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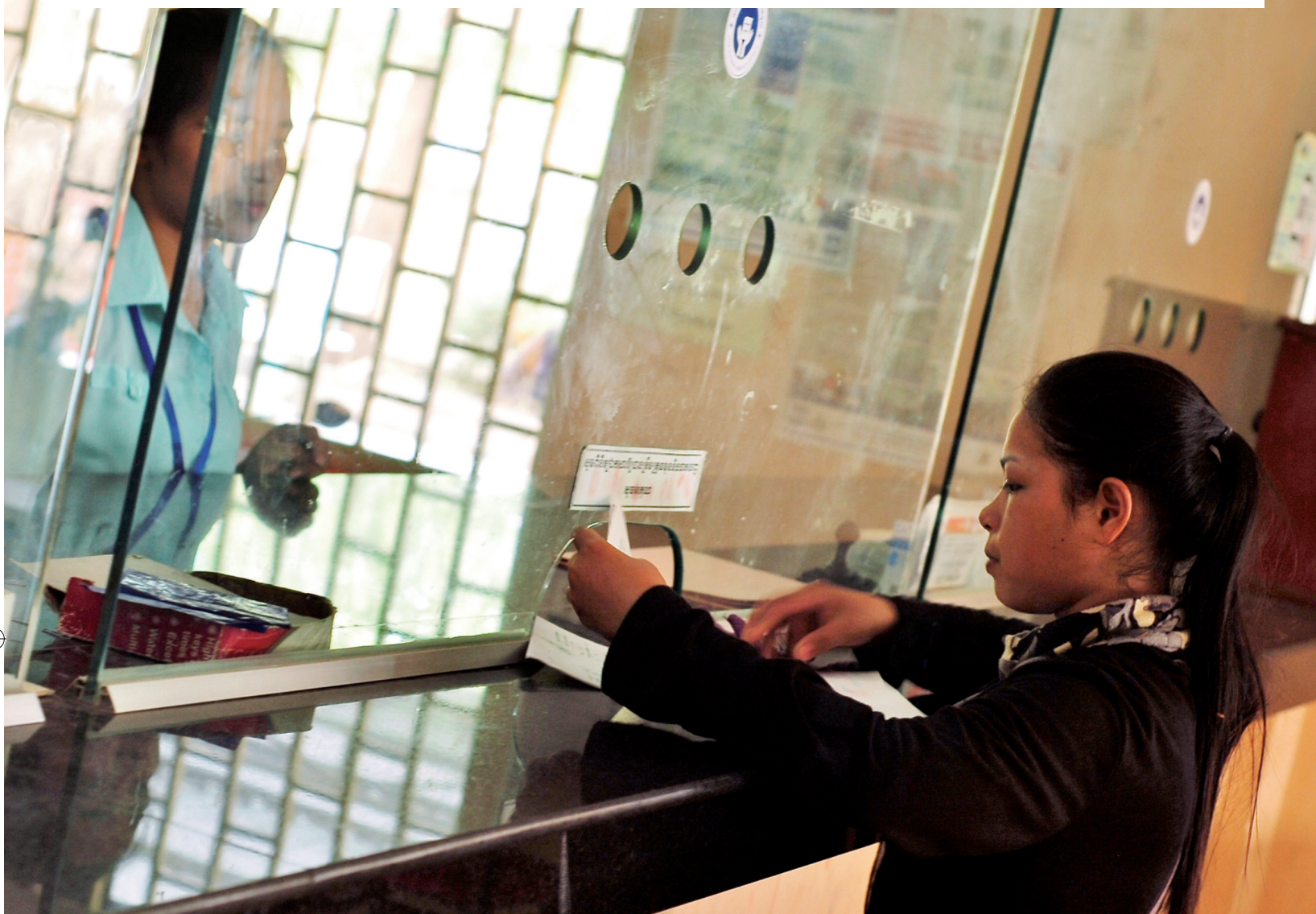


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អាល្លឺម៉ង់

DEUTSCHE ZUSAMMENARBEIT

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**giz** Deutsche Gesellschaft  
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# Delivering Better Services for Citizens

Selected Practices from Partner Districts  
of the European Union Project for Decentralisation  
and Administrative Reform (EU DAR)



## GETTING TO KNOW THE EUROPEAN UNION PROJECT FOR DECENTRALISATION AND ADMINISTRATIVE REFORM (EU DAR)

For many years, administrative and political power in Cambodia was largely in the hands of the central government. However, the country is currently undergoing a process of change in which government structures and administrative procedures are being adapted to the requirements of a development-oriented state. The Cambodian Government is working to promote a service culture and improve the motivation and skills of public bodies and their staff in order to make public administration effective, efficient, reliable and responsive.

To develop local self-governance, financial and human resources, as well as decision-making powers, are gradually being transferred to the local level. Despite this, the elected sub-national councils still lack the experience, expertise and personnel required to shape policies in their areas of responsibility. Limited powers and autonomy as well as insufficient coordination make it difficult for the councils and administrations to perform their functions and tasks in a transparent and accountable manner and thus provide public services efficiently.

The objective of the European Union Project for Decentralisation and Administrative Reform, which is commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ), co-financed by the European Union and implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, is that local governments provide better services for citizens. Sub-national administrations, councils and line offices in the partner districts and municipalities of Kandal and Battambang are empowered to provide selected public services in a coordinated, responsive and accountable manner.



*Friendly staff of One Window Service Office at Battambang municipality serves citizen who has questions.*



*Citizen raises a concern during Dissemination and Consultative Forum at Banan district.*

To implement decentralisation and administrative reform, the project works with the Secretariat of the National Committee for Sub-National Democratic Development (NCDD-S), the Ministry of Interior (Mol), the Ministry of Civil Service (MCS) and other sector ministries at the national level in the capital, Phnom Penh. At the sub-national level, EU DAR provides specialist support to all councillors from the 13 partner districts and municipalities in Kandal and Battambang to capacitate them to provide better public services to citizens. The project also strengthens these sub-national governments and administrations so that they can test and implement mechanisms that make responsive and accountable service provision possible. Through this approach, the project advises partner districts and municipalities in exercising their rights of initiative as part of the general mandate of Cambodian district and municipal councils; this in turn also strengthens the decision-making abilities of sub-national councils.

The extension of the One-Window Service Offices on the district level, which offer numerous services to citizens, is also supported. Furthermore, the project helps sub-national administrations and the line offices of selected sector ministries at the district/municipal level to better cooperate with each other. Local administrations and councils are also being strengthened to better manage their service personnel in a coordinated and more performance-driven manner. To achieve this, new tools for Human Resource (HR) Management and Development, such as job descriptions and regular performance appraisals, are being created and put into practice. EU DAR also supports the cooperation between national and sub-national stakeholders in the preparation processes for the transfer of obligatory functions in health and education from deconcentrated sector offices to the decentralised sub-national governments.

Last but not least, the project pays particular attention to record the lessons learnt from the above named support processes which are all based on political strategies. These lessons are then widely disseminated in order to promote tried and tested practices and to drive the decentralisation process in Cambodia forward. This supports the Cambodian Government's efforts to make the provision of public services for sub-national governments more responsive, improve the performance of sub-national civil servants and to respond quickly and efficiently to the needs of citizens.

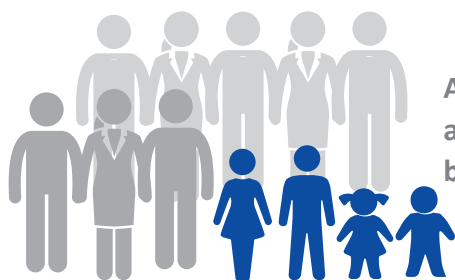
As a result of a project's support, the number of council decisions relating to needs voiced by citizens during council meetings, as well as the provision of selected services such as solid waste management and services offered by the One Window Service Offices, have increased in both partner provinces: Battambang and Kandal. On the following pages, some of these changes in service delivery will be illustrated in more detail.

## THE ENGAGEMENT OF THE EUROPEAN UNION PROJECT FOR DECENTRALISATION AND ADMINISTRATIVE REFORM AT THE SUB-NATIONAL LEVEL

The EU DAR Project has two partner provinces in the Royal Kingdom of Cambodia: Kandal and Battambang. Kandal, as an urban province, surrounds the suburbs of the capital Phnom Penh. The huge but rural province of Battambang borders with Thailand and other rural provinces in Cambodia's North-West. In Kandal, EU DAR works with three partner districts and in Battambang with all 13 districts and one municipality. Overall, the EU DAR project's 13 local governance advisers work directly with their counterparts in partner districts and reach:

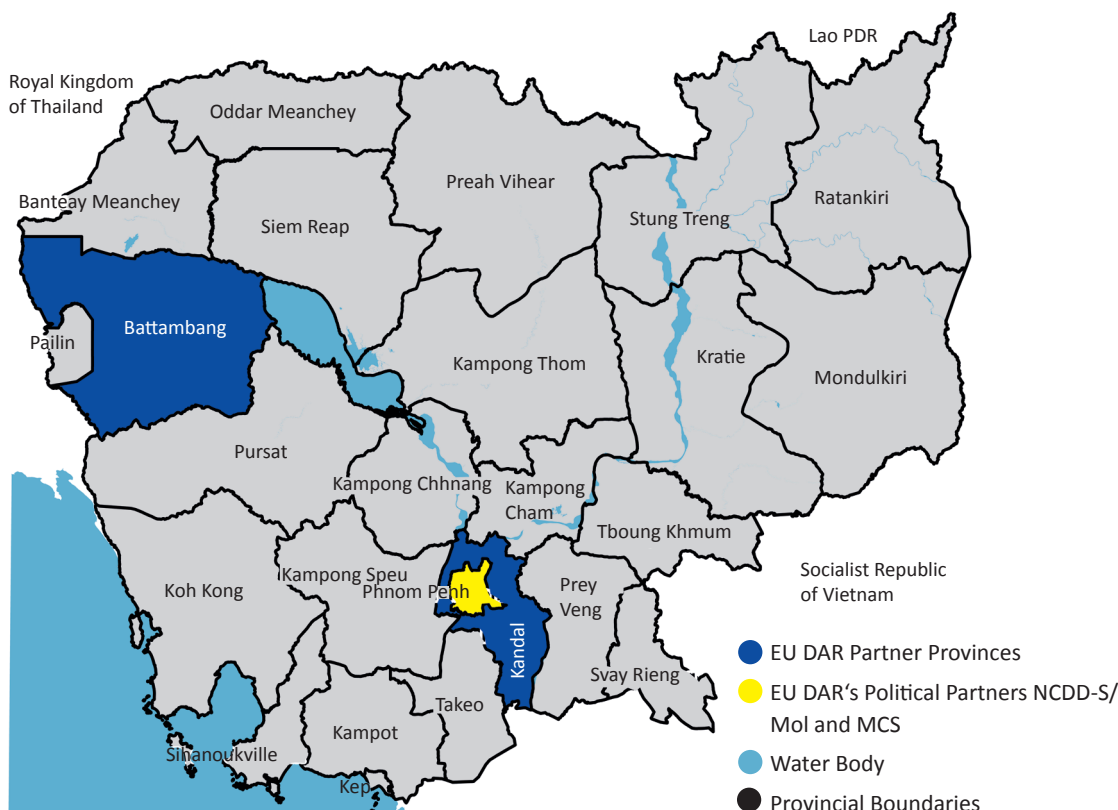
1: All statistical data on this page and on the following pages is based on these sources: data on poverty comes from the 2013 poverty comparison report by the Ministry of Planning; data on population and occupation comes from the 2016 district data by the Provincial Departments of Planning in Battambang and Kandal; data on councillors comes from the sub-decree on the recognition of members of district/municipal councils for the 2nd mandate of district and municipal councillors.

**272** districts/municipal  
councillors of which **45** are female



Around **1.644.000** citizens of which  
around **40%** are children and teenagers  
below 18 years<sup>1</sup>

### Provinces of the Royal Kingdom of Cambodia



## BATTAMBANG PROVINCE

Nine EU DAR local governance advisers are directly located within their partner district or municipality and advise, coach and train councillors, their administrations and line office staff on a daily basis. The advisers use tailor-made and demand-driven coaching methodologies in order to capacitate partners to improve public service delivery.

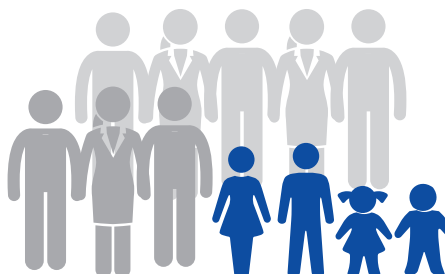
One of the advisers in Battambang is responsible both for ensuring smooth cooperation with partners in his district as well as additional cooperation with districts in the same province which do not receive daily technical advice from the EU DAR project. They instead benefit from needs-based training and learning exchanges that are regularly organised between Kandal and Battambang provinces as well as with the partner institutions NCDD-S and MCS at the national level<sup>2</sup>.

Apart from providing coaching, EU DAR advisers also facilitate among different stakeholders and organise specific exchange formats in order to enhance mutual learning and policy debates that will give its partner sub-national administrations new ideas for improved service delivery. With this approach EU DAR project in Battambang directly and indirectly reaches:



**225** districts/municipal councillors  
of whom **36** are female

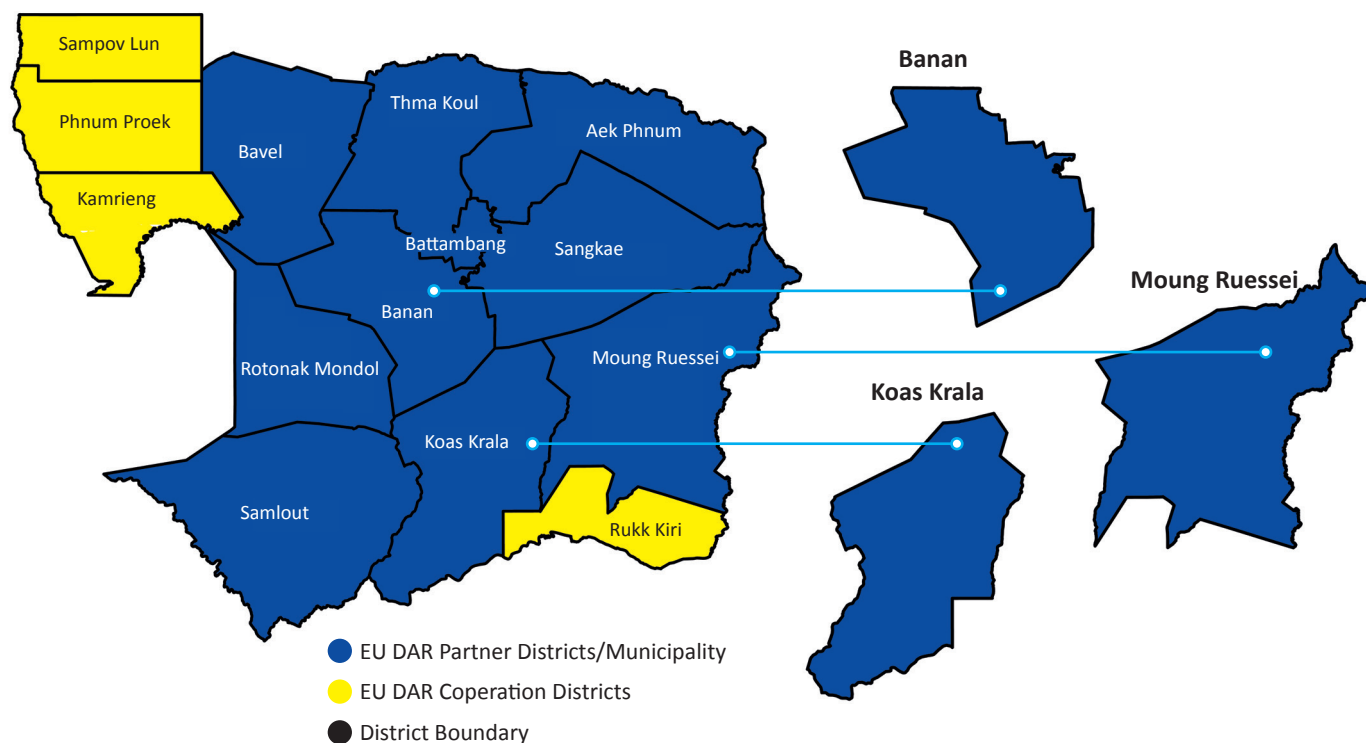
Around **1.243.000** citizens  
of whom **40%** are children  
and teenagers



2: Four EU DAR policy advisers are working with and at the partner institutions NCDD-S and MCS at the national level on a daily basis. Advisory services, facilitation and coordination of policy development and dialogue take place between different ministerial stakeholders, as well as between national and sub-national levels and are the core area of their capacity development approach.

EU DAR complements its technical support with small local subsidies which provide partner districts and the municipality with funds to deliver social services which fall under the general mandate of councils. Those services are requested by citizens and then brought up by councillors in their monthly meetings in order to discuss potential solutions. In Battambang the majority of citizens' requests address the challenge of public hygiene, e.g. in schools and environmental issues such as fertilizer usage and waste management.

## Battambang Province



### Good Service Delivery Practices in Partner Districts in Battambang

In Battambang province, three districts have been very engaged in taking up their citizens' concerns. One district, Moung Ruessei, even formalized the approach of listening regularly and in a structured way to its constituents: Citizens' Consultation Hours were introduced. Banan and Koas Krala district councils decided to take better care of the hygienic situations in their schools and worked on topics which will improve the hygienic and health situations for the youngest citizens in their jurisdiction: primary school students.

## Primary Pupils Soon to Be Safe from Unhygienic Food and Drink at Their Schools in Banan District

For a long time, parents in Banan district had complained about local street vendors who prepared and sold food and drinks to their children in the vicinity of the primary schools without any consideration for the most basic food hygiene standards. This in turn has led to many children who have fallen sick and are unable to regularly attend school after consuming food purchased from these vendors.

This issue reached the district council's Women and Children Consultative Committee which managed to place it on the agenda during a monthly council meeting. All councillors agreed that a solution had to be found which in turn led to the establishment of a working group tasked with developing a proposal on how to overcome this challenge. With facilitation of the EU DAR local governance adviser in Banan district, the working group conducted a survey involving pupils, parents, teachers, school principals and local food vendors in order to get a comprehensive picture of the situation. A study tour conducted by working group members to learn from successful school food hygiene practices in neighbouring Siem Reap province further opened their minds to new ideas on how to also successfully overcome this problem in Banan district.

As a result, the working group has developed a guideline on good food and drink hygiene practices that shall be tested in two of the district's primary schools from February 2018 and later rolled-out to the whole district. This process has strengthened local self-governance and has shown the concrete results that can be achieved for the benefit of local service delivery when the council actively listens to citizens' concerns and cooperates with its administration and line

### BRIEF DISTRICT PROFILE:

#### BANAN



**Location:** Centre of Battambang Province



**Citizens:** 107,500  
(37% younger than 18 years)



**Attributes:** Rural, around 37% of households are identified as poor, 2/3 of the adult population are farmers



**District Council:** 17 members (2 female)



*District councillors conducting a survey on better food and drink hygiene with local seller at the primary school.*

offices to find a locally appropriate solution. In addition, Banan's district governor Mr. Chum Nhar explained that “the step-by-step and structured coaching provided by EU DAR advisers, which included a comprehensive information gathering process, has made it a lot easier for the council to make a decision and for the administration to understand and implement measures that will reduce practices of preparing food and drinks at schools in unhygienic conditions”.

*Female councillor raises the lack of food hygiene in schools in front of the whole Banan district council.*



## Stronger Voices for Citizens: MOUNG RUESSEI District Introduces Citizens' Consultation Hours

To give citizens a stronger voice, MOUNG RUESSEI's district council, with advice from the EU DAR's local governance advisor, decided to introduce Citizens' Consultation Hours. For the first time in the district's history, a non-bureaucratic space has opened for citizens in which they can bring up their questions and concerns and to discuss these with their local government. Matters of personal and public interest can now be discussed by citizens with their local administration every two weeks when these citizen hours are held in the district. The calendar for those hours is defined a year ahead and hence allows citizens of MOUNG RUESSEI district to plan their attendance to citizens' consultation hours in advance.

This activity allows MOUNG RUESSEI district councillors to provide better services to their constituents and to fully perform their role as elected representatives. "The citizens' hours are an important tool for civic engagement, to collect information from the citizens and to respond to their needs" said Mr. Keo Saran, Council Chairperson in MOUNG RUESSEI. During the first citizens' hour in the district in January 2018, citizens intensively shared their ideas, concerns and views on ongoing floods in the village and the need for better road infrastructure.

### BRIEF DISTRICT PROFILE: MOUNG RUESSEI



**Location:** South East of Battambang Province along Highway No.5



**Citizens:** 130.000  
(40% younger than 18 years)



**Attributes:** Urban, 31% of households are identified as poor, 2/3 of the adult populations are farmers



**District Council:** 19 members (3 female)



*Citizens during the first citizen hour in MOUNG RUESSEI district.*

The calendar for Moun Ruessei's citizens' hours in 2018 – as banner and picture proudly presented by district councillors, citizens and EU DAR program representatives who joined the first citizen hour.



### កាលវិភាគ

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## Healthier Pupils through Hand Washing Opportunities in Koas Krala's Primary Schools

In the past, many pupils in Koas Krala suffered from unhygienic situations due to lack of proper hygiene during their daily school visits. Parents and school teachers could not accept this situation anymore and asked the district councillors for support. The council reacted straight away and decided in their monthly council meeting to take the issue up as a priority and explore hand washing opportunities for primary schools in Koas Krala.

A specifically formed working group studied and then proposed to the whole council a suitable solution on how to improve basic hygiene in schools. The EU DAR local governance adviser in the district facilitated the activities of the working group and assisted in further developing members' capacities in order to fully tackle the prioritized challenge. A study tour to two primary schools in Kampot province was organised to provide the group with fresh ideas on how to improve hand-washing facilities in Koas Krala. In addition to this exposure visit the council, relevant line offices and the administration practiced their day-to-day cooperation and team work, evidenced by jointly designing and conducting an analysis of different options for solving this service delivery challenge. This finally resulted in the drafting of a concrete project proposal on which Koas Krala district council decided on.

### BRIEF DISTRICT PROFILE: KOAS KRALA



Location: South of Battambang Province



Citizens: 39,000  
(43% younger than 18 years)



Attributes: Rural, 47% of households are identified as poor, 2/3 of adult population are farmers, in dry season district heavily suffers from drought



District Council: 13 members (2 female)

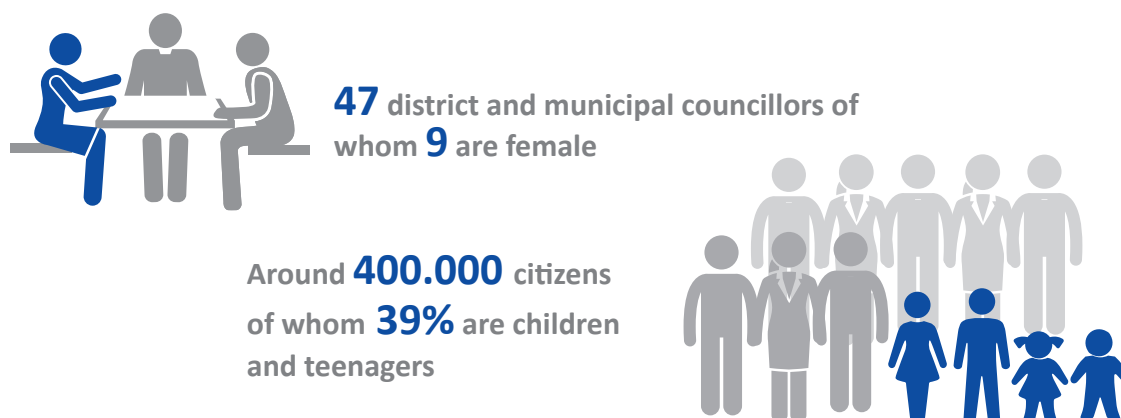


*Members of Koas Krala's working group on a hand washing study trip to see different types of hand-washing facilities in Kampot province in order to get ideas for the facilities in their primary schools.*

Physical construction of handwashing facilities in two selected schools in the district will begin in March 2018, supported through seed funding that will be provided by EU DAR and contributions by the district. Mr. Ouch Reth, the 60 year-old Koas Krala council chairperson summed up the dedicated work done by the working group by highlighting: “I feel happy because the field visit surpassed my expectations. We got the chance to discuss with many different people and authorities dealing with water and hygiene issues in schools. During our discussions with them, we explored how precisely they work, and their collaboration to make the systems work. I learnt how the Water, Sanitation, Hygiene (WASH) method was implemented in primary schools in Kampot. I believe the study visit helped me and my fellow councillors so much to make an informed decision related to pilot WASH activities in selected primary schools in our Koas Krala district”.

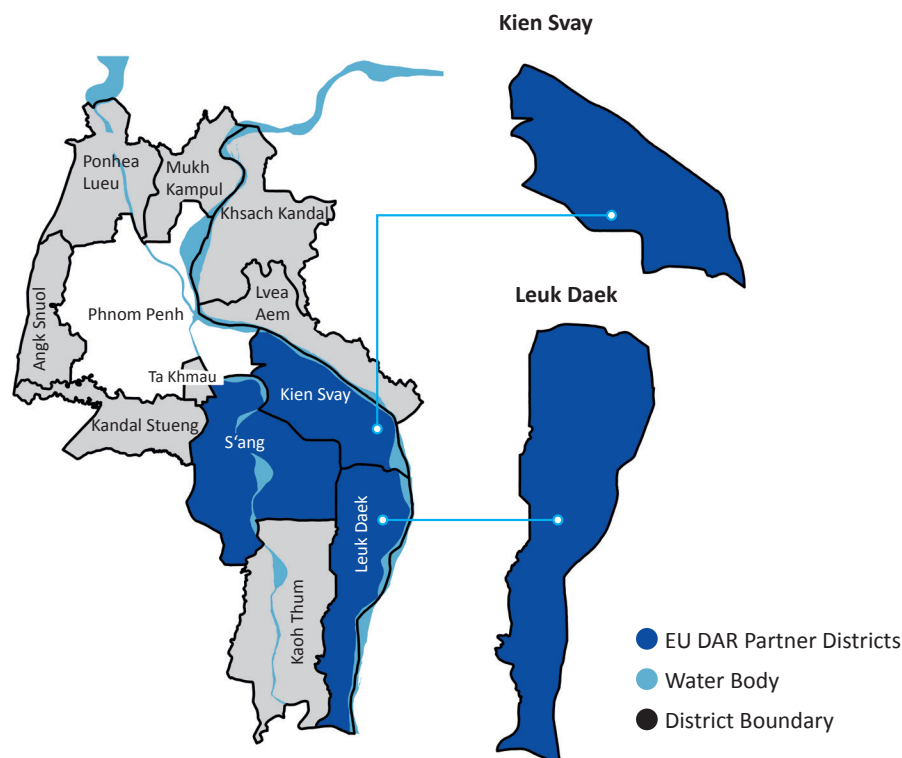
## KANDAL PROVINCE

In Kandal Province, the EU DAR Project has three partner districts in which three EU DAR local governance advisers directly advise and coach councillors, their administrations and line office staff in order to improve public service delivery. An additional local governance adviser is responsible for coordinating the cooperation between the partner districts, as well as with the province of Battambang and partners at the national level. Through its work at the district level in Kandal, EU DAR project reaches:



As in Battambang, EU DAR complements its technical support with small local subsidies which provide partner districts with funds to deliver social services that fall under the general mandate of councils. In Kandal, the majority of citizens' requests refers to addressing challenges of domestic violence, lack of proper waste management and environmental pollution through unregulated agricultural practices.

## Kandal Province



### Good Service Delivery Practices from Partner Districts in Kandal

The two partner district councils Leuk Daek and Kien Svay in Kandal Province have been very active in taking up citizens' requests and issues in order to deliver better services. Most issues arise from environmental challenges. Working on those problems has already contributed and will continue to contribute to more liveable environments in Kandal and has already improved as well as going on to improve the living situations of citizens in those districts.

## Clean Air for Citizens in Kien Svay after Years of Suffering from Pig Farm Smell

In Kien Svay district, a group of citizens complained about the odour as well as a leaking drainage pipe from a neighbouring pig farm. The latter led to the spilling of pig excrement into an adjacent irrigation canal which was used by neighbouring farmers to water their rice paddies. The polluted water hindered these farmers from growing their rice properly. A few months ago, the district council successfully solved this problem and now after a long time suffering at the hands of the farm, citizens can again enjoy fresh air and clean rice paddies in their neighbourhood.

What happened? Since citizens were not able to solve the problem with the pig farm owner by themselves, they approached the district council to ask for support. With facilitation of EU DAR's local governance adviser, the complaint was taken up by the local government and Kien Svay's district council members discussed the issue during a monthly council meeting. After rating this problem as a priority issue, the district council members established a working group including representatives from the district's environment and agriculture line offices, the local public veterinary and a deputy district governor. The working group with technical advice from EU DAR studied the case and started negotiations with the pig farm owner. This at first made the working group members feel uncomfortable because of the farmer's influential position in the district. However, after more negotiations and explanations from the working group that all citizens have a right to live in a clean environment, the farm owner agreed to sign a contract with the district administration that stipulated his responsibility to take

### BRIEF DISTRICT PROFILE: KIEN SVAY



Location: East of Kandal Province



Citizens: 118,767  
(31% are female, 34.1% are younger than 18 years and 8% older than 60 years)



Attributes: Urban, 17% households are identified as poor, along Highway 1, most citizens are farmers and factory workers



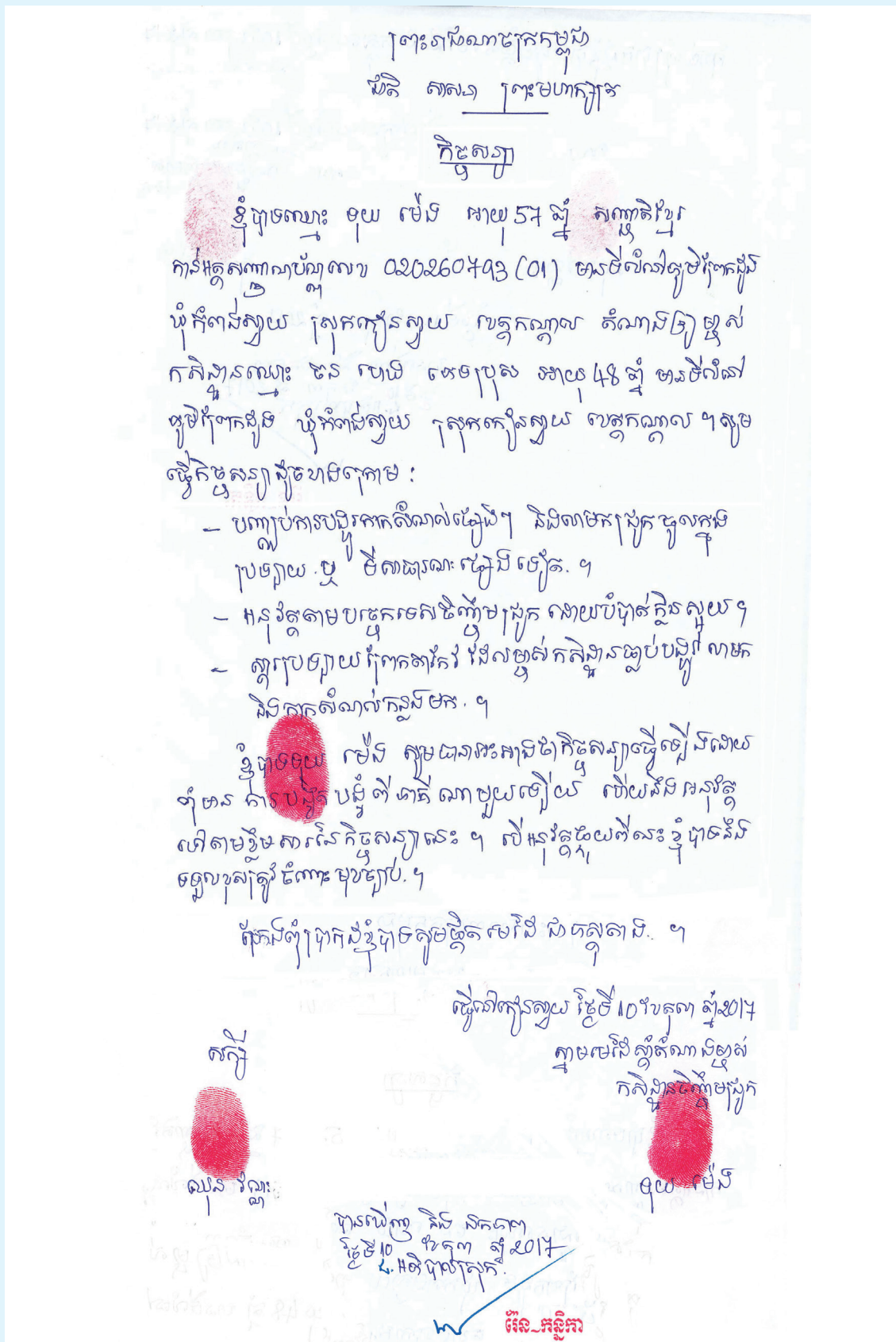
District Council: 19 members (3 female)



*EU DAR adviser during coaching of district council members and officials on options for solving local challenges.*

action in order to reduce the odour from his farm, to stop diverting pig excrement into any public canals as well as to clean up the irrigation canal adjacent to his farm.

Contract outlining pig farmers responsibilities to reverse the environmental damage signed by pig farmer and district authorities.



The farm owner has already implemented steps that have eliminated the odour and stopped the diversion of excrement. He is currently in the process of dredging the canal for a second time since monsoon rains through which new soil has been deposited in the canal and illegal waste dumped into the canal by citizens have again clogged it. Kien Svay's citizens value the efforts of their local government and appreciate that their problem was successfully taken up and solved.



*The polluted irrigation canal before and during dredging it.*



Likewise, the council members are satisfied to have served their citizens better as well as to have demonstrated ownership for the challenges faced by their constituents. The good coordination between different line offices, the district administration and its council have contributed to the success of the initiative and showed all officials that it is beneficial to citizens to jointly overcome local challenges in order to deliver better services.

## Rubbish Management Instead of Littering - Leuk Daek District Decided to Be Clean

### BRIEF DISTRICT PROFILE: LEUK DAEK



**Location:** South East of Kandal Province along the Vietnamese border



**Citizens:** 62,352  
(51.4% are female, 37.2% are younger than 14 years and 9.1% are older than 60 years)



**Attributes:** Rural, 16.2% household are identified as poor, most citizens are farmers



**District Council:** 15 members (4 female)

For many years, villagers have polluted the environment of the district with their rubbish due to a lack of a functioning waste collection system. While some citizens do not care about the district's environment and do not mind getting rid of their waste in public spaces, others complain about the smell and rubbish in their neighbourhood which affects their well-being and living conditions.

After observing the situation for a long time, the district council is no longer willing to accept the situation and with facilitation of EU DAR decided to introduce steps that can lead to a functional waste management system in the district.

In one of their monthly meetings, the district councillors ranked the issue as a top priority on their agenda and developed a plan for how to solve the problem. With financial support from the

province as well as technical advice from the EU DAR local governance adviser, a waste management strategy and respective activities have been developed. Those activities include awareness raising campaigns for sustainable waste management in private households and public spaces, installing signboards and rubbish bins in selected communes of the district (particularly in market areas) to avoid littering and to strengthen the capacity to local authorities and local waste collectors to better cooperate with each other in order to improve the current level of service

*Leuk Daek's District Council decides in its monthly council meeting to fight against the littering in its district.*



delivery in local waste management. Citizens of Leuk Daek are positively looking into the future. Soon the environmental situation of Leuk Daek will be improved and the littering along major roads will hopefully stop.



*Councillors visiting one of the illegal dumpsites which are supposed to be cleaned up soon.*

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