50.47	51.79	47.98	48.89	50.54

CHAPTER 7. TRANSPARENCY AND REPORTING

7.1. Introduction

Transparency is the “provision of timely and reliable information, which is accessible to all relevant stakeholders” (Bellver and Kaufman, 2005). Information is provided to enable stakeholders to take decisions or to monitor and evaluate performance. To assess transparency, four measurement approaches were employed:

1. Assess the demand for information from citizens by analyzing citizens’ attempts to access information
2. Assess whether citizens’ requests for information were successfully met by SNAs
3. Assess the degree to which citizens were satisfied with the information provided
4. Assess transparency in the pricing of administrative services

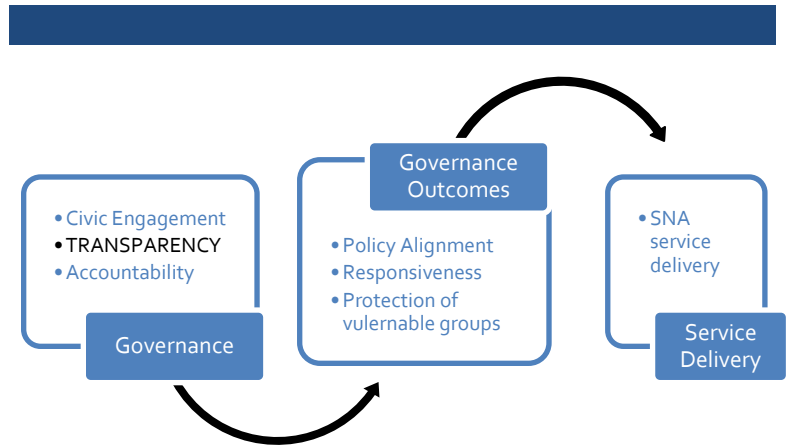


Figure 51: Transparency

7.2. Demand for information

Very few citizens attempted to access information from SNAs. Overall 4.9% of all respondents sought information from CSs and 0.9% sought information from DMKs. In terms of different social groups, men much more frequently sought information than did women (8.16% to 2.90% for CSs), and the poor less frequently sought information than the non-poor. **This demand for information indicator is the largest contributing factor to gender differences in the survey.**

Citizen Type	CSs	DMKs
All Citizens	4.91%	0.89%
Male Citizens	8.16%	1.75%
Female Citizens	2.90%	0.36%
Urban Residents	4.59%	0.64%
Rural Residents	5.36%	1.25%
Poor Citizens	3.27%	1.19%
Non-Poor Citizens	5.46%	0.79%

Figure 52: % of citizens seeking information from SNAs

7.3. The provision of requested information

In the sample 382 requests for information were made by citizens. Of these requests, and according to citizens, 61.5% of all CS requests were successfully met, while 12.9% of all DMK requests were successfully met.

As can be seen in Figure 53:

1. For CSs, the provision of non-financial information seems to be more complete than the provision of financial information
2. Though the DMK fund is not in operation, roughly 10% of all citizens report being successfully provided information about the fund. This could reflect a misunderstanding of the question and the fund, or an interpretation where informing citizens that the DMK fund is not operational is interpreted as being provided an accurate and complete response. Though possibly inaccurate, the information has not been dropped because baseline values are required to capture changes over time.

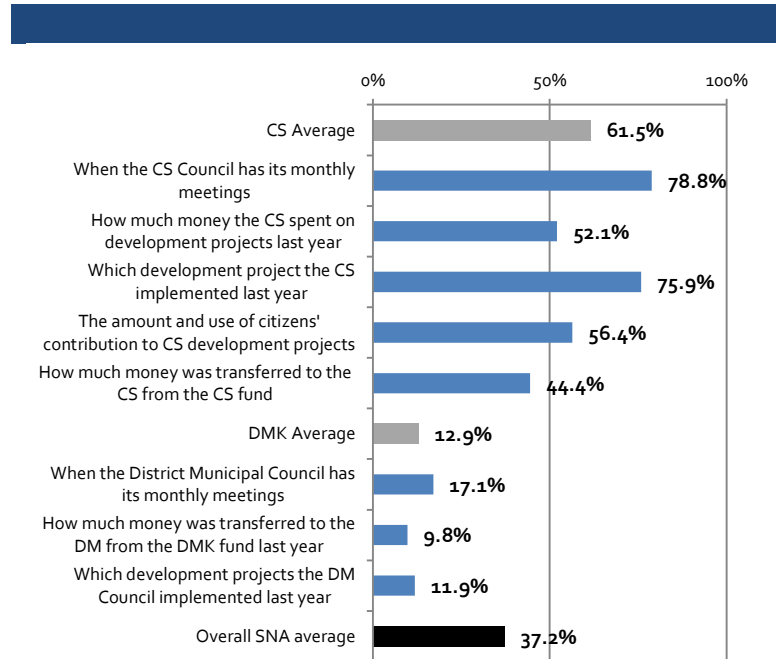
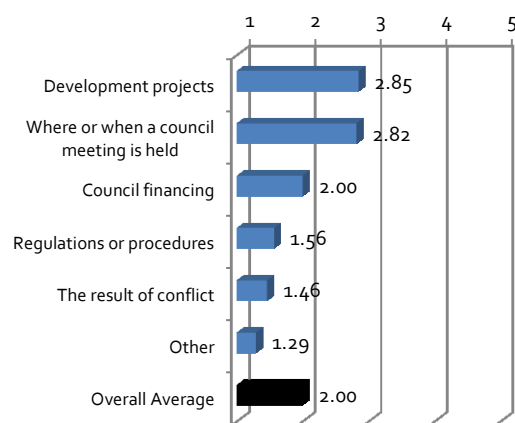


Figure 53: % of requests for information which were successfully met

7.4. Satisfaction with the provision of information

Citizens requesting information are not satisfied with the information provided by SNAs; the average satisfaction rate was 2.00 on a scale of 1-5 (see Figure 54). Generally, satisfaction on financial matters was less than satisfaction on development projects and meetings.

In looking at differences across social groups, women, the poor, and urban residents are relatively less satisfied with the information they were provided by SNAs. Data is summarized in the table below.



Note: 1 = Very Dissatisfied; 2 = Slightly Dissatisfied; 3 = Neither satisfied nor dissatisfied; 4 = Satisfied; 5 = Very Satisfied

Figure 54: Citizen satisfaction with information provided by SNAs

Table 23: Ratio of satisfaction of different social groups to the provision of information (Female to Male; Rural to Urban; Poor to non-poor)

Information Provided	Female / Male	Information Provided	Rural / Urban	Information Provided	Poor / non-Poor
Development projects	85.71%	Other DMK meetings	96.43%	CS Planning meetings	85.17%
Council financing	90.32%	DMK Planning meetings	97.33%	CS Council Meeting	90.15%
Where or when a council meeting is held	92.40%	Other CS meetings	98.46%	DMK Planning meetings	91.23%
The result of conflict	94.90%	DMK Council Meeting	100.47%	DMK Council Meeting	100.67%
Regulations or procedures	100.84%	CS Planning meetings	108.53%	Other DMK meetings	101.84%
Other	106.89%	CS Council Meeting	109.09%	Other CS meetings	119.96%
Average	95.18%	Average	101.72%	Average	98.17%

7.5. Availability of pricing information

CSs and DMKs provide a wide range of administrative services which are paid for by citizens. This provides opportunities for corrupt officials to request additional payment for completing their tasks.

Overall, 37% of all citizens said they were provided the correct prices from CSs and 61.4% of all citizens believe they were provided the correct price from DMKs. Figure 55 shows the variation according to different social groups, but the sample size for DMKs was very small (57 respondents only).

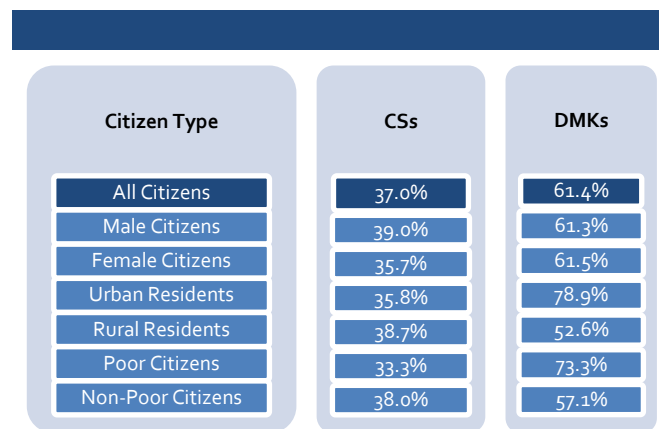


Figure 55: % of citizens who said they were provided the correct price from CSs and DMKs

7.6. Councilors’ Perceptions about Transparency

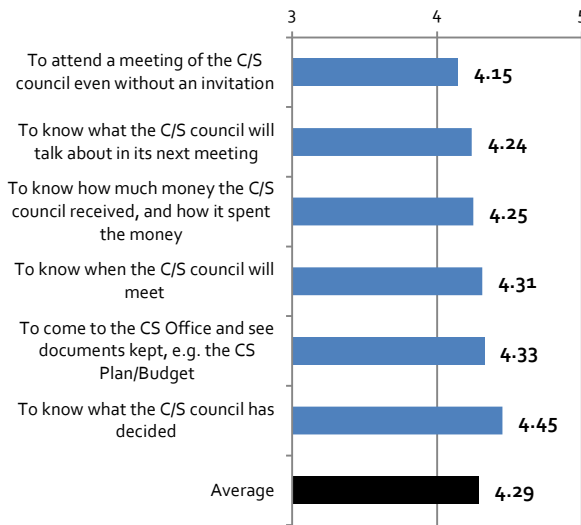
In terms of transparency councilors were asked about: (i) their perceptions about citizens’ rights to information; (ii) whether they thought citizens were adequately informed about their councils’ activities (iii) what methods of disseminating information are best; and (iv) what information they have provided to citizens.

7.6.1 RIGHTS TO INFORMATION

Councilors firmly believe citizens have the right to access information and to be explained about council decisions. Councilors believe citizens should be informed about the holding of meetings, decisions made during meetings, financial information, planning and projects. CS councilors believe this slightly more strongly than do DMK councilors.

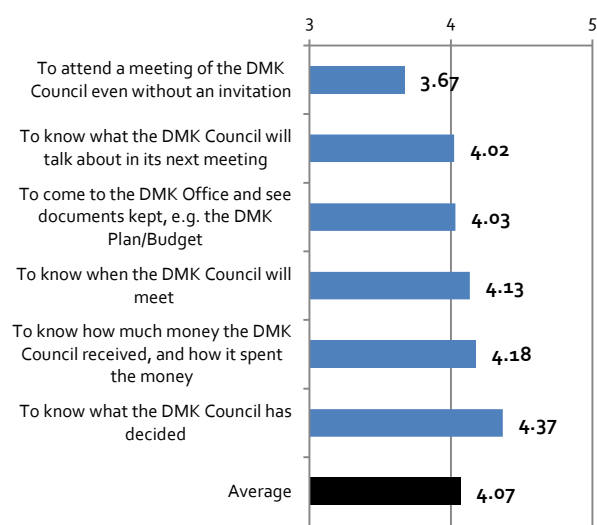
Figure 56: CS councillor perceptions of the rights to citizens to information

To what degree do you agree citizens have the right to following information or to do the following things?



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 57: DMK councillor perceptions of the rights to citizens to information



7.6.2 DO CITIZENS KNOW ABOUT COUNCIL ACTIVITIES?

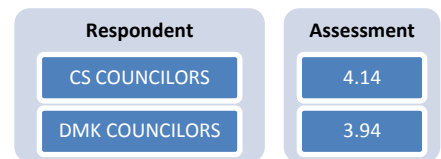
Both DMK and CS councillors believe citizens “know everything they need to know about the business of their council” (see Figure 58).

7.6.3 WHAT ARE THE BEST METHODS TO DISSEMINATE INFORMATION?

CS and DMK councillors were asked to assess the usefulness of various forms of communication. As can be seen in Figure 59 and Figure 60 (see page 40):

1. On a 1-5 scale, with 3 being “neutral” and 4 being “good” communication methods were generally assessed to be in the 3-4 range for both CS and DMK councillors
2. Meetings and public announcements (verbal communication) are generally favored over written sources forms of communication (brochures, notice boards) or the use the mass media
3. CSOs, NGOs and newspapers were not perceived to be very effective

Statement: Citizens in your CS or DMK know everything they need to know about the business of the CS or DMK. Do you agree?



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 58: Councillors’ assessment of citizens’ level of information

Figure 59: CS councillor perceptions of the effectiveness of various means of providing information

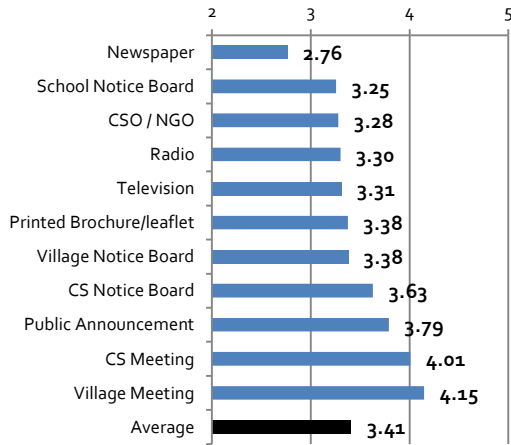
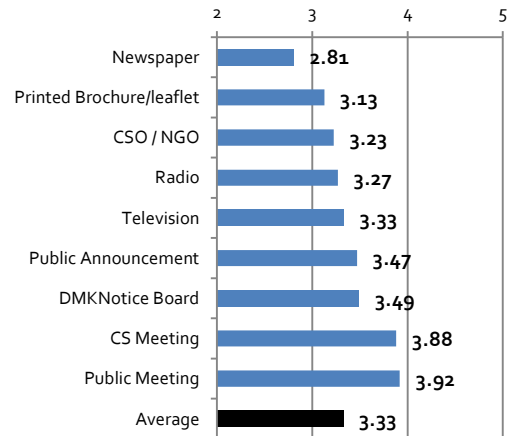


Figure 60: DMK councillor perceptions of the effectiveness of various means of providing information



Note: 1= Very Poor; 2= Poor; 3= Neutral (neither good nor bad); 4= Good; 5= Very Good

7.6.4 WHICH INFORMATION DO COUNCILORS SAY THEY MADE AVAILABLE?

Councillors report that a wide range of information is being consistently made available to citizens.

Figure 61: CS councillors reporting of which information was made available to citizens

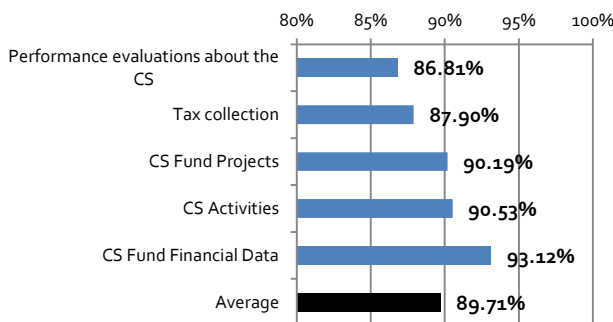
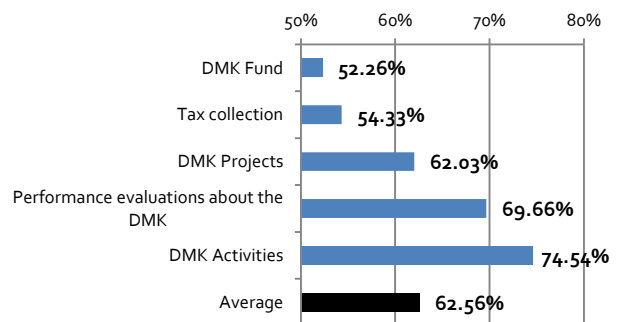


Figure 62: DMK councillors reporting of which information was made available to citizens



% of Councillors reporting that their council provided the information to citizens ("posted" it or "disseminated" it)

7.7. Summary and conclusions

This chapter summarized citizen assessments of CS and DMK transparency. Transparency concerns the access of citizens (and CSOs) to information about the functioning of SNAs. Generally, very few citizens actively seek information from SNAs; 4.9% of all citizens reported they sought information from CSs while 0.9% sought information from DMKs. Demand is low. For CSs about 61% of the information requests citizens made were met. In general, citizens are not satisfied with the information provided to them. At CS level only 37% of all citizens believe they were provided the correct prices for services, compared with 61% at DM level. An index was formed by looking at (i) citizens' demand for information from SNAs, (ii) citizens' assessment of the information provided by SNAs, and (iii) the transparent pricing of SNA administrative services. Table 24 (below) presents the values for the transparency indexes for the baseline year, 2011. A more detailed index can be found in the Annex (see Table 47)

Table 24: Transparency Index (Summary)

Indicators	Weight	Raw Value	NORMALIZED VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS Transparency Index			32.97	34.55	32.38	34.16	31.87	32.17	33.13
1.1. TRA 1 % of citizens attempting to access information from CSs	1/4	4.9%	4.91	8.16	2.90	4.59	5.36	3.27	5.46
1.2. TRA 1A % of citizens successfully provided the information they requested	1/4	61.5%	61.52	58.67	68.41	62.90	59.43	65.11	60.38
1.3. Citizen satisfaction with SNA provision of information (assumed to be the same for CSs and DMKs)	1/4	2.14	28.44	32.35	22.57	33.41	23.99	26.94	28.65
1.4. % of citizens provided proper pricing of administrative services	1/4	37.0%	37.00	39.02	35.66	35.75	38.72	33.33	38.04
2. DMK Transparency Index			25.91	27.54	23.20	30.72	24.11	26.56	25.29
2.1. TRA 2 % of citizens attempting to access information from DMKs	1/4	0.9%	0.89	1.75	0.36	0.64	1.25	1.19	0.79
2.2. TRA 1A% of citizens successfully provided the information they requested	1/4	12.9%	12.91	14.79	8.33	9.88	18.57	4.76	14.57
2.3. Citizen satisfaction with SNA provision of information (assumed to be the same for CSs and DMKs)(same as 1.3 above)	1/4	2.14	28.44	32.35	22.57	33.41	23.99	26.94	28.65
2.4. % of citizens provided proper pricing of administrative services	1/4	61.4%	61.40	61.29	61.54	78.95	52.63	73.33	57.14
3. SNA Transparency Index			29.44	31.05	27.79	32.44	27.99	29.36	29.21
3.1. CS Transparency Index	1/2		32.97	34.55	32.38	34.16	31.87	32.17	33.13
3.2. DMK Transparency index	1/2		25.91	27.54	23.20	30.72	24.11	26.56	25.29

CHAPTER 8. ACCOUNTABILITY

Accountability can be defined as “the obligation of power-holders to answer for their actions, to an authority that may impose a penalty for failure.” Citizens directly exert accountability through the election process and indirectly exert it through social pressure, through processes of civic engagement. In the public service, most “penalties for failure” are applied at the level of the individual (rather than organization) and are applied through internal government channels. To assess accountability, citizens were asked to assess the likelihood of punishment for a variety of actions public officials may take. A narrow definition of “accountability” was used to differentiate it from “responsiveness.”

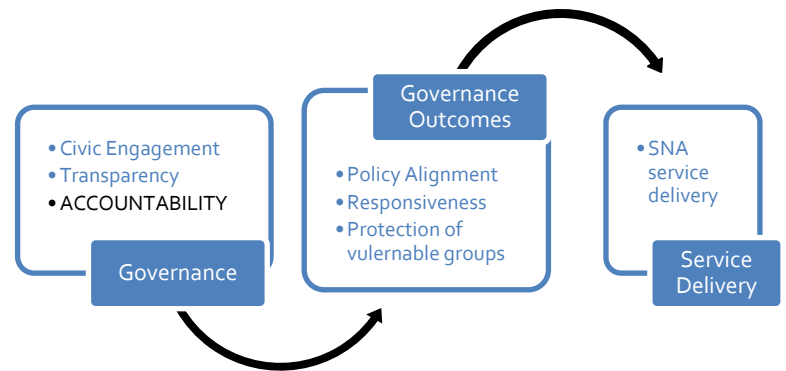
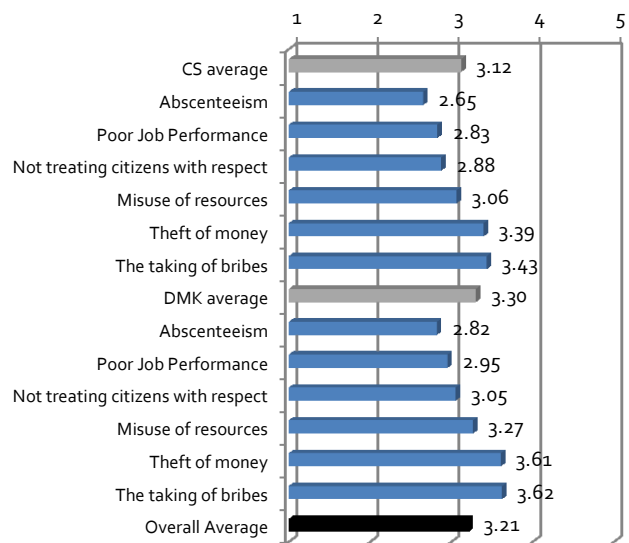


Figure 63: Accountability

8.1. Likelihood of punishment and disciplinary actions

According to citizens, how likely is it that SNA officials will be disciplined or punished? As can be seen in Figure 64, the taking of action is rated as “somewhat likely.” Citizens believe public servants are not accountable for absenteeism or poor job performance (ratings are less than the neutral point of 3). Accountability of DMK staff is rated as slightly higher than CS staff for all possible actions.

There are fairly significant differences in perceptions of accountability across social groups. Women and rural residents perceive accountability to be lower than men and urban residents. As can be seen below, the poor believe public servants are more accountable than do the non-poor.



Note: 1= Very Unlikely, 2= Unlikely, 3= Neutral; 4= Likely 5 =Very Likely

Figure 64: Citizen assessment of the likelihood of public servants being disciplined

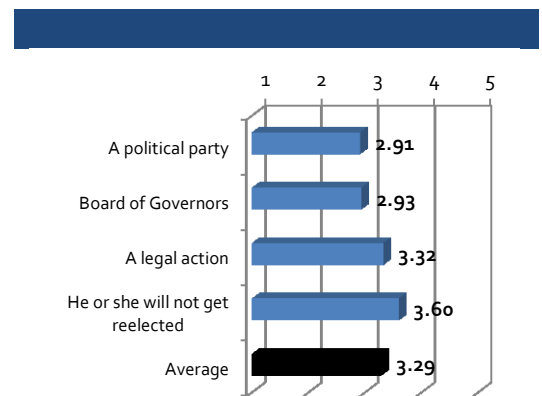
Table 25: Ratio of citizens perception of the likelihood of punishment for a variety of actions (by social group; Female to Male; Rural to Urban; Poor to non-poor)

Action	Female / Male	Action	Rural / Urban	Action	Poor / non-Poor
CS Actions	97.48%	CS Actions	86.71%	CS Actions	109.64%
Absenteeism	95.08%	Absenteeism	84.25%	Bribery	108.03%
Poor Job Performance	96.01%	Poor Job Performance	84.94%	Theft of money	108.32%
Citizen not respected	97.04%	Citizen not respected	86.35%	Unwise use of resources	108.89%
Bribery	98.15%	Unwise use of resources	88.05%	Poor Job Performance	109.36%
Unwise use of resources	98.86%	Theft of money	88.09%	Citizen not respected	110.61%
Theft of money	99.74%	Bribery	88.57%	Absenteeism	112.63%
DMK Actions	94.44%	DMK Actions	82.61%	DMK Actions	113.89%
Absenteeism	92.48%	Absenteeism	80.96%	Unwise use of resources	110.50%
Unwise use of resources	92.95%	Citizen not respected	81.91%	Theft of money	111.06%
Poor Job Performance	93.80%	Poor Job Performance	82.71%	Bribery	112.26%
Citizen not respected	94.58%	Unwise use of resources	82.96%	Citizen not respected	114.96%
Bribery	95.91%	Bribery	83.13%	Poor Job Performance	115.73%
Theft of money	96.91%	Theft of money	83.98%	Absenteeism	118.85%
ALL	95.96%	ALL	84.66%	ALL	111.77%

NOTE: Ratios are sorted from highest to lowest for each group

8.1.1 HOW IS ACCOUNTABILITY LIKELY TO BE EXERTED?

According to citizens, who is most likely to hold a councilor accountable? As can be seen in Figure 65, citizens see the political process of election as being the most effective means of accountability. 92.3% of all citizens are in favor of having DMK councilors elected directly, rather than indirectly. Political parties and the Board of Governors are not seen as particularly strong accountability mechanisms.



Note: 1= Very unlikely, 2= Unlikely, 3= Neutral, 4= Likely, 5=Very Likely

Figure 65: Citizen assessment of the likelihood of using different accountability mechanisms

8.2. Councilors' Perceptions

Councilors were asked questions similar to citizens: (i) how likely is it that poor performance or the breaking of rules would be detected and (ii) how likely was it that punishment would be effected?

8.2.1 LIKLIHOOD OF DETECTION: COUNCILOR'S PERCEPTIONS

According to councilors, detection is only "somewhat likely."⁵⁸ Detection is less likely by the media (lowest likelihood), CSOs, and citizens, and more likely by councilors and governors. DMK councilors believe the likelihood of detection is slightly higher than CS councilors. Data is contained below.

⁵⁸ A Likert 1-5 assessment scale was used, with 3= neutral and 4 = likely. The average assessments made by CS and DMK councilors were 3.14 and 3.47 respectively.

Figure 66: CS councillor assessment of the likelihood of a CS councillor being detected for poor performance or the breaking of rules

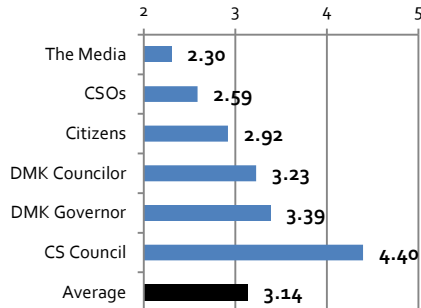
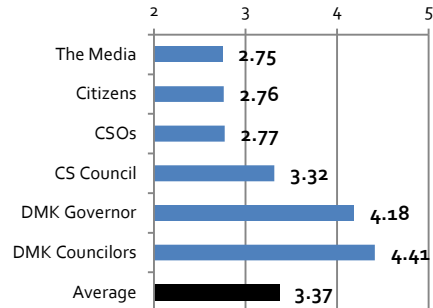


Figure 67: DMK councillor assessment of the likelihood of a DMK councillor being detected for poor performance or the breaking of rules



How likely is it that the following will know about the poor performing or breaking rules by the C/S councillors (left panel) or DMK councillors (right panel)

Note: 1= Very unlikely, 2= Unlikely, 3= Neutral, 4= Likely 5 =Very Likely

8.2.2 LIKLIHOOD OF PUNISHMENT: COUNCILOR’S PERCEPTIONS

Councillors perceive the likelihood of punishment to be higher than the likelihood of detection. Punishment was most likely through legal action, but both sets of councillors viewed the political process of elections as being effective in terms of accountability.⁵⁹ Data is summarized below.

Figure 68: CS councillor assessment of the likelihood of a CS councillor being detected for poor performance or the breaking of rules

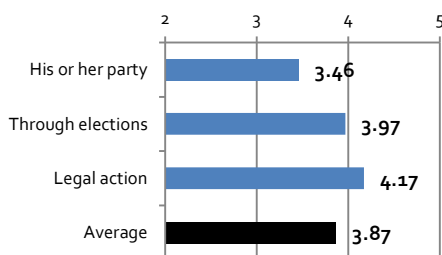
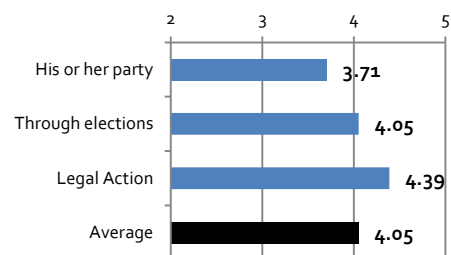


Figure 69: DMK councillor assessment of the likelihood of a DMK councillor being detected for poor performance or the breaking of rules



How likely is it that the following methods will be used to hold C/S councillors (left panel) or DMK councillors (right panel) accountable?

Note: 1= Not likely at all, 2= A little likely, 3= Somewhat likely, 4= Likely 5 =Very Likely

Citizens (see Figure 65), feel it is less likely that councillors will be held accountable (an average rating of 3.29 compared to 3.96).

8.3. Summary and conclusions

This chapter summarized citizen assessments of CS and DMK accountability. Generally, accountability is seen as being fairly low, especially in areas of performance as opposed to the misuse of funds. Citizens believe the electoral process is the strongest mechanisms of accountability available and are in favor of extending direct elections to DMK councils. An index

⁵⁹ Councillors were also asked about the Board of Governors’ as a method for holding them accountable and these received very low scores. Technically the Boards cannot hold Councillors accountable, so the question was dropped in calculating an average.

was formed by looking at citizens' assessment of the likelihood CS and DMK officials would be punished for a variety of actions. Table 26 (below) presents the values for the transparency indexes for the baseline year, 2011.

Table 26: Accountability Index

Indicators	Weight	Raw Value	NORMALIZED VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS Accountability Index	1/2	3.04	51.03	52.14	50.29	55.48	44.89	56.44	49.37
1.1. ACC3A: Likelihood a C/S officer is disciplined if he/she does not do his or her job well (1-5 with 5 highly likely)	1/6	2.83	45.70	47.44	44.55	50.50	39.13	50.66	44.18
1.2. ACC3B Likelihood a C/S officer is disciplined if he/she is absent from his or her post (1-5 with 5 highly likely)	1/6	2.65	41.31	43.34	39.98	46.01	34.82	47.58	39.44
1.3. ACC3C Likelihood a C/S officer is disciplined if he/she does not treat a citizen with respect (1-5 with 5 highly likely)	1/6	2.88	46.88	48.19	46.02	51.27	40.86	52.55	45.11
1.4. ACC3D Likelihood a C/S officer is disciplined if he/she does not use resources wisely (1-5 with 5 highly likely)	1/6	3.06	51.55	52.07	51.19	55.48	45.86	56.67	50.00
1.5. ACC3E Likelihood a C/S officer is disciplined if he/she steals money	1/6	3.39	59.86	59.99	59.77	64.38	53.73	65.14	58.22
1.6. ACC3F Likelihood a C/S officer is disciplined if he/she requests and accepts a bribe from a citizen (1-5 with 5 highly likely)	1/6	3.43	60.87	61.83	60.22	65.23	54.92	66.04	59.27
2. DMK Accountability Index	1/2	3.22	55.50	58.23	53.69	62.08	47.00	63.66	53.02
2.1. ACC3G: Likelihood a DMK officer is disciplined if he/she does not do his or her job well (1-5 with 5 highly likely)	1/6	2.95	48.76	51.65	46.90	54.72	40.94	57.36	46.17
2.2. ACC3H Likelihood a DMK officer is disciplined if he/she is absent from his or her post (1-5 with 5 highly likely)	1/6	2.82	45.51	48.85	43.29	51.90	37.25	55.32	42.58
2.3. ACC3I Likelihood a DMK officer is disciplined if he/she does not treat a citizen with respect (1-5 with 5 highly likely)	1/6	3.05	51.31	53.89	49.61	57.84	42.85	59.73	48.70
2.4. ACC3J Likelihood a DMK officer is disciplined if he/she does not use resources wisely (1-5 with 5 highly likely)	1/6	3.27	56.64	60.26	54.25	63.16	48.13	63.06	54.69
2.5. ACC3K Likelihood a DMK officer is disciplined if he/she steals money (1-5 with 5 highly likely)	1/6	3.61	65.20	66.90	64.06	72.15	56.59	72.68	62.95
2.6. ACC3L: Likelihood a DMK officer is disciplined if he/she requests and accepts a bribe from a citizen (1-5 with 5 highly likely)	1/6	3.62	65.57	67.85	64.05	72.72	56.23	73.80	63.01
3. SNA Accountability Index			51.03	52.14	50.29	55.48	44.89	56.44	49.37

CHAPTER 9. INTERNAL GOVERNANCE

9.1. Introduction

This chapter describes relationships between different levels of local government. These are an essential element of governance. It investigates: (i) the frequency of disagreements between different levels of SNAs, (ii) whether disagreements, when they arose, were satisfactorily resolved, (iii) the quality of support provided by different levels of government to DMs and CSs, (iv) whether SNAs are being provided autonomy to undertake their functions and (v) the sharing and availability of information.

9.2. Relations between different levels of SNAs

9.2.1 FREQUENCY OF DISAGREEMENTS

Disagreements between SNAs indicate, to some degree, an unclear assignment of functions or a lack of coordination and support between different levels. How often did disagreements arise and were they satisfactorily resolved? The table below looks at the incidence of disagreements between SNAs (as reported by Councilors). In general:

1. As can be seen adjacently, disagreements arose more often between CSs and DMKs than between CSs or DMKs and Provinces.⁶⁰
2. The table below identifies the topic of disagreements. CS-DMK disagreements tended to focus on land management, fisheries, and road construction, development planning, and irrigation. CS disagreements with Provinces mirror their disagreements with DMKs; DMK disagreements with Provinces appear to be entirely different.

Table 27: Incidence of disagreements between different levels of government

Data / Indicators	CS Councilors	DMK Councilors
1. NUMBER OF COUNCILORS INTERVIEWED	381	336
2. DISAGREEMENTS		
2.1. Disagreements with CSS		77
2.2. Disagreements with DMKs	92	
2.3. Disagreements with Provinces	37	23
3. RATIOS		
3.1. Disagreements sited per councilor (CS-DMK)(row 2.1 or 2.2 ÷ row 1)	0.241	0.229
3.2. Disagreements sited per councilor (With Provinces)(row 2.3 ÷ row 1)	0.097	0.068

Table 28: % of councillors reporting disagreements between different levels of Government

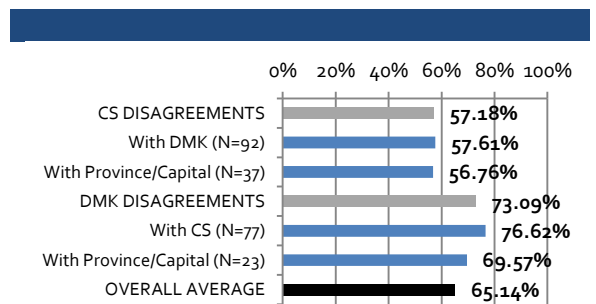
Issue: CS with DMK	%	Issue: DMK with CS	%	Issue: CS with Province	%	Issue: DMK with Province	%
Land management	3.15%	Irrigation	3.27%	Road construction	3.15%	Water	0.89%
Fisheries	2.62%	Road construction	3.27%	Land management	1.84%	Conflicts / Disputes	0.89%
Road construction	2.36%	Land management	2.98%	Irrigation	0.79%	Development Plans	0.60%
Development Plans	2.36%	Development Plans	1.79%	Other issues	0.67%	Solid Waste	0.60%
Registration of events	2.10%	Conflicts / Disputes	1.79%	Health	0.52%	Hygiene /sanitation	0.60%
Conflicts / Disputes	1.57%	Water	1.79%	Forestry	0.52%	Political issues	0.60%
Other issues	1.33%	Hygiene /sanitation	0.89%	Development Plans	0.52%	Road construction	0.60%
Irrigation	1.31%	Solid Waste	0.89%	Conflicts / Disputes	0.52%	Land management	0.60%
Forestry	1.31%	Taxation	0.89%	Agriculture	0.52%	Forestry	0.60%
Water	1.05%	Political issues	0.89%	Fisheries	0.52%	Irrigation	0.30%
Health	1.05%	Fisheries	0.89%	Water	0.26%	Agriculture	0.30%

⁶⁰ A councilor was permitted to report more than one disagreement.

Issue: CS with DMK	%	Issue: DMK with CS	%	Issue: CS with Province	%	Issue: DMK with Province	%
Hygiene and sanitation	0.79%	Agriculture	0.60%	Registration of events	0.26%	Health	0.30%
Public Security	0.79%	Other issues	0.60%	Hygiene / sanitation	0.00%	Education	0.00%
Taxation	0.79%	Public Security	0.60%	Education	0.00%	Public Security	0.00%
Solid Waste	0.52%	Forestry	0.60%	Public Security	0.00%	Registration of events.	0.00%
Legal Issues	0.52%	Legal Issues	0.30%	Solid Waste	0.00%	Fisheries	0.00%
Political issues	0.52%	Registration of events	0.30%	Business Development	0.00%	Business Development	0.00%
Agriculture	0.52%	Education	0.30%	Political Issues	0.00%	Other Issues	0.00%
Education	0.26%	Health	0.30%	Taxation	0.00%	Taxation	0.00%
Business Development	0.00%	Business Dev.	0.00%	Legal issues	0.00%	Legal issues	0.00%
Supporting women/children	0.00%	Supporting women/children	0.00%	Supporting women/children	0.00%	Supporting women/children	0.00%
Supporting youth	0.00%	Supporting youth	0.00%	Supporting youth	0.00%	Supporting youth	0.00%
Supporting disabled	0.00%	Supporting disabled	0.00%	Supporting disabled	0.00%	Supporting disabled	0.00%
Supporting ethnic groups	0.00%	Supporting ethnic groups	0.00%	Supporting ethnic groups	0.00%	Supporting ethnic groups	0.00%
TOTAL	24.92%	TOTAL	22.94%	Total	10.12%	Total	6.85%

9.2.2 SATISFACTORY RESOLUTION OF DISAGREEMENT BETWEEN SNAS

According to CS and DMK councilors, “disagreements” between different levels of government are successfully resolved about 65% of the time (see Figure 70). CS councilors report that their disagreements were successfully resolved 57.1% of the time while DMK councilors report theirs are successfully resolved 73.1% of the time. The annex (Section 11.15), details the satisfactory resolution of disagreements according to the type of disagreement encountered.



Note: Number of disagreements is in parenthesis

Figure 70: % of disagreements between SNAs satisfactorily resolved

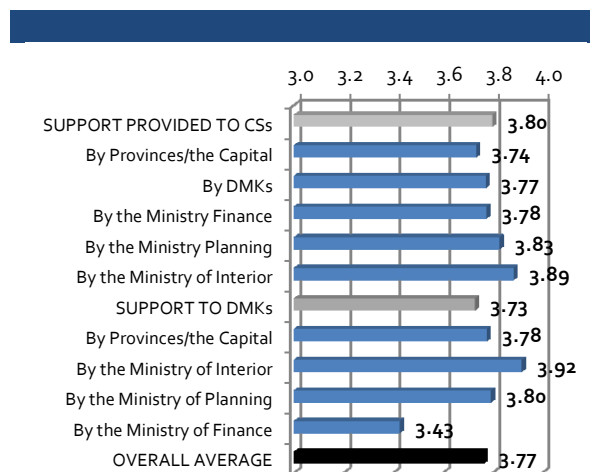
9.2.3 QUALITY OF SUPPORT PROVIDED BY OTHER LEVELS OF GOVERNMENT

As can be seen in Figure 71, Councilors were highly satisfied with the level of support provided by different levels and organizations across government.

9.2.4 INTERFERENCE, FREEDOM, AUTONOMY

To what degree do other levels of government interfere with CS and DMK activities? To what degree are CSs and DMKs provided autonomy?

1. According to Councilors (see Figure 72) other government organizations rarely interfere or fail to provide autonomy and freedom. Local governments are considered to interfere more than central government Ministries



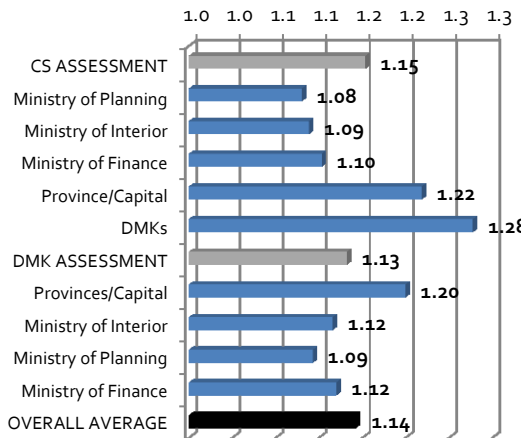
Note: 1 = Very Dissatisfied; 2 = Slightly Dissatisfied; 3 = Neither satisfied nor dissatisfied; 4 = Satisfied; 5 = Very Satisfied

Figure 71: Councillor satisfaction with support from other organizations

- When looking at particular areas of autonomy (see Figure 73) levels of autonomy are again considered relatively high. The ability to innovate is ranked lowest while the freedom to plan and contract with service providers is ranked highest.

Figure 72: Councillor agreement with statements whether other organizations interfere with their work

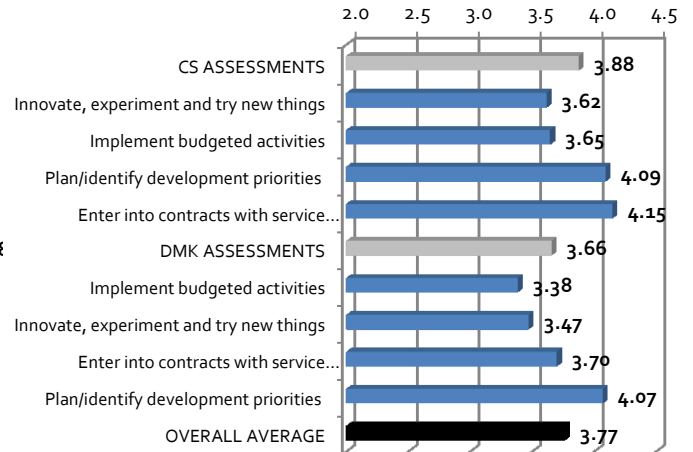
To what degree do you agree with the following statement: the following organization interferes with your operation or fails to provide the freedom and autonomy required



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 73: Councillor assessment of autonomy in various areas

Overall how do you rate the level of freedom and autonomy your Council has to undertake the following activities



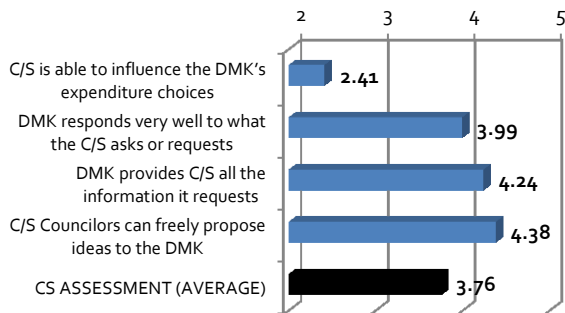
Note: 1= Very Poor; 2= Poor; 3= Neutral (neither good nor bad); 4= Good; 5= Very Good

9.2.5 INFORMATION AND RESPONSIVENESS

How responsive are DMKs to CSs and Provinces to DMKs? As can be seen below, according to councillors:

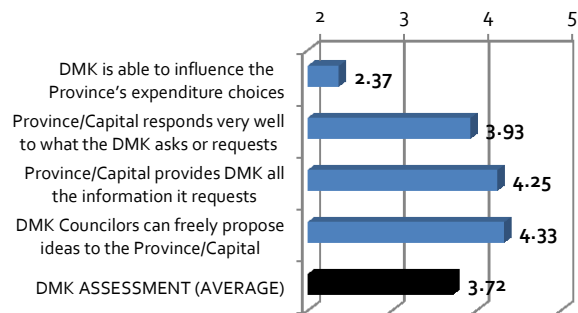
- Lower level SNAs are not able to influence the expenditure choices of higher level SNAs
- Otherwise, higher-level SNAs respond to requests, provide information, and are receptive to ideas proposed from lower-level SNAs

Figure 74: CS Councillor agreement with statements about responsiveness



Note: 1= Strongly Disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly Agree

Figure 75: DMK Councillor agreement with statements about responsiveness



9.3. Summary and Index

Relationships between different levels of government are an important element of governance. This report investigates: (i) the frequency of disagreements between different levels of SNAs, (ii) whether disagreements were satisfactorily resolved, (iii) the quality of support provided by different levels of government, (iv) autonomy and (v) the sharing and availability of information.

The 717 CS and DMK councilors interviewed documented 219 disagreements between SNAs during the last year. Disagreements were most prevalent between CSs and DMKs. Disagreements tended to concern land management, fisheries, and road construction, development planning, and irrigation. CS Councilors report that their disagreements were successfully resolved 57.1% of the time while DMK councilors report theirs are successfully resolved 73.1% of the time.

Councilors were highly satisfied with the level of support provided by different government organizations. They believe they are provided high levels of autonomy and freedom and that there is little interference by other levels of government in the carrying out of their duties. When interference occurs, Local Governments are considered to interfere more than Central Government Ministries. Higher levels of government are considered very responsive to the needs of lower levels of government. Councilors from lower levels of government believe, however, they are unable to influence the priorities and expenditures of higher levels of government. The table below summarizes the intra-governmental index while a detailed version can be found in the annex (see Table 52).

Table 29: Intra-Governmental Governance Index (Summarized)

Item	Weight	Raw Value	Normalized Value (1-100)
1. Incidence of Disagreements (% of Councilors reporting no disagreement)(4 indicators)	1/5	16.21%	83.793
2. Satisfactory Resolution of Disagreements (% of disagreements reported to be satisfactorily resolved)(4 indicators)	1/5	65.14%	65.139
3. Quality of Support provided to CSs and DMKs (average assessment scores, 1-5)(9 indicators)	1/5	3.77	69.233
4. Interference and autonomy (17 indicators)	1/5		83.567
5. Information and responsiveness (8 indicators)	1/5	3.74	68.466
6. Overall Intra-Governance Index			74.039

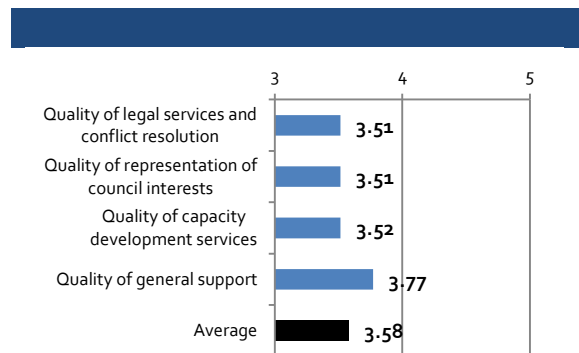
CHAPTER 10. THE ASSOCIATION OF COUNCILS

10.1. Introduction

The local autonomy of Councils requires Councils to listen to citizens and community groups and to make policy decisions and to oversee implementation by their executive. Promoting this vision is a role for an independent Association of Councils. The current Association is limited to representing CSs, but has been undertaking a strategic review to expand its mandate to cover Provinces, Capitals, and DMKs. This chapter briefly describes the assessment made by Councilors of the Association’s performance in undertaking four main functions: (i) the provision of legal services and conflict resolution, (ii) representation of interests, (iii) capacity development and (iv) general support.

10.2. DMK Performance of the Association

Councilors were asked to assess the quality of legal, representational and capacity development services provided by the Association.⁶¹ The quality of services delivered was assessed as being very good (with an average of 3.58 on a 1-5 scale). For comparison, citizen’s assessment of SNA service delivery was on average 3.2.



1 = very poor, 2 = poor, 3 = neutral, 4 = good, 5 = excellent

Figure 76: CS councillor assessment of the Association’s delivery of services

⁶¹ Councilors were asked to assess the importance of each of these broad functions, but scores were very similar (all were quite high).

CHAPTER 11. ANNEX

11.1. Bibliography

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11.2. More detailed Governance Framework

RELATIONSHIP	A. Civic Engagement	B. Transparency and reporting	C. Accountability and autonomy
1. CIVIL SOCIETY	A.1: Citizens form advocacy groups to reflect their interests and lobby government	B.1: Civil Society (including the press) informs citizens	
2. POLITICAL	A.2: Citizens participate directly in planning and decision making. They elect representatives	B.2: Councils report results regularly to the public	C.2: The political process holds decision makers accountable
3. BUREAUCRATIC		B.3: Is there a clearly defined internal reporting process within SNAs?	C.3: A clear oversight process exists between different branches within SNAs. Proper accountability is exerted
4. HORIZONTAL	A.4: Lower level officials participate in planning and other processes at higher levels which affect their communities	B.4: Different levels of government report results to each other, when resources are transferred	C.4 SNAs are provided autonomy in return for accountability. Disciplinary action is taken when rules and regulations are not adhered to

11.3. Additional Governance matters data

Table 30: Comparison of 2000 and 2010 Governance Scores for Cambodia

Indicator	Score	SE	Low (Score - SE)	High (Score + SE)	Score	SE	Low (Score - SE)	High (Score + SE)	Conclusion on trend
Voice	-0.784	0.252	-1.036	-0.531	-0.873	0.341	-1.404	0.114	Worsened but not statistically conclusive
Political Stability	-0.802	0.355	-1.158	-0.447	-0.617	0.170	-1.065	0.244	Improved but not statistically conclusive
Government Efficiency	-0.847	0.196	-1.043	-0.651	-0.826	0.176	-1.477	0.201	Improved but not statistically conclusive
Regulatory Quality	-0.169	0.274	-0.443	0.105	-0.476	0.581	-0.371	0.167	Worsened but not statistically conclusive
Rule of Law	-0.897	0.171	-1.068	-0.726	-1.088	0.361	-1.814	0.144	Worsened but not statistically conclusive
Control of Corruption	-0.849	0.217	-1.066	-0.631	-1.211	0.579	-1.842	0.148	Worsened but not statistically conclusive

Figure 77: Graph of 2000 and 2010 Governance Scores for Cambodia

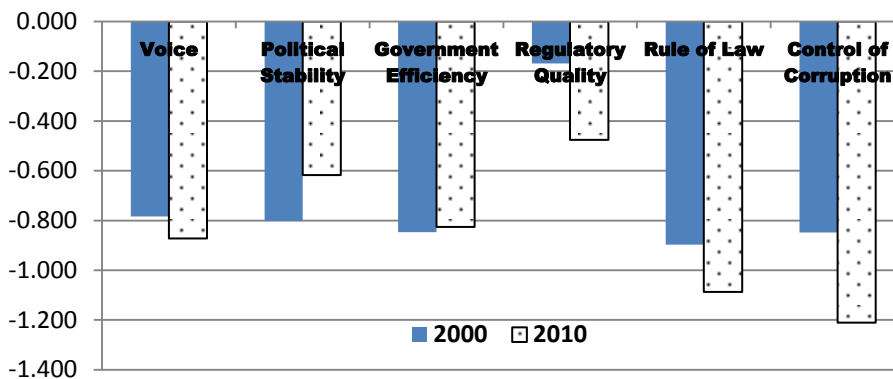


Table 31: ASEAN Comparison of WBI National Governance Indicators

COUNTRY	Voice	Political Stability	Government Effectiveness	Regulatory Quality	Rule Of Law	Control Of Corruption	Country Average	ASEAN Rank
SINGAPORE	37.4	89.6	100.0	98.6	93.4	98.6	86.3	1
BRUNEI	29.4	92.9	77.5	82.3	73.5	78.5	72.4	2
MALAYSIA	31.3	51.9	82.3	71.3	65.4	61.2	60.6	3
THAILAND	30.3	12.7	58.4	56.5	49.8	46.9	42.4	4
INDONESIA	48.3	18.9	47.8	39.7	31.3	27.3	35.6	5
VIETNAM	8.5	51.4	44.0	31.1	38.9	33.0	34.5	6
PHILIPPINES	46.9	6.6	51.7	44.0	34.6	22.5	34.4	7
→ CAMBODIA	24.6	25.9	22.5	35.4	12.8	7.7	21.5	8
LAOS	5.7	36.3	16.7	17.7	21.3	13.9	18.6	9
MYANMAR	0.9	11.3	2.4	1.0	3.3	0.5	3.2	10
COLUMN AVERAGE	26.3	39.8	50.3	47.8	42.4	39.0	40.9	

11.4. Summary of PACT 2010 Findings

The PACT survey 2010 was conducted in Battambang, Pursat, Kampong Cham, Kampong Thom, Prey Veng, Svay Rieng, Kandal and Takeo Provinces. The main results of the PACT 2010 survey (Economic Institute of Cambodia, 2010) are as follows:

- The most significant role of CS Councils is seen to be infrastructure development
- Ordinary citizens do not normally attend commune council meetings. Most citizens (87%) and most poor citizens (92%) have not attended a council meeting in the past year. However 41% recall attending village level planning meetings and a similar proportion have attended “other types of meetings” in the village.
- Citizens attend meetings to listen. Only 5% of respondents stated that they had spoken in any meeting in the past year. Non-poor citizens are more likely to speak than poor citizens (6% and 3% respectively).
- 35% of citizens say they contacted the village chief to express their views at least once in the past year, and 44% stated they had contacted an elder. Citizens are much less likely to seek out a commune councilor (17%). The proportion of citizens making active contact with other categories (officials, political parties, NGOs, religious authorities, community mobilizing committees and “influential persons”) was below 10% in all cases
- When asked why they attended meetings, most participants (77%) stated they were told to attend by authorities. Women did not differ from men on their views of the ease of speaking in meetings.

- Almost 60% of all citizens were a member of at least one CSO, with 26% being members of Pagoda Associations. These figures differ significantly from the EU SPACE survey and probably have to do with what is considered and not considered a “CSO.” In the PACT survey there are fairly small differences in participation rates across different social groups. Women and young people are somewhat less likely to be leaders of civil society organizations than men and older people. 60% of respondents agreed strongly or somewhat agreed that personal financial interest was a motivating factor for people to participate in CSOs.
- Like the EU SPACE survey, ordinary citizens are not well informed about the activities of their commune council, nor are most citizens sure of where they would go to find out such information. Only about a quarter know for certain where any commune councilor lives. Only 10% of respondents stated that they had ever actively sought information from the commune council, with men more likely to have sought information than women. Most inquiries concerned development projects.
- The most effective means for getting information is seen as the Village Chief and loudspeaker. Village and CS notice boards are not seen as effective.
- 84% of respondents either strongly agreed or somewhat agreed with the statement that the “commune council generally has the same priorities for the commune that you do.”
- 60-80% of respondents rated the delivery of education, conflict resolution, and public security services as good or very good, while 30-50% rated irrigation and water supply as good or very good. Differences between social groups (male/female, poor/non-poor) were negligible.
- 34% rated the council as “very responsive” and 53% “responsive” with only negligible numbers of citizens selecting the “very unresponsive” answer. The number selecting “very responsive” is significantly higher than in the baseline survey (24%).

11.5. Summary of the EU SPACE Survey

Some findings of the EU SPACE 2011 survey were:

- Though consultation with citizens is perceived to be important by councilors, councilors do not actively contact citizens. The Village Chief is the likely person citizens would seek for help on personal issues, disputes with neighbors and ideas for development projects.
- Voting is viewed as an important right of citizens and 99% of the citizens surveyed prefer to vote for the District Council directly rather than having them indirectly selected.
- Citizens’ awareness of existing grievance mechanisms is low. Very few citizens actually filed a complaint.
- Respondents perceived Communes to be subsidiary to Districts rather than fully autonomous bodies. Commune Councils still feel they need approval from the District, and the District still feels they need approval from the Province.
- Though District Councilors feel they have the capacity and authority to oversee their administrations and BoG they are apprehensive to monitor and intervene in BOG affairs. District BoGs believe councilors lack capacity and there is a need to oversee them.

- Councilors, administrators, and citizens believe citizens can engage freely and without fear in a variety of civil and political activities such as joining a political party or organization. Over the past year, councilors organized meetings and public forums to give citizens the opportunity to express their views. 74% of citizens interviewed engaged in these forums. Citizens were generally satisfied with the contents and outcomes of the engagement.
- Unlike the PACT survey, citizen participation in CSOs is low, though CSOs are perceived to be acting in the interests of the community. CSO members believe the partnership with government is productive. Councilors found CSOs to be helpful in bringing information on the needs and problems of communities to the Council; however they found CSOs not to be useful in actually solving the problems of citizens.
- Like the PACT survey, citizens' knowledge on the affairs of councilors is limited, especially in Districts. Citizens believe they have the right to information about Commune Councils and they feel they can access this information. Councilors and administrators, though respecting the rights of citizens to information, feel they also have the right to hide information from certain citizens, in particular those who are less educated and from opposition parties.
- There is a lack of transparency in the pricing of services. This may encourage or reflect corruption. Most councilors and administrators admitted citizens pay more than the correct price. Some did not themselves know the correct price.
- Councilors believe they have accurate and sufficient information on the operations of their Council.
- Commune Councils report regularly to citizens on their affairs while District Councils do not. Councilors and administrators say reporting between SNAs is frequent.
- Councilors are aware of the needs of vulnerable groups within the community, but are faced with budget constraints to solve their problems.
- Unlike the PACT survey, there is a mismatch between service delivery priorities of citizens and councilors.
- Unlike the PACT survey, citizens think Councilors are slow to solve their problems.
- Citizens perceive the quality of public services to be low in a number of areas, especially solid waste management and irrigation construction.

11.6. Some findings of the Voice, Choice, Decision Survey (World Bank, 2011: Executive Summary)

- Formal participatory mechanisms are carried out as prescribed, with a concerted effort by commune administrations to follow procedures.
- Communes are careful to follow the procedures provided to them in the Commune PIM. They hold all the required meetings that would enable citizens to participate (the village and public meetings for the five year planning process, the planning and budget committee meetings, the commune investment planning process, etc.) and record and report gender-disaggregated participation in all meetings held.

- These processes are, however, mostly ineffective in facilitating effective engagement of communities and citizens, and are perceived as a rubber stamping exercise by the commune administrations.
- These formal processes have limited value as effective, empowering participatory processes for citizen engagement in local development. Group meeting procedures used in communes and districts hamper open dialogue.
- The research identified a number of reasons for the failure of the formal participatory processes mandated in guidelines, including: (i) the relatively minor nature of the decisions being made in formal meetings, (ii) the lack of a culture of participation – people are not used to speaking out and this results in one-way communication and information-sharing only, and that (iii) processes were inappropriately designed and managed, especially lacking facilitation by skilled community facilitators.
- Although formal open participation is ineffective, a form of ‘invited participation’ takes place which is consultative and cooperative. The findings suggest that the more substantial the decision to be made, the more ‘closed’ the processes of participation – either in invited settings (as in commune council) or informal settings (in the village).
- There is no guarantee that the invited processes actually reflect community preferences, or those of women and marginal groups, who are largely excluded, as these processes are managed by a village chief with mixed accountability, but experience suggests that informal networks seem to generate ideas/recommendations that are popular and legitimate. They are voiced through invited settings and are used to hold authorities accountable at a later stage.

11.7. Sampling by Geographic Location

The table below outlines sampling by Zone and Province.

Table 32: Sampling Frame

Zone	Province Name	Selected (1 = Yes)	No. of DMKs	No. of selected DMKS	No. DMK councilors to interview	No. of CSs	No. of selected CSs	No. CS councilors to interview	No. of Villages	No. of selected Villages	Population	Number of Citizens to interview	Number of Citizens per Village Interviewed
Tonle Sap	1. Banteay Meanchey	0	9	0	0	64	0	0	634	0	707623	0	0
Tonle Sap	2. Battambang	1	14	5	35	96	9	36	787	18	1071209	126	7
Plain	3. Kampong Cham	1	17	6	42	173	17	68	1768	40	1884472	280	7
Tonle Sap	4. Kampong Chhnang	0	8	0	0	69	0	0	562	0	501676	0	-
Plateau/Mountain	5. Kampong Speu	0	8	0	0	87	0	0	1358	0	784799	0	-
Tonle Sap	6. Kampong Thom	1	8	4	28	81	8	32	738	17	697360	119	7
Coastal	7. Kampot	1	8	4	28	92	9	36	482	11	633972	77	7
Plain	8. Kandal	1	11	5	35	127	12	48	912	21	1139385	147	7
Coastal	9. Koh Kong	0	7	0	0	29	0	0	117	0	123832	0	-
Plateau/Mountain	10. Kracheh	0	6	0	0	46	0	0	500	0	331592	0	-
Plateau/Mountain	11. Mondul Kiri	0	5	0	0	21	0	0	90	0	62218	0	-
Phnom Penh	12. Phnom Penh	1	8	4	28	96	9	36	900	20	1256809	140	7
Plateau/Mountain	13. Preah Vihear	0	8	0	0	49	0	0	209	0	185430	0	-
Plain	14. Prey Veng	0	13	0	0	116	0	0	1137	0	1145979	0	-
Tonle Sap	15. Pursat	1	6	4	28	49	5	20	501	12	444406	84	7
Plateau/Mountain	16. Ratanak Kiri	1	9	4	28	49	5	20	240	6	156705	42	7
Tonle Sap	17. Siem Reap	0	12	0	0	100	0	0	923	0	946656	0	-
Coastal	18. Preah Sihanouk	1	4	2	14	26	3	12	109	3	196645	21	7
Plateau/Mountain	19. Stung Treng	0	5	0	-0	34	0	0	128	0	112237	0	-
Plain	20. Svay Rieng	1	8	4	28	80	8	32	690	16	579015	112	7
Plain	21. Takeo	1	10	5	35	100	9	36	1118	26	983911	182	7
Plateau/Mountain	22. Otdar Meanchey	0	5	0	0	24	0	0	231	0	202204	0	-
Coastal	23. Kep	0	2	0	0	5	0	0	16	0	36742	0	-
Plateau/Mountain	24. Pailin	1	2	1	7	8	2	8	79	2	63935	14	7
TOTAL		12	193	48	336	1621	96	384	14229	192	14248812	1344	

11.8. Description of Respondents

Table 33: Description of Respondents

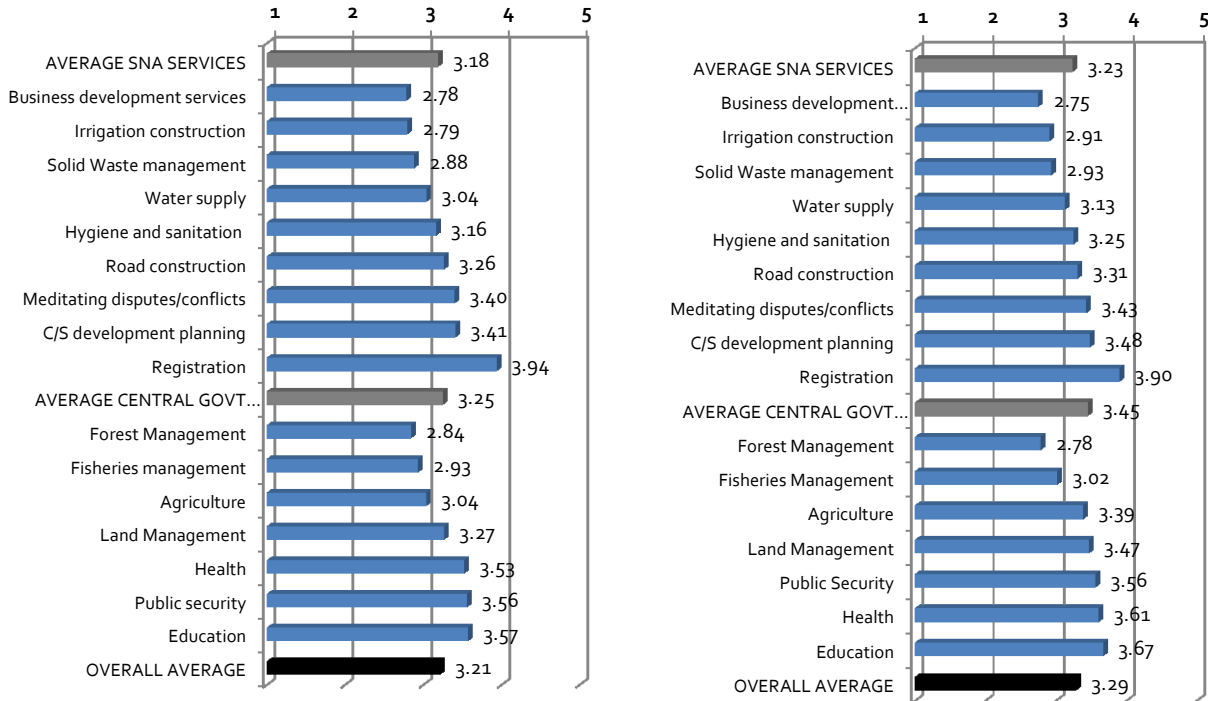
Data	Citizens	CS Councilors	DMK Councilors	DMK BOG
1. Number of respondents	1344	381	336	48
2. % Female	61.7%	18.5%	21.8%	22.9%
3. Average number of years living in the CS or DMK	27.04	29.73	31.3	
4. Average number of years' experience as a councilor at the CS or DMK				
5. % of female councilors who are members of women committees		16.5	11.9	
6. Political Affiliation				
6.1. Cambodian People Party (CPP)		75.6%	80.7%	
6.2. FUNCINPEC		2.1%	1.8%	
6.3. Sam Rangs Party (SRP)		18.1%	16.7%	
6.4. Norodom Ranarith Party (NRP)		3.4%	0.6%	
6.5. Human Right Party (HRP)		0.8%	0.3%	
6.6. Other (specify)		0.0%	0.0%	
7. Average Household Size	5.36			
8. Position in the Household				
8.1. Head of household	52.1%			
8.2. Spouse of head of household	32.9%			
8.3. Blood relative of head of household	14.1%			
8.4. Employee	0.1%			
8.5. Non-family member (not paying rent)				
8.6. Lodger (paying rent)	0.1%			
8.7. Other	0.6%			
9. Marital Status	%			
9.1. Marriage/Living together	78.9%			
9.2. Single	7.5%			
9.3. Divorced/Separated	1.4%			
9.4. Widowed	12.1%			
10. Education				
10.1. No formal education	20.2%	6.3%	2.1%	6.3%
10.2. Incomplete primary school	31.3%	18.6%	9.5%	4.2%
10.3. Complete primary school	9.3%	17.1%	6.5%	2.1%
10.4. Incomplete secondary	16.8%	24.9%	9.5%	6.3%
10.5. Complete secondary	10.2%	14.4%	17.3%	12.5%
10.6. Incomplete high school	5.0%	10.5%	22.3%	14.6%
10.7. Complete high school	4.7%	6.8%	21.4%	4.2%
10.8. Diploma degree	0.1%	0.5%	1.8%	8.3%
10.9. Bachelor degree	0.9%	0.5%	5.4%	18.8%
10.10. Post-graduate degree	1.6%	0.3%	4.2%	22.9%
11. Occupation				
11.1. Own farm work (cultivating crops, livestock, sugar palm, fish farming etc.)	46.9%			
11.2. Farm worker wage	1.9%			
11.3. Fishing (catch wild fish)	1.2%			
11.4. Non-Timber Forest Product collection and other natural resources user	21.2%			
11.5. Off farm business (meaning any non-farm business activity that does not employ anybody who is not a family member)	4.3%			
11.6. Off farm business (meaning any non-farm business activity with at least one employee who is not a family member)	3.1%			
11.7. Labor wage (meaning any kind of non-farm work for a private employer)	0.8%			
11.8. NGO employer	4.1%			
11.9. Civil servant	1.0%			
11.10. Police or soldier	6.1%			
11.11. Homecare	1.9%			
11.12. Student	1.6%			
11.13. Retired	0.6%			
11.14. Disabled	3.1%			

Data	Citizens	CS Councilors	DMK Councilors	DMK BOG
11.15. Unemployed	1.9%			
11.16. Other	0.1%			
12. Source of Income				
12.1. Farming, fishing, collecting forest products etc.	48.2%			
12.2. Profit from business (any kind except farming)	31.0%			
12.3. Paid work from any employer except the government	7.2%			
12.4. Salary from government	5.8%			
12.5. Rent land or houses	0.7%			
12.6. Lend money for interest	6.3%			
12.7. Remittances (money sent by relatives)	0.7%			
12.8. Other	0.0%			
13. % of Households owning the following assets				
13.1. Bicycle	74.0%			
13.2. Ox card	16.0%			
13.3. Vehicles (Motorbike, Car)	65.6%			
13.4. Pumping Machine	19.4%			
13.5. Boat	4.5%			
13.6. Motorized boat	3.0%			
13.7. Machinery Equipment (threshing machine, Timber-sawing machine, goods truck)	11.0%			
13.8. TV	76.0%			
13.9. Radio	53.4%			
13.10. Phone (mobile or ID phone)	77.4%			
14. Type of House				
14.1. Homeless / emergency shelter	1.0%			
14.2. Leaf roof	5.4%			
14.3. Zinc roof	41.7%			
14.4. Phibro roof	8.3%			
14.5. Tile roof	37.0%			
14.6. Concrete roof	6.0%			
14.7. Other	0.4%			
15. Type of Latrine				
15.1. Flushing latrine	7.7%			
15.2. Close latrine	32.2%			
15.3. Open latrine	23.7%			
15.4. others	0.1%			
15.5. Non-use latrine	36.4%			
16. % of Households with Access to pure drinking water	61.6%			
17. Land holdings				
17.1. Total rice field of rainy season (Arc)	73.1%			
17.2. Total rice field of dry season (Arc)	10.3%			
17.3. Total of plantation field (Arc)	21.9%			
18. % with own land / house (homestead)	82.7%			
19. % with a garden	21.7%			
20. Type of land holding				
20.1. No land possession document	20.2%			
20.2. Application for land occupation	11.2%			
20.3. Receipt	18.6%			
20.4. Copy form of land investment	0.7%			
20.5. Certificate for fix asset occupation	13.0%			
20.6. No all above	0.5%			
20.7. No agricultural land	35.7%			

11.9. Additional Data: Service Delivery

This section provides additional data on CS and DMK service assessments. It: (i) depicts citizens assessments of service quality, (ii) calculates the correlation of the ranking of these assessments between CSs and DMKs

Table 34: Citizen’s assessment of CS and DMK Service Delivery Quality (CS left panel, DMK right panel)



Note: scoring was on a 1-5 Likert scale (1 = very poor, 2 = poor, 3 = neutral, 4 = good, 5 = excellent)

Table 35: Correlation of Service Rankings between DMK Service and CS Services

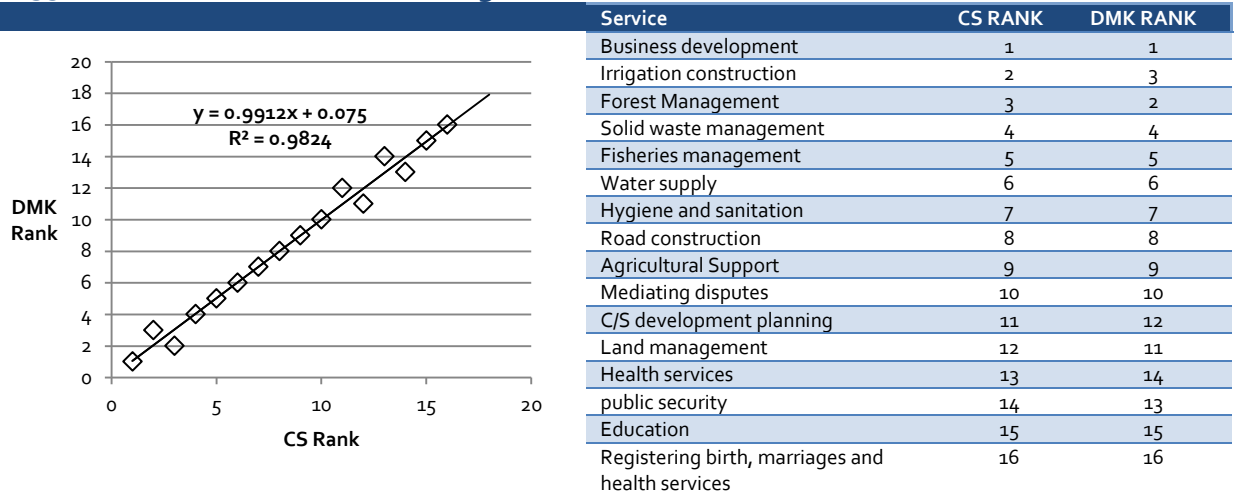


Table 36: Service Delivery Assessments (Councillors vs. Citizens)

Service	CS Councilor Assessment	DMK Councilor Assessment	Citizen Councilor Assessment	CS Councilor / Citizen	DMK Councilor / Citizen
CENTRAL GOVT	3.55	3.56	3.30	7.70%	8.22%
Forestry Management	2.98	3.13	2.81	6.21%	11.46%
Fisheries Management	3.16	3.43	2.98	6.00%	15.13%
Agriculture	3.74	3.70	3.21	16.46%	15.28%
Land	3.63	3.43	3.37	7.82%	1.92%
Public Security	3.81	3.72	3.56	7.20%	4.50%

Service	CS Councilor Assessment	DMK Councilor Assessment	Citizen Councilor Assessment	CS Councilor / Citizen	DMK Councilor / Citizen
Health	3.76	3.71	3.57	5.49%	3.85%
Education	3.79	3.82	3.62	4.74%	5.38%
LOCAL GOVT	3.52	3.52	3.21	9.77%	10.13%
Business Promotion/Development	3.19	3.44	2.77	15.36%	24.37%
Irrigation	3.11	3.31	2.85	9.00%	16.19%
Solid Waste Management	2.97	3.02	2.90	2.34%	4.11%
Water	3.29	3.39	3.08	6.71%	10.03%
Hygiene and Sanitation	3.57	3.57	3.20	11.40%	11.39%
Roads	3.73	3.53	3.28	13.51%	7.49%
Disputes	3.69	3.47	3.41	8.19%	1.75%
Development Planning	3.98	3.95	3.45	15.44%	14.53%
Registration	4.15	3.97	3.92	5.94%	1.31%
OVERALL				8.49%	9.21%

Table 37: Detailed Service Delivery Index

Index / Indicators	Weight	Raw Value All	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS SERVICE DELIVERY INDEX		3.18	54.62	53.05	55.65	51.88	58.48	50.14	56.03
1.1. PER14A Citizens assessment of the quality of road construction service provided by CS	1/9	3.26	56.47	55.31	57.19	54.81	58.73	54.60	57.06
1.2. PER14B Citizens assessment of the quality of irrigation construction provided by the CS	1/9	2.79	44.86	44.40	45.18	41.69	50.84	40.90	46.12
1.3. PER14C Citizens assessment of the quality of CS development planning	1/9	3.41	60.33	57.56	62.21	58.40	63.21	55.24	61.83
1.4. PER14D Citizens assessment of the quality of hygiene and sanitation services provided by CS	1/9	3.16	53.99	51.43	55.59	50.17	59.19	47.96	55.91
1.5. PER14E Citizens assessment of the quality of CS mediation of disputes and resolution of conflicts	1/9	3.40	59.96	59.63	60.17	59.24	61.01	55.75	61.32
1.6. PER14G Citizens assessment of the quality of water supply provided by CS	1/9	3.04	50.92	50.00	51.51	43.70	60.74	43.36	53.36
1.7. PER14I Citizens assessment of the quality of solid waste management services provided by the CS	1/9	2.88	46.99	43.49	49.29	41.90	52.91	42.47	48.27
1.8. PER14L Citizens assessment of the quality of CS registering birth, marriages and health services	1/9	3.94	73.46	72.71	73.92	73.01	74.08	70.39	74.45
1.9. PER14P Citizens assessment of the quality of business development services provided by the CS	1/9	2.78	44.60	42.90	45.79	44.02	45.62	40.57	45.93
2. DMK SERVICE DELIVERY INDEX		3.23	55.82	54.70	56.58	52.21	59.91	50.96	57.01
2.1. PER15A Citizens assessment of the quality of road construction service provided by DMK	1/9	3.31	57.65	56.48	58.46	54.85	60.67	55.32	58.22
2.2. PER15B Citizens assessment of the quality of irrigation construction provided by the DMK	1/9	2.91	47.71	47.74	47.68	44.21	53.38	42.77	48.99
2.3. PER15C Citizens assessment of the quality of DMK development planning	1/9	3.48	62.08	60.92	62.89	58.23	66.32	55.50	63.55
2.4. PER15D Citizens assessment of the quality of hygiene and sanitation services provided by DMK	1/9	3.25	56.27	54.78	57.28	50.92	62.13	48.73	58.17
2.5. PER15E Citizens assessment of the quality of DMK mediation of disputes and resolution of conflicts	1/9	3.43	60.74	58.71	62.14	58.74	62.95	56.40	61.73
2.6. PER15G Citizens assessment of the quality of water supply provided by DMK	1/9	3.13	53.14	52.56	53.53	44.82	62.29	44.41	55.34

Index / Indicators	Weight	Raw Value All	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
2.7. PER15I Citizens assessment of the quality of solid waste management services provided by the DMK	1/9	2.93	48.34	46.35	49.74	41.85	54.86	43.60	49.52
2.8. PER15L Citizens assessment of the quality of DMK registering birth, marriages and health services	1/9	3.90	72.58	72.01	72.99	72.45	72.73	71.09	72.93
2.9. PER15P Citizens assessment of the quality of business development services provided by the DMK	1/9	2.75	43.81	42.73	44.51	43.80	43.83	40.79	44.69
3. SNA SERVICE DELIVERY INDEX			65.14	63.88	65.96	63.48	67.14	62.96	65.69
3.1. CS Service Delivery Index	1/3		54.62	53.05	55.65	51.88	58.48	50.14	56.03
3.2. DMK Service Delivery Index	1/3		55.82	54.70	56.58	52.21	59.91	50.96	57.01
3.3. PER7 % of citizens not feeling the need to make a complaint about service delivery	1/3		84.97	83.88	85.65	86.35	83.04	87.80	84.03

11.10. Additional Data: Policy Alignment

Table 38: Service Delivery Priorities of Citizens (all) and Councillors (first priority only)

Service / Issue	Citizen Rank	CS Councillor Rank	DMK Councillor Rank
Road construction	1	1	2
Irrigation construction	2	5	4
Improving hygiene and sanitation	3	9	11
Water Supply	4	17	17
Public security	5	6	7
Agriculture	6	2	1
Electricity	7	19	20
Development Planning	8	8	3
Education	9	7	6
Encourage businesses to start and expand	10	3	5
Promote and support disabled people	11	17	17
Legal issues	12	12.5	8.5
Land management	13	14.5	14.5
Health	14	4	8.5
Mediating disputes and resolving conflicts	15.5	12	11
Taxation	15.5	19.5	13
Promote and support women	17.5	10	11
Promote and support youth	17.5	17	17
Fisheries	19.5	20	20
Political issues	19.5	14.5	14.5
Registration	21	11	20

Figure 78: Correlation between CS Councillor Priorities & Urban Citizens Priority Ranks

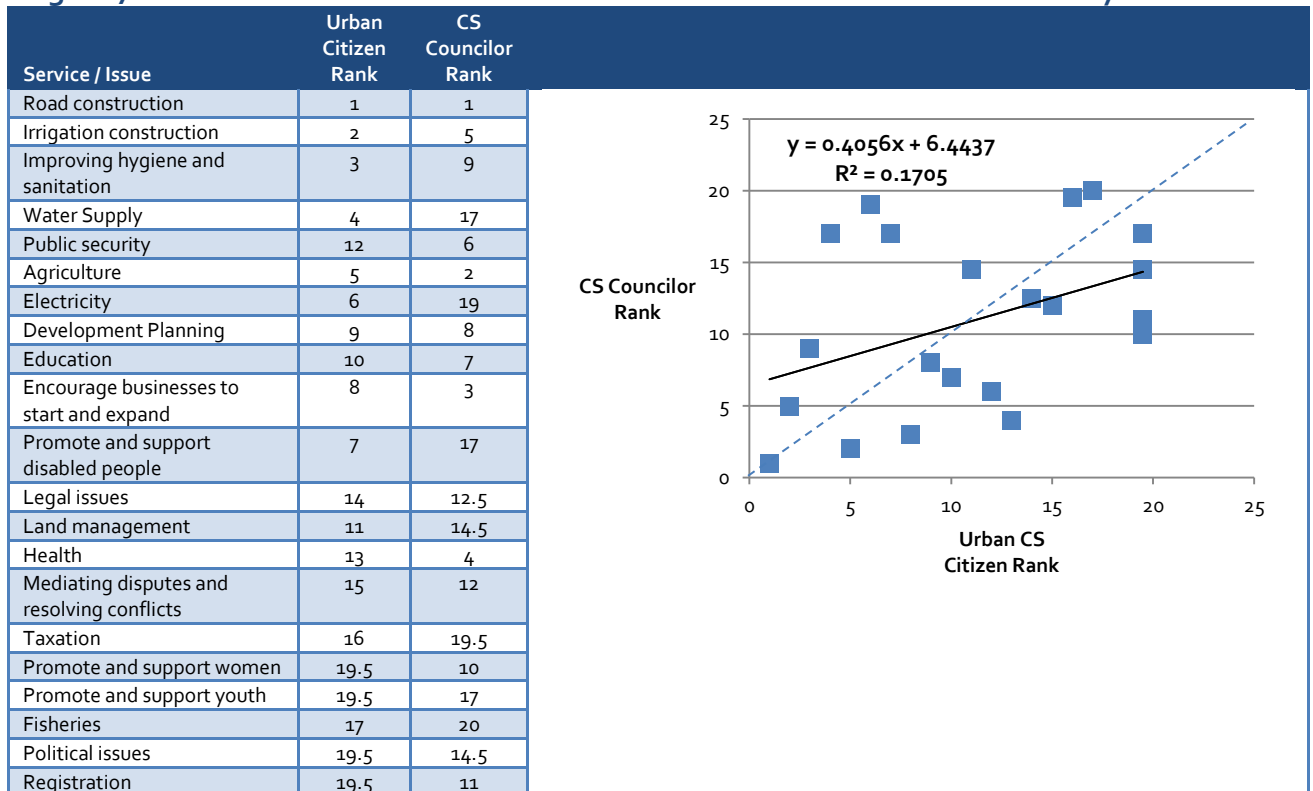


Figure 79: Correlation between CS Councillor Priorities and Rural Citizens Priorities

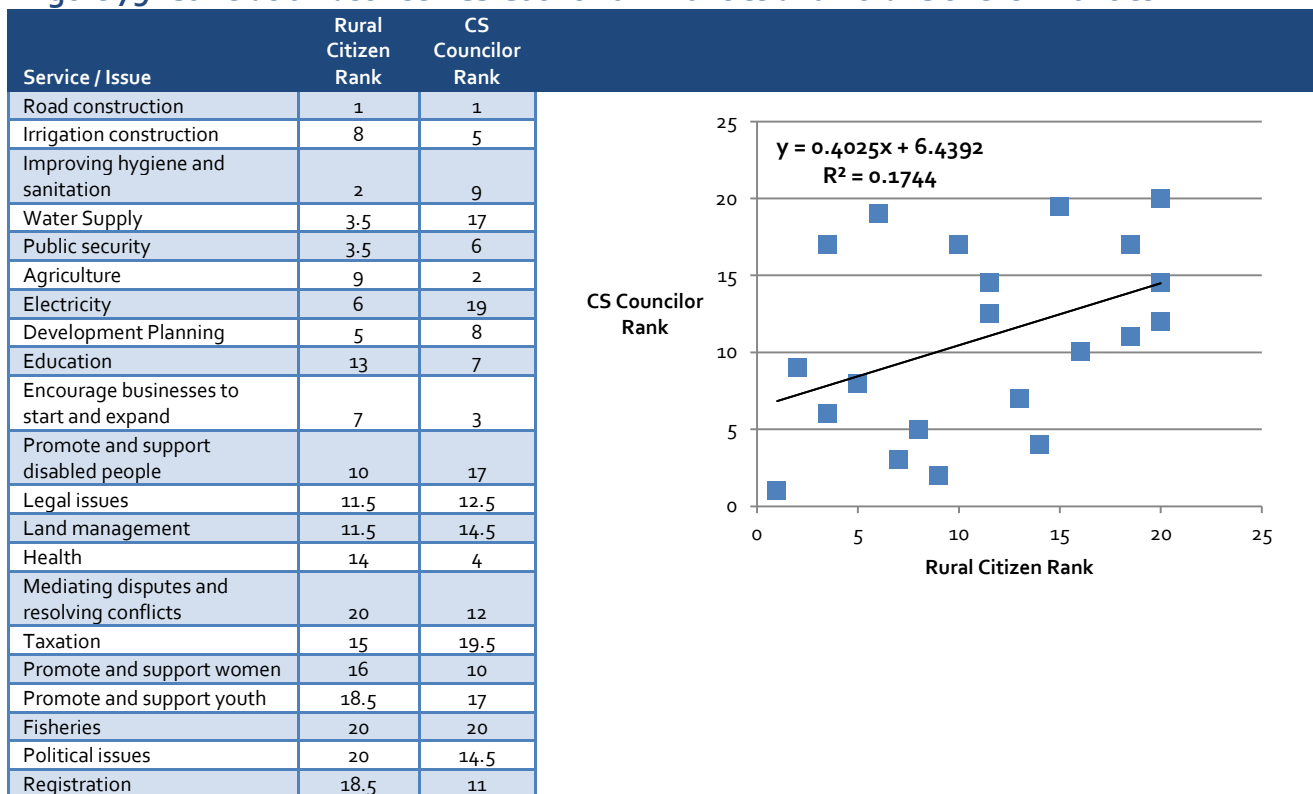


Figure 80: Correlation between CS Councillor Priorities and Male Citizens Priority Ranks

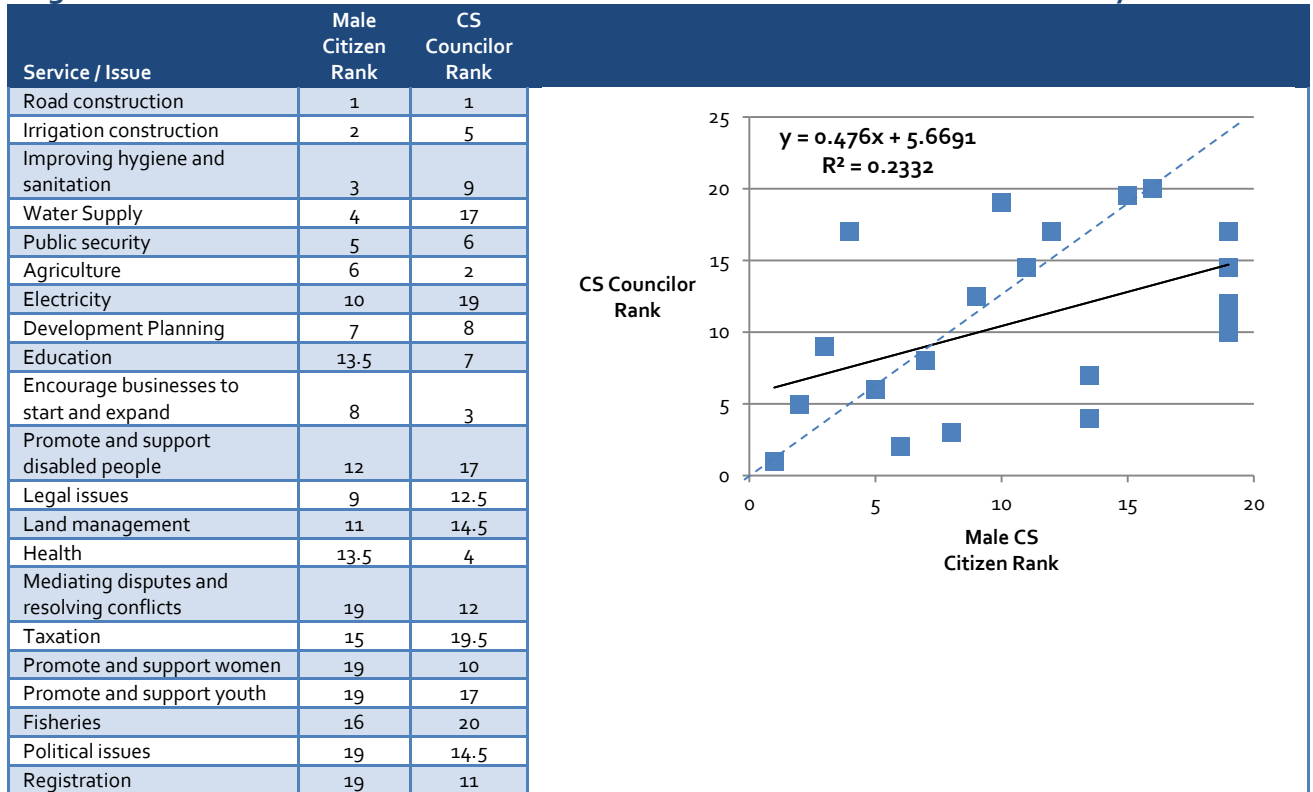


Figure 81: Correlation between CS Councillor Priorities and Female Citizen Priorities

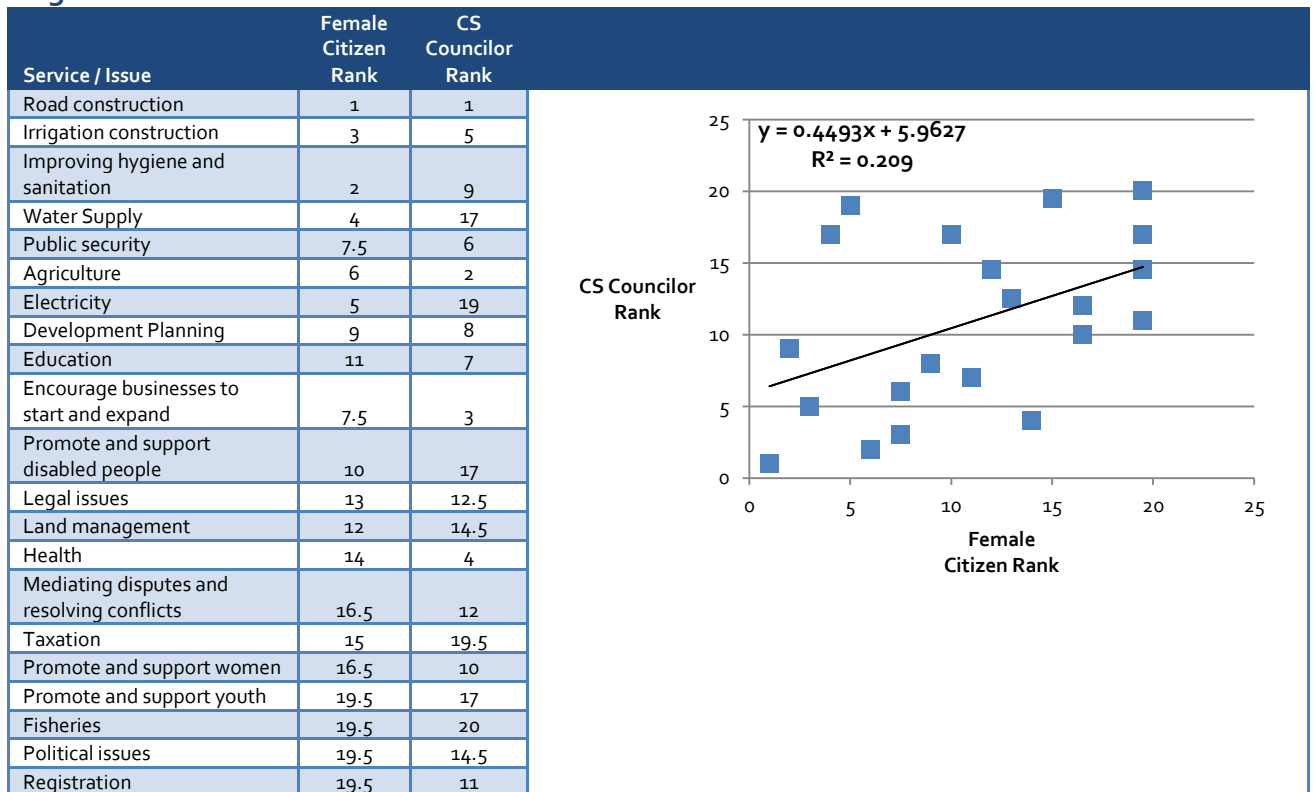


Figure 82: Correlation between CS Councillor Priorities and Poor Citizens Priority Ranks

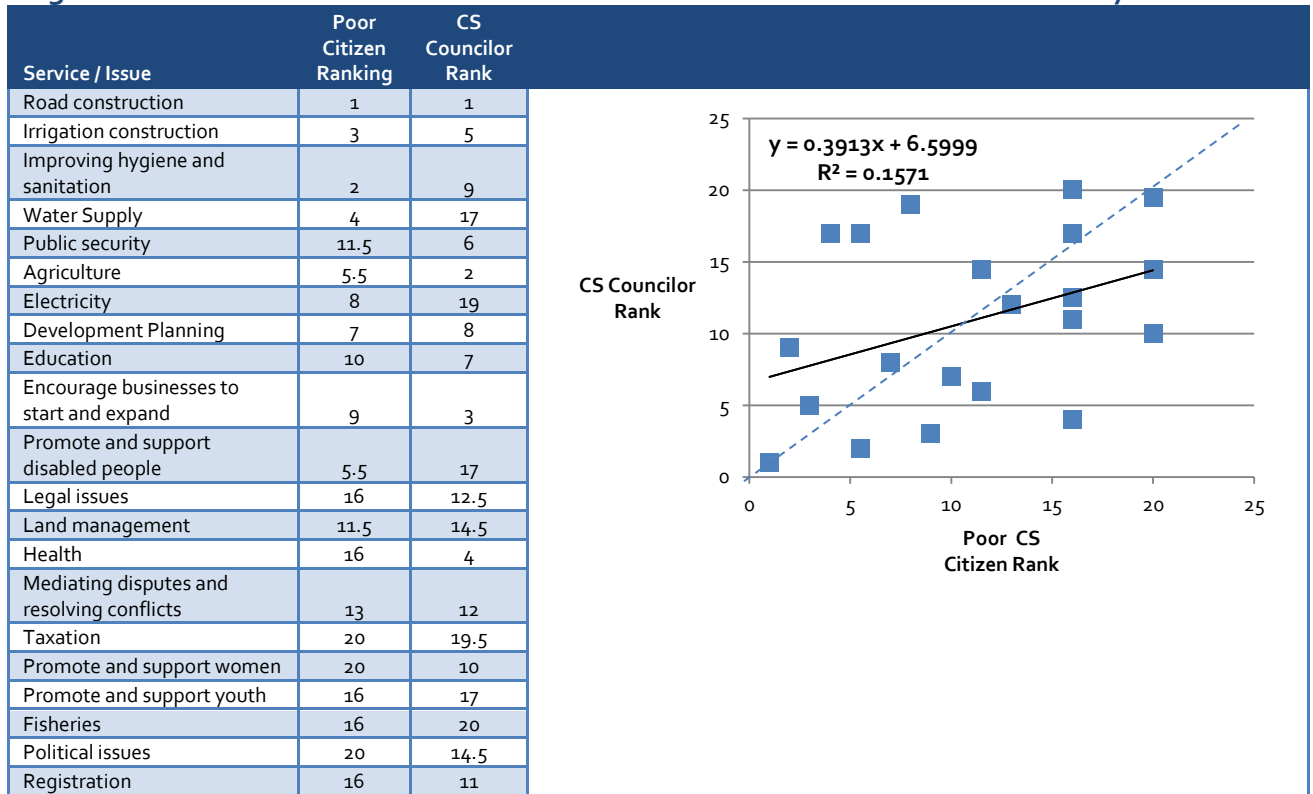


Figure 83: Correlation between CS Councillor Priorities and non-Poor Citizens Priorities

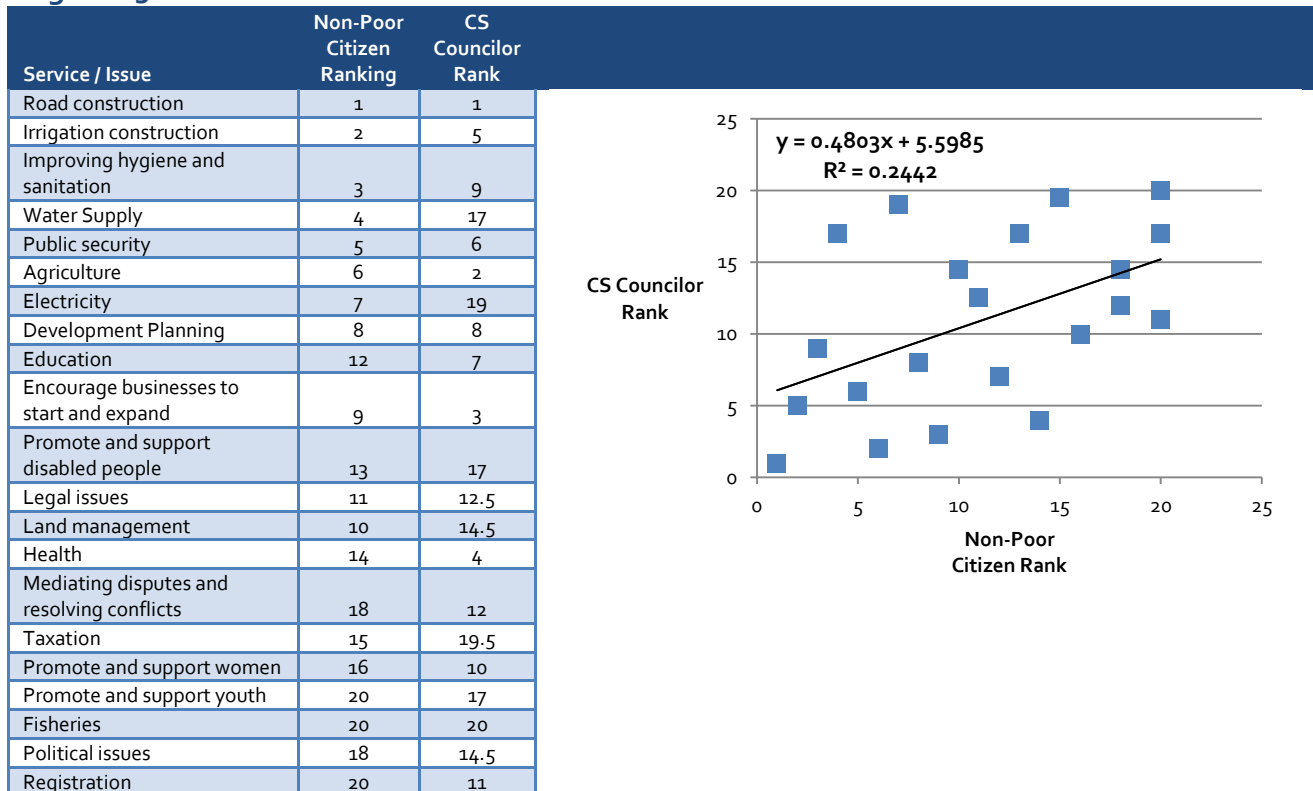


Figure 84: Correlation between DMK Councillor Priorities & Urban Citizens Priorities

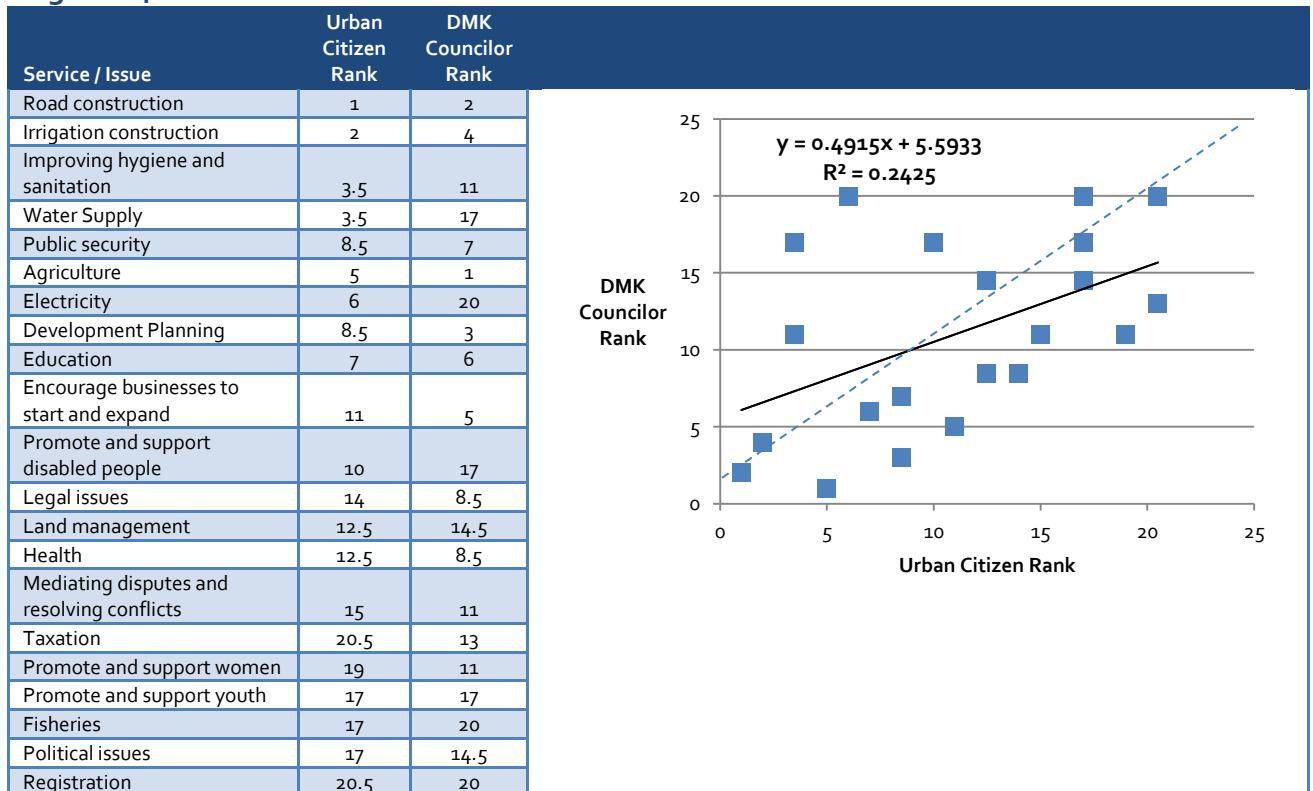


Figure 85: Correlation between DMK Councillor Priorities & Rural Citizens Priorities

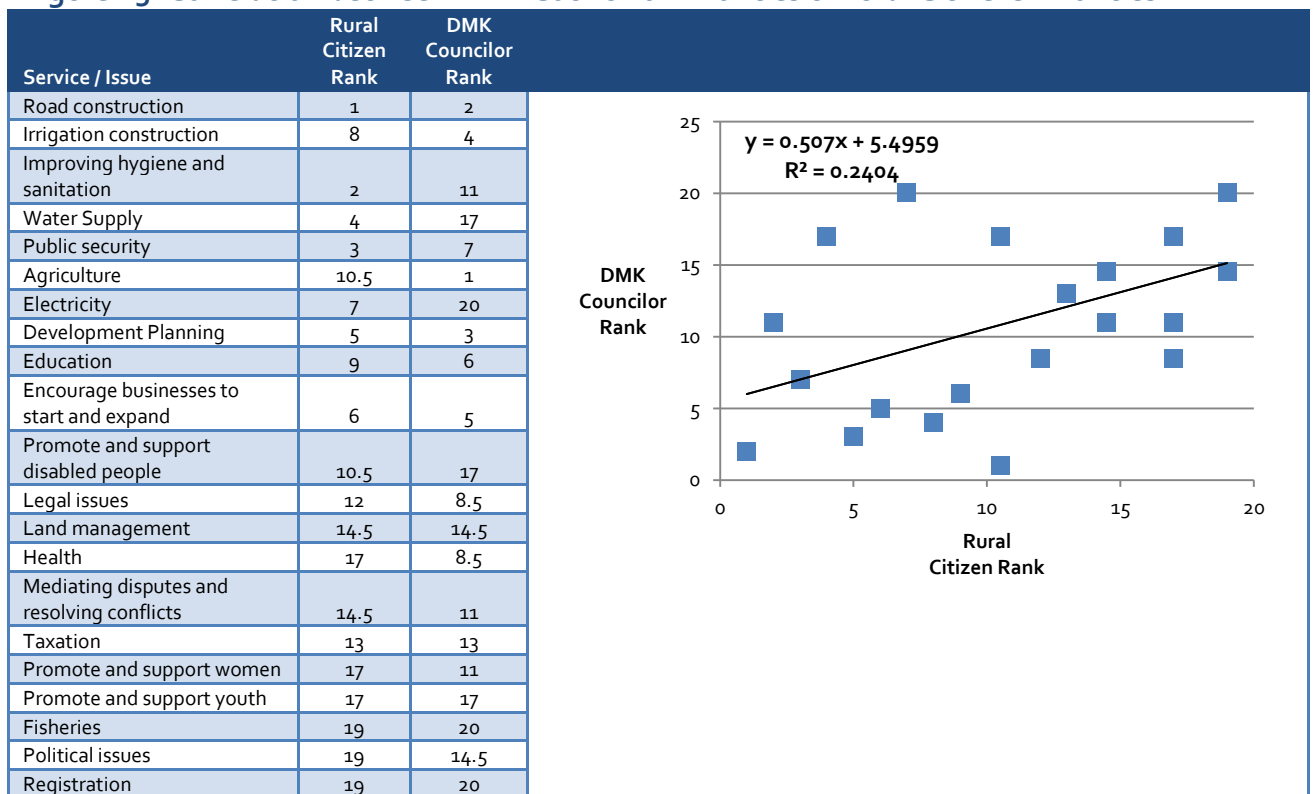


Figure 86: Correlation between DMK Councillor Priorities & Male Citizens' Priorities

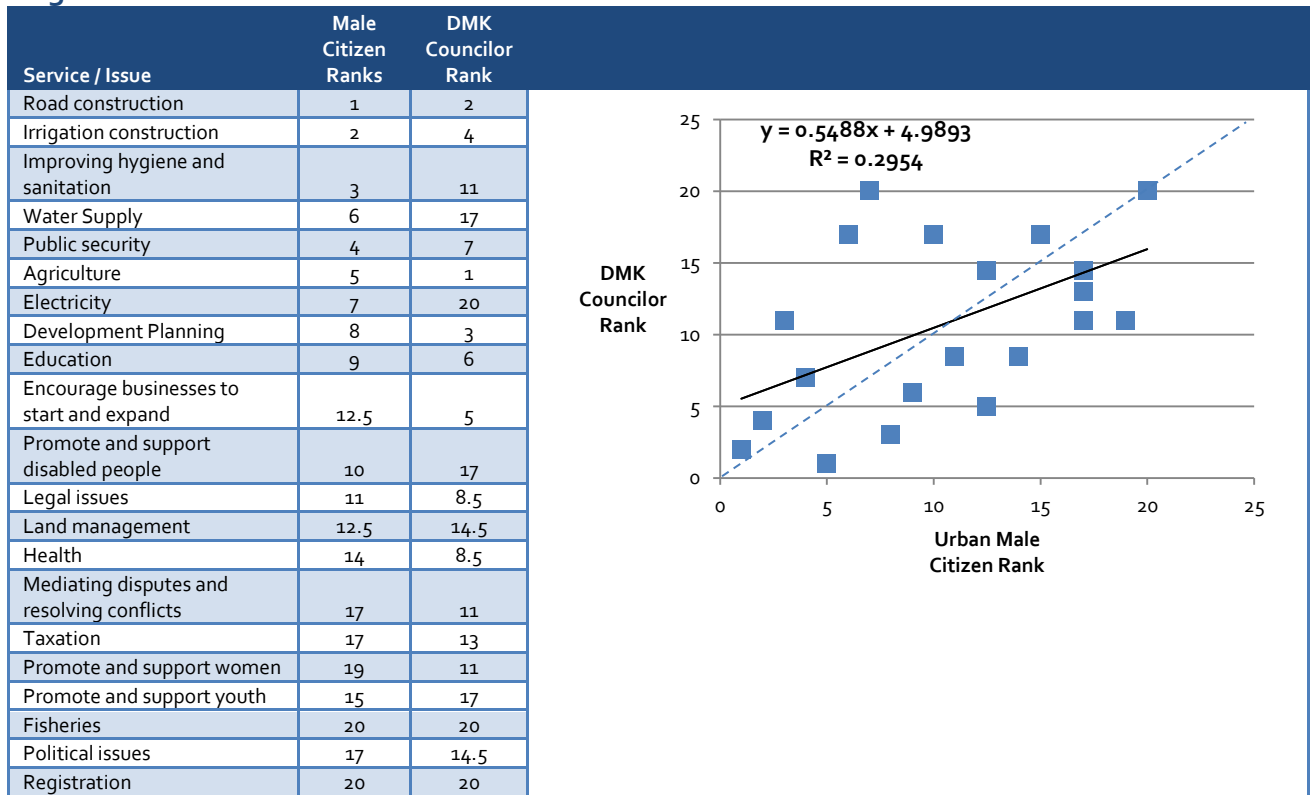


Figure 87: Correlation between DMK Councillor Priorities & Female Citizens' Priorities

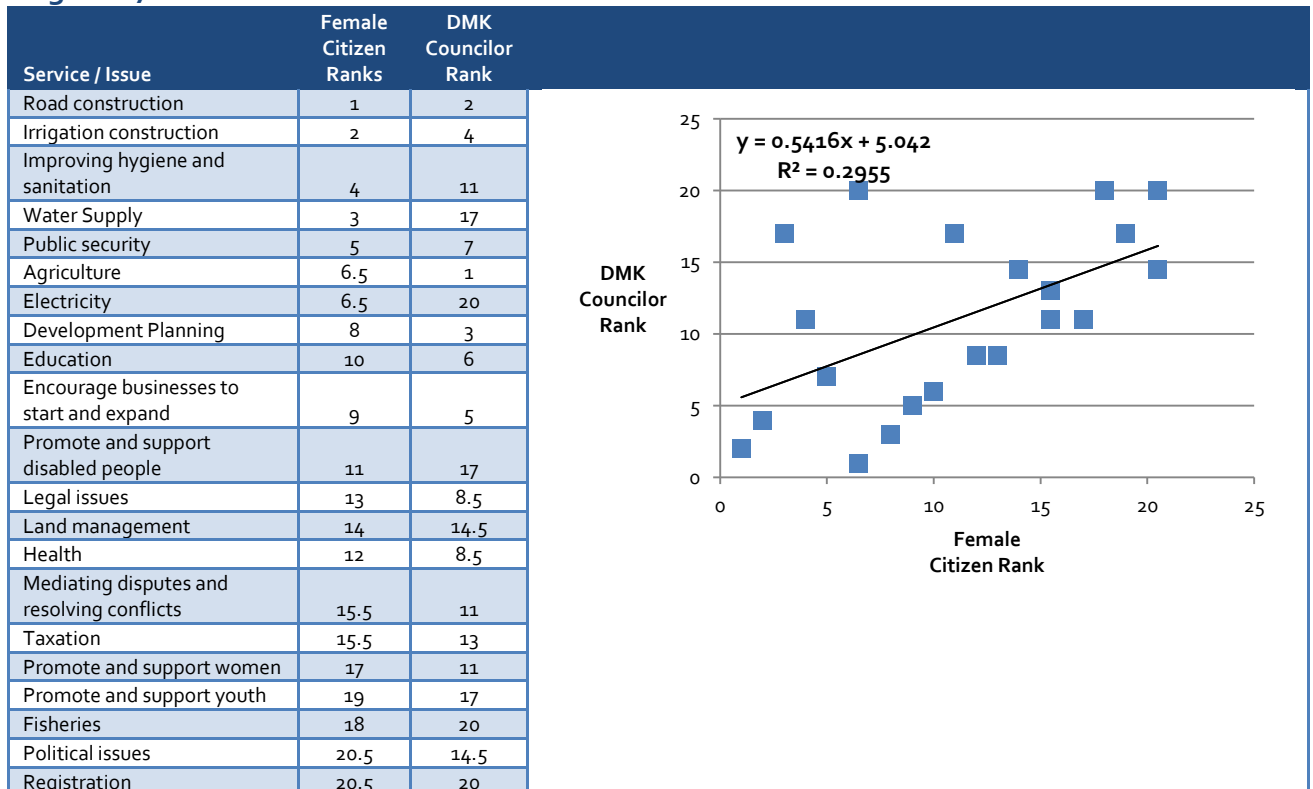


Figure 88: Correlation between DMK Councillor Priorities and Poor Citizens Priorities

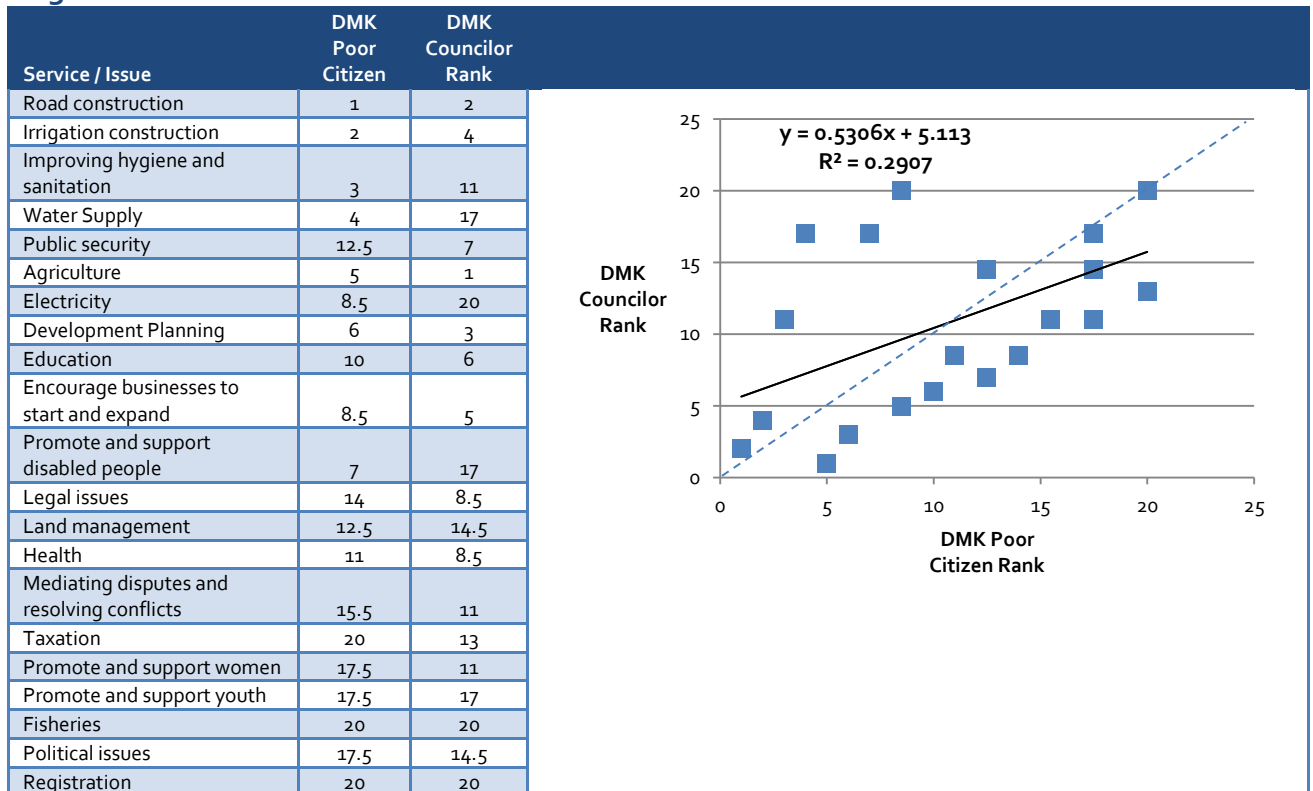
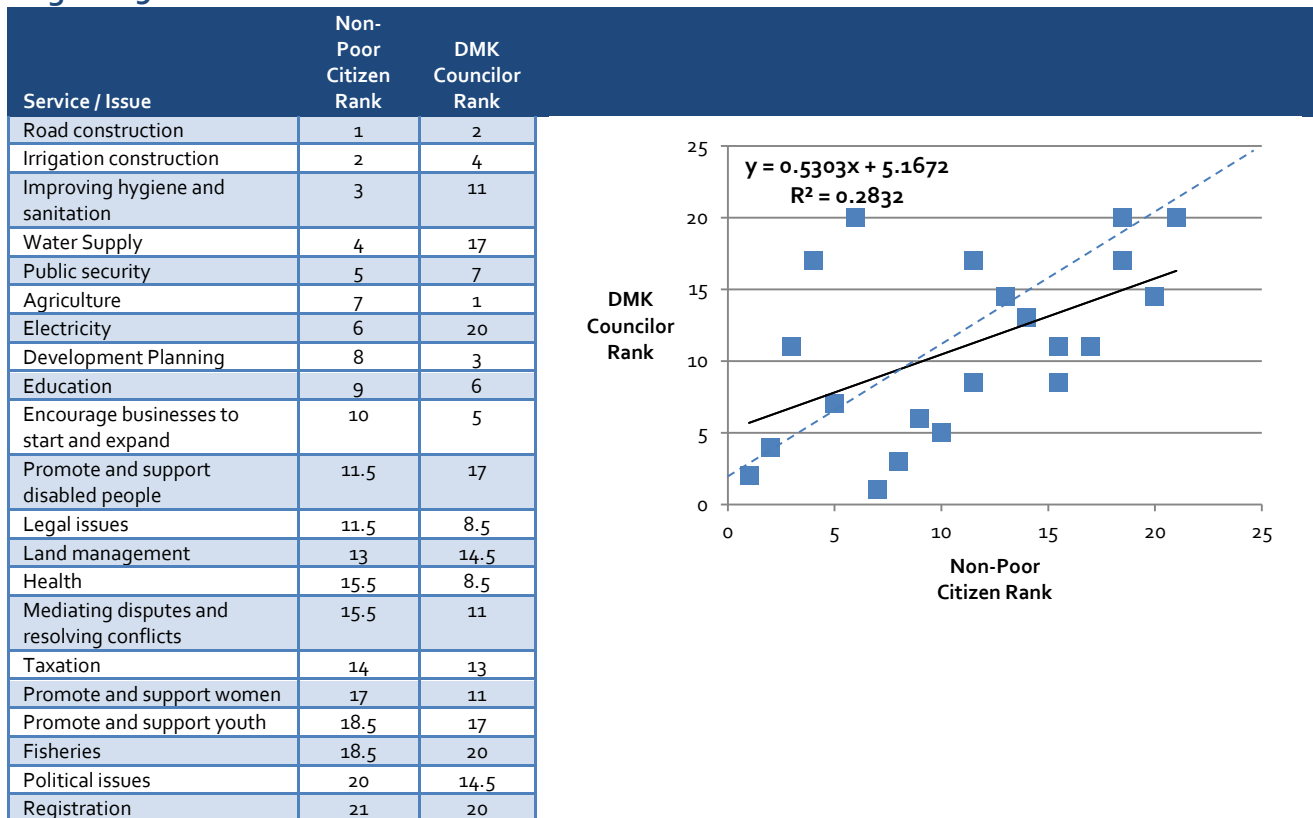


Figure 89: Correlation between DMK Councillor Priorities & Non-Poor Citizens Priorities



11.11. Additional Data: Responsiveness

Table 39: % of citizens aware of different complaints mechanisms (by social group)

Indicator	All	Male mean	Female mean	Urban mean	Rural Mean	Poor Mean	Rich mean
PER6A Complain to the village chief	77.5%	75.0%	79.1%	78.4%	76.3%	81.5%	76.2%
PER6B Complain to the C/S Chief	52.4%	57.1%	49.5%	54.6%	49.3%	51.5%	52.7%
PER6C Complain to the DMK Governor	5.3%	6.4%	4.6%	5.4%	5.2%	4.2%	5.7%
PER6D Complain to a DMK councilors	2.5%	4.1%	1.6%	2.9%	2.0%	1.2%	3.0%
PER6E Complain to the Provincial authority	2.1%	3.3%	1.3%	2.2%	2.0%	0.6%	2.6%
PER6F Vote for a different political party next election	0.4%	0.8%	0.2%	0.4%	0.5%	0.0%	0.6%
PER6G Tell a newspaper journalist about the problem.	3.5%	3.9%	3.3%	2.6%	4.8%	2.1%	4.0%
PER6H Join a political party	0.8%	1.6%	0.4%	0.6%	1.1%	0.3%	1.0%
PER6I Join a CBO to work for improvements	3.0%	2.3%	3.4%	1.8%	4.6%	1.8%	3.4%
PER6J Join a group of citizens to protest	8.8%	8.5%	8.9%	6.8%	11.6%	6.0%	9.7%
PER6K complained in the accountability box	2.2%	3.5%	1.3%	1.9%	2.5%	1.5%	2.4%
PER6L Report to the Provincial accountability working group	0.2%	0.4%	0.1%	0.1%	0.4%	0.0%	0.3%
PER6M Report to the anti-corruption unit	4.2%	4.3%	4.1%	3.4%	5.2%	2.7%	4.7%
PER6N Others	3.0%	2.1%	3.5%	3.3%	2.5%	2.1%	3.3%
Total	1.66	1.73	1.61	1.64	1.68	1.55	1.69

Table 40: Complaints by subject of the complaint and how the complaint was lodged

Topic of Complaint	Village Chief	CS Chief	DMK	Accountability Box	Province	Province AWG	Political Party	Media	CSO	Anti Corruption	Other	Column Sum	Column %
Road construction	52	34	6	1	0	0	0	0	0	0	0	93	39.24%
Irrigation construction	15	11	1	1	3	0	0	0	0	0	0	31	13.08%
CS Development Planning	2	0	0	0	0	0	0	0	0	0	0	2	0.84%
Hygiene and sanitation	3	2	0	0	0	0	0	0	0	0	0	5	2.11%
Mediating disputes and resolving conflicts	8	9	3	0	0	0	0	0	0	1	0	21	8.86%
Education	2	2	1	0	0	0	0	0	0	0	0	5	2.11%
Water Supply	4	4	1	0	0	0	0	0	0	0	0	9	3.80%
Public security	0	1	0	0	0	0	0	0	0	0	1	2	0.84%
Solid Waste	1	0	0	0	0	0	0	0	0	0	0	1	0.42%
Health	0	2	0	0	0	0	0	0	0	0	0	2	0.84%
Agriculture	1	1	0	0	0	0	0	0	0	0	0	2	0.84%

Topic of Complaint	Village Chief	CS Chief	DMK	Accountability Box	Province	Province AWG	Political Party	Media	CSO	Anti Corruption	Other	Column Sum	Column %
Registering births, marriages and death	4	3	1	0	0	0	0	0	0	0	0	8	3.38%
Land management	5	11	6	0	2	0	0	0	1	0	2	27	11.39%
Fisheries	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Forests	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Encourage businesses to start and expand	1	2	0	0	0	0	0	0	0	0	0	3	1.27%
Unfair treatment of women	1	1	0	0	0	0	0	0	0	0	0	2	0.84%
Unfair treatment of youth	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Unfair treatment of disabled	0	1	0	0	0	0	0	0	0	0	0	1	0.42%
Unfair treatment of an ethnic group	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Solve a personal problem	2	2	0	0	0	0	0	0	0	0	0	4	1.69%
Taxation	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
A legal problem	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
A political issue	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Other	9	8	2	0	0	0	0	0	0	0	0	19	8.02%
Row Sum	110	94	21	2	5	0	0	0	1	1	3	237	100.00%
Row %	46.41%	39.66%	8.86%	0.84%	2.11%	0.00%	0.00%	0.00%	0.42%	0.42%	1.27%	100.00%	

11.12. Additional Data: Protection of vulnerable groups

Table 41: Citizen Assessment of CS and DMK Protection of vulnerable groups

Vulnerable Group	All	Male	Female	Urban	Rural	Poor	Non-Poor
CSs							
PER4A Degree of C/S supports, addresses needs, and protects the interest of Poor people	2.96	2.89	3.01	2.91	3.04	2.76	3.03
PER4B Degree of C/S supports, addresses the needs, and protects the interest of Youth	2.82	2.77	2.85	2.77	2.89	2.64	2.88
PER4C Degree of C/S supports, addresses the needs, and protects the interest of Women and children	3.26	3.24	3.28	3.21	3.34	3.05	3.33
PER4D Degree of C/S supports, addresses the needs, and protects the interest of Ethnic minorities	2.81	2.76	2.89	2.77	2.88	2.65	2.89
PER4E Degree of C/S supports, addresses the needs, and protects the interest of Disabled people	2.94	2.91	2.96	2.86	3.06	2.71	3.02
DMKs							
PER5A Degree of DMK supports, addresses the needs, and protects the interest of Poor people	2.95	2.87	3.01	2.86	3.07	2.69	3.03
PER5B Degree of DMK supports, addresses the needs, and protects the interest of Youth	2.82	2.75	2.87	2.73	2.93	2.61	2.89
PER5C Degree of DMK supports, addresses the needs, and protects the interest of Women and children	3.17	3.15	3.19	3.08	3.29	2.91	3.25
PER5D Degree of DMK supports, addresses the needs, and protects the interest of Ethnic minorities	2.76	2.77	2.74	2.68	2.84	2.65	2.80
PER5E Degree of DMK supports, addresses the needs, and protects the interest of Disabled people	2.95	2.89	2.99	2.84	3.08	2.63	3.05

Note: 1= Very Poor, 2 = Poor, 3= Neutral, 4= Good, 5 = Very Good

Table 42: Analysis of Indexes and Indicators by Gender and Income

	Service Delivery	Policy Alignment	Responsiveness	Civic Engagement	Transparency	Average
1. INDEX VALUES (DISAGGREGATED)						
1.1. Female	65.96	45.4	62.96	35.21	27.99	47.504
1.2. Male	63.88	46.12	62.43	37.54	32.44	48.482
1.3. Female/Male ratio (Row 1.1 ÷ Row 1.2)	103.26%	98.44%	100.85%	93.79%	86.28%	96.52%
1.4. Poor	62.96	44.46	59.13	35.63	29.36	46.308
1.5. Non-Poor	65.69	45.87	63.8	37.02	29.21	48.318
1.6. Poor/Non Poor ratio (Row 1.4 ÷ Row 1.5)	95.84%	96.93%	92.68%	96.25%	100.51%	96.44%
2. INDIVIDUAL INDICATORS						
2.1. Number of Indicators	19	6	7	29	17	
2.2. Number of indicators where female assessments are higher than male assessments	18	3	4	15	6	
2.3. Number of indicators where assessments by the poor are higher than assessments by the non-poor	1	4	2	9	7	
2.4. % of indicators where female assessments are higher than male assessments (Row 2.2 ÷ Row 2.1)	94.74%	50.00%	57.14%	51.72%	35.29%	57.11%
2.5. % of indicators where assessments by the poor are higher than assessments by the non-poor (Row 2.3 ÷ Row 2.1)	5.26%	66.67%	28.57%	31.03%	41.18%	34.14%

Table 43: Key indicators whose value for women is less than or equal to 80% of its value for men

Indicator	Value (Female Respondents)	Value (Male Respondents)	Ratio: Female / Male
% of citizens who spoke at DMK Planning meetings *	0.00%	50.00%	0.0000
% of citizens attending monthly CS meetings	9.53%	15.53%	0.6135
% of citizens who spoke at monthly CS meetings	20.25%	36.25%	0.5587
% of citizens who spoke at CS Planning meetings	22.11%	43.06%	0.5134
% of citizens attending monthly DMK meetings	0.48%	1.75%	0.2761
% of citizens attending DMK Planning meetings	0.84%	3.11%	0.2718
% of citizens who spoke at monthly DMK meetings *	0.00%	44.44%	0.0000
% of citizens aware of at least one DMK complaints mechanism	5.07%	8.54%	0.5930
Average satisfaction score with the resolution of complaints made through DMK channels (on a 1-5 scale)	2.50	3.18	0.6875
% of citizens attempting to access information from DMKs	0.36%	1.75%	0.2071
% of citizens attempting to access information from CSs	2.90%	8.16%	0.3550
Satisfaction with the information provided (on a 1-5 scale) concerning: Where or when the council meeting is held	3.05	2.41	0.6865
Satisfaction with the information provided (on a 1-5 scale) concerning: The Council's financing or costs of operation	2.13	1.81	0.7222
Satisfaction with the information provided (on a 1-5 scale) concerning: About a regulation or procedure	1.83	1.19	0.2270
Satisfaction with the information provided (on a 1-5 scale) concerning: About the result of a conflict	1.67	1.19	0.2813
Agreement (on a 1-5 scale) with the statement: C/S or DMK council disseminates to public information on development projects the DMK Council implemented last year	1.53	1.33	0.6250
Agreement (on a 1-5 scale) with the statement: C/S or DMK council disseminates to public information about when the DMK Council has its monthly meetings	1.83	1.33	0.4028

* NOTE: Based on a very small sample size

Table 44: Key indicators whose value for the poor is less than or equal to 80% of its value for the non-poor

Indicator	Value (Poor Respondents)	Value (Non-Poor Respondents)	Ratio: Poor / Non-Poor
% of citizens attending monthly DMK meetings *	0.60%	1.09%	0.5455
Degree (1-5) to which CS councilors contacted citizens	1.18	1.31	0.5808
Degree (1-5) to which CS councilors contacted citizens	1.46	1.59	0.7825
Correlation of Citizens and CS Councilors' stated priorities	0.1571	0.2442	0.6433
% of citizens aware of at least one DMK complaints mechanism	4.46%	7.04%	0.6338
% of citizens attempting to access information from CSs	3.27%	5.46%	0.6000
Satisfaction with the information provided (on a 1-5 scale) concerning: The Council's financing or costs of operation	1.60	2.06	0.5676
Agreement (on a 1-5 scale) with the statement: C/S or DMK council disseminates to public on development projects the DMK Council implemented last year	1.00	1.57	0.6364
Agreement (on a 1-5 scale) with the statement: C/S or DMK council disseminates to public how much money was transferred to the DMK from the DMK fund last year	1.00	1.47	0.6800
Satisfaction with the information provided (on a 1-5 scale) concerning: The development project the C/S implemented last year	3.22	4.18	0.6980
Assessment (1-5) of the DMK Council's support to disabled people	2.63	3.05	0.7976

* NOTE: Based on a very small sample size

11.13. Additional Data: Civic Engagement

Table 45: Citizens attending at least one formal CS or DMK meeting

Citizen type	% of citizens who attended at least one formal CS meeting	% of citizens who attended at least one formal DMK meeting
All	40.70%	3.13%
Male	41.94%	5.05%
Female	39.93%	1.93%
Rural	34.64%	3.21%
Urban	45.03%	3.06%
Poor	39.88%	3.57%
Non-Poor	40.97%	2.98%

Table 46: Civic Engagement Index (Detailed)

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
4. CS CIVIC ENGAGEMENT INDEX			31.58	32.96	30.49	32.41	30.09	30.06	32.07
4.1. INFORMAL CONTACTS WITH CS COUNCILORS	1/2		8.82	8.47	9.05	7.89	10.12	7.39	9.30
4.1.1. CITIZEN-CIV1A Degree (1-5) to which CS councilors contacted citizens	1/2	1.56	13.93	13.65	14.11	12.79	15.52	11.53	14.73
4.1.2. CITIZEN-CIV2A % Degree (1-5) to which citizens contacted CS councilors	1/2	1.15	3.72	3.29	3.98	2.99	4.71	3.26	3.87
4.2. FORMAL CS MEETINGS	1/2		54.35	57.45	51.94	56.93	50.07	52.72	54.85
4.2.1. SPECIFIC TO CSs	2/3		43.16	47.48	39.71	46.15	38.31	41.35	43.71
4.2.1.1. CIV8A % of citizens attending monthly CS meetings	1/6	11.8%	11.83	15.53	9.53	11.99	11.61	10.71	12.20
4.2.1.2. CIV8B: % of citizens attending CS Planning meetings	1/6	24.9%	24.85	27.96	22.92	29.08	18.93	21.43	25.99
4.2.1.3. CIV9A % of citizens who spoke at monthly CS meetings	1/6	28.3%	28.30	36.25	20.25	35.11	18.46	30.56	27.64
4.2.1.4. CIV9B: % of citizens who spoke at CS Planning meetings	1/6	31.1%	31.14	43.06	22.11	35.96	20.75	29.17	31.68
4.2.1.5. CIV10A Citizen's average assessment of the usefulness of CS meetings (1-5)	1/6	4.16	78.93	78.75	79.11	80.85	76.15	74.31	80.28
4.2.1.6. CIV10B Citizen's average assessment of the usefulness of CS planning meetings (1-5)	1/6	4.36	83.91	83.33	84.34	83.88	83.96	81.94	84.45
4.2.2. Citizen's general assessment of meetings (assumed to cover both CSs and DMKs)	1/3		76.72	77.40	76.40	78.51	73.59	75.46	77.12
4.2.2.1. CIV11A The meeting was convenient in terms of its location and the time it was held	1/8	4.03	75.64	76.27	75.23	77.05	73.07	75.93	75.54
4.2.2.2. CIV11B The issues that were discussed at the meeting were important to me and my family	1/8	4.18	79.52	78.78	80.00	81.02	76.79	78.36	79.89
4.2.2.3. CIV11C I agreed with the decisions taken at the meeting	1/8	4.16	79.11	79.61	78.79	80.74	76.16	77.61	79.60
4.2.2.4. CIV12A It was easy for you to get an opportunity to speak in the meeting	1/8	4.05	76.20	75.00	76.99	79.20	70.90	75.56	76.41
4.2.2.5. CIV12B The other people in the meeting listened respectfully to what you said	1/8	3.86	71.61	71.19	71.91	74.58	66.67	71.09	71.78
4.2.2.6. CIV12C The leaders listened	1/8	3.79	69.87	69.57	70.08	72.08	65.93	69.21	70.08

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
respectfully to what you said									
4.2.2.7. CIV13A You would have liked to say something but you were afraid to speak (calculated as 6-raw value)	1/8	3.93	73.19	79.04	70.17	73.57	72.58	69.07	74.50
4.2.2.8. CIV13B You would have liked to say something but you could not get an opportunity (calculated as 6-raw value)	1/8	4.54	88.60	89.71	88.03	89.86	86.60	86.86	89.17
5. DMK CIVIC ENGAGEMENT INDEX			28.17	30.07	24.56	29.28	26.72	27.96	28.44
5.1. CONTACTS WITH COUNCILORS	1/2		4.46	4.78	4.26	4.34	4.62	3.25	4.86
5.1.1. CITIZEN-CIV1B Degree (1-5) to which CS councilors contacted citizens	1/2	1.28	7.02	7.67	6.61	6.58	7.63	4.55	7.84
5.1.2. CITIZEN-CIV2B % Degree (1-5) to which citizens contacted CS councilors	1/2	1.08	1.90	1.90	1.90	2.11	1.61	1.94	1.89
5.2. FORMAL DMK MEETINGS	1/2		51.89	55.36	44.86	54.22	48.83	52.67	52.03
5.2.1. SPECIFIC TO DMKs	2/3		39.47	44.34	29.09	42.07	36.45	41.27	39.48
5.2.1.1. CITIZEN-CIV8D % of citizens attending monthly DMK meetings	1/6	1.7%	1.71	1.75	0.48	0.89	1.07	0.60	1.09
5.2.1.2. CITIZEN- CIV8E: % of citizens attending DMK Planning meetings	1/6	1.0%	0.97	3.11	0.84	1.53	1.96	1.79	1.69
5.2.1.3. CITIZEN-CIV9D % of citizens who spoke at monthly DMK meetings	1/6	30.8%	30.77	44.44	0.00	42.86	16.67	50.00	27.27
5.2.1.4. CITIZEN- CIV9E: % of citizens who spoke at DMK Planning meetings	1/6	34.8%	34.78	50.00	0.00	41.67	27.27	33.33	35.29
5.2.1.5. CITIZEN-CIV10D Citizen's average assessment of the usefulness of DMK meetings (1-5)	1/6	4.29	82.14	80.00	87.50	82.14	82.14	83.33	81.82
5.2.1.6. CITIZEN-CIV10E Citizen's average assessment of the usefulness of DMK planning meetings (1-5)	1/6	4.46	86.46	86.76	85.71	83.33	89.58	78.57	89.71
5.2.2. Citizen's general assessment of SNA meetings (same as 1.2.2)	1/3		76.72	77.40	76.40	78.51	73.59	75.46	77.12
6. SNA CIVIC ENGAGEMENT INDEX			36.62	37.54	35.17	37.83	34.93	35.63	37.02
6.1. CS CIVIC ENGAGEMENT INDEX	1/3		31.58	32.96	30.49	32.41	30.09	30.06	32.07
6.2. DMK CIVIC ENGAGEMENT INDEX	1/3		28.17	30.07	24.56	29.28	26.72	27.96	28.44
6.3. Civil Society Assessment Indicators	1/3		50.11	49.60	50.47	51.79	47.98	48.89	50.54
6.3.1. Community Organization Participation: % of citizens who are members of a CSO	1/3	10.2%	10.19	9.32	10.74	10.08	10.36	10.71	10.02
6.3.2. Community Organization Cooperation	1/3		70.34	70.86	70.14	73.51	66.52	61.87	73.18
6.3.2.1. CIV 16-A: The community organization works actively and very closely with the C/S Council	1/4	4.09	77.15	75.60	77.91	79.11	74.55	70.00	79.84
6.3.2.2. CIV 16-B: The quality of cooperation between the community organization and the C/S Council is very good	1/4	3.94	73.54	68.75	76.12	75.31	71.05	65.00	76.47
6.3.2.3. CIV 16-C: The community organization works actively and very closely with the DMK Council	1/4	3.59	64.82	67.76	63.33	70.34	58.80	56.48	67.44
6.3.2.4. CIV 16-D: The quality of cooperation between the community organization and the DMK Council is very good	1/4	3.63	65.87	71.32	63.21	69.30	61.70	56.00	68.99
6.3.3. Community Organization	1/3		69.78	68.63	70.52	71.77	67.07	74.07	68.40

Indicators	Weight	Raw Value	NORMALIZED INDEX VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
Effectiveness									
6.3.3.1. CIV-17F: Community organizations well represent the needs of the village or community	1/3	3.64	66.09	64.36	67.21	68.97	62.12	70.86	64.60
6.3.3.2. CIV-17G: Community organizations successfully promote and protect the rights of disadvantaged groups like women, the poor, disabled, tribal minorities, etc.	1/3	3.97	74.22	73.56	74.63	75.36	72.67	77.93	73.01
6.3.3.3. CIV-17H: Community organizations are successful in influencing C/S and DMK to do the right things	1/3	3.76	69.03	67.95	69.73	70.99	66.42	73.43	67.61

11.14. Additional Data: Transparency

Table 47: Transparency Index (Detailed)

Indicators	Weight	Raw Value	NORMALIZED VALUES						
			All	Male	Female	Urban	Rural	Poor	Non-Poor
1. CS Transparency Index			32.97	34.55	32.38	34.16	31.87	32.17	33.13
1.1. TRA 1 % of citizens attempting to access information from CSs	1/4	4.9%	4.91	8.16	2.90	4.59	5.36	3.27	5.46
1.2. TRA 1A % of citizens successfully provided the information they requested	1/4	61.5%	61.52	58.67	68.41	62.90	59.43	65.11	60.38
1.2.1. TRA1A.A When C/S council has its monthly meetings	1/5	78.8%	78.85	74.36	92.31	83.33	72.73	88.89	76.74
1.2.2. TRA1A.B The amount of money the C/S spent on development projects last year	1/5	52.1%	52.08	48.48	60.00	56.67	44.44	70.00	47.37
1.2.3. TRA1A.C The development project the C/S implemented last year	1/5	75.9%	75.86	71.79	84.21	75.00	76.92	55.56	79.59
1.2.4. TRA1A.D Citizens' contribution to a C/S development project was actually used	1/5	56.4%	56.36	56.76	55.56	56.67	56.00	55.56	56.52
1.2.5. TRA1A.E How much money was transferred to the C/S from the C/S fund last year	1/5	44.4%	44.44	41.94	50.00	42.86	47.06	55.56	41.67
1.3. Citizen satisfaction with SNA provision of information (assumed to be the same for CSs and DMKs)	1/4	2.14	28.44	32.35	22.57	33.41	23.99	26.94	28.65
1.3.1. TRA1C.A Where or when the council meeting is held	1/5	2.85	45.42	51.32	35.23	51.61	38.79	47.22	45.10
1.3.2. TRA1C.B Which development project it was undertaking	1/5	2.82	46.19	45.00	47.92	54.03	37.50	50.00	45.59
1.3.3. TRA1C.C The Council's financing or costs of operation	1/5	2.00	25.00	28.13	20.31	32.81	19.79	15.00	26.43
1.3.4. TRA1C.D About a regulation or procedure	1/5	1.56	14.10	20.65	4.69	16.07	13.00	12.50	14.39
1.3.5. TRA1C.E About the result of a conflict	1/5	1.46	11.49	16.67	4.69	12.50	10.87	10.00	11.72
1.4. % of citizens provided proper pricing of administrative services	1/4	37.0%	37.00	39.02	35.66	35.75	38.72	33.33	38.04
2. DMK Transparency Index			25.91	27.54	23.20	30.72	24.11	26.56	25.29
2.1. TRA 2 % of citizens attempting to access information from DMKs	1/4	0.9%	0.89	1.75	0.36	0.64	1.25	1.19	0.79
2.2. TRA 1A % of citizens successfully provided the information they requested	1/4	12.9%	12.91	14.79	8.33	9.88	18.57	4.76	14.57
2.2.1. TRA1A.F C/S or DMK council disseminates to public when the	1/3	17.1%	17.07	20.69	8.33	14.81	21.43	14.29	17.65

	DMK Council has its monthly meetings									
2.2.2.	TRA1A.G C/S or DMK council disseminates to public how much money was transferred to the DMK from the DMK fund last year	1/3	9.8%	9.76	10.34	8.33	7.41	14.29	0.00	11.76
2.2.3.	TRA1A.H C/S or DMK council disseminates to public on development projects the DMK Council implemented last year	1/3	11.9%	11.90	13.33	8.33	7.41	20.00	0.00	14.29
2.3.	Citizen satisfaction with SNA provision of information (assumed to be the same for CSs and DMKs)(same as 1.3 above)	1/4	2.14	28.44	32.35	22.57	33.41	23.99	26.94	28.65
2.4.	% of citizens provided proper pricing of administrative services	1/4	61.4%	61.40	61.29	61.54	78.95	52.63	73.33	57.14
3.	SNA Transparency Index			29.44	31.05	27.79	32.44	27.99	29.36	29.21
3.1.	CS Transparency Index	1/2		32.97	34.55	32.38	34.16	31.87	32.17	33.13
3.2.	DMK Transparency index	1/2		25.91	27.54	23.20	30.72	24.11	26.56	25.29

11.15. Additional Data: Intra-Governmental Relations

The tables below describe the satisfactory resolution of issues between different levels of SNAs. In many cases the number of disagreements was low (see the main text for a description). The weight (final column on the right of each table) is the relative occurrence of each issue as a disagreement (i.e. the number of times a topic was disagreed upon divided by the total number of disagreements).

Table 48: Satisfactory Resolution of CS Issues with DMKs (according to CS Councillors)

Issue	% resolved satisfactorily	Weight
Other issues	0.00%	0.0217
Health	0.00%	0.0435
Agriculture	0.00%	0.0217
Forestry	20.00%	0.0543
Land management	33.33%	0.1304
Water	50.00%	0.0435
Registration births, marriages, etc	50.00%	0.0870
Political issues	50.00%	0.0217
Road construction	55.56%	0.0978
Irrigation	60.00%	0.0543
Fisheries	60.00%	0.1087
Conflicts / Disputes	83.33%	0.0652
Development Planning	88.89%	0.0978
Taxation	100.00%	0.0326
Solid Waste management	100.00%	0.0217
Public Security	100.00%	0.0326
Legal Issues	100.00%	0.0217
Hygiene and sanitation	100.00%	0.0326
Education	100.00%	0.0109
Overall % Satisfactory (Weighted)	57.61%	1.0000

Table 49: Satisfactory Resolution of CS Issues with Provinces (according to CS Councillors)

Issue	% resolved satisfactorily	Weight
Conflicts / Disputes	0.00%	0.0541
Health	0.00%	0.0541
Supporting ethnic groups	0.00%	0.0000
Other issues	0.00%	0.0270
Agriculture	50.00%	0.0541
Forestry	50.00%	0.0541
Land management	57.14%	0.1892

Issue	% resolved satisfactorily	Weight
Road construction	58.33%	0.3243
Irrigation	66.67%	0.0811
Development Planning	100.00%	0.0541
Water	100.00%	0.0270
Registration births, marriages, etc	100.00%	0.0270
Fisheries	100.00%	0.0541
Hygiene and sanitation	200.00%	0.0000
Overall Weighted Average	56.76%	1.0000

Table 50: Satisfactory Resolution of DMK Issues with CSs (according to DMK Councillors)

DMK Disagreement with the CS	% resolved satisfactorily	Weight
Political issues	33.33%	0.0390
Water	50.00%	0.0779
Public Security	50.00%	0.0260
Agriculture	50.00%	0.0260
Forestry	50.00%	0.0260
Land management	60.00%	0.1299
Hygiene and sanitation	66.67%	0.0390
Conflicts / Disputes	66.67%	0.0779
Development Planning	83.33%	0.0779
Road construction	90.91%	0.1429
Irrigation	90.91%	0.1429
Education	100.00%	0.0130
Solid Waste management	100.00%	0.0390
Health	100.00%	0.0130
Registration births, marriages, etc.	100.00%	0.0130
Fisheries	100.00%	0.0390
Taxation	100.00%	0.0390
Legal Issues	100.00%	0.0130
Other issues	100.00%	0.0260
Overall Weighted Average	76.62%	1.0000

Table 51: Satisfactory Resolution of DMK Issues with Provinces (according to DMK Councillors)

DMK Disagreement with the PC	% resolved satisfactorily	Weight
Irrigation	0.00%	0.0435
Hygiene and sanitation	0.00%	0.0870
Solid Waste management	50.00%	0.0870
Forestry	50.00%	0.0870
Political issues	50.00%	0.0870
Conflicts / Disputes	66.67%	0.1304
Road construction	100.00%	0.0870
Development Planning	100.00%	0.0870
Water	100.00%	0.1304
Health	100.00%	0.0435
Agriculture	100.00%	0.0435
Land management	100.00%	0.0870
Registration births, marriages, etc	200.00%	0.0000
Overall Weighted Average	69.57%	1.0000

Table 52: Intra-Governmental Governance Index (Detailed)

Item	Weight	Raw Value	Normalized Value (1-100)
1. Incidence of Disagreements (% of Councilors reporting no disagreement)	1/5	16.21%	83.793
1.1. % of CS councilors reporting disagreements with the DMK	1/4	24.92%	75.080
1.2. % of CS councilors reporting disagreements with the Province	1/4	22.94%	77.060
1.3. % of DMK councilors reporting disagreements with the CS	1/4	10.12%	89.880
1.4. % of DMK councilors reporting disagreements with the Province	1/4	6.85%	93.150
2. Satisfactory Resolution of Disagreements (% of disagreements reported to be satisfactorily resolved)	1/5	65.14%	65.139
2.1. CS councilors reporting satisfactory resolution with the DMK	1/4	57.61%	57.609
2.2. CS councilors reporting satisfactory resolution with the Province	1/4	56.76%	56.757
2.3. DMK councilors reporting satisfactory resolution with the CS	1/4	76.62%	76.623
2.4. DMK councilors reporting satisfactory resolution with the Province	1/4	69.57%	69.565
3. Quality of Support provided to CSs and DMKs (average assessment scores, 1-5)	1/5	3.77	69.233
3.1. To CSs By Provinces/the Capital	1/9	3.74	68.382
3.2. To CSs By DMKs	1/9	3.77	69.342
3.3. To CSs By the Ministry Finance	1/9	3.78	69.420
3.4. To CSs By the Ministry Planning	1/9	3.83	70.740
3.5. To CSs by the Ministry of Interior	1/9	3.89	72.174
3.6. To DMKs by Provinces/the Capital	1/9	3.78	69.470
3.7. To DMKs by the Ministry of Interior	1/9	3.92	72.977
3.8. To DMKs by the Ministry of Planning	1/9	3.80	69.886
3.9. To DMKs by the Ministry of Finance	1/9	3.43	60.702
4. Interference and autonomy	1/5		83.567
4.1. Ministry of Planning interference with CS	1/17	1.08	97.995
4.2. Ministry of Interior interference with CS	1/17	1.09	97.782
4.3. Ministry of Finance interference with CS	1/17	1.10	97.418
4.4. Province/Capital interference with CS	1/17	1.22	94.533
4.5. DMKs interference with CS	1/17	1.28	93.056
4.6. Provinces/Capital interference with DMK	1/17	1.20	95.000
4.7. Ministry of Interior interference with DMK	1/17	1.12	97.098
4.8. Ministry of Planning interference with DMK	1/17	1.09	97.673
4.9. Ministry of Finance interference with DMK	1/17	1.12	96.997
4.10. CS assessment of their ability to innovate, experiment and try new things	1/17	3.62	65.392
4.11. CS assessment of their ability to implement budgeted activities autonomously	1/17	3.65	66.127
4.12. CS assessment of their ability to plan/identify development priorities autonomously	1/17	4.09	77.315
4.13. CS assessment of their ability to enter into contracts with service providers autonomously	1/17	4.15	78.706
4.14. DMK assessment of their ability to innovate, experiment and try new things	1/17	3.38	59.568
4.15. DMK assessment of their ability to implement budgeted activities autonomously	1/17	3.47	61.790
4.16. DMK assessment of their ability to plan/identify development priorities autonomously	1/17	3.70	67.469
4.17. DMK assessment of their ability to enter into contracts with service providers autonomously	1/17	4.07	76.722
5. Information and responsiveness	1/5	3.74	68.466
5.1. CS assessment (1-5): C/S is able to influence the DMK's expenditure choices	1/8	2.41	35.290
5.2. CS assessment (1-5): DMK responds very well to what the C/S asks or requests	1/8	3.99	74.868
5.3. CS assessment (1-5): DMK provides C/S all the information it requests	1/8	4.24	81.003
5.4. CS assessment (1-5): C/S Councilors can freely propose ideas to the DMK	1/8	4.38	84.565
5.5. DMK assessment (1-5): DMK is able to influence the Province's expenditure choices	1/8	2.37	34.250
5.6. DMK assessment (1-5): Province/Capital responds very well to what the DMK asks or requests	1/8	3.93	73.250
5.7. DMK assessment (1-5):Province/Capital provides DMK all the information it requests	1/8	4.25	81.250
5.8. DMK assessment (1-5):DMK Councilors can freely propose ideas to the Province/Capital	1/8	4.33	83.250
6. Overall Intra-Governance Index			74.039