Experience of Administrative Reform in Cambodia

“Local Democratic Governance”

Presented by
NUOM  Sokhon,
Working Group of PAR
ID: MEP08042, E-mail: knuom@yahoo.com

Outline:

1. Introduction

2. Administrative Reform in Cambodia

3. Case Study of Battambang District Administrative Reform
   (new administrative system for local self-government)

4. Assessment and Conclusion
I. Introduction to Cambodia

<table>
<thead>
<tr>
<th>Location</th>
<th>South East Asia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital</td>
<td>Phnom Penh</td>
</tr>
<tr>
<td>Land Area</td>
<td>181,035 km²</td>
</tr>
<tr>
<td>Language</td>
<td>Khmer</td>
</tr>
<tr>
<td>Currency</td>
<td>Riel (US$1 = 4000 Riels)</td>
</tr>
<tr>
<td>Major Export</td>
<td>Garments/Textile Product Wood Furniture, Rubber and Rice</td>
</tr>
<tr>
<td>Average GDP</td>
<td>10.6%</td>
</tr>
<tr>
<td>GDP per Capita</td>
<td>700 USD</td>
</tr>
</tbody>
</table>

Two decades of civil war (1970-1997)


National Election conducted by UNTAC in 1993

Constitutional Monarchy System

Democratization and Market Oriented Economy

Bicameral system (National Assembly & Senate)

Ruling Party (CPP) domination (1979 - Present)

Centralized Government (Top down)?
2. Administrative Reform in Cambodia

National Level
- National Assembly
- Prime Minister
- Senate
- CDC
- NCDD
- PRDC

Provincial Level
- Sector Ministries
- Council Ministers
- Ministry of Interior
- Provincial Governor Office
- District Governor Office
- Sector Departments
- Sector Offices

District Level
- Commune / Sangkat Office

Commune Level
- National Committee for Democratic Development chaired by Deputy Prime Minister and Minister of MOI
- Provincial Rural Development Committee chaired by Provincial Governor

CDC: Cambodia Development Council chaired by Prime Minister
NCDD: National Committee for Democratic Development chaired by Deputy Prime Minister and Minister of MOI
PRDC: Provincial Rural Development Committee chaired by Provincial Governor
2. Administrative Reform in Cambodia (Con.)

(Distribution Roles and Duties between Central and Local Administration)

<table>
<thead>
<tr>
<th>Sector</th>
<th>Social Safety</th>
<th>Social Resources</th>
<th>Education</th>
<th>Sanitation/Social Affairs</th>
</tr>
</thead>
<tbody>
<tr>
<td>State/Central Level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Diplomacy</td>
<td>- National roads</td>
<td>- Universities</td>
<td>- Insurance</td>
</tr>
<tr>
<td></td>
<td>- National defense</td>
<td>- Airports</td>
<td>- High Schools</td>
<td>- Medical License</td>
</tr>
<tr>
<td></td>
<td>- Court</td>
<td>- Ports</td>
<td>- Primary Schools</td>
<td>- Pharmaceutical License</td>
</tr>
<tr>
<td></td>
<td>- Prison</td>
<td>- Rivers</td>
<td>- Kindergartens</td>
<td>- Health Centers</td>
</tr>
<tr>
<td></td>
<td>- Police</td>
<td>- Mountains</td>
<td>- Vocational schools</td>
<td>- Industrial wastes</td>
</tr>
<tr>
<td></td>
<td>- Fire</td>
<td>- Forests</td>
<td></td>
<td>- Clean water</td>
</tr>
<tr>
<td></td>
<td>- Identification cards</td>
<td>- Passports</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Authority</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capital / Province</td>
<td>- Police (under supervision of national level)</td>
<td>- Municipal/provincial roads</td>
<td>- Garbage</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- National roads</td>
<td>- Ports/ferry docks</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Airports</td>
<td>- Drainage</td>
<td></td>
<td></td>
</tr>
<tr>
<td>District / Khan</td>
<td>- Police (under supervision of the national level)</td>
<td>- District/Khan roads</td>
<td>- Garbage</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- National roads</td>
<td>- Ports/ferry docks</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Airports</td>
<td>- Retention or copy of civil registration certificates</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- National roads</td>
<td>- Ports/ferry docks</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Airports</td>
<td>- Drainage</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- National roads</td>
<td>- Ports/ferry docks</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Airports</td>
<td>- Drainage</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Commune/ Sangkat</td>
<td>- Civil registration</td>
<td>- Community Sangkat</td>
<td>- Community kindergartens</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Residence record</td>
<td>- Sangkat road</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(Source: GLDA, MOI, 2008)

2. Administrative Reform in Cambodia (Con.)

The progress of Administrative Reform:

2002: Decentralize and empower to C/S Level by establishing C/S Council (direct election) in accordance with "Commune Law".

2004: Implementing 2 Pilot Projects "Provincial Town in Cambodia" As partnership of Decentralization and Deconcentration (D&D) Reform under the support of GTZ and European Commission.


2008: Decentralize and empower to District and Provincial level by establishing councils (Indirect election) in accordance with the New Organic Law (RGC learnt a lot from Japanese system).
2. Administrative Reform in Cambodia (Con.)

Why Royal Government of Cambodia decentralizes power to C/S level?

1. Effectiveness of local decision making through democratic representative *(Bottom up approach)*

2. Effectiveness of public service delivery *(Moving public service close to citizens)*

3. Effectiveness of resources allocation for providing public services and local development *(utilizing local resources, resources from national transferring and from Donor/ODA)*
3. The Case Study of Pilot Project “Battambang Provincial Town”

The Situation of Battambang District Administration before Reform:

- Public service delivery is highly bureaucratic and time-consuming.
- Citizens have to pay extra money when they want to get any services.
- Lack of transparency in providing public services.
- Most of social services are not under the jurisdiction of district.
- Lack of mechanism for the participation of citizens.
- District’s budget is partial budget of Provincial budget.
- District does not have its own revenue.

- European Commission (EC) supported a pilot project in Battambang district and Seang Reap district as partnership for D&D reform.

- The pilot project purpose: to strengthen good governance by managing and using the resources available in the district in a sustainable manner.

- Transfer competent from national level to district administration as single door for providing public services to citizens' locality.

(Source: UN)
3. The Case Study of Pilot Project “Battambang Provincial Town” (Con.)

Project Stakeholders (who are the key player?)

- Prime Minister made decision
- Minister of MOI set regulations
- Council of Administrative Reform (CAR) advice on managing staff
- Six concerned ministries delegated power and competent to OWSO
- Coordination Committee at Provincial level (Provincial Governor Office and six concerned departments)
- District governor and Deputy Governor
- Commune Councils in Battambang district

- European Commission (EC) provided budget for implementing project.
- German Technical Cooperation (GTZ) trained government officials and conducted study tour at the city of Spoleto, Italy and at the district of Reing Seig, Germany.
- BBJ (private consultant company)
- NGOs representatives and local enterprise (elected ombudsman officer)
- Citizens who are users public services
3. The Case Study of Pilot Project “Battambang Provincial Town” (New Administrative System for Local Self Governance) (Con.)

Source: New Organizational Chart of BTB District
According to PRAKAS No. 791 date 29 June 2004

3. The Case Study of Pilot Project “Battambang Provincial Town” (New administrative System for Local Self Governance) Con.

Organizational Structure and Process of One Window Service Office
(Prakas N# 792.PR.K)
Good practice of new administrative system in Battambang district

Customers are satisfied on using services: Cheap, Quick and Transparency!

Service fee is clear written on the board

Front Office:
- Provide information and application form
- Check application form and related documents
- Applying and getting service is one single door
- Paying and clear receipt
- Clear assigned date of receiving service
- Customers and officials in back office could not communicate each other.

District council meeting:
- District master plan
- District development plan
- District budget plan

Ombudsman Officer
Customers complaint to ombudsman officer if any unsatisfied manner are occurred in term of providing services.

OWSO suggestion box

District Spokesman:
- Weekly meeting with citizens
- Press release on district activities

17

Other services:

Tourist Information Office:
- Provide information to tourists;
- Increase jobs in district (guide, selling souvenir, restaurant, guest house...etc.)

Agency for Information and Job (JPA)
- Provide job information;
- Training; and
- Job placement

E-Government:
- District web portal;
- Online business application form

District Spokesman:
- Weekly meeting with citizens
- Press release on district activities

18
Services and Income made by One Window Service Office

Sectoral Services and Income (Riel) from 2005 to 2007 of OWSO:

<table>
<thead>
<tr>
<th>Sector</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Works</td>
<td>4,009</td>
<td>2,421</td>
<td>978</td>
<td>7,408</td>
</tr>
<tr>
<td>Tourism</td>
<td>16</td>
<td>42</td>
<td>19</td>
<td>77</td>
</tr>
<tr>
<td>Commerce</td>
<td>110</td>
<td>199</td>
<td>52</td>
<td>361</td>
</tr>
<tr>
<td>Industry</td>
<td>29</td>
<td>71</td>
<td>13</td>
<td>113</td>
</tr>
<tr>
<td>Culture</td>
<td>48</td>
<td>177</td>
<td>67</td>
<td>292</td>
</tr>
<tr>
<td>Legalization</td>
<td>2,861</td>
<td>7,014</td>
<td>4,300</td>
<td>14,175</td>
</tr>
<tr>
<td>Total service</td>
<td>7,073</td>
<td>9,924</td>
<td>5,429</td>
<td>22,426</td>
</tr>
</tbody>
</table>

Income

|     | 22,762,500R | 69,837,200R | 27,724,200R | 120,323,900R |

(Source: Report of OWSO, 2007)

4. Assessment on Major Challenges:

- The concerned ministries hesitate to delegate huge competent to OWSO.
- Some services are out of the jurisdiction of OWSO
- OWSO and Ombudsman office can’t be established all districts especially the rural district.
- Local citizens does not understand the new administrative system of district
- Local citizens are not trusted the services given by OWSO
- The number of customer which are using OWSO is still small (only Battambang district citizens can use those services).
- The income of district is still low
4. Recommendations

• The concerned ministries should delegate more power and competent to OWSO with highly political commitment.

• Other ministries should delegate power and competent to OWSO.

• Disseminating the information and services to Local citizens about OWSO in order to increase their understanding and participation.

• OWSO system should be apply to all administration level of government organizations.

• Local Tax Law should be enacted as soon as possible.

• The salary for officials who in charge of OWSO should be increased.

Conclusion

1. One Window Service Office (OWSO):
   – Bring the administration and sector services closer with citizens
   – Facilitate and shorten administrative procedure for citizens and enterprises
   – The fee list clearly written and display
   – Reduce the expenditure and time consuming.
   – Clear responsibility in work performances of civil servants
   – Increase the income for district administration office’s budget

2. Ombudsman Office:
   – Combat corruption in administrative affairs
   – Citizens have confidence in the administration
   – Transparency in work performances (Civil Service Accountability)

3. District Councils:
   – Different local representatives can work together for development their district

“Lesson from this pilot project, RGC adopted the New Organic Law in 2008 and OWSO and Ombudsman Office are replicated to all provinces in Cambodia under the support of World Bank (2009-2013)”
Non Democratic and Democratic Development

In Cambodia society, the poor is more than the rich (high disparity)

Development without democracy

Disparity

The Rich

The poor

Democratic Development

Further information on administrative reform at Battambang district and D&D policy of Cambodia, Please access to website below:

www.battambang-town.gov.kh
www.ncdd.gov.kh

THANK YOUR FOR YOUR ATTENTION