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Report of the Second Citizen Satisfaction Survey in Target Communes of the LAAR Project

Economic Institute of Cambodia

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Contents

Executive Summary.....	vii
1 Introduction	1
2 The LAAR Project.....	2
3 Methodology.....	3
3.1 Survey Instruments	3
3.2 Sampling.....	4
3.3 Organization of Fieldwork and Respondent Selection.....	6
3.4 Analysis	7
3.5 Reporting.....	8
4 Characteristics of the Sample	9
4.1 Citizens	9
4.2 Changes from the Baseline	11
4.3 Councilors	11
5 Perceptions of the Role of the Commune Council.....	13
6 Participation.....	15
6.1 In what ways do citizens participate in local governance?.....	15
6.2 Do people value their experience of participation? Why?	16
6.3 What sort of additional / improved participation opportunities would citizens appreciate? 17	
6.4 Do councilors understand their obligations to facilitate participation?.....	18
6.5 Do councilors positively value participation? What benefits do they see for themselves? .	18
6.6 Do councilors see a need to positively encourage marginalized groups to participate? Why? 19	
6.7 What initiatives have they taken to address the needs of under-represented groups?.....	19
7 Partnership.....	20
7.1 Which people participate in civil society activities, and how?	20
7.2 How do people characterize the incentive for people to participate in CSOs?	22
7.3 How do people perceive the role of CBOs? Action? Advocacy? Service delivery?.....	22
7.4 Are civil society organizations more active than formerly?.....	22
7.5 How do councilors perceive the role of civil society?.....	23
7.6 How do councilors see their own role in respect of civil society – as leader, facilitator or partner? What actions do they take to facilitate partnership?	24
7.7 What other partnerships do councilors value?	24
7.8 How well do different groups within the commune council cooperate?	25

8	Transparency.....	25
8.1	What do people know about the activities of the council?	25
8.2	What do citizens want to know about?	26
8.3	How would they like to find out?.....	27
8.4	What initiatives do councils take to improve information dissemination?.....	28
8.5	Do citizens understand their rights to information?	28
8.6	Do councilors understand their obligations to inform the citizens? What do they believe people should be allowed to know?	29
8.7	Do councilors value transparency?	29
8.8	What sort of people do councilors believe enjoy the right to know?	29
8.9	How widely and how effectively are standard price lists used for council services?	30
9	Accountability	30
9.1	Do the citizens believe the council understand their needs and wants to respond?.....	30
9.2	Do citizens perceive the council as responding effectively to needs when it can? Is the council perceived as more responsive than it used to be?.....	32
9.3	How much importance is given to the different needs of poor and vulnerable groups?	32
9.4	If the response of the council is not satisfactory, what should citizens do?	33
9.5	How do councilors see their accountability relationships to the community and to higher levels of authority?	34
9.6	What limits do councilors place on their obligations to respond to community needs?	35
9.7	What obligations do councilors feel to respond to citizens needs?	35
9.8	What do citizens and councilors understand by democracy? Do citizens feel they have freedom to engage in political actions?.....	36
10	Summing Up.....	37
10.1	How do citizens perceive their commune council?	37
10.2	How do councilors perceive themselves?.....	38
10.3	How participatory is Cambodia’s local democracy?	38
10.4	How strong are the partnership arrangements of the councils?.....	38
10.5	How transparent is the behavior of the commune councils?.....	39
10.6	How important is the accountability relationship between councils and citizens?	39
10.7	What changes have occurred since the baseline survey?	39
10.8	Does the survey provide any evidence that LAAR is making a difference?	39
	References	41

List of Tables

Table 1: Summary of sample communes and villages	6
Table 2: Proportion of citizen respondents classified as poor.....	9
Table 3: Housing and assets	10
Table 4: Citizens reporting shortages (more than one or two times).....	11
Table 5: Education levels	12
Table 6: Disaggregation of councilors (treatment group).....	12
Table 7: Citizens see village authorities as better understanding their needs, but Value the capacity of the commune council to respond effectively	14
Table 8: Average number of CSO memberships per councilor (excluding political parties)	21
Table 9: Councilors selection of the three most important partnerships	24
Table 10: Councilors in LAAR target communes rate the success of the council in resolving internal conflicts higher than do non-LAAR councilors	25
Table 11: Aggregate scores for questions on knowledge, by group.....	26
Table 12: Councilors have exaggerated views of the effectiveness of official means of information dissemination.....	28
Table 13: Councilors support the right of citizens to monitor CC activities	29
Table 14: Citizens who saw a price list are most likely to say they paid the correct price	30
Table 15: Human rights are seen as the most important component of democracy.....	36
Table 16: There is modest but encouraging evidence of the impact of LAAR on perceptions of citizens and of councilors.....	40

List of Figures

Figure	Caption	Page
1	Illustration of tabulation of results	7
2a	Citizens see infrastructure development as the most important role of the Council	13
2b	Councilors see information and administration roles as more important	13
3	Councilors selections for most important role of the council	14
4	Selection of commune council as best understanding / most effective amongst different groups	15
5	Participation in meetings is frequent but mostly passive	16
6	Women, Youth and non-farmers are less likely to be happy with decisions taken	17
7	Councilors agreeing that even with no participatory meetings they could prepare a development plan	19
8	Membership of civil society organizations	20
9	Civil society participation by category	21
10a	Improved councilor perception of CSO (% agree with positive statements)	23
10b	Improved councilor perception of CSO (% agree with negative statements)	23
11	Citizens are not well informed about council affairs	26
12a	Good and very good ratings for council performance by service area	31
12b	Satisfaction with council services is similar across all social groups	31
13	Citizens of LAAR target communes rate the performance of their councils more highly than those of non-target communes	32
14a	Only a minority of citizens believe that the council should do more to address the needs of vulnerable groups	33
14b	Councilors want to do more to help the poor but see other groups as a lower priority	33
15	Citizens and councilors assert the rights of citizens to hold the commune council to account	33
16	Some results suggest increased deference to the district since the baseline	34
17	Examples of actions cited by councilors give and insight into the range of their	35

Figure	Caption	Page
	concerns	
18	Citizens perceive increased political freedom	37

List of Annexes

1. Annex 1: Citizen Questionnaire
2. Annex 2: Councilor Questionnaire
3. Annex 3: Sample Communes
4. Annex 4: Statistical Methods

Executive Summary

Background of the survey

The Second Citizen Satisfaction Survey follows a baseline survey carried out in 2008. The objectives of the survey were (1) to measure changes since the baseline in citizen perceptions of commune councils; (2) to measure changes since the baseline in commune councilor perceptions of their roles and function; (3) to measure how citizen and councilor perceptions of good governance and the role and function of commune councils differs between LAAR target and non-target communes and (4) to measure differences in these perceptions between social groups.

Survey Instruments

Two questionnaires were used in the survey; one to be administered to citizens and one to commune councilors. The questionnaires were developed from those used in the baseline survey but were extensively revised, principally to give a clearer focus on the key themes of participation, partnership, transparency and accountability.

Sampling

The survey was conducted in 85 target communes in the provinces of Battambang, Pursat, Kampong Cham, Kampong Thom, Prey Veng, Svay Rieng, Kandal and Takeo. The 85 target communes were the same communes surveyed in the baseline. Forty-five (45) control communes were selected by random draw from all non-target communes in these provinces. Three villages (on average) were sampled per commune and three male adult citizens and three female adult citizens were interviewed in each village. In each commune the council chief and two other councilors (one female) were interviewed.

Summary Findings – Changes since the baseline

Living Conditions

Most respondents considered that their standards of living have continued to improve since the time of the baseline survey. There is a significant increase in ownership of assets, most strikingly of telephones. However more citizens reported experiencing periodic shortages of some of the necessities of life, than was the case in the baseline survey.

Perception of Commune Councils

Citizens' perceptions of their commune council have improved by comparison with the baseline survey and participation in civil society has increased. Questions on the political climate including citizens' freedom to participate in political activity without fear and on the level of partisan conflict within the councils showed large improvements compared to the baseline. However it should be remembered that the baseline was conducted during an election year and this may have influenced the results.

Citizens in LAAR communes have measurably better perceptions of their commune councils *and* councilors in LAAR communes express measurably more positive views of good governance principles, than do their counterparts in non-target communes. Citizens in LAAR target communes attend more meetings, speak more often, are better informed about the councils and express higher levels of approval for council performance. Councilors in LAAR target communes have more strongly positive views on the accountability of councils to citizens. Both groups expressed more favorable

views on partnership between the councils and civil society. However, although statistically significant in aggregate, the differences are not large and on the majority of issues citizen and councilor perceptions as measured by this survey do not differ greatly between LAAR target communes and others. It may be unrealistic to expect dramatic differences given the long time-scales required for attitudinal change, the short period from the baseline and that good governance messages are not unique to LAAR.

Not surprisingly, citizens see infrastructure development as being the most important role of the council, as this is often its most visible role and is the basis for much of the interaction between councilors and citizens. Citizens give high importance to infrastructure development and believe that the council shares their priorities. Citizens also see the council as a source of assistance for personal difficulties, for resolving disputes and as a channel of communication to higher authority.

Councilors are more likely to see their role in terms of disseminating information, of problem solving and of administrative tasks, but improvements in public infrastructure feature prominently in their aspirations. Councilors perceive themselves as having a general mandate to address all types of regulatory, social and economic issues in the commune. There is some ambiguity as to whether councilors see themselves primarily as leaders and representatives of their communities, or as representatives of state authority to the communities.

Citizens expressed mainly favorable opinions of the performance of the commune councils, with very few strongly negative responses being offered.

Participation

More than half of adult citizens report having attended a meeting concerned with local governance in the past year. Citizens' experience and opinions of these meetings are positive although they are skeptical of the extent to which their participation influences decisions taken. However citizens join these meetings because they are invited or instructed to attend by the authorities and participation is mainly passive – few citizens report having spoken at meetings. It cannot yet be said that there is a firmly established culture of decision-making through dialogue between local government and citizens.

Outside the context of meetings, citizens are much more likely to approach their village leaders than to contact a commune councilor directly, although a significant minority of citizens will visit the commune office not only for administrative reasons but to propose development projects or seek assistance with resolving disputes. Better educated citizens are more likely than others to contact the council directly. The minority of citizens who speak in meetings are also much more likely to contact the council in person, particularly to discuss community issues.

Women and the poor are less likely to attend meetings, less likely to speak at meetings and less likely to believe that their views will be heard. Councilors and citizens see assistance to the poor as an important aspect of the council role. There is less agreement on the extent to which women or other under-represented views have special needs that require a response from the commune council.

Partnership

Cambodian citizen membership of civil society organizations is quite extensive – more than half of citizens are members of at least one organization while councilors typically have leadership roles in

one or two organizations and memberships in a further three, excluding political parties. However the frequency of activity is low. Citizens, including members of civil society organizations, as well as councilors report good cooperation between civil society and the councils. Councilors have mainly favorable views of civil society organizations and see them as partners with the council for development of the commune. Other horizontal partnerships of the council seem to be quite limited in scope: councilors see their most important partners as being provincial technical departments rather than, for example, neighboring communes.

Transparency

Citizens are not well informed about the affairs of their commune councils. However the primary reason for this is lack of interest – when citizens attempt to obtain information about the council they are generally able to do so. Councilors assert the rights of citizens to information more strongly than do the citizens themselves. However a significant minority of councilors also believes that they have the right to deny information to certain categories of citizen including political opponents. The specific efforts of LAAR to encourage the use of publicly displayed price lists for council services have met with only partial success. This may be linked to literacy – citizens with post-primary education were more likely to recall seeing prices displayed than were others.

Accountability

Councilors strongly assert that they are accountable to the citizens of the commune and that citizens have the right to take a range of actions to seek redress in the case of poor performance by the council. However it is not clear how effective this downward accountability relationship is in practice. Councilors see themselves as occupying a low level in a hierarchy of authority and defer to higher levels of administration – notably the District – for important decisions. There is evidence that this deference to higher authority may have increased since the baseline.

1 Introduction

This report presents the findings of the second Citizen Satisfaction Survey of target communes of the Local Administration and Reform (LAAR) project, carried out for Pact Inc. by Economic Institute of Cambodia (EIC) from December 2009 to June 2010. The survey was designed as a follow-up to a baseline survey conducted by Centre for Advanced Studies (CAS) in 2008.

The defined objectives of the second Citizens Satisfaction Survey were to:

1. Measure the changes, if any, in citizen perceptions of commune councils in communes covered LAAR since the baseline;
2. Measure the changes, if any, in perceptions of commune councilors of their role and function, since the baseline;
3. Measure the differences, if any, between perceptions of citizens and commune councilors, on key aspects of good governance and the role and function of commune councils, in LAAR target communes and in non-target communes (which share similar demographic traits);
4. Measure differences in perceptions, if any, amongst citizens and commune councilors on the role and function of commune councils and key aspects of good governance based on gender, age, ethnicity, disability, income, location and any other disaggregatable traits.

Although sufficient material was retained from the baseline survey to permit direct longitudinal comparisons in key areas, the questionnaires were substantially re-designed to focus more clearly on the key LAAR principles of participation, partnership, transparency and accountability. The survey was conducted in the same 85 LAAR target communes as in the baseline, though the control group of 45 non-target communes was a new sample. Sampling procedures are described in the methodology section of the report.

Two questionnaires were administered. The first was addressed to equal sized random samples of men and women citizens, with the total sample size being 2,341. The second questionnaire was addressed to commune councilors, with the intention being to question the commune chief and two other councilors in each commune, with at least one of the three being a woman. Due to the gender imbalance in council memberships, the final sample consisted of 286 men and 104 women councilors.

The survey produced a large volume of data including socio-economic and demographic information as well as many aspects of citizens and councilors views of local governance. These data are capable of analysis from many viewpoints. Rather than attempt an exhaustive analysis of these data, this report is organized around a set of key research questions intended to elucidate the citizens' views and expectations of their commune council and the response they receive from councilors. Full summaries of survey responses disaggregated by gender and by an *ad hoc* poverty indicator for citizens, and by gender and council position (chief / other) for councilors, and with cross-comparisons between citizens and councilors and longitudinal comparisons with the baseline are presented a separate dataset.

This report is primarily a factual description of the survey results and the findings of analysis. It does not include policy analysis or recommendations. However the final section of the report presents an interpretation of the findings in the context of the evolving social, economic and governance environment of rural Cambodia.

2 The LAAR Project

LAAR is a five-year USAID-funded project with the objective of institutionalizing participatory democratic practices within sub-national government and activating sustainable links between commune councils, civil society and national level government that positively impact Decentralization and De-concentration (D&D) reform. LAAR is implemented through civil society partners in 356 communes in eight provinces¹. LAAR commenced in 2006 and the planned completion date is September 2010 (Box 1).

Box 1: The LAAR Project: Extract from the Consultant's Terms of Reference

The Local Administration and Reform Program (LAAR) is the first component of the Strengthening Governance and Accountability Program (SGA) being implemented by Pact Inc. under Cooperative Agreement 442-A-00-05-00007-00 with the United States Agency for International Development (USAID). LAAR takes advantage of the opportunity presented by the Royal Government of Cambodia's decentralization and de-concentration process being implemented under the Government's Rectangular Strategy, to enhance democracy, good governance and social development at the local level.

LAAR is a five year program that works with 356 commune councils, 356 commune mobilizing committees, 13 provincially based partner NGOs, district authorities, provincial authorities, the Ministry of Interior and other development partners. The goal of the LAAR program is 'effective, robust and sustainable engagement between citizens and their elected commune representatives'. To achieve this LAAR works to develop the capacity of commune councils to deliver basic development functions and services, while increasing the capacity of local communities to demand development functions and services, and working with national government and civil society groups to ensure an enabling environment for this to occur.

Specifically, the objectives of LAAR are to:

- Build sustainable horizontal and vertical links between citizens, local government and national government (increase demand);
- Increase public participation in the Commune Investment Planning and Decentralization and De-concentration reform processes (improve policy); and,
- Increase and institutionalize participatory democratic processes and democratic practices within sub-national government (improve supply).

To achieve this LAAR has implemented activities:

- Assisting citizens to engage in effecting change;
- Assisting commune councils to broker services from sub-national government agencies;
- Working with the Royal Government of Cambodia to adopt relevant reforms to facilitate the decentralization and de-concentration process;
- Working with national civil society groups to better coordinate decentralization and de-concentration reform activities;
- Assisting commune councils to embed democratic process in commune council activities; and
- Promoting good governance values of participation, accountability, transparency, partnership and equity, and the responsible stewardship of natural resources.

¹ The LAAR target provinces are Battambang, Pursat, Kampong Cham, Prey Veng, Kampong Thom, Kandal, Takeo and Svay Rieng.

3 Methodology

3.1 Survey Instruments

Following the precedent of the baseline survey, two questionnaire survey instruments were prepared, one to be administered to councilors and the other to citizens. The questionnaires were in the Khmer language and required a total of around 220 responses and 2000 responses respectively.

The questionnaires were developed from those used in the baseline but substantial revisions were made with the agreement of Pact.

Section 1 of each questionnaire consisted of demographic and socio-economic questions intended primarily to obtain the information needed to disaggregate the responses by type of respondent. This “Demographic” section was the same in both Councilor and Citizen Questionnaires and largely consisted of material taken from the baseline survey.

Section 2, “Commune Council”, for citizens consisted of a single open question requiring the respondent to state his or her understanding of the role of the commune council. Councilors were asked a similar question together with information about their position, length of service and party affiliation, and with a closed question requiring the councilor to choose between a set of alternative statements of the general role of a commune councilor.

Section 3 of the questionnaires focused on participation: citizens were asked in what ways they participate in local decision-making, in what ways they interact with their commune councilors and their views on these experiences. Councilors were asked about their interaction with citizens together with questions on the importance they attach to participatory approaches.

Section 4 was titled “Partnership.” Partnership was taken to mean the type, scope and quality of cooperation between the commune council and civil society organizations and also partnership of the council with other levels of government, the private sector and so on. Both citizens and councilors were asked about their membership and active participation in civil society, and their views of the motivations and effectiveness of civil society organizations. Councilors were asked additional questions about their views on the nature of the relationship between council and civil society, and also about other types of partnership in which the council is engaged.

The next section was titled “Transparency.” For the purposes of the survey this was taken to refer to citizens’ knowledge, access to knowledge and perceived rights to knowledge about the activities of the commune council. Fiduciary transparency was not explored in depth because it was felt that a questionnaire survey would be unlikely to obtain useful information on this topic. Councilors and citizens were asked an identical set of questions on their understandings of citizens’ rights to information.

In Section 6, “Accountability”, respondents were asked for their views on the performance of the council in delivering services to the citizens. Citizens were asked for their views on the alignment of the council’s interests with their own. Councilors were asked for their views on the council’s accountability relationships with citizens and with higher authorities. Both types of respondent were asked for their views on the priority that should be given to groups with special needs (women, youth, ethnic minorities and the disabled), for their views on the most important characteristics of democracy and on appropriate actions for citizens to hold their council to account.

The questionnaires concluded with general questions covering respondent perceptions of living conditions now compared to two years ago, and of the incidence of various types of crime.

The principal reason for the extensive revisions undertaken to the baseline questionnaire was to focus more effectively on the key themes of participation, partnership, transparency and accountability and also to explore the nature of formal and informal interactions between council and citizens that contribute to the culture of democratic good practice. In order to avoid increasing the total length of the questionnaire some “interesting but not directly relevant” baseline questions were discarded.

The revisions to the questionnaires were carried out through close cooperation between EIC and Pact. The questionnaire was drafted in English then translated. The translation was carefully compared against the original by both English-speaking Khmers and a native English speaker with Khmer language skills. A further review of the questionnaires was carried out after the initial field tests. Finally, a further independent back-translation of the questionnaire commissioned by Pact revealed some minor discrepancies that have been taken into account in reporting.

The questionnaires are presented as Annexes 1 and 2.

3.2 Sampling

The overall pattern of sampling was similar to the baseline survey: that is, 85 LAAR target communes were sampled together with 45 non-target communes with similar demographic characteristics. In each commune three commune councilors were interviewed. Three villages were sampled per commune. In each village one respondent from each of six randomly selected households was interviewed. Three of the respondents in each village were male and three were female. Within households, individual respondents were selected randomly by the Kish Grid method.

Although the consultant’s terms of reference implied drawing of a new random sample of communes, after discussion with Pact it was decided that the objectives of the survey would be better served by repeat surveying of the baseline “panel” of 85 communes. It was noted that this is not strictly a random sample drawn from a single sampling frame of 356 target communes, but a set of eight provincial samples with an equal proportion of communes (i.e. 85/356) in each province.

It was observed, based on the report of the baseline and on data extracted from Ministry of Planning’s Commune Database (CDB), that there were significant differences in demographic characteristics of the baseline control group and of the target communes. Therefore a new control sample of 45 communes was drawn from non-LAAR target communes in LAAR target provinces (seven provinces as LAAR has full coverage of Pursat Province). The control sample was matched to the “treatment” sample by comparing five variables: population, population density, percentage of farm households, the size of the “poverty allocation” of the commune/sangkat fund and the estimated poverty headcount based on a method developed by the NCDD Monitoring & Evaluation Unit: all these data are derived directly or indirectly from CDB. The procedure adopted was to draw samples at random until a sample with a good match was obtained: in the event two samples were discarded and the third sample drawn was accepted. This procedure is described in Box 2.

Box 2: Sampling Procedures

1. The sample target communes are the same 85 target communes as in the baseline.
2. The control sample has been selected by random drawing of 45 communes from all non-target communes in the LAAR provinces, with equal probability of selection for all communes. However the procedure was not quite random as the first two “draws” were rejected on grounds of markedly different characteristics from the target sample (lower poverty levels and lower population per commune). The characteristics of the sample and control groups are summarised in the following table.

	Count	Mean	Max	Min	STDEV
LAAR Target Communes					
Population	356	9,514	33,525	973	4,709
Population Density	348	341.45	11,805.30	0.73	751.66
% Farm House Holds	356	89%	100%	0%	17%
CSF Poverty Allocation	356	R20,174,887	R22,544,090	R19,116,463	R573,799
Estimated Poverty Headcount	356	28%	49%	5%	8%
Target Commune Sample					
Population	85	10,738	26,202	2,245	4,468
Population Density	83	441.23	11,805.30	5.28	1,355.36
% Farm House Holds	85	89%	100%	0%	17%
CSF Poverty Allocation	85	R20,147,353	R21,476,974	R19,323,160	R508,043
Estimated Poverty Headcount	85	28%	43%	5%	7%
Control Sample					
Population	45	9,467	22,730	1,802	4,009
Population Density	42	438.34	7,233.62	7.34	1,089.51
% Farm House Holds	45	86%	100%	17%	19%
CSF Poverty Allocation	45	R19,406,498	R21,436,118	R4,992,690	2,823,646
Estimated Poverty Headcount	45	27%	40%	7%	7%

Rather than sample three villages in each commune, it was decided to sample villages in approximate proportion to the total number of villages in each commune, resulting in a roughly equal probability of any village being selected (within the already selected communes). For efficiency the number of individual respondents was maintained at six per village, so a citizen in a large village would have a lower probability of selection than a citizen in a small village. However it is unlikely that this would introduce a significant bias into the results.

It should be noted that the sampling methodology would exclude any citizen not living in a formal dwelling. This is unlikely to be a major source of error in rural Cambodia.

The final selection of communes and villages is detailed in Annex 3 and is summarized in Table 1.

Table 1: Summary of sample communes and villages

GIS	Province	Target		Control	
		Communes	Villages	Communes	Villages
2	Battambang	17	46	4	11
3	Kampong Cham	11	39	13	38
6	Kampong Thom	9	26	4	10
8	Kandal	6	13	3	7
14	Prey Veng	9	25	12	42
15	Pursat	12	39	0	0
20	Svay Rieng	10	26	4	10
21	Takeo	11	41	5	17
		85	255	45	135

3.3 Organization of Fieldwork and Respondent Selection

Twenty-eight (28) selected enumerators were given field training on the final draft questionnaires. Then two rounds of pilot testing were conducted to assess the enumerators' understanding and to check the consistency of the questions. Three wrap-up sessions were conducted after field-test. Based on the outcomes, some revisions were made to the questionnaires and a practical guideline for interviews was developed.

The enumerators were divided into four fieldwork teams. Each team comprised one supervisor, one local guide, and seven interviewers (one interviewer for the councilor questionnaire and six interviewers for the citizen questionnaire). Each fieldwork team was responsible for two provinces.

Interviewers worked under close supervision of the field supervisor, who intervened in case troubleshooting was needed during the interview and assured the quality and consistency of each questionnaire once the interview was completed. On average, each interviewer could conduct three to four questionnaires per day and thus fieldwork teams could survey four villages per day.

An attempt was made to pre-select the three councilor respondents per commune to ensure a random sample. A sampling frame of all councilors in each commune was constructed, largely based on telephone contacts with the commune chief or clerk. The selection rule was then: commune chief (male or female) plus one female councilor (if any) plus one additional male councilor or two if there were no females on the council. However, the final sample did not precisely follow these rules as in some cases the pre-selected councilors were not available and other councilors were substituted. Nonetheless, the substitution was also done randomly.

Selection of citizen respondents followed the same practice as in the baseline survey. The first household was randomly selected within the first five households of the village beginning at the main village road. The second to sixth households were selected by adding an interval of 10 households for small villages or 20 households for large villages to the previous selected household.

To ensure a representative sample according to gender (50% male, 50% female), three female and three male respondents were selected per village. The three female respondents were selected in the first, third and fifth selected households and the three male respondents were selected from

second, fourth and sixth households. The Kish Grid method was employed to select an interviewee from amongst the adult household members of the required gender who were present. However, as most households contain only two to three adult members and not all these would be present, selection at this level was largely on the basis of availability.

In the case that no adult of the required gender was available in a selected household, a replacement household was chosen by the same interval sampling method (i.e. 7th, 8th household and so on).

Completed questionnaires were entered in the computer using a template designed using CSPro software. Data were then exported to MS Excel and SPSS for analysis. Data were computed into two datasets which were compared with each other to check for entry errors.

3.4 Analysis

Most analytical work on the survey data was done using MS Excel spreadsheets for flexibility and ease of updating. SPSS was used where more complex statistical analysis was required.

The basic procedure of analysis was to tabulate responses either as average values or (for the majority of coded responses) the percentage of respondents offering each response. Three disaggregations were employed for all questions: by gender (both questionnaires); by poor / non-poor (citizens only) and commune chiefs / other councilors (councilor questionnaire only). Results for the LAAR target communes (“treatment group”) were calculated separately from the control group.

Two simple tests of significance, for absolute values and for proportions respectively (described in Annex 4 with source reference) were employed to determine whether differences between categories were significant at the 95% confidence level. In Figure 1, “TRUE” under “Gender” implies that the difference between percentage of male respondents describing themselves as heads of household (72%) and percentage of female respondents describing themselves as heads of households (17%) is statistically significant. However the differences between percentages of respondents who were household heads in poor and non-poor groups and in treatment and control groups are not statistically significant.

It should be noted that as this is a test of significance at the 95% level, random variations will result in “false positives” in one case in 20. As there are around 600 such comparisons in the citizens’ survey results alone, a considerable number of false positives is to be expected.

FIGURE 1: ILLUSTRATION OF TABULATION OF RESULTS

	Treatment Group					Control Group					Significance		
	Men	Women	Poor	NonPoor	All	Men	Women	Poor	NonPoor	All	Gender	Poverty	Treatment
# Respondents	768	763	448	1083	1531	404	406	249	561	810			
DEM4	Position in household												
Head of household	72%	17%	48%	43%	44%	71%	19%	41%	47%	45%	TRUE	FALSE	FALSE
Spouse	8%	60%	37%	33%	34%	9%	62%	42%	33%	35%	TRUE	FALSE	FALSE

Tests of significance for gender differences and poor / non-poor differences, and for chief / councilor differences in the councilor questionnaire, refer to the treatment group only.

All survey results are tabulated in this format in a separate dataset.

The dataset also presents longitudinal comparisons for treatment group respondents, for questions which are the same as, or closely comparable to, questions in the baseline questionnaire.

The final table in dataset cross-compares responses from citizens and from councilors in the LAAR target communes, for those questions asked to both groups.

Additional disaggregations (youth / older people, CBO members / non-members, farm households / non-farm households etc) were applied at the level of individual questions where this was relevant to the analysis, and are reported in the text.

The results are not disaggregated by province: the sample was not designed to permit this.

The division of the sample into “poor” and “non-poor” groups was done using a formula based on self-assessment, reported food shortages and ownership of assets. Other indicators, such as housing type and reported borrowing patterns were rejected either as making little difference to results, or because directly comparable data were not available from the baseline survey. The final version of the formula identified a respondent as poor if:

- The respondent reported his/her household living conditions as “worse” or “much worse” than the average for the commune (DEM 15); *OR* The respondent reported lacking sufficient food “many times” or “always” (DEM 16);
- *AND*
- The respondent lives in a household that does not own a car (DEM 12);
- *AND*
- The respondent’s household owns no more than two of the following: motorcycle (DEM 12), television (DEM 13), telephone (DEM 14).

This resulted in around 30% of the respondents being classified as poor: this is roughly in line with current estimates of poverty headcounts in rural Cambodia (World Bank, 2009). It seems reasonable to assume that this formula will identify the poorest 30% of respondents with acceptable reliability. It is not suggested that the formula results in a definitive poverty headcount, comparable with World Bank or other sources.

3.5 Reporting

In the text of the report, all figures cited refer to the LAAR target communes (“the treatment group”) unless explicitly stated to refer to the control group. Where the text draws attention to different responses received from different categories of respondent, the implication is that the difference is statistically significant.

In interpreting the responses received from citizens it should be taken into account that respondents might feel wary of expressing controversial or critical opinions despite the assurance of confidentiality offered by the enumerator. Rural Cambodians would very probably perceive a survey of this type as an “official” process and would not necessarily have a clear understanding of the relationship between the survey team and the local authorities. Cambodian rural people tend to avoid confrontation in general and with authority in particular and for these reasons might moderate some responses or express opinions more favorable to the local authorities than those they actually hold.

4 Characteristics of the Sample

4.1 Citizens

The citizen respondents to the survey in the 85 “treatment sample” communes were 768 men with an average age of 41.2 years and 763 women with an average age of 37.8 years. The average age of adult Cambodians (aged 20 and over) measured by the 2008 Census is roughly 37.4 years for men and 39.0 years for women. The higher average age of the male sample and the high proportion of men describing themselves as heads of household (72% as compared with 17% of women respondents) probably indicates a bias towards selection of the head of household in households where a male respondent was sought. However there are no strong indications against regarding the sample as generally representative of the adult population in the target communes. Therefore the sample will be assumed to be representative henceforth in this report.

Twenty-nine percent (29%) of the respondents were classified as “poor” using the *ad hoc* methodology described above – this is roughly in line with current poverty headcount estimates for Cambodia (World Bank 2009). More women (32%) than men (27%) were classified as poor; this reflects differences in reported ownership of motor vehicles (other indicators used in the formula did not differ significantly between men and women).

The citizens of the LAAR target communes are overwhelmingly Khmer speakers: very few respondents reported using any other language at home. Most (78%) are married, with only 14% of the respondents being single (never married). Less than half (41%) have completed primary school. Women’s education levels lag behind men: 22% of women report no formal education compared with 12% of men. Most citizens regard themselves as farmers: 69% (men 73%, women 64%) report own farm work as their personal occupation. Women (66%) are less likely than men (78%) to regard their own farm as the principal source of household income. Aggregating “own farm” with “farm labor” and natural resource based livelihoods, 75% of all respondents regard farm livelihoods as most important. Nevertheless, even in these mainly rural communes, that leaves 25% of the population who regard non-farm incomes as most important.

Farm households are more likely to be poor than non-farm households. However there is a major gender difference: men reporting their main household livelihood as non-farm are much less likely to be poor than farm men, but for women the difference is not significant (see Table 2).

Table 2: Proportion of citizen respondents classified as poor

<i>Category</i>	<i>Men</i>	<i>Women</i>	<i>All</i>
Farm households	29%	33%	31%
Non-Farm households	15%	30%	24%
All households	27%	32%	29%

Fifty-seven percent (57%) of citizens live in the communes where they were born, with men more likely to have migrated than women. The average household size is 5.3 with no significant difference between poor and non-poor households. The 2008 Census found average household size for the entire country to be 4.7.

Households estimate their average weekly spending on food (excluding rice) at 56,440 Riel, with women estimating slightly higher amounts than men. Poor families estimate their spending at 47,627 Riel per week. The estimated food expenditure was not used in the poverty classification formula and so this large difference provides independent evidence of the reliability of the classification.

Almost two thirds of households (64%) own motor vehicles, mainly motorcycles but 9% report owning cars or other four-wheeled vehicles. Seventy-four percent (74%) of households own televisions and 57% own telephones.

Table 3: Housing and assets

	<i>Poor</i>	<i>Non-Poor</i>	<i>All</i>
Thatch roof	27%	7%	13%
Tile roof	15%	39%	32%
Motor vehicle*	25%	68%	64%
Television*	47%	85%	74%
Telephone*	25%	70%	57%

**NB that these indicators were used in identification of "poor" respondents.*

Two-thirds of respondents stated that they had not borrowed money in the past six months, with most of those reporting borrowing saying this was for business investment (20%) or to buy property (5%). There were only minor differences between the reported borrowing of poor and non-poor respondents. However the question may not fully reflect the complex credit arrangements that are common in the Cambodian rural economy (for example, advances against future harvests or labor) which may not be regarded as "borrowing money".

The poor are more likely than the non-poor to report shortages of food, clean water, medical costs and cash income. However almost half (47%) of non-poor respondents report occasional shortage of food. Seventy-one percent (71%) of respondents reported that they are never short of fuel – this figure did not differ between poor and non-poor.

The most common roofing material is galvanized iron (41%), with roughly equal proportions of poor and non-poor having this type. Poor families are much more likely to have thatched roofs and non-poor families are more likely to have tiled roofs (see table 3).

Most citizens consider their standard of living to be similar to those of their neighbors: 66% of respondents estimated their living conditions to be "the same" as the average for the commune. Very few respondents estimated themselves to be less poor than the average. Twenty-six percent (26%) of all citizens and 71% of poor citizens stated themselves to be poorer than average and 5% (17% of the poor) "much poorer".

For most demographic and socio-economic indicators the control group is broadly similar to the "treatment" group. There is a small but significant difference in the proportion of respondents reporting "own farm" as the principal livelihood source: 69% for the target communes but only 66% for the control, with "farm labor for others" accounting for most of the difference.

4.2 Changes from the Baseline

The outstanding change from the baseline survey is in the ownership of assets by residents of the survey communes. Ownership of motor vehicles increased from 54% to 64% and ownership of televisions from 68% to 74%. Most strikingly, ownership of telephones increased from 36% of households in 2008 to 57% in 2010. Men and women respondents reported similar increases. As a consequence of these increases in assets, the number of households classified as poor – using the *ad hoc* formula calibrated against the 2010 data – was 43% of the baseline sample compared to 29% of the follow-up sample. This finding should not be read as implying an equivalent fall in underlying (or consumption-based) poverty headcount. More detailed research and analysis would be needed before strong conclusions could be drawn. Conversely, respondents reported increased frequency of shortages of the necessities of life in almost all categories (Table 4). The large decrease in reported shortages of clean water is considered most likely to reflect a difference in the survey methodology (it is notoriously difficult to arrive at, and to convey, a satisfactory definition of “access to clean water” in the Cambodian countryside).

Table 4: Citizens reporting shortages (more than one or two times)

<i>Category</i>	<i>Baseline</i>	<i>Follow-up</i>
Food	23%	32%
Clean Water	87%	29%
Medical Costs	26%	38%
Fuel	7%	16%
Cash Income	44%	53%
School Expenses	14%	31%

Fifty-eight percent (58%) of respondents considered that the living conditions of the community were “better” or “much better” than two years ago, and 37% considered that their own family’s situation had improved in that time. However the rate of perceived improvement appears to have slowed: in the baseline survey 72% of respondents reported that their living conditions had increased in the previous two years.

Poor respondents had a similar view of the improvement in overall living conditions to the non-poor. However poor respondents were less likely to consider that their family living conditions had improved with 23% considering themselves better off than two years previously and 39% saying they had become worse off.

4.3 Councilors

Councilors are not average citizens. The demographic and socio-economic information provided by the councilors demonstrates that the average councilor is older, better educated and wealthier than his (usually) or her fellow citizens. The average age of commune chiefs interviewed was 58.9 and for other councilors, 55.5 years. Women councilors were usually somewhat younger than men (52.2 against 58.1). Almost all male councilors (98%) and more than half of women (57%) considered themselves to be the heads of their households.

The proportion of male councilors living in the commune of their birth was the same as for the general population (52%). However women councilors were much more likely to be migrants (42% native to the commune as compared with 61% of women citizens).

Only 1% of councilors were classified as poor. Most councilors live in houses with tiled roofs (70%), own cars (14%) or motorcycles (78%), televisions (91%) and telephones (96%) and spend 14% more than the average citizen on (non-rice) food. Councilors are less likely than their fellow citizens to experience shortages of food and other necessities. Nevertheless councilors do not perceive themselves as significantly above the average standard of living: 9% described themselves as “less poor” than average (3% of citizens) and 1% “much less poor” (0% of citizens).

Councilors are also farmers and consider farming to be their primary occupation and means of family livelihood. Eighty-three percent (83%) selected “own farm” as their occupation against only 8% selecting “work for government,” while only 3% considered government work to be their households’ principal means of livelihood.

Seventy-five percent (75%) of councilors stated that they had completed primary education, as compared with only 41% of citizens. However there is a statistical oddity in that in the baseline survey of 2008 only 49% of councilors stated that they had higher than primary education. There was no council election between 2008 and 2010 so the population of councilors is almost the same. This difference may reflect changed perception of the importance of education.

Table 5: Education levels

	<i>Citizens</i>	<i>Councilors</i>
No formal education	17%	1%
Incomplete Primary	42%	24%
Completed Primary	11%	17%
Some secondary	30%	58%

Councilors were more likely to report improved living conditions both for their communities and for individual citizens during the past two years. Eighty-four percent (84%) of councilors reported that the living conditions of the community were better or much better than two years previously, and 64% considered that the condition of their own family had improved, as compared with 58% and 37% of citizens respectively.

Most councilors are male and represent the Cambodia People’s Party. Almost two-thirds (63%) were elected in the first commune elections in 2002 and many of these had previously served as commune officials (Table 6).

Table 6: Disaggregation of councilors (treatment group)

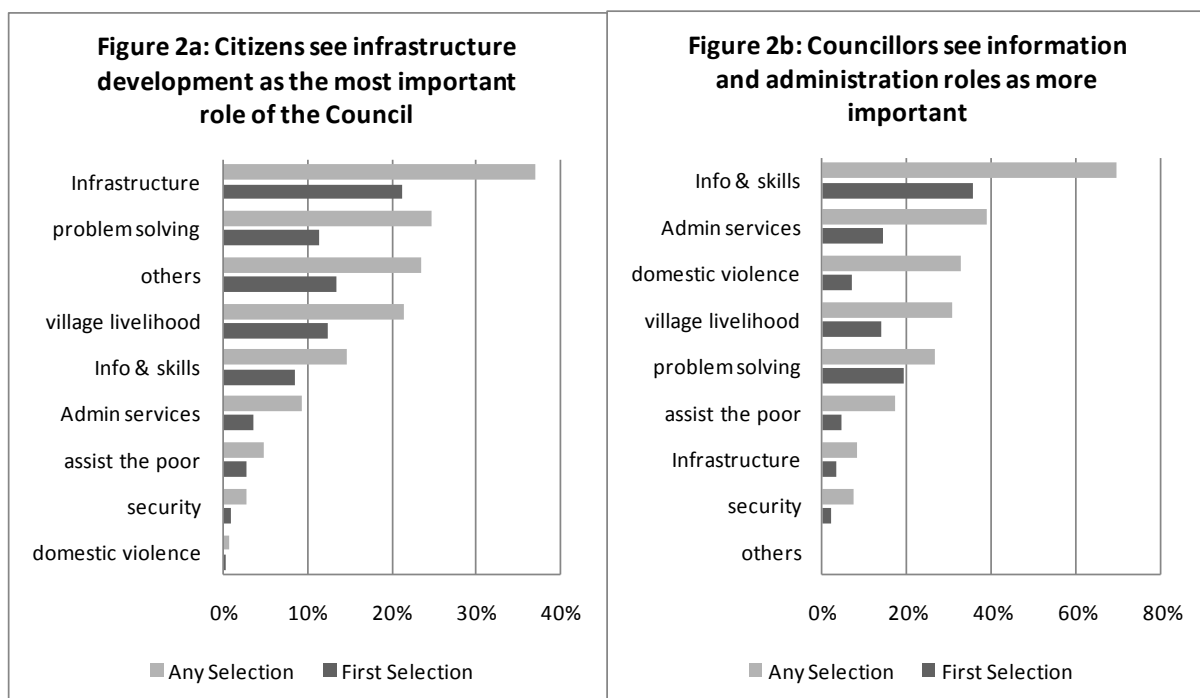
	<i>Number</i>	<i>Percentage</i>
Women	75	29%
Commune Chiefs	67	26%
Elected After 2002	95	37%
Opposition Party	50	20%
Total Number	255	100%

5 Perceptions of the Role of the Commune Council

Citizens see the most important role of the council as being to promote development and in particular to develop the physical infrastructure of the commune, followed by solving problems for individual citizens. Councilors place more emphasis on dissemination of information and skills transfer, followed by administrative tasks (Figure 2).

Asked to name up to five roles of the commune council, men citizens were somewhat more likely to cite infrastructure development as an important role than women were, and poor citizens mentioned infrastructure more often than non-poor ones.

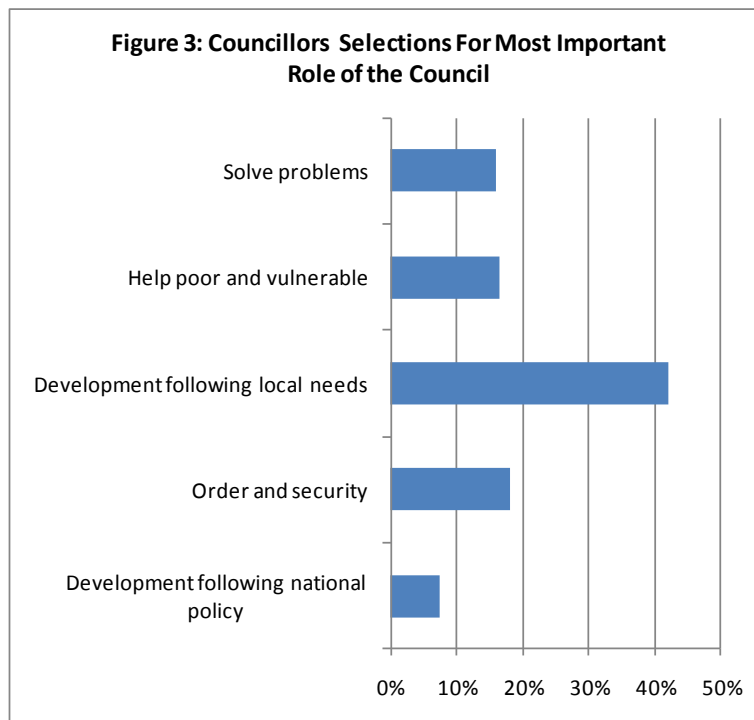
Interestingly, dealing with domestic violence was cited as a role of the commune council by one-third of councilors, though by very few citizens. There was no difference between the proportion of men and of women councilors mentioning this role, or between target and non-target communes, though commune chiefs were much more likely to mention this (45%) than other councilors (28%).



However, when citizens and councilors were asked to offer suggestions for things that the “Council is not doing, but should be doing” the overwhelming majority of responses from both groups related to infrastructure development. Seventy percent (70%) of citizens and 71% of councilors mentioned an infrastructure development priority first amongst up to three suggestions. The proportion mentioning any infrastructure activity was 76% of citizens (81% of men and 72% of women) and 86% of men and of women councilors. No other category of response, including “problem solving” (9%) and “assisting the poor” (7%) attracted as many as 10% of citizens. Councilors mentioned information dissemination activities second most often (21%) followed by “assisting the poor” (13%) and “problem solving” (12%).

In addition to the open questions, councilors were asked to select between a range of alternative descriptions of role of the commune council, focusing on development rather than administrative tasks. In this question the most favored choice among all councilors was *development according to local needs*. Problem solving, helping the poor and vulnerable and *order and security* all attracted

between 10% and 20% of responses. Only 7% of councillors considered that *development following policy from the higher level* to be the best description of their mission.

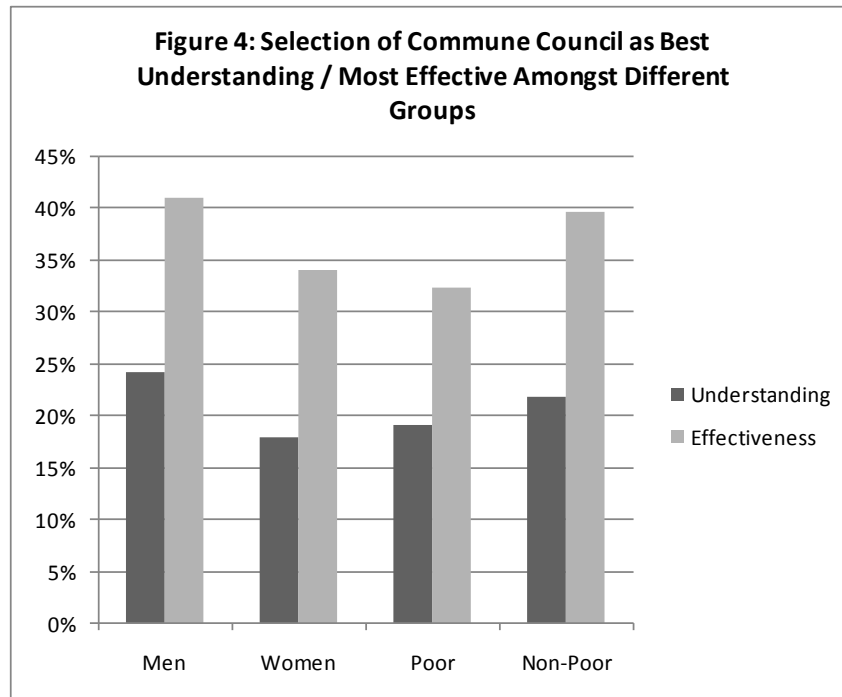


Citizens place more trust in village elders and village chiefs than they do in commune councils, although there is stronger belief in the capacity of the councils for effective action. Table 7 shows the responses of citizens to two questions asking them to select the institutions best able to understand the needs of the people and secondly best able to respond to those needs.

Table 7: Citizens see village authorities as better understanding their needs, but Value the capacity of the commune council to respond effectively

	<i>Understand</i>	<i>Respond</i>
Commune Council	21%	37%
Village elders/ village chief	60%	37%
Community organization	6%	8%
Political party	4%	4%
NGO	6%	10%

On this measure, there are some differences of views of the councils between social groups. Men were significantly more likely than women to select the commune council as having the best understanding and as being the most effective helper of the citizens. Poor citizens appear to have somewhat less belief in the understanding and effectiveness of the councils than do non-poor citizens (Figure 4).



6 Participation

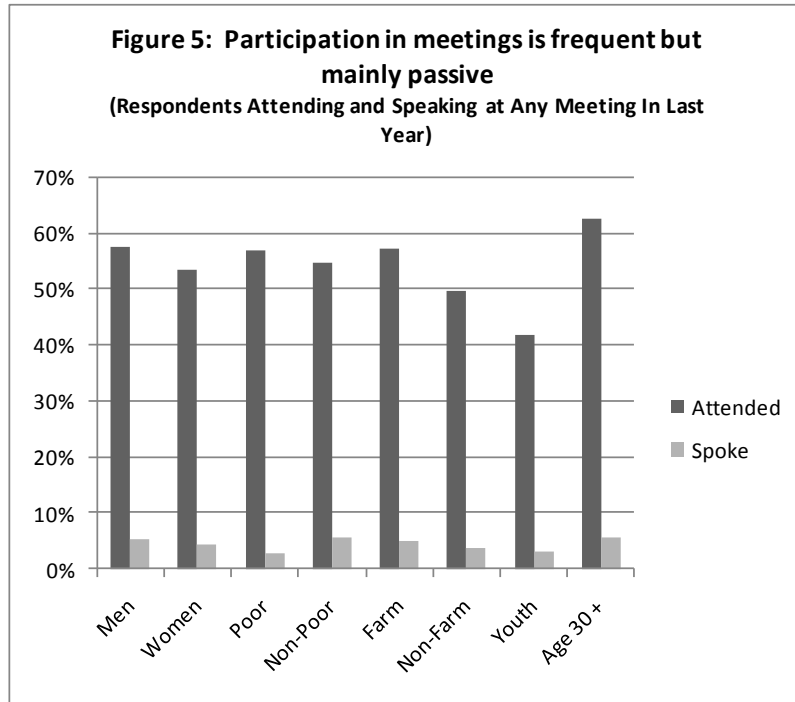
6.1 In what ways do citizens participate in local governance?

Ordinary citizens do not normally attend commune council meetings. Most citizens (87%) and 92% of poor citizens have not attended a council meeting in the past year and only about 5% of citizens have attended more than one meeting of any kind at the commune office. However 41% of citizens in the target communes recall attending village level planning meetings and a similar proportion have attended “other types of meeting” in the village. Forty-five percent (45%) of respondents had not attended a meeting of any kind.

Citizens attend meetings to listen. Only 5% of respondents stated that they had spoken in any meeting in the past year. Non-poor citizens are more likely to speak than poor citizens (6% and 3% respectively).

Citizens of the target communes are more likely to attend planning meetings and more likely to speak in the meetings than citizens of the non-target communes: the differences are small but statistically significant.

Members of households gaining their livelihood from agriculture or natural resources activities (“farm households”) are somewhat more active participants than non-farmers. Young people are significantly less likely to participate in and speak in meetings than their elders (Figure 5). This latter difference is related to age not status in the household: only 49% of young household heads had attended a meeting as compared with 80% of household heads aged over 30.



Outside of formal meetings, most interaction with formal or informal authority is through the village chiefs and village elders. One-third (35%) of citizens stated that they had contacted the village chief to express their views at least once in the past year, and 44% stated that they had contacted an elder. Citizens are much less likely to seek out a commune councilor (17%). The proportion of citizens making active contact with other categories (officials, political parties, NGOs, religious authorities, community mobilizing committees and “influential persons”) was below 10% in all cases. Reasons for these contacts were about equally split between “personal” and “community” issues, with citizens in the target communes more likely to contact authorities to discuss community issues.

There is a similar pattern in contacts from authority: over 40% of citizens stated that they had been contacted by village chiefs and by elders in the past year, but much smaller numbers had had any contact from commune councilors or from other types of authority figure.

6.2 Do people value their experience of participation? Why?

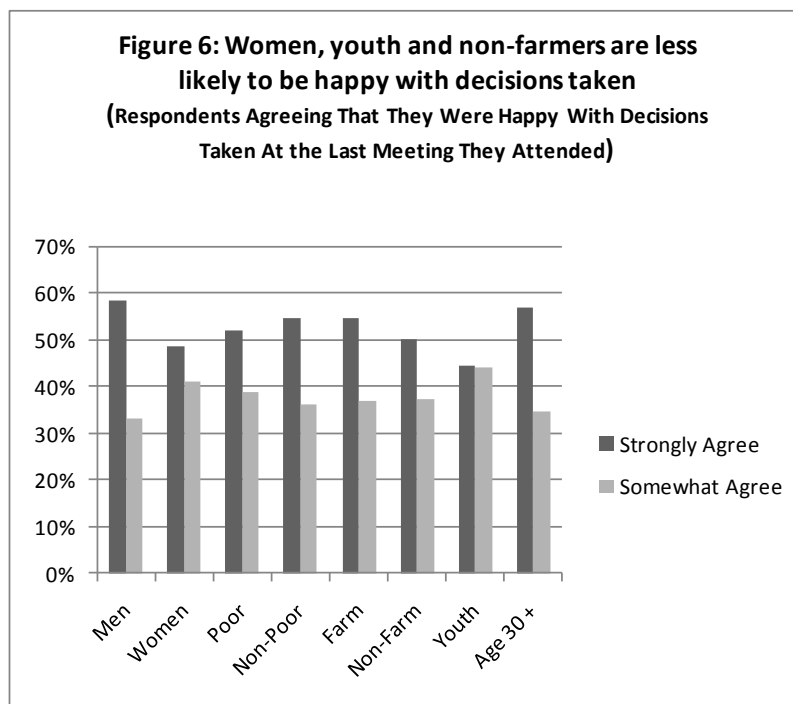
Citizens attend meetings when they are instructed or invited to do so by the authorities. However their recollections of these meetings are mainly favorable.

When asked why they attended meetings, most participants (77% of those who had attended meetings) stated that this was because they were told to attend by authority and a further 18% stated that they went because they were personally invited. Seventy-two percent (72%) “strongly agreed” that the meeting was useful for learning about the activities of the commune council and 71% strongly agreed that the meeting was useful for telling the commune council about their needs. Asked whether they found the meeting enjoyable, 81% agreed strongly.

Citizens also asserted, though less strongly (64% *strongly agree*) that the meeting was held at a convenient time and that it was easy for a person like themselves to speak in the meeting (56% *strongly agree*). Women did not differ from men on their views of the ease of speaking in meetings

but significantly less poor citizens (50%) *strongly agreed* that it was easy to speak. There is a slightly better perception in the target communes than in the non-target communes on this issue.

Given what appears to be a strong “affirmation bias”; i.e. a default tendency to agree with positive statements, it is significant that only 51% of citizens *strongly agreed* that when a person like themselves speaks in a meeting, *the leaders listen carefully*. More citizens were prepared to *somewhat disagree* or *strongly disagree* (28%) that the issues discussed in the meeting were important to themselves and their families. However 55% *strongly agreed* and a further 38% *somewhat agreed* that they were happy with decisions taken in the meeting. Women, non-farmers and young citizens were less likely to assert strongly that they were happy with decisions (Figure 6).



6.3 What sort of additional / improved participation opportunities would citizens appreciate?

When offered alternative suggestions for making it easier for citizens to improve the quality of meetings, perhaps surprisingly the most popular option was to hold more meetings (42% of respondents). The second most popular choice (37%) was to make it easier for women, the poor and other vulnerable groups to speak. The third option attracting a significant number of respondents was that meetings should be organized at a different time of day (17%). There were no significant differences between groups, or between “treatment” and “control” samples on these issues.

Asked to select between options for other ways in which the commune could make it easier for citizens to communicate with them, the most popular option (45%) was to hold small meetings below village level (a strategy already adopted under LAAR). Thirty-four percent (34%) preferred that commune councilors should come to speak individually with citizens, and 18% preferred that the councilors should make it easier for citizens to go to meet them.

6.4 Do councilors understand their obligations to facilitate participation?

Most councilors assert strongly the depth of their own understanding of the social and economic conditions in their communes and of the needs of their citizens. Only negligible numbers of councilors expressed any doubt of the depth of their local knowledge. There was no significant difference between men and women councilors or between treatment and control groups in this regard.

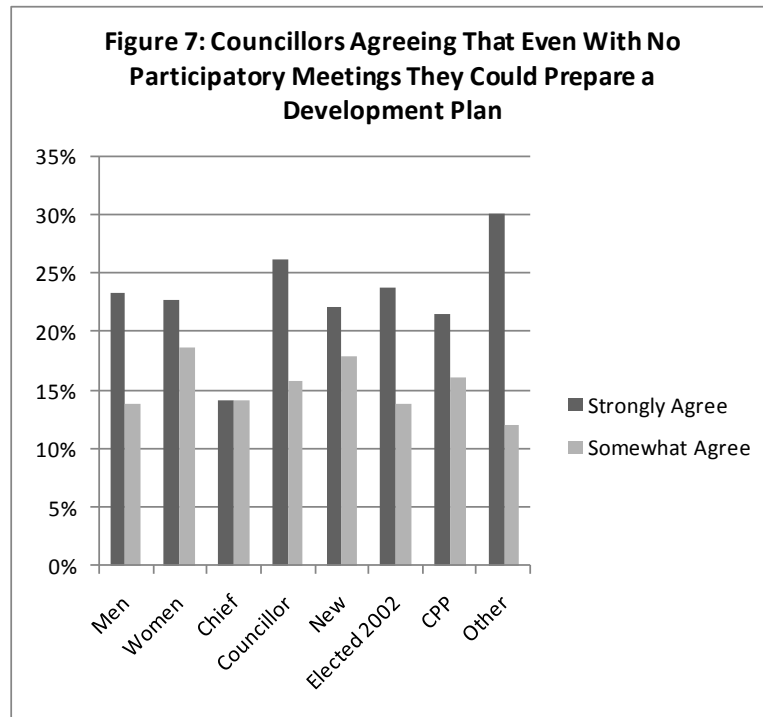
Almost all councilors supported the statement that *any citizen can easily tell the council if he or she has a problem*. However women councilors were significantly less likely to strongly agree with this statement (87%) than men councilors (96%). Over 90% of both men and women strongly asserted that *any citizen can easily tell the council if he or she has any ideas for improving development*.

Despite few citizens saying that they interact frequently with commune councilors, just over half of councilors selected *in the citizen's own home* as the most frequent setting in which they speak to citizens. The other frequently cited location (42%) was "village meeting". Neither the commune office nor the councilors' own homes were mentioned as the most frequent setting by a significant number of councilors. Nine percent (9%) of control group respondents selected "pagoda" although only 1% of "treatment group" councilors did: the reason for this difference is not clear.

6.5 Do councilors positively value participation? What benefits do they see for themselves?

Councilors consider meetings to be overwhelmingly the most important means by which they gain understanding of the situation in their commune. Over 60% of councilors included village meetings among three selections of means of finding out. "Going to talk to the citizens" was selected by 33% of councilors in LAAR target communes but only 18% of the councilors in the control group. Surprisingly few councilors felt that they understood the situation best *just by living there* or by talking to acquaintances.

Like their citizens, councilors tend to overwhelmingly support positive-sounding statements about participation, to the extent that it is difficult to distinguish shades of opinion amongst their responses. Ninety-eight percent (98%) of councilors strongly agree that village meetings are an important opportunity for the council to inform citizens about their work, and 96% strongly agree (the remainder somewhat agree) that meetings are an important opportunity for councilors to learn from the citizens. Their reactions to the statement that *even if there were no meetings the commune council could still develop a plan* were more nuanced. Twenty-three percent (23%) strongly agreed and 15% somewhat agreed, but the majority (53%) strongly disagreed with the statement. On this test commune chiefs appear more appreciative of the value of participatory meetings than do councilors, and the Cambodia People's Party councilors appear more appreciative than those from the opposition (Figure 7).



Councillors also react enthusiastically to the suggestion that *if people see the councillors working hard they are more likely to vote for them* as an additional advantage of public meetings. Eighty-seven percent (87%) strongly agreed with this statement while only negligible numbers disagreed.

6.6 Do councillors see a need to positively encourage marginalized groups to participate? Why?

The councillors were asked to evaluate the statement that *the most important needs of all citizens are the same*. It was hoped that this would elucidate differences of opinion on the need for support to poor or vulnerable groups. However respondents were again near-unanimous (93% strongly agree and 6% somewhat agree) in support of this statement. The implication of the statement may not have been fully understood: when councillors were asked about the special needs of vulnerable groups, a substantial minority (about one-third) considered that women, youth and disabled people had no special needs requiring action by the council, although there was greater awareness of the special needs of the poor (with only 15% choosing the poor as having *no special needs*).

6.7 What initiatives have they taken to address the needs of under-represented groups?

When councillors were asked to cite actions by the commune council to address the needs of under-represented groups, the most frequent responses related to information dissemination activities (37% of first responses and mentioned by 55% of councillors overall). Thirty-three percent (33%) of councillors mentioned cooperation with NGOs and 24% mentioned actions designed to help meet the basic needs of the poor. Thirteen percent (13%) mentioned forms of direct financial support to the poor, often based on contributions from the citizens. Interestingly the proportion mentioning financial help was much higher (27%) in non-target communes.

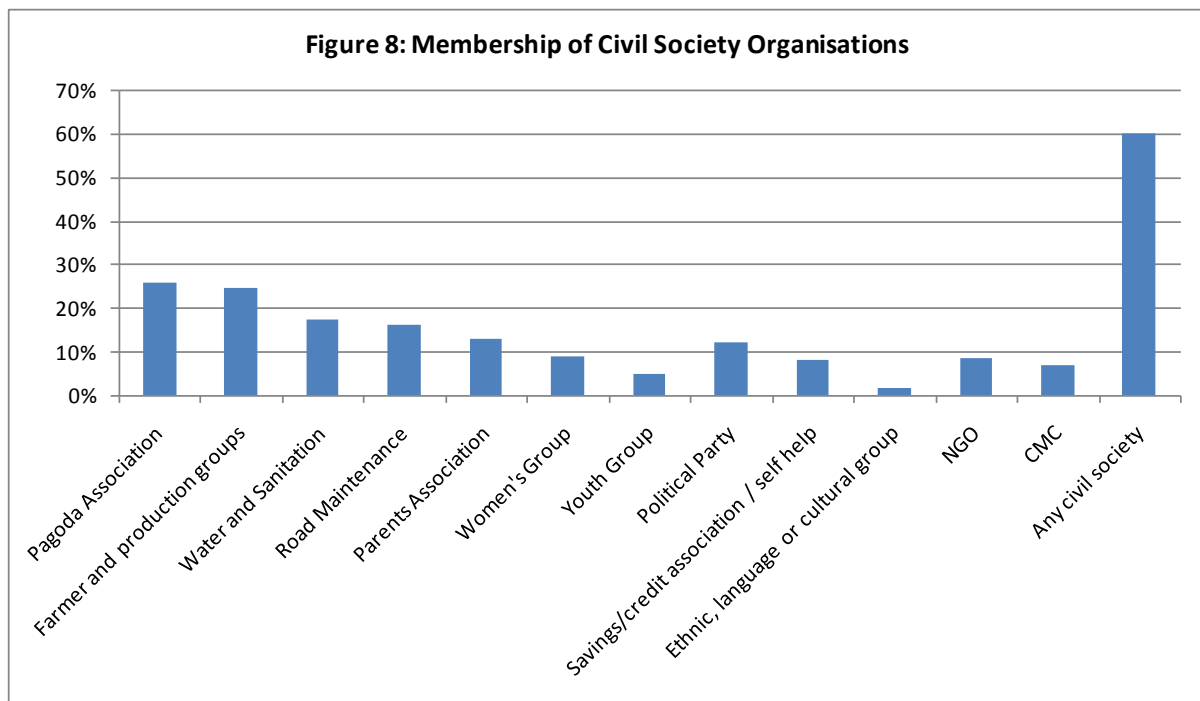
7 Partnership

7.1 Which people participate in civil society activities, and how?

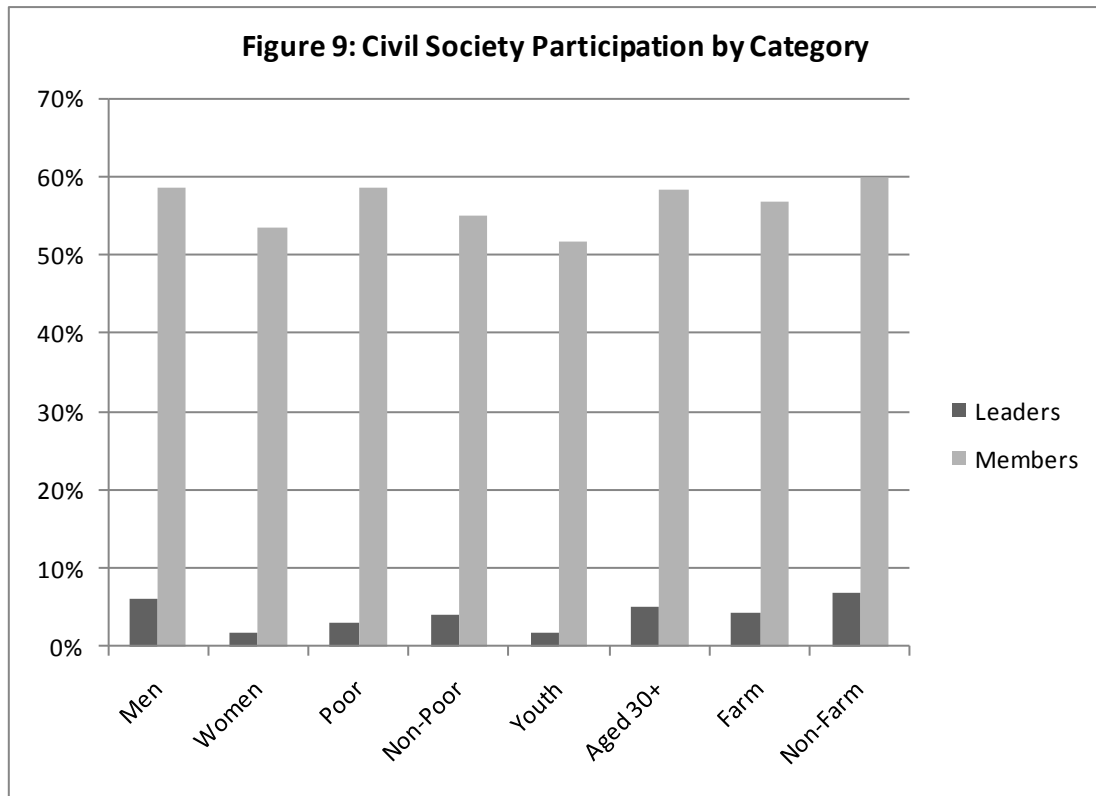
More than half of all citizens of the LAAR target communes claim to be members of at least one civil society organisation (CSO). Men are more likely to be members than women. The poor are as likely to be members as the non-poor.

However, most CSO members are not very active. The average time stated since last attending a meeting is more than six months, for those describing themselves as leaders as well as for ordinary members.

The most popular CSO is the pagoda society, with 26% of respondents describing themselves as members. Total reported membership of agriculture sector groups (farmer groups, fishery and forestry communities, and farmer water user communities) was 24% of respondents. Seventeen percent (17%) of respondents are organized in water and sanitation groups and 16% in road maintenance groups. Membership of political parties comprises 12% of the population. Eight percent (8%) of citizens are members of NGOs and seven percent (7%) described themselves as members of a Community Mobilizing Committee (CMC) established under the LAAR project (Figure 6). The last figure should be treated with caution as 5% of control group respondents described themselves as members of CMC even though these committees have not been established in their communes.



There are fairly small differences in participation rates across different social groups. Women and young people are somewhat less likely to be members and less likely to be leaders of civil society organizations than men and older people. Members of non-farm households appear slightly more likely to participate and to lead than farmers do.



Virtually all commune councilors described themselves as members or leaders of at least one civil society organization, with 84% stating that they were members of political parties (as it is not possible to become a commune councilor without being nominated by a registered political party, this is a surprisingly low figure). Other popular types of CSO for councilors to participate in are water and sanitation groups (45%), savings and credit associations (also 45%), road maintenance groups (63%), women’s associations (45%, including 35% of male councilors) and parents’ associations (42%). Forty-three percent (43%) of councilors described themselves as members of the community mobilizing committee. Councilors are much more likely to play a leadership role than are ordinary citizens, with 58% of male and 60% of female councilors describing themselves as leaders of an organization other than a political party.

Excluding political parties, the average number of CSO leadership roles held by a commune councilor is 1.5 and the average total number of memberships is 4.7 (Table 8). By comparison the average number of CSO memberships for an ordinary citizen is 1.8.

Table 8: Average number of CSO memberships per councilor (excluding political parties)

	<i>Men</i>	<i>Women</i>	<i>Chief</i>	<i>Non-Chief</i>	<i>All</i>
Leader	1.7	1.1	2.4	1.2	1.5
Member	4.6	5.1	4.9	4.7	4.7

Twelve percent (12%) of members of civil society organizations stated that they had attended meetings of the commune council in their capacity as members of their CSO. This is significantly higher than in the control group where only 6% said they had attended meetings. CSO members in

both the treatment and control groups overwhelmingly agreed that their CSO cooperates closely with the commune council and that the quality of cooperation is good.

7.2 How do people characterize the incentive for people to participate in CSOs?

Citizens and councilors see a desire to assist their community and in particular the most vulnerable members of the community as the most important motivations for joining civil society organizations. However personal gain and instructions from authority are also seen as important.

Sixty percent (60%) of respondents agreed strongly or somewhat that personal financial interest was a motivating factor for people to participate in CSOs. However given the apparent bias towards positive responses to all the questions framed in this way, perhaps the 31% “strongly agreeing” should be taken as a better indicator. Women were more likely to hold this opinion than men and the control group more likely than the LAAR target commune respondents.

Among the alternative motivations for CSO involvement offered, the choice attracting the highest percentage of “strongly agree” responses was *help people less fortunate than themselves* (71%) followed by *help themselves and other people together* (66%). *Get more respect in the community* received strong agreement from 43% of respondents while 56% strongly agreed that *because they are told to by their leaders* was an important factor. The responses of members of CSO to these questions were similar to those of the whole sample.

Councilors were somewhat less likely to see personal gain as an important incentive for participating in CSOs, with 25% strongly agreeing that this was important. Councilors were most likely to strongly agree that *help themselves and other people together* was an important motive (89%). Councilors also agreed more strongly than citizens that *help people less fortunate than themselves* (79%) and *get more respect in the community* (52%) were important, but were equally likely to strongly agree that *told to by their leaders* was important (56%). There were no significant differences between treatment and control groups, between men and women councilors or between chiefs and others on these issues.

7.3 How do people perceive the role of CBOs? Action? Advocacy? Service delivery?

Citizens do not necessarily see civil society organizations as effective advocates for their interests either in opposition to authority or in place of ineffective state authorities. When asked to rank community organizations and NGOs with the commune council, village elders and political parties and NGOs, only 6% selected community organizations and a further 6% NGOs as having the best understanding of their needs. Eight percent (8%) of respondents saw community organizations as most capable of an effective response, while 10% saw NGOs as their most effective helpers. Citizens of LAAR target communes were slightly more likely to see community organizations as best understanding their interests, than were respondents in non-target communes.

7.4 Are civil society organizations more active than formerly?

Comparing the findings of the baseline survey to the follow-up, the most striking difference is that in the baseline 62% of citizens of the LAAR target commune described themselves as members of a political party. In the follow-up the equivalent figure was just 13%. It should be noted that the wording of the question was somewhat different as in the baseline respondents were allowed to

describe themselves as “inactive members.” It may also be relevant that the baseline was conducted in the run-up to a national election, or another methodological factor may be responsible for the difference. Membership of civil society organizations other than political parties has increased from 49% of respondents in the baseline to 61% in the follow-up survey. The increase appears to be mainly among men and the largest increase is in membership of pagoda associations (from 10% to 25%).

7.5 How do councilors perceive the role of civil society?

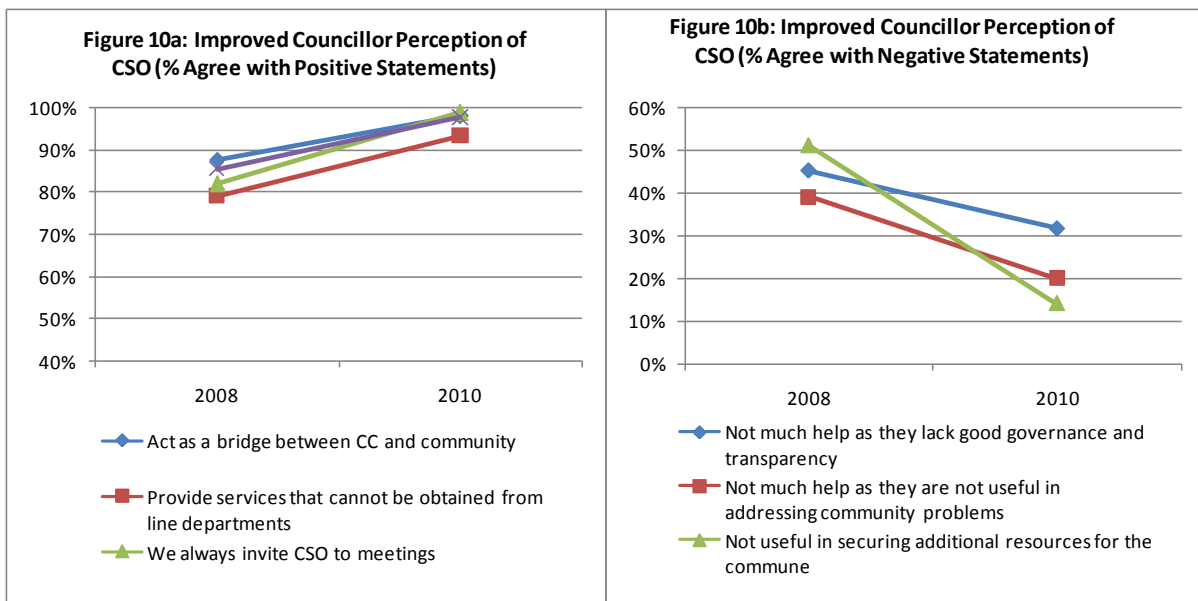
Councilors see civil society organizations as important partners with the council. On some measures this view is more strongly expressed in LAAR target communes than in non-target communes.

Councilors asserted strongly positive views of the role of civil society organizations overall, with 94% strongly agreeing that CSOs *act as a bridge between the council and the community* and 71% strongly agreeing that these organizations *can provide services that cannot be obtained from line departments*. More than half (54%) strongly disagreed with the statement that *CSO are not much help to the citizens* and 60% strongly disagreed that *CSO are not useful in securing additional resources for the community*.

Councilors were slightly more equivocal when asked to evaluate the statement that *CSO are not much help as they lack good governance and transparency*. Ten percent (10%) of councilors strongly agreed with this statement and a further 22% somewhat agreed, with 25% somewhat disagreeing and 43% disagreeing strongly.

Councilors in the LAAR target communes agreed (99%) that they always invite CSO to join council meetings; this compared with 86% in non-target communes. Most councilors (87%) strongly agreed that CSO attend meetings when invited.

Comparison with the baseline data shows improved perceptions of CSOs amongst councilors on all these issues (Figure 9).



7.6 How do councilors see their own role in respect of civil society – as leader, facilitator or partner? What actions do they take to facilitate partnership?

Councilors were asked whether they perceived their role in relationship to CSOs as being essentially as leadership, facilitation or partnership. The overwhelming majority of respondents (88%) selected partnership, with only 3% seeing their role being to lead and direct.

When councilors were asked to name up to three specific actions their council had taken to foster partnerships with other commune councils, line departments and NGOs from outside the commune (PSP6); most responses were somewhat vague and referred to efforts to build relationships and improve cooperation (70% of respondents offering answers in this category). The next most common category was information sharing initiatives (30%) followed by maintaining mutually honest and transparent relationships, and inviting partners to meetings (both mentioned by 11%). There were no clear differences between LAAR target communes and the control group on this question.

7.7 What other partnerships do councilors value?

Councilors see technical line departments as their most important partners for development, with civil society organizations being the next most important. The value placed on partnership with civil society organizations is higher in LAAR target communes than in non-target communes.

Councilors were asked to select the three most important types of partnership for their council, from a list of six. The most popular choice was “technical departments” which were placed first by 49% of respondents and mentioned by 90%. Commune chiefs were significantly more likely to mention technical departments (96%).

Community organizations was the second most popular with 34% of first choices and being mentioned by 81%. In the control group communes community organizations were mentioned by only 71% of respondents.

Councilors appear to place relatively low importance on partnerships with prominent individuals, other commune councils or the private sector (Table 9). Men were more likely (33%) to mention important individuals than were women councilors (20%). There were no significant differences between views of LAAR target and non-target councilors on these partnerships.

Table 9: Councilors selection of the three most important partnerships

<i>Partnership</i>	<i>First</i>	<i>Any</i>
Technical Departments	49%	90%
Community Based Organizations	34%	81%
District Authority	8%	50%
Important individuals	4%	29%
Other Commune Councils	2%	31%
Private Sector	2%	19%

7.8 How well do different groups within the commune council cooperate?

Councilors were asked to evaluate the statement that *the commune council has been effective in resolving partisan conflict within the council*. This question elicited a much more striking divergence of responses than any other in the survey, with substantial minorities either strongly agreeing or strongly disagreeing and only 22% of respondents selecting the somewhat agree / disagree options. Those strongly agreeing were 46% of the total and those strongly disagreeing were 32%. Members of the CPP are more likely to agree (Table 10).

In the baseline survey, 31% of councilors agreed with this statement (60% strongly or somewhat agreeing in the follow-up) and 66% disagreed (40% in the follow-up).

Table 10: Councilors in LAAR target communes rate the success of the council in resolving internal conflicts higher than do non-LAAR councilors

Party	Target		Control	
	CPP	Other	CPP	Other
Agree	52%	22%	38%	17%
Disagree	29%	46%	45%	61%

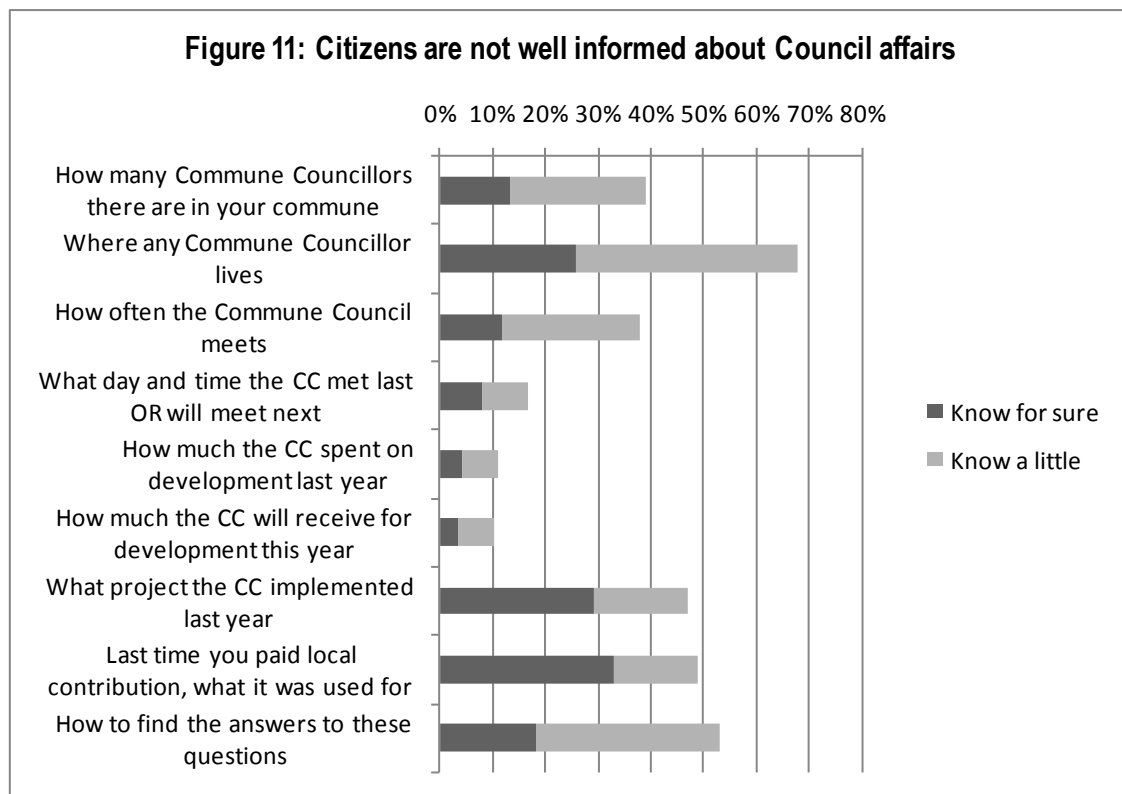
8 Transparency

8.1 What do people know about the activities of the council?

Ordinary citizens are not well informed about the activities of their commune council, nor are most citizens sure of where they would go to find out such information. Only about a quarter know for certain where any commune councilor lives. A substantial minority of citizens consider themselves well informed on the development activities of the council, but ordinary citizens have almost no knowledge of the council's financial affairs. Women and the poor are less well informed than men and the non-poor.

Citizens were asked to estimate their level of knowledge on a range of topics concerning the commune council. Citizens were not asked to provide information, but only to select between the alternatives *know for sure*, *know a little* and *don't know* in each case. As people are likely to over-estimate their knowledge when asked a question in this form, the actual level of knowledge is likely to be somewhat less than indicated by the responses. It is also possible that respondents with higher perceived social status (e.g. household heads, men, non-poor) could feel under pressure to over-state their level of knowledge.

The responses received are summarized in Figure 11.



Scores for aggregate knowledge were calculated by awarding two points for a “know for sure” response and one point for “know a little”; there were nine items so the maximum possible score is 18. Table 11 shows the average scores by social group and the percentage of respondents in each group achieving at least half the maximum score.

Table 11: Aggregate scores for questions on knowledge, by group

(Know for Sure = 2, Know a Little = 1, Maximum Score 18)

Group	Average Score	% Scoring 10 or more
Men	5.26	14%
Women	4.31	10%
Poor	4.26	7%
Non-Poor	5.01	14%
Youth	4.11	8%
Aged 30+	5.15	14%
Farm	4.84	12%
Non-Farm	4.67	13%
Head of household	5.17	14%
Non-head of household	4.48	11%

8.2 What do citizens want to know about?

Most citizens do not actively seek information on the affairs of the commune council. Only 10% of respondents stated that they had ever actively sought information from the commune council, with men more likely to have sought information than women. Respondents in the target communes

were more likely to state that they had succeeded in obtaining all the information they required (29%) than were those in the non-target communes.

Of those citizens stating that they had sought information from the commune council, the most common reason was to enquire about specific development projects, mainly proposals for development of local infrastructure (30%). A further 16% had made general enquires about local development, the same proportion as had enquired about administrative matters such as civil registration, land titles etc. Six percent (6%) of enquiries related to local contributions for development projects. The most common category of information sought by citizens related to administrative issues such as civil registration, land titles etc. However a substantial minority of citizens said that they had sought information about development issues or about the direct affairs of the council such as the budget and use of money. Use of local contribution was a common subject of enquiry.

8.3 How would they like to find out?

Those citizens who said they had actively sought information did so mainly by approaching individuals in positions of authority: the village chief was the most common informant (32%) but a substantial number of citizens had also approached a commune councilor (10%), the commune chief (4%) or had gone directly to the commune office (7%) for information. Other means cited included looking at notice-boards, attending meetings and asking neighbors.

The most common means by which citizens receive information about the commune council is from the village chief, with two-thirds saying they “often” or “sometimes” obtain information in this way. Less than one third (27%) say they ever get information from a commune councilor. Other significant means of obtaining information are public announcements (37%), family members (26%), friends (23%), village notice-boards (20%) and commune notice-boards (17%). Only 10% stated that they ever receive information via a civil society organization, and 9% from the CMC. Use of village notice boards is higher in the LAAR target communes.

Commune councilors over-estimate the level of knowledge that ordinary citizens have about the affairs of the council. Eighty-five percent (85%) of councilors strongly agreed with the statement that *the citizens in your commune know everything they should know about the business of the commune council*. Councilors also over-estimate the effectiveness of the means of disseminating information. In Table 12, the proportion of citizens saying they often or sometimes get information from each source is compared with the proportion of councilors saying that citizens often get information from that source (NB that the statement “citizens often get information” is not directly equivalent to “citizen A often gets information”). The table is ordered according to the level of importance of different sources of information for the citizens: it is seen that councilors under-estimate the effectiveness of loudspeaker announcements but greatly over-estimate the amount of information citizens get from themselves, from political parties and from the CMC.

Table 12: Councilors have exaggerated views of the effectiveness of official means of information dissemination

<i>Citizen Rank</i>	<i>Source of Information</i>	<i>Citizen</i>	<i>Councilor</i>	<i>Councilor Rank</i>
1	Village chief	62%	91%	1
2	Public announcement (loudspeaker)	37%	22%	11
3	Commune council member	27%	76%	2
4	Family member	26%	35%	7
5	Friend	23%	30%	9
6	Village notice board	20%	43%	4
7	Commune notice board	17%	43%	6
8	CBO/NGO	10%	31%	8
9	Community monitoring committee	9%	69%	3
10	Teacher	7%	27%	10
11	Political party	6%	43%	4

Citizens: I find out information this way often or sometimes

Councilors: Citizens often get information this way

8.4 What initiatives do councils take to improve information dissemination?

Councilors see disseminating information amongst their most important roles and their strategy for doing this is principally verbal. Ninety-one (91%) percent of councilors respondents mentioned the village chief as an important channel of information amongst three responses, 61% mentioned village meetings and 59% regarded themselves as an important means of disseminating information. Only 30% mentioned village notice-boards and 17% mentioned commune notice-boards, while 20% regarded loudspeaker announcements as important. The CMC was mentioned by 11% of respondents in the target communes.

Councilors in the LAAR target communes gave a much greater importance to village meetings as a means of disseminating information than did the control group (7%). Conversely, councilors in the control group attached more importance to loudspeaker announcements (47%) and to commune notice-boards (27%).

Asked which means of information they should make more use of, the favored responses were similar: 35% of councilors selected *village chief goes to talk to people* and 25% selected *commune councilors go to talk to people*. Sixteen percent (16%) favored increased use of loudspeaker announcements and the same proportion favored more use of notice-boards.

8.5 Do citizens understand their rights to information?

Citizens believe that in principle they have the right to know about the affairs of the commune council including financial matters. Less than half of citizens are aware that they have the right to attend commune council meetings or to examine documents at the commune council office.

About nine respondents out of ten either “strongly agreed” or “somewhat agreed” that citizens have the right to know when the commune council will meet, what it will discuss and what it has decided. Only trivial numbers strongly disagreed with these propositions. On council financial matters, 44%

agreed strongly and 34% agreed somewhat that citizens have a right to be informed, while a minority (10%) strongly disagreed. However, 59% of citizens either somewhat or strongly disagreed that they had the right to know about council financial matters and just over half disagreed that they had the right to examine documents at the commune office. There was slightly stronger support for this last right in LAAR target communes (46% against 42% in non-target communes).

8.6 Do councilors understand their obligations to inform the citizens?

What do they believe people should be allowed to know?

Councilors assert their belief in the rights of citizens to information surprisingly strongly. Over 90% of councilors strongly agreed with the citizens’ rights to know the time, subject and outcomes of council meetings and with their right to know about the council’s financial affairs (citizens were much more equivocal about this last right). Councilors are only slightly more circumspect about the rights of citizens to attend council meetings and to examine documents at the commune office: these attracted a significant number strongly of “strongly disagree” responses (5% and 4% respectively) but still attracted strong agreement from over 80%.

There is some inconsistency in that in another section of the questionnaire councilors were asked to evaluate the statement that citizens should have an invitation before attending a commune council meeting: 65% of councilors strongly agreed with this statement and only 15% strongly disagreed.

8.7 Do councilors value transparency?

Councilors perceive some practical advantages for themselves in a well-informed citizen body, but nevertheless they strongly assert the right of citizens to monitor the activities of the commune council and to protest in the event of perceived mistakes. Councilors were offered a list of five reasons why citizens should know about the business of the council and were asked to select the three most important. The results are summarized in Table 13. The “aggregate rank” was calculated by awarding three points for a first selection, two points for a second and one for a third.

Table 13: Councilors support the right of citizens to monitor CC activities

Aggregate Rank	Reasons why citizens should know about the business of the council	% of First Choices
1	Citizens can contribute ideas	44%
2	Citizens can monitor and protest mistakes	24%
3	Citizens will understand the difficulty of the council’s work	15%
4	Citizens can make an informed choice in elections	18%

8.8 What sort of people do councilors believe enjoy the right to know?

A significant minority of councilors are willing to assert that they have the right to withhold information from certain types of citizen. Forty-one percent (41%) strongly or somewhat agreed with the statement that *the council has the right to hide information from people who are not educated enough to understand about the work of the council*. An almost equal number believed that they had the right to withhold information from members of an opposing political party (39%); from *people who don’t need the information and are just wasting time* (32%) and from people born outside the

commune (25%). However 50% or more of councilors strongly disagreed with each of these propositions.

8.9 How widely and how effectively are standard price lists used for council services?

Over 50% of citizens in LAAR target say that last time they used a council service, they were able to find out the correct price they should pay for it. However, only 12% of these citizens said that they found out the price from a publicly displayed price list. Citizens most commonly found out this information verbally from the commune council (50%) or from other users of the service (33%).

Asked whether the price they last paid for a council service was equal to, higher or lower than the correct one, 39% of respondents answered that the price was correct and 36% answered that they did not know. Fifteen percent (15%) considered the price they had paid was too high and only 2% stated that they had paid below the correct price. Finding the correct price from a list is not proof against over-paying – of those who saw a price list, 15% said they were over-charged (Table 14). However a higher percentage of those who saw a price list said they paid the correct price, than for those citing another source of information.

Table 14: Citizens who saw a price list are most likely to say they paid the correct price

<i>Means of finding out the correct price</i>	<i>Price list</i>	<i>Verbally from CC</i>	<i>Other people</i>	<i>Other way</i>
Number of respondents	104	432	291	43
Paying the correct price	84%	79%	52%	28%
Paying higher than the correct price	15%	15%	45%	42%
Paying less than the correct price	0%	5%	2%	21%

Not surprisingly, a much higher proportion of councilors than of citizens asserted that citizens could expect to pay the correct price for council services (69% compared to 39%). However, the proportion of councilors stating that citizens paid above the official price (20%) was higher than that for citizen respondents (15%) – citizens were more likely to respond “don’t know” (36%). Only 13% of councilors asserted that citizens could obtain the correct price from a publicly displayed list (12% of citizens agreed). This result was the same in LAAR target communes and in the control group.

9 Accountability

9.1 Do the citizens believe the council understand their needs and wants to respond?

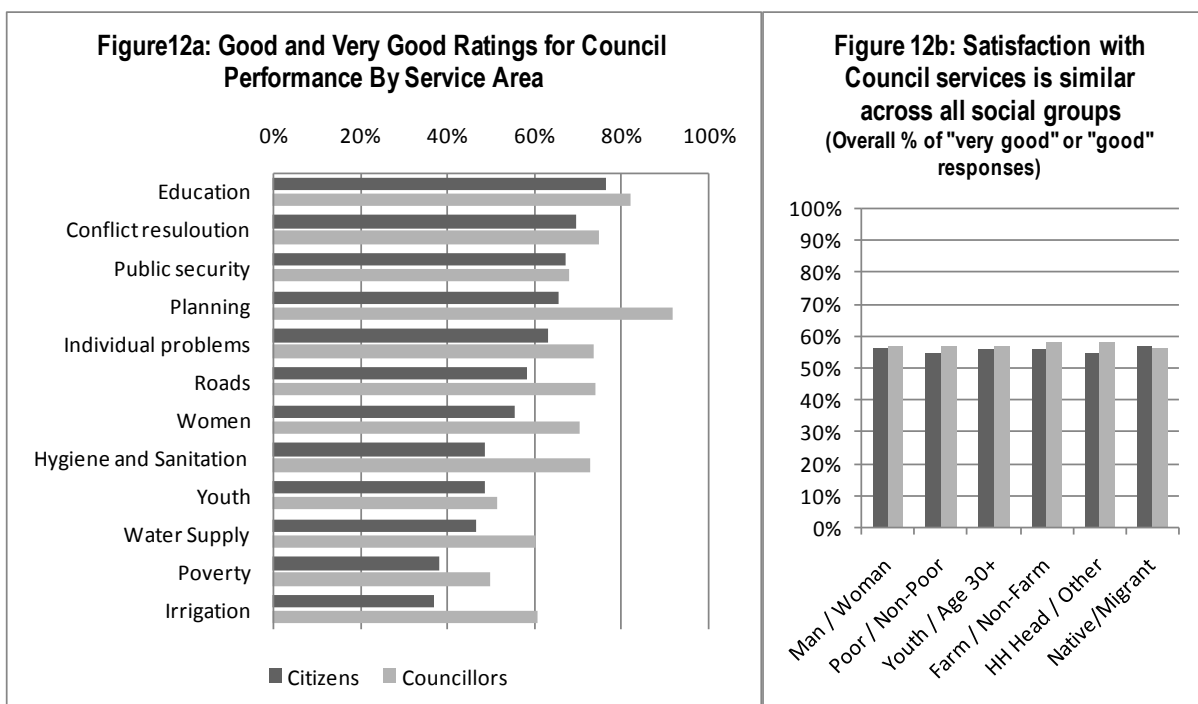
Most citizens believe that the commune council broadly shares their priorities and that if the council were entrusted with greater responsibility it would use it to bring benefits to the community. Citizens express satisfaction with the performance of the commune council in most areas. The areas where there is least satisfaction include irrigation development, water supplies and sanitation and addressing the needs of the poor. Women are as equally as satisfied as men with council performance on women’s issues, but the poor are less satisfied than the non-poor with council activities to support the poor.

Eighty-four percent (84%) of respondents either strongly agreed or somewhat agreed with the statement that *the commune council generally has the same priorities for the commune that you do*. Non-poor citizens were slightly more likely to strongly agree (43%) than poor citizens (37%).

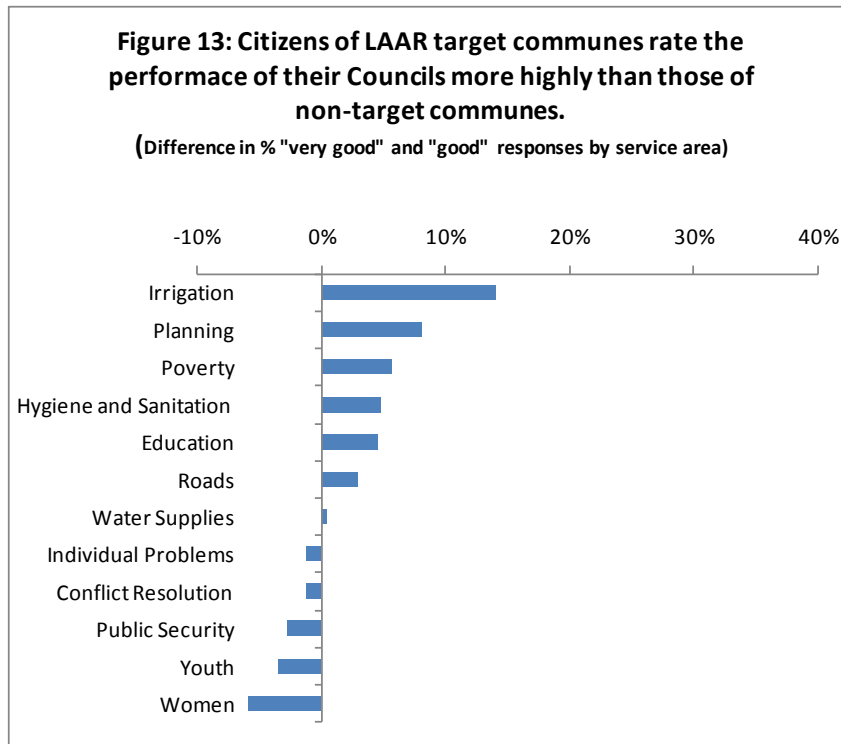
Similarly, 85% of respondents agreed that *if the council had more resources, it would use them wisely*. Seventy-three percent (73%) agreed that *if the council were permitted to raise revenues it could provide better services*. Most citizens stated that they would be prepared to pay more for better services (92%) and that *if the council were given more power it would be better placed to make good decisions for the development of the community* (86%).

Not surprisingly, commune councilors were more strongly supportive of enhancing the powers and resources of the council than were ordinary citizens. The proportion of “strongly agree” responses to this set of statements were 95% for *more resources*, 80% for *raise revenues*, 70% for *citizens would be prepared to pay for better services* (compared with 60% of citizens strongly agreeing) and 84% for the benefits of giving the council *more power*.

Citizens and councilors were asked to rate the performance of the council on specific tasks. Most responses were positive, with councilors generally giving themselves somewhat higher scores than the citizens (Figure 12a). Aggregating the percentage of “very good” and “good” responses across all service categories does not reveal any significant differences in approval levels of the council across social groups (Figure 12b), although the poor are slightly less satisfied with council performance on poverty and on addressing individual citizens’ problems.



Overall, the citizens of LAAR target communes were more likely to express satisfaction with the services provided by their councils than were the citizens of the control communes. Surprisingly however, on some issues, including the level of satisfaction with the council’s performance in addressing the issues of women and of youth, there was a lower level of satisfaction in the LAAR communes (Figure 13).



Citizens were asked to evaluate two negative statements about the performance of the commune councils: that the councils give preferential treatment to people in important positions or high-ranking officials; and that councilors choose development projects in order to gain personal benefits. Forty-five percent (45%) of citizens strongly agreed or somewhat agreed with the first of these statements and 40% agreed with the second. In both cases, non-poor citizens were more likely to strongly disagree than were the poor. Not surprisingly, most councilors strongly rejected these statements.

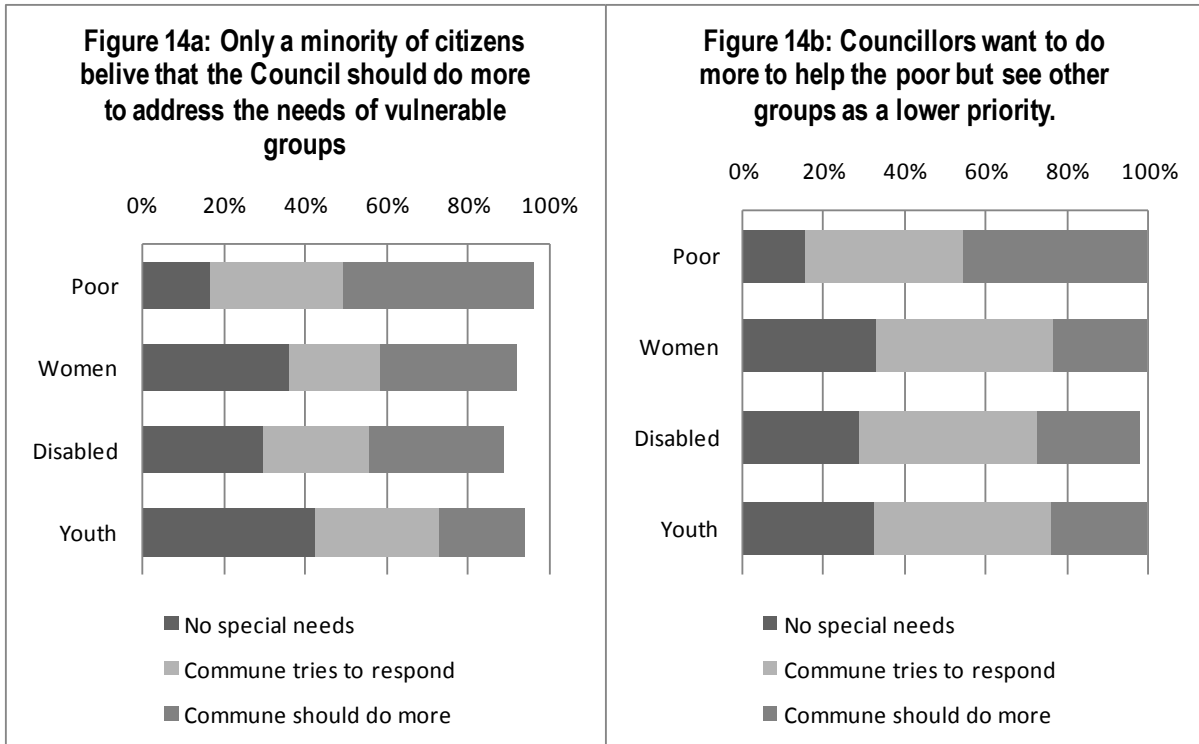
9.2 Do citizens perceive the council as responding effectively to needs when it can? Is the council perceived as more responsive than it used to be?

Most citizens perceive that the commune council is responsive to their needs. Thirty-four percent (34%) rated the council as “very responsive” and a further 53% chose “responsive” with only negligible numbers of citizens selecting the “very unresponsive” answer. The number selecting “very responsive” is significantly higher than in the baseline survey (24%).

There were significant improvements, compared to the baseline, in citizens’ willingness to entrust the councils with greater powers including revenue raising.

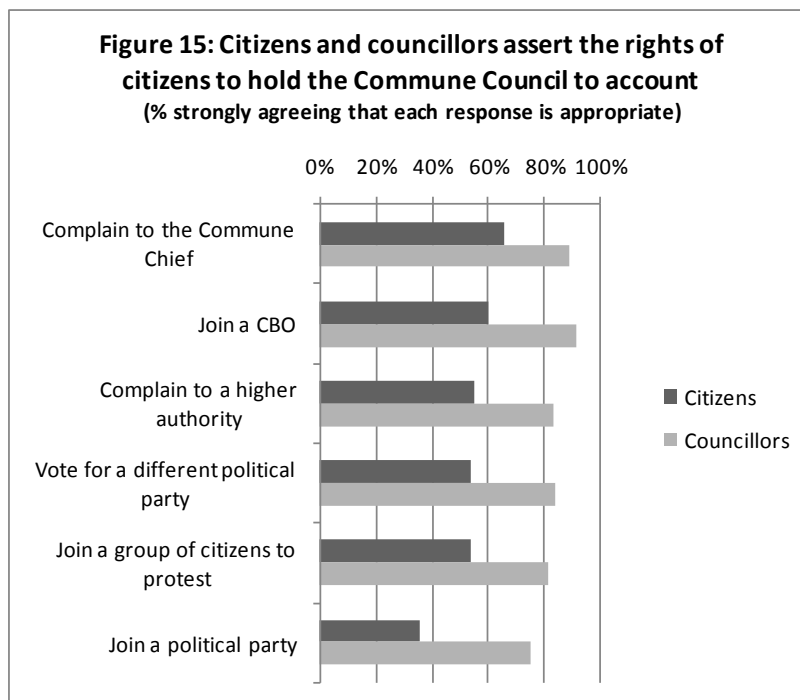
9.3 How much importance is given to the different needs of poor and vulnerable groups?

Citizens and councilors see assistance to the poor as a priority for commune council action, with just under half of each group agreeing that the council should increase its efforts in this area. However there is less emphasis on the needs of women, the disabled and youth, with substantial minorities of both citizens and councilors believing that these groups do not have special needs that are different from those of other citizens (Figure 14).



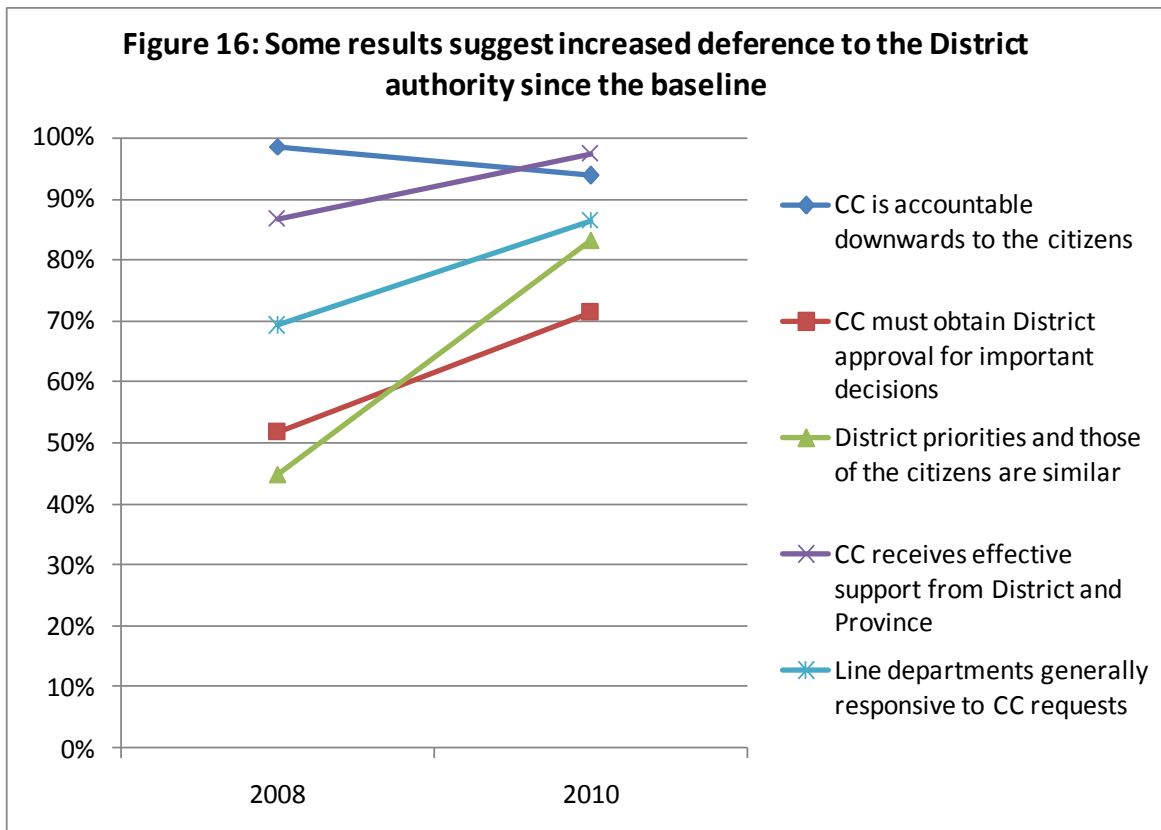
9.4 If the response of the council is not satisfactory, what should citizens do?

Citizens and councillors assert the right of citizens to take a range of actions in response to perceived poor performance by their commune council. Perhaps surprisingly, councillors affirm the right of citizens to hold them to account more strongly than do the citizens themselves. Citizens see complaining to authority or joining a community based organization as appropriate responses; they are less convinced than are the councillors of the appropriateness of overtly political actions (Figure 15).



9.5 How do councilors see their accountability relationships to the community and to higher levels of authority?

Almost all councilors strongly support the concept that they are accountable to the citizens. However their responses also display a considerable degree of deference to higher authority. Belief in downward accountability is somewhat stronger in LAAR target communes. Responses indicating respect for higher authority, particularly the district, have increased significantly compared to the baseline in both target and non-target communes (Figure 16).



The percentage of councilors agreeing or strongly agreeing that the commune council is accountable downwards towards the citizens was 94%, with most of those who disagreed doing so strongly. However the equivalent figure for the baseline survey was 99%.

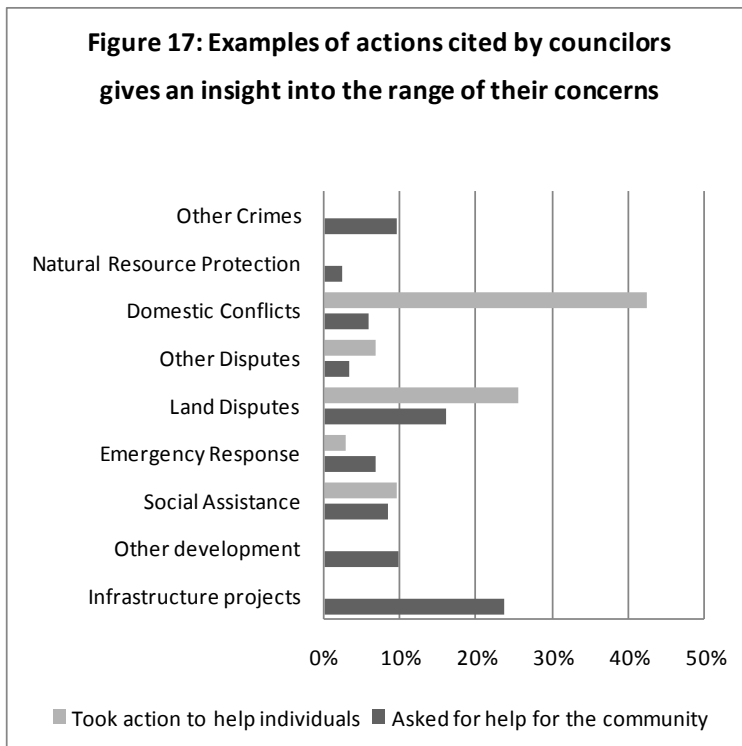
Councilors in the LAAR target communes were more likely to select the “strongly agree” response than those in the control group, by 92% to 83%.

However, 72% of councilors agree or strongly agree that *the commune council must obtain the approval of district officials before making most important decisions*. This is an increase over 52% in the baseline survey. The proportion agreeing that *district priorities and the priorities of citizens in the commune are similar* increased from 45% to 83% and the proportion agreeing that *the commune council receives effective support from district and provincial levels* increased from 87% to 97%. Similarly, 86% agreed that *line departments are generally responsive to commune requests for assistance*, up from 69% despite that the resources provided to line departments to respond to commune needs through the PSDD Provincial Investment Fund allocations have declined sharply since 2008. Almost all councilors (98%) agreed that *relations between the commune council and the police authorities are harmonious*, up from 93% in the baseline.

9.6 What limits do councilors place on their obligations to respond to community needs?

When asked what action the council should take when confronted with a problem it does not have the capacity to solve, 55% said that the council should make a report to higher level and 38% chose the stronger option of advocating for action from the higher level. Significantly more councilors in the target communes chose the advocacy option, with the proportion in the control group being 28%.

Councilors were asked for examples of actions they had taken to request assistance for the community from higher authorities.



The largest number of responses related to requests for assistance with infrastructure projects (24%) or other development activities (10%). However 16% of councilors cited requests to higher authorities to resolve land disputes that could not be settled locally, and requests for intervention to reduce crime (9%) for social assistance for poor or vulnerable groups (8%) and in response to emergencies (7%) were also significant. Fifteen percent (15%) of women councilors but only 2% of male councilors mentioned intervention in domestic disputes in this context (Figure 17).

9.7 What obligations do councilors feel to respond to citizens needs?

Most councilors believe that the council has an obligation to assist individual citizens in need where they are able to do so. This belief is more strongly asserted in the LAAR target communes. Seventy-four percent (74%) of target commune councilors stated that the council should “always” try to assist a citizen who asks for help, compared to 61% in control group communes. The proportion stating that the council should assist only with matters within its mandate was 24% in target communes and 36% in non-target communes.

Councilors were asked to cite examples of assistance provided by the council to individual citizens. The results, taken together with the response on requests for help for the community reported above, give an interesting insight into the range of concerns of the councilors. The largest categories by far were interventions in domestic violence cases (mentioned by 42% of councilors) and in land disputes (25%) although 9% of councilors mentioned assistance provided to poor citizens (Figure 17).

9.8 What do citizens and councilors understand by democracy? Do citizens feel they have freedom to engage in political actions?

Both citizens and councilors consider respect for human rights and equal opportunities as the most desirable feature of a democratic society, with the opportunity to change the government through elections being rated the second most important. Citizens rated equality (reduced income gap between rich and poor) and basic necessities like food, clothes and shelter for everyone as being more important than the participation (freedom to participate and empowerment in decision making).

Poor citizens and women rated basic necessities and equality slightly more important than elections.

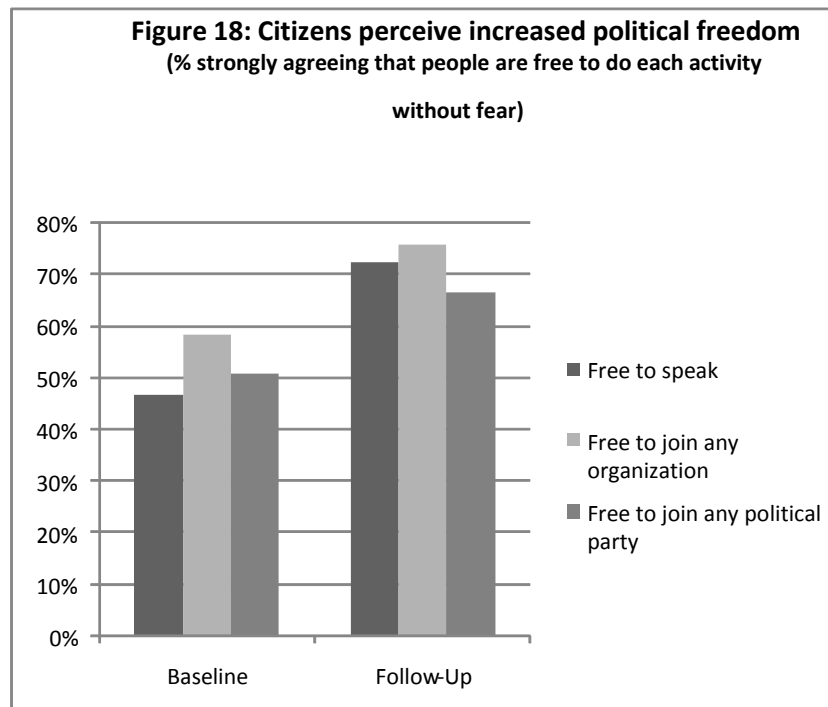
Councilors also selected human rights most frequently, but they gave more importance to elections than did the citizens, and rated participation in third place ahead of basic necessities and equality (Table 15).

Table 15: Human rights are seen as the most important component of democracy

(% of respondents selecting each component as the most important)

	<i>Citizens</i>					<i>Councilors</i>
	<i>Men</i>	<i>Women</i>	<i>Poor</i>	<i>Non-Poor</i>	<i>All Citizens</i>	<i>(All)</i>
Human rights	38%	33%	33%	37%	35%	40%
Elections	24%	17%	18%	21%	20%	31%
Equality	14%	19%	19%	16%	17%	4%
Necessities	13%	18%	20%	13%	15%	9%
Participation	10%	13%	10%	12%	12%	17%

Citizens generally agree that they have the freedom to speak, join an organization or join any political party without fear. The proportion of citizens strongly agreeing with these statements has increased significantly since the baseline survey (Figure 17). The proportion of councilors expressing strong agreement was around 90% for each statement with only negligible numbers strongly disagreeing.



10 Summing Up

10.1 How do citizens perceive their commune council?

Citizens expressed a generally positive attitude towards their commune council. However they do not have a detailed knowledge of its activities and probably do not concern themselves greatly about it from day to day. The questions posed included opportunities for citizens to express critical views of the council performance in service delivery, of the quality of its interaction with citizens and the quality of its governance, but few strongly negative views were offered.

The role of the commune council in developing local infrastructure is central to the citizens' perceptions. Infrastructure investments are by far the most visible activity of the council, those investments that are implemented are valued by the citizens and citizens are overwhelmingly more likely to propose further infrastructure investments than to suggest any other type of additional activity for the council. Enquiries about infrastructure developments are the single most common reason for citizens to seek information about council activities. There can be little doubt that the commune/sangkat fund, operating essentially as a fund for small infrastructure investments, has been a major factor in building the relationship between the councils and citizens to date.

Beyond its role in local development, citizens see the commune council as channel of communication to authority, for seeking help with resolving personal and social problems and for dealing with administrative matters such as civil registration, land titling and so on. However direct contact between the citizens and the commune council is fairly limited. Citizens are much more likely to seek out a village chief or a traditional leader than to approach a commune councilor directly.

10.2 How do councilors perceive themselves?

Commune councilors gave highly normative responses to questions on any issue that could be regarded as politically sensitive; with support for values such as citizens' rights and empowerment being so unanimously asserted as to leave the researcher frustrated for lack of a range of responses to analyze. There must inevitably be a degree of skepticism both as to the strength of the real views of the respondents and as to the extent to which practice corresponds to rhetoric. However the very fact that a commune chief feels it is obligatory to state his support for free speech, participation, open access to information, etc, should be regarded as encouraging.

Councilors perceive themselves and wish to be perceived by others as working hard with limited resources to meet the needs of their citizens. The administrative aspects of their work and, interestingly, their role as a channel for dissemination of information to the citizens, figure much more prominently in their image of themselves than they do in citizens perceptions of them. Councilors do not consider their range of activities to be circumscribed by a limited specific mandate: they consider all community concerns to be their concerns and potentially areas in which they can take action.

There is ambiguity as to whether councilors consider themselves first and foremost as leaders and representatives of their communities, or as representatives of state authority to those communities. Many councilors, and in particular commune chiefs, served as appointed local officials before the first election of the councils in 2002; they are likely to see their role from the perspective of a civil servant. Councilor responses showed a considerable degree of deference to higher authorities including the district administration. However councilors assert that they are accountable to the citizens and also expressed support for a range of actions which citizens could take to protest mistakes by the council.

10.3 How participatory is Cambodia's local democracy?

Rural Cambodians participate much more closely in the affairs of their local government than might be expected of the citizens of a developed country², with most citizens being aware of the participatory planning processes and more than half of all adult citizens having attended some kind of meeting concerned with local governance in the past year. It is fairly common for citizens to take the initiative of approaching the commune council, directly or through an intermediary, to seek information about development activities in the commune. However most participation is passive: only a small minority of citizens speak at meetings or take other positive actions to influence local events. Citizens report positive experiences of participatory meetings but are perhaps skeptical that these meetings greatly influence decision-making. For their part councilors regard the participatory processes in a positive light and probably over-estimate the extent of citizen understanding and involvement. It cannot yet be said that there is a firmly established local political culture in which it is expected that decisions will be reached through dialogue between local government and citizens.

10.4 How strong are the partnership arrangements of the councils?

Civil society in rural Cambodia has deeper roots than is often assumed: more than half the citizens of the LAAR target communes regard themselves as members of a civil society organization of some

² The Economist 29th May 2010 reports only slightly more than 10% of UK citizens expressing interest in being actively involved in running local schools or health services.

sort. However the level of activity seems to be rather limited with most respondents unable to recall participating in any activity in the past six months.

Councilors see civil society organizations in a mainly positive light and regard them as partners for development. The extent to which councilors actively seek horizontal partnerships of other kinds seems to be rather limited. For example it does not seem to be common for councils to spontaneously enter into meaningful partnerships with neighboring communes.

10.5 How transparent is the behavior of the commune councils?

Citizens are not well informed about the affairs of their commune council. However the primary reason for this is probably lack of interest on the part of the citizens rather than non-availability of information. When citizens do seek information about the council they usually succeed wholly or in part in obtaining the information they want. Councilors assert that they are committed to transparency and indeed see transmitting information as one of their primary functions. However the effectiveness of information dissemination seems to be rather limited. It is not possible, based on the results of the survey, to make definite statements about citizens' access to information that would directly assist citizens to obtain information that could be used to hold the council accountable for failings. The efforts of LAAR to encourage the use of publicly displayed price lists for services provided at the commune office appears to have met with only partial success.

10.6 How important is the accountability relationship between councils and citizens?

Councilors expressed strong support for the rights of citizens to take a range of actions to hold the commune council accountable. However it is not clear that citizens commonly take such actions in practice. Citizens see "democracy" primarily in terms of respect for human rights and of general values such as equality and development, with only 20% seeing the opportunity to change governments through elections as being the most important feature of a democracy.

10.7 What changes have occurred since the baseline survey?

The survey reveals positive changes since the baseline survey. Citizens' participation in civil society organizations has increased. Citizens of the LAAR target commune express more favorable views of their commune councils and in particular, citizens assessments of their own freedom to participate in political activities without fear, have improved considerably (it is possible that this is influenced by the fact that the baseline survey was conducted during an election year).

Councilors view of civil society organizations appear significantly more favorable than in the baseline study. However there is some limited evidence of an increase in councilor perceptions of themselves as subordinate to higher authorities, particularly those at district level, to whom they must defer for important decisions.

10.8 Does the survey provide any evidence that LAAR is making a difference?

Citizens in LAAR communes have measurably better perceptions of their commune councils *and* councilors in LAAR communes express measurably more positive views of good governance principles, than do their counterparts in non-target communes. Citizens in LAAR target communes attend more meetings, speak more often, are better informed about the councils and express higher levels of approval for council performance. Councilors in LAAR target communes have more strongly

positive views on the accountability of councils to citizens. Both groups expressed more favorable views on partnership between the councils and civil society. However, although statistically significant in aggregate, the differences are not large and on the majority of issues citizens and councilors perceptions as measured by this survey do not differ greatly between LAAR target communes and others. It may be unrealistic to expect dramatic differences given the long time-scales required for attitudinal change, the short time period between the baseline and follow up survey and that good governance messages are not unique to LAAR.

To test for evidence of specific impacts of the LAAR project, a sub-set of questions were identified as ones where, broadly speaking, it might be hoped that the LAAR activities would influence the responses received. Generally, citizen responses counted as positive were those indicating favorable attitudes towards the commune council; and councilor responses counted as positive were those indicating support for participation, partnership, transparency and accountability, including concern for the special needs of vulnerable groups. This was inevitably a subjective exercise. For example, does a strong assessment by a councilor of the level of transparency of the council's operations indicate positive attitudes or complacency (in fact councilor self-evaluations were ignored for the purpose of this test)? From those questions determined to be relevant, responses with a statistically significant (95% confidence level) difference between treatment and control group were identified and counted as indicating either a "better" or "worse" score in the LAAR target communes compared with the control group. The results of this test are summarized in Table 16.

Table 16: There is modest but encouraging evidence of the impact of LAAR on perceptions of citizens and of councilors

Area	Councilors			Citizens		
	Relevant responses	LAAR better	LAAR worse	Relevant responses	LAAR better	LAAR worse
Participation	9	1	0	31	5	1
Partnership	29	5	0	31	6	2
Transparency	20	0	1	37	7	2
Accountability	44	6	3	70	13	3
All areas	102	12	4	169	31	8

In summary, out of 271 responses that had the potential to show a difference between LAAR and non-LAAR communes, 216 (80%) showed no significant difference. However 43 (16%) showed LAAR communes scoring more highly than the control group, and only in 4% of cases did the control group score more highly than the treatment group. Therefore, it can be said with confidence that there is statistically significant evidence of the impact of LAAR on the perceptions of councilors and citizens.

References

1. Centre for Advanced Studies for Pact Inc. 2008: Survey of Citizen and Councilor Perceptions of Commune Councils
2. World Bank 2009: Poverty Profile and Trend in Cambodia: Findings From the 2007 Cambodia Socio-Economic Survey.
3. Ministry of Planning 2010: Poverty and Select CMDGs Maps and Charts 2003 – 2008. Preliminary Results of the CDB-Based Research and Analysis Project.
4. Wonnacott TH and Wonnacott RJ 1990: Introductory Statistics (5th Edition).

ANNEXES

Annex 1: Citizen Questionnaire

Annex 2: Councilor Questionnaire

Annex 3: Sample Communes

Annex 4: Statistical Methods

Annex 1: Citizen Questionnaire

LAAR Citizen Satisfaction Survey – Follow Up

Citizen Questionnaire

Questionnaire Code:.....

Interviewee name:		Interviewer name:	ID:
Sex:	Female Male	Interview Date:	Signature:
Phone contact:		Re-interview date:	
Province:	District:	Start time:	End time:
Commune:	Village:	Checked By:	ID:
Household number:		Checked date:	Signature:

Questionnaire Contents

- Demographic Data
- Role of the Commune Council
- Participation
- Partnership
- Transparency
- Accountability
- General Situation

Section 1: Demographic Questions

DEM-1. Would you please tell me your age? [WRITE DOWN ACTUAL AGE IN YEARS].....

DEM-2. For how many years have you lived in this commune? [WRITE DOWN ACTUAL NUMBER OF YEARS].....

DEM-3. How many people live in this household? [RECORD NUMBER]

DEM-4. How would you describe your position in the household? [READ LIST, CHOOSE ONE]		
A.	Head of household	1
B.	Spouse of head of household	2
C.	Blood relative of head of household	3
D.	Employee	4
E.	Lodger (paying rent)	5
F.	Other	6
G.	[Do Not Read] No reply	99

DEM-5. In what language do you regularly speak with your household members? (do not read list)³ [DO NOT READ LIST, CHOOSE ONE]		
01: Khmer	11: Chaam	21: Ro Ong
02: Vietnamese	12: Kaaveat	22: Kraol
03: Chinese	13: Klueng	23: Raadear
04: Lao	14: Kuoy	24: Thmoon
05: Thai	15: Krueng	25: Mel
06: French	16: Lon	26: Khogn
07: English	17: Phnong	27: Por
08: Korean	18: Proav	28: Suoy
09: Japanese	19: Tumpoon	29: Other (specify)
10: Chaaraay	20: Stieng	99. Refused

DEM-6. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4
E.	[DO NOT READ] Refused	99

³ Answer categories of this question can be narrowed down.

DEM-7. What is the level of your schooling? [DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary/high school: technical/vocational type	4
E.	Complete secondary/high school: technical/vocational type	5
F.	Incomplete secondary	6
G.	Complete secondary	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10
K.	[DO NOT READ] Refused	99

DEM-8. What is your personal main occupation? [DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing	3
D.	Collect forest products of other common property resources	4
E.	Transportation (own vehicles and work for the others)	5
F.	Manufacturing business (weaving, crafts etc)	6
G.	Retail business (buying and selling things).....	7
H.	Construction business	8
I.	Repair business	9
J.	Work for a private business	10
K.	Work for government	11
L.	Homecare	12
M.	Student	13
N.	Retired	14
O.	Disabled	15
P.	Unemployed	16
Q.	Other (specify) _____	17
R.	Refused:	99

DEM-9. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing	3
D.	Collect forest products of other common property resources	4
E.	Transportation (own vehicles and work for the others)	5
F.	Manufacturing business (weaving, crafts etc)	6
G.	Retail business (buying and selling things)	7
H.	Construction business	8
I.	Repair business	9
J.	Work for a private business	10
K.	Work for government	11
L.	Income from rents	12
M.	Interest on loans	13

N.	Remittances (money sent by relatives)	14
O.	Others.....	15
P.	Refused:	99

DEM-10. On average, how much does your family spend on food each week (exclude rice)?
 [ENTER ESTIMATED AMOUNT].....

DEM-11. Has your family had to borrow money in the last six months? (over 50,000R loan and pay back in more than one month) If yes, what was the main reason for borrowing the money? [DO NOT READ LIST, CHOOSE ONE]		
A.	No borrowing	1
B.	Borrow money to invest in a business activity	2
C.	Borrow money to buy property	3
D.	Borrow money to pay for medical care	4
E.	Borrow money to buy food	5
F.	Borrow money to pay for school for their children	6
G.	Other:	7

Questions 12-14 Does your family own any of the following things?

DEM-12. Motorized transport [CHOOSE ONE]

- None 1
- 2 or 3 wheels 2
- 4 or more wheels 3

DEM-13 Television: [CHOOSE ONE]

- Yes 1
- No 2

DEM-14. Telephone (landline or mobile): [CHOOSE ONE]

- Yes 1
- No 2

DEM-15. In general, how do you rate your family's living conditions compared to those of an average family in your Commune? [READ LIST, CHOOSE ONE]	
Much Worse	1
Worse	2
Same	3
Better	4
Much Better	5
[DO NOT READ] Don't Know / No reply (do not read)	99

DEM-16. Over the past year, how often, if ever, has your family gone without: [READ OUT OPTIONS AND CHOOSE ONE FOR EACH PART]		Never	Just once or twice	Several times	Many times	Always	DK / NR [DNR]
A.	Enough food to eat?	0	1	2	3	4	99
B.	Enough clean water for home use?	0	1	2	3	4	99
C.	Medicines or medical treatment?	0	1	2	3	4	99
D.	Enough fuel to cook your food?	0	1	2	3	4	99
E.	A cash income?	0	1	2	3	4	99
F.	School expenses for your children (like fees, uniforms, or books)?	0	1	2	3	4	99

Section 2: Role of the Commune Council

CC-1. In your understanding, what is the role of the Commune Council? [WRITE DOWN UP TO 5 RESPONSES]	
A.	
B.	
C.	
D.	
E.	
F.	[DO NOT READ] Don't Know / No Reply
	99

Section 3: Questions on Participation

PPN-1: During the past year have you personally attended any of the following kinds of meeting? If you attended the meeting, did you speak in the meeting? [TICK ONE OF NEVER / ONCE / MORE THAN ONCE AND ALSO TICK SPOKE IF IT APPLIES]		Never	Once	More than once	Spoke	DK / NR [DNR]
A	Attended a regular monthly meeting of the Commune Council at the Commune Office?	0	1	2	3	99
B	Attended another kind of meeting organised by the Commune Council at the Commune Office	0	1	2	3	99
C	Attended a meeting organised by the Commune Council in your village to talk about planning	0	1	2	3	99
D	Attended another kind of meeting in your village where Commune Councilors were present?	0	1	2	3	99

PPN-2. What type of meeting was the last meeting, organised by the Commune Council, that you attended? [DO NOT READ LIST, CHOOSE ONE]		
A.	Commune Council Meeting	1
B.	Planning and Budgeting Committee meeting	2
C.	CMC meeting	3
D.	Planning meeting in the village	4
E.	Other type of meeting:	5
F.	Attended a meeting but don't know what type it was	6
G.	Never went to any meeting	7
H.	Don't Know / No Reply	99

⇒ If response to Question 2 was G or H, do not read the next two questions. Tick "Not applicable" and go on to question 5.

PPN-3. Why did you go to the last meeting [READ LIST, CHOOSE ONE]		
A.	Because you received a personal invitation	1
B.	Because you were told to go by someone in authority	2
C.	Because you were told to go by someone in your family	
D.	As part of your work for a CBO	3
E.	Because you wanted to go for your own reasons	4
F.	[DO NOT READ] Not applicable (did not go to any meetings)	5
G.	[DO NOT READ] Don't know or did not reply	99

PPN-4. Thinking about the last meeting you went to, do you agree or disagree with each of the following statements : [CHOOSE ONE ON EACH LINE]						
		SA	SWA	SWD	SD	DK / NR [DNR]
A.	The meeting was useful because you learned about Commune Council activities	1	2	3	4	99
B.	The meeting was useful because you were able to tell the Commune Council about your needs	1	2	3	4	99
C.	You enjoyed attending the meeting.	1	2	3	4	99
D.	The meeting was held at the most convenient time of day for you to attend.	1	2	3	4	99
E.	It is easy for a person like yourself to speak in the meeting	1	2	3	4	99
F.	When a person like yourself speaks in the meeting, the leaders listen carefully	1	2	3	4	99
G.	The issues that are important to you and to your family were discussed at the meeting	1	2	3	4	99
H.	You were happy with the decisions taken at the meeting	1	2	3	4	99

PPN-5. During the past year, how often have you contacted any of the following persons about some important problem or to give them your views? [CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Often	DK / NR [DNR]
A.	Village chief	0	1	2	3	99
B.	Village elder	0	1	2	3	99
C.	Commune Council member	0	1	2	3	99
D.	Commune Council Chief	0	1	2	3	99
E.	Women's Focal Point	0	1	2	3	99
F.	Official of government ministry	0	1	2	3	99
G.	Political party official	0	1	2	3	99
H.	NGO leader/staff	0	1	2	3	99
I.	Religious leader	0	1	2	3	99
J.	Community Monitoring Committee	0	1	2	3	99
K.	Some influential person (prompt if necessary: You know, someone with more money or power than you who can speak on your behalf.)	0	1	2	3	99

PPN-6. Think of the last time you contacted any of the above leaders. Was the main reason to: [READ OUT LIST, CHOOSE ONE. If respondent answered 0=Never for ALL PARTS of previous question, i.e. they NEVER contacted any leader, circle code 6=Not applicable below]		
A.	Tell them about your own personal problems?	1
B.	Tell them about a community or public problem?	2
C.	Give them your view on some political issue?	3
D.	Ask them to help solve a dispute?	4
E.	Something else?	5
F.	[DO NOT READ] Not applicable (i.e., did not contact any leader)	6
G.	[DO NOT READ] Don't Know / no answer	99

PPN-7. During the past year, have any of the following persons <u>contacted you</u> to get your views about some important problem? [CHOOSE ONE ON EACH LINE]		Never	Only once	More than once	Often	DK / NR [DNR]
A.	Village chief	0	1	2	3	99
B.	Village elder	0	1	2	3	99
C.	Commune Council member	0	1	2	3	99
D.	Commune Council Chief	0	1	2	3	99
E.	Women's Focal Point	0	1	2	3	99
F.	Official of government ministry	0	1	2	3	99
G.	Political party official	0	1	2	3	99
H.	NGO leader/staff	0	1	2	3	99
I.	Community Monitoring Committee (CMC) member	0	1	2	3	99
J.	Religious leader	0	1	2	3	99

PPN-8. I am going to read you a list of things the Council could do to make it easier for the people to tell them about their needs. Please choose one of these things that you think would be most useful for you. [CHOOSE ONE ON EACH LINE]		
A.	Make it easier for women, poor people and others who are not powerful to speak in village meetings	1
B.	Organise village meetings more often	2
C.	Organise village meetings at a different time of day so that it is easier for people to attend.	3
D.	No need for any of these things	4
E.	Something else: (write in):	5
F.	[DO NOT READ] Don't Know / No Reply	99

PPN-9. I am going to read you a list of things the Council could do to make it easier for the people to tell them about their needs. Please choose one of these things that you think would be most useful for you. [CHOOSE ONE ON EACH LINE]		
A.	Organise meetings with small groups of citizens, for example, women, young people, or the people who live in one part of a village, to find out about their special needs	1
B.	Councilors should come to meet ordinary people to talk to them one to one	2
C.	Councilors should make it easier for ordinary people to go to talk to them one to one	3
D.	No need for any of these things	4
E.	Something else: (write in):	5
F.	[DO NOT READ] Don't Know / No Reply	99

Section 4: Partnership

A community organisation means any kind of organisation that is not part of the government and that ordinary people in the community can join and participate in. I am going to ask you some questions about this type of organisation.

PSP-1. Now I am going to read out a list of groups that people join or attend. For each one, could you tell me whether you belong/participate, and in what capacity? [CHOOSE ONE ON EACH LINE]		No	Official Leader	Member or participant	DK / NR [DNR]
A.	Pagoda association	0	1	2	99
B.	Islamic association	0	1	2	99
C.	Community Fisheries association	0	1	2	99
D.	Community Forestry association	0	1	2	99
E.	Farmers Association	0	1	2	99
F.	Water and Sanitation User Group	0	1	2	99
G.	Farmer Water User Community	0	1	2	99
H.	Savings/credit association	0	1	2	99
I.	Road maintenance groups	0	1	2	99
J.	Women's association	0	1	2	99
K.	Self-help group/ Solidarity Group	0	1	2	99
L.	Youth group	0	1	2	99
M.	Cultural group	0	1	2	99
N.	Parent's Association	0	1	2	99
O.	Community Mobilising Committee (CMC)	0	1	2	99
P.	NGO	0	1	2	99
Q.	Ethnic cultural association / Language based group	0	1	2	99
R.	Political party	0	1	2	99
S.	Business association	0	1	2	99
T.	Labor Union	0	1	2	99
U.	Others	0	1	2	99

⇒ If the respondent is not a member or participant in any kind of CBO, skip Questions 2, 3, 4 and go on to Question 5

PSP-2. How long ago was the last time you participated in any activity of any of the kinds of group listed above? [WRITE DOWN LENGTH OF TIME IN MONTHS]

PSP-3. Do you attend monthly meetings of the Commune Council as part of your CBO activity? If yes, how long ago was the last time? [WRITE DOWN LENGTH OF TIME IN MONTHS]

PSP-4. Please tell me whether you agree or disagree with the following statements about the relationship between the Commune Council and the community organisation you are active in

[CHOOSE ONE ON EACH LINE]

	SA	SWA	SWD	SD	DK / NR [DNR]
A The community organisation works actively and very closely with the Commune Council	1	2	3	4	99
B The quality of cooperation between the community organisation and the Commune Council is very good	1	2	3	4	99

PSP-5. Do you agree or disagree with the following statements about the reasons why people participate in activities of community organisations?						DK / NR [DNR]
[CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	[DNR]
A.	People participate in community organisations because they hope they will get some money benefit for themselves.	1	2	3	4	99
B.	People participate in community organisations because they want to help themselves and other people together	1	2	3	4	99
C.	People participate in community organisations to help other people who are poorer or less fortunate than themselves.	1	2	3	4	99
D.	People participate in community organisations because will get more respect in their community	1	2	3	4	99
E.	People participate in community organisations when they are told to by their leaders.	1	2	3	4	99

PSP-6. Out of the following types of group, which one do you think understands best about the needs of people like you? [READ LIST AND CHOOSE ONE]		
A.	Commune Council	1
B.	Village elders/ village chief	2
C.	Community organisation	3
D.	Political party	4
E.	NGO (an organisation that helps the people but does not have ordinary people as members)	5
F.	[DO NOT READ] Don't know / No reply	99

PSP-7. Out of the following types of group, which one do you think is most effective at responding to the needs of people like you? [READ LIST AND CHOOSE ONE]		
A.	Commune Council	1
B.	Village elders/ village chief	2
C.	Community organisation	3
D.	Political party	4

E.	NGO (an organisation that helps the people but does not have ordinary people as members)	5
F.	[DO NOT READ] Don't know / No answer	99

Section 5: Transparency

TRN-1. I am going to read out some questions about the activities of the Commune Council. You do not need to answer the questions, just tell me whether you feel you know the answers to these questions. [CHOOSE ONE ON EACH LINE]		Know for sure	Know a little bit	Don't know	DK / NR
A.	How many Commune Councilors there are in your commune	1	2	3	99
B.	Where any Commune Councilors lives	1	2	3	99
C.	How often the Commune Council meets	1	2	3	99
D.	What day and time the Commune Council met last OR will meet next	1	2	3	99
E.	How much money the Commune Council spent on development projects last year	1	2	3	99
F.	How much money the Commune Council will receive for development projects this year.	1	2	3	99
G.	What development project the Commune Council implemented last year?	1	2	3	99
H.	Last time you contributed money to a development project, do you know what the money was used for?	1	2	3	99
I.	How to find out the answers to the questions I have just asked?	1	2	3	99

TRN-2. Have you ever tried to find more information about the business of the Commune Council? What sort of information? How? (Give most recent example). Did you get the information you wanted? [CHOOSE ONE OF C TO G]		
A.	Type of information [WRITE IN]:	
B.	Means of trying to find information [WRITE IN]	
C.	Got all the information you wanted	3
D.	Got some of the information you wanted	4
E.	Did not get any of the information you wanted	5
F.	Never tried	6
G.	[DO NOT READ] Don't know / no answer	99

TRN-3. How do you find out information about the activities of the Commune Council? [CHOOSE ONE ON EACH LINE]		Often	Sometimes	Never	DK / NA
A.	Commune Council member	1	2	3	99
B.	Village chief	1	2	3	99
C.	Public announcement (loudspeaker)	1	2	3	99
D.	Community Monitoring Committee (CMC)	1	2	3	99
E.	CBO/NGO	1	2	3	99
F.	Commune notice board	1	2	3	99
G.	Village notice board	1	2	3	99
H.	Political party	1	2	3	99

I.	Teacher	1	2	3	99
J.	Friend	1	2	3	99
K.	Family member	1	2	3	99
L.	Other: (specify)	1	2	3	99
TRN-4. Of the following ways the Commune Council can inform the people about its activities, choose one that you think is most useful for you personally: [READ OPTIONS, CHOOSE ONE]					
A.	Commune Council members go to talk to the people				1
B.	Village chief go to talk to the people				2
C.	By loudspeaker announcement				3
D.	Through the CMC				4
E.	By posting information on a noticeboard				5
F.	[DO NOT READ] Don't know / no answer				99

TRN-5. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	DK /NR
A.	You personally have the right to know when the Commune Council will meet	1	2	3	4	99
B.	You personally have the right to know what the Commune Council will talk about	1	2	3	4	99
C.	You personally have the right to know what the Commune Council has decided	1	2	3	4	99
D.	You personally have the right to know how much money the Commune Council received, and how it spent the money?	1	2	3	4	99
E.	You personally have the right to attend a meeting of the Commune Council even without an invitation	1	2	3	4	99
F.	You personally have the right to go to the Commune Office and look at documents they keep there, for example the Commune Plan or the Commune Budget?	1	2	3	4	99

TRN-6: When you go to the Commune office for a service (for example, registering a birth or marriage, registering a land sale etc) What rate of expense for the services you paid compared with the correct price?

A.	Equal to the correct price	1
B.	Higher than the correct price	2
C.	Lower than the correct price	3
D.	Don't know the correct price	4
E.	[DO NOT READ] Never go to commune office / No Answer	99

If the answer is D or E, please skip the question 7.

TRN-7: How did you to find out the correct price of those services?

A	Price list	1
B	Commune Council members/ village chiefs	2
C	People who ever got the services	3
D	Others.....	4
E	[DO NOT READ] Don't know / No Answer	99

Section 6: Questions on Accountability

ACC-1. How do you rate the performance of the CC on each of the following issues [CHOOSE ONE ON EACH LINE]		Very Good	Good	Not so good	Not good	DK / NR
A.	Road construction	1	2	3	4	99
B.	Irrigation construction	1	2	3	4	99
C.	Planning	1	2	3	4	99
D.	Addressing the needs of the least well off	1	2	3	4	99
E.	Addressing problems involving youth	1	2	3	4	99
F.	Addressing women's issues	1	2	3	4	99
G.	Improving hygiene and sanitation	1	2	3	4	99
H.	Dispute mediation/conflict resolution	1	2	3	4	99
I.	Education	1	2	3	4	99
J.	Water Supply	1	2	3	4	99
K.	Public security	1	2	3	4	99
L.	Assisting individual citizens to solve their problems	1	2	3	4	99

ACC-2. Are there things that you think councilors should be doing, but are not doing? (list up to 3 responses) [WRITE DOWN ANSWER]	
A.	
B.	
C.	
D.	[DO NOT READ] Don't know / no answer
	99

ACC-3. Do you feel that local authorities are helpful at solving problems for people like you?: [READ OPTIONS AND CHOOSE ONE]		
A.	Very responsive (solve problem very quickly)?	1
B.	Somewhat responsive (sometimes solve problem ok)?	2
C.	Somewhat unresponsive? (do not always solve problem quickly)	3
D.	Very unresponsive? (do not solve problem very quickly)	4
E.	[DO NOT READ] Don't know / no answer	99

ACC-4. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	DK / NR
A.	The Commune Council generally has the same priorities for the community as you do	1	2	3	4	99
B.	If the Commune Council were given more resources, it would use them wisely for the benefit of the community.	1	2	3	4	99
C.	If the Commune Council were given the authority to raise revenues through fees, it would provide better services to the community.	1	2	3	4	99
D.	If I had access to improved services, I would be willing to pay more for them	1	2	3	4	99
E.	If the Commune Council were given more power, it would be better placed to make good decisions for the development of their community.	1	2	3	4	99

ACC-5. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements. [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	DK / NA
A.	Our commune councils are giving preference to those in important positions and if they are high-ranking officials.	1	2	3	4	99
B.	In this commune all people have basic necessities food/clothes/shelter.	1	2	3	4	99
C.	People are free to speak what they think without fear.	1	2	3	4	99
D.	People can join any organization they like without fear.	1	2	3	4	99
E.	People can join any Political party they like without fear.	1	2	3	4	99
F.	Commune Councilors choose development projects that provide benefits to them personally?	1	2	3	4	99

ACC-6. Some groups within the community may have special needs. For each of the types of group I am going to mention, I would like you to tell me if you think that group has special needs (different priorities from the whole community) and whether the Commune Council works hard enough to respond to those needs [CHOOSE ONE ON EACH LINE]		This group has no special needs that are different from the needs of the whole community	This group has special needs and the Commune Council tries hard to respond to those needs	The Commune Council should try harder respond to needs of this group	DK / NA
A.	Women	1	2	3	99
B.	Young people	1	2	3	99

C. Ethnic minorities	1	2	3	99
D. Poor people	1	2	3	99
E. Disabled people	1	2	3	99
F. Others.....	1	2	3	99

ACC-7. Here are some features of democracy. If you have to choose one that is important to you personally, which would you choose? [READ OPTIONS AND CHOOSE ONE]		
A.	Opportunity to change the government through elections	1
B.	Freedom to participate and empowerment in decision making	2
C.	Reduced income gap between rich and poor and increased ownership by poor	3
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	4
E.	Respect for human rights and equal opportunity in competition for education and jobs	5
F.	[do not read] Don't understand the question	6
G.	[DO NOT READ] Don't know / No reply	99

ACC-8. I am going to read a list of things that citizens might sometimes do if they think that the Commune Council is not providing a good service. Please tell me whether you agree that these are appropriate actions for citizens like yourself to take.		SA	SWA	SWD	SD	Don't know
A.	Complain to the Commune Chief	1	2	3	4	99
B.	Complain to a higher authority	1	2	3	4	99
C.	Vote for a different political party next election	1	2	3	4	99
D.	Join a political party	1	2	3	4	99
E.	Join a CBO to work with the CC for improvements	1	2	3	4	99
F.	Join a group of citizens to protest	1	2	3	4	99

Section 7: General Questions

GEN-1. How does present living condition change compared to the situation two years ago? [READ OUT OPTIONS AND CHOOSE ONE ON EACH LINE]		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
A	The living conditions of most people in your commune	1	2	3	4	5	99
B	The living conditions of your own family.	1	2	3	4	5	99

GEN-2. Over the past year, how often, if ever, have you or anyone in your family been a victim of: [READ OUT OPTIONS AND CHOOSE ONE ON EACH LINE]		Never	Once	More than once	Many times	Don't Know [DNR]
A.	Theft	0	1	2	3	99
B.	Violence by somebody in the family	0	1	2	3	99
C.	Violence by a stranger	0	1	2	3	99
D.	Crime committed by a gang?	0	1	2	3	99
E.	Other crime	0	1	2	3	99
F.	Pay a bribe for any body	0	1	2	3	99

Questions for interviewer: (complete after interview)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:			
		Yes	No
A.	Did the respondent check with others for information to answer any question?	1	0
B.	Do you think anyone influenced the respondent's answers during the interview?	1	0
C.	Were you approached by any community and/or political party representatives?	1	0
D.	Did you feel threatened during or after the interview?	1	0
E.	Other problem encountered: (list)	1	0

R3. Housing type (Record Observation)		
A.	THATCH	1
B.	TILES	2
C.	CONCRETE	3
D.	FIBRO-CEMENT	4
E.	GALVANIZED IRON/ALUMINUM	5
F.	SALVAGED MATERIALS	6
G.	TENT	7
H.	MIXED BUT PREDOMINANTLY MADE OF TILES AND GALVANIZED IRONS/ALUMINUM	8
I.	MIXED BUT PREDOMINANTLY MADE OF THATCH AND ALVAGED MATERIAL	9
J.	OTHER: (RECORD)	10

Annex 2: Councilor Questionnaire

LAAR Citizen Satisfaction Survey – Follow Up

Councilor Questionnaire

Questionnaire Code:.....

Interviewee name:
Sex: **Female** **Male**
Interview venue:
Position on Council:

Tel:
Province: **District:**
Commune: **Village:**
CC No:

Interviewer name: **ID:**
Interview date: **Signature:**
Re-interview date:
Start time: **End time:**
Checked by: **ID:**
Checked date: **Signature:**

Questionnaire Contents

- Commune Background
- Demographic Data
- Participation
- Partnership
- Transparency
- Accountability
- General Situation

Section 1: Demographic Questions

DEM-1. Would you please tell me your age? [WRITE DOWN ACTUAL AGE IN YEARS].....

DEM-2. For how many years have you lived in this commune? [WRITE DOWN ACTUAL NUMBER OF YEARS].....

DEM-3. How many people live in this household? [RECORD NUMBER].....

DEM-4. How would you describe your position in the household? [READ LIST, CHOOSE ONE]		
A.	Head of household	1
B.	Spouse of head of household	2
C.	Blood relative of head of household	3
D.	Employee	4
E.	Lodger (paying rent)	5
F.	Other	6
G.	[Do Not Read] Refused	99

DEM-5. In what language do you regularly speak with your household members? (do not read list)⁴ [DO NOT READ LIST, CHOOSE ONE]		
01: Khmer	11: Chaam	21: Ro Ong
02: Vietnamese	12: Kaaveat	22: Kraol
03: Chinese	13: Klueng	23: Raadeear
04: Lao	14: Kuoy	24: Thmoon
05: Thai	15: Krueng	25: Mel
06: French	16: Lon	26: Khogn
07: English	17: Phnong	27: Por
08: Korean	18: Proav	28: Suoy
09: Japanese	19: Tumpoon	29: Other (specify)
10: Chaaraay	20: Stieng	99. Refused

DEM-6. Are you married, single, divorced, or widowed? [READ LIST, CHOOSE ONE]		
A.	Marriage/Living together	1
B.	Single	2
C.	Divorced/Separated	3
D.	Widowed	4
E.	[DO NOT READ] Refused	99

⁴ Answer categories of this question can be narrowed down.

DEM-7. What is the level of your schooling? [DO NOT READ LIST, CHOOSE ONE]		
A.	No formal education	1
B.	Incomplete primary	2
C.	Complete primary	3
D.	Incomplete secondary/high school: technical/vocational type	4
E.	Complete secondary/high school: technical/vocational type	5
F.	Incomplete secondary	6
G.	Complete secondary	7
H.	Some university/college-level, with diploma	8
I.	With University/College degree	9
J.	Post-graduate degree	10
K.	[DO NOT READ] Refused	99

DEM-8. What is your personal main occupation? [DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing	3
D.	Collect forest products of other common property resources	4
E.	Transportation (own vehicles and work for the others)	5
F.	Manufacturing business (weaving, crafts etc)	6
G.	Retail business (buying and selling things).....	7
H.	Construction business	8
I.	Repair business	9
J.	Work for a private business	10
K.	Work for government	11
L.	Homecare	12
M.	Student	13
N.	Retired	14
O.	Disabled	15
P.	Unemployed	16
Q.	Commune Councillor / Commune Chief	17
R.	Other (specify)_____	18
S.	Refused:	99

DEM-9. What is the most important source of income for your family? [DO NOT READ LIST, CHOOSE ONE]		
A.	Own farm work (cultivating crops, livestock, sugar palm, fish farming etc)	1
B.	Farm work for others	2
C.	Fishing	3
D.	Collect forest products of other common property resources	4
E.	Transportation (own vehicles and work for the others)	5
F.	Manufacturing business (weaving, crafts etc)	6
G.	Retail business (buying and selling things).....	7
H.	Construction business	8
I.	Repair business	9
J.	Salary a private business	10
K.	Salary from working the government	11
L.	Income from rents	12

M.	Interest on loans	13
N.	Remittances (money sent by relatives)	14
Q.	Others.....	15
R	Refused:	99

DEM-10. On average, how much does your family spend on food each week (exclude rice).
 [ENTER ESTIMATED AMOUNT].....

DEM-11. Has your family had to borrow money in the last six months? (over 50,000R loan and pay back in more than one month) If yes, what was the main reason for borrowing the money?
 [DO NOT READ LIST, CHOOSE ONE]

A.	No borrowing	1
B.	Borrow money to invest in a business activity	2
C.	Borrow money to buy property	3
D.	Borrow money to pay for medical care	4
E.	Borrow money to buy food	5
F.	Borrow money to pay for school for their children	6
G.	Other:	7

Questions 12-14 Does your family own any of the following things?

DEM-12. Motorized transport [CHOOSE ONE]

- None 1
- 2 or 3 wheels 2
- 4 or more wheels 3

DEM-13 Television: [CHOOSE ONE]

- Yes 1
- No 2

DEM-14. Telephone (landline or mobile): [CHOOSE ONE]

- Yes 1
- No 2

DEM-15. In general, how do you rate your family's living conditions compared to those of an average family in your Commune? [READ LIST, CHOOSE ONE]

Much Worse	1
Worse	2
Same	3
Better	4
Much Better	5
[DO NOT READ] Don't Know / No reply (do not read)	99

DEM-16. Over the past year, how often, if ever, has your family gone without: [READ OUT OPTIONS AND CHOOSE ONE FOR EACH PART]							
		Never	Just once or twice	Several times	Many times	Always	DK / NR [DNR]
A.	Enough food to eat?	0	1	2	3	4	99
B.	Enough clean water for home use?	0	1	2	3	4	99
C.	Medicines or medical treatment?	0	1	2	3	4	99
D.	Enough fuel to cook your food?	0	1	2	3	4	99
E.	A cash income?	0	1	2	3	4	99
F.	School expenses for your children (like fees, uniforms, or books)?	0	1	2	3	4	99

Section 2: Commune Council

CC1: What year did you first become a Commune official or a member of the Commune Council? [WRITE IN ACTUAL OR APPROXIMATE YEAR]:

CC2: [IF THE COUNCILOR IS A WOMAN] Are you the Commune Women and Children Focal Point [YES / NO].....

CC-3 From which party list were you elected?		
A.	CPP	1
B.	FUNCINPEC	2
C.	SRP	3
D.	NRP	4
E.	Other (specify)	5
F.	[DO NOT READ] Don't know / no answer	99

CC-4. In your understanding, what is the role of the Commune Council? [WRITE DOWN UP TO 5 RESPONSES]		
A.		
B.		
C.		
D.		
E.		
F.	[DO NOT READ] Don't know / no reply	99

CC-5. Please tell me which of the following roles of a commune councilor is the most important [READ LIST AND CHOOSE ONE]		
A.	Developing the commune following the policy from the higher level	1
B.	Maintaining good order and security in the commune and reporting to the higher level about any problems	2
C.	Developing the commune following the needs and priorities of the majority of the people in the commune	3
D.	Providing assistance to help improve the living standards of poor people, women and others who are not powerful	4
E.	Helping individual citizens to solve their problems	5
F.	[DO NOT READ]: Don't know / no reply	99

Section 3: Questions on Participation

PPN-1. Please tell me whether you agree or disagree with the following statements;		SA	SWA	SWD	SD	DK / NR
A.	You, as a councilor, fully understand about the needs of the citizens in your commune.	1	2	3	4	99
B.	You, as a councilor, fully understand about the social and economic conditions in the commune	1	2	3	4	99
C.	Any citizen can easily tell the commune council if he or she has any problem	1	2	3	4	99
D.	Any citizen can easily tell the commune council if he or she has any ideas for improving development in the commune	1	2	3	4	99
E.	Although the citizens in the commune include rich and poor people, men and women and young and old people, the most important needs of all the citizens are the same.	1	2	3	4	99

PPN-2. I am going to read out six ways in which Commune Councilors can find out about the situation in their commune. I would like you to choose three that are important to you, and place them in order. [CHOOSE ONE IN EACH COLUMN]		Most important	Second most important	Third most important
A.	Just living there, you know the situation the same as the other citizens do	1	2	3
B.	Talking to friends and people you do business with	1	2	3
C.	Going out to talk to the citizens one-to-one to find out about their needs	1	2	3
D.	Citizens come to see you to tell you about their problems	1	2	3
E.	Meetings of all the citizens in a village	1	2	3
F.	Meetings with small groups of citizens, for example women, youth or the people who live in one part of a village	1	2	3
G.	Meetings with Community Based Organisations	1	2	3
H.	Meetings of the Commune Council	1	2	3

PPN-3. Please tell me whether you agree or disagree with the following statements about village meetings [CHOOSE ONE ON EACH LINE]		SA	SW A	SW D	SD	DK / NR
A.	Village meetings are an important opportunity for the Commune Council to inform citizens about the business of the council	1	2	3	4	99
B.	Village meetings are an important opportunity for Councilors to learn about the problems faced by the people in the commune	1	2	3	4	99
C.	Even if there were no village meetings, the Commune Council could still choose the best development projects for the commune.	1	2	3	4	99
D.	If people see the councilors often and know that the councilors are working hard for them, they will be likely to vote for the same councilors at the next election	1	2	3	4	99

PPN-4. I am going to read you a list of things the Council could do to make it easier for the people to tell them about their needs. Please choose one of these things that you think would be most useful. [READ OUT LIST AND CHOOSE ONE OPTION]		
A.	Make it easier for women, poor people and others who are not powerful to speak in village meetings	1
B.	Organise village meetings more often	2
C.	Organise village meetings at a different time of day so that it is easier for people to attend.	3
D.	Organise meetings with small groups of citizens, for example, women, young people, or the people who live in one part of a village, to find out about their special needs	4
E.	Councilors should go to meet ordinary people to talk to them one to one	5
F.	Councilors should make it easier for ordinary people to come to talk to them one to one	6
G.	No need for any of these things	7
H.	Something else: (write in):	8
I.	[DO NOT READ] Don't know / no reply	99

PPN-5. When you have spoken to citizens within the Commune in the last year, where did your conversation most frequently take place? : [READ OUT OPTIONS AND CHOOSE ONE OR TWO OPTIONS]		
A.	Your home	1
B.	Home of citizen in village	2
C.	Village meeting	3
D.	Commune Council Office	4
E.	Commune Council Meeting at Commune Office	5
F.	Commune Council Meeting in other place	6
G.	Pagoda	7
H.	Market	8
I.	Other: (specify)	9
J.	[(DO NOT READ)] Don't know / no reply	99

PPN-6 What specific measures does the CC take to identify and address the needs of under-represented groups (including poorest, ethnic/linguistic minorities, youth, female-headed households, PLHA); [WRITE DOWN UP TO 5 RESPONSES]		
A.		
B.		
C.		
D.		
E.		
F.	[DO NOT READ] Don't know / no reply	99

Section 4: Partnership

A community organisation means any kind of organisation that is not part of the government and that ordinary people in the community can join and participate in. I am going to ask you some questions about this type of organisation.

PSP-1. I would like you to tell me if of the following community organizations exist in the commune, and whether you are an active member or leader of any of them? [CHOOSE ONE ON EACH LINE]		Yes	No	Official Leader	Member or participant	[DNR] DK / NR
A.	Pagoda association	1	2	3	4	99
B.	Islamic association	1	2	3	4	99
C.	Community Fisheries association	1	2	3	4	99
D.	Community Forestry association	1	2	3	4	99
E.	Farmers Association	1	2	3	4	99
F.	Water and Sanitation Group	1	2	3	4	99
G.	Farmer Water User Community	1	2	3	4	99
H.	Savings/credit association	1	2	3	4	99
I.	Road maintenance groups	1	2	3	4	99
J.	Women's association	1	2	3	4	99
K.	Self-help group/ Solidarity Group	1	2	3	4	99
L.	Youth group	1	2	3	4	99
M.	Cultural group	1	2	3	4	99
N.	Parent's Association	1	2	3	4	99
O.	Community Mobilising Committee (CMC)	1	2	3	4	99
P.	NGO	1	2	3	4	99
Q.	Ethnic cultural association / Language based group	1	2	3	4	99
R.	Political party	1	2	3	4	99
S.	Business association	1	2	3	4	99
T.	Labor Union	1	2	3	4	99
U.	Other	1	2	3	4	99
	If other, list response:	1	2	3	4	99

⇒ If the respondent is not a member or participant in any kind of CBO, skip Question 2 and go on to Question 3

PSP-2. How long ago was the last time you participated in any activity of any of the kinds of group listed above?

PSP-3. I will read you a list of statements about the role of community associations. Please tell me whether you agree, or disagree with each of these statements. (Do not read: [CHOOSE ONE ON EACH LINE])		SA	SWA	SWD	SD	[DNR] DK / NR
A.	They act as a bridge, bringing useful information on development issues and needs from the citizens to the CC and vice-versa.	1	2	3	4	99
B.	They are of not much help to the CC, as they lack good governance and transparency	1	2	3	4	99
C.	They provide services or support that cannot be obtained from line departments;	1	2	3	4	99
D.	We always invite them to meetings.	1	2	3	4	99
E.	They usually attend meetings when invited.	1	2	3	4	99
F.	They are not much help to the citizens in the commune as they are not useful in addressing community problems.	1	2	3	4	99
G.	They are not useful in securing additional resources for the commune.	1	2	3	4	99
H.	Others	1	2	3	4	99

PSP-4. Do you agree or disagree with the following statements about the reasons why people participate in activities of community organisations? [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	[DNR] DK / NR
A.	People participate in community organisations because they hope they will get some money benefit for themselves.	1	2	3	4	99
B.	People participate in community organisations because they want to help themselves and other people together	1	2	3	4	99
C.	People participate in community organisations to help other people who are poorer or less fortunate than themselves.	1	2	3	4	99
D.	People participate in community organisations because will get more respect in their community	1	2	3	4	99
E.	People participate in community organisations when they are told to by their leaders.	1	2	3	4	99
F.	[DO NOT READ] Don't know / no answer	1	2	3	4	99

PSP-5. What do you see as the most important role of the Commune Council in relation to community organisations [READ OPTIONS AND CHOOSE ONE]

- A. The Commune Council is the leader, and has to give a direction so the community organisations know what to do to help the people 1
- B. The Commune Council creates a good situation in the Commune for the community organisations to do their work. 2
- C. The Commune Council is an equal partner with the community organisations. The Council and the community organisations work together to solve the problems of the people 3
- D. DO NOT READ: Don't know / no answer 99

PSP-6. What specific measures does the Commune Council take to build partnerships with other Commune Councils, with line departments and with NGOs from outside the commune? [WRITE DOWN UP TO 3 RESPONSES]		
A.		
B.		
C.		
F.	[DO NOT READ] Council has never taken any specific measures for this purpose	77
G.	[DO NOT READ] Don't know /No Answer	99

PSP-7: Which of the following types of partnership do you consider to be the most important for your Commune Council? [READ LIST AND CHOOSE MOST IMPORTANT, SECOND MOST IMPORTANT AND THIRD MOST IMPORTANT]

	Most important	Second most important	Third most important
A. Partnership with technical departments from the Province or the District	1	2	3
B. Partnership with the District authority	1	2	3
C. Partnership with other Commune Councils in your district	1	2	3
D. Partnerships with community organisations	1	2	3
E. Partnership with private sector contractors and service providers	1	2	3

F. Partnership with important individuals in the commune | 1 | 2 | 3

Section 5: Transparency

TRN-1. Please tell me whether you agree or disagree with the following statements [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	[DNR] DK / NR
A.	The citizens in your commune know everything they need to know about the business of the Commune Council	1	2	3	4	99
B.	Any citizen has the right to know when the Commune Council will meet	1	2	3	4	99
C.	Any citizen has the right to know what the Commune Council will talk about in its next meeting	1	2	3	4	99
D.	Any citizen has the right to know what the Commune Council has decided	1	2	3	4	99
E.	Any citizen has the right to know how much money the Commune Council received, and how it spent the money?	1	2	3	4	99
F.	Any citizen has the right to attend a meeting of the Commune Council even without an invitation	1	2	3	4	99
G.	Any citizen has the right to come to the Commune Office and look at documents they keep there, for example the Commune Plan or the Commune Budget?	1	2	3	4	99

TRN-2. What are the most important reasons why the citizens should know about the business of the Commune Council [READ OUT OPTIONS AND CHOOSE MOST IMPORTANT, SECOND AND THIRD]		Most important	Second most important	Third most important
A.	If the citizens understand about the work of the Commune Council they will have ideas that can help the work of the Council	1	2	3
B.	If the citizens understand about the work of the Commune Council they will understand that the work is difficult and the Commune Council cannot solve all problems at the same time	1	2	3
C.	If the citizens know about the activities of the Commune Council they will be able to protest if the Council makes any mistake.	1	2	3
D.	Citizens who understand well about the work of the Commune Council can make a good choice about which party to vote for when the election comes	1	2	3

TRN-3. Do you agree that the Council has the right to hide information from some citizens who might use it in the wrong way?		SA	SWA	SWD	SD	Don't know / no reply
A.	People who are not educated enough to understand about the work of the Council	1	2	3	4	99
B.	People who don't really need the information, they are just wasting the time of the leadership	1	2	3	4	99
C.	People who are in a different political party from the leaders, and want to get information so that they can criticize the leaders to the people	1	2	3	4	99
D.	People who were not born in the Commune, they just moved here recently so they do not have the same rights as other citizens.	1	2	3	4	99

TRN-4. How do you think most citizens get information about the activities of the Commune Council?		Often	Someti mes	Never	[DNR] DK / NR
A.	Commune Council member	1	2	3	99
B.	Village chief	1	2	3	99
C.	Public announcement (loudspeaker)	1	2	3	99
D.	Community Mobilising Committee (CMC)	1	2	3	99
E.	CBO/NGO	1	2	3	99
F.	Commune notice board	1	2	3	99
G.	Village notice board	1	2	3	99
H.	Political party	1	2	3	99
I.	Teacher	1	2	3	99
J.	Friend	1	2	3	99
K.	Family member	1	2	3	99
L.	Other: (specify)	1	2	3	99

TRN-5 What are your three primary mechanism for disseminating information about Commune Council activities? : [Read out options, accept up to three answers]		
A.	Commune Council members	1
B.	Village chief	2
C.	Public announcement (loudspeaker)	3
D.	Village meetings	4
E.	Provide information to CBO/NGO	6
F.	Community Mobilising Committee (CMC)	7
G.	Commune notice board	8
H.	Village notice board	9
I.	Political party	10
J.	Teacher	11
K.	Other: (specify)	12
L.	[DO NOT READ] Don't know / no reply	99

TRN-6. Of the following ways the Commune Council can inform the people about its activities, choose one that you think the Council should use more [READ OPTIONS AND CHOOSE ONE]		
A.	Commune Council members go to talk to the people	1
B.	Village chief go to talk to the people	2
C.	By loudspeaker announcement	3
D.	Through community organisations	4
E.	By posting information on a noticeboard	5
F.	By another method (WRITE DOWN METHOD)	6
G.	[DO NOT READ] Don't know / no reply	99

TRN-7: When a citizen comes to the Commune office for a service (for example, registering a birth or marriage, registering a land sale etc) is it easy to find out the rate of expense for the services?

F.	Easy	1
G.	Not easy	2
H.	[DO NOT READ] No Answer	99

TRN-8: When a citizen comes to the Commune office for a service (for example, registering a birth or marriage, registering a land sale etc) What rate of expense for the services does he / she normally pay compared to the correct price?

I.	Equal to the correct price	1
J.	Higher than the correct price	2
K.	Lower than the correct price	3
L.	For most services there is no official correct price	4
M.	[DO NOT READ] No Answer	99

TRN-9: How can a citizen find out the correct price of Commune Council services?

A	Price list	1
B	Commune Council members/ village chiefs	2
C	People who ever got the services	3
D	Others.....	4
E	[DO NOT READ] Don't know / No Answer	99

Questions on Accountability

ACC-1. How do you rate the performance of the CC on each of the following issues [CHOOSE ONE ON EACH LINE]		Very Good	Good	OK	Not good	[DNR] DK / NR
A.	Road construction	1	2	3	4	99
B.	Irrigation construction	1	2	3	4	99
C.	Planning	1	2	3	4	99
D.	Addressing the needs of the least well off	1	2	3	4	99
E.	Addressing problems involving youth	1	2	3	4	99
F.	Addressing women's issues	1	2	3	4	99
G.	Improving hygiene and sanitation	1	2	3	4	99
H.	Dispute mediation/conflict resolution	1	2	3	4	99
I.	Education	1	2	3	4	99
J.	Water Supply	1	2	3	4	99
K.	Public security	1	2	3	4	99
L.	Assisting individual citizens to solve their problems	1	2	3	4	99

ACC-2. Are there things that you think councilors should be doing, but are not doing? [WRITE DOWN UP TO THREE RESPONSES]	
A.	
B.	
C.	
D.	[DO NOT READ] Don't know / No reply
	99

ACC-3 I will read you a list of statements about the Commune Council. Please tell me whether you agree, or disagree with each of these statements. [READ OUT OPTIONS AND CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	No reply
A.	The CC is accountable downwards towards the citizens of the commune?	1	2	3	4	99
B.	The Commune Council must obtain the approval of district officials before making most important decisions.	1	2	3	4	99
C.	District priorities and the priorities of citizens in this commune are similar.	1	2	3	4	99
D.	The Commune Council has been effective in resolving partisan conflict within the CC.	1	2	3	4	99
E.	The Commune Council receives effective support from the District & Provincial levels.	1	2	3	4	99
F.	Line departments are generally responsive to Commune requests for assistance.	1	2	3	4	99
G.	Citizens should have an invitation before attending	1	2	3	4	99

	a Commune Council meeting.					
H.	Relations between the commune council and police authorities are harmonious.	1	2	3	4	99
I.	If the Commune Council were given more resources, it would use them wisely for the benefit of the community.	1	2	3	4	99
J.	If the Commune Council were given the authority to raise revenues through fees, it would provide better services to the community.	1	2	3	4	99
K.	If citizens had access to improved services, they would be more willing to pay for them	1	2	3	4	99
L.	If the Commune Council were given more power, it would be better placed to make good decisions for the development of their community.	1	2	3	4	99
ACC-4. Now I am going to read to you a list of statements which is the statement closest to your view. Please tell me whether you strongly agree, somewhat agree, somewhat disagree, or strongly disagree with each of these statements.		SA	SWA	SWD	SD	Don't know
A.	Our commune councils are giving preference to those in important positions and if they are high-ranking officials.	1	2	3	4	99
B.	In this commune all people have basic necessities food/clothes/shelter.	1	2	3	4	99
C.	People are free to speak what they think without fear.	1	2	3	4	99
D.	People can join any organization they like without fear.	1	2	3	4	99
E.	People can join any Political party they like without fear.	1	2	3	4	99
F.	Commune Councilors choose development projects that provide benefits to them personally?	1	2	3	4	99

<p>ACC-5. Some groups within the community may have special needs. For each of the types of group I am going to mention, I would like you to tell me if you think that group has special needs (different priorities from the whole community) and whether the Commune Council works hard enough to respond to those needs</p> <p>[CHOOSE ONE ON EACH LINE]</p>	<p>This group has no special needs that are different from the needs of the whole community</p>	<p>This group has special needs and the Commune Council tries hard to respond to those needs</p>	<p>The Commune Council should try harder respond to needs of this group</p>	<p>DK / NA</p>

H.	Young people	1	2	3	99
I.	Ethnic minorities	1	2	3	99
J.	Poor people	1	2	3	99
K.	Disabled people	1	2	3	99
L.	Others.....	1	2	3	99

ACC-6. Here are some features of democracy. If you have to choose one that is important to you personally, which would you choose? [READ OUT OPTIONS AND CHOOSE ONE]		
A.	Opportunity to change the government through elections	1
B.	Freedom to participate and empowerment in decision making	2
C.	Reduced income gap between rich and poor and increased ownership by poor	3
D.	Basic necessities like food, clothes and shelter (etc.) for everyone	4
E.	Respect for human rights and equal opportunity in competition for education and jobs	5
F.	[DO NOT READ] Don't know / no reply	99

ACC-7. I am going to read a list of things that citizens might sometimes do if they think that the Commune Council is not providing a good service. Please tell me whether you agree that these are appropriate actions for citizens like yourself to take. [CHOOSE ONE ON EACH LINE]		SA	SWA	SWD	SD	Don't know
A.	Complain to the Commune Chief	1	2	3	4	99
B.	Complain to a higher authority	1	2	3	4	99
C.	Vote for a different political party next election	1	2	3	4	99
D.	Join a political party	1	2	3	4	99
E.	Join a CBO to work with the CC for improvements	1	2	3	4	99
F.	Join a group of citizens to protest	1	2	3	4	99

ACC-8: When there is a problem in the community that the Commune Council does not have the authority or the capacity to solve, what should the Commune Council do? Choose the statement below that is most appropriate. [READ OUT OPTIONS AND CHOOSE ONE]

- A The problem is outside the capacity of the Commune Council, so the Commune Council has to wait for instructions from a higher level 1
- B The problem is outside the capacity of the Commune Council, so the commune Council just makes a report to the higher level and then waits for the higher level to take action 2
- C The Commune Council have to go to the higher level to ask strongly for help for the 3

people in their Commune

D [DO NOT READ] Don't know / no reply 99

ACC-9. Can you give an example of action the Commune Council has taken recently to get help for the community from a higher level?

.....

ACC-10. When a citizen comes to the Commune Council to ask for help in solving a problem, should the Commune Council: [READ OUT OPTIONS AND CHOOSE ONE]

- A. Always try to help if it can 1
- B. Help if it is a problem that is part of the job of the Commune Council 2
- C. Help if the citizen is a good citizen who is friendly and helpful to the Commune Council, but otherwise it is not really the job of the Commune Council to try to help. 3

D [DO NOT READ] Don't know / no reply 99

ACC-11. Can you give an example of action the Commune Council has taken recently to get help for an individual citizen?

.....
.....
.....
.....

Section 7: General Questions

GEN-1. How does present living condition change compared to the situation two years ago? [READ OUT OPTIONS AND CHOOSE ONE ON EACH LINE]		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
A	The living conditions of most people in your commune	1	2	3	4	5	99
B	The living conditions of your own family.	1	2	3	4	5	99
C	The living conditions of the poorest people in the commune	1	2	3	4	5	99

GEN-2. Over the past year, what types of crime have often happened in your commune? [READ OUT OPTIONS AND CHOOSE ONE ON EACH LINE]		Never	Some-times	Often	Very often	Don't Know [DNR]
A.	Theft	0	1	2	3	99
B.	Violence by somebody in the victim's family	0	1	2	3	99
C.	Violence by a stranger	0	1	2	3	99
D.	Crime committed by a gang?	0	1	2	3	99
E.	Other crime	0	1	2	3	99
F	Pay a bribe for any body	0	1	2	3	99

Questions for interviewer: (complete after interview)

Interview environment

ENV-1. Were there any other people immediately present who might be listening during the interview?		
A.	No one	1
B.	Spouse of respondent only	2
C.	Children only	3
D.	A few others	4
E.	A small crowd	5
F.	An official	6

ENV-2. General environment of interview:		Yes	No
A.	Did the respondent check with others for information to answer any question?	1	0
B.	Do you think anyone influenced the respondent's answers during the interview?	1	0
C.	Were you approached by any community and/or political party representatives?	1	0
D.	Did you feel threatened during or after the interview?	1	0
E.	Other problem encountered: (list)	1	0

R3. Housing type (Record Observation)		
K.	THATCH	1
L.	TILES	2
M.	CONCRETE	3
N.	FIBRO-CEMENT	4
O.	GALVANIZED IRON/ALUMINUM	5
P.	SALVAGED MATERIALS	6
Q.	TENT	7
R.	MIXED BUT PREDOMINANTLY MADE OF TILES AND GALVANIZED IRONS/ALUMINUM	8
S.	MIXED BUT PREDOMINANTLY MADE OF THATCH AND ALVAGED MATERIAL	9
T.	OTHER: (RECORD)	10

Annex 3: List of Sample Communes and Villages

11 List of Sample Communes and Villages (Target Communes)

VillGis	CommGis	Province	District	Commune	Village
2010101	20101	Battambang	Banan	Kantueu Muoy	Thmei
2010102	20101	Battambang	Banan	Kantueu Muoy	Tuol Thnong
2010602	20106	Battambang	Banan	Phnum Sampov	Kampov
2010605	20106	Battambang	Banan	Phnum Sampov	Sampov Kaeut
2010607	20106	Battambang	Banan	Phnum Sampov	Kdaong
2020105	20201	Battambang	Thma Koul	Ta Pung	Kouk Kduoch
2020107	20201	Battambang	Thma Koul	Ta Pung	Tumpung Tboung
2020402	20204	Battambang	Thma Koul	Chrey	Chrey
2020405	20204	Battambang	Thma Koul	Chrey	Kbal Khmaoch
2020408	20204	Battambang	Thma Koul	Chrey	Popeal Khae
2020903	20209	Battambang	Thma Koul	Bansay Traeng	Thmei
2020905	20209	Battambang	Thma Koul	Bansay Traeng	Kaong Kang
2030207	20302	Battambang	Battambang	Preaek Preah Sdach	Baek Chan Thmei
2030208	20302	Battambang	Battambang	Preaek Preah Sdach	Chamkar Ruessei
2030705	20307	Battambang	Battambang	Ou Mal	Kouk Ponley
2030707	20307	Battambang	Battambang	Ou Mal	Koun Sek
2030708	20307	Battambang	Battambang	Ou Mal	Andoung Pring
2031003	20310	Battambang	Battambang	Svay Pao	Mphey Osakphea
2040301	20403	Battambang	Bavel	Lvea	Lvea
2040304	20403	Battambang	Bavel	Lvea	Dangkao
2040310	20403	Battambang	Bavel	Lvea	Kbal Spean
2040312	20403	Battambang	Bavel	Lvea	Ta Ny
2040601	20406	Battambang	Bavel	Kdol Tahen	Suon Sla
2040602	20406	Battambang	Bavel	Kdol Tahen	Kdol Kraom
2040603	20406	Battambang	Bavel	Kdol Tahen	San
2040608	20406	Battambang	Bavel	Kdol Tahen	Tuol Krasang
2040612	20406	Battambang	Bavel	Kdol Tahen	Trapeang Kbal Sva
2040613	20406	Battambang	Bavel	Kdol Tahen	Boeng Anlok
2040617	20406	Battambang	Bavel	Kdol Tahen	Ta Toat
2040626	20406	Battambang	Bavel	Kdol Tahen	Kampong Makak
2050403	20504	Battambang	Aek Phnum	Preaek Luong	Sdei Kraom
2050405	20504	Battambang	Aek Phnum	Preaek Luong	Bak Amraek
2060202	20602	Battambang	Moung Ruessei	Kear	Roka Chhmoul
2060203	20602	Battambang	Moung Ruessei	Kear	Anlong Sdau
2060212	20602	Battambang	Moung Ruessei	Kear	Koh Thkov

VillGis	CommGis	Province	District	Commune	Village
2060501	20605	Battambang	Moung Ruessei	Chrey	Doun Tri
2060505	20605	Battambang	Moung Ruessei	Chrey	Chrey Muoy
2070106	20701	Battambang	Rotonak Mondol	Sdau	Doun Meay
2070112	20701	Battambang	Rotonak Mondol	Sdau	Pich Chanva
2070114	20701	Battambang	Rotonak Mondol	Sdau	Badak Chhoeung
2070116	20701	Battambang	Rotonak Mondol	Sdau	O Khmum
2080203	20802	Battambang	Sangkae	Norea	Balat
2080802	20808	Battambang	Sangkae	Ou Dambang Muoy	Baoh Pou
2080805	20808	Battambang	Sangkae	Ou Dambang Muoy	Voat Chaeng
2090705	20907	Battambang	Samlout	Ta Sanh	Prey Rumchek
2090706	20907	Battambang	Samlout	Ta Sanh	Ta Sanh Khang Chhueng
3020101	30201	Kampong Cham	Chamkar Leu	Bos Khnaor	Saray
3020102	30201	Kampong Cham	Chamkar Leu	Bos Khnaor	Doun Thi
3020105	30201	Kampong Cham	Chamkar Leu	Bos Khnaor	Bos Khnor
3020404	30204	Kampong Cham	Chamkar Leu	Lvea Leu	Kralaeng Lech
3020406	30204	Kampong Cham	Chamkar Leu	Lvea Leu	Lvea Tboung
3020702	30207	Kampong Cham	Chamkar Leu	Ta Ong	Sampoar
3020705	30207	Kampong Cham	Chamkar Leu	Ta Ong	Tuol Paen
3020706	30207	Kampong Cham	Chamkar Leu	Ta Ong	Chamraeun Phal
3020711	30207	Kampong Cham	Chamkar Leu	Ta Ong	Phum Sampir
3070307	30703	Kampong Cham	Kang Meas	Khchau	Khchau Ti Bei
3070308	30703	Kampong Cham	Kang Meas	Khchau	Varint Ti Muoy
3070309	30703	Kampong Cham	Kang Meas	Khchau	Varint Ti Pir
3070802	30708	Kampong Cham	Kang Meas	Roka ar	Preaek Liv Ti Pir
3070807	30708	Kampong Cham	Kang Meas	Roka ar	Svay Sraoah Ti Muoy
3130102	31301	Kampong Cham	Prey Chhor	Baray	Tuol Chambak
3130104	31301	Kampong Cham	Prey Chhor	Baray	Leang Khsach
3130106	31301	Kampong Cham	Prey Chhor	Baray	Ou Kambaor
3130111	31301	Kampong Cham	Prey Chhor	Baray	Prey Rumdeng
3130503	31305	Kampong Cham	Prey Chhor	Kor	Ta Meas
3130505	31305	Kampong Cham	Prey Chhor	Kor	Ta Ley
3130507	31305	Kampong Cham	Prey Chhor	Kor	Rumduol
3130802	31308	Kampong Cham	Prey Chhor	Mien	Ou Sangkae
3130807	31308	Kampong Cham	Prey Chhor	Mien	Tuol Poun
3130808	31308	Kampong Cham	Prey Chhor	Mien	Phkay Proek
3130809	31308	Kampong Cham	Prey Chhor	Mien	Kampong Samret
3130814	31308	Kampong Cham	Prey Chhor	Mien	Dei Kraham
3131503	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Chachak
3131504	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Prey sralau
3131509	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Trapeang Leak
3131512	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Tuol Ampil
3131514	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Kaoh Kaphem
3131521	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Khvav

VillGis	CommGis	Province	District	Commune	Village
3131523	31315	Kampong Cham	Prey Chhor	Trapeang Preah	Roluos
3140504	31405	Kampong Cham	Srei Santhor	Mean Chey	Kaoh Kou
3140507	31405	Kampong Cham	Srei Santhor	Mean Chey	Pok Paen
3141003	31410	Kampong Cham	Srei Santhor	Preack Rumdeng	Tnaot Ka
3141005	31410	Kampong Cham	Srei Santhor	Preack Rumdeng	Preack Rumdeng Ka
3141006	31410	Kampong Cham	Srei Santhor	Preack Rumdeng	Preack Rumdeng Kha
3141012	31410	Kampong Cham	Srei Santhor	Preack Rumdeng	Kampong Pnov
6020401	60204	Kampong Thom	Kampong Svay	Kampong Svay	Kampong Svay
6020406	60204	Kampong Thom	Kampong Svay	Kampong Svay	Prey Preah
6020411	60204	Kampong Thom	Kampong Svay	Kampong Svay	Anlong Krasang
6020802	60208	Kampong Thom	Kampong Svay	Tbaeng	Ta Ream
6020806	60208	Kampong Thom	Kampong Svay	Tbaeng	Boeng Andaeng
6020807	60208	Kampong Thom	Kampong Svay	Tbaeng	Ta Am
6020815	60208	Kampong Thom	Kampong Svay	Tbaeng	Chheu Teal
6040306	60403	Kampong Thom	Prasat Balangk	Phan Nheum	Prohut
6040307	60403	Kampong Thom	Prasat Balangk	Phan Nheum	Smaonh
6070101	60701	Kampong Thom	Santuk	Boeng Lvea	Boeng Lvea
6070106	60701	Kampong Thom	Santuk	Boeng Lvea	Trapeang Prei
6070502	60705	Kampong Thom	Santuk	Kraya	Tok
6070504	60705	Kampong Thom	Santuk	Kraya	Dang Kdar
6070904	60709	Kampong Thom	Santuk	Ti Pou	Ta Preach
6070906	60709	Kampong Thom	Santuk	Ti Pou	Chhuk Rumduol
6070907	60709	Kampong Thom	Santuk	Ti Pou	Choam Thnanh
6080402	60804	Kampong Thom	Stoung	Kampong Chen Cheung	Chek
6080405	60804	Kampong Thom	Stoung	Kampong Chen Cheung	Neang Sa Lngeach
6080901	60809	Kampong Thom	Stoung	Pralay	Angk Khloam
6080903	60809	Kampong Thom	Stoung	Pralay	Prey Khla
6080910	60809	Kampong Thom	Stoung	Pralay	Thmei
6080912	60809	Kampong Thom	Stoung	Pralay	Chhuk
6081303	60813	Kampong Thom	Stoung	Trea	Hab
6081311	60813	Kampong Thom	Stoung	Trea	Phteah Veal
6081312	60813	Kampong Thom	Stoung	Trea	Sla
6081316	60813	Kampong Thom	Stoung	Trea	Tumpech
8010203	80102	Kandal	Kandal Stueng	Anlong Romiet	Anlong Romiet Khang Lech
8010204	80102	Kandal	Kandal Stueng	Anlong Romiet	Srae Kouk
8010404	80104	Kandal	Kandal Stueng	Boeng Khyang	Kampong Ta Long
8010406	80104	Kandal	Kandal Stueng	Boeng Khyang	Sala Ta Prum
8010602	80106	Kandal	Kandal Stueng	Daeum Rues	Slaeng Kong
8010605	80106	Kandal	Kandal Stueng	Daeum Rues	Krang Chek
8010608	80106	Kandal	Kandal Stueng	Daeum Rues	Anlong Pring
8010613	80106	Kandal	Kandal Stueng	Daeum Rues	Prasat
8011104	80111	Kandal	Kandal Stueng	Spean Thma	Spean Thma

VillGis	CommGis	Province	District	Commune	Village
8011108	80111	Kandal	Kandal Stueng	Spean Thma	Preaek Chrey
8011303	80113	Kandal	Kandal Stueng	Preah Putth	Preah Putth
8011702	80117	Kandal	Kandal Stueng	Roka	Roka
8011704	80117	Kandal	Kandal Stueng	Roka	Chek
14030507	140305	Prey Veng	Kampong Trabaek	Kansaom Ak	Prey Khmau
14030509	140305	Prey Veng	Kampong Trabaek	Kansaom Ak	Toap Siem
14030805	140308	Prey Veng	Kampong Trabaek	Peam Montear	Krachab Kraom
14030808	140308	Prey Veng	Kampong Trabaek	Peam Montear	Ta Kaev
14030809	140308	Prey Veng	Kampong Trabaek	Peam Montear	Dangkieb Kdam
14040101	140401	Prey Veng	Kanhchriech	Chong Ampil	Mean Chey
14040103	140401	Prey Veng	Kanhchriech	Chong Ampil	Kandach
14040604	140406	Prey Veng	Kanhchriech	Preal	Andoung Sala
14040609	140406	Prey Veng	Kanhchriech	Preal	Kouk Roka
14040615	140406	Prey Veng	Kanhchriech	Preal	Trapeang Kakaoh
14040616	140406	Prey Veng	Kanhchriech	Preal	Svay
14050202	140502	Prey Veng	Me Sang	Chres	Andoung Trach
14050206	140502	Prey Veng	Me Sang	Chres	Chres
14050207	140502	Prey Veng	Me Sang	Chres	Krasang
14050209	140502	Prey Veng	Me Sang	Chres	Toap Sdach
14050212	140502	Prey Veng	Me Sang	Chres	Boeng
14050502	140505	Prey Veng	Me Sang	Prey Rumdeng	Char
14050506	140505	Prey Veng	Me Sang	Prey Rumdeng	Prey Rumdeng
14050804	140508	Prey Veng	Me Sang	Trapeang Srae	Svay Rokeah
14050808	140508	Prey Veng	Me Sang	Trapeang Srae	Trakiet
14050812	140508	Prey Veng	Me Sang	Trapeang Srae	Mrenh
14100503	141005	Prey Veng	Svay Antor	Me Bon	Me Bon
14100505	141005	Prey Veng	Svay Antor	Me Bon	Phnum Kong
14101001	141010	Prey Veng	Svay Antor	Svay Antor	Svay Antor Ti Muoy
14101004	141010	Prey Veng	Svay Antor	Svay Antor	Pou Chrey
15010205	150102	Pursat	Bakan	Boeng Khnar	Voat Chrey
15010206	150102	Pursat	Bakan	Boeng Khnar	Preah mlu
15010208	150102	Pursat	Bakan	Boeng Khnar	Chamkar Leu
15010209	150102	Pursat	Bakan	Boeng Khnar	Prey Damrei
15010506	150105	Pursat	Bakan	Ou Ta Paong	Anlong Kray
15010512	150105	Pursat	Bakan	Ou Ta Paong	Samraong Pok
15010514	150105	Pursat	Bakan	Ou Ta Paong	Oknha Moan
15010516	150105	Pursat	Bakan	Ou Ta Paong	Bat Kokir Thmei
15010521	150105	Pursat	Bakan	Ou Ta Paong	Prey Krabau
15010805	150108	Pursat	Bakan	Svay Doun Kaev	Kampang
15010807	150108	Pursat	Bakan	Svay Doun Kaev	Thmei
15011002	150110	Pursat	Bakan	Trapeang Chong	Kab Kralanh
15011003	150110	Pursat	Bakan	Trapeang Chong	Poulyum
15011006	150110	Pursat	Bakan	Trapeang Chong	Srae Lvea

VillGis	CommGis	Province	District	Commune	Village
15011010	150110	Pursat	Bakan	Trapeang Chong	Kaoh Andaet
15011012	150110	Pursat	Bakan	Trapeang Chong	Kraol Krabei
15011018	150110	Pursat	Bakan	Trapeang Chong	Kdei Chhnuol
15020602	150206	Pursat	Kandieng	Srae Sdok	Chamkar Ta Pour
15020605	150206	Pursat	Kandieng	Srae Sdok	Veal
15020610	150206	Pursat	Kandieng	Srae Sdok	Trang
15020614	150206	Pursat	Kandieng	Srae Sdok	Bakur
15020616	150206	Pursat	Kandieng	Srae Sdok	Pou Pir
15030204	150302	Pursat	Krakor	Ansa Chambak	arang Pruoch
15030207	150302	Pursat	Krakor	Ansa Chambak	Kbaldamrei
15030704	150307	Pursat	Krakor	Kbal Trach	Trapeang Rumdenh
15030708	150307	Pursat	Krakor	Kbal Trach	Samraong
15030709	150307	Pursat	Krakor	Kbal Trach	Kandal
15040102	150401	Pursat	Phnum Kravanh	Bak Chenhchien	Bak Chenhchien
15040103	150401	Pursat	Phnum Kravanh	Bak Chenhchien	Krabau Chrum
15040401	150404	Pursat	Phnum Kravanh	Prongil	Say
15040407	150404	Pursat	Phnum Kravanh	Prongil	Samraong Yea
15050304	150503	Pursat	Pursat	Lolok Sa	Kaoh
15050306	150503	Pursat	Pursat	Lolok Sa	Voat Luong
15050308	150503	Pursat	Pursat	Lolok Sa	Dab Bat
15050602	150506	Pursat	Pursat	Roleab	Prey Ovmal
15050606	150506	Pursat	Pursat	Roleab	Chhlang Kat
15050607	150506	Pursat	Pursat	Roleab	Stueng Touch
15050610	150506	Pursat	Pursat	Roleab	Souriya Kraom
15060401	150604	Pursat	Veal Veaeng	Pramaoy	Chheu Teal Chrum
20020205	200202	Svay Rieng	Kampong Rou	Nhor	Prey Trom
20020206	200202	Svay Rieng	Kampong Rou	Nhor	Svay anat
20020702	200207	Svay Rieng	Kampong Rou	Samlei	Prey Mnoas
20020704	200207	Svay Rieng	Kampong Rou	Samlei	Samlei Khang Cheung
20021003	200210	Svay Rieng	Kampong Rou	Tnaot	Bon
20021004	200210	Svay Rieng	Kampong Rou	Tnaot	Pou
20021007	200210	Svay Rieng	Kampong Rou	Tnaot	Prey Roboes
20030605	200306	Svay Rieng	Rumduol	Meun Chey	Meun Chey
20030607	200306	Svay Rieng	Rumduol	Meun Chey	Ta Kheng
20030608	200306	Svay Rieng	Rumduol	Meun Chey	Trach Totueng
20050101	200501	Svay Rieng	Svay Chrum	Angk Ta Sou	Chaeng Maeng
20050103	200501	Svay Rieng	Svay Chrum	Angk Ta Sou	Boeng
20050112	200501	Svay Rieng	Svay Chrum	Angk Ta Sou	Meun Say
20050404	200504	Svay Rieng	Svay Chrum	Kompong Chamlang	Ta Chey
20050407	200504	Svay Rieng	Svay Chrum	Kompong Chamlang	Ta S'ang
20050606	200506	Svay Rieng	Svay Chrum	Thlok	Thum
20050608	200506	Svay Rieng	Svay Chrum	Thlok	Samdei
20050702	200507	Svay Rieng	Svay Chrum	Chheu Teal	Traok

VillGis	CommGis	Province	District	Commune	Village
20050703	200507	Svay Rieng	Svay Chrum	Chheu Teal	Samraong
20050708	200507	Svay Rieng	Svay Chrum	Chheu Teal	Prey Roka
20051001	200510	Svay Rieng	Svay Chrum	Kraol Kou	Thlok
20051003	200510	Svay Rieng	Svay Chrum	Kraol Kou	Kraol Kou
20051007	200510	Svay Rieng	Svay Chrum	Kraol Kou	Boeng Rae Khang Tboung
20051008	200510	Svay Rieng	Svay Chrum	Kraol Kou	Boeng Rae Khang Cheung
20051305	200513	Svay Rieng	Svay Chrum	Svay Angk	Koul
20051308	200513	Svay Rieng	Svay Chrum	Svay Angk	Khnor Khang Tbpoung
21050102	210501	Takeo	Kaoh Andaet	Krapum Chhuk	Beng
21050103	210501	Takeo	Kaoh Andaet	Krapum Chhuk	Krapum Chhuk
21050104	210501	Takeo	Kaoh Andaet	Krapum Chhuk	Prey Mlu
21050106	210501	Takeo	Kaoh Andaet	Krapum Chhuk	Ta Por
21050603	210506	Takeo	Kaoh Andaet	Thlea Prachum	Trapeang Kak
21050604	210506	Takeo	Kaoh Andaet	Thlea Prachum	Andoung Samretth
21060503	210605	Takeo	Prey Kabbas	Kampeaeng	Ta Lung
21060504	210605	Takeo	Prey Kabbas	Kampeaeng	Thmei
21061102	210611	Takeo	Prey Kabbas	Prey Phdau	Kouk Trea
21061108	210611	Takeo	Prey Kabbas	Prey Phdau	Prey Phni
21061111	210611	Takeo	Prey Kabbas	Prey Phdau	Sman Muni
21070203	210702	Takeo	Samraong	Boeng Tranh Khang Tboung	Khnar Rung
21070205	210702	Takeo	Samraong	Boeng Tranh Khang Tboung	Ta Sam
21070209	210702	Takeo	Samraong	Boeng Tranh Khang Tboung	Trapeang Veang
21070602	210706	Takeo	Samraong	Lumchang	Svay Prey
21070603	210706	Takeo	Samraong	Lumchang	Pong Tuek
21070606	210706	Takeo	Samraong	Lumchang	Tuol Trea
21071002	210710	Takeo	Samraong	Sla	Sla Kacut
21071003	210710	Takeo	Samraong	Sla	Angk Chang'er
21071008	210710	Takeo	Samraong	Sla	Pou
21071010	210710	Takeo	Samraong	Sla	Kanhchang
21080302	210803	Takeo	Doun Kaev	Roka Krau	Tram
21080307	210803	Takeo	Doun Kaev	Roka Krau	Trapeang Sala
21080310	210803	Takeo	Doun Kaev	Roka Krau	Trapeang Phlong
21080312	210803	Takeo	Doun Kaev	Roka Krau	Tom
21090306	210903	Takeo	Tram Kak	Kus	Mean Chey
21090307	210903	Takeo	Tram Kak	Kus	Angk Kralanh
21090308	210903	Takeo	Tram Kak	Kus	Angk Ta Ngel
21090314	210903	Takeo	Tram Kak	Kus	Tmat Pong
21090319	210903	Takeo	Tram Kak	Kus	Trapeang Ta Sokh
21090324	210903	Takeo	Tram Kak	Kus	Trapeang Chheu Teal
21090327	210903	Takeo	Tram Kak	Kus	Chamkar Angk Tboung
21090330	210903	Takeo	Tram Kak	Kus	Prey Ta Khab

VillGis	CommGis	Province	District	Commune	Village
21090701	210907	Takeo	Tram Kak	Trapeang Kranhung	Khpor Svay
21090707	210907	Takeo	Tram Kak	Trapeang Kranhung	Phlov Louk
21091201	210912	Takeo	Tram Kak	Ta Phem	Mrum
21091204	210912	Takeo	Tram Kak	Ta Phem	Angk Kokir
21091206	210912	Takeo	Tram Kak	Ta Phem	Ta Sou
21091209	210912	Takeo	Tram Kak	Ta Phem	Prasung
21091213	210912	Takeo	Tram Kak	Ta Phem	Nang Sray
21091214	210912	Takeo	Tram Kak	Ta Phem	Ta Koam

12 List of Sample Communes and Villages (Control Communes)

VillGis	CommGis	Province	District	Commune	Village
2060908	20609	Battambang	Moung Ruessei	Robas Mongkol	Prey Prum Muoy
2100203	21002	Battambang	Sampov Lun	Angkor Ban	Andoung Pir
2060903	20609	Battambang	Moung Ruessei	Robas Mongkol	Preaek Am
2110206	21102	Battambang	Phnum Proek	Pech Chenda	Snuol
2060909	20609	Battambang	Moung Ruessei	Robas Mongkol	Prey Prum Pir
2100607	21006	Battambang	Sampov Lun	Chrey Sema	Sralao Chrum
2100202	21002	Battambang	Sampov Lun	Angkor Ban	Pralay Prak
2060906	20609	Battambang	Moung Ruessei	Robas Mongkol	Robas Mongkol
2110201	21102	Battambang	Phnum Proek	Pech Chenda	Ou
2100606	21006	Battambang	Sampov Lun	Chrey Sema	Ou Kach
2100608	21006	Battambang	Sampov Lun	Chrey Sema	Chamcar Ta Pon
3120705	31207	Kampong Cham	Ponhea Kraek	Popel	khsak
3170113	31701	Kampong Cham	Suong	Suong	Phum Saeprambe
3080606	30806	Kampong Cham	Kaoh Soutin	Peam Prathnuoh	Chi Haer
3170114	31701	Kampong Cham	Suong	Suong	Phum Dabprambe
3120312	31203	Kampong Cham	Ponhea Kraek	Kak	Thlok Trach
3030705	30307	Kampong Cham	Cheung Prey	Sdaung Chey	Sangkae
3170106	31701	Kampong Cham	Suong	Suong	Cheung Lang
3080806	30808	Kampong Cham	Kaoh Soutin	Preaek Ta Nong	Preaek Ta Nong Prammuoy
3010908	30109	Kampong Cham	Batheay	Tang Krang	Prasat
3100903	31009	Kampong Cham	Memot	Treak	Prei
3100907	31009	Kampong Cham	Memot	Treak	Samraong Tboung
3061303	30613	Kampong Cham	Kampong Siem	Srak	Srak
3080602	30806	Kampong Cham	Kaoh Soutin	Peam Prathnuoh	Peam
3080604	30806	Kampong Cham	Kaoh Soutin	Peam Prathnuoh	Krapeu Korm
3160506	31605	Kampong Cham	Tboung Khmum	Chirou Muoy	Chirou Kandal
3030702	30307	Kampong Cham	Cheung Prey	Sdaung Chey	Sdaung Chey
3120308	31203	Kampong Cham	Ponhea Kraek	Kak	Ta Am
3080601	30806	Kampong Cham	Kaoh Soutin	Peam Prathnuoh	Phsar Thmei

VillGis	CommGis	Province	District	Commune	Village
3170103	31701	Kampong Cham	Suong	Suong	Chrey Bet Meas
3160507	31605	Kampong Cham	Tboung Khmum	Chirou Muoy	Chuor Kandal
3120309	31203	Kampong Cham	Ponhea Kraek	Kak	Santey Ti Pir
3080808	30808	Kampong Cham	Kaoh Soutin	Preaek Ta Nong	Preaek Ta Nong Prambei
3170105	31701	Kampong Cham	Suong	Suong	Suong Lech
3120707	31207	Kampong Cham	Ponhea Kraek	Popel	Srah
3090202	30902	Kampong Cham	Krouch Chhmar	Chumnik	Chumnik
3151207	31512	Kampong Cham	Stueng Trang	Soupheas	Pumtuob
3010903	30109	Kampong Cham	Batheay	Tang Krang	Tboung Phnum
3010902	30109	Kampong Cham	Batheay	Tang Krang	Cheung Chhnok
3080812	30808	Kampong Cham	Kaoh Soutin	Preaek Ta Nong	Preaek Ta Nong Dabpir
3160508	31605	Kampong Cham	Tboung Khmum	Chirou Muoy	Kampong Ruessei
3151206	31512	Kampong Cham	Stueng Trang	Soupheas	Dei Kraham
3120318	31203	Kampong Cham	Ponhea Kraek	Kak	Kokir
3120302	31203	Kampong Cham	Ponhea Kraek	Kak	Kanhchae
3120304	31203	Kampong Cham	Ponhea Kraek	Kak	Ponley
3080811	30808	Kampong Cham	Kaoh Soutin	Preaek Ta Nong	Preaek Ta Nong Dabmuoy
3010202	30102	Kampong Cham	Batheay	Chbar Ampov	Tuol Chan
3120323	31203	Kampong Cham	Ponhea Kraek	Kak	dongkdoung
3120709	31207	Kampong Cham	Ponhea Kraek	Popel	Stueng Cheung
6060301	60603	Kampong Thom	Sandan	Klaeng	Peam Klaeng
6011502	60115	Kampong Thom	Baray	Sralau	Serei Sameakki Khang Cheung
6011504	60115	Kampong Thom	Baray	Sralau	Kokor
6060402	60604	Kampong Thom	Sandan	Mean Ritth	Boeng
6011503	60115	Kampong Thom	Baray	Sralau	Damrei Slab
6060307	60603	Kampong Thom	Sandan	Klaeng	Trakuon
6011513	60115	Kampong Thom	Baray	Sralau	Damnak
6011508	60115	Kampong Thom	Baray	Sralau	Snuol
6060403	60604	Kampong Thom	Sandan	Mean Ritth	Sam Aong
6030301	60303	Kampong Thom	Stueng Saen	Kampong Rotheh	Kampong Thum
8100503	81005	Kandal	S'ang	Krang Yov	Samraong
8061303	80613	Kandal	Lvea Aem	Sarikakaev	Ta Skor
8100502	81005	Kandal	S'ang	Krang Yov	Tuol Krang
8100510	81005	Kandal	S'ang	Krang Yov	Thum
8100509	81005	Kandal	S'ang	Krang Yov	Ta Kol
8100505	81005	Kandal	S'ang	Krang Yov	Roka
8060801	80608	Kandal	Lvea Aem	Phum Thum	Preaek Ta Prang
14091118	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Kamraol
14091117	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Samnoy
14020126	140201	Prey Veng	Kamchay Mear	Cheach	Tuol Angkroing
14020112	140201	Prey Veng	Kamchay Mear	Cheach	Cheach Cheung
14020117	140201	Prey Veng	Kamchay Mear	Cheach	Leak Kou

VillGis	CommGis	Province	District	Commune	Village
14010708	140107	Prey Veng	Ba Phnum	Spueu Ka	Sdau Kaong
14020716	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Prey Sloek
14120101	141201	Prey Veng	Sithor Kandal	Ampil Krau	Svay Teab
14091110	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Prasna Touch
14090409	140904	Prey Veng	Preah Sdach	Chey Kampok	Kampong Ba Srei
14020102	140201	Prey Veng	Kamchay Mear	Cheach	Tuol Sangkae Bandaoy
14091104	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Kamrieng
14110502	141105	Prey Veng	Kampong Leav	Preaek Anteah	Preaek Phkoam
14020717	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Prey Thum
14020715	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Rumduol
14020707	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Chhma Lout
14091112	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Chey a Khaol
14020706	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Prey Chamkar
14020611	140206	Prey Veng	Kamchay Mear	Smaong Cheung	Thnong Khang Kaeut
14020108	140201	Prey Veng	Kamchay Mear	Cheach	Chuor Thnal
14090408	140904	Prey Veng	Preah Sdach	Chey Kampok	Angk Svay Tu
14091114	140911	Prey Veng	Preah Sdach	Seena Reach Otdam	Khla Kham
14020704	140207	Prey Veng	Kamchay Mear	Smaong Tboung	Chumpu
14020104	140201	Prey Veng	Kamchay Mear	Cheach	Rohal
14060103	140601	Prey Veng	Peam Chor	Angkor Angk	Veal Robang Kraom
14110506	141105	Prey Veng	Kampong Leav	Preaek Anteah	Angkor Yos
14110104	141101	Prey Veng	Kampong Leav	Preaek Chrey	Bak Daok
14110105	141101	Prey Veng	Kampong Leav	Preaek Chrey	Peam Sdei
14020608	140206	Prey Veng	Kamchay Mear	Smaong Cheung	Kouk Sokram
14090407	140904	Prey Veng	Preah Sdach	Chey Kampok	Svay Toul
14060701	140607	Prey Veng	Peam Chor	Preaek Krabau	Otdam
14020116	140201	Prey Veng	Kamchay Mear	Cheach	Poun Kaeut
14090406	140904	Prey Veng	Preah Sdach	Chey Kampok	Tras
14020121	140201	Prey Veng	Kamchay Mear	Cheach	Tuol Sangkae Kaeut
14020617	140206	Prey Veng	Kamchay Mear	Smaong Cheung	Kralanh
14020602	140206	Prey Veng	Kamchay Mear	Smaong Cheung	Peam Phleung
14010706	140107	Prey Veng	Ba Phnum	Spueu Ka	Ta Laon
14010705	140107	Prey Veng	Ba Phnum	Spueu Ka	Kalei Tboung
14020604	140206	Prey Veng	Kamchay Mear	Smaong Cheung	Smaong
14120702	141207	Prey Veng	Sithor Kandal	Preaek Changkran	Preaek Changkran Kraom
14120105	141201	Prey Veng	Sithor Kandal	Ampil Krau	Ampil Krau
14120703	141207	Prey Veng	Sithor Kandal	Preaek Changkran	Ba Preiy
20080101	200801	Svay Rieng	Bavet	Bavet	Ta Boeb
20080404	200804	Svay Rieng	Bavet	Bati	Chrak Ruessei
20080103	200801	Svay Rieng	Bavet	Bavet	Bavet Leu
20041103	200411	Svay Rieng	Romeas Haek	Mukh Da	Kranhung
20070303	200703	Svay Rieng	Svay Teab	Kandieng Reay	Banteay

VillGis	CommGis	Province	District	Commune	Village
20041107	200411	Svay Rieng	Romeas Haek	Mukh Da	Romiet
20070306	200703	Svay Rieng	Svay Teab	Kandieng Reay	Kbal Thnal
20041108	200411	Svay Rieng	Romeas Haek	Mukh Da	Thnal Totueng
20070305	200703	Svay Rieng	Svay Teab	Kandieng Reay	Lieb
20080402	200804	Svay Rieng	Bavet	Bati	Thnanh
21040102	210401	Takeo	Kiri Vong	Angk Prasat	Roneam Tnaot
21020705	210207	Takeo	Bati	Krang thnong	Chroung Sdau
21040104	210401	Takeo	Kiri Vong	Angk Prasat	Angk Prasat
21040105	210401	Takeo	Kiri Vong	Angk Prasat	Phngeas
21020505	210205	Takeo	Bati	Komar Reachea	Krang Pongro
21100302	211003	Takeo	Treang	Chi Khmar	Chuos
21100307	211003	Takeo	Treang	Chi Khmar	Roka
21100301	211003	Takeo	Treang	Chi Khmar	Thkov
21020507	210205	Takeo	Bati	Komar Reachea	Sdok
21020501	210205	Takeo	Bati	Komar Reachea	Prey Khla
21020101	210201	Takeo	Bati	Chambak	Ta Nob
21020510	210205	Takeo	Bati	Komar Reachea	Khnar Tong
21020707	210207	Takeo	Bati	Krang thnong	Krang Thnong
21020110	210201	Takeo	Bati	Chambak	Veal Prei
21020107	210201	Takeo	Bati	Chambak	Kanlaeng Khla
21020109	210201	Takeo	Bati	Chambak	Boeng Leach
21020701	210207	Takeo	Bati	Krang thnong	Haknuman

Annex 4: Statistical Methods

1 Statistical Methods

Statistical methods used in analysis of the sample data were quite simple and consisted essentially of summing responses by category and expressing them either as an average value (numeric responses) or as a percentage of respondents offering each alternative response.

All responses were disaggregated by target commune (“Treatment Group”) or non-target commune (“Control Group”).

Citizen responses were further disaggregated by gender and by poor / non-poor using an ad hoc wealth ranking method that is described in the report text.

Councilor responses were further disaggregated by gender and by position (chief / other councilor).

A simple test of statistical significance was then applied to determine whether the differences in response from different categories of respondent were significant at the 95% confidence level. These tests were obtained from Wonnacott, T.H. and Wonnacott, R.J. 1990 ‘Introductory Statistics’ (Fifth Edition) published by John Wiley and Sons.

For **numerical values** (e.g. respondents’ age) the test applied was the test for difference in two means, independent samples:

$$\mu_1 \neq \mu_2 \text{ TRUE IF } ABS(M_1 - M_2) > t_{.025} s_p \sqrt{(1/n_1 + 1/n_2)}$$

- μ_1, μ_2 are the (unknown) population mean values
- M_1, M_2 are the observed sample mean values
- s_p is the observed sample standard deviation
- n_1, n_2 are the sample sizes (number of respondents)

For **non-numerical values** the test applied was the test for the difference in two proportions, for large n_1 and n_2 , and independent samples.

$$\Pi_1 \neq \Pi_2 \text{ TRUE IF } ABS(P_1 - P_2) > 1.96 * \sqrt{(P_1(1-P_1)/n_1 + P_2(1-P_2)/n_2)}$$

- Π_1, Π_2 are the (unknown) population proportions
- P_1, P_2 are the observed proportion of respondents offering each response
- n_1, n_2 are the sample sizes (number of respondents)

The following tests of significance were made for all results and are reported in the dataset:

1. Citizen Responses:
 - a. Gender: comparison of men’s responses and women’s responses among the treatment group;
 - b. Poverty: comparison of responses from poor and non-poor respondents among the treatment group;

- c. Treatment: comparison of responses from treatment group respondents with those from control group respondents.
2. Councilor Responses:
 - a. Gender: comparison of men's responses and women's responses among the treatment group;
 - b. Position: comparison of responses received from commune chiefs with those received from other councilors among the treatment group;
 - c. Treatment: comparison of responses from treatment group respondents with those from control group respondents.
3. Citizens' Longitudinal Comparisons
 - a. Men: comparison of men's responses in treatment group from baseline with men's responses in treatment group from follow-up;
 - b. Women: comparison of women's responses in treatment group from baseline with women's responses in treatment group from follow-up;
 - c. Poor: comparison of responses of poor respondents in treatment group from baseline with responses from poor respondents in treatment group in follow-up;
 - d. Non-Poor: comparison of responses of non-poor respondents in treatment group from baseline with responses from non-poor respondents in treatment group in follow-up;
 - e. All: comparison of responses from all citizens in treatment group in baseline with responses from all citizens in treatment group in follow-up.
4. Councilor Longitudinal Comparisons
 - a. Men: comparison of men's responses in treatment group from baseline with men's responses in treatment group from follow-up;
 - b. Women: comparison of women's responses in treatment group from baseline with women's responses in treatment group from follow-up;
 - c. Chief: comparison of responses of commune chiefs in treatment group from baseline with responses from commune chiefs in treatment group in follow-up;
 - d. Other: comparison of responses of councilors other than chiefs in treatment group from baseline with responses from councilors in treatment group in follow-up;
 - e. All: comparison of responses from all councilors in treatment group in baseline with responses from all councilors in treatment group in follow-up.
5. Citizen– Councilor Comparisons
 - a. Men: comparison of responses from male councilors in treatment group with responses from male citizens in treatment group;
 - b. Women: comparison of responses from female councilors in treatment group with responses from female citizens in treatment group;

- c. All: comparison of responses from all councilors in treatment group with all citizens in treatment group.

CITIZENS: TRANSPARENCY														
# Respondents	Treatment Group					Control Group					STDEV	Significant at 95% c.I?		
	Men	Women	Poor	NonPoor	All	Men	Women	Poor	NonPoor	All		Gender	Poverty	Treatment
TRN1	Knowledge about the CC (know for sure)													
How many CC														
Know for sure	18%	9%	9%	15%	13%	20%	10%	9%	17%	15%	TRUE	TRUE	FALSE	
Know a little	27%	24%	26%	25%	26%	33%	30%	29%	33%	32%	FALSE	FALSE	TRUE	
Don't know	55%	66%	66%	59%	61%	47%	60%	61%	50%	54%	TRUE	TRUE	TRUE	
Total responses	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%				

Means: proportion of men stating that they “know for sure” where any commune councilor lives is significantly different from proportion of women stating this, within the treatment group.

Means: proportion of treatment group respondents stating that they “don’t know” where any commune councilor lives is significantly different from proportion of respondents stating this, within the control group.