



The Royal Government of Cambodia

NATIONAL COMMITTEE FOR SUB-NATIONAL DEMOCRATIC DEVELOPMENT

Report

Sub-National Administration Capacity Survey

National Program for Sub-National Democratic Development

Phase II

August 2025

Contents

Abbreviations Used in the Text	vi
ACKNOWLEDGEMENT	vii
Executive Summary	viii
General	viii
Methodology	viii
Sampling	ix
Results	x
Recommendations	xi
1 Introduction	1
2 Background	1
3 Methodology	2
3.1 Purpose of the Survey	2
3.2 Definition of Capacity Index and Sub-Indexes	3
3.3 Definition of Indicators	4
3.3.1 Enabling Environment	4
3.3.2 Organisational Capacity	5
3.3.3 Human Resources Capacity	5
3.3.4 Service User Perspective	6
3.4 Survey Method	6
3.5 Development of Questionnaires	9
3.6 Sampling	9
3.7 Data Collection and Quality Control	10
3.8 Descriptive scale of values	10
4 Characteristics of Sample	11
5 Findings of the Survey	13
5.1 Headline Values of Indexes	13
5.2 Enabling Environment	14
5.2.1 Sub-Index Values	14
5.2.2 Knowledge of Government Policies Indicator	15
5.2.3 Program Leadership Indicator	16
5.2.4 Mandate for Obligatory Functions Indicator	17
5.2.5 Resources for Obligatory Functions Indicator	17
5.2.6 Framework for Permissive Functions Indicator	18
5.2.7 Resources for Permissive Functions Indicator	19

5.2.8	Budget Predictability Indicator	20
5.2.9	Budget Reliability Indicator	21
5.2.10	Technical Guidance and Support Indicator	22
5.2.11	Access to Data Indicator.....	23
5.2.12	Oversight and Inspection Indicator	24
5.3	Organisational Capacity	24
5.3.1	Sub-Index Values	24
5.3.2	Effective Leadership Indicator	25
5.3.3	Planning and Budgeting Indicator	26
5.3.4	Budget Execution Indicator	27
5.3.5	Monitoring and Evaluation Indicator	28
5.3.6	Procurement Indicator	29
5.3.7	Expenditure Controls Indicator	30
5.3.8	Asset Management Indicator	31
5.3.9	Use of Digital Technology Indicator	31
5.3.10	Resilience Indicator	32
5.3.11	Service Delivery Performance Management	33
5.4	Human Resources Capacity.....	34
5.4.1	Sub-Index Values	34
5.4.2	Job Descriptions Indicator	35
5.4.3	Staff Management Indicator	36
5.4.4	Code of Conduct Indicator	37
5.4.5	Performance Monitoring and Evaluation Indicator.....	38
5.4.6	Human Resources Plan Indicator	39
5.4.7	General Knowledge and Skills of SNA Staff Indicator	40
5.4.8	Technical Knowledge and Skills of SNA Staff Indicator	41
5.4.9	Staff Incentives	42
5.4.10	Gender Equity	43
5.4.11	Capacity Development.....	45
5.5	Service User Experience.....	46
5.5.1	Sub-Index Values	46
5.5.2	Clear Information	47
5.5.3	Convenient Access.....	48
5.5.4	Fair and Equal Access	49
5.5.5	Quality of Service	50
5.5.6	Transparent Pricing.....	51

5.5.7	Grievance Redress	52
6	Limitations of the Survey	53
7	Analysis and Recommendations	54
7.1	Overview	54
7.2	Findings by Dimension of Capacity	54
7.2.1	Sub-Indexes	54
7.2.2	Enabling Environment Indicators	55
7.2.3	Organisational Capacity Indicators	55
7.2.4	Human Resources Capacity Indicators	55
7.2.5	Service User Experience	55
7.3	Differences between SNA levels	55
7.4	Comparing by Characteristics of SNA.....	57
7.5	Low-hanging Fruit	58
7.5.1	Identifying Low-Hanging Fruit	58
7.5.2	Reasons for low indicator scores.....	59
7.6	Recommendations	66
7.6.1	Focus capacity building on identified areas of weakness.	66
7.6.2	Focus on SNA that face challenges.....	66
7.6.3	Study the reasons underlying strong performance.....	67
7.6.4	Considering peer-to-peer learning between SNA	67
7.6.5	Share the results of the survey with SNA.....	67
7.6.6	Conduct the follow-up survey in 2028	67
8	References.....	67

List of Tables

Table 1: Sampling Requirements of TOR	6
Table 2: Proposed Sample Structure.....	8
Table 3: Composition of Focus Group Participants	11
Table 4: Characteristics of Individual Official Respondents	12
Table 5: Characteristics of Service User Respondents	12
Table 6: Types of service accessed by service user respondents.....	13
Table 7: Summary of Mean Values, Standard Errors and 95% Confidence Intervals of Indexes and Sub-Indexes	13
Table 8: Values of Capacity Development Index by Type of SNA	13
Table 9: Enabling Environment Sub-Index by SNA Level.....	14
Table 10: Calculation of Enabling Environment Sub-Index from Indicators	14
Table 11: Indicator Values for Government Policies	15

Table 12: Indicator Values for Government Policies	16
Table 13: Indicator Values for Mandate for Obligatory Functions	17
Table 14: Indicator Values for Resources for Obligatory Functions.....	18
Table 15: Indicator Values for Framework for Permissive Functions	19
Table 16: Indicator Values for Resources for Permissive Functions	19
Table 17: Indicator Values for Budget Predictability	20
Table 18: Indicator Values for Budget Reliability.....	21
Table 19: Indicator Values for Technical Guidance and Support	22
Table 20: Indicator Values for Access to Data	23
Table 21: Indicator Values for Oversight and Inspection.....	24
Table 22: Organisational Capacity Sub-Index by SNA Level	25
Table 23: Calculation of Organisational Capacity Sub-Index from Indicators	25
Table 24: Indicator Values for Effective Leadership.....	26
Table 25: Indicator Values for Planning and Budgeting.....	26
Table 26: Indicator Values for Budget Execution.....	27
Table 27: Indicator Values for Monitoring and Evaluation	28
Table 28: Indicator Values for Procurement.....	29
Table 29: Indicator Values for Expenditure Controls.....	30
Table 30: Indicator Values for Asset Management	31
Table 31: Indicator Values for Use of Digital Technology	32
Table 32: Indicator Values for Resilience.....	33
Table 33: Indicator Values for Service Delivery Performance Management.....	33
Table 34: Human Resources Capacity Sub-Index by SNA Level.....	34
Table 35: Calculation of Human Resources Capacity Sub-Index from Indicators.....	35
Table 36: Indicator Values for Job Descriptions with Performance.....	36
Table 37: Indicator Values for Staff Management.....	37
Table 38: Indicator Values for Code of Conduct.....	38
Table 39: Indicator Values for Performance Monitoring and Evaluation	39
Table 40: Indicator Values for Human Resources Plan.....	40
Table 41: Indicator Values for General Knowledge and Skills of SNA Staff	40
Table 42: Indicator Values for Technical Knowledge and Skills of SNA Staff	41
Table 43: Indicator Values for Staff Incentives	42
Table 44: Indicator Values for Gender Equity.....	43
Table 45: Indicator Values for Capacity Development	45
Table 46: Service User Experience Sub-Index by SNA Level.....	46
Table 47: Calculation of Service User Experience Index by Aspect Scores:	47
Table 48: Service User Experience Aspect: Clear Information	47
Table 49: Service User Experience Aspect: Convenient Access	48
Table 50: Service User Experience Aspect: Fair and Equal Access	49
Table 51: Service User Experience Aspect: Quality of Service	50
Table 52: Service User Experience Aspect: Transparent Pricing	51
Table 53: Service User Experience Aspect: Grievance Redress.....	52
Table 54: Comparing Index Scores for SNA levels	56
Table 55: Zone Scores as % of National Scores	57
Table 56: Comparing Urban and Rural Capacity	57
Table 57: Indicators with most potential to increase CI.....	58
Table 58: Indicators with most potential to increase CI by SNA level	58
Table 59: Un-weighted average FGD responses for Use of Digital Technology.....	59

Table 60: Un-weighted average FGD responses for Mandate for Obligatory Functions indicator.....	61
Table 61: Un-weighted average FGD responses for Mandate for Obligatory Functions indicator.....	61
Table 62: Un-weighted average individual staff responses for Technical Skills and Knowledge indicator	61
Table 63: Un-weighted average FGD responses for Staff Incentives indicator	62
Table 64: Un-weighted average individual staff responses for Staff Incentives indicator.....	62
Table 65: Un-weighted average FGD responses for Human Resources Plan indicator	63
Table 66: Un-weighted average individual staff responses for Human Resources Plan indicator	63
Table 67: Un-weighted average FGD responses for Resources for Obligatory Functions indicator.....	64
Table 68: Un-weighted average FGD responses for Capacity Development indicator.....	64
Table 69: Un-weighted average FGD responses for Capacity Development indicator.....	65
Table 70: Percentages of Service Users selecting each response for Transparent Pricing questions ...	65
 Figure 1: Development of Capacity Index from sub-indexes and indicators.....	4
Figure 2: Incorporation of Individual Staff Questionnaire with FGD results for CP and DMK.....	8
Figure 3: Incorporation of Individual Staff Questionnaire with FGD results for CS.....	8

Abbreviations Used in the Text

Term	Explanation
CI	Capacity Index
CP	Capital / Province
CS	Commune / Sangkat
CWG	Consultative Working Group
DMK	District / Municipality / Khan
FGD	Focus Group Discussion
ID-Poor	Identification of Poor Households
M	Moderate
NCDD-S	National Committee for Sub-National Democratic Development
NP-2	National Program for Sub-National Democratic Development Phase 2
OWSO	One Window Service Office
PEM	Public Expenditure Management
RGC	Royal Government of Cambodia
S	Strong
SNA	Sub-National Administration
STA	Strengthening Transparency and Accountability (project)
SW	Somewhat Weak
TOR	Terms of Reference
UNDP	United Nations Development Programme
VS	Very Strong
W	Weak

ACKNOWLEDGEMENT

On behalf of the NCDD, I would like to express my deep gratitude to the United Nations Development Programme (UNDP) in Cambodia and the Government of Japan for supporting the NCDD in conducting a survey on capacity of the sub-national administrations under the National Program for Sub-National Democratic Development Phase II (NP-II) through the project " Strengthening Transparency and Accountability in Local Governance through Citizen Participation " which is co-funded by the Royal Government of Japan through the Embassy of Japan and UNDP in Cambodia.

I would like to express my gratitude to a consulting firm, ASKL Service and Consulting Inc. for making best effort in preparing and conducting the survey on the capacity of sub-national administrations with ethical and professional standards, including in developing questionnaires, data entry systems, training for surveyors, and interviews with informants, data quality control, data analysis, and calculating the capacity indices of sub-national administrations in according to the defined formula, with thorough consultation process before proceeding to the final report on the results of the survey on the capacity of sub-national administrations.

I would like also to thank the councils, board of governors, and officials of the capital, provinces, municipalities, districts, khans, communes, and citizens who spent their valuable time participating in this survey process, enabling this survey has sufficient data for analysis and calculation of the capacity indices of the sub-national administration , which are an important baseline indices for measuring and promoting positive change in sub-national administration capacity within the framework of NP-II.

On behalf of the NCDD, I would like to encourage ministries, institutions, sub-national administrations, academic and research institutions, policy makers, and students, development partners, civil society organizations use the results of this survey for further research and seek appropriate measures to continue to strengthen the capacity of sub-national administrations to provide public services and local development, responding to the needs of citizens in a more targeted, rapid, effective, transparent, accountable, fair, inclusiveness and socially equitable manner .

**Deputy Prime Minister, Minister of Interior
and Chairman of the NCDD**

H.E. Aphi Santhibandit Sar Sokha

Executive Summary

General

The baseline Capacity Survey for the second phase of the National Programme for Sub-National Democratic Development (NP-2) 2021 – 2030 was conducted by ASKL Service and Consulting Inc., which awarded a contract by the NCDD Secretariat (NCDDS) under the support of the United Nations Development Programme (UNDP) through the project “Strengthening Transparency and Accountability in Local Governance through Citizen Participation” co-funded by the Government of Japan through the Embassy of Japan and UNDP in Cambodia. The survey began in May and ended in August 2025. The objective of the survey was to design and measure baseline data for the Sub-National Administration (SNA) Capacity Index, which is a key indicator for the NP-2.

Accordingly, the SNA Capacity Index was designed based on three dimensions:

- **Enabling Environment**, measuring the effects on SNA capacity of policy, supporting interventions and resources allocated;
- **Organisational Capacity**, measuring the quality and effectiveness of leadership, management, Public Expenditure Management (PEM) and administrative systems, use of technology, resilience and service delivery performance management;
- **Human Resources Capacity**, measuring the numbers, quality and motivation of SNA staff and the effectiveness of human resources management practices.

Methodology

Each of the above dimensions was measured through a Sub-Index which contributed 30% of the value of the SNA Capacity Index. In addition, the experience of citizen users of SNA services was investigated and used to construct a Service User Experience Sub-Index, contributing 10% of the value of the SNA Capacity Index.

A set of indicators was developed for each dimension of SNA capacity. Each indicator was formulated as a positive statement about SNA capacity, which could then be evaluated by survey respondents. For the Service User Experience, a set of 32 questions was developed and grouped under six aspects for which indicator values could be calculated. Short descriptions and linked NP-2 outputs for each indicator are tabulated below.

Short Descriptions of Indicators and NP-2 Links	
Enabling Environment Indicators	Organisational Capacity Indicators
1. Knowledge of Government Policies (NP-2 output 1.2)	1. Effective leadership & management (NP-2 1.1, 2.4 & 2.5)
2. Programme Leadership (NP-2 output 3.1)	2. Planning and Budgeting (NP-2 4.1)
3. Mandate for Obligatory Functions (NP-2 5.1)	3. Budget Execution (NP-2 4.2)
4. Budget Adequacy for Obligatory Functions (NP-2 5.1)	4. Monitoring and Evaluation
5. Framework for Permissive Functions (NP-2 5.1)	5. Procurement (NP-2 4.2)
6. Budget Adequacy for Permissive Functions (NP-2 4.6)	6. Expenditure controls (NP-2 4.2)
7. Budget Predictability (NP-2 4.1)	7. Asset management (NP-2 4.5)
8. Budget Reliability (NP-2 4.2)	8. Use of digital technology (NP-2 2.7, 3.9, 4.1, 4.4 & 5.2)
9. Technical Guidance and Support (NP-2 5.1)	9. Resilience (NP-2 5.4)
10. Access to Data (NP-2 4.1)	10. Service Delivery Performance Management (NP-2 5.1).
11. Oversight and Inspection regime (NP-2 2.8 & 4.10)	
Human Resources Capacity Indicators	Service User Experience Indicators
1. Job descriptions with performance indicators (NP-2 3.2)	1. Quality of information provided to service users;

- | | |
|---|--|
| 2. Staff management (NP-2 3.2) | 2. Convenience of access to SNA services |
| 3. Code of conduct (NP-2 3.2) | 3. Fair and equal access to SNA services, including for vulnerable groups; |
| 4. Performance monitoring and evaluation (NP-2 3.2) | 4. Transparent pricing of SNA services; |
| 5. Human Resources Plan (NP-2 3.4) | 5. Quality of SNA services; |
| 6. General Knowledge and skills of SNA staff (NP-2 Outcome 3) | 6. Access to grievance redress mechanisms. |
| 7. Technical Knowledge and Skills of SNA staff (NP-2 Outcome 3) | |
| 8. Staff Incentives (NP-2 3.5) | |
| 9. Gender Equity (NP-2 Outcome 3) | |
| 10. Capacity Development (NP-2 3.6 & 3.10) | |

The principal survey methodology was Focus Group Discussion (FGD). In FGD, respondents were asked to evaluate the indicator statements using a Lickert Scale (Strongly Disagree – Strongly Agree) and to answer some related factual sub-questions. SNA officials participating in FGD also completed individual questionnaires on human resources capacity. Service User Experience was evaluated through individual interviews of citizens using the One Window Service Offices (OWSO) at the SNA.

All question responses and indicator, sub-index and index values were normalised to scores between 0 and 1, where 1 is the best possible. Sub-index values were calculated as the average value of the contributing indicators. In calculating scores for a single SNA, each FGD was given equal weight. For Human Resources sub-index, the staff questionnaire scores contributed 25% of the value of the sub-index with the FGD contributing 75%.

To combine values from different SNA, a weighted mean value was calculated, using inverse sampling probabilities as weights. In calculating overall values combining results from the different SNA levels, Capital/Province (CP) was allocated a weight of 25%, District / Municipality / Khan (DMK) 50% and Commune / Sangkat 25%.

95% confidence intervals were calculated based on weighed standard error values for indicators. Confidence intervals for composite indexes (combining sub-indexes or SNA levels) were estimated using the weighted average values of the lower bound and the upper bound.

In addition to the normalised scores, a descriptive scale was adopted, based on the distribution of normalised question scores, so that 20% of all responses fell within each of the ranges “Weak” (W), “Somewhat Weak” (SW), “Moderate” (M), “Strong” (S) and “Very Strong” (VS).

Sampling

The sample consisted of 12 CP administrations, 24 DMK administrations and 48 CS administrations. Because of the security situation at the time of the survey, Preah Vihear, Odar Meanchey and Pailin Provinces were excluded from sampling. Phnom Penh Capital was pre-selected. Three Provinces in each of Lowland, Tonle Sap, Highland regions and two Coastal Provinces were selected by random draw. The Provincial capital Municipality of each selected Province was automatically selected. Two Khan in Phnom Penh, one District in each selected CP, and two CS in each selected DMK, were selected by random draw.

In each CP administration, there were three FGD with target 15 participants comprising (1) CP Councillors; (2) Management, with Board of Governors (BoG) and administrative divisions; and (3) Technical divisions. In each DMK administration, FGD had target 10 participants and were (1) Councillors; (2) Management, with BoG and administrative divisions; and (3)

Technical. In each CS administration there was one FGD with target 4 Councillors plus the Clerk and Assistant. The intention was to interview six citizen OWOS users at each SNA office. In practice, average participation in the FGD and average number of service user interviews was slightly larger than the target numbers.

There were 2,146 FGD participants, of whom 1,249 were officials who also completed the individual questionnaire. There were 540 citizen interviews, so the total of all respondents in the survey was 2,686. Of the individual official respondents, 32% were women and 68% were men. Average age was 41 and average length of service 15 years. Fifty-five percent (55%) of service user respondents were women and 45% were men, with average age 45, and with 21% holding ID-Poor registration.

Results

An overall value of 0.75 was calculated for the SNA Capacity Index (CI). All four sub-indexes fell within the Moderate range, with Organisational Capacity highest at 0.77 and Enabling Environment lowest at 0.73.

	Sub-Index	95% Confidence Interval	
		Lower Bound	Upper Bound
ALL LEVELS	0.75	0.72	0.77
Capital / Province	0.77	0.73	0.81
District / Muni / Khan	0.76	0.74	0.78
Commune / Sangkat	0.71	0.70	0.72

For **Enabling Environment**, the strongest indicators were Technical Guidance and Support (Very Strong, VS), Framework for Permissive Functions (Strong, S) and Program Leadership (Strong, S). The weakest indicators were Knowledge of Government Policies (Weak, W), Mandate for Obligatory Functions (W) and Resources for Obligatory Functions (Somewhat Weak, SW).

For **Organisational Capacity**, the strongest indicators were for Planning and Budgeting (VS), Asset Management (S) and Resilience (S). The weakest indicators were for Use of Digital Technology (W), Expenditure Controls (SW) and Service Delivery Performance (SW).

For **Human Resource Capacity**, the strongest indicators were Gender Equity (VS), Staff Management (S) and Job Descriptions with Performance Indicators (S). The weakest indicators were Technical Knowledge and Skills of SNA staff (W), Staff Incentives (W) and Capacity Development (SW).

For **Service User Experience**, ratings were VS for Quality of Service, S for Fair and Equal Access, M for Convenient Access, and W for Clear Information, Transparent Pricing and Grievance Redress.

In general, CP administrations (overall CI 0.77, M) scored more highly than DMK administrations (0.75, M), with CS administrations (0.71, W) being weakest, but there were exceptions to this rule. For Enabling Environment, CP outscored DMK by 4% and CS by 5%. For Organisational Capacity CP out-scored both DMK and CS by 8%. For Human Resources

Capacity, CP outscored CS by 15%, but DMK were close to CP levels. For Service User Experience, DMK (0.76, M) outscored both CP (0.74, M) and CS (0.70, W).

SNA at all levels in Phnom Penh strongly outscored those in other regions. Urban SNA (Khan, Municipality, Sangkat) outscored rural SNA (District, Commune) on most indicators, with overall CI being 0.79 (S) for Urban and 0.73 (M) for Rural. There were significant differences between regions, with rating S for Tonle Sap and Coastal regions but M for Upland and SW for Lowland provinces.

Recommendations

Recommendation 1: Focus capacity building on identified areas of weakness. For a small number of lagging indicators, bringing those indicators up to the present average level would have a major impact on the overall CI value. These indicators are summarised in the table below.

Lagging Indicators	
Enabling Environment • Knowledge of Government Policies • Mandate for Obligatory Functions • Resources for Obligatory Functions • Budget Reliability	Organisational Capacity • Use of Digital Technology • Expenditure Controls • Service Delivery Performance Management;
Human Resources Capacity • Technical Skills and Knowledge of SNA Staff • Staff Incentives • Human Resources Plan • Capacity Development	Service User Experience • Awareness of Grievance Mechanism • Transparent Pricing • Clear Information on Services

Recommendation 2: Focus on SNA that face Challenges: Focusing capacity development on weaker performers as identified in the survey data, to bring these SNAs to the same level as the strong performers would be a cost-effective approach to raising capacity overall.

Recommendation 3: Study the reasons underlying strong performance: those SNAs that score highly in the CI may have better leadership or may have adopted innovative methods. Studying these SNA could identify lessons that can be applied to weaker performers.

Recommendation 4: Consider peer-to-peer learning between SNA: strong performers could be paired with weaker SNA to transfer knowledge, skills and working methods. For example, Khan in Phnom Penh could be paired with rural Districts. Careful design of these arrangements would be needed to avoid imposing a burden on the strong partner and to ensure that the weaker partner welcomes the arrangement as constructive assistance.

Recommendation 5: Share the results of the survey with the SNA: the key findings of the Capacity Survey should be disseminated to SNA, including the sample SNA but also others. The analysis of capacity strengths and weaknesses should be used as a self-learning opportunity for the SNA.

Recommendation 6: conduct the follow-up Capacity Survey in 2028. The follow-up survey should carefully replicate the methodology of the baseline survey in order to ensure that results are comparable. However, if possible, a larger sample size could be selected in order to provide a more fine-grained picture of strengths and weaknesses of SNA by geographic zone and by Province.

1 Introduction

ASEAN Services for Key Leadership (ASKL) Ltd. has been selected and contracted by National Committee for Sub-National Democratic Development Secretariat (NCDD-S) for the 2nd National Programme for Sub-National Democratic Development, known as the NP-2 on May 3, 2025, to conduct a survey and assessment of the capacity of sub-national administrations (SNAs) covering Phnom Penh Capital and other 11 provinces.

Based on the Contract's TOR, ASKL prepared an Inception Report outlining about this SNA' Capacity Survey, presented to NCDD-S and the Consultative Working Group of the project. "Strengthening Transparency and Accountability in local governance through civic engagement" (or STA's CWG in short) for consultation and feedback on May 13, 2025.

The revised Inception Report was then submitted to NCDD-S on 20th June 2025. After having received approval on the Inception Report from NCDD-S and STA's CWG, ASKL worked closely with NCDD-S to develop lists of SNA's Capacity Sub-Indexes, required indicators and lists of survey questionnaires to be used in the survey at different levels of SNAs. Data collection was conducted in Phnom Penh Capital and 11 Provinces during July 2025.

This report describes the methodology of the survey, presents survey findings and provides analysis and recommendations for areas of focus for capacity building under the NP-2.

2 Background

The Royal Government of Cambodia's (RGC's) Pentagonal Strategy Phase I for Growth, Employment, Equity, Efficiency and Sustainability (2023-28) includes amongst its five Strategic Objectives "Continuing to strengthen capacity, governance and improving the quality of public institutions, both national and sub-national, to ensure efficiency of public services; continuing to strengthen private sector governance; and continuing to promote a favourable environment for business, investment and trade. Therefore, strengthening the capacity of sub-national administrations (SNA) and in particular their capacity to deliver good sub-national governance and public services, is at the heart of the RGC's strategy for "building the foundation towards realizing the Cambodia Vision 2050".

The NP-2 is a ten-year programme which commenced in 2021 as the successor to the National Programme for Sub-National Democratic Development (NP-SNDD) 2010-2020. The Goal of the NP-2 is *to promote democratic, inclusive, equitable and just development through the modernisation of sub-national governance and improved access, quality and utilization of public service delivery. This will contribute to the elimination of poverty and the improved quality of life for all citizens*¹. The Objective of the NP-2 is that *the structures and systems of sub-national governance are modern, autonomous, effective, transparent and accountable in their provision of public services and local development. They will respond to the prioritized needs of the people in their jurisdiction in an equitable and inclusive manner. Each type of sub-*

¹ Wording from unofficial translation of the NP-2 document. The translation given in the TOR is slightly different but has the same meaning.

national administration will have adequate power and capacity to carry out their functions under the oversight of their councils to strengthen accountability to citizens².

The NP-2 programme document (Section 4.2.2.2) states that the program objectives of the NP-2 are to be measured by three indexes which are (1) a Governance Index; (2) a Service Delivery Index; and (3) An SNA Capacity Index. The Governance and Service Delivery Indexes are to be measured by the Governance Survey, for which a baseline survey has recently been completed.

The SNA Capacity Development Assessment (Capacity Survey) is described in the NP-2 document section 4.2.6.5, with the relevant text reproduced in Box 1 below.

Box 1: Governance Survey as described in NP-2

The **Capacity Development Assessment** is a survey that will assesses SNA capacity to be conducted every three years. The assessment aims to improve the performance of SNAs by identifying performance gaps and constraints and by making recommendations for their improvement. The Assessment will measure SNA capacity at three levels:

- **Institutional capacity** describes the enabling environment and incentives under which an organization operates.
- **Organizational capacity** describes the structures, systems, processes, procedures and practices an organization uses together with the relationships and partnerships it employs to undertake its work.
- **Individual capacity** describes the skills, knowledge, and attitudes of individual staff members in performing their role and duties to provide services and promote local development.

The NP-2 document does not provide a detailed definition of the SNA Capacity Index or methodology for the capacity survey. Accordingly, the TOR task the consultant team with “(1) developing methodologies and tools, (2) designing the questionnaire (3) conducting data collection and data entry, (4) data cleaning, analysing and creating the SNA Capacity Index, and (5) preparing a report on the results of the SNA capacity evaluation.” The survey is to be conducted in a representative sample of SNA at Capital / Province (CP), District / Municipality / Khan (DMK) and Commune / Sangkat (CS) levels. The sample should include SNA with both high and low governance scores, measured by the recent Governance Survey; SNA with urban and rural characteristics and SNA from each geographic zone (considered as Phnom Penh, Lowland, Tonle Sap, Upland and Coastal zones).

3 Methodology

3.1 Purpose of the Survey

The objective of the survey is to create an index of capacity of sub-national administrations (SNA) for NP2 implementation. SNA capacity is taken to include service delivery,

² Wording from the unofficial translation of the NP-2. Again, there are minor differences from the version in the TOR.

responsiveness, transparency, accountability and citizen engagement. The TOR identifies three dimensions of capacity: Institutional Capacity, Organisational Capacity and Individual Capacity. After discussions with NCDD-S it was agreed that, for improved clarity, these dimensions would be re-labelled using conventional terminology as:

- Enabling environment³;
- Organisational capacity;
- Human resources capacity⁴.

The NP-2 document (Reference 1) states that the Capacity Development Assessment is a survey to be conducted at three-year intervals, with the aim of improving the performance of SNAs by identifying performance gaps and by making recommendations for their improvement.

The survey is explicitly designed to complement the recently completed Governance Survey, which measured the Governance Index and the Service Delivery Index. Together, the two surveys provide baseline data for measuring achievement of the goal and objectives of the Second National Programme for Sub-National Democratic Development (NP-2). Therefore, the Capacity Survey was designed to minimise duplication with the Governance Survey. Aspects of capacity that were studied in depth in the Governance survey received less emphasis in the capacity survey. The Governance Survey was primarily a survey of citizens' perceptions; hence the Capacity Survey focused primarily on collecting data from SNA officials.

The following principles were agreed with NCDD-S as underlying the design of the capacity survey:

- The survey should be capable of measuring capacity and its sub-dimensions at the level of the individual SNA. Therefore, the primary sampling unit is the SNA (not individual respondents);
- To the extent possible, capacity measurement should be based on empirical observations (rather than on subjective perceptions of respondents);
- Measures of capacity should be directly related to the results framework of the NP-2.

3.2 Definition of Capacity Index and Sub-Indexes

For each dimension of capacity (enabling environment, organisational capacity and human resources) a set of indicators was developed and cross-referenced to outputs of the NP-2. These indicators were used to calculate a sub-index value for each dimension. For consistency with the Governance Survey, each indicator value and sub-index value was normalised to a value between 0 and 1.

- **Enabling Environment** sub-index measures factors affecting SNA capacity that result from policy, supporting interventions and resources allocated from national level and from higher SNA levels to lower levels, i.e. the factors that the SNA itself cannot control;

³ Referred to as Institutional Capacity in the NP-2 and in the TOR, but the explanation refers to the enabling environment. Institutional Capacity is not a conventional term for this aspect alone, and is more closely synonymous with either "Capacity" in general or "Organisational Capacity" as referred to in the TOR.

⁴ Referred to as Individual Capacity in the TOR.

- **Organisational Capacity** sub-Index measures the quality of leadership and management within the SNA, the efficiency and effectiveness of the Public Expenditure Management (PEM) cycle, quality and completeness of administrative systems, uptake of digital technology, resilience to external risks, and service delivery performance management;
- **Human Resources Capacity** sub-Index measures aspects of institutional capacity that are determined by the number, quality and motivation of individual staff members, as well as human resources management practices that contribute to staff capacity development.

In accordance with the TOR, a sample of individual citizens were interviewed for the Capacity Survey. As randomly sampled citizens selected by random sampling could not be expected to have detailed knowledge of the internal capacities of the SNA, it was decided to sample citizen users of SNA services (i.e. the sampling frame consisted of citizens visiting SNA offices to use the One Window Service). These citizen service users were questioned about their experience of using the SNA service and their responses were used to construct a Service User Experience Sub-Index in addition to the Enabling Environment, Organisational Capacity and Human Resources Capacity Sub-Indexes.

The Capacity Index was calculated as a weighted average value of the sub-indexes, with Enabling Environment contributing 30%, Organisational Capacity contributing 30%, Human Resources Capacity contributing 30% and User Experience contributing 10%.

The composition of the Capacity Index is illustrated in Figure 1 below.

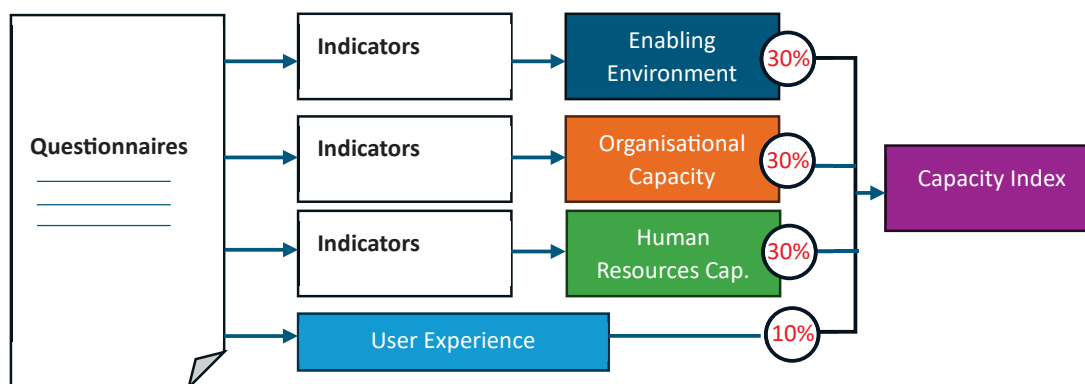


Figure 1: Development of Capacity Index from sub-indexes and indicators

3.3 Definition of Indicators

Indicators were developed as positive statements about aspects of SNA capacity. The measured value of each indicator (a dimensionless number between 0 and 1: zero representing no capacity at all while 10 is the most appropriate/suitable capacity) expresses the extent to which the indicator statement is observed to be true.

A full set of indicators is presented as Annex 1 to this report.

3.3.1 Enabling Environment

The “enabling environment” comprises the factors affecting SNA capacity that result from policy and supporting interventions from national level and from higher SNA levels to lower

levels, i.e. the factors that the SNA itself cannot control. The Enabling Environment indicators (Annex 1) measure the following aspects:

1. Knowledge of Government Policies (NP-2 output 1.2)
2. Programme Leadership (NP-2 output 3.1)
3. Mandate for Obligatory Functions (NP-2 5.1)
4. Budget Adequacy for Obligatory Functions (NP-2 5.1)
5. Framework for Permissive Functions (NP-2 5.1)
6. Budget Adequacy for Permissive Functions (NP-2 4.6)
7. Budget Predictability (NP-2 4.1)
8. Budget Reliability (NP-2 4.2)
9. Technical Guidance and Support (NP-2 5.1)
10. Access to Data (NP-2 4.1)
11. Oversight and Inspection regime (NP-2 2.8 & 4.10)

3.3.2 Organisational Capacity

Organisational capacity refers to the quality of leadership and management and the efficiency and effectiveness of administrative processes within the SNA. Unlike the enabling environment, organisational capacity may vary depending on internal factors within each SNA. Measures of organisational capacity will include the quality of leadership and management within the SNA, the efficiency and effectiveness of the Public Expenditure Management (PEM) cycle, quality and completeness of administrative systems, uptake of digital technology, resilience to external risks, and service delivery performance management. The Organisational Capacity indicators (Annex 1) measure the following aspects:

1. Effective leadership and management (NP-2 1.1, 2.4 & 2.5)
2. Planning and Budgeting (NP-2 4.1)
3. Budget Execution (NP-2 4.2)
4. Monitoring and Evaluation
5. Procurement (NP-2 4.2)
6. Expenditure controls (NP-2 4.2)
7. Asset management (NP-2 4.5)
8. Use of digital technology (NP-2 2.7, 3.9, 4.1, 4.4 & 5.2)
9. Resilience (NP-2 5.4)
10. Service Delivery Performance Management (NP-2 5.1).

3.3.3 Human Resources Capacity

The Human Resources Capacity Sub-Index measures the aspects of institutional capacity that are determined by the number, quality and motivation of individual staff members, together with the human resources management practices that contribute to staff capacity and performance. The Human Resources Capacity indicators (Annex 1) measure the following aspects:

1. Job descriptions with performance indicators (NP-2 3.2)
2. Staff management (NP-2 3.2)
3. Code of conduct (NP-2 3.2)
4. Performance monitoring and evaluation (NP-2 3.2)
5. Human Resources Plan (NP-2 3.4)

6. General Knowledge and skills of SNA staff (NP-2 Outcome 3)
7. Technical Knowledge and Skills of SNA staff (NP-2 Outcome 3)
8. Staff Incentives (NP-2 3.5)
9. Gender Equity (NP-2 Outcome 3)
10. Capacity Development (NP-2 3.6 & 3.10)

3.3.4 Service User Perspective

Citizen service users do not have detailed knowledge or insights into internal SNA capacity, but their experience provides useful insights into how effectively SNA capacity is deployed. Therefore, a separate set of indicators of “service user experience” was developed to reflect relevant information that citizen respondents would be able to provide. These “service user indicators” (Annex 1) measure the following aspects:

1. Quality of information provided to service users;
2. Convenience of access to SNA services
3. Fair and equal access to SNA services, including for vulnerable groups;
4. Transparent pricing of SNA services;
5. Quality of SNA services;
6. Access to grievance redress mechanisms.

There is some overlap between these indicators of user experience and matters investigated by the Governance survey. However, the Governance Survey was based on random selection of households in sample villages, while the Capacity Survey respondents were selected from amongst active users of the One Window Service Office (OWSO) who were able to report directly on their recent experience of using SNA services.

3.4 Survey Method

The TOR specify numbers of respondents of each type, at each level of SNA, that should be included in the survey. These requirements are reproduced in Table 1.

Table 1: Sampling Requirements of TOR

SNA Level	Number of respondents per SNA					# SNA	Total
	Governors	Council	Officials	Service Users	Total		
Capital / province	4	4	18	6	32	12	384
District / Municipality / Khan	3	3	16	6	28	24	672
Commune / Sangkat		2	2	5	9	48	432
ALL LEVELS						84	1,488

The TOR imply that respondents should be selected by random sampling. However, after discussions with NCDD-S it was agreed that, for much of the information needed, random sampling of individuals would not be the most accurate, efficient or effective method of collection. The reasons for this are:

- The purpose of the survey was, so far as possible, to observe objective facts showing the capacity of the SNA, not to measure subjective views of individuals;
- For any specific observation, there would be a limited number of individuals who would be best placed to provide the information.

For example, if we want to know about efficiency of budget execution, we need to ask the SNA senior administration and finance officers who are familiar with the relevant data.

Therefore, the survey design made use of a mixture of focus group discussion (FGD) and individual interviews. FGD were designed to ensure that a proportion of purposively selected key informants (e.g. the senior administration and finance officers) would be present in each group. A review of the literature (References 2,3,4,5) indicates that FGD are a more common tool for institutional capacity assessment than individual interviews. The total participation in FGD exceeded the number of survey respondents stated in the TOR.

At each sampled Capital / Province (CP) administration, three FGD were conducted as follows:

- Group 1: Councillors group (target 15 participants), consisting of members of the Capital / Province Council
- Group 2: Leadership Group (target 15 participants), with members of the Board of Governors and Management Officials including Administration Director and Deputy, Finance Director, Procurement, Human Resources, Planning and Investment;
- Group 3: Technical Group (target 15 participants), consisting of technical / service delivery officials including Health, Waste Management, Urbanisation, One Window Service, Public Relationships and International Cooperation and Law and Human Rights.

At each sampled District / Municipality / Khan (DMK) administration three FGD were conducted as follows:

- **Group 1: Councillors group** (target 10 participants), consisting of members of the District / Municipality / Khan Council
- **Group 2: Leadership Group** (target 10 participants) with members of the Board of Governors and Management Officials including Administration and Finance, Procurement, Human Resources, Planning and Commune / Sangkat Support, Internal Control and Council Secretariat;
- **Group 3: Technical Group** (target 10 participants) consisting of technical / service delivery officials including Education, Youth and Sport; Land Management, Urban Planning, Construction and Land; Legislation and Local Conflict Resolution; Public Works, Transport, Sanitation, Environment and Public Order; Economy and Community Development; Social Affairs and Social Well-being and One Window Service.

One FGD was conducted at each sample Commune / Sangkat administration. The group consisted of approximately four Councillors plus two officials (Clerk and Assistant) in each SNA.

Using this system, a total of 2,004 individuals were targeted to participate in 156 FGD and 1,308 individual interviews, as shown in Table 2. In practice, the total number of FGD participants was somewhat larger, as explained in Section 4 below. It was intended that 50% of participants should be women, though (due to gender imbalance in SNA staff and councillors overall) it was recognised that this would be difficult to achieve in the FGD.

Table 2: Proposed Sample Structure

No.	Informants	FGD Participants per SNA	Individual interviews	# of SNA	Total Informants
1	CP Councils	15		12	180
2	CP BoG and Management	15	12	12	180
3	CP Technical Functions	15	15	12	180
5	Citizens using CP services		6	12	72
6	DMK Councils	10		24	240
7	DMK BoG and Management	10	8	24	240
8	DMK Technical Functions	10	10	24	240
10	Citizens using DMK services		6	24	144
11	CS Councillors	4		48	192
12	CS Officials	2	2	48	96
13	Citizens using CS Services		5	48	240
					2,004

The TOR required the respondents to be gender balanced. However, this was difficult to achieve because men form a majority of SNA leaders and senior officials. Therefore, it was decided to relax this requirement where necessary. Individual responses are disaggregated by gender in reporting.

As for the individual interviews, every official (not Governors and Councillors) who participated in a FGD was also asked to complete an individual questionnaire. The individual questionnaire focused on questions relevant to Human Resources Capacity. Although the questions asked were different, the responses were used as a supplementary evaluation of the Human Resources Capacity indicators. Therefore, for CP and DMK administrations, the results of the staff questionnaires were aggregated and were treated as equivalent to an additional FGD for evaluation of the Human Resources Capacity Index (Figure 2). For the CS, the individual staff questionnaire has been given a weight of one third of the weight of the FGD value (Figure 3). Therefore, in all cases, the individual staff questionnaire values make up 25% of the weight of the Human Resources Capacity indicators for each SNA.

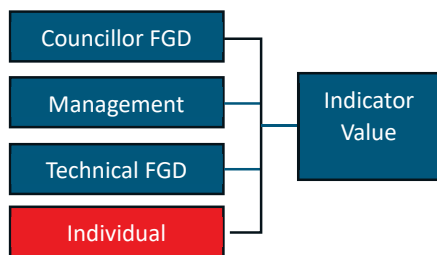


Figure 2: Incorporation of Individual Staff Questionnaire with FGD results for CP and DMK

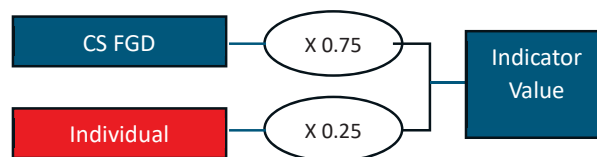


Figure 3: Incorporation of Individual Staff Questionnaire with FGD results for CS

A simple random sampling method was used to select and interview citizens from amongst those attending the SNA office to access a service on the day of the survey.

3.5 Development of Questionnaires

The survey questionnaires (Annex 2) were developed with the intention that they could be applied at all SNA levels. This avoided the need to have multiple datasets for different levels. Questions are closed and designed for easy normalisation and calculation of index values.

For indicators to be measured using the FGD methodology, the structure of the questionnaire comprises a “master question” which express agreement or disagreement with the indicator statement using a Lickert scale (strongly disagree - strongly agree), and a set of simple, factual subsidiary questions. This structure was designed to be applied as follows:

1. The FGD facilitator reads and explains the master question;
2. Next, the facilitator asks the group to answer the subsidiary questions;
3. Finally, the group discusses the master question and arrives at a consensus answer.

The indicators were evaluated by combining the Lickert scale questions (essentially, an informed, consensus group opinion on the SNA’s current status in regard to the particular topic) and the factual subsidiary questions.

The individual questionnaires (officials and citizens) consist primarily of simple, factual questions.

Questionnaires were developed in Khmer and English language versions and rigorously cross-checked.

3.6 Sampling

The TOR require the survey to be conducted in 12 Capital / Province (CP) administration areas. In each CP area, the survey will include one Municipality and one District administration (for Phnom Penh, two Khan administrations were sampled). In each of these 24 DMK administrations, two Commune/Sangkat administrations were sampled. The TOR specify that the sample should ensure coverage of urban, suburban, rural, mountainous, Tonle Sap and coastal areas and should include CP administrations that were evaluated as having relatively higher and relatively lower governance index values in the Governance Survey⁵.

The sampling method was designed to ensure, to the extent possible, that all SNA of Cambodia have a known and non-zero probability of selection. However, the probability of any SNA being selected would be considerably pre-determined by the requirements of the TOR.

The following sampling approach was adopted:

- Phnom Penh Capital was pre-selected;
- Random draw of 3 Lowland provinces, 3 Tonle Sap provinces, 3 Highland provinces and 2 Coastal provinces;
- Verify that the resulting selection of 11 Provinces meets the TOR requirement to include Provinces with higher and lower Governance Index scores;
- Pre-select the Provincial capital Municipality administration in each of the 11 Provinces;

⁵ The TOR uses the terms “low governance” and “high governance” but in fact differences between governance index at Provincial level, as measured in the Governance survey, are modest, with most Provinces grouped together within the “moderate” band.

- Random draw of 2 Khan administration in Phnom Penh and 1 District or Municipality administration in each of the 11 selected Provinces;
- Random draw of 2 CS administrations in each selected DMK.

Sampling weights would then be calculated for each SNA based on the probability of selection and applied in calculating national weighted average index values.

At the time of the survey, the political situation between Thailand and Cambodia led to restricted access in some border provinces. Therefore, the provinces of Preah Vihear, Otdar Meanchey and Pailin were excluded from the sampling frame.

3.7 Data Collection and Quality Control

The survey was conducted at the offices of the CP, DMK and CS administrations. FGD and individual interviews with officials were by pre-appointment. All interviews with citizens/service users were also carried out at CP, DMK, CS Office, with interviewees randomly selected on an ad-hoc basis from those attending the SNA office on the day of the survey⁶.

The FGD questionnaires were shared with the SNA in advance of the survey. The reason for this was that the FGD questions were intended to be factual in nature and, for some questions, advance preparation would result in more accurate answers. Individual questionnaires (officials and service users) were not shared in advance.

The survey team consisted of 12 survey leaders who were professionals with experience in capacity building for sub-national governance, and 12 assistant surveyors were experienced in data collection. In each Province, the survey at all SNA levels was conducted by one survey leader and one assistant, accompanied by an official of NCDD-S. Data collection was conducted from 7th to 11th July 2025.

FGD and service user responses were recorded by the survey team using the Kobo Toolbox app. Individual officials were asked to download a digital survey form and complete the survey on their smartphones, with the survey team available to explain questions if necessary. All data were uploaded to a central server on a daily basis. The database specialist monitored data uploads to ensure completeness and integrity of the data during data collection exercise and at the end of every data collection day. In doing so, data collection activities, progress, missing data and data collection feedback were discussed with the central database specialist, and its problem was resolved in time.

Automated checks were run on samples of the uploaded data to identify any errors arising from software or mistaken field procedure, and action will be taken to correct errors including repeating interviews where necessary.

3.8 Descriptive scale of values

All responses of the focus group and individual questions in this survey were converted into a score ranging from 0 (zero) to 1 (one) for the calculation of each indicator, sub-index, and index. In general, a high-value indicator or sub-index or index indicates high capacity of the

⁶ In a very few cases, recent users of services were contacted and asked to come to the SNA office.

sub-national administration, while a low-value indicator or sub-index or index may indicate limited capacity of the sub-national administration that requires further efforts. In this regard, for ease of interpretation, each indicator, sub-index, and index value is divided into five categories as shown in the table below.

Band	Upper Limit	Descriptive Term	Abbreviation
1	0-0.49	WEAK	W
2	0.50-0.69	SOMEWHAT WEAK	SW
3	0.70-0.79	MODERATE	M
4	0.80-0.89	STRONG	S
5	0.89-1.00	VERY STRONG	VS

4 Characteristics of Sample

A total of 2,146 individuals participated in 156 FGD at the three levels of SNA. Of these, 1,249 were individual officials who also completed the individual questionnaire. An additional 540 citizen users of One Window Service offices (OWSO) at CP, DMK and CS levels responded to the service user questionnaire, so the total number of survey participants of all types was 2,686 (compared to 2,004 required by the TOR). Of this total, 947 (35%) were women and 1,739 (65%) were men, reflecting the gender imbalance in SNA Councillors, Governors and officials.

Table 3 shows participants in each type of FGD according to SNA type. It is notable that only 652 (32%) of participants were female, reflecting the predominance of men in the sampling group.

Table 3: Composition of Focus Group Participants

SNA Type	#	Councillors FGD			#	Leadership FGD			#	Technical FGD			#	All FGD		
		FEM.	MALE	ALL		FEM.	MALE	ALL		FEM.	MALE	ALL		FEM.	MALE	ALL
Capital	1	3	10	13	1	11	23	34	1	8	7	15	3	22	40	62
Province	11	31	132	163	10	78	171	249	12	52	136	188	33	161	439	600
CP Subtotal	12	34	142	176	11	89	194	283	13	60	143	203	36	183	479	662
District	11	25	98	123	11	56	100	156	11	46	167	213	33	127	365	492
Municipality	10	26	79	105	11	70	99	169	12	72	146	218	33	168	324	492
Khan	2	7	12	19	2	11	24	35	2	9	33	42	6	27	69	19
DMK Subtotal	23	58	189	247	24	137	223	360	25	127	346	473	72	322	758	1003
Commune	22	61	120	181	0	0	0	0	0	0	0	0	22	61	120	181
Sangkat	26	86	137	223	0	0	0	0	0	0	0	0	26	86	137	223
CS Subtotal	48	147	257	404	0	0	0	0	0	0	0	0	48	147	257	404
Total	83	239	588	827	35	226	417	643	38	187	489	676	156	652	1494	2146

Table 4 shows the composition of officials responding to the individual survey (these officials also participated in FGD). Of the 1,249 respondents, 799 (56%) were male. The overall average

age was 41 and the average length of service in the SNA was 15 years. There were 337 officials who worked in CP and DMK divisions classed as administrative, and 387 in technical divisions. At CS level the officials consisted of 31 CS Clerks, 37 CS Assistants and 6 others. CS clerks had an average age of 44 and the average reported length of service was 21 years, while CS assistants were younger (55% under 35) and had average service of 6 years. Education levels varied with SNA type, with 92% of officials in the Capital administration holding a bachelor's degree or higher, while only 65% of the CS officials (clerks and assistants) had a degree.

Table 4: Characteristics of Individual Official Respondents

Type of Official	Men	Women	Total	Avg Age	Avg Service	% with Degree	% with High Sch	Indigenous	Disabled
Capital / Province									
Administrative Divisions	166	97	263	39	15	93%	98%	8	8
Technical Divisions	142	56	198	43	17	91%	98%	6	3
Total	308	153	461	41	16	92%	98%	14	11
District / Municipality / Khan									
Administrative Divisions	171	105	276	40	16	82%	96%	9	7
Technical Divisions	245	107	352	45	15	66%	92%	6	4
Total	416	212	628	43	15	73%	94%	15	11
Commune / Sangkat									
Clerks	31	11	42	44	21	62%	98%	1	-
Assistants	37	70	107	32	6	65%	95%	5	4
Others	6	4	10	38	8	70%	100%	1	-
Total	74	85	159	35	10	65%	96%	7	4
All Levels	799	450	1249	41	15	79%	96%	36	26

Characteristics of the service user respondents are shown in Table 5. Overall, 295 of 540 respondents were female (55%). The average age was 45, with users of CS services being somewhat older on average than users of CP services. Of this group, 34 (6%) identified indigenous people, 21 (4%) stated that they had a disability and 113 (21%) stated that their household was registered as poor.

Table 5: Characteristics of Service User Respondents

SNA TYPE	FEMALE	MALE	TOTAL	AVG. AGE	INDIGENOUS	DISABLED	ID-POOR
Capital	7	5	12	40	1	1	0
Province	37	41	78	38	3	3	13
<i>CP Subtotal</i>	<i>44</i>	<i>46</i>	<i>90</i>	<i>38</i>	<i>4</i>	<i>4</i>	<i>13</i>
District	41	47	88	42	10	4	14
Municipality	36	38	74	42	0	4	14
Khan	2	9	11	55	0	0	1
<i>DMK Subtotal</i>	<i>79</i>	<i>94</i>	<i>173</i>	<i>43</i>	<i>10</i>	<i>8</i>	<i>29</i>
Commune	83	38	121	45	11	4	35
Sangkat	89	67	156	52	9	5	36
<i>CS Subtotal</i>	<i>172</i>	<i>105</i>	<i>277</i>	<i>49</i>	<i>20</i>	<i>9</i>	<i>71</i>
Total	295	245	540	45	34	21	113

Table 6 shows a breakdown of the type of services the sample users accessed through the OWSO. All types of service except for building permissions were accessed through all levels of

SNA. Over half of all users (57%) visited the OWSO for civil registration, with 58% of these users being female. Other services were accessed in approximately equal numbers by women and men.

Table 6: Types of service accessed by service user respondents

Service	CP			DMK			CS			All		
	FEM.	MALE	ALL	FEM.	MALE	ALL	FEM.	MALE	ALL	FEM.	MALE	ALL
Civil Registration	8	5	13	37	48	85	134	78	212	179	131	310
Issue, change or transfer a land title	5	10	15	2	6	8	6	2	8	13	18	31
Register a business	12	6	18	5	6	11	0	3	3	17	15	32
Permit to build or repair house	0	0	0	2	2	4	1	0	1	3	2	5
Certify personal document	6	7	13	10	14	24	12	11	23	28	32	60
Legalization of document	4	4	8	16	16	32	9	9	18	29	29	58
Other	9	14	23	7	2	9	10	2	12	26	18	44
All services	44	46	90	79	94	173	172	105	277	295	245	540

5 Findings of the Survey

5.1 Headline Values of Indexes

Using the methodology described in Section 3.0, the survey measured a value of 0.75 (rated Moderate) for the Capacity Development Index. This value is composed of values of 0.73 (Moderate) for the Enabling Environment Sub-Index, 0.77 (Moderate) for the Organisational Capacity Sub-Index, and 0.75 (Moderate) for the Human Resources Capacity Sub-Index, together with 0.74 (Moderate) for the Service User Experience Index, which contributes 10% of the overall value of the index. These values are presented in Table 7 with estimated standard errors and 95% confidence intervals.

Table 7: Summary of Mean Values, Standard Errors and 95% Confidence Intervals of Indexes and Sub-Indexes

Index	Weighted Mean Value	Estimated Standard Error	95% Confidence Interval	
			Lower Bound	Upper Bound
CAPACITY DEVELOPMENT	0.75		0.72	0.77
Enabling Environment	0.73		0.71	0.76
Organisational Capacity	0.77		0.75	0.80
Human Resources Capacity	0.75		0.73	0.77
Service User Experience	0.74		0.72	0.75

Table 8 shows values of the Capacity Development Index for the three levels of SNA (CP, DMK and CS) and disaggregation for urban / rural SNA and by geographic zone.

Table 8: Values of Capacity Development Index by Type of SNA

Type of SNA	Urban / Rural			Geographic Zone				
	ALL	Urban	Rural	Phnom Penh	Lowland	Tonle Sap	Upland	Coast
ALL LEVELS	0.75	0.79	0.73	0.84	0.69	0.80	0.73	0.79
Capital / Province	0.77	-	-	0.87	0.72	0.82	0.78	0.75
District / Muni / Khan	0.76	0.80	0.75	0.84	0.71	0.80	0.73	0.80

Commune / Sangkat 0.71 0.77 0.70 0.81 0.61 0.79 0.70 0.80

Capacity Development Index values have been calculated separately for each SNA in the sample. These values are reported in Annex 5.

5.2 Enabling Environment

5.2.1 Sub-Index Values

Values of the Enabling Environment Sub-Index have been calculated as the simple average value of the 11 indicators for Enabling Environment, which were measured through FGD at each of the three SNA levels. Table 9 reports the calculated national calculated values for each level of SNA.

Table 9: Enabling Environment Sub-Index by SNA Level

	Sub-Index	95% Confidence Interval	
		Standard Error	Upper Bound
ALL LEVELS	0.73		0.76
Capital / Province	0.76		0.80
District / Muni / Khan	0.73		0.75
Commune / Sangkat	0.72		0.73

Enabling Environment Sub-Index values measured for CP administrations are higher than those for DMK and CS (as might be expected), however the differences are not large, and the mean value measured for CS administrations is within the 95% confidence interval of the CP value.

The Enabling Environment Sub-Index is calculated from the values of 11 indicators. Values of these indicators measured nationally for CP, DMK and CS administrations are reported in Table 10. The overall value of each indicator is obtained as a weighted average of the three levels of SNA, with CP weighted 25%, DMK weighted 50% and CS weighted 25%, as explained in Section 3.

Table 10: Calculation of Enabling Environment Sub-Index from Indicators

Sub-Index	1	Name	Enabling Environment			
			ALL	CP	DMK	CS
		Weight		0.25	0.5	0.25
	1	Knowledge of Government Policies	0.61	0.74	0.61	0.49
	2	Programme Leadership	0.80	0.83	0.80	0.77
	3	Mandate for Obligatory Functions	0.64	0.66	0.66	0.58
	4	Resources for Obligatory Functions	0.67	0.67	0.71	0.61
	5	Framework for permissive functions	0.82	0.84	0.80	0.83
	6	Resources for permissive functions	0.75	0.76	0.71	0.82

7	Budget predictability	0.70	0.69	0.68	0.76
8	Budget reliability	0.69	0.72	0.67	0.69
9	Technical Guidance and Support	0.88	0.91	0.89	0.84
10	Access to data	0.76	0.81	0.74	0.75
11	Oversight and inspection	0.75	0.71	0.74	0.81
Sub-Index Value		0.73	0.76	0.73	0.72

5.2.2 Knowledge of Government Policies Indicator

The indicator definition for Knowledge of Government Policies which the FGD were asked to evaluate was *“The SNA leadership and staff have good knowledge of the Government’s policies for sub-national democratic development”*.

Table 11: Indicator Values for Government Policies

Sub-Index Indicator	1 Enabling Environment			
	1 Knowledge of Government Policies			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.61	0.74	0.61	0.49
<i>Standard Error</i>		<i>0.03</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.58</i>	<i>0.69</i>	<i>0.58</i>	<i>0.48</i>
<i>Upper Bound</i>	<i>0.64</i>	<i>0.80</i>	<i>0.63</i>	<i>0.51</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.58	-	0.59	0.57
Rural	0.57	-	0.61	0.48
Indicator Values by Geographic Zone				
Phnom Penh	0.57	0.71	0.50	0.57
Lowland	0.49	0.62	0.54	0.26
Tonle Sap	0.77	0.80	0.77	0.72
Upland	0.56	0.74	0.49	0.53
Coastal	0.75	0.87	0.74	0.65
Indicator Values by Type of Focus Group				
Councillors	0.65	0.74	0.67	0.49
Management	0.75	0.84	0.70	-
Technical	0.51	0.64	0.45	-

As reported in Table 11, the overall value obtained for this indicator was 0.61, indicating that this is a weak area compared to other indicators. As might be expected, the value obtained for CP administrations was higher, though within the moderate band (0.74). Values for DMK administrations were weak (0.61) and those for CS administrations were very weak (0.49). Values for urban and rural areas were similar overall, but it is notable that the value measured for rural Communes is significantly lower than that for urban Sangkats. There are somewhat surprising variations according to geographic zone, with a moderately strong score for the Tonle Sap zone but a weak score for the Lowland zone. The weak value for Phnom Penh is influenced by a surprisingly weak score for the Khan administrations – though it must be noted that this score is obtained from observations in only two administrations. Management

officials, particularly in CP administrations, have stronger knowledge of policy than councillors or technical officials, with the policy knowledge of DMK technical staff being notably weak.

5.2.3 Program Leadership Indicator

Overall Value: 0.80

Rating: Strong

Strongest: Coastal SNA, Capital / Province

Weakest: Commune / Sangkat in Lowland Provinces

The indicator definition for Program Leadership which the FGD were asked to evaluate was ***“The SNA leadership and staff understand how the Government’s policies for sub-national democratic development will result in better governance and better services for citizens”***.

Table 12: Indicator Values for program leadership

Sub-Index Indicator	1 Enabling Environment 2 Program Leadership			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.80	0.83	0.80	0.77
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.78</i>	<i>0.79</i>	<i>0.78</i>	<i>0.75</i>
<i>Upper Bound</i>	<i>0.82</i>	<i>0.86</i>	<i>0.82</i>	<i>0.78</i>
<i>Indicator Values by Urban vs Rural Administrations</i>				
Urban	0.83	-	0.81	0.89
Rural	0.78	-	0.80	0.75
<i>Indicator Values by Geographic Zone</i>				
Phnom Penh	0.80	0.80	0.74	0.91
Lowland	0.78	0.82	0.85	0.61
Tonle Sap	0.82	0.82	0.79	0.89
Upland	0.74	0.78	0.71	0.78
Coastal	0.95	0.96	0.92	0.99
<i>Indicator Values by Type of Focus Group</i>				
Councillors	0.80	0.83	0.81	0.77
Management	0.82	0.86	0.80	-
Technical	0.79	0.79	0.79	-

The overall indicator value for Program Leadership is 0.80 which is within the Very Strong range. CP administrations have higher scores (0.83) compared to DMK (0.80) and CS (0.77) but these differences are fairly modest. Notably weak scores were recorded for CS administrations in lowland Provinces (0.61) while the strongest scores were recorded for CS administrations in Phnom Penh (0.91) Tonle Sap (0.89) and Coastal (0.99) provinces. In the Coastal zone, very strong scores were also measured for CP administrations (0.96) and DMK administrations (0.92).

5.2.4 Mandate for Obligatory Functions Indicator

The indicator definition for Mandate for Obligatory Functions which the FGD were asked to evaluate was ***“It is very clear which functions are assigned to each SNA as obligatory functions.”***

Overall Value: 0.64

Rating: Weak

Strongest: Phnom Penh, Tonle Sap

Weakest: Commune / Sangkat in Lowland Provinces

Table 13: Indicator Values for Mandate for Obligatory Functions

Sub-Index Indicator	1 Enabling Environment 3 Mandate for Obligatory Functions			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.64	0.66	0.66	0.58
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.61</i>	<i>0.61</i>	<i>0.63</i>	<i>0.57</i>
<i>Upper Bound</i>	<i>0.66</i>	<i>0.70</i>	<i>0.68</i>	<i>0.60</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.77	-	0.77	0.77
Rural	0.59	-	0.61	0.55
Indicator Values by Geographic Zone				
Phnom Penh	0.87	0.93	0.85	0.85
Lowland	0.51	0.65	0.52	0.36
Tonle Sap	0.76	0.73	0.74	0.83
Upland	0.60	0.60	0.61	0.58
Coastal	0.66	0.63	0.72	0.57
Indicator Values by Type of Focus Group				
Councillors	0.62	0.63	0.63	0.58
Management	0.70	0.70	0.71	-
Technical	0.63	0.64	0.63	-

The overall value for this indicator was 0.64 (weak). This weakness was reflected generally across all levels of SNA and most types, with the national values for CP and DMK (both 0.66) being at the boundary of “weak” and “somewhat weak” ratings. However, Very Strong scores were measured for Phnom Penh Capital and its Khans and Sangkats, and for CS administrations in the Tonle Sap zone. A very low score of 0.36 was measured for CS administrations in the Lowland zone.

5.2.5 Resources for Obligatory Functions Indicator

The indicator definition for Resources for Obligatory Functions which the FGD were asked to evaluate was ***“For the services that the SNA is expected to provide (obligatory functions) it receives adequate budget resources.”***

Overall Value: 0.67

Rating: Somewhat Weak

Strongest: Phnom Penh, Urban SNA

Weakest: Commune / Sangkat in Lowland Provinces

Table 14: Indicator Values for Resources for Obligatory Functions

Sub-Index Indicator	1 Enabling Environment 4 Resources for Obligatory Functions			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.67	0.67	0.71	0.61
<i>Standard Error</i>		<i>0.03</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.64</i>	<i>0.62</i>	<i>0.68</i>	<i>0.59</i>
<i>Upper Bound</i>	<i>0.70</i>	<i>0.72</i>	<i>0.73</i>	<i>0.62</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.82	-	0.84	0.77
Rural	0.63	-	0.65	0.58
Indicator Values by Geographic Zone				
Phnom Penh	0.93	1.00	0.94	0.86
Lowland	0.57	0.63	0.63	0.40
Tonle Sap	0.76	0.74	0.73	0.82
Upland	0.64	0.68	0.63	0.59
Coastal	0.70	0.53	0.73	0.78
Indicator Values by Type of Focus Group				
Councillors	0.66	0.61	0.71	0.61
Management	0.74	0.75	0.73	-
Technical	0.67	0.64	0.68	-

The assessment identifies resources for obligatory functions by the focus groups as a Somewhat Weak area with an overall value of 0.67. Values for CP (0.67) and for DMK (0.71) are moderately weak, while the value for CS administrations (0.61) is weak. By contrast, all levels of administration in Phnom Penh recorded Very Strong values. The Tonle Sap region SNA recorded Moderate scores overall, while the CS administrations in Lowland provinces (0.40) were a notable weak point. SNA Board of Governors and managers (management FGD) gave a more positive assessment, within the Moderate range, while Councillors and Technical officials' scores were at the lower end of the Somewhat Weak range.

5.2.6 Framework for Permissive Functions Indicator

The indicator definition for Framework for Permissive Functions which the FGD were asked to evaluate was ***"SNA leadership and staff clearly understand about which additional services they can provide based on the needs and priorities of citizens (permissive functions)."***

Overall Value: 0.82

Rating: Strong

Strongest: Capital /Province, Upland, Coastal

Weakest: Sangkat administrations

Table 15: Indicator Values for Framework for Permissive Functions

Sub-Index Indicator	1 Enabling Environment 5 Framework for Permissive Functions			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.82	0.84	0.80	0.83
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.79</i>	<i>0.80</i>	<i>0.78</i>	<i>0.82</i>
<i>Upper Bound</i>	<i>0.84</i>	<i>0.88</i>	<i>0.83</i>	<i>0.83</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.78	-	0.81	0.71
Rural	0.81	-	0.80	0.84
Indicator Values by Geographic Zone				
Phnom Penh	0.76	0.88	0.77	0.65
Lowland	0.76	0.70	0.77	0.79
Tonle Sap	0.84	0.89	0.77	0.93
Upland	0.86	0.90	0.86	0.82
Coastal	0.88	0.85	0.87	0.91
Indicator Values by Type of Focus Group				
Councillors	0.83	0.81	0.84	0.83
Management	0.89	0.90	0.88	-
Technical	0.73	0.82	0.68	-

The FGD assessed that the framework for permissive functions is strong (0.82) overall, with the very strong values being recorded for Upland (0.86) and Coastal (0.88) zones as well as for Phnom Penh Capital Administration. By contrast, the Sangkats in Phnom Penh rated this indicator as weak (0.65). Rural Communes in all zones scored the indicator more highly (0.84) compared to urban Sangkats (0.71). Management (0.89) and Councillor (0.83) FGD rated the indicator higher than Technical officials (0.73).

5.2.7 Resources for Permissive Functions Indicator

The indicator definition for Resources for Permissive Functions which the FGD were asked to evaluate was ***"The SNA has enough resources to provide additional services based on the needs and priorities of the citizens (permissive functions)."***

Overall Value: 0.75

Rating: Moderate

Strongest: Commune / Sangkat, Coastal

Weakest: DMK, Lowland Provincial Administrations

Table 16: Indicator Values for Resources for Permissive Functions

Sub-Index Indicator	1 Enabling Environment 6 Resources for Permissive Functions			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.75	0.76	0.71	0.82
<i>Standard Error</i>		<i>0.03</i>	<i>0.01</i>	<i>0.00</i>

<i>Lower Bound</i>	0.73	0.72	0.69	0.81
<i>Upper Bound</i>	0.78	0.81	0.73	0.82
Indicator Values by Urban vs Rural Administrations				
Urban	0.73	-	0.73	0.73
Rural	0.75	-	0.70	0.83
Indicator Values by Geographic Zone				
Phnom Penh	0.72	0.81	0.70	0.70
Lowland	0.69	0.61	0.67	0.82
Tonle Sap	0.70	0.71	0.60	0.91
Upland	0.82	0.86	0.82	0.78
Coastal	0.84	0.84	0.84	0.85
Indicator Values by Type of Focus Group				
Councillors	0.76	0.78	0.73	0.82
Management	0.79	0.84	0.76	-
Technical	0.65	0.68	0.64	-

The FGD rated the resources available for financing of permissive functions as Moderate (0.75). Notably, Strong ratings were awarded by Commune / Sangkat administrations (0.82) with those in the Tonle Sap region (0.91) and in the Coastal region (0.85) scoring the indicator as Very Strong. Technical officials rated this indicator as Moderately Weak (0.65) as compared to Management (0.79, strong) and Councillors (0.76, Moderate).

5.2.8 Budget Predictability Indicator

The indicator definition for Budget Predictability which the FGD were asked to evaluate was ***"The SNA can prepare plans and budgets based on a confident estimate of the amount of budget resources available."***

Overall Value: 0.70

Rating: Somewhat Weak

Strongest: Commune / Sangkat, Urban, Tonle Sap

Weakest: DMK, Lowland Province and DMK Administrations

Table 17: Indicator Values for Budget Predictability

Sub-Index Indicator	1 Enabling Environment 7 Budget Predictability			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.70	0.69	0.68	0.76
<i>Standard Error</i>		0.03	0.02	0.00
<i>Lower Bound</i>	0.67	0.63	0.65	0.75
<i>Upper Bound</i>	0.73	0.74	0.71	0.77
Indicator Values by Urban vs Rural Administrations				
Urban	0.75	-	0.73	0.80
Rural	0.69	-	0.66	0.75
Indicator Values by Geographic Zone				
Phnom Penh	0.73	0.73	0.72	0.78
Lowland	0.62	0.58	0.52	0.84
Tonle Sap	0.78	0.80	0.80	0.71

Upland	0.71	0.71	0.72	0.70
Coastal	0.73	0.66	0.73	0.82
Indicator Values by Type of Focus Group				
Councillors	0.71	0.72	0.67	0.76
Management	0.82	0.81	0.82	-
Technical	0.55	0.54	0.55	-

Budget Predictability is rated Moderately Weak (0.70) overall and by the CP administrations (0.69) and the DMK (0.68). However, the CS administrations rated Budget Predictability as Moderate (0.76) just below the threshold for Strong. The assessment by Provincial and DMK administrations in the Tonle Sap region (both 0.80, Strong) is notably higher than that by their counterparts elsewhere. Management FGD rated Budget Predictability as Strong (0.82) while the rating by Councillors was Somewhat Weak (0.71) and by Technical officials Weak (0.55).

5.2.9 Budget Reliability Indicator

The indicator definition for Budget Reliability which the FGD were asked to evaluate was ***"Approved budget allocations are available in full and when they are needed, so the SNA can plan expenditures through the year."***

Overall Value: 0.69

Rating: Somewhat Weak

Strongest: Phnom Penh, Urban, Capital / Province

Weakest: DMK, Rural, Lowlands

Table 18: Indicator Values for Budget Reliability

Sub-Index Indicator	1 Enabling Environment 8 Budget Reliability			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.69	0.72	0.67	0.69
<i>Standard Error</i>		<i>0.03</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.66</i>	<i>0.67</i>	<i>0.65</i>	<i>0.69</i>
<i>Upper Bound</i>	<i>0.71</i>	<i>0.77</i>	<i>0.69</i>	<i>0.70</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.73	-	0.74	0.71
Rural	0.66	-	0.64	0.69
Indicator Values by Geographic Zone				
Phnom Penh	0.75	0.79	0.79	0.64
Lowland	0.59	0.54	0.56	0.71
Tonle Sap	0.71	0.85	0.69	0.61
Upland	0.71	0.78	0.66	0.72
Coastal	0.75	0.65	0.77	0.81
Indicator Values by Type of Focus Group				
Councillors	0.72	0.76	0.71	0.69
Management	0.75	0.80	0.72	-
Technical	0.58	0.59	0.57	-

Budget Reliability is also rated as Somewhat Weak (0.69) though Moderate values were recorded for Capital (0.79) and Khan (0.79) administrations in Phnom Penh and for the Coastal region (0.75). The indicator was rated as Weak by rural Districts (0.64), Province and DMK administrations in the Lowlands region and by Communes in the Tonle Sap region. Technical officials in CP and DMK administrations scored Budget Reliability as Weak in contrast to Moderate scores awarded by Councillors and Management FGD.

5.2.10 Technical Guidance and Support Indicator

The indicator definition for Technical Guidance and Support which the FGD were asked to evaluate was **"SNA staff have access to clear, appropriate guidelines and manuals to guide them in their work. They can access backstopping support when needed."**

Overall Value: 0.88

Rating: Very Strong

Strongest: Capital / Province, DMK, Coastal, Tonle Sap, Phnom Penh

Weakest: Commune / Sangkat, Lowlands

Table 19: Indicator Values for Technical Guidance and Support

Sub-Index Indicator	1 Enabling Environment 9 Technical Guidance and Support			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.88	0.91	0.89	0.84
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.86</i>	<i>0.88</i>	<i>0.87</i>	<i>0.84</i>
<i>Upper Bound</i>	<i>0.90</i>	<i>0.94</i>	<i>0.91</i>	<i>0.85</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.90	-	0.92	0.85
Rural	0.87	-	0.88	0.84
Indicator Values by Geographic Zone				
Phnom Penh	0.93	1.00	0.94	0.86
Lowland	0.83	0.86	0.85	0.77
Tonle Sap	0.93	0.96	0.89	0.97
Upland	0.86	0.90	0.85	0.82
Coastal	0.96	0.92	0.98	0.95
Indicator Values by Type of Focus Group				
Councillors	0.85	0.82	0.86	0.84
Management	0.94	0.97	0.93	-
Technical	0.90	0.94	0.88	-

Access to Technical Guidance and Support is rated as Very Strong across almost all levels and types of SNA and by all FGD types, with an overall value of 0.88. The highest ratings were recorded for Capital / Province administrations (0.91) with DMK administrations slightly lower (0.89) and CS administrations scoring the indicator 0.84, at the threshold of the Strong range. Very high scores were recorded for Phnom Penh Capital (1.00) and for Khan in Phnom Penh (0.94). The lowest scores, at the upper threshold of the Moderate range, were recorded for

Lowland CS administrations. Technical Officials (0.90) and Management (0.94) rated this indicator as Very Strong, while Councillors rated it as Strong (0.85).

5.2.11 Access to Data Indicator

The indicator definition for Access to Data which the FGD were asked to evaluate was ***"SNA can access data from national databases to assist them in their work."***

Overall Value: 0.76

Rating: Moderate

Strongest: Capital / Province, Phnom Penh, Tonle Sap, Coastal

Weakest: Lowland DMK and CS administrations

Table 20: Indicator Values for Access to Data

Sub-Index Indicator	1 Enabling Environment 10 Access to Data			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.76	0.81	0.74	0.75
<i>Standard Error</i>		<i>0.03</i>	<i>0.02</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.73</i>	<i>0.76</i>	<i>0.71</i>	<i>0.73</i>
<i>Upper Bound</i>	<i>0.79</i>	<i>0.85</i>	<i>0.77</i>	<i>0.76</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.82	-	0.81	0.84
Rural	0.72	-	0.71	0.73
Indicator Values by Geographic Zone				
Phnom Penh	0.85	0.76	0.84	0.94
Lowland	0.60	0.72	0.57	0.56
Tonle Sap	0.91	0.86	0.89	0.99
Upland	0.71	0.79	0.69	0.70
Coastal	0.89	0.92	0.84	0.94
Indicator Values by Type of Focus Group				
Councillors	0.74	0.80	0.70	0.75
Management	0.90	0.86	0.91	-
Technical	0.65	0.75	0.60	-

Access to Data was rated Moderate overall (0.76). As might be expected for this indicator, administrations in Phnom Penh scored the indicator Very Strong overall, though more surprisingly the score by Sangkat (0.94, Very Strong) and Khan (0.84, Strong) was higher than for the Capital Administration (0.76, Moderate). SNA at all levels in Tonle Sap and Coastal regions rated the indicator Very Strong, with the exception of Coastal DMK for which a score of 0.84, at the upper threshold of the Strong range, was recorded. Lowland DMK and CS administrations rated Data Access as Weak. Technical Officials, who are most likely to access data in practice, scored 0.65 for Data Access (Weak) in contrast to Management (0.90, Very Strong) and Councillors (0.74, Strong).

5.2.12 Oversight and Inspection Indicator

The indicator definition for Oversight and Inspection which the FGD were asked to evaluate was **"External inspections and audits are efficient, transparent and helpful to the SNA leadership and staff."**

Overall Value: 0.75

Rating: Moderate

Strongest: Commune / Sangkat, Tonle Sap

Weakest: Capital / Province, Upland

Table 21: Indicator Values for Oversight and Inspection

Sub-Index Indicator	1 Enabling Environment 11 Oversight and Inspection			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.75	0.71	0.74	0.81
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.73</i>	<i>0.68</i>	<i>0.72</i>	<i>0.80</i>
<i>Upper Bound</i>	<i>0.77</i>	<i>0.75</i>	<i>0.76</i>	<i>0.81</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.77	-	0.74	0.82
Rural	0.76	-	0.74	0.80
Indicator Values by Geographic Zone				
Phnom Penh	0.73	0.74	0.68	0.83
Lowland	0.76	0.73	0.76	0.81
Tonle Sap	0.82	0.78	0.82	0.84
Upland	0.71	0.70	0.68	0.77
Coastal	0.74	0.65	0.71	0.87
Indicator Values by Type of Focus Group				
Councillors	0.72	0.69	0.68	0.81
Management	0.73	0.68	0.76	-
Technical	0.78	0.77	0.78	-

Oversight and Inspection was scored as 0.75 (Moderate) overall, with Commune / Sangkat administrations rating this area higher at 0.81 (Strong). SNA in the Tonle Sap region also scored this indicator Strong overall (0.82) while those in the Upland region scored it as 0.71 (Somewhat Weak). Scores in the Somewhat Weak range were also recorded for Khan administrations in Phnom Penh (0.68) and DMK administrations in Upland Provinces (0.68). Technical officials rated the quality of oversight and inspection as Strong (0.78) as contrasted to Moderate scores recorded for Councillors (0.72) and Management (0.73) FGD.

5.3 Organisational Capacity

5.3.1 Sub-Index Values

The overall value of the Organisational Capacity Sub-Index is measured as 0.77 (Moderate), though at the upper threshold for this rating. Values for Capital / Province (0.79) and DMK

(0.79) administrations fall within the Strong rating band, while the value for Commune / Sangkat Administrations is 0.73 (Moderate). These national values are reported with 95% confidence intervals in Table 22.

Table 22: Organisational Capacity Sub-Index by SNA Level

	Sub-Index	95% Confidence Interval		
		Standard Error	Lower Bound	Upper Bound
ALL LEVELS	0.73		0.71	0.76
Capital / Province	0.79		0.75	0.83
District / Muni / Khan	0.79		0.77	0.81
Commune / Sangkat	0.73		0.72	0.74

The Organisational Capacity Sub-Index is calculated from the values of 10 indicators. Values of these indicators measured nationally for CP, DMK and CS administrations are reported in Table 23. The overall value of each indicator is obtained as a weighted average of the three levels of SNA, with CP weighted 25%, DMK weighted 50% and CS weighted 25%, as explained in Section 3.

Table 23: Calculation of Organisational Capacity Sub-Index from Indicators

Sub-Index	2	Indicator	Name	Organisational Capacity			
				ALL	CP	DMK	CS
			<i>Weight</i>		0.25	0.5	0.25
	1		Effective Leadership	0.80	0.73	0.84	0.78
	2		Planning and Budgeting	0.91	0.91	0.92	0.88
	3		Budget Execution	0.81	0.78	0.79	0.88
	4		Monitoring and Evaluation	0.76	0.77	0.77	0.72
	5		Procurement	0.79	0.81	0.77	0.80
	6		Expenditure controls	0.69	0.68	0.69	0.71
	7		Asset management	0.84	0.86	0.87	0.76
	8		Use of digital technology	0.62	0.73	0.64	0.47
	9		Resilience	0.83	0.91	0.85	0.72
	10		Service Delivery Performance Management	0.70	0.73	0.73	0.59
Sub-Index Value				0.77	0.79	0.79	0.73

5.3.2 Effective Leadership Indicator

The indicator definition for Effective Leadership which the FGD were asked to evaluate was *"SNA leaders give clear direction on the strategic results that the administration should achieve. They monitor performance and intervene effectively when problems arise. They delegate authority effectively. They provide advice and support to managers and staff. They are comfortable taking advice from technical experts and willing to listen to ideas and problems raised by junior staff. Management decisions are taken at the appropriate level, based on information and without excessive delay."*

Overall Value: 0.80

Rating: Strong

Strongest: DMK, Urban, Phnom Penh

Weakest: Capital / Province, Upland

Table 24: Indicator Values for Effective Leadership

Sub-Index	2 Organisational Capacity			
Indicator	1 Effective Leadership			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.80	0.73	0.84	0.78
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.78</i>	<i>0.69</i>	<i>0.82</i>	<i>0.77</i>
<i>Upper Bound</i>	<i>0.82</i>	<i>0.77</i>	<i>0.86</i>	<i>0.79</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.85	-	0.88	0.80
Rural	0.81	-	0.83	0.78
Indicator Values by Geographic Zone				
Phnom Penh	0.89	0.88	0.94	0.81
Lowland	0.74	0.74	0.78	0.65
Tonle Sap	0.86	0.77	0.91	0.88
Upland	0.76	0.69	0.78	0.81
Coastal	0.86	0.72	0.87	0.97
Indicator Values by Type of Focus Group				
Councillors	0.78	0.66	0.84	0.78
Management	0.83	0.79	0.85	-
Technical	0.80	0.75	0.83	-

Organisational Capacity was scored as 0.80 (Strong) overall, with a somewhat lower score for Capital / Province administrations (0.73, Moderate) and higher for DMK (0.84) and CS (0.78), both Strong. Urban SNA (DMK and CS) scored higher than rural SNA, at 0.85 to 0.81 (CP administrations are not included in the Urban / Rural figures). By zone, the highest value was scored for Phnom Penh, with Lowland and Coastal SNA being scored Moderate for this indicator. All FGD types scored this indicator as Strong overall, with the Management FGD giving a slightly higher score (0.83) than the Technical officials (0.80) and the Councillors (0.78).

5.3.3 Planning and Budgeting Indicator

The indicator definition for Planning and Budgeting which the FGD were asked to evaluate was ***"The planning and budgeting system effectively allocates budget resources to the highest priority needs."***

Overall Value: 0.91

Rating: Very Strong

Strongest: Phnom Penh, Coastal

Weakest: CS. Lowlands

Table 25: Indicator Values for Planning and Budgeting

Sub-Index	2 Organisational Capacity
Indicator	2 Planning and Budgeting

	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.91	0.91	0.92	0.88
<i>Standard Error</i>		<i>0.01</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.89</i>	<i>0.88</i>	<i>0.90</i>	<i>0.88</i>
<i>Upper Bound</i>	<i>0.92</i>	<i>0.93</i>	<i>0.93</i>	<i>0.89</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.90	-	0.92	0.88
Rural	0.91	-	0.92	0.88
Indicator Values by Geographic Zone				
Phnom Penh	0.95	1.00	0.97	0.85
Lowland	0.85	0.78	0.90	0.84
Tonle Sap	0.91	0.95	0.90	0.90
Upland	0.91	0.93	0.90	0.90
Coastal	0.98	0.97	0.97	1.00
Indicator Values by Type of Focus Group				
Councillors	0.91	0.93	0.92	0.88
Management	0.93	0.92	0.94	-
Technical	0.89	0.87	0.90	-

Planning and Budgeting capacity was rated as very strong across all levels of SNA and for all regions except Lowlands, where the score was 0.85 (Strong). CS administrations scores somewhat lower (0.88) but still within the Very Strong range, however scores for CS in Phnom Penh (0.85) and in the Lowland region (0.84) fell within the Strong range. Councillors, Management and Technical FGD all produced similar scores in the Very Strong range, with the Management FGD scoring 0.93, slightly higher than the others. A perfect score (1.00) was recorded for Phnom Penh Capital, however it should be noted that this score is obtained from three FGD within the same administration.

5.3.4 Budget Execution Indicator

The indicator definition for Budget Execution which the FGD were asked to evaluate was ***"Budget outcomes (revenues and expenditures) closely match the budget plan."***

Overall Value: 0.81

Rating: Strong

Strongest: CS, Phnom Penh (all SNA), Urban

Weakest: Phnom Penh Capital, Lowlands, Coastal Provincial Administrations

Table 26: Indicator Values for Budget Execution

Sub-Index Indicator	2 Organisational Capacity 3 Budget Execution			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.81	0.78	0.79	0.88
<i>Standard Error</i>		<i>0.02</i>	<i>0.02</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.78</i>	<i>0.73</i>	<i>0.76</i>	<i>0.87</i>
<i>Upper Bound</i>	<i>0.84</i>	<i>0.83</i>	<i>0.82</i>	<i>0.88</i>
Indicator Values by Urban vs Rural Administrations				

Urban	0.87	-	0.85	0.90
Rural	0.80	-	0.77	0.87
Indicator Values by Geographic Zone				
Phnom Penh	0.88	0.77	0.91	0.93
Lowland	0.72	0.73	0.70	0.77
Tonle Sap	0.83	0.84	0.78	0.91
Upland	0.85	0.82	0.82	0.94
Coastal	0.82	0.70	0.85	0.89
Indicator Values by Type of Focus Group				
Councillors	0.83	0.71	0.87	0.88
Management	0.94	0.93	0.94	-
Technical	0.61	0.71	0.56	-

Budget Execution was rated as Strong (score 0.81) overall, with CP administrations scored at 0.78 and DMK scored at 0.79. CS administrations scored significantly higher for this indicator, with a value of 0.88 (Very Strong). Weaker scores, at the upper threshold of the Moderate range (0.77), were recorded for rural Districts and for Phnom Penh Capital. Scores within the Somewhat Weak range were measured for Coastal Provincial Administrations and for the Lowland region (0.72). Technical FGD awarded a much lower score for this indicator (0.61, in the Weak range) with particularly low estimation by technical staff at DMK level (0.56).

5.3.5 Monitoring and Evaluation Indicator

The indicator definition for Monitoring and Evaluation which the FGD were asked to evaluate was ***"The SNA systematically monitors and evaluates implementation of the development plan, investment programme and budget, and uses the results to strengthen performance in future years."***

Overall Value: 0.76

Rating: Moderate

Strongest: Urban, Phnom Penh, Tonle Sap, Coastal

Weakest: CS, Rural, Lowland, Upland

Table 27: Indicator Values for Monitoring and Evaluation

Sub-Index Indicator	2 Organisational Capacity 4 Monitoring and Evaluation			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.76	0.77	0.77	0.72
<i>Standard Error</i>		0.02	0.01	0.01
<i>Lower Bound</i>	0.73	0.73	0.75	0.71
<i>Upper Bound</i>	0.78	0.80	0.79	0.73
Indicator Values by Urban vs Rural Administrations				
Urban	0.80	-	0.81	0.78
Rural	0.74	-	0.75	0.71
Indicator Values by Geographic Zone				
Phnom Penh	0.87	0.88	0.91	0.80
Lowland	0.71	0.71	0.73	0.66
Tonle Sap	0.85	0.78	0.86	0.90
Upland	0.68	0.79	0.64	0.63

Coastal	0.80	0.75	0.80	0.85
Indicator Values by Type of Focus Group				
Councillors	0.77	0.81	0.77	0.72
Management	0.82	0.79	0.84	-
Technical	0.70	0.70	0.70	-

Capacity for Monitoring and Evaluation (M&E) was rated Moderate (0.76) overall and for CP and DMK administrations (both 0.77) while CS administrations scored 0.72 (Somewhat Weak) for this indicator. Very Strong scores were measured for Phnom Penh overall (0.87), Phnom Penh Capital (0.88) and the Khan administrations (0.91) as well as in the Tonle Sap region DMK (0.86) and CS (0.90), while overall scores for urban DMK (0.81) and for the Coastal regions were in the Strong range. Management and Councillor FGD rated M&E capacity somewhat higher than Technical FGD.

5.3.6 Procurement Indicator

The indicator definition for Procurement which the FGD were asked to evaluate was **"SNA independently manages an efficient and effective procurement process for capital expenditures."**

Overall Value: 0.79

Rating: Strong

Strongest: CP, Phnom Penh, Coastal

Weakest: DMK, Lowland, Upland

Table 28: Indicator Values for Procurement

Sub-Index Indicator	2 Organisational Capacity 5 Procurement			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.79	0.81	0.77	0.80
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.76</i>	<i>0.76</i>	<i>0.74</i>	<i>0.79</i>
<i>Upper Bound</i>	<i>0.81</i>	<i>0.85</i>	<i>0.80</i>	<i>0.80</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.81	-	0.80	0.84
Rural	0.77	-	0.76	0.79
Indicator Values by Geographic Zone				
Phnom Penh	0.83	0.76	0.84	0.87
Lowland	0.74	0.84	0.67	0.76
Tonle Sap	0.81	0.82	0.82	0.79
Upland	0.77	0.83	0.73	0.81
Coastal	0.84	0.72	0.89	0.88
Indicator Values by Type of Focus Group				
Councillors	0.83	0.79	0.87	0.80
Management	0.89	0.87	0.89	-
Technical	0.61	0.76	0.54	-

The Procurement indicator was measured at 0.79 (Strong) overall. Values in the Strong range were found consistently across different levels of SNA and different regions with the exception of a few values in the Moderate Range, notably for Phnom Penh Capital Administration (0.76), the Lowlands region (0.74) and the Uplands region (0.77, on the threshold of Strong). The rating by Technical FGD (0.61, Weak) was considerably lower than that by Councillors and by Management FGD.

5.3.7 Expenditure Controls Indicator

The indicator definition for Expenditure Controls which the FGD were asked to evaluate was ***"There is an efficient and effective control system for approval of recurrent expenditures."***

Overall Value: 0.69

Rating: Somewhat Weak

Strongest: Phnom Penh, Urban

Weakest: Uplands, Provincial Coastal Administration

Table 29: Indicator Values for Expenditure Controls

Sub-Index Indicator	2 Organisational Capacity 6 Expenditure Controls			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.69	0.68	0.69	0.71
<i>Standard Error</i>		0.03	0.01	0.00
<i>Lower Bound</i>	0.67	0.62	0.67	0.70
<i>Upper Bound</i>	0.72	0.73	0.72	0.72
Indicator Values by Urban vs Rural Administrations				
Urban	0.80	-	0.77	0.85
Rural	0.67	-	0.66	0.69
Indicator Values by Geographic Zone				
Phnom Penh	0.90	1.00	0.84	0.91
Lowland	0.67	0.64	0.67	0.68
Tonle Sap	0.75	0.75	0.73	0.76
Upland	0.63	0.66	0.60	0.66
Coastal	0.67	0.58	0.68	0.73
Indicator Values by Type of Focus Group				
Councillors	0.65	0.56	0.67	0.71
Management	0.79	0.82	0.78	-
Technical	0.64	0.65	0.63	-

Capacity for expenditure controls is rated Moderately Weak overall, with a score of 0.69. Overall scores are similar for CP (0.68), DMK (0.69) and CS (0.71) administrations, with differences less than the margin of error. However, urban Municipality and Sangkat administrations scored 0.80 (strong) while rural Districts and Communes scored 0.67 (Somewhat Weak). Much higher scores were measured in Phnom Penh than elsewhere, with the overall score being 0.90 and the score for Phnom Penh Capital Administration being 1.00 and the score for Sangkats 0.91, all in the Very Strong range, and Khan administrations scoring 0.84 (upper threshold of Strong). Management FGD rated procurement capacity higher than

other groups, with an overall score of 0.79 compared to 0.65 estimated by Councillors and 0.64 by Technical FGD.

5.3.8 Asset Management Indicator

The indicator definition for Asset Management which the FGD were asked to evaluate was *"The SNA keeps clear records of all assets it is responsible for, including property and equipment, regularly updates the records and monitors to prevent improper use.."*

Overall Value: 0.84

Rating: Strong

Strongest: DMK, Phnom Penh, Tonle Sap

Weakest: CS, Lowlands

Table 30: Indicator Values for Asset Management

Sub-Index Indicator	2 Organisational Capacity 7 Asset Management			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.84	0.86	0.87	0.76
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.81</i>	<i>0.81</i>	<i>0.85</i>	<i>0.75</i>
<i>Upper Bound</i>	<i>0.86</i>	<i>0.90</i>	<i>0.88</i>	<i>0.77</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.86	-	0.86	0.86
Rural	0.83	-	0.87	0.74
Indicator Values by Geographic Zone				
Phnom Penh	0.90	1.00	0.87	0.86
Lowland	0.74	0.77	0.81	0.55
Tonle Sap	0.92	0.90	0.91	0.95
Upland	0.88	0.97	0.89	0.78
Coastal	0.84	0.65	0.88	0.95
Indicator Values by Type of Focus Group				
Councillors	0.80	0.76	0.85	0.76
Management	0.89	0.91	0.88	-
Technical	0.88	0.89	0.87	-

Asset Management was rated Strong, with overall indicator score of 0.84. Scores for CP (0.86) and DMK (0.87) were rated Very Strong, with the score of 0.76 for CS administrations rated Moderate. Scores in the Lowland region were notably lower, with a Very Weak score of 0.55 recorded for CS administrations in this region. Scores for Provincial Administrations in Coastal provinces also fell within the Very Weak range (0.65). The indicator score for Councillor FGD was 0.80 (Strong) while Management and Technical FGD rated the indicator Very Strong.

5.3.9 Use of Digital Technology Indicator

The indicator definition for Use of Digital Technology which the FGD were asked to evaluate was *"The SNA makes maximum use of digital technology for internal administration and for external communications."*

Overall Value: 0.62

Rating: Very Weak

Strongest: Phnom Penh Capital, Coastal Provinces

Weakest: CS

Table 31: Indicator Values for Use of Digital Technology

Sub-Index Indicator	2 Organisational Capacity 8 Use of Digital Technology			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.62	0.73	0.64	0.47
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.00</i>
<i>Lower Bound</i>	<i>0.60</i>	<i>0.70</i>	<i>0.62</i>	<i>0.47</i>
<i>Upper Bound</i>	<i>0.64</i>	<i>0.76</i>	<i>0.65</i>	<i>0.48</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.57	-	0.60	0.51
Rural	0.59	-	0.65	0.47
Indicator Values by Geographic Zone				
Phnom Penh	0.62	0.79	0.56	0.56
Lowland	0.60	0.72	0.67	0.35
Tonle Sap	0.65	0.74	0.69	0.48
Upland	0.59	0.69	0.56	0.55
Coastal	0.68	0.80	0.68	0.58
Indicator Values by Type of Focus Group				
Councillors	0.61	0.69	0.65	0.47
Management	0.67	0.74	0.63	-
Technical	0.67	0.75	0.64	-

Use of Digital Technology by the SNA was rated Weak with an overall score of 0.62. The only group of administrations recording a score within the Strong range were Phnom Penh Capital Administration (0.79) and the Provincial Administrations in the Coastal region (0.80). Provincial administrations in the Tonle Sap region scored 0.74 (Moderate) but almost all other scores were in the Somewhat Weak or Weak ranges. The overall score for rural Communes was very weak at 0.47. Scoring by the Management and Technical FGD both resulted in scores of 0.67 (Somewhat Weak) overall, with Councillors awarding a lower score of 0.61 (Weak).

5.3.10 Resilience Indicator

The indicator definition for Resilience which the FGD were asked to evaluate was *"The SNA has conducted risk analysis and made plans to manage risks such as climate change, disasters, pandemic disease etc."*

Overall Value: 0.83

Rating: Strong

Strongest: CP, Rural, Tonle Sap, Coastal

Weakest: Phnom Penh, Lowlands, Coastal

Table 32: Indicator Values for Resilience

Sub-Index	2 Organisational Capacity			
Indicator	9 Resilience			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.83	0.91	0.85	0.72
<i>Standard Error</i>		0.02	0.01	0.01
<i>Lower Bound</i>	0.81	0.88	0.84	0.71
<i>Upper Bound</i>	0.85	0.94	0.87	0.73
Indicator Values by Urban vs Rural Administrations				
Urban	0.73	-	0.77	0.66
Rural	0.83	-	0.89	0.73
Indicator Values by Geographic Zone				
Phnom Penh	0.71	0.93	0.65	0.59
Lowland	0.74	0.83	0.85	0.44
Tonle Sap	0.92	0.91	0.94	0.90
Upland	0.87	0.95	0.83	0.87
Coastal	0.93	0.95	0.94	0.90
Indicator Values by Type of Focus Group				
Councillors	0.82	0.85	0.85	0.72
Management	0.92	0.97	0.89	-
Technical	0.85	0.91	0.82	-

The Resilience indicator was scored at 0.83 (Strong) overall, but a closer look at the data shows large variations in values with no clear pattern emerging. Overall, CP administrations scored highest (0.91, Very Strong), followed by DMK (0.85, Very Strong) and CS (0.72, Somewhat Weak). CP administrations in all zones were rated Strong except for the Lowland region (0.83, Strong). Despite the strong score for the Capital Administration, Khan in Phnom Penh scored 0.65 (Weak), as did DMK administrations in the Coastal zone. Regional scores for CS administrations ranged from 0.90 (Very Strong) for the Tonle Sap region to 0.44 (Weak) for the Tonle Sap region. Management FGD and Technical FGD scored this indicator Very Strong, while the rating by Councillors was Strong (0.82).

5.3.11 Service Delivery Performance Management

The indicator definition for Service Delivery Performance Management which the FGD were asked to evaluate was ***"The SNA has clear targets and key performance indicators (KPI) for each service it delivers, monitors performance, prepares reports and makes active efforts to learn and improve service delivery performance."***

Overall Value: 0.70

Rating: Somewhat Weak

Strongest: Phnom Penh Capital and Khan

Weakest: CS, Lowlands, Uplands

Table 33: Indicator Values for Service Delivery Performance Management

Sub-Index	2 Organisational Capacity
Indicator	10 Service Delivery Performance Management

	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.70	0.73	0.73	0.59
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.67</i>	<i>0.69</i>	<i>0.70</i>	<i>0.57</i>
<i>Upper Bound</i>	<i>0.72</i>	<i>0.78</i>	<i>0.76</i>	<i>0.60</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.78	-	0.83	0.68
Rural	0.65	-	0.69	0.57
Indicator Values by Geographic Zone				
Phnom Penh	0.85	1.00	0.90	0.59
Lowland	0.65	0.63	0.74	0.51
Tonle Sap	0.71	0.81	0.69	0.68
Upland	0.65	0.75	0.64	0.58
Coastal	0.75	0.71	0.78	0.74
Indicator Values by Type of Focus Group				
Councillors	0.70	0.71	0.75	0.59
Management	0.83	0.78	0.85	-
Technical	0.63	0.71	0.59	-

An overall score of 0.70 (Somewhat Weak) was measured for the Service Delivery Performance Indicator. Scores for CP and DMK administrations were both 0.73 (Moderate) while the score for all CS administrations was 0.59 (Weak). Urban administrations (Municipality, Khan and Sangkat) together scored 0.78 (Strong) compared to 0.65 (Weak) for rural Districts and Communes. Phnom Penh Capital and its Khans achieved Very Strong scores of 1.00 and 0.90 respectively. The Coastal Region scored 0.75 (Moderate), Tonle Sap Region 0.71 (Somewhat Weak) and Lowland and Upland regions both 0.65 (Weak). The rating by Management FGD overall (0.83) was much higher than the rating by Councillors (0.70, Somewhat Weak) or Technical FGD (0.63, Weak).

5.4 Human Resources Capacity

5.4.1 Sub-Index Values

The overall value of the Human Resources Capacity Sub-Index is measured as 0.75 (Moderate). Values for Capital / Province (0.77) and DMK (0.77) administrations lie at the upper threshold of the Moderate rating band, while the value for Commune / Sangkat Administrations is 0.67 (Somewhat Weak). These national values are reported with 95% confidence intervals in Table 34.

Table 34: Human Resources Capacity Sub-Index by SNA Level

		95% Confidence Interval		
	Sub- Index	Standard Error	Lower Bound	Upper Bound
ALL LEVELS	0.75		0.72	0.77
Capital / Province	0.77		0.73	0.81
District / Muni / Khan	0.77		0.75	0.79
Commune / Sangkat	0.67		0.66	0.68

The Human Resources Capacity Sub-Index is calculated from the values of 10 indicators. In the same way as the indicators for Enabling Environment and Organisational Capacity, the Human Resources Capacity Indicators were measured using the FGD methodology. However, unlike the other sub-indexes, Human Resources Capacity indicators were separately measured using an individual staff questionnaire. The average of responses from staff in one SNA has been used to generate an additional value for each Human Resources Capacity Indicator. For the CP and DMK, the values from the individual staff questionnaire have been treated as equivalent to an additional FGD (so four values instead of three). For the CS, the individual staff questionnaire has been given a weight of one third of the weight of the FGD value. Therefore, in all cases, the individual staff questionnaire values make up 25% of the weight of the Human Resources Capacity indicators for each SNA.

Values of these indicators measured nationally for CP, DMK and CS administrations are reported in Table 35. The overall value of each indicator is obtained as a weighted average of the three levels of SNA, with CP weighted 25%, DMK weighted 50% and CS weighted 25%, as explained in Section 3. Values obtained from individual questionnaires have been included using the method described above. Inclusion of the staff questionnaire results has a significant effect on the final values for some indicators, and this is illustrated and discussed in the sections on individual indicators that follow.

Table 35: Calculation of Human Resources Capacity Sub-Index from Indicators

Sub-Index	3	Human Resources Capacity			
		ALL	CP	DMK	CS
	Indicator Name Weight		0.25	0.5	0.25
	1 Job Descriptions with Performance Indicators	0.81	0.79	0.85	0.74
	2 Staff Management	0.82	0.83	0.85	0.75
	3 Code of Conduct	0.77	0.82	0.80	0.68
	4 Performance monitoring and evaluation	0.71	0.81	0.75	0.54
	5 Human Resources Plan	0.67	0.70	0.70	0.57
	6 General Knowledge and Skills of SNA staff	0.75	0.72	0.76	0.77
	7 Technical Knowledge and Skills of SNA staff	0.65	0.64	0.66	0.63
	8 Staff Incentives	0.66	0.67	0.68	0.59
	9 Gender Equity	0.97	0.97	0.97	0.95
	10 Capacity Development	0.68	0.80	0.72	0.50
Sub-Index Value		0.75	0.77	0.77	0.67

5.4.2 Job Descriptions Indicator

The indicator definition for Job Descriptions with Performance Indicators which the FGD were asked to evaluate was ***"All staff have clear, written job descriptions that match their duties and include performance indicators."***

Overall Value: 0.81

Rating: Strong

Strongest: DMK, Urban, Phnom Penh

Weakest: Lowland, CS

Table 36: Indicator Values for Job Descriptions with Performance

Sub-Index Indicator	3 Human Resources Capacity			
	1 Job Descriptions with Performance Indicators			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.81	0.79	0.85	0.74
<i>Standard Error</i>		<i>0.03</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.78</i>	<i>0.73</i>	<i>0.82</i>	<i>0.72</i>
<i>Upper Bound</i>	<i>0.83</i>	<i>0.85</i>	<i>0.87</i>	<i>0.75</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.86	-	0.88	0.83
Rural	0.80	-	0.84	0.72
Indicator Values by Geographic Zone				
Phnom Penh	0.94	0.98	0.95	0.89
Lowland	0.77	0.66	0.83	0.77
Tonle Sap	0.81	0.90	0.80	0.72
Upland	0.80	0.83	0.85	0.67
Coastal	0.82	0.70	0.89	0.82
Indicator Values by Type of Focus Group				
Councillors FGD	0.76	0.75	0.79	0.71
Management FGD	0.83	0.77	0.86	-
Technical FGD	0.85	0.78	0.88	-
Staff Questionnaire	0.85	0.87	0.86	0.81

The score for the indicator, Job Descriptions with Performance Indicators, was 0.81 (Strong). Overall values for DMK administrations (0.85) were Very Strong, compared to 0.79 (Strong) for CP administrations and 0.74 (Moderate) for CS administrations overall. Values measured in Phnom Penh (0.94 overall) were Very Strong for all levels of SNA. Lower values were measured for Provincial administrations in the Lowland region (0.66, Weak) and the Coastal region (0.70, Somewhat Weak). For this indicator, values measured by the individual staff questionnaire were similar overall to those measured by the Technical FGD, though somewhat higher values were measured in CP administrations. The staff questionnaire measured higher indicator values than the CS FGD, thus raising the overall scores for the CS administrations somewhat.

5.4.3 Staff Management Indicator

The indicator definition for Staff Management which the FGD were asked to evaluate was **"Management of staff is firm but fair. Managers monitor staff attendance and effort and sanction staff who are regularly absent or who do not perform."**

Overall Value: 0.82

Rating: Strong

Strongest: DMK, Urban, Phnom Penh

Weakest: Lowland, CS

Table 37: Indicator Values for Staff Management

Sub-Index Indicator	3 Human Resources Capacity 2 Staff Management			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.82	0.83	0.85	0.75
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.80</i>	<i>0.79</i>	<i>0.83</i>	<i>0.74</i>
<i>Upper Bound</i>	<i>0.84</i>	<i>0.86</i>	<i>0.87</i>	<i>0.76</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.85	-	0.85	0.86
Rural	0.81	-	0.85	0.73
Indicator Values by Geographic Zone				
Phnom Penh	0.90	0.96	0.89	0.85
Lowland	0.75	0.76	0.83	0.57
Tonle Sap	0.84	0.88	0.83	0.83
Upland	0.86	0.86	0.87	0.83
Coastal	0.82	0.76	0.84	0.85
Indicator Values by Type of Focus Group				
Councillors FGD	0.80	0.77	0.83	0.76
Management FGD	0.89	0.90	0.89	-
Technical FGD	0.92	0.90	0.93	-
Staff Questionnaire	0.73	0.74	0.74	0.71

The overall indicator value for Staff Management is 0.81 (Strong), with fairly consistent values across different levels of SNA and different regions. The score for all DMK administrations is 0.85 (Very Strong), higher than that for all CP administrations (0.83, Strong) but the difference is within the 95% confidence interval. The score of 0.75 (Moderate) for all CS administrations is significantly lower, but the difference mainly reflects a very low value (0.57, Weak) recorded for CS in the Lowlands region. SNA at all levels in Phnom Penh recorded scores in the Very Strong range. Scores for other regions are mainly in the Strong range, except for the Lowlands region where the overall (0.75) and scores for Provinces (0.76) fall in the Moderate range. Urban and rural DMK recorded the same score of 0.85 (very strong) but the score for urban Sangkats (0.86, Very Strong) is significantly higher than that for rural Communes (0.73, Moderate). Notably, the scores obtained from the staff questionnaires are much lower than those obtained from the FGD, perhaps reflecting greater willingness in the individual questionnaire format to express views that could be seen as critical of management.

5.4.4 Code of Conduct Indicator

The indicator definition for Code of Conduct which the FGD were asked to evaluate was ***"The SNA has a code of conduct for its staff. Every staff member is familiar with code of conduct."***

Overall Value: 0.77

Rating: Moderate

Strongest: CP, Urban, Phnom Penh

Weakest: Lowland, CS, Rural, Tonle Sap

Table 38: Indicator Values for Code of Conduct

Sub-Index Indicator	3 Human Resources Capacity 3 Code of Conduct			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.77	0.82	0.80	0.68
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.75</i>	<i>0.78</i>	<i>0.78</i>	<i>0.67</i>
<i>Upper Bound</i>	<i>0.80</i>	<i>0.85</i>	<i>0.82</i>	<i>0.70</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.82	-	0.82	0.83
Rural	0.75	-	0.79	0.66
Indicator Values by Geographic Zone				
Phnom Penh	0.92	0.96	0.90	0.91
Lowland	0.76	0.84	0.76	0.67
Tonle Sap	0.73	0.82	0.74	0.64
Upland	0.80	0.82	0.86	0.67
Coastal	0.78	0.74	0.78	0.82
Indicator Values by Type of Focus Group				
Councillors FGD	0.77	0.78	0.83	0.66
Management FGD	0.80	0.88	0.75	-
Technical FGD	0.87	0.86	0.88	-
Staff Questionnaire	0.74	0.77	0.73	0.75

The indicator value measured for Code of Conduct is 0.77 (Moderate), just below the threshold of the Strong range. Values for CP (0.82) and DMK administrations (0.80) are Strong but the values for CS administrations (0.68) are Somewhat Weak, presumably reflecting that a Code of Conduct is not actively used in managing staff at this level outside Phnom Penh, where the score for Sangkats was 0.91 (Very Strong). Very Strong scores were recorded for all levels in Phnom Penh. Urban DMK overall scored more highly (0.82) than rural Districts (0.79, both Strong). The lowest regional score was for the Tonle Sap region (0.73, Moderate). Scores obtained from staff questionnaires (0.74 overall) were significantly lower than those obtained from the FGD.

5.4.5 Performance Monitoring and Evaluation Indicator

The indicator definition for (staff) Performance Monitoring and Evaluation which the FGD were asked to evaluate was **"Each staff member has an annual performance assessment."**

Overall Value: 0.71

Rating: Somewhat Weak

Strongest: CP, Urban, Phnom Penh

Weakest: CS, Rural, Lowland

Table 39: Indicator Values for Performance Monitoring and Evaluation

Sub-Index Indicator	3 Human Resources Capacity			
	4 Performance Monitoring and Evaluation			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.71	0.81	0.75	0.54
<i>Standard Error</i>		<i>0.03</i>	<i>0.02</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.68</i>	<i>0.75</i>	<i>0.72</i>	<i>0.52</i>
<i>Upper Bound</i>	<i>0.75</i>	<i>0.86</i>	<i>0.79</i>	<i>0.56</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.81	-	0.83	0.76
Rural	0.65	-	0.73	0.50
Indicator Values by Geographic Zone				
Phnom Penh	0.94	0.98	0.95	0.90
Lowland	0.55	0.64	0.60	0.37
Tonle Sap	0.86	0.90	0.87	0.80
Upland	0.66	0.84	0.67	0.46
Coastal	0.77	0.84	0.85	0.55
Indicator Values by Type of Focus Group				
Councillors FGD	0.73	0.83	0.78	0.52
Management FGD	0.89	0.87	0.89	-
Technical FGD	0.66	0.79	0.59	-
Staff Questionnaire	0.71	0.75	0.75	0.59

An indicator value of 0.71 (Somewhat Weak) was measured for Performance Monitoring and Evaluation, reflecting that annual performance assessments are not a well-established tool of personnel management in most SNA except in Phnom Penh (overall score 0.94, Very Strong values for all levels of SNA). The score measured for all CP administrations was 0.81 (Strong), with 0.75 (Moderate) for DMK and 0.54 (Weak) for all CS administrations. Urban DMK and Sangkats together scored 0.81 (Strong) but rural Districts scored 0.73 (Moderate) and rural Communes scored only 0.50 (Weak). Amongst regions outside Phnom Penh, the Tonle Sap region (0.86, Very Strong) notably out-performed others. The score obtained from staff questionnaires (0.71) was lower than that from the Management FGD (0.89) but lower than that from the Technical FGD (0.66). The much higher score awarded by the Management FGD suggests the possibility that performance evaluations are conducted without involving or informing the individual staff members, which is not optimal personnel management practice.

5.4.6 Human Resources Plan Indicator

The indicator definition for Human Resources Plan which the FGD were asked to evaluate was ***"The SNA has the appropriate number of staff with appropriate qualifications, based on a staffing needs assessment and an annual staffing plan"***

Overall Value: 0.66

Rating: Weak

Strongest: CP, DMK, Urban, Phnom Penh

Weakest: CS, Rural, Lowland

Table 40: Indicator Values for Human Resources Plan

Sub-Index	3 Human Resources Capacity			
Indicator	5 Human Resources Plan			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.67	0.70	0.70	0.57
<i>Standard Error</i>		<i>0.02</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.64</i>	<i>0.66</i>	<i>0.67</i>	<i>0.55</i>
<i>Upper Bound</i>	<i>0.69</i>	<i>0.75</i>	<i>0.72</i>	<i>0.58</i>
Indicator Values by Urban vs Rural Administrations				
Urban	0.76	-	0.77	0.73
Rural	0.63	-	0.67	0.54
Indicator Values by Geographic Zone				
Phnom Penh	0.89	0.95	0.89	0.83
Lowland	0.59	0.68	0.59	0.49
Tonle Sap	0.62	0.67	0.68	0.46
Upland	0.68	0.69	0.71	0.63
Coastal	0.73	0.73	0.76	0.68
Indicator Values by Type of Focus Group				
Councillors FGD	0.66	0.68	0.73	0.48
Management FGD	0.74	0.74	0.74	-
Technical FGD	0.69	0.72	0.67	-
Staff Questionnaire	0.70	0.67	0.65	0.82

An indicator value of 0.67 (Somewhat Weak) was measured for Human Resources Plan. CP and DMK administrations both recorded scores of 0.70 (Somewhat Weak) while the score for CS administrations was 0.57 (Weak). The score for urban SNA was 0.76 (Moderate), while the score for rural SNA was 0.63 (Weak). SNA in Phnom Penh scored 0.89 (Very Strong), with Sangkats in Phnom Penh scoring 0.83 near the upper limit of the Strong band. Scores for regions outside Phnom Penh were generally Somewhat Weak or Weak except for the Coastal region with Moderate scores at Province and DMK levels. Scores from staff questionnaires were similar to scores from FGD.

5.4.7 General Knowledge and Skills of SNA Staff Indicator

The indicator definition for General Knowledge and Skills of SNA Staff which the FGD were asked to evaluate was ***"SNA staff have the general knowledge and skills they need to perform their duties to a high standard."***

Overall Value: 0.75

Rating: Moderate

Strongest: CS, Urban, Phnom Penh

Weakest: CP, Rural, Lowland, Upland

Table 41: Indicator Values for General Knowledge and Skills of SNA Staff

Sub-Index	3 Human Resources Capacity
Indicator	6 General Knowledge and Skills of SNA Staff

	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.75	0.72	0.76	0.77
<i>Standard Error</i>		0.02	0.01	0.00
<i>Lower Bound</i>	0.74	0.68	0.75	0.77
<i>Upper Bound</i>	0.77	0.76	0.78	0.78
Indicator Values by Urban vs Rural Administrations				
Urban	0.80	-	0.80	0.81
Rural	0.76	-	0.75	0.77
Indicator Values by Geographic Zone				
Phnom Penh	0.85	0.82	0.88	0.81
Lowland	0.73	0.73	0.72	0.76
Tonle Sap	0.78	0.78	0.76	0.83
Upland	0.73	0.67	0.76	0.74
Coastal	0.75	0.69	0.76	0.79
Indicator Values by Type of Focus Group				
Councillors FGD	0.76	0.66	0.80	0.77
Management FGD	0.74	0.70	0.76	-
Technical FGD	0.75	0.75	0.74	-
Staff Questionnaire	0.76	0.75	0.75	0.79

The overall indicator score for General Knowledge and Skills of SNA Staff is 0.75 (Moderate). Differences between levels of SNA and between types and regions are relatively small for this indicator, with most values reported in Table 41 falling within the Moderate and Strong ranges. The overall score for CP administrations (0.72) is at the upper limit of the Somewhat Weak range however. The score for urban SNA is 0.80 (Strong) while that for rural SNA is 0.76 (Moderate). Phnom Penh SNA scored 0.85 (Very Strong) overall, with 0.82 (Strong) for the Capital administration, 0.88 (Very Strong) for the Khan and 0.81 (Strong) for the Sangkats. Scores from individual staff questionnaires are consistent with those from FGD.

5.4.8 Technical Knowledge and Skills of SNA Staff Indicator

The indicator definition for Technical Knowledge and Skills of SNA Staff which the FGD were asked to evaluate was ***"SNA staff have the technical knowledge and skills they need to deliver services according to the SNA assigned functions."***

Overall Value: 0.65

Rating: Weak

Strongest: DMK, Urban, Phnom Penh

Weakest: CS, Rural, Lowland, Upland

Table 42: Indicator Values for Technical Knowledge and Skills of SNA Staff

Sub-Index	3 Human Resources Capacity			
Indicator	7 Technical Knowledge and Skills of SNA Staff			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.65	0.64	0.66	0.63
<i>Standard Error</i>		0.02	0.01	0.01

Lower Bound	0.62	0.60	0.64	0.61
Upper Bound	0.68	0.69	0.69	0.64
Indicator Values by Urban vs Rural Administrations				
Urban	0.75	-	0.75	0.75
Rural	0.62	-	0.63	0.61
Indicator Values by Geographic Zone				
Phnom Penh	0.85	0.84	0.85	0.84
Lowland	0.59	0.64	0.60	0.50
Tonle Sap	0.70	0.68	0.69	0.75
Upland	0.59	0.60	0.58	0.60
Coastal	0.72	0.68	0.72	0.77
Indicator Values by Type of Focus Group				
Councillors FGD	0.62	0.55	0.68	0.57
Management FGD	0.62	0.65	0.61	-
Technical FGD	0.63	0.63	0.63	-
Staff Questionnaire	0.75	0.75	0.73	0.79

The overall indicator score for Technical Knowledge and Skills of SNA Staff is 0.65 (Weak), suggesting that this may be a key constraint to improving service delivery. Similar scores were recorded for CP (0.64), DMK (0.66) and CS (0.63) administrations, all within the Weak band. Urban SNA scored 0.75 (Moderate) while the score for rural SNA was 0.61 (Weak). Scores were higher in Phnom Penh, with an overall value of 0.85 (Very Strong) composed of 0.84 (Strong) for the Capital Administration, 0.85 (Very Strong) for the Khan and 0.84 (Strong) for the Sangkats. Scores from other regions consistently fall within the Somewhat Weak or Weak ranges. Individual staff questionnaires yielded a slightly higher value (0.75, Moderate) compared to the FGD values, suggesting that staff may estimate their own skills somewhat higher than the estimation of Councillors and managers.

5.4.9 Staff Incentives

The indicator definition for Staff Incentives which the FGD were asked to evaluate was ***"Salaries and incentives are sufficient to attract and keep good quality staff, rewards staff who do difficult work, and encourage staff to seek promotion."***

Overall Value: 0.66

Rating: Weak

Strongest: Phnom Penh

Weakest: CS, Lowlands

Table 43: Indicator Values for Staff Incentives

Sub-Index		3 Human Resources Capacity		
Indicator		8 Staff Incentives		
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.66	0.67	0.68	0.59
Standard Error		0.02	0.01	0.00
Lower Bound	0.64	0.63	0.67	0.59
Upper Bound	0.68	0.71	0.70	0.60

Indicator Values by Urban vs Rural Administrations				
Urban	0.66	-	0.69	0.59
Rural	0.65	-	0.68	0.60
Indicator Values by Geographic Zone				
Phnom Penh	0.74	0.88	0.73	0.63
Lowland	0.60	0.65	0.63	0.48
Tonle Sap	0.67	0.68	0.69	0.63
Upland	0.68	0.66	0.70	0.67
Coastal	0.67	0.66	0.70	0.63
Indicator Values by Type of Focus Group				
Councillors FGD	0.64	0.67	0.68	0.53
Management FGD	0.66	0.66	0.66	-
Technical FGD	0.65	0.63	0.65	-
Staff Questionnaire	0.75	0.71	0.74	0.80

The Staff Incentives indicator was evaluated as 0.66 (Weak), with values disaggregated by SNA level, type or region mainly falling within the Somewhat Weak or Weak bands. CP administrations scored this indicator at 0.67 and DMK administrations 0.68 (both Somewhat Weak) while CS administrations scored 0.59 (Weak). Values for Urban and Rural SNA (0.66 and 0.65) are not significantly different and fall within the Weak range. Scores for SNA in Phnom Penh are somewhat higher (0.74, Moderate) overall with a Very Strong score of 0.88 recorded for the Capital Administration, however the score for Khan administrations is Moderate (0.73) and the score for Sangkats in Phnom Penh is Weak (0.63). The lowest values overall were recorded in the Lowlands region, with a value of just 0.48 (Weak) for Lowland CS administrations. Perhaps surprisingly, values obtained from individual staff questionnaires (0.75, Moderate overall) are higher than those reported from FGD.

5.4.10 Gender Equity

The indicator definition for Gender Equity which the FGD were asked to evaluate was ***"Women have equal opportunities with men for employment in all kinds of job in the SNA and to be promoted to leadership positions. Women and men share all kinds of work equally, receive equal pay for equivalent work and have equal status in decision making."***

Overall Value: 0.97

Rating: Very Strong

Strongest: Urban

Weakest: Rural

Table 44: Indicator Values for Gender Equity

Sub-Index Indicator	3 Human Resources Capacity 9 Gender Equity			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.97	0.97	0.97	0.95
Standard Error		0.00	0.00	0.00
Lower Bound	0.96	0.96	0.96	0.94
Upper Bound	0.97	0.98	0.98	0.95

Indicator Values by Urban vs Rural Administrations				
Urban	0.98	-	0.98	0.97
Rural	0.96	-	0.97	0.94
Indicator Values by Geographic Zone				
Phnom Penh	0.99	0.99	0.99	0.98
Lowland	0.93	0.95	0.94	0.89
Tonle Sap	0.99	0.99	0.98	1.00
Upland	0.97	0.98	0.98	0.95
Coastal	0.99	0.98	0.99	1.00
Indicator Values by Type of Focus Group				
Councillors FGD	0.98	0.99	1.00	0.95
Management FGD	0.98	0.98	0.99	-
Technical FGD	0.97	0.99	0.96	-
Staff Questionnaire	0.94	0.94	0.94	0.94

Scores for the Gender Equity indicator are higher than for any other indicator measured in the survey. The overall score recorded is 0.97 (Very Strong), and in fact all scores reported in Table 44 fall within the Very Strong range, the lowest score being for CS in the Lowlands region (0.89). Scores obtained from individual staff questionnaires (0.94 overall) are also Very Strong but notably are somewhat lower than scores from the FGD.

Box 2 provides further breakdown of the responses to Gender Equity questions in the individual staff questionnaires. As explained above, other evidence points to officials' willingness to be more frank in their assessments in the individual questionnaires as compared to the FGD. The implication of these results is that neither men nor women SNA officials perceive an important lack of gender equity in regard to the specific topics that were raised. Some caution is needed in interpretation, considering (1) that questionnaire responses overall show considerable "affirmation bias" meaning that the true situation may be somewhat less positive than the question responses suggest; (2) that respondents evaluated the situation in regard to their expectations and perceived norms, rather than to an ideal situation of full gender equity; (3) the notable gender imbalance in SNA Councillors, Governors and officials does not correspond to a situation of full equality of opportunities (it seems likely that there is a higher percentage of women filling professional positions in the private sector in Cambodia than in the civil service); and (4) the survey may not have captured all dimensions of gender equity, there were no questions about exposure to sexual harassment in the workplace, for example.

Box 2: Further analysis of Gender Equity responses

In the individual staff survey 80% of women and men responded “Strongly Agree” to three out of four statements on aspects of gender equity in the SNA workforce, with most other responses being “Somewhat Agree”. Women were only slightly less likely than men to select “Strongly Agree”. The one aspect on which both men and women were less positive (43% Strongly Agree for women and 48% Strongly Agree for men) was equal opportunities for women and men to participate in trainings and missions. This last point may relate to women’s expected domestic roles as mothers and home-makers rather than directly to SNA HR practices.

In the following table, percentages of women and men selecting each question response are reported for 3 levels of SNA and without sample weighting.

Question Statement	Gender of respondent	Strongly Agree	Somewhat Agree	Neither Agree nor Disagree	Somewhat Disagree	Strongly Disagree
In our SNA, women have the same opportunities as men for employment and to gain promotion	Women	82%	17%	0%	0%	0%
	Men	83%	14%	1%	0%	1%
In our SNA, a woman gets paid the same as a man who is doing the same kind of work	Women	79%	19%	1%	1%	0%
	Men	81%	16%	2%	1%	1%
In our SNA, a woman staff member has the same decision-making authority as a man staff member at the same level?	Women	82%	17%	1%	0%	0%
	Men	83%	15%	1%	1%	1%
In our SNA, women have the same opportunities as men to participate in trainings and missions	Women	43%	49%	4%	3%	2%
	Men	48%	43%	4%	4%	2%

5.4.11 Capacity Development

The indicator definition for Capacity Development which the FGD were asked to evaluate was ***"The SNA implements a systematic capacity development programme for all staff, based on a capacity needs assessment."***

Overall Value: 0.68

Rating: Somewhat Weak

Strongest: CP, Urban, Phnom Penh

Weakest: CS, Lowlands

Table 45: Indicator Values for Capacity Development

Sub-Index		3 Human Resources Capacity		
Indicator		10 Capacity Development		
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.68	0.80	0.72	0.50
Standard Error		0.02	0.01	0.01
Lower Bound	0.66	0.76	0.69	0.49
Upper Bound	0.71	0.83	0.74	0.51
Indicator Values by Urban vs Rural Administrations				
Urban	0.74	-	0.82	0.58
Rural	0.61	-	0.67	0.49
Indicator Values by Geographic Zone				

Phnom Penh	0.89	0.99	0.94	0.68
Lowland	0.61	0.74	0.68	0.36
Tonle Sap	0.71	0.83	0.74	0.51
Upland	0.64	0.81	0.59	0.58
Coastal	0.72	0.76	0.76	0.60
Indicator Values by Type of Focus Group				
Councillors FGD	0.60	0.70	0.66	0.37
Management FGD	0.77	0.85	0.74	-
Technical FGD	0.65	0.76	0.60	-
Staff Questionnaire	0.88	0.87	0.87	0.90

An overall value of 0.68 (Somewhat Weak) was measured for the Capacity Development indicator. The value for CP administrations was 0.80 (Strong), while that for DMK was 0.72 (Somewhat Weak) and the value for CS administrations was 0.50 (Weak). The score for urban SNA was 0.74 (Moderate), significantly higher than the score for rural SNA (0.61, Weak). An overall score of 0.89 (Very Strong) was recorded for Phnom Penh based on scores of 0.99 for the Capital Administration and 0.94 for the Khan, but the score for Sangkat in Phnom Penh was only 0.58 (Weak). Scores in other regions were Somewhat Weak or Weak overall, with higher scores for Provincial administrations and lower scores for CS. The overall score obtained from individual staff questionnaires was 0.88 (Very Strong) and was much higher than the scores from FGD at all SNA levels. [This last point may need further investigation].

5.5 Service User Experience

5.5.1 Sub-Index Values

The Service User Experience Sub-Index was evaluated based on 21 substantive questions which were assigned to sex “aspects” of service delivery: Clear Information (2 questions), Convenient Access (6), Fair and Equal Access (5), Quality of Service (4), Transparent Pricing (4) and Grievance Redress (1). A score for each aspect was calculated as the average normalised value of the question responses, and the sub-index was calculated as the average value of the five aspect scores. Service user experience scores were weighted using the same sampling weights (based on probability of selection of the SNA) as were used for the other sub-indexes.

National values calculated for the service user experience sub-index for each level of SNA are reported in Table 46. An overall value was calculated using the same weights as for the other sub-indexes, i.e. 25% for Capital / Province, 50% for District / Municipality / Khan and 25% for Commune / Sangkat.

Table 46: Service User Experience Sub-Index by SNA Level

	Sub-Index	95% Confidence Interval		
		Standard Error	Lower Bound	Upper Bound
ALL LEVELS	0.74	0.01	0.72	0.75
Capital / Province	0.74	0.02	0.71	0.77
District / Muni / Khan	0.76	0.01	0.75	0.77
Commune / Sangkat	0.70	0.00	0.69	0.70

The overall value of 0.74 corresponds to a rating of Moderate. The same score (0.74) was measured for Capital / Province administrations. The score for District / Municipality / Khan (0.76) is also classed as Moderate, while the score for Commune / Sangkat (0.70) is within the Somewhat Weak band.

Table 47 summarises the scores calculated for each aspect of the service user experience for each level of SNA.

Table 47: Calculation of Service User Experience Index by Aspect Scores:

Sub-Index	Service User Experience				
Indicator	Name	ALL	CP	DMK	CS
	Weight		0.25	0.5	0.25
1	Clear Information	0.70	0.69	0.70	0.70
2	Convenient access	0.79	0.78	0.78	0.80
3	Fair and equal access	0.91	0.91	0.90	0.93
4	Quality of Service	0.91	0.90	0.91	0.93
5	Transparent pricing	0.64	0.72	0.66	0.52
6	Grievance Redress	0.48	0.45	0.58	0.31
Sub-Index Value		0.71	0.74	0.74	0.76

5.5.2 Clear Information

Overall Value: 0.70

Rating: Somewhat Weak

Strongest: Urban, Phnom Penh

Weakest: Rural, Coastal

The Clear Information aspect was measured by questioning service users on how they obtained information about the service available (official published information being the “best” option) and knowledge of the opening hours of the service office.

Table 48: Service User Experience Aspect: Clear Information

Sub-Index	4 Service User Experience			
Aspect	1 Clear Information			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.70	0.69	0.70	0.70
<i>Standard Error</i>		0.02	0.01	0.00
<i>Lower Bound</i>	0.68	0.66	0.68	0.69
<i>Upper Bound</i>	0.71	0.73	0.71	0.70
Scores by Urban vs Rural Administrations				
Urban	0.75	-	0.74	0.79
Rural	0.69	-	0.69	0.68
Scores by Geographic Zone				
Phnom Penh	0.83	0.73	0.85	0.88
Lowland	0.69	0.66	0.75	0.60
Tonle Sap	0.75	0.76	0.78	0.67

Upland	0.64	0.65	0.59	0.73
Coastal	0.68	0.71	0.63	0.74
Scores by User Characteristics				
Men	0.69	0.67	0.72	0.65
Women	0.69	0.72	0.67	0.72
Indigenous	0.57	0.61	0.55	0.58
Disabled	0.67	0.51	0.76	0.68
ID-Poor	0.70	0.71	0.69	0.68

The overall measured value was 0.68 (SW). The score for CP administrations was 0.69 (SW) while DMK and CS each scored 0.70 (SW). Urban SNA (0.75, M) scored better than rural SNA (0.69, SW). The overall score for Phnom Penh was 0.83 (S) while in other regions Tonle Sap (0.75, M) was the strongest. T

Men and women provided equally positive responses, scoring 0.69 (SW). Scores for disabled people and citizens with ID-Poor cards were not significantly different from the overall scores (taking into account the small sample sizes for these categories) but the score recorded for the small sample of Indigenous People was lower (0.57, W).

5.5.3 Convenient Access

Overall Value: 0.79

Rating: Strong

Strongest: CS, Tonle Sap

Weakest: Rural, Upland

The Convenient Access aspect was measured by questioning service users on number and length of visits needed to obtain a service as well as convenience and reliability of opening times and ease of travel to the service office.

Table 49: Service User Experience Aspect: Convenient Access

Sub-Index Aspect	4 Service User Experience 2 Convenient Access			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.79	0.78	0.78	0.80
<i>Standard Error</i>		0.01	0.00	0.00
<i>Lower Bound</i>	0.78	0.76	0.78	0.80
<i>Upper Bound</i>	0.80	0.80	0.79	0.80
Scores by Urban vs Rural Administrations				
Urban	0.81	-	0.80	0.82
Rural	0.79	-	0.78	0.79
Scores by Geographic Zone				
Phnom Penh	0.82	0.73	0.84	0.86
Lowland	0.79	0.84	0.79	0.76
Tonle Sap	0.81	0.81	0.79	0.84
Upland	0.77	0.75	0.78	0.78
Coastal	0.78	0.76	0.77	0.81
Scores by User Characteristics				

Men	0.78	0.78	0.79	0.75
Women	0.78	0.78	0.78	0.82
Indigenous	0.82	0.81	0.82	0.67
Disabled	0.77	0.78	0.77	0.76
ID-Poor	0.83	0.84	0.82	0.78

The overall score for Convenient Access was 0.79 (S) with a slightly higher score for CS and lower for CP and DMK administrations. The overall score for urban DMK and CS (0.81, S) was significantly higher than that for rural SNA. In Phnom Penh, Khan (0.84) were rated as Strong and Sangkat (0.86) as Very Strong on this indicator, but the Capital administration (0.73) was only Moderate. CS administrations in the Tonle Sap region scored 0.84 (Strong) with other scores by region lower but still in the Strong range except for Lowlands (0.76, Moderate).

Men and women both (0.78, Moderate) rated convenience of access at 0.78 (Strong). Scores measured for indigenous people, disabled and poor citizens were not significantly different from the overall scores, though a notably low score of 0.67 (Somewhat Weak) was measured for indigenous people at CS level.

5.5.4 Fair and Equal Access

Overall Value: 0.91

Rating: Very Strong

Strongest: CS, Phnom Penh, Tonle Sap

Weakest: Upland, Coastal

The Fair and Equal aspect was measured by questioning service users on whether women, poor citizens, rich citizens, disabled and indigenous service users could expect equal treatment.

Table 50: Service User Experience Aspect: Fair and Equal Access

Sub-Index Aspect	4 Service User Experience 3 Fair and Equal Access			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.91	0.91	0.90	0.93
<i>Standard Error</i>		0.01	0.00	0.00
<i>Lower Bound</i>	0.90	0.89	0.89	0.93
<i>Upper Bound</i>	0.92	0.93	0.90	0.93
Scores by Urban vs Rural Administrations				
Urban	0.93	-	0.92	0.93
Rural	0.91	-	0.89	0.93
Scores by Geographic Zone				
Phnom Penh	0.94	0.87	0.95	0.97
Lowland	0.91	0.94	0.89	0.92
Tonle Sap	0.95	0.96	0.96	0.94
Upland	0.88	0.89	0.86	0.93
Coastal	0.88	0.88	0.87	0.91
Scores by User Characteristics				

Men	0.91	0.93	0.90	0.90
Women	0.89	0.89	0.89	0.94
Indigenous	0.89	0.91	0.88	0.85
Disabled	0.89	0.84	0.92	0.97
ID-Poor	0.91	0.94	0.89	0.93

Most respondent affirmed that the SNA offered fair and equal access to all citizens, with an overall score of 0.91 (Very Strong). There were only minor differences between SNA levels. Urban SNA (0.93) scored slightly higher than rural SNA (0.91) but both within the Very Strong band. The lowest scores recorded by region, for Upland and Tonle Sap regions, are still within the Very Strong band. Differences between categories of user are not significant considering the small sample sizes, though it is notable that the highest “category” score is for poor citizens (0.91, Very Strong).

5.5.5 Quality of Service

Overall Value: 0.91

Rating: Very Strong

Strongest: CS, Urban, Tonle Sap

Weakest: CP, Rural, Upland

Quality of service was evaluated based on questioning users on the attitude and knowledge of the service official and the user’s satisfaction with the service received.

Table 51: Service User Experience Aspect: Quality of Service

Sub-Index Aspect	4 Service User Experience			
	4 Quality of Service			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.91	0.90	0.91	0.93
<i>Standard Error</i>		<i>0.01</i>	<i>0.01</i>	<i>0.01</i>
<i>Lower Bound</i>	<i>0.89</i>	<i>0.87</i>	<i>0.89</i>	<i>0.91</i>
<i>Upper Bound</i>	<i>0.93</i>	<i>0.93</i>	<i>0.93</i>	<i>0.94</i>
Scores by Urban vs Rural Administrations				
Urban	0.95	-	0.95	0.95
Rural	0.91	-	0.90	0.92
Scores by Geographic Zone				
Phnom Penh	0.94	0.85	0.95	0.98
Lowland	0.90	0.93	0.87	0.93
Tonle Sap	0.96	0.95	0.96	0.97
Upland	0.89	0.86	0.91	0.89
Coastal	0.90	0.90	0.89	0.93
Scores by User Characteristics				
Men	0.91	0.89	0.91	0.93
Women	0.90	0.86	0.92	0.94
Indigenous	0.91	0.86	0.94	0.83
Disabled	0.87	0.82	0.90	0.95
ID-Poor	0.88	0.89	0.87	0.91

The overall indicator value for service quality was 0.91 (Very Strong). Similar values – within the 95% confidence interval – were recorded for all levels of SNA. Rural SNA recorded a value of 0.90, within the Very Strong range, but significantly lower than urban SNA (0.95). Regionally, Tonle Sap (0.96) scored highest, but all scores were within the Very Strong band.

Responses from disabled citizens yielded a lower score still within the Very Strong range (0.87), with disabled citizens' score for CP falling to 0.82 (Strong) though this is based on a very small sample size.

5.5.6 Transparent Pricing

Overall Value: 0.64

Rating: Weak

Strongest: CP, Urban, Phnom Penh

Weakest: CS, Rural, Lowland

Transparent pricing was evaluated based on asking service users how they knew the correct price for their service, whether the official price was the same as the amount they actually paid, whether they were given a receipt and whether the receipt was accurate.

Table 52: Service User Experience Aspect: Transparent Pricing

Sub-Index Aspect	4 Service User Experience 5 Transparent Pricing			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.64	0.72	0.66	0.52
<i>Standard Error</i>		<i>0.02</i>	<i>0.02</i>	<i>0.02</i>
<i>Lower Bound</i>	<i>0.60</i>	<i>0.68</i>	<i>0.63</i>	<i>0.48</i>
<i>Upper Bound</i>	<i>0.68</i>	<i>0.77</i>	<i>0.70</i>	<i>0.56</i>
Scores by Urban vs Rural Administrations				
Urban	0.74	-	0.75	0.70
Rural	0.60	-	0.65	0.49
Scores by Geographic Zone				
Phnom Penh	0.85	0.73	0.92	0.82
Lowland	0.55	0.67	0.62	0.27
Tonle Sap	0.76	0.74	0.77	0.77
Upland	0.58	0.79	0.55	0.43
Coastal	0.75	0.59	0.81	0.78
Scores by User Characteristics				
Men	0.65	0.71	0.67	0.53
Women	0.69	0.69	0.68	0.55
Indigenous	0.45	0.54	0.40	0.39
Disabled	0.79	0.78	0.79	0.66
ID-Poor	0.64	0.69	0.61	0.46

Despite efforts made to improve in this area, transparency of pricing of SNA services remains a weak area, with an overall score of 0.64 (Weak). The score for CP administrations was 0.72 (Somewhat Weak) while the scores for DMK (0.66) and CS (0.52) were Weak. Urban administrations scored 0.74 (Moderate) while the overall score for rural SNA was 0.60 (Weak).

Stronger scores were recorded in Phnom Penh for Khan (0.92, Very Strong) and for Sangkat (0.82, Strong), while Provinces (0.74), Districts (0.77) and Communes (0.77) in Tonle Sap region scored in the Moderate range.

Women (0.69) scored this aspect higher than men (0.65) . Scores from Indigenous People were very low (0.45) while responses from disabled (0.79) citizens were higher than the overall value.

5.5.7 Grievance Redress

Overall Value: 0.48

Rating: Weak

Strongest: DMK, Urban, Phnom Penh, Tonle Sap

Weakest: CS, Rural, Upland

The score for Grievance Redress was based on a single question about whether the respondent know how to submit a complaint about an SNA service (if needed).; Therefore, it is admittedly a narrow measure.

Table 53: Service User Experience Aspect: Grievance Redress

Sub-Index Aspect	4 Service User Experience 6 Grievance Redress			
	ALL LEVELS	Capital / Province	District / Muni / Khan	Commune / Sangkat
ALL TYPES	0.48	0.45	0.58	0.31
<i>Standard Error</i>		<i>0.05</i>	<i>0.04</i>	<i>0.03</i>
<i>Lower Bound</i>	<i>0.41</i>	<i>0.35</i>	<i>0.51</i>	<i>0.25</i>
<i>Upper Bound</i>	<i>0.56</i>	<i>0.55</i>	<i>0.66</i>	<i>0.36</i>
Scores by Urban vs Rural Administrations				
Urban	0.66	-	0.71	0.58
Rural	0.46	-	0.56	0.26
Scores by Geographic Zone				
Phnom Penh	0.85	0.50	1.00	0.90
Lowland	0.51	0.50	0.63	0.29
Tonle Sap	0.73	0.65	0.82	0.62
Upland	0.28	0.32	0.39	0.02
Coastal	0.32	0.33	0.32	0.33
Scores by User Characteristics				
Men	0.49	0.46	0.59	0.31
Women	0.57	0.49	0.61	0.31
Indigenous	0.31	0.12	0.41	-
Disabled	0.48	0.39	0.52	0.30
ID-Poor	0.48	0.41	0.51	0.12

The overall score of 0.48 (Weak) is the lowest recorded for any indicator or user experience aspect. Scores in the Weak band were measured for all levels of SNA and for urban and rural SNA (though the score for Urban. 0.66, is significantly higher than others and at the upper limit of the band. The results for Phnom Penh are strikingly different, with a perfect score (1.00) for Khan and a Very Strong (0.90) score for Sangkats, though the value for the Capital

Administration was only 0.50 (Weak). Scores for men (0.49) were somewhat lower than for women (0.57). Scores obtained for CS administrations in Upland provinces (0.02), and for indigenous people (0.00) and poor citizens (0.12) in CS administrations, indicate almost zero knowledge of formal grievance redress procedures that are available.

6 Limitations of the Survey

The survey cannot be fully objective: Ideally, capacity should be measured through objective data, for example on the skills and knowledge of staff, on use of digital technology or on budget execution performance. The present survey was designed to obtain these data primarily through focus group discussions (FGD) including the best-informed staff on each topic. However, there is clearly an element of subjectivity in the answers, as illustrated by different responses from different FGD in same SNA and on the same topic. For certain questions, there was a notable difference between the “public” responses of technical officials in FGD and the “private” responses of the same officials on the same topics in the individual staff survey.

Evaluation against perceived norms: Comments received in response to the draft report expressed surprise at high values recorded for certain indicators, including Indicator 3.1 Job Descriptions: *All staff have clear, written job descriptions that match their duties and include performance indicators* and Indicator 3.9 Gender Equity: *Women have equal opportunities with men for employment in all kinds of job in the SNA and to be promoted to leadership positions. Women and men share all kinds of work equally, receive equal pay for equivalent work and have equal status in decision making.* Additional analysis has been provided on Gender Equity under Section 5.4.10 above. In both these and other cases, the responses may reflect that respondents evaluated the actual situation against relatively low perceived norms rather than against an optimal situation (of which they have no experience). For example, job descriptions with some basic performance metrics have recently been introduced, fulfilling guidance and improving on the previous situation, so SNA officials perceive these as satisfactory even if (as may be the case) the job descriptions do not fully answer to the need to set objective and verifiable criteria for performance evaluation.

Likely Affirmation Bias: For all types of questionnaire (FGD, officials and service users) the overwhelming majority of responses (around 85%) were Strongly Agree or Somewhat Agree for Lickert Scale questions and True or Partially True for True / Partially True / Not true options. In other words, it was rare for either FGD or individual respondents to state directly that they disagreed with a positive statement. This perhaps reflects cultural values, in any case it is prudent to assume that “neutral” answers (Neither Agree nor Disagree, Partially True) may mask significant disagreement with the statement being evaluated. For this reason, interpretation of the results should focus on relative scores (as expressed in the Weak to Very Strong descriptive scale) more than on the literal wording of the response choices.

Sample size is adequate nationally but is small for sub-samples: The sample size of the survey is sufficient for estimation of national values of the Capacity Index and Sub-indexes to an acceptable level of accuracy, as measured by the estimated 95% confidence intervals reported. However, disaggregation of results according to SNA type, geographic zone etc.

leads to some rather small sample sizes and so sampling error for these sub-samples may be large.

The “Strong / Weak” scale used is relative only: For ease of understanding, values of indicators and sub-indexes have been classified as “Weak” or “Strong” based on the overall distribution of normalised question scores (e.g. “Weak” means the lowest 20% of normalised scores). This method is somewhat arbitrary and the classifications are relative – it cannot tell us anything about the relative strength of Cambodian SNA compared to those in another country, for example. In the follow-up survey, the same bands based on the distribution of baseline results should be used, to assist in measuring and understanding improvement.

7 Analysis and Recommendations

7.1 Overview

The index values measured by the survey are relative values based on the overall distribution of normalised question scores from the survey. For example, indicators or sub-index values are classed as “weak” if they fall within the lowest 20% of all the values measured.

The average value of all the normalised question scores (and the centre of the “moderate” range) is 0.74, meaning that on average, capacity was measured at 74% of the maximum possible value. That finding reflects a very significant level of existing capacity within the SNA, based on the reform and capacity development that has already taken place under the NP-1 and in the early years of the NP-2.

The survey is a baseline survey. Follow-up surveys planned for mid-term and end of NP-2 should follow the same methodology in order to obtain comparable values. That will provide a clear measure of improved capacity achieved under the NP-2.

The survey found significant differences in capacity scores between the dimensions of capacity (Enabling Environment, Organisational Capacity and Human Resources Capacity) but also between different levels of SNA (CP, DMK and CS) and between SNA with different characteristics including urban / rural and geographic zone. Examining these differences in detail can provide guidance for design of capacity development under the NP-2. The following sections analyse the findings and identify strong and weak points by dimensions, by level and by SNA characteristics. A set of provisional recommendations is presented.

7.2 Findings by Dimension of Capacity

7.2.1 Sub-Indexes

Overall scores for the three dimensions of capacity all fall within the Moderate range (the central 20% of the distribution). The score for the Organisational Capacity Sub-index (0.77) lies at the upper limit of the Moderate range, the score for Human Resources Capacity (0.75) is in the middle of the range and the lowest score for Enabling Environment (0.73) is near the lower limit.

7.2.2 Enabling Environment Indicators

Of 11 indicators for Enabling Environment, one indicator – Technical Guidance and Support – is rated as Very strong (0.88). Two indicators – Framework for Permissive Functions (0.82) and Programme Leadership (0.80) are rated as Strong. Conversely, SNA officials’ Knowledge of Government Policies (0.61) is rated as Weak. Mandate for Obligatory Functions (0.64) is also Weak, while Resources for Obligatory Functions (0.67) and Budget reliability (0.69) are within the Somewhat Weak band.

7.2.3 Organisational Capacity Indicators

In the Organisational Capacity dimension, the Planning and Budgeting indicator was measured at 0.91 – Very Strong. This should be taken as meaning that capacity to implement the current planning and budgeting procedures is already good, it does not necessarily mean that the procedures themselves cannot be improved. Indicators for Asset Management (0.84), Resilience (0.83), Effective Leadership (0.80), Budget Execution (0.81) and Procurement (0.79) all fell within the Strong range. The weakest indicators were for Use of Digital Technology (0.62, Weak), Expenditure Controls (0.69, Somewhat Weak) and Service Delivery Performance Management (0.70, Somewhat Weak).

7.2.4 Human Resources Capacity Indicators

For Human Resources Capacity, the Gender Equity indicator (0.97) was rated Very Strong. Two indicators were rated Strong: Staff Management (0.82) and Job Descriptions with Performance Indicators (0.81). Technical Skills and Knowledge of SNA staff (0.65) and Staff Incentives (0.66) were rated Weak (0.65). Human Resources Plan (0.67), Capacity Development (0.68) and Performance Monitoring and Evaluation (0.71) were identified as Somewhat Weak. Notably, the low scores for these weaker indicators were strongly influenced by very low scores for the CS level, with scores for CP and DMK levels for these indicators being acceptable.

7.2.5 Service User Experience

Of the six aspects of service user experience examined, the strongest rated were Fair and Equal Access and Quality of Service, both rated 0.91 (Very Strong). Knowledge of Grievance Redress mechanisms was very low and measured at 0.48 (Weak), with Transparent Pricing (0.64) also Weak due to low scores for CS administrations. Clear Information (0.70) was assessed as Somewhat Weak.

7.3 Differences between SNA levels

In general, stronger capacity scores were measured for CP administrations, followed by DMK administrations, with CS administrations having the lowest capacity. This is to be expected, considering the resources available to the capital administration and the Provinces compared to those of Communes and Sangkats. However, the pattern is uneven with big differences for some measures of capacity and much smaller differences for others, and there are some indicators for which CS administrations out-score the CP and / or DMK.

Table 54 examines the difference in capacity between levels for the Sub-Index and Index values. The overall difference between CP and DMK scores is not large, so dividing the CP

Capacity Index by the DMK capacity index gives a factor of 1.01. By contrast, CP capacity index is 1.09 times the CS capacity index, and the DMK / CS figure is 1.08.

Table 54: Comparing Index Scores for SNA levels

#	Index / Sub-Index	CP	DMK	CS	CP/DMK	CP/CS	DMK/CS
1	Enabling Environment	0.76	0.73	0.72	1.04	1.05	1.01
2	Organisational Capacity	0.79	0.79	0.73	1.00	1.08	1.08
3	Human Resources Capacity	0.77	0.77	0.67	1.00	1.15	1.15
4	Service User Experience	0.74	0.76	0.70	0.98	1.07	1.08
	Capacity Development Index	0.77	0.76	0.71	1.01	1.09	1.08

For the Enabling Environment, the CP administrations score higher than the DMK by 4% (factor 1.04) and higher than the CS by 5%, with DMK administrations scoring only 1.01 times the CS value. For Organisational Capacity and Human Resources Capacity, there is no significant difference between scores for CP and DMK levels, but the higher levels out-score the CS by a multiplier of 1.08 for Organisational Capacity and 1.15 for Human Resources Capacity. It should be noted that the survey measured the adequacy of human resources for the tasks they are assigned, so CP administrations have more and better qualified staff than DMK overall, but the CP staff are likely to be assigned more complex technical work.

For Service User Experience, the DMK (score 0.76) out-scored both CP (0.74) and CS (0.70), with the CP/DMK multiplier being 0.98 and the DMK/CS value 1.08.

These contrasts at the Index and Sub-Index level mask considerable variations at the level of individual indicators. For each dimension of capacity, the indicators with the largest differences are identified

In Enabling Environment, the biggest difference was seen in the scores for (knowledge of) Government Policy, with CP officials out-scoring DMK by a factor of 1.23 and outscoring CS by 1.51. For one indicator, Oversight and Inspection, the order of scores was reversed with CS (0.81) scoring highest followed by DMK (0.74) and CP (0.71). This may reflect that the local administrations find inspection visits helpful while the CP administrations find the same visits intrusive.

In Organisational Capacity, the biggest difference between CP and DMK level was seen for digital technology, with CP out-scoring DMK by a factor of 1.14. CP and DMK strongly outscored CS for digital technology and also for Resilience and Service Delivery Performance Management. On the indicator of Effective Leadership, CP administrations scored lower than DMK (factor 0.87) or CS (factor 0.94). Again, the measure of leadership should be read as measuring adequacy for the tasks assigned, it does not mean that CP leaders are weaker than DMK leaders, but they face bigger challenges in their work.

For Human Resources Capacity, the major difference between CP and DMK administrations is for the Capacity Building indicator (CP 0.77, DMK 0.66). CS administrations scored very low for this indicator (0.37). DMK out-scored CP for several indicators – Job Descriptions with Performance Indicators (factor 0.91), General Skills and Knowledge (factor 0.92) and Technical Skills and Knowledge (factor 0.95).

7.4 Comparing by Characteristics of SNA

For the survey, the Provinces (and all the SNA within each Province) were classified into five geographic zones: Phnom Penh, Lowland, Tonle Sap, Upland and Coastal. In addition, all Khan and Sangkat in Phnom Penh, all Municipalities and their Sangkats in the Provinces were classified as Urban, with Districts and their Communes considered as rural.

The clearest differences that emerge from this analysis are that Phnom Penh out-scores other zones on almost all indicators, while Urban SNA out-score rural SNA on most indicators.

Table 55: Zone Scores as % of National Scores

#	Sub-Index	Sub-Index Values as % of average				
		Phnom Penh	Lowlands	Tonle Sap	Highlands	Coastal
1	Enabling Environment	107%	89%	109%	98%	109%
2	Organisational Capacity	109%	92%	106%	98%	106%
3	Human Resources Capacity	119%	92%	103%	99%	104%
4	Service User Experience	118%	98%	112%	91%	97%
	Capacity Development Index	112%	92%	107%	98%	105%

Table 55 shows the Sub-Index and Index scores for each zone as a percentage of the national average values. The Capacity Index for Phnom Penh is 12% higher than the national score, with differences in Sub-Index scores from 17% for Human Resources Capacity to 7% for Enabling Environment. While not so strong as Phnom Penh, the Tonle Sap zone had above-average scores for all Sub-Indexes and a Capacity Index 7% above average. Conversely, the Lowlands zone scored a Capacity Index value that is 8% below the national value, with significantly lower scores for each Sub-Index except Service User Experience [reason for this to be examined further].

Table 56: Comparing Urban and Rural Capacity

		Urban	Rural	Urban / Rural
1	Enabling Environment	0.77	0.71	1.08
2	Organisational Capacity	0.80	0.76	1.05
3	Human Resources Capacity	0.80	0.72	1.11
4	Service User Experience	0.81	0.72	1.11
	Capacity Development Index	0.79	0.73	1.08

Urban SNA out-scored rural SNA by a factor of 1.08, with factors from 1.05 to 1.11 calculated for all sub-indexes.

7.5 Low-hanging Fruit

7.5.1 Identifying Low-Hanging Fruit

There are a small number of lagging indicators for which, if the value could be improved to the average value for the indicator and for the type of SNA, a large improvement in the overall Capacity Index could be achieved.

Table 57 identifies 10 indicators for which an increase from the current value to the overall mid-range value of 0.75 would have the greatest impact on the value of the Capacity Index. If all these 10 indicators could be increased to 0.75, the result would be an increase of 0.03 (i.e. from 0.75 to 0.78) in the Capacity Index.

Table 57: Indicators with most potential to increase CI

Rank	Sub-Index	Indicator	Description	Value	Potential Increase in CI if indicator = 0.75
1	4	6	Awareness of Grievance Redress	0.48	0.004
2	2	8	Use of digital technology	0.62	0.004
3	1	1	Knowledge of Government Policies	0.61	0.004
4	1	3	Mandate for Obligatory Functions	0.64	0.003
5	3	7	Technical Knowledge and Skills of SNA staff	0.65	0.003
6	3	8	Staff Incentives	0.66	0.003
7	3	5	Human Resources Plan	0.67	0.003
8	1	4	Resources for Obligatory Functions	0.67	0.002
9	3	10	Capacity Development	0.68	0.002
10	4	5	Transparent pricing	0.64	0.002
Total potential increase in Capacity Index					0.029

Looking in more detail, Table 58 identifies lagging indicators at specific SNA level that have the most potential for increases in CI. If these values could be increased to the mid-value of 0.75, the result would be an increase of 0.017 in the CI value.

Table 58: Indicators with most potential to increase CI by SNA level

#	SNA Type	Sub-Index	Indicator	Description	Value	Potential Increase in CI if indicator = 0.75
1	CS	2	8	Use of digital technology	0.47	0.002
2	DMK	1	1	Knowledge of Government Policies	0.61	0.002
3	CS	3	10	Capacity Development	0.50	0.002
4	CS	4	6	Awareness of Grievance Redress	0.31	0.002
5	CS	1	1	Knowledge of Government Policies	0.49	0.002
6	DMK	2	8	Use of digital technology	0.64	0.002
7	CS	3	4	Performance monitoring and evaluation	0.54	0.002
8	DMK	4	6	Awareness of Grievance Redress	0.58	0.001
9	CS	3	5	Human Resources Plan	0.57	0.001
10	DMK	3	7	Technical Knowledge and Skills of SNA staff	0.66	0.001
Total potential increase in Capacity Index						0.017

7.5.2 Reasons for low indicator scores

In this section the low indicator scores of the 10 identified “low hanging fruit” are examined in more detail, based on the specific question responses and also the types of SNA that perform weakest on these indicators.

Grievance Redress Mechanism: this indicator was based on a single question to citizen service users: “If you are not satisfied with the service you receive, do you know how to complain?” Overall, only 45% of respondents answered “Yes” to this question (Men 48%, Women 43%, ID-Poor 32%), indicating a rather low level of awareness of the Ombudsman service or alternative official (or *de facto*) channels for complaint. There was large variation between types and levels of SNA. The overall indicator score for Phnom Penh was 0.85 (Very Strong). Scores in Tonle Sap region were Moderate overall (0.73) with a Strong score of 0.82 recorded for DMK administrations in this region. On the other hand, scores below 0.40 were recorded for all levels of SNA in Uplands and Coastal regions, while the score for CS administrations in Lowlands region was 0.28. It seems likely that an effective campaign to raise awareness of the Ombudsman service, including placing of permanent information notices in SNA offices with the OWSO, would likely improve the measurement of this indicator.

Use of Digital Technology: Only 10% of all FGD selected “Strongly Agree” as their evaluation of the indicator statement on use of digital technology (Table 59). Looking at the responses to the sub-questions, evaluation of digital technology for internal financial management and communications was much more positive, though use for administrative purposes (documents and human resources management) is much weaker. About half of FGD considered that their SNA makes good use of digital technology to communicate information to citizens, but opportunities for citizens to contribute their ideas online seems very limited with only 15% of FGD stating that this was the case.

Table 59: Un-weighted average FGD responses for Use of Digital Technology

#	Question statement evaluated	True ⁷	Partly True	Other / Not True
	The SNA makes maximum use of digital technology for internal administration and			
Q2.8	for external communications	10%	61%	29%
Q2.8.1	Financial management	80%	15%	5%
Q2.8.2	Internal communications	81%	18%	1%
Q2.8.3	External communications	79%	17%	3%
Q2.8.4	Human resources management	21%	22%	56%
Q2.8.5	Record documents	21%	27%	53%
Q2.8.6	Communicate information to citizens.	51%	34%	15%
Q2.8.7	Ask citizens to submit ideas for development plans	15%	29%	55%

Under the IP5-II, e-Government and digital development could include two key areas of focus: strengthening of internal systems, particularly administration and human resources, through

⁷ In this and following tables in this section, Lickert Scale response “Strongly Agree” is represented as “True” and “Somewhat Agree” is represented as “Partly True”. Given that about 85% of all Lickert Scale responses fall within one of these two categories, this seems reasonable, and gives results broadly consistent with the sub-questions in the FGD and with the individual staff responses for Human Resources indicators.

digital technology; and opening of two-way channels of communication with citizens which may gradually replace the traditional focus on participatory meetings as a mechanism for citizen involvement in local governance and social accountability.

Knowledge of Government Policies: FGD to were asked to evaluate the statement “The SNA leadership and staff have knowledge of the Government’s policies for sub-national democratic development” using the Lickert scale, and to evaluate a set of sub-question statements as True, Partly True or Not true.

Table 60: Un-weighted average FGD responses on knowledge of Government policies

#	Question statement evaluated	True	Partly True	Other / Not True
Q1.1	The SNA leadership and staff have knowledge of the Government’s policies for sub-national democratic development	18%	50%	32%
Q1.1.1	You (as a group) can name at least two main elements of the Government Pentagonal Strategy.	85%	8%	6%
Q1.1.2	You (as a group) can name at least two of the principles of the democratic development as determined in the Law on the Administrative Management of the Capital, Province, Municipality, District and Khan	58%	15%	26%
Q1.1.3	You (as a group) can tell the focus of the NP-2 vision.	40%	19%	40%
Q1.1.4	You (as a group) can tell the focus of the NP-2 objective.	37%	20%	43%
Q1.1.5	You (as a group) can name at least 2 components of the NP2.	40%	14%	46%

Eighteen percent (18%) of groups overall selected “Strongly Agree” for the Lickert scale question, while 50% selected “Somewhat Agree.” Of the sub-questions, 85% of groups assessed as “True” that “You as a group can name at least two elements of the Government’s Pentagonal Strategy”. However, only 58% of FGD could name two of the principles of democratic development as as determined in the Law on the Administrative Management of the Capital, Province, Municipality, District and Khan. Forty percent (40%) of FGD could tell the focus of the Vision of the NP-2, 37% could tell the focus of the objective of the NP-2 and 40% could name two components of the NP-2. There were significant differences between the types of FGD, with the “management” FGD (BoG and administrative divisions) at CP level scoring Very Strong (perhaps reflecting the presence in the group of representatives of the Capital or Province BoG) but at DMK level the equivalent group score was Somewhat Weak. The Councillors group scored Moderate at CP level and Somewhat Weak at DMK level. Technical official FGD scored Weak at both CP and DMK levels, as did the FGD at CS level, which recorded an overall score of just 0.49. The score for this indicator was within the Very Weak range overall in Phnom Penh, Lowlands and Uplands regions, with Tonle Sap and Coastal regions recording Moderate scores. Scores for CP administrations were Moderate or Strong in most regions, but outside Tonle Sap and Coastal regions, scores for DMK and CS administrations were in the Weak range. It may be argued that this question was more rigorous than most of those asked as FGD were required to recall specific facts, but nevertheless there is clearly scope for improved awareness, particularly of the key results and components of the NP-2.

Mandate for Obligatory Functions: When asked to evaluate the indicator statement “It is very clear which functions are assigned to each SNA as obligatory functions” only 16% of all FGD responded with “Strongly Agree” (Table 61). This indicator was assessed as Somewhat Weak or Weak at all SNA levels, although Phnom Penh was an exception, with Very Strong scores at

all levels indicating clarity on this matter. Responses from the “management” FGD, which included the BoG representatives, were stronger than those from Councillor or technical groups.

Table 61: Un-weighted average FGD responses for Mandate for Obligatory Functions indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q1.3	It is very clear which functions are assigned to each SNA as obligatory functions	16%	54%	30%
Q1.3.1	The leadership has received clear instructions from national level about which functions are obligatory functions	63%	15%	21%
Q1.3.2	At least 60% of technical staff and councillors understand clearly which functions are obligatory functions	54%	24%	22%
Q1.3.3	For at least 60% of obligatory functions, there is no national agency or Provincial technical department that is also responsible for the same function.	68%	11%	21%
Q1.3.4	For at least 60% of obligatory functions, there is no higher level SNA or lower level SNA that is also responsible for the same function.	73%	10%	17%

The low scores for this indicator point to the remaining needs both to finalise and clarify the assignment of mandatory functions at each level, and to ensure full awareness and understanding of this matter at all levels of SNA staff (incidentally, also for related Ministry / line department staff, though that was beyond the scope of the present study).

Technical Knowledge and skills of SNA staff: Self-assessment by both FGD and individual staff questionnaires indicates a widespread perception of a gap between the skills sets of SNA staff and the technical requirements of their jobs. Only 16% of FGD responded “Strongly Agree” to the indicator statement on this matter (Table 62) and only 26% of FGD considered it “True” that “SNA staff are able to perform to a high standard the most challenging technical tasks assigned to them. More training was identified as a need while assessments of adequate qualifications and skills for policy drafting were higher but still below 50% “True” responses.

Table 62: Un-weighted average FGD responses for Mandate for Obligatory Functions indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q3.7	SNA staff have the technical knowledge and skills they need to deliver services according to the SNA assigned functions.	16%	56%	28%
Q3.7.1	SNA staff have appropriate qualifications for the most challenging technical tasks that are assigned to them	42%	45%	13%
Q3.7.2	SNA staff have appropriate skills/capacity to prepare draft regulation/policy that are assigned to them.	46%	48%	6%
Q3.7.3	SNA staff have had sufficient training for the most challenging technical tasks that are assigned to them.	28%	53%	19%
Q3.7.4	SNA staff are able to perform to a high standard the most challenging technical tasks that are assigned to them.	26%	49%	25%

Individual staff responses (Table 63) reveal a lower level of confidence overall than was shown by the responses to similar questions in the FGD.

Table 63: Un-weighted average individual staff responses for Technical Skills and Knowledge indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q34	“I have qualifications that are relevant to the most challenging technical tasks that are assigned to me as part of my duties”	26%	60%	14%

Q35	"I have qualifications that are relevant to make draft regulation/policy that are assigned to me as part of my duties"	19%	60%	21%
Q36	"I have been trained for the most challenging technical tasks that are assigned to me as part of my duties"	35%	51%	15%
Q37	"I am able to perform to a high standard the most challenging technical tasks that are assigned to me as part of my duties"	22%	60%	18%

Raising the technical skills of SNA staff is a long-term challenge for which there are no "quick fixes" and it requires attention to multiple aspects including recruitment and staff incentives as well as improved training for individual staff. Alongside these aspects, IP5-II could prioritise development of clear, appropriate technical manuals and guidelines for transferred functions, as a key responsibility of the Ministry responsible for technical oversight in each sector.

Staff Incentives: Only 16% of FGD selected "Strongly Agree" for the indicator statement on adequate salaries and incentives for SNA staff. Most FGD agreed that there are sufficient and well-qualified candidates for SNA positions, but also made clear that the current structure does not reward specialist skills or incentivise staff to accept difficult assignments. Only 51% agreed that staff are have salary incentives to work hard to achieve promotion.

Table 64: Un-weighted average FGD responses for Staff Incentives indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q3.8	Salaries and incentives are sufficient to attract and keep good quality staff, rewards staff who do difficult work, and encourage staff to seek promotion	16%	56%	28%
Q3.8.1	There are always enough candidates who want to apply for work as an SNA official	89%	3%	8%
Q3.8.2	The candidates who apply for work as an SNA official have good enough levels of qualifications, skills and motivation to do the job well	68%	23%	9%
Q3.8.3	Staff who have specialist skills that are needed by the SNA get higher salaries	17%	15%	67%
Q3.8.4	Staff can get higher salaries by accepting difficult work or by working in remote areas	16%	13%	71%
Q3.8.5	Staff work and study hard so they can get promoted because they want to earn higher salaries.	51%	17%	31%

Individual staff responses (Table 65) are consistent with the FGD responses on this matter, with only 50% believing that hard work and good performance will be rewarded with higher salaries.

Table 65: Un-weighted average individual staff responses for Staff Incentives indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q38	"Many people want to work for the SNA because the salary and the working conditions are good"	37%	46%	17%
Q39	"SNA staff who work hard and show good performance will be rewarded with higher salaries in the future"	50%	37%	14%
Q40	"SNA staff are willing to do unpleasant work or go to work in remote areas because the salary is higher for those kinds of work"	14%	42%	44%

Like the skills indicator discussed above, changing the structure and effects of the SNA staff incentive system is a long-term challenge. Higher salaries overall would help, but would be fiscally challenging and should not be seen as the sole solution to the problem. It appears likely that some re-balancing of incentives (perhaps through re-classification of positions) between national Ministry and SNA staff could be considered – there seems to be a general perception that SNA staff enjoy lower status and rewards than those at central level, while the

strategic interest may be in incentivising qualified and talented staff to work at the front line of service delivery in the SNA. There should be positive incentives for staff to accept challenging work, including in remote areas – this could include something like “hardship allowances” but it could also be considered to require services in difficult postings as a criterion for promotion or long-term training opportunities.

Human Resources Plan: FGD were asked to evaluate the indicator statement “The SNA has the appropriate number of staff with appropriate qualifications, based on a staffing needs assessment and an annual staffing plan”, with 18% of all FGD selecting “Strongly Agree” and 53% selecting “Somewhat Agree”. Most FGD agreed that their SNA has conducted a staffing needs assessment and has an annual staffing plan, but a clear majority (55%) responded “Not True” to the statement that staff numbers match those in the plan.

Table 66: Un-weighted average FGD responses for Human Resources Plan indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q3.5	The SNA has the appropriate number of staff with appropriate qualifications, based on a staffing needs assessment and an annual staffing plan	18%	53%	29%
Q3.5.1	A staffing needs assessment has been conducted	64%	6%	29%
Q3.5.2	The SNA has an annual staffing plan showing the number of staff, qualifications and specialist skills needed to carry out its administrative work, financial management, obligatory functions and priority permissive functions	56%	10%	34%
Q3.5.3	The SNA has at least 90% of staff numbers on the annual staffing plan	25%	20%	55%
Q3.5.4	At least 90% of SNA staff have the appropriate qualifications for their position and duties.	59%	18%	23%
Q3.5.5	At least 90% of the staff on the SNA staff list are regularly at work and under the direction of senior management on any work day	83%	5%	12%

Individual staff were asked to assess the adequacy of staffing numbers and qualifications in their work units (Table 67). Only 20% considered that there are enough staff for the workload, and only 29% considered that their unit’s staff have fully adequate qualifications.

Table 67: Un-weighted average individual staff responses for Human Resources Plan indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q28	“In my work unit, there are enough staff for the work we have to do”	20%	43%	37%
Q29	“In my work unit, the staff have the appropriate qualifications we need for the work we have to do”	29%	52%	19%

The actions needed to improve human resources planning are closely related to those for Capacity Development which are discussed below. However, IP5-II could include a two-stage process of (1) a re-assessment of required staffing standards (numbers and required qualifications) in each SNA division, taking into account how workload has evolved and will evolve further with transfer of functions; and (2) guidance to SNA on how to update their Human Resources plans based on the new assessment. It is possible that scope could be found to re-assign staff from divisions with lower workload to those with higher. Although this is not directly demonstrated by the survey results, it is likely that more efficient and effective allocation of existing staff resources will have to take priority over absolute increases in staff numbers.

Resources for Obligatory Functions: Twenty percent (20%) of FGD responded “Strongly Agree” to the indicator statement “For the services that the SNA is expected to provide

(obligatory functions) it receives adequate budget resources”, while 53% chose “Somewhat Agree”. Responses to the subsidiary questions on availability of clear service delivery standards, guidelines for budgeting and match between the budget guideline and the budget actually received were more positive, with over 50% of FGD responding “True” to each statement. At CP level, the overall score on this indicator for the “management” FGD was 0.75 (Moderate) while the Councillor FGD scored it at 0.61 and the Technical FGD at 0.64 (Weak). At DMK level, the Technical FGD also scored the indicator lower than the other groups, with a score of 0.68 (Somewhat Weak) compared to 0.71 (Somewhat Weak) for Councillors and 0.73 (Moderate) for the “management” FGD. This reflects that the technical staff experience inadequate budgets more directly than the leadership and administrative staff.

Table 68: Un-weighted average FGD responses for Resources for Obligatory Functions indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q1.4	For the services that the SNA is expected to provide (obligatory functions) it receives adequate budget resources	20%	53%	27%
Q1.4.1	For at least 60% of obligatory functions, there is a clear service delivery standard (amount and quality of services) that the SNA is expected to achieve.	70%	14%	16%
Q1.4.2	For at least 60% of obligatory functions, the service delivery standard (amount and quality of services) is enough to meet the needs of the citizens.	53%	29%	17%
Q1.4.3	For at least 60% of obligatory functions, there is a clear guideline for developing a budget for each obligatory function based on the service delivery standard	68%	13%	19%
Q1.4.4	For at least 60% of obligatory functions, the SNA receives a budget for each obligatory service based on the budget guideline	58%	19%	23%

Clearly, it would be desirable if more resources can be made available for SNA obligatory functions, but this depends on available resources. Within the current resource constraints, budget adequacy for obligatory functions should be treated as closely linked to the mandate for obligatory functions (see above) and to ensuring that SNA are provided with clear service delivery standards and technical guidance that are appropriate to the budget provision. There is also scope for moving towards a more flexible budgeting system using block grants, allowing SNA to move resources between different functions according to local needs.

Capacity Development: the FGD were asked to evaluate the indicator statement “The SNA implements a systematic capacity development programme for all staff, based on a capacity needs assessment.”, with just 14% of all FGD choosing “Strongly Agree” and 50% “Somewhat Agree” as their response.

Table 69: Un-weighted average FGD responses for Capacity Development indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q3.10	The SNA implements a systematic capacity development programme for all staff, based on a capacity needs assessment	14%	50%	36%
Q3.10.1	The SNA has conducted a capacity needs assessment identified the most important gaps in staff skills and knowledge that cause challenges for the day-to-day work of the SNA	42%	17%	42%
Q3.10.2	The SNA prepares an annual training plan based on the capacity needs assessment	47%	10%	43%
Q3.10.3	The SNA budget allocates resources for implementation of the annual training plan	44%	10%	46%
Q3.10.4	All SNA staff have opportunities to attend trainings that are appropriate to their needs	49%	30%	21%
Q3.10.5	Staff are selected to participate in trainings based on the annual training plan and the capacity needs assessment.	53%	12%	35%
Q3.10.6	Every training includes an evaluation and feedback, and the SNA HR unit receives the report.	45%	12%	43%
Q3.10.7	SNA staff are encouraged to improve their skills by studying at home or at a school in the evening. Staff who study are more likely to be promoted	58%	21%	22%

Q3.10.8	The Human Resources Unit can help staff who want to study, for example by setting goals, finding appropriate courses or allowing some time off for studying.	44%	16%	40%
---------	--	-----	-----	-----

There were 8 sub-questions, with results listed in Table 69. Positive statements about the SNA training plan, training budget allocation, training opportunities, evaluation of trainings and the assistance to staff available from the Human Resources unit. The lowest scores (average 0.60, Weak) were recorded for technical official FGD at DMK level. Perhaps surprisingly, the individual staff questionnaire responses for this indicator were much more positive, with Very Strong assessments overall from both CP and DMK level officials. Nevertheless, examination of the detailed responses to questions for this indicator shows room for improvement in several aspects of capacity development (Table 70).

Table 70: Un-weighted average FGD responses for Capacity Development indicator

#	Question statement evaluated	True	Partly True	Other / Not True
Q45	"Since I started to work for this SNA, I have been selected to attend trainings that were relevant and appropriate to my job"	46%	45%	9%
Q46	"The trainings I attended helped me to improve my work performance"	61%	34%	5%
Q47	"It is important for me to participate in trainings and to study to improve my knowledge and skills"	73%	25%	2%
Q48	"If I want to study to improve my skills (for example, an online course or evening classes) the SNA leadership will encourage me and the human resources unit can give me help and advice"	56%	36%	8%

The low score for Question 45 relevant and appropriate training opportunities is a particular point of interest. During NP-1 and in the early years of NP-2, there was a need to disseminate awareness of sub-national democratic development (SNDD) principles and new working methods and skills as widely as possible, and this left limited space for considering the training and development needs of SNA staff on an individual basis. During the second five-year implementation plan of NP-2 (IP5-II) more attention could be given to creating individual career development plans for SNA staff and providing a menu of learning opportunities to staff who have the ambition and commitment to advance their careers.

Transparent Pricing: the Governance Survey found that, despite commendable efforts to improve in this aspect, citizen users of SNA services still do not perceive that the pricing of these services is fully transparent. The Capacity survey re-confirms this result. Only 42% of service users stated that they knew the correct price because it was clearly displayed. Most service users were satisfied that the price they paid was the correct price and stated that they received a receipt, however, only 47% of those with a receipt (35% overall) said that the amount shown on the receipt represented the total amount they actually paid.

Table 71: Percentages of Service Users selecting each response for Transparent Pricing questions

#	Question	Response	ALL	MEN	WOMEN	POOR
30	How do you know the price for the service you came here for today?					
	1	I did not know the correct price	17%	17%	17%	27%
	2	I knew the correct price because I heard it from other people who used the same service	4%	4%	4%	7%
	3	An official told me the correct price.	19%	18%	20%	13%
	4	When I asked about the price I was shown a written price list (either on a notice board or on paper)	17%	19%	16%	16%

#	Question	Response	ALL	MEN	WOMEN	POOR
		I didn't need to ask because there was a list of prices clearly displayed on a notice board where I could see it.	42%	42%	42%	37%
31	Is the price you pay for the service the same as the official price?					
	1	I don't know	19%	20%	17%	27%
	2	I paid more than the correct price	2%	1%	2%	4%
	3	I paid less than the correct price	5%	2%	7%	4%
	4	I paid the correct price	75%	76%	74%	66%
32	When you pay for the service, do you get a receipt?					
	1	Yes	74%	78%	71%	67%
	2	No	26%	22%	29%	33%
33	Does the receipt show the total amount of money you paid or did you have to pay something else					
	1	Yes	47%	52%	43%	50%
	2	No	53%	48%	57%	50%

The persistence of this issue may partly reflect the expectations of the service users themselves, some of whom may not be fully literate and – probably more important – many are not used to treating written information as more important than verbal communications. Nevertheless there is scope to re-affirm the importance of clear, prominent displays of price lists and raising awareness that the displayed amount is the only amount that needs to be paid. A move towards online services would also help with this aspect.

7.6 Recommendations

The following recommendations are derived from the preceding analysis and indicate specific actions that the Government can take to maximise the impact of capacity development under the NP-2, as measured by the Capacity Index. Intentionally, these recommendations do not require any change in the overall policy or strategy of the NP-2, which is beyond the scope of the current report. Recommendations for the follow-up survey are also provided.

7.6.1 Focus capacity building on identified areas of weakness.

Within each Sub-Index, there are a small number of indicators that notably lag behind the others, so focusing on these indicators would have a major impact on overall capacity. The main lagging indicators nationally are:

- **Enabling Environment:** Knowledge of Government policies, Mandate for Obligatory Functions, Resources for Obligatory Functions and Budget Reliability;
- **Organisational Capacity:** Use of Digital Technology, Expenditure Controls and Service Delivery Performance Management;
- **Human Resources Capacity:** Technical Skills and Knowledge of SNA staff, Staff Incentives, Human Resources Plan and Capacity Development;
- **Service User Experience:** Awareness of Grievance Mechanisms, Transparent Pricing and Clear Information on services.

7.6.2 Focus on SNA that face challenges

The survey data identify weak performance by some types of SNA, for example rural and remote SNA and those in some geographic zones (particularly the Lowlands zone). Focusing

capacity development on efforts to bring these weaker performers up to the same level as the strong performers would be a cost-effective approach to raising capacity overall.

7.6.3 Study the reasons underlying strong performance

Where some SNA strongly out-perform others at the same level, it may be because of inherent advantages that are difficult to transfer to the weaker performers. For example, SNA in Phnom Penh are always likely to enjoy greater financial resources and to be able to recruit better qualified staff than SNA in remote areas. However, strong performance may also reflect better ways of doing things, and this could be studied to learn lessons for the weaker SNA.

7.6.4 Considering peer-to-peer learning between SNA

Strongly performing SNA could be paired with weaker counterparts to transfer knowledge, skills and working approaches. For example, Khan in Phnom Penh could be paired with rural Districts. Specialised advice would be needed in design of these arrangements, which should be attractive to both partners (i.e. the arrangement is not a burden to the strong partner, and is welcomed as constructive assistance by the weaker partner).

7.6.5 Share the results of the survey with SNA

The key findings of the Capacity Survey should be disseminated to SNA, including the sample SNA but also others. The analysis of capacity strengths and weaknesses should be used as a self-learning opportunity for the SNA.

7.6.6 Conduct the follow-up survey in 2028

The baseline capacity survey has been somewhat delayed after the inception of the NP-2, so the survey measures capacity as the NP-2 approaches its mid-term. It would be possible to conduct a “mid-term” follow up survey after 2.5 years – meaning late 2027 – but the findings of such a survey would likely come too late to be useful for adjustments in NP-2 implementation strategy. More importantly, an end-line survey should be conducted at the end of NP-2 implementation, i.e. in 2030, when the results will have most value for evaluation of the NP-2 and for informing design of the next stage of SNDD reforms.

The methodology of the baseline should be replicated carefully. If possible, a larger sample size could be used, in order to provide a more fine-grained picture of strengths and weaknesses of SNA by geographic zone and by Province.

8 References

1. Royal Government of Cambodia / National Committee for Sub-National Democratic Development (2021). National Program on Sub-National Democratic Development Phase 2 (2021-2030).
2. UNDP Bureau for Development Policy, Capacity Development Group (2010). Capacity Development: Measuring Capacity. Accessed from http://content-ext.undp.org/aplaws_publications/2679640/UNDP_Measuring_Capacity_July_2010.pdf

3. USAID Centre for Development Information and Evaluation (2000) Recent Practices in Monitoring and Evaluation TIPS: Measuring Institutional Capacity. Accessed from <https://www.ircwash.org/sites/default/files/Lessik-2000-Measuring.pdf>
4. World Bank Institute (2011) Institutional Capacities and Their Contributing Characteristics for Institutional Diagnostics, Program Design and Results Management. Accessed from <https://documents1.worldbank.org/curated/en/249381467986349471/pdf/80636-WP-Institutional-Capacities-Feb-11-Box-377295B-PUBLIC.pdf>
5. World Bank Institute (2012) Guide to Evaluating Capacity Development Results. Accessed from <https://documents1.worldbank.org/curated/en/352241468163166112/pdf/762800WP0Box370evelopment0Results00.pdf>



លេខាធិការដ្ឋាន គ.ជ.អ.ប.

ស្ថិតក្នុងបរិវេណក្រសួងមហាផ្ទៃ អគារ (V) មហាវិថីព្រះនរោត្តម
សង្កាត់ទន្លេបាសាក់ ខណ្ឌចំការមន រាជធានីភ្នំពេញ

អ៊ីម៉ែល: info@ncdd.gov.kh

គេហទំព័រ: www.ncdd.gov.kh

ទំព័រហ្វេសប៊ុក: www.facebook.com/ncdds



គាំទ្រដោយ៖

