Survey of Citizen and Councilor Perceptions of Commune Councils

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Contents

Summary

This paper reports the findings of the first "Citizen Satisfaction Survey" conducted by the Center for Advanced Studies (CAS) for United States Agency for International Development and Pact Cambodia's *Local Administration and Reform* (LAAR) *Program*. Funded by USAID, the LAAR Program aims to strengthen sustainable engagement between local communities and their elected commune councils (CCs) in the eight provinces where it works, and to contribute to the deepening of the overall Decentralization and De-concentration (D&D) reform process being implemented by the Royal Government of Cambodia (RGC) across Cambodia. The Center for Advanced Studies (CAS), contracted by Pact Cambodia, was responsible for the design, field work, and analysis related to the survey. The results are based on a representative sample reflecting the age and gender profile of the Cambodian population, drawn from the eight LAAR target provinces using equal probability sampling. Approximately 2,520 citizen and 420 commune councilors were interviewed in 85 LAAR target communes, and 45 non-target communes in the eight provinces covered by the LAAR program. Results have been disaggregated by target and non-target, gender, and age. The survey provides an interesting perspective on public perceptions in three key areas of interaction between citizens and commune councils: access & responsiveness, service delivery, and accountability & transparency. In parallel, a separate survey instrument was developed to gauge the perceptions of commune council members regarding their functions, authority, resources, as well as their relationships to citizens and other state institutions.

Chapter 1   INTRODUCTION

1.1   Background

The present paper reports the findings of the first "Citizen Satisfaction Survey" (CSS) conducted by the Center for Advanced Studies (CAS) in the context of USAID/Pact Cambodia's *Local Administration and Reform* (LAAR) *Program*. The survey is intended as the first in a series, which seeks to assess changes in citizen perceptions of commune council performance over time.

The survey was designed to explore citizen perceptions of councilors and of CC performance in key areas and to allow for a comparison of citizen responses with the responses of commune councilors. Results have been disaggregated by target and non-target, gender and age. The survey provides an interesting perspective on public perceptions in three key areas of interaction between citizens and commune councils: access & responsiveness, service delivery, and accountability & transparency.   In parallel, a separate survey instrument was developed to gauge the perceptions of commune council members regarding their functions, authority, resources, as well as their relationships to citizens and other state institutions.

The results are based on a representative sample reflecting the age and gender profile of the Cambodian population, drawn from the eight LAAR target provinces using equal probability sampling. Approximately 2,520 citizen and 420 commune councilors were interviewed in 85 LAAR target communes, and 45 non-target communes in the eight provinces covered by the LAAR program. The sample was purposive to the extent that non-target communes were drawn from districts in LAAR target provinces with similar demographic and geographic characteristics to LAAR target districts, but not covered by LAAR.   The sample was of sufficient size to provide a basis for identifying statistically significant variations between target and non-target communes, and between responses disaggregated by gender. It does not provide a basis for valid comparisons along provincial lines. The study is roughly representative for the overall population in the eight provinces covered by the LAAR program. Sex distribution of the citizen sample was similar to that of the general Cambodian population, although age distribution was slightly skewed to a somewhat older population. In the councilor sample, a somewhat higher proportion of women were interviewed than in the overall population, and the age distribution in the sample is reflective of the overall age and economic profiles of CC members, which is significantly older and more affluent than that of the general population.

1.2   The LAAR Project

The Local Administration and Reform Program (LAAR) is a five-year USAID-funded program (October 2005 through September, 2010) that aims to promote effective, robust, and sustainable engagement between citizens and their elected commune representatives. LAAR has expanded progressively the geographical scope of it's coverage from sixty-nine communes in 2006, to two-hundred and thirty communes in 2007 and three-hundred and fifty-six communes by the beginning of 2008. LAAR's implementation model, which emphasized rapid territorial expansion and early grant-making, was designed to provide a platform for meaningful inputs to the decentralization and de-concentration policy process, based on program learning.

At the provincial level, fourteen provincially-based partner non-governmental organizations (PNGOs) implement the program under sub-grants. PNGOs and LAAR staff have provided extensive training and coaching to build the capacity of commune councils (CCs), community based organization (CBOs) and citizen in the principles of good governance, focused on civic participation, partnerships between government and civil society, transparency of local government activities and budgets, and accountability of local government to its citizens for decisions made and actions taken.

Working at both national and sub-national level with a variety of stakeholders (central and provincial government officials, national and provincial partners, commune councils, and civil society groups), LAAR has worked to create opportunities for commune councils to begin to address social development issues, and to establish necessary preconditions for sustainable engagement to take place. Without the power to adequately address citizens' concerns, including concerns relating to social development issues, commune councils will have only a limited foundation upon which they can engage with citizens, and therefore limited prospects for sustaining engagement with the communities they are elected to serve.   In parallel with this "supply-side" work, LAAR has also worked on the "demand-side" to

strengthen citizen engagement and community oversight of commune council performance through the creation of Community Monitoring Committees (CMCs) which provide a mechanism for expanded citizen engagement and greater community awareness of commune council activities.

Sub-grants to commune councils, managed directly by the commune councils through accounts in the commercial bank ACLEDA, provide support for expanded commune council community outreach and small scale social development projects undertaken to address prioritized community needs identified through a participatory identification process. To date, LAAR has issued 3three-hundred and fifty-six grants to support community outreach, and an additional two-hundred and ninety-two grants to support social development projects. Social development projects funds granted to communes are conditional on the commitment by the commune council of 40% co-funding, sourced primarily from the Royal Government of Cambodia's (RGC) Commune/Sangkat Fund. Working with Ministry of the Interior, the Ministry of Economy and Finance, and the National Treasury, LAAR has developed and piloted new procedures for the use of Commune/Sangkat Fund resources which provide commune councils expanded flexibility in the use of official development resources to respond to priority community needs extending beyond infrastructure.

Chapter 2   METHODOLGOY

2.1   General

The Citizen Satisfaction Survey (CSS) 2008 was undertaken in the context of the USAID-funded Local Administration and Reform (LAAR) program, as an element of a wider effort to measure program impact. Accordingly, the sampling approach adopted for the CSS 2008 reflects the focus of the LAAR program.

LAAR is active in three hundred and fifty-six communes across eight provinces.[1] The degree of coverage differs between provinces, ranging from one district in Kandal Province, to all communes in Pursat, with the average coverage being approximately four districts per province. Within focus districts, LAAR covers all communes. The LAAR communes selected for inclusion in the survey sample were selected randomly from the list of all LAAR operational communes. The LAAR coverage area is predominantly rural and consequently the communes included in the sample are predominantly rural. It is expected that citizens' perceptions of CCs in these areas are markedly different to citizens' perceptions in urban areas.

The selection of communes for the control sample was purposive to the extent that non-target communes were drawn from districts in LAAR target provinces with similar demographic and geographic characteristics to LAAR target districts, but not covered by LAAR. This was approach was adopted to ensure that target and non-target samples shared similar socio-economic and rural/urban characteristics, and that results could be compared with reasonable accuracy. At the same time, it is essential to note that results valid only for rural communes and for the eight LAAR target Provinces.

2.2   Sample

The sample for the CSS survey consisted of approximately 2,730 respondents from 130 communes across 8 provinces (where LAAR is active). The sample included a total of 2,340 citizens (residents of voting age) and 390 commune councilors. Of these 1530 citizens and 255 councilors were interviewed in 85 LAAR target communes, while a control group of 810 citizens and 135 councilors interviewed from 45 non-target communes. In addition, 180 citizens and 30 councilors were interviewed from 10 ethnic minority communes (see Annex 1a).

The 85 target communes were selected at random from among the 356 LAAR target communes in 8 provinces, on the basis of equal probability sampling. A control sample of 45 communes were selected from the 358 communes that are located in the same 8 provinces in which LAAR is active but in districts that LAAR does not operate[2] (see Annex 1a). The 45 control samples were selected because they were in districts that shared a poverty profile similar to the LAAR districts.

Using the Danida Poverty Atlas (2008), a purposive simple random sampling was applied. The poverty rate of the target communes was computed as an average in each province. Based on this, non-target communes with poverty rates similar to the average poverty rate of the target communes in the specific province were kept in the sampling frame and others were removed. After completion of the overall sampling frame of non-target communes using the above criteria, specific non-target communes were selected.

In each commune 3 villages were randomly selected and 6 people were interviewed from each of these villages.

Individual respondents were selected within each village using the following established techniques for rural surveys in Cambodia:
- Enumerators entered a selected village;
- A map was drawn showing all households of the village;

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[1] The LAAR operational area covers the provinces of Battambang, Pursat, Takeo, Kandal, Kampong Thom, Kampong Cham, Prey Veng & Svay Rieng.
[2] There was one exception - In Kampong Cham province Kang Maes District the LAAR program covered 10 communes out of 11. Two communes were selected as target communes, while the one not covered by the program was selected as non-target commune.

- One of five bank notes were randomly selected (with a last serial number digit between 1 and 5) to determined the first household to be visited;
- The second, third, fourth, fifth and sixth households were chosen by adding an interval of 10 households for a village with 50 or less households and an interval of 20 households for a village with more than 50 households;
- To ensure a representative sample according to gender (50% male, 50% female) 3 female and 3 male respondents were selected per village: In the first household of the village all the women of voting age (18 years of age or older) residing in the house were listed in a Kish Grid. The Kish Grid was used to identify the person to be interviewed. When no women of voting age were present in the first household, the men residing in the household were listed in the Kish Grid and a man was selected for interviewing;
- In the consecutive households, persons of the opposite sex from the previous interviewee were listed in the Kish Grid and selected;
- When there was no eligible respondent in the household (wrong gender or below 18 years), or there was no one at home, or the household/selected person refused to be interviewed, another household was selected after the sixth household of the initial sample using the same interval and selection criteria.

In each commune 3 commune councilors were surveyed.

To select the CC members, the enumerator teams visited the CC office of each selected commune and interviewed 3 people: the chief or deputy of the CC and 2 other CC members (selected according to whoever could be located). In order to address gender representation female councilors were selected where possible.

In total 21 respondents were interviewed per commune; 6 respondents of voting age in 3 villages and 3 CC members. The final sample is shown in Table 1.

In addition, a purposive sample of 10 communes (7 target communes and 3 non-target/control communes) selected for minority ethno-linguistic representation. This was meant to allow for comparative analysis of perceptions along ethnic lines. After excluding communes who had been selected in the first sample (see Annex 1b) 7 ethnic target communes were chosen from target areas (3 having already been selected at random). In non-target districts 2 ethnic non-target communes were located in non-target districts (1 having been already selected at random). It was not possible to find more ethnic non-target communes due to accessibility and criteria to represent a high number of ethnic minorities. As a result, the data derived from this process was not statistically significant and was not used in the analysis.

Table 1: Final Sample

Province	Citizens		Councils		Ethnic citizens		Ethnic Councils	
	Target	Non-target	Target	Non-target	Target	Non-target	Target	Non-target
Battambang	306	126	48	24	18	0	3	0
Kampong Cham	198	162	33	27	0	18	0	3
Kampong Thom	162	108	27	18	36	0	6	0
Kandal	108	90	18	15	0	18	0	3
Prey Veng	162	126	27	21	0	18	0	3
Pursat	216	0	36	0	36	0	6	0
Svay Rieng	180	90	30	15	18	0	3	0
Takeo	198	108	33	18	18	0	3	0
Total	**1530**	**810**	**252**	**138**	**126**	**54**	**21**	**9**

2.3   Instruments

The survey instruments were designed with reference to the goals of the LAAR program and developed in cooperation with the stakeholders. After a broad literature review using the Bibliography of Mr. R. Renke[3], several areas of interest were defined, reflecting three key areas of interaction between citizens and CCs – 1) Access & Responsiveness; 2) Service Delivery; 3) Accountability & Transparency. As a result, two questionnaires were produced (one for citizens and one for councilors).

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[3]R. Henke, Bibliographical List 2007 (personally given).

Both questionnaires included questions on demographics, living conditions/standards, civil society organizations (CSO) membership, CC roles, CC service delivery, CC performance, corruption, accountability, and access to information (see Annex 2).

The questionnaire for CC members included additional questions regarding the composition of the CC, the activities of the CC and CCs interaction with other government officials. After finalizing the English version, both questionnaires were translated into Khmer. The translations were cross-checked for mistakes during training with enumerators.[4]

2.4   Training and pre-test

A 4 day training program was organized for a total of 24 experienced enumerators and supervisors (the team members were experienced data collectors from CAS regular pool of enumerators). Objectives of the training were:

- To familiarize the team members with the format of the questionnaire, including the interrelationships between various questions;
- To ensure a good understanding of the precise meaning of all questions and answer codes, including probing options and an understanding of the relevance of each question in light of the general objectives of the survey;
- To ensure a good understanding of how to record the information and opinions received;
- To remind the enumerators of proper behavior in the field and research ethics.

The training made use of role-plays. During the role play, team members acted as interviewer and interviewee in front of the team, while the rest of the team listened and recorded the answers. After the role play they exchanged answers and verified each others questionnaires. Mistakes were counted and recorded for each individual from each role-play. This procedure enabled trainers to identify and develop the weaknesses of individual enumerators.

Khmer versions of the citizen and councilor questionnaires were pre-tested with 40 citizens and 6 commune councilors in 2 rural communes in Kandal and Kampong Speu Provinces (see Table 2).

Table 2: Background Characteristics of Pre-test Respondents.

Type of respondent	Sex	Kandal Province	Kampong Speu Province	Total
Commune Councilors	M	3	2	6
	F	0	1	
Citizens (residents over 18 years of age)	M	10	10	40
	F	10	10	

The aim of the pretest was to identify problematic questions for respondents and to adjust question wording to ensure maximum comprehension. The pre-test was also used to:

- Determine the time necessary for the interview;
- Identify areas of conceptual vagueness;
- Check the accuracy and adequacy of questionnaire instructions;
- Determine whether the focus of questions was clear;
- Identify areas where enumerators might encounter difficulties in accurately recording responses.

At the completion of the pre-test, the questions were systematically analyzed, the instruments were adjusted and the enumerators were trained accordingly.

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[4] Following the implementation of the survey and data analysis, suggestions were made to improve the instruments for successive surveys. These comments can be found in Annex 2. The comments identify difficulties in processing and interpreting responses to certain questions due to the wording and/or structure of the questions and/or answers, irregularities between the citizen and councilor questionnaire, as well as lack of comprehension by respondents of several questions.

2.5   Data collection

The fieldwork was conducted between 14th January and 25th of February 2008. The data collection was conducted by 24 individuals (8 female and 16 male) who were divided into 4 team; each team consisting of 5 enumerators and 1 supervisor. Supervisors were responsible for providing oversight to ensure proper execution of household sampling procedures and uniform application of probing procedures, in addition to carrying out interviews themselves. The research coordinator also provided support and conducted spot checks. The research coordinator maintained daily telephone contact with the teams.

Three further measures adopted to ensure the quality of the data collection:

- The questionnaire contained detailed interviewer instructions, clearly outlining out procedures and providing concrete examples for non-suggestive probing;
- Clear field editing procedures were applied. Each enumerator was required to check completeness of the questionnaire before leaving the household;
- A second completeness check was performed by the supervisor, and if necessary the enumerator was send back to clarify or complete information.

The average estimated interview time per questionnaire was 1 hour and 45 minutes for citizens and almost 2 hours for councilors. Due to the length of both questionnaires, enumerators had to probe and repeat questions more often as the interview progressed as respondents lost concentration and interest.

During citizen interviews other people were present during the interview 58% of the time. During councilor interviews other people were present 28% of the time. The presence of other people may reduce reliability of the answers.

No problems were encountered in approaching citizens for an interview. The response rate of the citizen sample (including the ethnic minority communes) was 72.5%[5]. In total 77 citizens refused to be interviewed. Information on the refusal of councilors to be interviewed was not collected due to the absence of selection criteria in choosing councilors. On a number of occasions difficulties were encountered when attempting to locate councilors in the commune office. Many councilors said that they were often busy with their own work or were attending a meeting in another location. Research teams frequently needed to wait for councilors to return to the office, were required return to the office at a later time when the councilor would be available or had to visit to the home of the council member in order to conduct the interview.

Logistical problems were also encountered during fieldwork due to the poor condition of roads in remote areas. Two days of heavy rain made it difficult for the teams to move between communes. Considerable dry-season labor migration (especially in areas located near the Thai border) also caused delays. Teams were required to spend more time in some village/commune locating and waiting for people. These factors pushed the field work beyond the planned timeframe and budget.

2.6   Data entry and analysis

The data entry template was written using SPSS and included error and skipping rules. Extensive logical checks and cross-tabulation checks were executed to ensure a clean data set. The strict quality control procedures applied in the field enabled the inclusion of all questionnaires collected into the dataset. This means that the number of interviews conducted with councilors and citizens equals the sample numbers of the resulting data sets.

Answers on open ended questions were coded and integrated into the data sets. However, the initial coding resulted in many answer categories (in one case up to 65). For analytical purposes, answers were clustered into approximately 9 categories per question. The categories were given general names reflecting to the extent possible the meaning of the individual answers within the category, however the category name do not necessarily adopt the precise wording of any particular individual response. For example, the question for citizens *'What is the role of Commune Council'* resulted in 60 answers, which were regrouped into 9 categories. Answers such as 'building roads', 'digging channels', 'building schools' were considered similar and grouped into the category 'development and improvement of infrastructure'. Detailed information regarding categories is available on request.

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[5] Assessed using the methodology of the American Association for Public Opinion Research.

SPSS was used during data analysis. All closed ended questions were disaggregated and tested for significant differences using χ-square with $p < 0.05$ considered significant. Citizens, variables were disaggregated by target/non-target, gender and to some extend age.

Age was considered a key explanatory variable given the large number of young people in Cambodia, Cambodians' cultural deference to elders and the fact that younger generations have not experienced conflicts. Perceptions of young people regarding democracy might differ from older generations (see table 2) and were grouped into 4 categories 18-25 years, 26-35 years, 36-49 years, and 50 years and above.

Data detailing citizen demographics from the survey is presented in Chapter 3. A provincial breakdown on age is not presented due to the low number of occurrences of especially non-target respondents. This constraint was related to the unequal distribution of selected target and non-target communes within each province, due to the difference in coverage area of the LAAR program per province.

Data from the CC members were cross tabulated for target/non-target and gender. However, target/non-target comparison revealed few significant differences and the sub-sample of women was often too small to run the χ-square test for gender (due to the low number of female commune councilors).

Significant and interesting differences were seen when comparing the results of the citizen and CC samples, and these are discussed at length in subsequent chapters. The citizen and CC member questionnaires included many identical questions to allow for direct comparisons in attitudes and beliefs. Chapter 4 describes the composition and performance of CCs and links perceptions of citizens with those of CC members.

Initially it was planned to include ethnicity in the analysis. However, when analyzing the data, the ethnic sample appeared to be too small to be applied effectively as a disaggregated variable like target/non-target, gender and age. Further, analysis regarding ethnicity would be more suitable for a qualitative research approach instead of a quantitative approach. Such an approach is beyond the scope this report and thus, data on ethnicity is excluded from this report.

Chapter 3   CITIZENS

3.1   Demographic characteristics

This section provides a summary of the socio-demographic characteristics of citizen respondents surveyed, including age gender, household size, place of residence, duration of residence, martial status, educational status, household income and assets. Together with the following two paragraphs discussing the citizens' perceptions of security, democracy and the economic situation in the target communes a context is created for discussing the results of the citizen component of the CCS 2008. For this purpose, data is disaggregated where possible by gender and by target/non-target.

The age distribution of citizen respondents is not typical of the Cambodian population, with the number of respondents above the age of 35 constituting around two thirds of the total sample. In a sample strictly proportionate to population of voting age, a higher percentage of respondents under the age of 25 would have been expected (see Table 3). One explanation for this anomaly may be found in seasonal migrations and/or thee permanent migration of younger people to the urban and border areas for work and/or educational purposes.

In terms of gender distribution the sample is relatively equal, with approximately 50% of the sample being male and 50% female, and women being slightly younger then men. The mean household size in the survey was 5.3 persons per household which consistent with the Cambodian Inter-Census Population Survey 2004 (CIPS) which found an average household size of 5.1 persons per household (see Table 3).

Table 3: Age Distribution Citizen Respondents.

Age category	Male*		Female		Total		Reference population CIPS
	n	%	n	%	n	%	%
18 - 24	153	13,1	161	13,8	314	13,4	26,9
25 - 29	147	12,6	171	14,6	318	13,6	10,3
30 - 34	87	7,4	108	9,2	195	8,3	11,8
35 - 39	158	13,5	158	13,5	316	13,5	11,5
40 - 44	135	11,5	142	12,1	277	11,8	9,9
45 - 49	130	11,1	153	13,1	283	12,1	7,6
50 - 59	190	16,2	195	16,7	385	16,5	11,0
60 - 69	123	10,5	68	5,8	191	8,2	6,6
70 or older	47	4,0	14	1,2	61	2,6	4,4
Total	**1170**	**100,0**	**1170**	**100,0**	**2340**	**100,0**	**100,0**

* $p < 0.05$, significant difference in age distribution between men and women.

Less than 4% of the sample lived in urban or semi-urban areas. This corresponded with the intention of the survey to reflect the overall characteristics of the LAAR coverage area. The majority of the overall sample (83%) resides in relatively accessible rural communes and around 12% reside in remote communes. A smaller proportion (7%) of those included in the target sample live in remote rural communes, while 23% of those sampled in non-target project communes live in remote rural communes ($p < 0.05$).

Table 4 provides an overview of key socio-economic characteristics of the sample population. Significant is the fact that a high proportion of respondents (60%) reported having lived in their respective commune for more than 25 years and another 24% of those surveyed have lived in their respective communes for between 11 and 25 years. Women on the whole seem to have moved residence less frequently than men. A majority of citizen respondents (80%) are married, although the proportion is lower for women (75%) than for men (85%), and women are significantly more often widowed (12%) than men (2%).

According to the survey 99.2% of the citizen respondents surveyed regularly speaks Khmer with other household members. This suggests that household language is not a useful proxy for exploring issues related to ethnic diversity.

A striking and expected difference was found in literacy rates between men and women, with far more female respondents (37%) than male respondents (15%) being illiterate and far more men literate (56%) than women (28%). Annex 3 provides a breakdown of the level of schooling of the respondents and this table further underlines the difference between genders with regards to education.

Table 4: Socio-Economic Information Citizens (n=2340).

	Men		Women		Total	
	%	n	%	n	%	n
Live in commune						
More than 25 years	56,6	662	64,4	751	60,5	1413
Between 11-24 years	25,7	300	23,1	269	24,4	569
Between 6-10 years	8,1	95	6,4	75	7,3	170
Between 1-5 years	8,5	99	4,7	55	6,6	154
Less than 1 year	1,1	13	1,4	16	1,2	29
Marital status						
Married/Living together	85,3	998	75,0	877	80,1	1875
Single	12,1	142	8,6	101	10,4	243
Divorced/Separated	0,7	8	4,3	50	2,5	58
Widowed	1,9	22	12,1	142	7,0	164
Literacy						
Fully Literate	55,6	651	28,3	331	42,0	982
Can read and write a little	29,4	344	34,8	407	32,1	751
Illiterate	15,0	175	36,9	432	25,9	607
Occupation, **						
Own farm work	72,7	851	71,3	834	72,0	1685
Run small business	6,8	79	11,1	130	8,9	209
Home care	1,5	18	6,8	79	4,1	97
Other	19,0	222	10,9	127	14,9	349
Monthly income						
Less than 200.000Riel	31,2	365	34,9	408	33,0	773
200.00-400.00Riel	36,1	422	29,6	346	32,8	768
400.00-600.000Riel	14,1	165	16,0	187	15,0	352
600.000-1 million Riel	11,2	131	12,4	145	11,8	276
More than 1 million Riel	7,4	87	7,2	84	7,3	171

* p<0.05 for gender, significant difference between men and women.
** p<0.05 for target/non-target, significant difference between target and non-target communes.

In terms of occupation, both male and female citizen respondents primarily (72%) work on their own-farm, with a significant number of women more involved in home care (7%) and small business (11%). In comparing target and non-target populations, respondents in target populations had a higher diversity of jobs whilst respondents coming from non-target communes were more involved in working on their own farm.

In terms of monthly income, a majority of citizen respondents (66%) made less than 400.000 Riel per month (100 USD[6]) with monthly income for women only slightly different from men in the two lowest income categories. Over 90% of the citizens used firewood as main cooking fuel, with only a small number of citizens accessing charcoal, gas or electricity and having enough money to afford these fuel sources.

With regards to household assets, a majority of citizen respondents own television sets, around half have motorized 2-3 wheeled transport and around a third of those surveyed own a mobile telephone (see Figure 1). The survey found that men generally have more household assets than women, but that the differences are relatively small and that these differences, although significant with regards motorized transport 2-3 wheels, remain small in contrast between the assets of those in target and non-target communes.

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[6] 1 USD= 4000 Riel

Figure 1: Household Assets Citizens.

* p<0.05 for gender, significant difference between men and women.
** p<0.05 for target/non-target, significant difference between target and non-target communes.
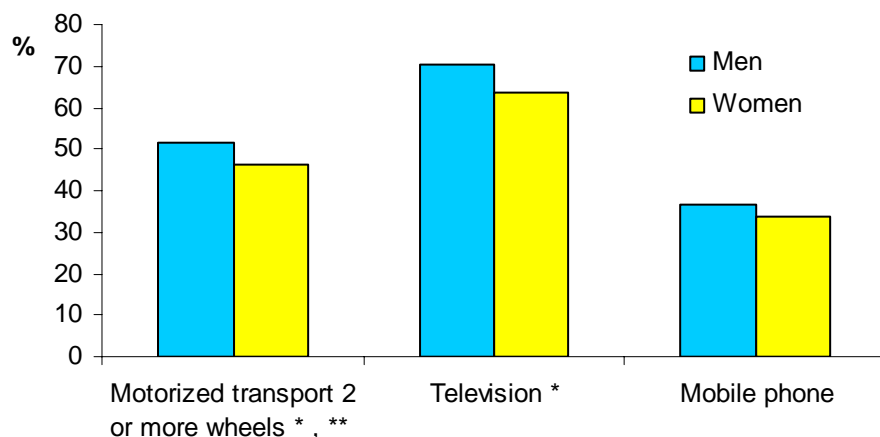
Overall, the target sample seems to be slightly better off than the non-target, which may in part due to a larger proportion of non-target respondents living in remote rural areas.

3.2   Economic and security situation

Citizen respondents' perceptions of economic and security well-being are important elements of contentment with their current situations and their immediate and external environments. These perceptions may condition or influence the expectations and demands that citizens have towards the government and CCs.

Figure 2: Perceptions of Economic Wellbeing and Family Living Conditions (%).

-- Very Bad / Much Worse
- Fairly Bad / Worse
+/- Neither Good nor Bad / Same
+ Fairly Good / Better
++ Very Good / Much Better
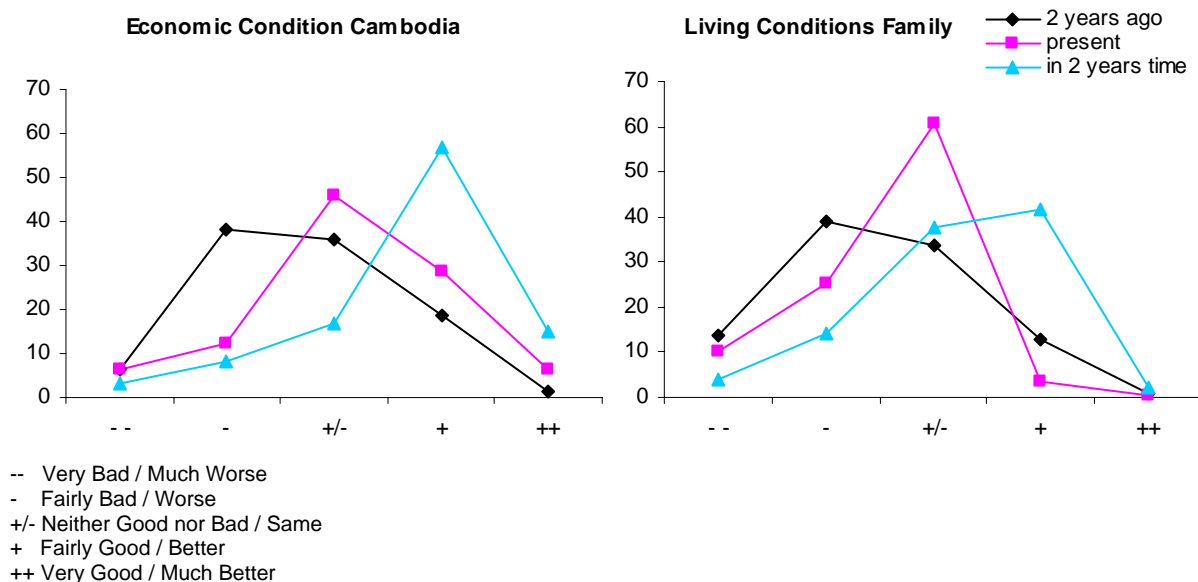
According to the view of citizens responding to this set of questions, the economic situation of their family and of Cambodia has improved over the last two years, and there is a general expectation that these trends will continue in the future (see Figure 2). However, citizens have more confidence in the general economic progress of the country than in improvements to their own families' livelihood.

Over one third of respondents felt that the general economic situation in Cambodia and that of their family had remained more or less the same compared to two years ago, while 61% of the citizen respondents said that they felt that their current family situation was neither good nor bad. A small, yet noteworthy, group of citizen respondents (10-15%) felt that their families' economic situation will become worse in the coming two years. The reasons for this are not clear.

It should be noted that approximately 400 (17%) respondents could not provide an answer on the future economic prospects of Cambodia and of their families. Many might not have wanted to risk guessing how things will be in two years time. This is a large number of null responses that leaves a large hole in the data on future economic perceptions which, if answered, could change the results of this question substantially.

The citizens perceptions regarding family and economic conditions vary considerably when looking at subgroups disaggregated by target/non-target, gender and age (see Table 5).

Table 5: Significant Differences in Family Living and Cambodian Economic Conditions (p<0.05).

		Target vs. non-target	Women vs. men	Young persons vs. older
Family situation	2 years ago	-	-	young *less* optimistic
	present	target *more* optimistic	women *less* optimistic	young *more* optimistic
	2 years in future	target *more* optimistic	women *less* optimistic	young *more* optimistic
Cambodian economic situation	2 years ago	-	women *more* optimistic	-
	present	-	women *more* optimistic	-
	2 years in future	target *more* optimistic	-	-

Respondents from target communes were significantly more optimistic about the current and future living conditions of their families, and the future economic situation of Cambodia. The reasons for this may be related to the location of non-target communes, which are in more remote areas than target communes. In remote areas improvements in family living and economic conditions may take more time.

Women were more optimistic than men about the general economic conditions of Cambodia, but remained less optimistic when reflecting on their own families. This may be because women are often employed in unpaid family work (are the main caretakers of the children, the elderly and have other household responsibilities).

Younger citizen respondents perceived their family situation two years ago more in negative terms than older respondents. Yet they have a stronger belief that their families livelihood will improve in future. These contrasting views between young and older persons were not seen when examining the general economic situation.

In terms of having enough access to basic family needs (see Table 6) almost 40%of respondents said that at times (with varying frequency) they did not have sufficient food to eat. Close to 90% said they did not have access to enough clean water and 50% said that they did not have sufficient money for school expenses, medicines or medical treatment during the past year.

In reviewing the data by gender the responses of women were quite similar to those of men with the exception that women were more often without cash and money for school expenses. In comparing target with non-target communes, respondents in non-target communes more often reported having experienced a food shortage; again this is possibly explained by the more remote settings of non-target communes in the sample.

Table 6: Lack Basic Family Needs (%).

How often did the family not have enough of the following last year?	Never	Just once or twice	Several times	Many times	Always
Not enough food to eat (n=2338)**	62,0	14,4	9,4	12,9	1,3
Not enough clean water (n=2309)	10,4	0,1	0,3	0,9	88,4
Not enough fuel to cook (n=2339)	91,1	2,4	2,3	3,2	1,1
No cash income (n=2333)*	35,4	18,9	15,9	25,9	3,9
No money for school expenses (n=1659)*	58,3	20,8	10,4	9,1	1,3
No medicines or medical treatment (n=2340)	57,1	16,5	12,8	11,9	1,7

* p<0.05 for gender, significant difference between men and women.
** p<0.05 for target/non-target, significant difference between target and non-target communes.

In reviewing perceptions of safety, over 80% of citizen respondents said they currently feel safe in their communes, with 59% saying that they feel safer in their commune now then two years ago, while 16% of respondents currently feel unsafe and around 30% feel that safety has not changed over as the last two years ago. Also notable, is that men tend to feel safer than women and those respondents from target communes felt significantly safer compared to non-target communes.

In relation to crime (see Annex 5) 59% of the respondents reported being a victim of a crime in the last year with the most commonly reported crime being burglary from their homes.

Citizens are relatively optimistic about the future and feel safe, despite facing unmet basic family needs and a high crime rate. Target communes are more positive regarding their living environment (economy, family, safety) than non-target communes, which may be linked to them being relatively better off than non-target communes and/or due to benefits that are being provided by projects and programs in the area. In terms of gender, women are often more concerned about their (direct) living environment (family, safety), perhaps due to higher vulnerability and lower levels of well-being compared to men.

3.3 Meaning of democracy

Surveys conducted elsewhere in Asia and in other regions of the world suggest considerable variation in the meanings attached to the term "democracy". Studies conducted in the Asia Barometer (Wu and Chu, 2007) series suggest a dichotomy between "liberal" conceptions of democracy centering on electoral competition, the rule of law and the protection of basic rights and freedoms, and what might be termed "substantivist" conceptions centering on the delivery of basic needs and reduced inequality.[7]

Several questions were included in the CSS 2008 that were designed to assess the Cambodian understandings of the term 'democracy'. Using language identical to that included in recent Asia Barometer and Afro Barometer surveys, the CSS 2008 included an open-ended question asking citizen respondents could to provide up to three definitions for the meaning of "democracy". As Figure 3 illustrates, 58% of citizen respondents were not able to provide even one response to this question, and only 4% of respondents were able to articulate three meanings for the word 'democracy'. This result was strongly influenced by the gender of the respondent, with only 25% of female respondents able to provide at least one meaning of democracy, compared with 60% of male respondents. The result was also influenced by age, with 50% of respondents aged 50 years and above able to answer the question, compared with only 35% of respondents between the ages of 18 and 35.

Figure 3: Number of Given Responses by Citizen to Meaning of Democracy (n=2340).
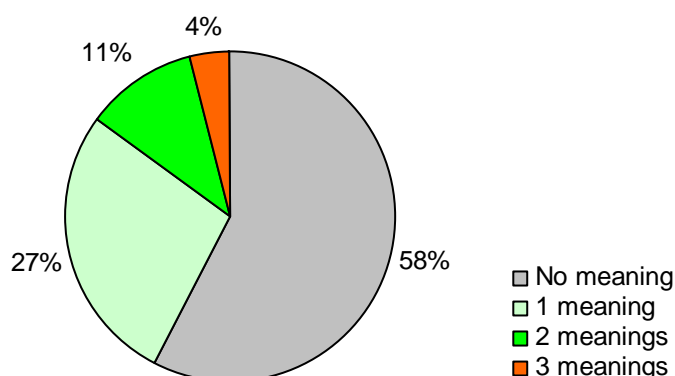
Figure 4 lists the citizen responses to the open-ended question on the meaning of democracy, after grouping of initial answers and ranked in order of importance.

The two most frequently cited meaning attributed to democracy by citizen respondents were "freedom of expression" and "participation and involvement of people in governance", both key aspects of democratic governance. Significantly, many of the answers relate to the quality of democracy rather

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[7] See, for example, Yu-Tzung Chang & Yun-Han Chu, "Traditionalism, political learning and conceptions of democracy in East Asia," Asian Barometer Working Papers Series, No. 39, 2007, pp.4-7.

than procedural aspects of democracy. Procedural aspects of democracy seem to be less well known by respondents than liberal connotations of democracy.

Citizen respondents aged 18-25 years and aged 50 years and above frequently cited participation in governance as a defining element of democracy. Respondents in the age group of 18-25 years cited far less freedom of expression compared to other age groups. Respondents in the 50 years and above age group more frequently mentioned respect/solidarity/peace (see Annex 6). There were no differences found in responses between target and non-target communes. But women listed participation in governance less frequently than men and referred slightly more often to the right to engage in livelihood activities.

Figure 4: Self Cited Meaning of Democracy Citizens (n=1442 responses).
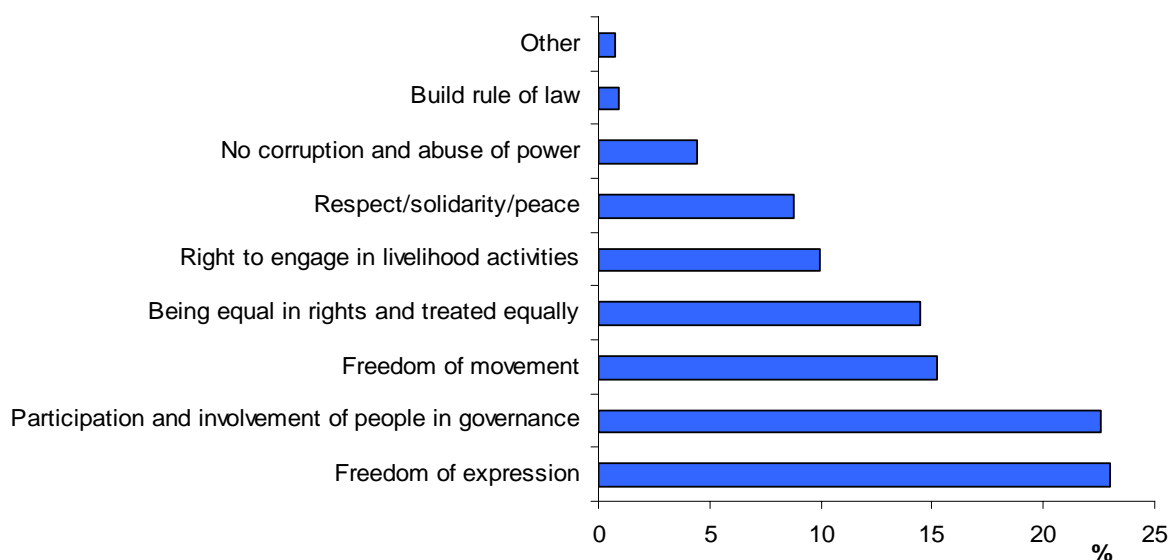
The survey also included a multiple-choice question that asked respondents to select the most important characteristic of a democratic system.[8] In contrast to the open-ended question, almost all respondents made a choice. Table 7 below provides an overview of the answers selected by citizens' disaggregated by gender. Both men and women considered 'respect for human rights and equal opportunity in competition for education and jobs', followed by 'basic necessities like food, cloths and shelter etc. for everyone' as the most essential aspect of democracy. The 'opportunity to change the government through elections' was a close third. This ranking was not affected by age or target/non-target. However, young people were less in favor of reducing the income gap and more frequently choose 'freedom to participate and empowerment in decision making' than older people.

Table 7: Aspects Essential to Democracy According to Citizens (%).

Democratic characteristic	Men (n=1136)	Women (n=1077)	Total (n=2213)
Respect for human rights and equal opportunity in competition for education and jobs	32,2	31,6	31,9
Basic necessities like food, clothes and shelter etc. for everyone	18,6	26,3	22,3
Opportunity to change the government through elections	23,0	15,2	19,2
Freedom to participate and empowerment in decision making	15,9	17,5	16,7
Reduced income gap between rich and poor and increased ownership by the poor	10,3	9,4	9,9

Men seemed more inclined to relate democracy with governance, while women focus more on the provision of basic necessities.

3.4 Role of Commune Councils

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[8] Question G4. "People often differ in their views on the characteristic that is essential to democracy. If you have to choose only one of the things I am going to read, which would you choose as the most essential to democracy?"

One of the major objectives of the CCS 2008 survey was to gain insight into citizens understanding of the role of CCs. Six years after the first CC elections, citizens demonstrated a limited understanding of CC roles with nearly a quarter of respondents (22%) unable to independently identify any role attributable to the CC. Although this percentage was slightly lower in target communes than in non-target communes the difference was not significant. Figure 5 lists the grouped responses to the question "*What in your understanding is the role of the commune council?*", respondents could give up to five responses to this question.

Figure 5: Role of Commune Council According to Citizens in percentage (n=4304 responses).
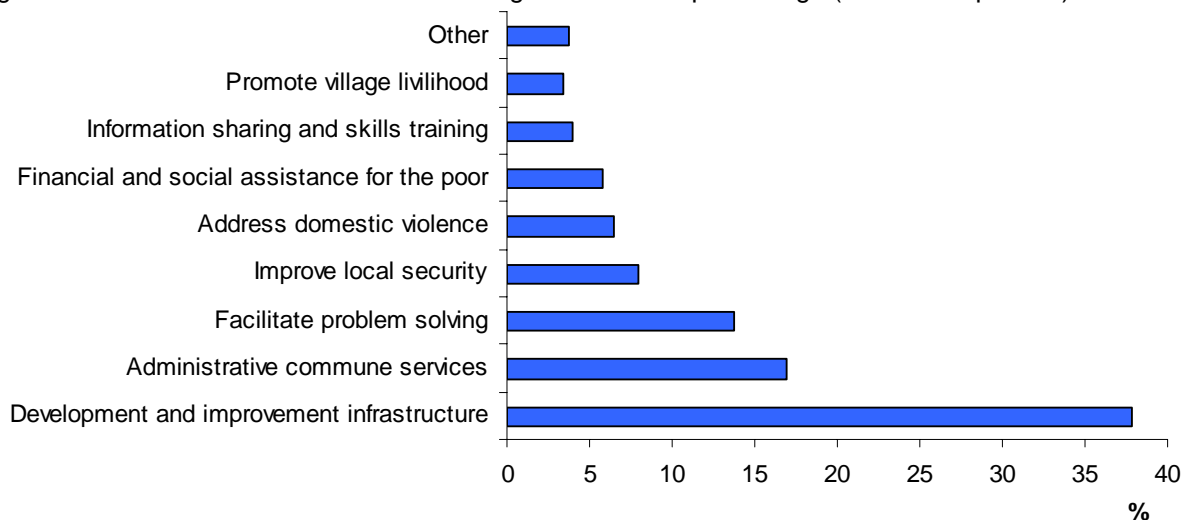
Not unexpectedly, CCs are seen by citizens to have an important role in the development of infrastructure, in the provision of administrative services and in provision of local security. Less expected was the relatively high ranking by citizens of the CCs' role in facilitating problem solving and addressing domestic violence. Only a few citizens believed that the role of CC was information sharing, skills training, and the promotion of village livelihood. The provision of assistance for the poor also ranked relatively low among citizen respondents even though poverty reduction and the promotion of vulnerable groups is an integral aspect of the D&D process. Interestingly, men cited many more roles of for the CC than women.

When respondents were asked to identify issues that they believe councilors should be doing but were not doing nearly half did not reply. This could mean that respondents do not perceive any shortcomings in the CCs or, more probably, that there is generally a low level of awareness of the precise tasks/roles of CC members. This interpretation seems to be supported by responses to the question which asked the citizen respondents to name any of the tasks that the CC was responsible for; where nearly one quarter of respondents were unable to name any role of the CC. Alternatively, this may also indicate that citizens feel that not enough is being done to support CCs by other levels of government and, as a result, they do not expect more from them (because CCs have insufficient resources to undertake or implement activities and are making the most of what they have) not that CCs are neglecting their responsibilities. Interestingly, some of the tasks which citizens identified as lacking are tasks that are not currently the official the responsibility of CCs (such as the provision of electricity). Again, this may indicate a lack of understanding of the CCs official role. It may also indicate that citizens are increasingly demanding better representation from their CCs on all local issues, whether it is their official duty or not.

Table 8: Citizen Views on What Councils Should Do (n=1896 responses).

What should councilors do, but are not doing?	n
Development and improvement infrastructure	1485
Financial and social assistance for poor and vulnerable people	107
Facilitate problem solving	80
Improve local security	61
Provide energy	42
Address the environment	31
Information sharing	29
Other	61

Of the citizen respondents that did suggest short comings in the activities undertaken by the CC, it is interesting that 'development and improvement of infrastructure' was ranked as an area where CCs were not active enough. This was an area also identified by the citizens where CCs are the most active (see next chapter) which suggests that respondents believe that infrastructure development is both being addressed by CCs but that it requires more attention. It is a clear priority for citizens. Another point of interest is that citizen respondents feel that CCs should do more in terms of financial and social assistance for poor and vulnerable, and in facilitation of problem solving; two areas where the CCs authority is limited. A much smaller number of respondents felt that councilors are not addressing the environment and are not sharing information; two areas where CCs have delegated authority and could exercise greater authority with some ease.

Strangely, while respondents felt that more could be done by CCs in the facilitating of problem solving respondents seem to have rarely contacted local authorities to help in solving disputes (see Figure 11). However, the number of disputes, the nature of the disputes in question and whether assistance was sought from CC members remains unknown (and not covered in this survey).

To gain more specific insight into the degree of citizen satisfaction with CC performance, respondents were also asked to give their views on whether CCs gave enough attention to a broad range of commune functions (see Figure 6). Whilst it is clear that opinions vary noticeably, nearly half of respondents thought that conflict resolution, security and education are receiving the right amount of attention from CCs. Importantly, a majority of respondents did not think that CCs are paying enough attention to water supply, the needs of the least well off, health and public sanitation, irrigation and youth issues.

Figure 6: Sufficient Attention by Commune Council to Multiple Functions.
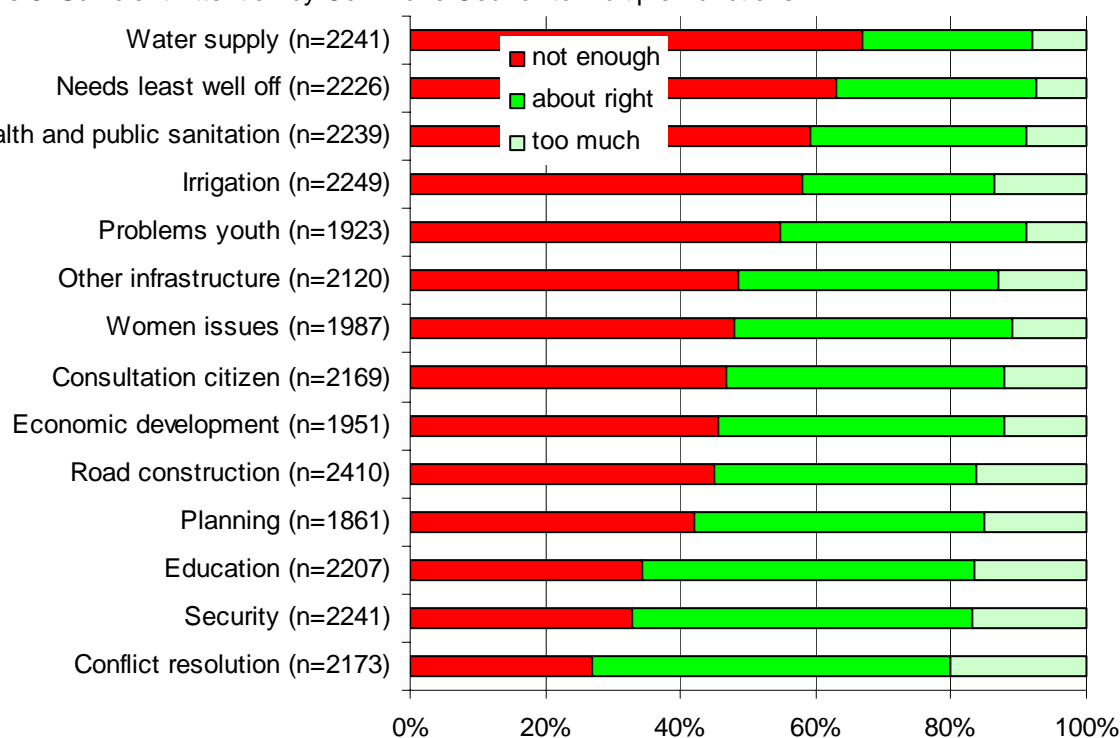
Attention to the needs of the least well off is one area which citizen respondents identified as receiving insufficient attention from CCs. Respondents obviously feel that the current commune councilors should do more to provide financial and social assistance to poor and vulnerable people. But in Figure 8 it is noted that it is difficult for the poor and vulnerable to receive special attention from CCs. Nearly 94% of citizen respondents have tried to get some assistance from the CC and in more than 50% of these cases assistance was hard to obtain. It could be argued that CC performance and citizens' confidence in CCs is in part understood by the perceived CC role in addressing poverty and vulnerability.

Citizen perceptions reflect wide variation in degree of satisfaction with the attention of CC to specific functions. In 5 of the 14 functions considered by citizen respondents more than 50% of believe that service delivery is inadequate.

Overall, when the data from target communes are compared with that from non-target communes, it is clear that non-target communes are less satisfied with the work of the CCs. A similar difference in satisfaction can be seen between men and women, with men less satisfied compared to women.

3.5 Commune Council Service Delivery

Another area addressed by the survey is citizen perceptions of service delivery by CCs. Respondents were asked a variety of questions regarding the nature of the services that they have requested and received from CCs and the ease of obtaining those services.

A high percentage of respondents reported that they would never try to obtain many of the basic administrative services (see Figure 7) from the CC. Well over half of respondents would never go to the CC to obtain assistance in resolving disputes, get help from the police, get help with livelihood activities or get transport assistance to attend a clinic. The frequency with which respondents reported requesting specific services from the CC over the past two years (shown in Annex 7a) confirms that a large number of respondents never actually request services from the CC. When they do request services, the most requested services include the issuing of birth certificates, identity cards and marriage declarations. The age and family composition of citizens plays an important role in whether the citizen attempts to utilize CC administrative services.

Figure 7: Utilization Commune Administrative Services by Citizens.
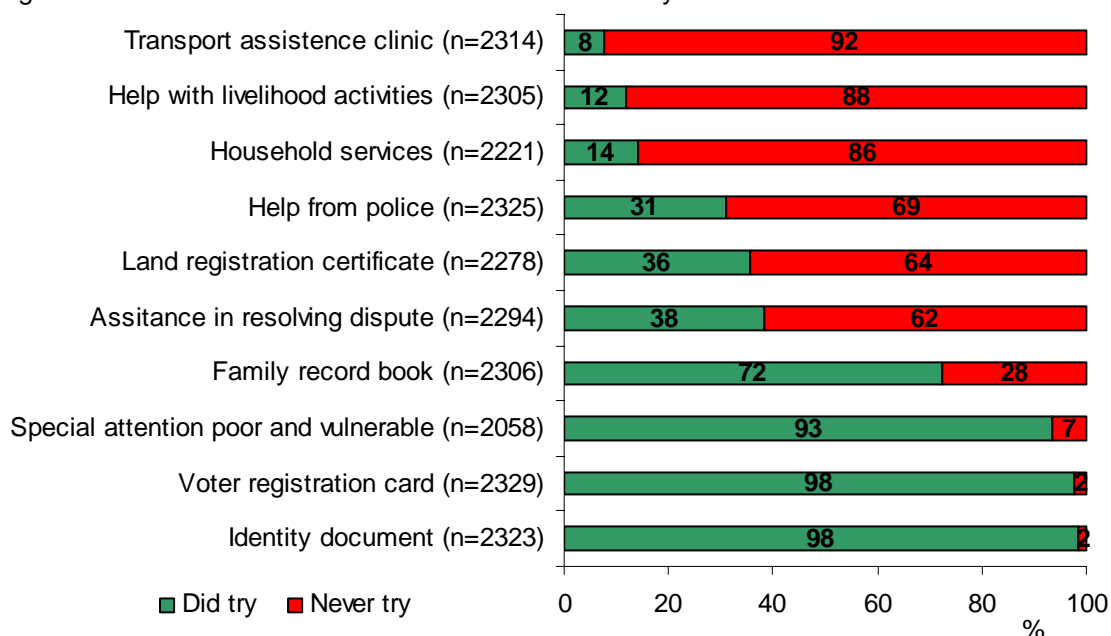
When asked about the ease of obtaining specific administrative services from the CC it became evident that the most frequently needed services were generally easily accessible (see Figure 8); ID documents, voter registration cards and family books. In contrast to responses to an earlier question, many citizen respondents also considered it easy to get assistance in resolving disputes or in obtaining a land registration certificate (see Annex 7b for detailed information).

Figure 8: Easiness to Obtain Commune Administrative Services.

Chart showing percentage of respondents rating services as "Hard to obtain service" (red) or "Easy to obtain service" (green):

- Transport assistence clinic (n=176)
- Help with livelihood activities (n=271)
- Household services (n=314)
- Help from police (n=718)
- Land registration certificate (n=814)
- Assistance in resolving dispute (n=882)
- Family record book (n=1667)
- Special attention poor and vulnerable (n=1921)
- Voter registration card (n=2278)
- Identity document (n=2286)

In addition to a lack of understanding of what services the CC provides, a lack of transparency in the fees levied for administrative services may be one of the factors limiting citizen use or access to services.

Although, this survey did not seek to determine the scale of unofficial fees paid to CCs, some comparative data exists. Clearly a significant number of respondents are currently choosing to bypass or remain indifferent to the services being provided by the CCs. The fact that certain services are difficult to obtain and that a majority of respondents have to pay unofficial fees for certain services may influence their utilization, yet the low demand may also indicate a general lack of participation or mutual involvement. This is especially worrisome for the delegated civil registry functions that CCs are required to provide, as this forms the basis for much of commune primary data which is used by many other governmental agencies to make decisions and implement programs. A major challenge for the CCs will be to convince more people to participate in the services rendered by CCs and further raise awareness about the importance of these services (GTZ, 2008).

3.6 Civil Society Organizations

Historically, many Civil Society Organizations (CSO's) in Cambodia have emerged as a result of projects implemented and financed by external donor organizations or international NGOs. Consequently, many of these organizations lack a deep community or participatory foundation and in some cases legitimacy. People "joining" organizations of this nature may have quite different motivations than those affiliated with CSOs created spontaneously by citizens themselves out of social, political, economic, and/or religious interest.

The CSS 2008 collected information on the knowledge and participation of citizens in CSOs (their associational lives). One of the core components of good governance that the LAAR program encourages is that of partnerships; through increased partnerships between CCs and civil societies it is hoped that more robust and sustainable local democracies will develop.

In general citizen respondents were aware of at least one local CSO. Knowledge of existing CSOs and the actual presence of CSOs in the local areas were higher in target communes than in non-target communes. Awareness of CSOs was also higher among men than among women. A broad overview of CSOs known by respondents to be present in their commune and their individual participation can be found in Annex 8a.

In questions probing CSO membership, respondents were asked to characterize themselves either as leaders, active members or non-active members of CSOs. According to this classification, non-active members were persons who share in the benefits provided by the CSO but do not actively communicate or contact other persons or organizations. Active members and leaders engage in networking and information sharing regarding decisions made by the CSO. From the citizen respondents 76% consider themselves to be members of at least one CSO (see Table 9) however active membership of CSOs was considerably lower with only 16% categorizing themselves as active

members or leaders of a CSO. Overall CSO membership in the CSS 2008 is much higher compared to a recent study on Civil Society in Cambodia conducted which showed 23% of the respondents being member of a CSO (Park and Lee, 2007). The reasons for this difference are not clear.

Table 9: Membership Civil Society Organization Citizens.

Type of membership CSO	%	n
Not member	24.3	569
Not-active member	59.7	1396
Active member	4.8	113
Leader	0.7	17
Any type of member in two or CSO's	10.5	245
Total	**100**	**2340**

Citizens can be member of more than one organization and thus occupy different positions within different organizations. An overview of type of membership per CSO by gender and target/non-target respondents is given in Annex 8b and 8c respectively. Men are more active in CSOs compared to women, either by being an active member or leader of a CSO. No major differences were found in type of membership between respondents of target and non-target communes.

Figure 9a: Awareness of CSOs vs. Membership in CSOs
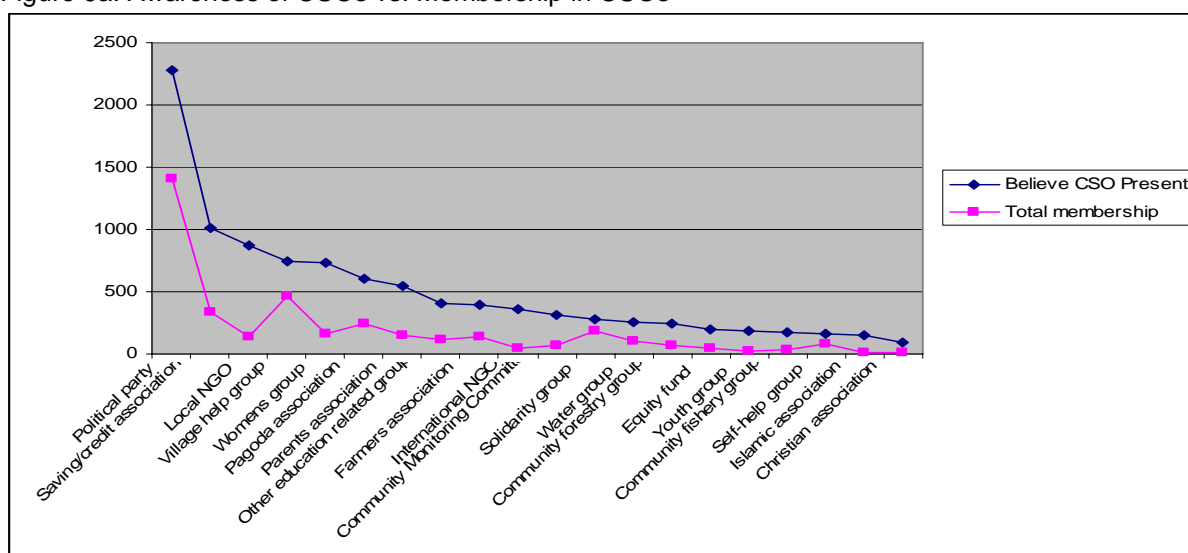
Age is strongly associated with membership in a CSO, as can be seen in Figure 9. In general, older people (and especially people aged 36-49) are more often member of a CSO. This may be attributed to their work and living circumstances which increase their interest in joining and the benefits they receive when they become member of a CSO. The previous mentioned study on Civil Society also found that older people were more likely to belong to an organization than young people and that people living in rural areas were almost twice as likely to belong to a CSO as those living in urban area (Park and Lee, 2007).

Figure 9b: Citizen Membership of CSO's by Age Group.
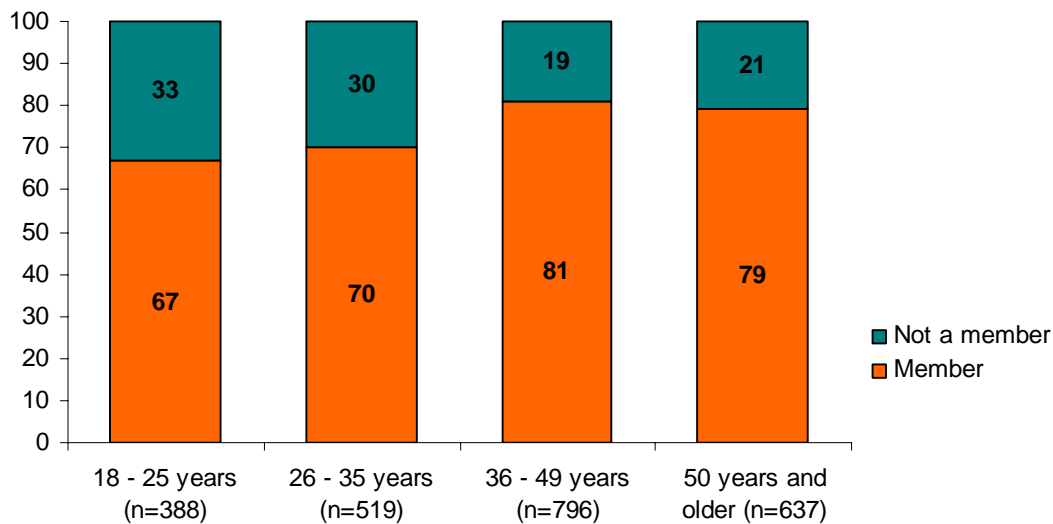
It was found that men who are active members and leaders of a CSO (see Figure 10) are significantly more active than women who are active members and leaders of a CSO in attending CC meetings. This confirms a higher participation rate of men compared to women.

Figure 10: Attendance at CC Meetings by Citizens Who Are Active Member or Leader of CSO (p<0.05).
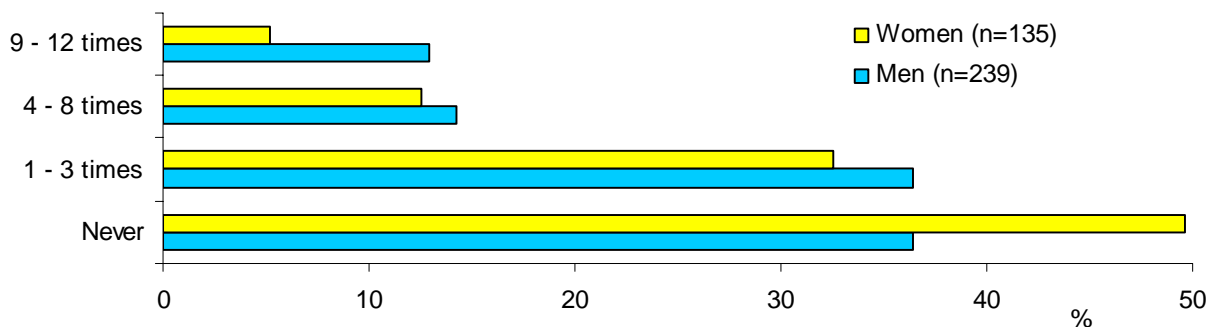
It is interesting to note that the total number of citizen respondents who identify as being active members of CSOs and attending CC meetings is 374, but the total number of total citizen respondents that attend CC meetings is 580. Of the citizens attending CC meetings 88.3% are active or passive members of at least one CSO and 11.7% are not an affiliated with a CSO. While there are significantly more citizens involved with CSOs attending CC meetings, there are still a significant number of 'independent' citizens attending meetings. It is not known why these people are motivated to attend CC meetings. It could be possible that these people are associated with NGOs, Village Chiefs or are associated with the CC somehow, but this is not clear.

3.7 Access and participation

3.7.1 Participation

The survey asked a number of questions intended to gauge the extent of citizen interaction and/or engagement with the local governing structure (village & commune). Participation is a key element of good governance theory and correspondingly is an important element of LAAR. Consequently, the survey sought to explore citizen participation in local affairs (attendance and participation at meetings, volunteerism and interactions with authorities) and the perceptions that citizens have of the responsiveness of local government officials. In Table 10 it is evident that men are generally more active and involved in activities than women, with the exception of attendance at village meetings. The reasons for this may be the timing and location of the meetings. Generally, village meetings are held within the village and during the day when most rural men are working in the fields away from the village center, as such they are more accessible to women who stay at home. Correspondingly, women are less likely to travel away from their homes to attend CC meetings, but men are more mobile and thus more likely to attend.

22

There were no significant differences in citizen respondent answers between target and non-target communes in rates of participation. Regarding gender and age, all activities were significant, except financial contributions. In urban areas significantly less people attended village meetings and more people stated they will never join a demonstration compared to rural areas.

Not surprisingly, survey results indicate that citizen engagement with local authorities is most pronounced at the village level, with just under two-thirds of all respondents reporting that they had attended a village meeting in the last year. In contrast, only about a quarter of respondents reported that they had attended a CC meeting in the past year, and roughly the same amount indicated that they had volunteered for commune activities during the same period.

The attendance rates of citizens at CC meetings were found to be slightly higher, around one third, in a study performed by the World Bank (CAS for World Bank, 2008). Interesting, though perhaps not surprising, was the finding that respondents who identified themselves as active members or leaders of CSOs were significantly more likely to have attended CC meetings. In this category, 35% of respondents attended at least one CC meeting in the past year, and 10% attended at between 9 and 12 meetings during this period. By comparison, only 25% of the total sample reported having attended a CC meeting in the past year.

Table 10: Citizens Participation (%).

Did you ever do the following last year:	Yes		No, but would do if had a chance		No, would never do this	
	Men	Women	Men	Women	Men	Women
Attend community or village meeting (n=2333)*	56,8	61,5	41,1	37,3	2,1	1,2
Attend CC meeting (n=2326)*	27,3	22,6	66,0	68,7	6,7	8,7
Raise concern in public meeting (n=2300)*	21,2	11,0	63,3	58,1	15,5	30,9
Come together with others to raise an issue (n=2293)*	35,2	22,2	52,3	56,5	12,5	21,4
Attend demonstration/protest march (n=2255)*	2,6	1,6	50,1	37,9	47,3	60,5
Volunteer for commune activities (n=2277)*	26,3	19,9	63,7	67,0	9,9	13,1
Provide money for commune development (n=2310)	69,7	68,4	28,3	29,7	2,0	1,8

* p<0.05, significant difference between men and women.

Active participation in public meetings at the village or commune level was considerably less frequent. Men were found to be much more likely than women to report having raised concerns in public meetings (men 21%, women 11%), or having come together with other citizens to raise an issue (men 35%, women 22%), yet no more than a third of all respondents reported such engagement. Again, active CSO members, of who two third was male, felt more comfortable to raise concerns and issues at meetings. More active forms of engagement or advocacy (e.g., demonstrations/protest marches) are rare, with a high percentage (52%) of respondents reporting a reluctance to engage in such activities (men 47%, women 60%).

Survey results also suggest that age plays an important role in determining levels of participation with older people, particularly for those aged above 50, found to be the most active across all categories of participation (even in terms of joining demonstrations) (see Annex 9). It is interesting to note that young people (defined as respondents between the ages of 18-25), score the highest for 'would do if had the chance' in all categories, suggesting that if there is the potential to expanded opportunities for participation by youth and a greater awareness of among youth of their rights. Even though older people had been involved in demonstrations they also were the most frequent in asserting that they would never participate in demonstrations. Of further interest is that all age groups almost unanimously provided money for commune development activities in the past year. The sort of development activities they funded and how they contributed money is not clear.

In general, a large proportion of citizens expressed a willingness to participate in public activities, although the extent to which they would do so if given the opportunity is difficult to evaluate. It should be taken into account that positive responses to questions of this nature are generally seen as socially desirable and answers may therefore be subject to bias.

Overall a majority of respondents were open to all forms of participative activity, with the exception of demonstrations or protest marches. While the formulation "would do if I had a chance", leaves open the question of what specific conditions would motivate respondents, it does indicate a positive attitude toward participation, and therefore scope for experimentation. Actual participation not only requires opportunity in terms of time and effort, but also depends on the individual's personal interests and his or her ability to access local or public officials. Thus citizens may be inactive because they lack resources such as time, money, civic skills, motivation, trust in local institutions or simply because they are not effectively linked to networks that provide information related to opportunities for participation (Verba and Lehman, 1995).

3.7.2 Citizen Contact with Officials and Responsiveness

The survey also sought to measure the frequency and direction of individual interaction between respondents, local governance officials and other prominent individuals (see Table 11). Overall, respondents who initiated contact with local officials most frequently approached the village chiefs and village elders. Village chiefs and village elders were likewise identified as the most active local authorities to initiated contact with citizens. It seems likely that the reason for this is purely geographical and numerical. There are simply more village chiefs and elders than there are CC members, in addition to which these people more accessible than other authorities because they live in close proximity to the citizens. CC members and CC chiefs were contacted less often by citizens. But when contact did occur, citizens initiated contact more frequently with CCs than CC members sought to initiate contact with citizens.

It is worth noting that the only groups of people, who reversed the trend of participation, and initiated contact with citizens more frequently than citizens initiated contact with them, were NGO staff/leaders and political party officials. The explanation for this reversal could be explained by the fact that NGO staff/leaders are often paid to conduct outreach work and that political parties would have been actively lobbying in the run up to local government election which occurred in the year preceding the survey.

Table 11: Contacts of Citizens with Representatives of Organizations (%).

	Did you contact once or more:		Were you contacted once or more:	
	Yes	No	Yes	No
Village chief (n=2338)	21,4*	78,6	13,9	86,1
Village elder (n=2340)	23,3	76,7	13,1	86,9
Commune council member (n=2339)	9,3*	90,7	5,3	94,7
Commune council chief (n=2340)	10,0	90,0	4,3	95,7
Women's focal point (n=2111)	3,3	96,7	3,2	96,8
Official government ministry (n=2330)	3,8	96,2	2,4	97,6
Political party official (n=2340)	3,1	96,9	6,1	93,9
NGO leader/staff (n=2224)	5,4*	94,6	7,6*	92,4
Religious leader (n=2323)	6,8	93,2	5,7	94,3
CMC member (n=1991)[9]	2,0*	98,0	1,5	98,5
Influential person (n=2337)	3,7	96,3	-	-

* p<0.05, significant difference between target and non-target communes.

One significant finding is that, in general, interactions between citizens and local officials are most prolific when citizens are explicitly and formally invited to participate at meetings (This point is further explored in section 3.7.3). However, given this finding it is somewhat disappointing to see that CC members rarely contact citizens; with only 5% of citizens being approached by CC members.

The degree to which local officials are interested in or able to deal with the concerns and problems expressed by citizens may influence participation and contact levels. Cultural factors are also expected to influence citizen interaction with authorities. Citizens traditionally have a high respect for authority figures, which often implies fear and feelings of inferiority/powerlessness, resulting in reluctance to contact them (Park and Lee, 2007). Further, there may be little understanding of the importance of

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[9] Since CMC is only active in LAAR target communes, only these respondents should be aware of the CMC, resulting in maximal 1530 responses instead of 1991. Apparently respondents living in non-target areas were also aware of the CMC or they just answered the question being afraid to admit they did not understand the question.

community outreach by CC members or even how they could conduct such outreach efficiently and effectively.

In terms of gender differences, men contacted local officials more often than women and were also more often contacted by the officials themselves. With regards to the women's focal point it is somewhat surprising to note that men contacted this association and were approached by members of this association as frequently as women. Not surprisingly in the Cambodian context, there is again a positive correlation between age and contacting local officials with older people contacting local leaders more often than young people.

When citizens reported initiating contact local officials, they most often did so to express a personal or a public problem. Men were more inclined to seek contact with local officials for the discussion of a community or public problem, while women were more likely to contact them about a personal problem (see Figure 11). Neither men nor women appeared to be inclined to contact local officials to discuss political issues, or seek help with solving a dispute or any other matter.

Figure 11: Reasons Citizens Contacted Local Official Last Year.
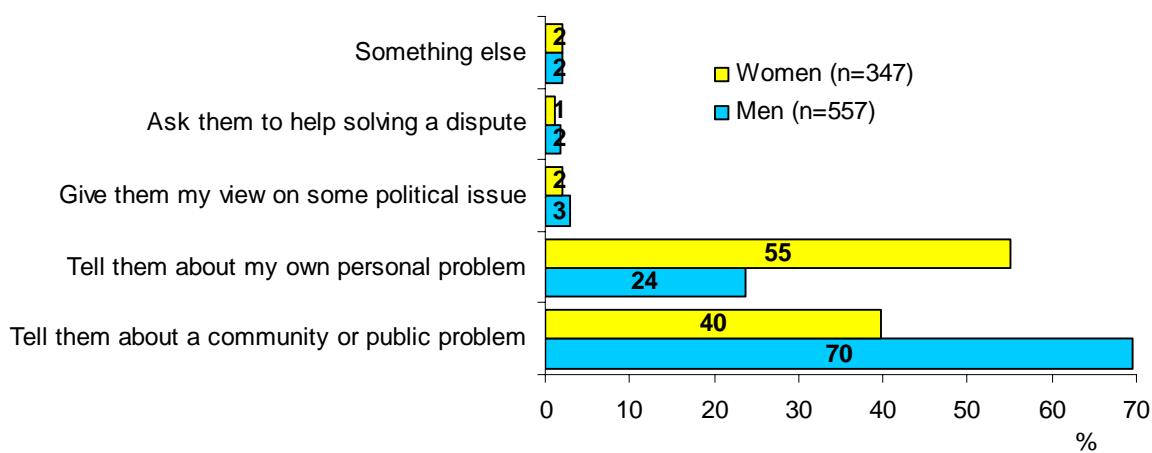
When respondents were asked to rate the responsiveness of local officials, women on the whole gave more positive responses than men, with over 70% of women indicating that they view local officials as either 'very responsive' or 'somewhat responsive' and about one fifth of women respondents saying that local authorities are 'unresponsive' or very 'unresponsive'. Among male respondents over 60% reported that local authorities are either 'very responsive' or 'somewhat and responsive,' while about a quarter felt that they are 'somewhat unresponsive' or 'very unresponsive'.

It is interesting to note that a higher proportion (73.5%) of respondents in target areas ranked local authorities as responsive compared to respondents (68.3%) in non-target areas. This may be due to stronger adherence to local customs in remote areas where interaction are characterized as being top-down decision making patron-client relations with a high level of personalization authority and a tendency for leadership roles to be highly concentrated in certain individuals. These characteristics of local leadership will have an impact on people's perception of leadership responsiveness. Although older people perceived local authorities as more responsive compared to young people, there was no great disparity based on age.

3.7.3 Citizen Perceptions' of the attitudes of Commune Councilors

To gauge the extent to which attitudes towards freedom and accessibility of CCs might act as a deterrent to citizen participation, respondents were asked to give their views on a series of statements pertaining to CCs (see Table 12). The majority of respondents generally perceive that they are being treated equally, do not fear public participation and believe that they are free to give their opinion in public. A general lack of fear to share opinions in public is supported by previous results (see Table 10), showing that most people would raise an issue in public when the chance arose.

At the same time, however, a strong majority of respondents (66.5%) do not believe it is possible to attend a CC meeting without an invitation, despite the fact that the Law on Commune/Sangkat Administration stipulates that commune meetings must be open to the general public. A recent World Bank study reported that reasons that citizens cited for not attending CC meetings were no formal invitation (40.7%), lack of time (34.6%) and lack of information (29.1%) (Park and Lee, 2007). These

results are consistent with the findings of a study on local government in Cambodia by Arnaldo Pellini (2005). Pellini notes that interactions between citizens and local officials are most prolific when citizens are explicitly and formally invited to participate as to ensure that citizens not to lose face and avoid rejection.

These responses suggest that citizens need more encouragement and information to participate in CC activities, but that there is willingness to participate (as mentioned earlier).

Table 12: Citizen Views Regarding Statements Pertaining to Commune Councils (%).

Statements	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
All people all treated equally by commune councils (n=2287)*				
Men	35,4	28,9	22,0	13,7
Women	38,9	33,2	16,9	11,0
People are free to speak what they think without fear (n=2304)*				
Men	47,4	26,5	18,8	7,3
Women	42,5	33,9	15,1	8,5
People can join any organization without fear (n=2232)*				
Men	63,2	26,2	8,0	2,7
Women	55,3	35,9	6,3	2,4
People can join any political party without fear (n=2295)*				
Men	51,7	26,3	13,9	8,1
Women	47,1	35,5	11,1	6,3
When people raise concerns, views are taken serious by CC (n=2079)*				
Men	31,1	40,7	17,4	10,8
Women	32,7	44,6	14,1	8,6
Anyone can attend CC meeting without invitation (n=2208)*				
Men	19,0	14,5	18,0	48,5
Men	14,5	18,0	20,3	47,2
Women				
Commune councilors benefit personally from projects they implement for the CC (n=1741)*				
Male	24,6	42,2	17,3	15,9
Female	21,0	44,3	20,3	14,5

* p<0.05 for gender, significant difference between men and women.

Even though a majority of respondents viewed CCs as generally responsive and indicate a belief that councils treat citizens equally, a majority (66%) also thought that councilors deriving personal benefits from the projects that they implement on behalf of the commune. Interestingly, women and men differed in their views of freedom of association, with more men strongly agreeing with the statements that 'people can join any organization or political party without fear'.

In chapter 4 these same statements will be further discussed, comparing views of citizens with councilors.

3.8   Transparency and Accountability

The third key topic examined by the survey relates to citizen perceptions of CC authority, transparency and accountability.

When asked whether CCs have too much, too little or about the right amount of authority, both male and female citizen respondents generally indicated that councils have the "right amount" of authority. While 10% felt that councils possess too much authority and 5.7% of respondents felt that councils have too little authority.

To gauge citizen confidence in CCs, respondents were asked a series of questions relating to the CCs capacity to manage resources wisely and the perceived linkages between service quality and council resources. Respondents were also asked whether they would be willing to pay more for services if improved service quality was assured. Table 13 (below) summarizes the responses to these questions disaggregated by target/non-target and by gender.

Generally, citizens believe CCs would use additional resources wisely and that if CCs were given the authority to raise revenues through fees, service quality would increase. A majority of respondents (82%) also indicated that if improved services were available they would be willing to pay more for them, while 89% of respondents believe that decision making would improve if CCs were given more power.

Taken together these responses suggest a considerable degree of citizen confidence in CCs and recognition that councils do not presently have sufficient authority and resources to perform all required tasks. Respondents in target communes appear more trusting of local authorities than those in non-target communes and, on the whole, women are more positive than men.

Table 13: Statements Expanding Power and Resources of CC (%).

Do you agree with the following statements?		Target	Non-Target	Men	Women
If the CC were given more resources, it would use them wisely for the benefit of the community (n=2157)	Agree	66,4*	61,4	61,0*	68,5
	Disagree	33,6	38,6	39,0	31,5
If the CC were given the authority to raise revenues through fees, it would provide better services to the community (n=2153)	Agree	73,3*	69,2	70,0	73,7
	Disagree	26,7	30,8	30,0	26,3
If I had access to improved services, I would be willing to pay more for them (n=2288)	Agree	82,9	82,5	83,2	82,3
	Disagree	17,1	17,5	16,8	17,7
If the CC were given more power, it would be better placed to make good decisions for the development of their community (n=2173)	Agree	89,4	87,3	87,2*	90,1
	Disagree	10,6	12,7	12,8	9,9

* p<0.05, significant difference.

A variety of questions sought to gauge citizen perceptions of CC transparency (see Table 14), in terms of ease of access to information, transparent processes and local level corruption (informal fees). What emerges most dominantly from the responses to these questions is the degree to which citizens reported that they are unaware of when and where CC meetings take place and that only 36% of citizens believed that the CC will inform them of important decisions affecting the community.

It is interesting to note, that despite the fact that a majority of respondents do not appear to follow the affairs of the CC closely, they are more positive when asked whether they believe the CC would assist them if they had a serious problem or if the CC has priorities similar to theirs.

Table 14: Commune Council Transparency (%).

Do you generally feel that:	Never	Rarely	Sometimes	Generally	Always
You are aware of when and where CC meetings take place? (n=2315)	61,5	11,5	14,7	8,0	4,3
The CC has the same priorities for the community as you do? (n=2027)	8,1	12,3	36,6	31,2	11,8
The CC will keep you informed of important decisions affecting the community? N=2071)	29,9	14,0	20,6	19,5	16,1
If you have a serious problem, the CC will help you to resolve it? (n=2257)*	9,4	14,7	24,4	34,6	17,0

* p<0.05 gender

The influence of paying informal fees to a variety of individuals is discussed in section 4.8, combining perceptions of councilors and citizens.

Chapter 4   CITIZENS AND COUNCILORS

4.1   Demographic characteristics citizens and councilors

When interpreting findings related to views, satisfaction, roles of CCs etc., the particular demographic characteristics of the sample population were taken into account. Variables such as age, gender and education were used to verify whether the sample was representing the population in general and how these variables influence perceptions, attitudes and behaviors of respondents. The following paragraph will discuss the demographic characteristics of CC members and make a comparison with those of citizens.

In total 390 CC members were interviewed, of whom 20% were women (see Table 15). According to the latest CC elections in 2007, 15% of all CC members are women and 85% men, thus this sample had a slightly higher number of women (Cambodian National Election Committee, 2008).

Table 15: Gender Distribution Councilors and Citizens.

	Councilors		Citizens	
Gender	%	n	%	n
Male	79,7	311	50,0	1170
Female	20,3	79	50,0	1170

As might be expected the age distribution of CC member respondents differed significantly from citizens (see Figure 12). CC members were much older than citizen respondents, with 77% above 49 years of age compared to 27% for citizens. In the previous chapter it was mentioned that the age profile of the citizens did not completely match with the Cambodian population; this diversion is clearly much higher regarding the age distribution of CC members.

Figure 12: Age Distribution (%).
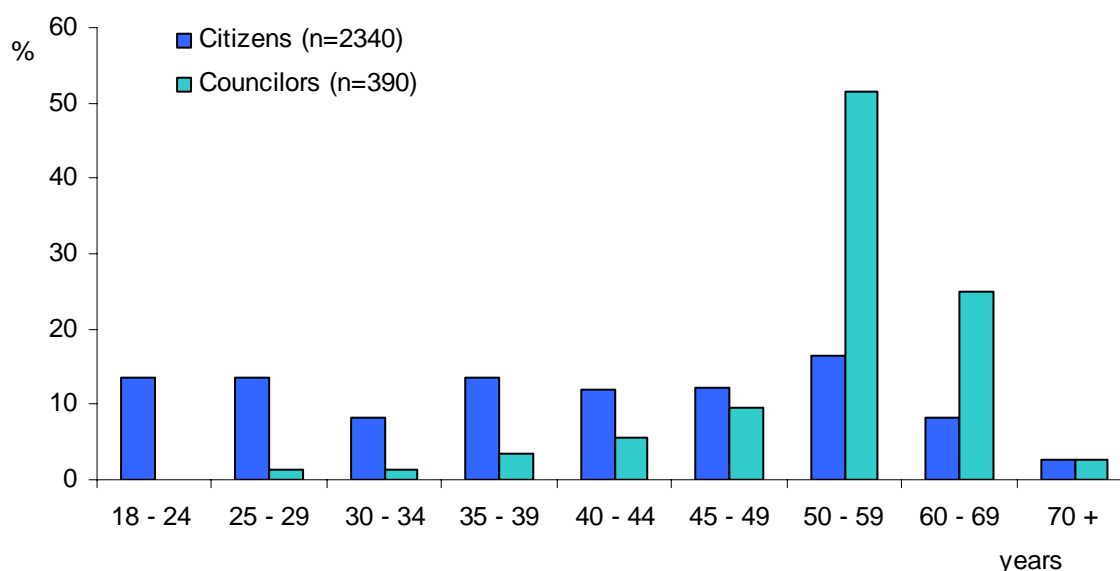
The average household size of the CC member respondents was 5.6 which is almost the same compared to citizen respondents. Another similarity to citizens was the finding that the language spoken at home by most CC member respondents is Khmer.

The CC members interviewed had been living in their respective communes for a much longer period of time than citizens interviewed; the dominant majority (88%) of the commune councilors interviewed reported that they had been resident in the commune for more than 25 years. Both findings can be explained by the difference in age distribution. As CC members are older they are expected to have lived longer in the same commune and are less likely to have migrated; migration mainly concerns young people and seasonal workers. Migration during the Khmer Rouge Regime was not covered by the questionnaire, the answer category of 'more than 25 years' means that they had resided in the commune from at least 1983 (4 years after the end of the Khmer Rouge period). Anecdotal evidence

suggests that people settled down quickly after the Khmer Rouge period. Again, most likely due to their older age, the marital status of councilor respondents was different to that of citizen respondents with more being married and widowed, and fewer being single person within the councilor sample (see Annex 10).

As shown in Figure 13, most of the commune councilors interviewed were fully literate (94%), a considerable difference to the citizens interviewed where only 42% were fully literate. However, similar to the citizen group, there was a gender difference in education level of councilors, with lower level of education among female councilors compared to male councilors. Details about level of schooling can be found in Annex 11.

Figure 13: Socio-Demographic Characteristics Citizens and Councilors.
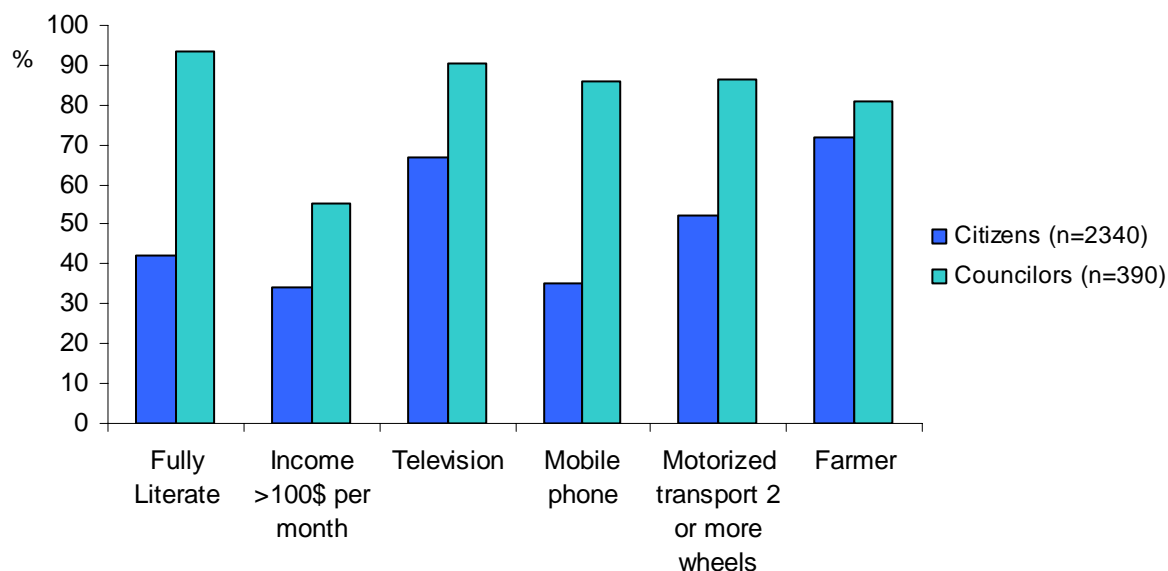
Differences in income level, occupation and household assets were also noted between citizen and councilor respondents. On average, CC members had a higher income and were more often working on their own farm (see Annex 12). It is remarkable that almost none of the CC members were retired, although 27% of the councilors were above 59 years old. This indicates that older people still continue to be part of the work force. Ownership of mobile phones was more than twice as high among CC members compared to citizens. Televisions and motorized transport ownership was also higher.

It can be concluded that councilors are better off compared to citizens; they are better educated, have a higher income and own more household assets.

4.2   Commune Council Composition

Of the 390 commune council members interviewed 19% were CC heads, 20% were either the first or second deputy of the CC and the remaining 60% were regular council members.[10] Leadership positions were more often occupied by men (see Figure 14) and women were more likely to have served for shorter periods (National Election Committee, 2008). In general, historically under-represented groups (women and ethnic minorities) were not well represented, with 15% of the CCs having no female members and only 6% having members who self-identified as belonging to an ethic minority (despite an effort to sample for minority representation where possible).

Figure 14: Gender Distribution of Commune Council Members by Position in the CC.

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[10] The number of CC leaders (Chief, First Deputy & Second Deputy) in the overall sample was slightly higher than anticipated by the sampling design which targeted one third of the respondents from these positions.
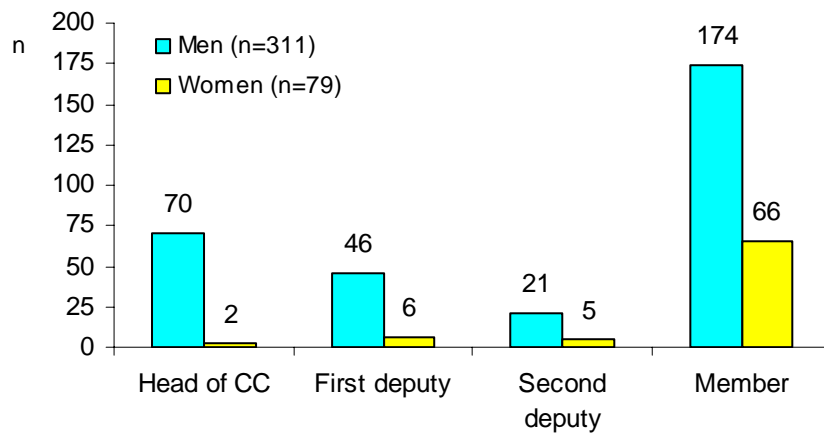
The survey findings suggest that there is considerable continuity in CC membership over time. Approximately 36% of the male councilors interviewed had held positions as commune officials before being elected to the CC, with 14% having held commune positions for more than 25 years. This suggests that the introduction of CC elections served to lend democratic legitimacy to commune councils, while retaining considerable continuity with previous governance structures. In contrast, 23% of the councilors surveyed were elected for the first time during the 2007 local government elections and had been members of their CC for less than 1 year. This was particularly true for the female councilors interviewed, 31.6% of whom were elected for the first time in 2007.

Figure 14b: Length of tenure of Commune Councilors by gender
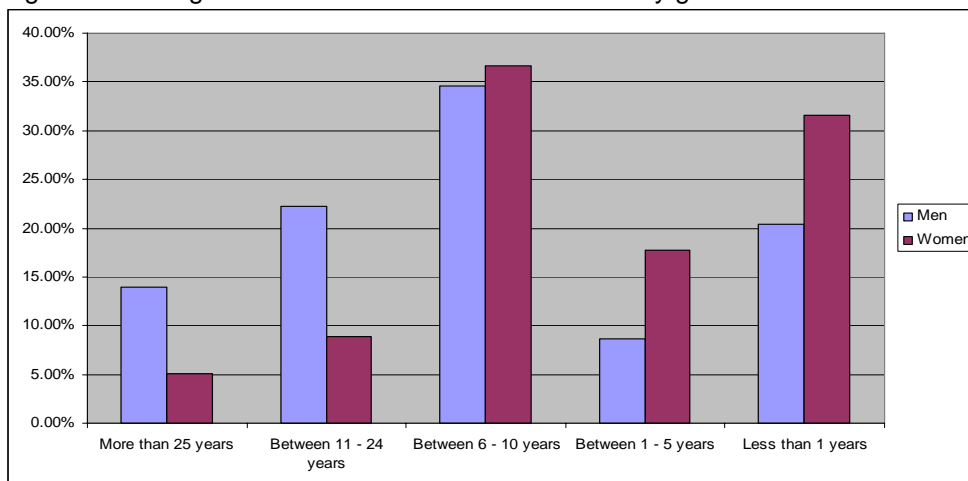
Commune councilors are elected on the basis of a party list and represent a political party. The partisan composition of the councils surveyed is reflected in Figure 15 below. A vast majority of the council members sampled were affiliated with the Cambodian Peoples Party (CPP) (83%), the party controlling government at the national level. The most significant opposition party reflected in the sample was the Sam Rainsy Party (SRP), (13%) (see Figure 15). Taken together the CPP and SRP accounted for 96% of the council members sampled. This is roughly reflective of the distribution of council seats nationally.

Figure 15: Political Party Membership of Councilors.
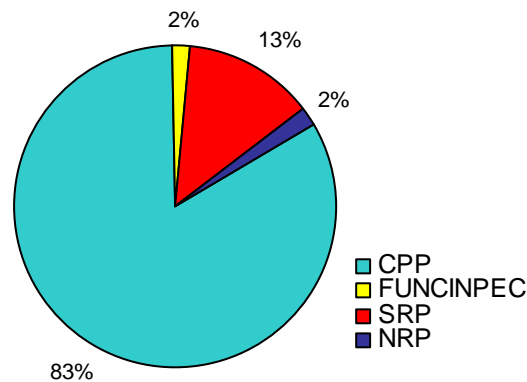
Of the commune covered by the survey 5% of the councils were composed of a single party (all of them lead by the CPP). This is in contrast to the 2007 election results which show that roughly 10% of councils nationally have only one party represented.

4.3 Performance of Commune Councils

According to Cambodian law, commune councils form the lowest level of government in Cambodia and were created to represent citizens and to address local needs (see Textbox 1). In order to do this, CCs need to be able to identify, understand, and respond to the needs of citizens.

Correspondingly, the survey sought to gauge CC members understanding of community needs, their understanding of their role as councilors, their perspective on citizen participation, on the accessibility of information and the accessibility of the CC itself (through its members).

Textbox 1: Law on Commune/Sangkat Administration and Management.

Under the Law on Commune/Sangkat Administration and Management adopted in February 2001, Commune/Sangkat councils are assigned two types of roles (Article 42):
- [a] To serve local affairs in the interests of the Commune/Sangkat and its citizens
- [b] As an agent to represent the State pursuant to the assignment or delegation of power of the State authority.

In discharging the second of these roles, the council must (Article 43),
- Maintain security and public order;
- Undertake necessary public services and be responsible for the good process of those services;
- Promote the contentment and welfare of citizens;
- Promote social and economic development and upgrade the living standard of citizens;
- Protect and conserve the environment, natural resources and national culture and heritage;
- Reconcile the views of citizens to achieve mutual understanding and tolerance;
- Perform general affairs to meet the needs of citizens.

Surveyed councilors were asked an open-ended question ("*In your view what are the most important needs of the citizens in this commune?*") in order to explore their understanding of the needs of citizens. An open ended question was asked in attempt to avoid leading responses. Up to five responses, ranked in order of priority, were permitted from each respondent. For ease of presentation, the results were organized into eight general categories which are presented in Table 16.[11] Responses suggest that from the perspective of council respondents, the most important need of citizens is 'development and improvement of infrastructure'. This category included responses nominating the building and repairing of roads, bridges, canals and wells as the most important needs, but also cited, although less frequently, the construction of schools, health clinic or latrines as highly important.

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[11] Due to the grouping of responses in eight main categories, multiple responses in order of importance may be recorded against the same main category. For example, when building a road is listed as a first priority, building a bridge is listed as the second priority, etc. Both are classified as infrastructure.

The category that came out as second most important was 'agricultural support and extension', which included responses suggesting improved access to fertilizer, seeds and affordable gasoline, as well as training on growing crops and raising animals. Addressing basic needs, including health care access and electricity ranked third and livelihood support, including access of markets for products and opportunity to do business ranked fourth.

Table 16: Most Important Needs of Citizen According to Councilors.

Need	1st priority (n=386)	2nd priority (n=364)	3rd priority (n=273)
Development and improvement of infrastructure	68,1	67,0	63,4
Agricultural support and extension	12,7	13,5	14,3
Address basic needs	7,5	8,2	5,1
Livelihood support	6,0	3,0	2,2
Improve local security	1,8	2,7	5,5
Job creation	1,6	1,1	2,2
Support to social services	0	0,8	1,5
Other	2,3	3,6	5,9

CCs have at their disposal a variety of direct and indirect mechanisms (though arguably limited resources) for addressing community needs. Most directly, they manage the annual commune investment planning (CIP) cycle through which the CC, with village officials and community members, identifies, prioritizes and plans activities on community needs. The resultant activities from the CIP are either to be directly funded with resources from the Commune/Sangkat Fund or with resources secured from other sources, including central government and donors. The survey attempted to probe the degree to which CC and citizen perceptions of community needs converge, and the extent to which these issues were identified, prioritized and whether activities were implemented.

Councilor respondents were asked to list the top three priorities identified in the most recent CIP and to list 5 projects the CC had implemented using resources from the Commune/Sangkat Fund over the past 3 years (see Table 17).

The CIPs investment priorities and subsequent activities were dominated by infrastructure, followed by information sharing and skills training (which includes educating people about health and giving agricultural training). It is interesting to note that only 19% of the council respondents were able to list 3 investment priorities identified in their CIP, suggesting that CC members are relatively unfamiliar with the details of their own annual investment plans.

Not surprisingly, there was a strong correlation between what was reported to be CIP priorities and the nature of the projects reported to have been implemented during the last 3 years. This overlap was also present in the light of identified needs of citizens by councilors. According to council respondents, most Commune/Sangkat Fund resources were used to support infrastructure projects and some was allocated to information sharing and improving equipment of the commune office, thus facilitating work of the CC.

Table 17: Investment Plan and Implemented Projects of Commune Councils.

	Investment Plan (max 3 responses)		Implemented projects last 3 years (max 5 responses)	
	n	%	n	%
Development and improvement of infrastructure	671	94,0	623	94,5
Information sharing and skills training	25	3,5	14	2,1
Support to social services	4	0,5	-	-
Investment commune office	-	-	16	2,4
Other	14	2.0	6	0,9
Total	714	100,0	659	100,0

When the responses of councilors are compared with roles attributed to CC by citizens, a slightly different picture is revealed. Although both sets of respondents list infrastructure as the main priority, citizen respondents report a significantly wider range of needs than are reflected by councilors' responses on commune investments. It is interesting to recall the finding discussed above (see Figure 6) that a majority of citizen respondents do not think CCs devote enough attention to addressing problems related to water supply, the needs of the least well off, health and public sanitation, irrigation and youth issues.

In part the discrepancy may be explained as a consequence of the limited resources that CCs have at their disposal to address community-identified priorities. When asked about factors that limit the CCs ability to solve important community problems, councilors most frequently listed a lack of governance capacity, despite having received considerable training over the course of the past council mandate (see Table 18). Lack of capacity included responses nominating (from a set list) a lack of knowledge, unclear tasks and a lack of procedures aimed at increasing citizen participation. Recently installed CC members will not have a significant impact on the responses to this question, because most members interviewed (66%) were elected for a second term in 2007.

Other factors, according to the councilors, which have limited the performance of CCs include limited financial resources and lack of authority. About 11% of councilors responded that they could not identify any limiting factor of the CC.

Table 18: Limiting Factors in Performance of Commune Councils (multiple responses).

Limiting Factors for Commune Council Performance	n
Lack of government capacity	290
Limited financial resources	156
Lack of authority	36
Other	24

When asked what specific measures CCs had taken to identify and address the needs of under-represented groups (defined broadly to include the poorest, ethnic/religious minorities, youth, female-headed households and people living with HIV/AIDS) councilor respondents indicated a heavy reliance on seeking NGO assistance (see Figure 15). The high reliance on NGOs indicates that the CCs are willing to advocate for vulnerable people, but that they seek help and therefore defer sole responsibility for action. Other institutions are perhaps viewed as more capable or having more available resources to support marginalized people. This may explain why no finances seem to have been made available for this group in the investment plans and projects. Although it may also be related to a general lack of financial resources of the CC. Information sharing and skills training was also cited as a principal mechanism for addressing needs of vulnerable groups.

Figure 15: Specific Measures Taken by Commune Councils to Address the Needs of Underrepresented Groups (multiple responses).
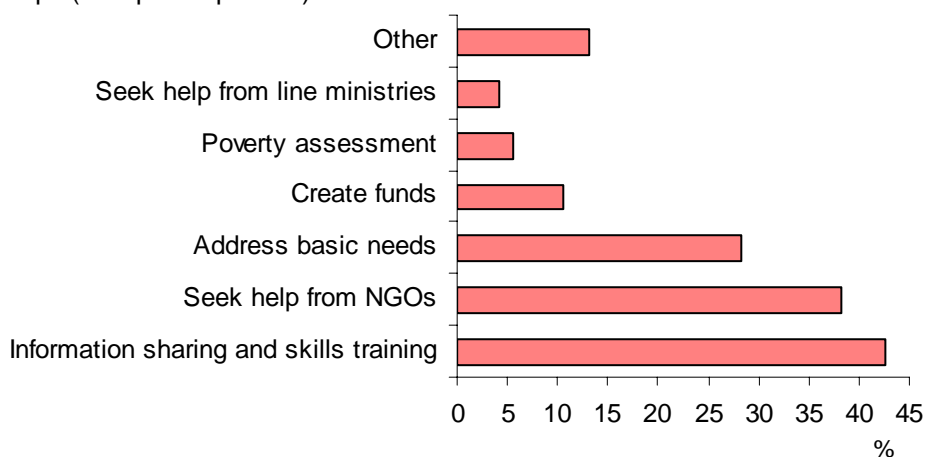
4.4 Councilor Perspectives on Economic Conditions, Security and Democracy

Councilor respondents like citizens respondents, showed faith in the future and felt safe in their respective communes. A large majority (92%) of councilors agreed with citizens (81%) that most communes are safe to live in and that security had improved compared to a few years ago. Councilors and citizens perspectives on improvements of security were 86% and 59% respectively.

A question was asked of councilors, eliciting the types and frequency that different kinds of crimes were reported to them (see Annex 13). Remarkable were the high numbers of domestic violence and gang related crime reported to councilors. Many citizens did report being a victim of domestic violence but few mentioned gang related crimes. Without attributing too much attention to these differences it is

important to mention here that there is a discrepancy between non-reported and reported crimes. The concept of 'gang related crime' could also be widely interpreted. Robberies, break-ins, etc may attributable to a gang or not, but the victim and/or the councilor may not know this. The reliability of the answers may be questioned.

On economic issues, councilor respondents maintained a generally more positive attitude than citizens, with 64% saying that they felt that general economic conditions of the commune improved during the last two years and 51% of the councilors saying that living conditions of the poorest families had increased as well. A majority (74%) of the councilor respondents expected that the economic condition of the commune will increase in the coming two years which corresponds with their views on improvements to their families living conditions over the next two years (see Figure 16).

Overall councilors were more optimistic than citizens. This may be attributable, to some extent, to their higher income and standard of living or their higher education.

Figure 16: Family Condition According to Councilors and Citizens Two Years Ahead
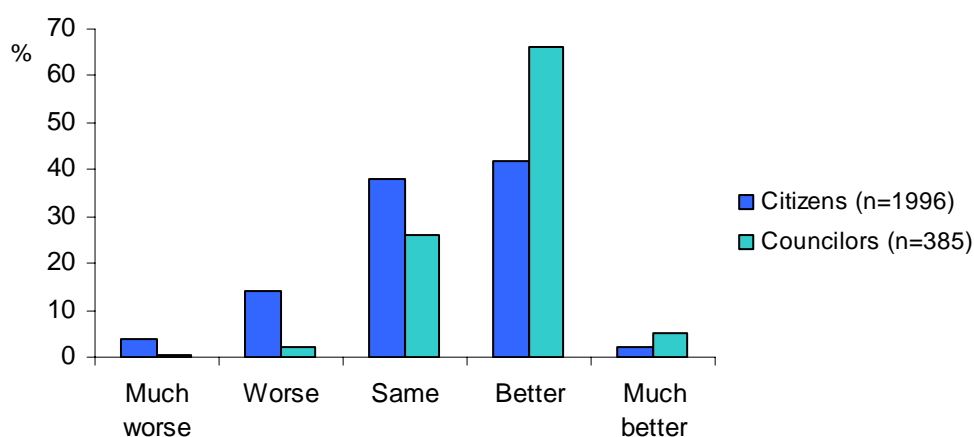
The different characteristics attributed by citizens and councilors to the term 'democracy' provided an interesting insight into the Cambodian situation. As noted in the previous chapter, only slightly more than 50% citizen respondents were able to give a meaning to the word 'democracy'. This was not the case for the councilor respondents, almost all of whom were able to provide at least one meaning. Similar to citizen responses, councilor responses identified freedom of expression and participation in governance as the most important meaning of democracy (see Figure 16).

Figure 16: Meaning of Democracy According to Councilors (n=578 responses).
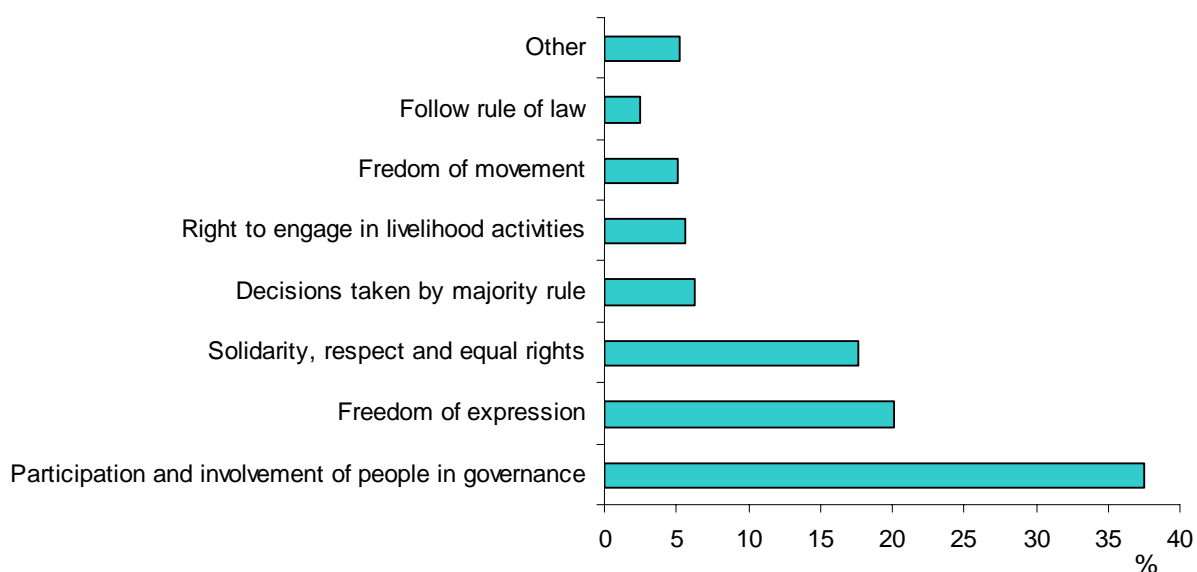
In a closed ended question (in contrast to the citizen questionnaire) councilors were asked which characteristic of democracy was the most essential (see Table 19). Respondents identified the 'opportunity to change the government through elections', 'freedom to participate and empowerment in decision making' and 'respect for human rights and equal opportunity in competition for education and jobs' as the most essential aspects of a democracy. The views differed from those of citizens, who

considered 'respect for human rights and equal opportunity in competition for education and jobs' as main characteristic while 'freedom to participate and empowerment in decision making' ranked fourth and 'regarding citizens basic necessities' were the second most essential characteristic of democracy.

Table 19: Aspects Essential to Democracy According to Councilors (n=390).

Democratic Characteristic	%	n
Opportunity to change the government through elections	31,3	122
Freedom to participate and empowerment in decision making	29,7	116
Respect for human rights and equal opportunity in competition for education and jobs	17,9	70
Basic necessities like food, clothes and shelter (etc) for everyone	8,5	33
Reduced income gap between rich and poor and increased owner	5,9	23
Loyalty to electorate or citizens	4,1	16
Loyalty to party	2,6	10

It is highly likely, that due to their position, better education, better social position and CC training that councilors have a more evolved view of democracy and local governance than citizens. As mentioned before, the socio-economic status of councilors is significantly better than that of citizens. Therefore it can be assumed that citizens are more focused on daily needs and how to make a living and see the government and their local authorities as a major actor with the responsibility to create opportunities to improve livelihood. Councilors are less dependant on this type of assistance because they are already better off.

4.5   Civil Society Organizations

Civil Society Organizations (CSOs) play an important role in Cambodian society. Many CSOs operate at a local level and may represent different interest groups in a commune's community. There is room for CSOs to act as lobby groups and interact with CCs. The LAAR program aims to make use of CSOs to increasing cooperation and participation between communities and CCs.

CSOs in Cambodia fall into five principal groups. The first one are traditional associations, committees and self-help groups, frequently linked to pagodas, representing the most common, long-standing and widespread form of associative life for ordinary citizens. Secondly, community-based organizations, such as women's' groups, self-help groups and farmers' associations; these associations are a more recent phenomenon and tend to be created, dominated or strongly influenced by donors and NGOs. As such there are some questions over their autonomy and their ability to genuinely represent civil society. The third group is NGOs, but many registered NGOs (especially local NGOs) are not significantly active and are not freely accessible by average citizens. The fourth groups of CSOs are trade unions which tend only to be active in urban areas. The final group is organizations such as think-thanks and independent research organizations (Park and Lee, 2007).

Councilors were able to identify far more CSOs in their commune compared to citizens (see Figure 17). Except for political parties, all other differences were significant (p<0.05). Well-known CSOs amongst councilor respondents include political parties, saving/credit associations and local NGOs. Interestingly, the only CSO that were better known by citizens respondents than councilor respondents were water groups while councilor respondents identified parents associations, commune monitoring committees (CMCs), local NGOs and international NGOs far more frequently than citizen respondents. A higher knowledge of CMC by councilors was expected as it is a very recently introduced committee in the LAAR communes and they deal directly with the CC.

Figure 17: Knowledge of CSOs in Commune by Citizens and Councilors[12] (* p<0.05).

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[12] For presenting the data, respondents answering 'Don't know' were considered as 'No'.
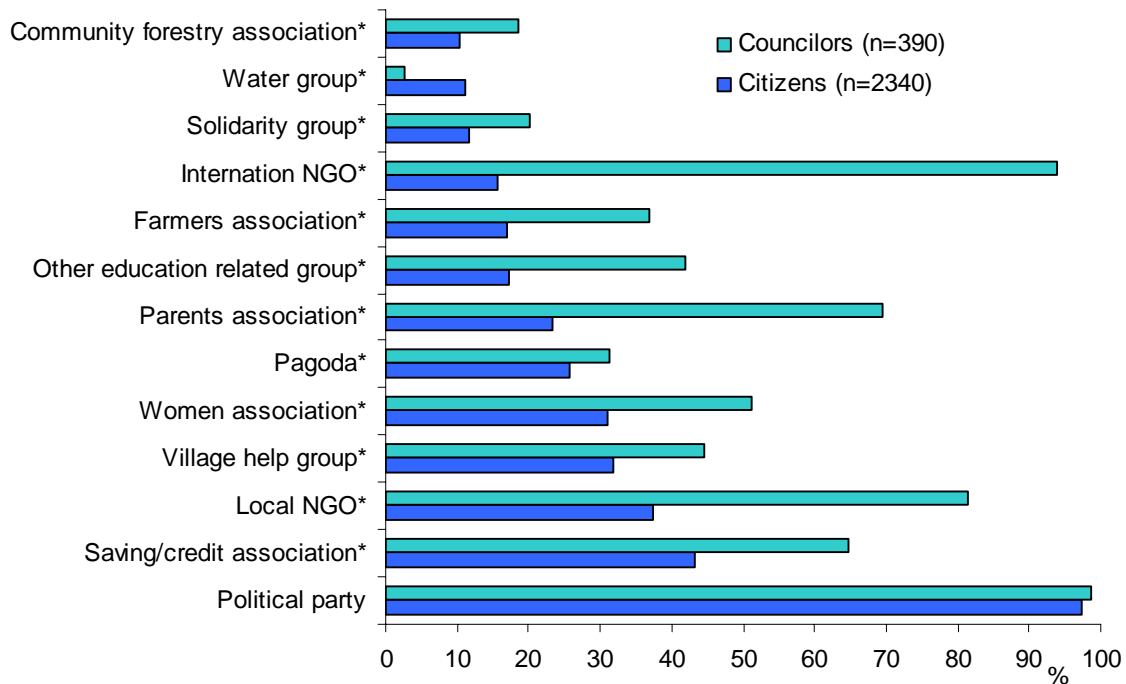
Membership of CSOs was also much higher among councilors than among citizens in the survey. Almost all councilors (99.4%) were an active member or leader in at least one CSO (see Table 20), 57% were member/s as well as leader of two or more CSOs. One third of the councilor respondents were active members of only one CSO and about 20% were a leader of one CSO. In contrast to the question for citizens, councilors could not list themselves as being 'non-active members' of a CSO.

Table 20: Membership CSOs of Councilors.

Type of membership CSO	Number of CSO's				
	0	1	2	>2	Total
Member		49	24	56	129
Leader		45	15	20	80
Member and leader		0	34	145	179
Not member	2	-	-	-	2
Total (%)	0.5	24.1	18.7	56.7	390 (100%)

Assuming a mutual benefit for both citizens and CC when CSOs are seen as serious stakeholders for different issues, it was important to determine how CSOs and their role is perceived by councilors. This was tested by several statements. According to 80% of councilor respondents CCs invite CSOs to CC meetings, a further 84% councilor respondents' note that CSOs usually attend these meetings (see Table 21). However, councilors appear somewhat ambivalent in their attitude toward CSOs. While many councilors agreed that CSOs act as a bridge for citizens and fill in gaps left by line departments, more than half said they did not think CSOs were helpful for either the CC or the citizens. This result is striking; since the answers provided are based on own experiences of councilors, who as shown earlier, are active members of CSOs themselves. This may imply that the quality of CSOs is diverse, that there is a lack of understanding of what CSOs are or that there role is seen as distinct to that of the CC. Another explanation could be that CSOs are relatively independent and thus CC can not delegate tasks to them. Exactly why the CCs consider CSOs as not helpful for citizens and CCs is unclear.

Table 21: Role of Community Associations According to Councilors.

Statement	Agree		Disagree		Total
	n	%	n	%	n
CC always invite them to meetings	311	80.6	75	19,4	386
They usually attend meetings when invited	329	84,4	43	11,6	372
They provide services and support that cannot be obtained from line departments	305	79,2	80	20,8	385
They act as bridge from citizens to the CC and vice-versa	344	88,7	44	11,3	388
They are of not much help to the CC	195	52,0	180	48,0	375
They are not much help to citizens, because they are not useful in addressing community problems	161	42,6	217	57,4	378

37

| They are not useful in securing additional resources (funds, materials) for the commune | 205 | 53,4 | 179 | 46,6 | 384 |

4.6   Roles and Service Delivery Commune Councils

The roles of the CCs should be clear to the public as well as to the councilors themselves. When a coherent view is established, CC can broaden their functions and citizens will know what to expect from the CC. One delegated CC responsibility that is clearly recognized by the CC members and the citizens is the provision of local infrastructure (see Figure 18). Another role that both groups recognize was the CCs involvement in facilitating problem solving. However, opinions differed regarding other functions. For instance, councilors saw their role as being more focused on information sharing and training, while citizens thought that the CCs role was in providing administrative services.

While addressing domestic violence and supporting the poor was identified by citizens as important roles of the CCs it was not seen as task of the CC by councilors themselves. This may because councilors may perceive domestic violence as a police issue, while citizens may not necessarily associate domestic violence as a criminal issue. However, supporting the poor is clearly stated in the organic draft law as one of the focus areas of the CC.

Figure 18: Role of Commune Council According to Councilors (n=1180 responses).
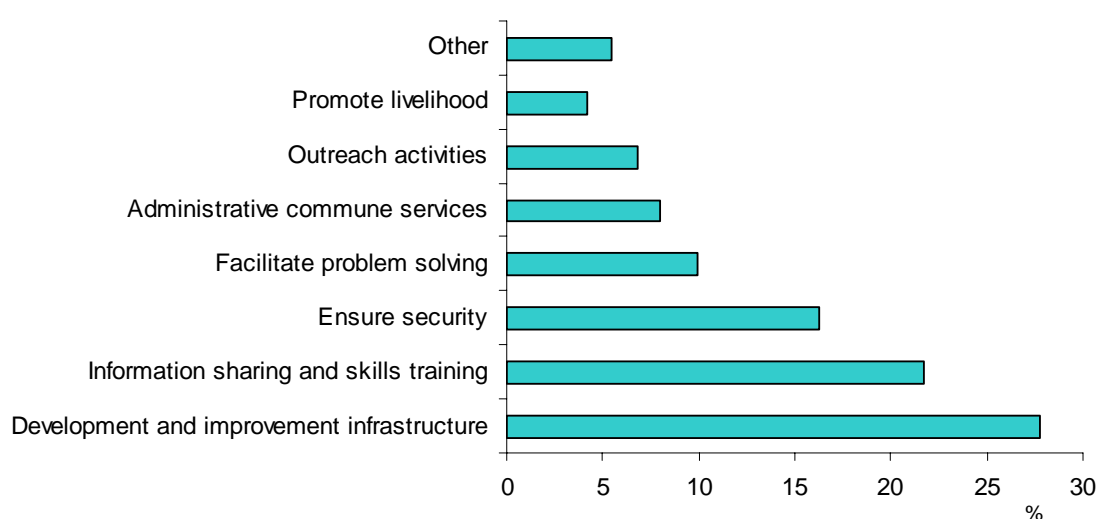
Although councilors regarded infrastructure as top priority, they also suggested that they could be more involved in areas such as improving the judicial system and collection of taxes (see Annex 15a). Taxes could be an additional source of income for the CC to implement projects, independent from central government resources. One third of the councilors appear to be satisfied with the present activities of the CC since they did not mention anything of which they think the CC should do but is not doing.

According to councilors infrastructure will be the major area of investment when more funds become available to the CC (see Annex 15b). Other areas where funds will be invested include information sharing and helping the poor. There is clearly a will amongst councilors to provide direct assistance to the poor. There is also an overlap in some of the current functions of the CC with functions they should do and would want to do if extra funds were available. This partly supports the view that a lack of resources limits the CCs to perform their tasks well.

Opinions of councilors and citizens are generally in line (see Annex 16) in relation to the amount of attention each area receives from the CC. In other words, councilors and citizens generally agree on which functions do receive enough or not enough attention. Not surprisingly, CC members are more positive about the amount of attention they give to commune functions compared to citizens.

Councilors agreed with citizens that security and education receive enough attention. But differences of opinions were seen for water supply, needs least well off, health and public sanitation, irrigation and problems with youths. Remarkably, councilors identified health and public sanitation as an area that required more attention by the CC, in contrast to citizen opinions. This difference, to a lesser extent, was repeated for planning and consultation of citizens.

CCs are delegated authority under the law to deliver certain administrative services to citizens (see Annex 17). As seen in the previous chapter, citizens in general are satisfied with the easiness to receive services, but are not always using them regularly. Figure 19 shows the provision of certificates and permissions from the CC in the last month against citizens' demands for certificates and permission

in the last 2 years. Despite the difference in recall period, 1 month for the CC members and 2 years for the citizens, some striking results are found. Most of the CC supplied birth, marriage and death certificates, offered conflict resolution, ceremony permission and contract recognition in the last month. However, conflict resolution and death certificate were barely applied for by citizens. Although CC members are going to have a better recall of these services, it could be relevant to determine utility rate of administrative services in more detail.

Figure 19: Certificate or Permission Provided Last Month by CC and Requested Last Two Years by Citizens.
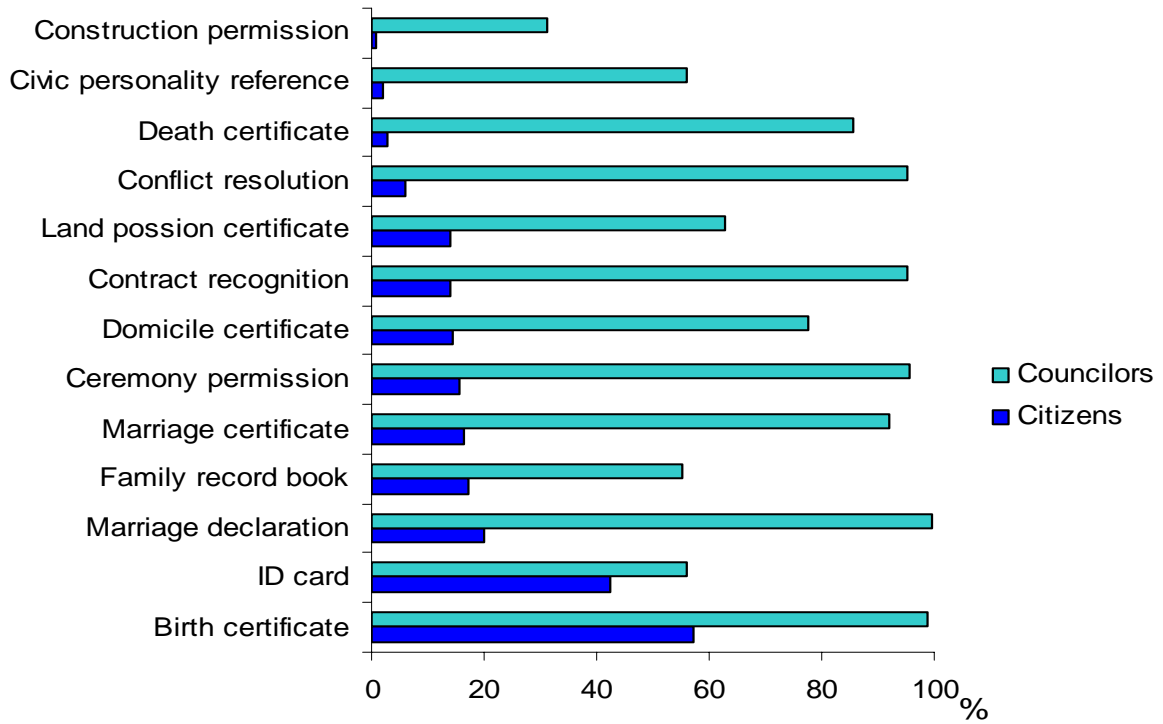
4.7   Access and Participation

4.7.1 Climate for civic engagement

Table 22 below shows the general perceptions of citizens and councilors regarding freedom to participate in the political environment and accessibility of CC. Clearly from this table, councilors feel freer to express their opinion in public and to join organization. This is probably inherent to their CC membership and higher socio-economic status.

Contrasts exist between the view of councilors and citizens in relation to the attitude of the CC members. Councilors are generally of the belief that CC members are treating everyone equally and that they take issues raised by citizens seriously but the citizens were considerably less positive.

Table 22: Views Regarding Statements Pertaining to CC (all $p<0.05$).

Statement		Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
All people are treated equally by CCs	Citizens (n=2287)	37,1	31,0	19,5	12,3
	Councilors (n=390)	68,7	21,3	8,5	1,5
People are free to speak what they think without fear	Citizens (n=2304)	44,9	30,2	16,9	7,9
	Councilors (n=390)	74,4	14,6	7,2	3,8
People can join any organization without fear	Citizens (n=2232)	59,3	31,0	7,2	2,6
	Councilors (n=389)	83,8	13,4	1,8	1,0
People can join any political party without fear	Citizens (n=2295)	49,4	30,9	12,5	7,2
	Councilors (n=390)	75,6	14,4	5,1	4,9
When people raise concerns, views are taken serious by CC	Citizens (n=2079)	31,9	42,6	15,8	9,7
	Councilors (n=389)	79,2	18,5	1,3	1,0
Anyone can attend CC meeting without invitation	Citizens (n=2208)	16,8	16,2	19,2	47,8
	Councilors (n=387)	53,2	14,2	9,3	23,3
Councilors benefit personally from projects they implement for the CC	Citizens (n=1741)	22,9	43,2	18,7	15,2
	Councilors (n=388)	5,4	11,3	13,1	70,1

Especially interesting was the understanding of attendance at a CC meeting. Even the CC members themselves varied in their opinion with only a slim majority (59%) acknowledging that people did not require an invitation to attend a CC meeting and with 23% of the CC members consider an invitation obligatory. Puzzling is that 94% of the councilor respondents agreed with the statement '*Citizens should have an invitation before attending a Commune Council meeting'*. This leads to the impression that councilors consider CC meetings as something which should take place behind closed doors, despite the Commune/Sangkat law explicitly stating the opposite. As noted earlier, citizens are willing to join a CC meeting (see Table 10) but believe they required or preferred to have an official invitation in order to 'save face'.

Transparency at CC meetings is only possible if citizens are attending and participating, but this can not occur if their right to participate in a CC meeting is not clearly understood and is only possible when councilors are willing to allow citizens to be present.

The response on the personal benefit of councilors through projects implemented by the CC will be discussed in section 4.8.

4.7.2 Interaction citizens and councilors

Interaction between citizens and councilors is an essential part of a healthy local democracy. It allows councilors to know what is happening in the community, so they can respond accordingly, and it gives a chance for citizens to hear what the council is doing. Interaction can occur in a number of different ways. As seen in the previous chapter contact levels between officials and citizens are relatively low. Last year only 13% of the citizen respondents contacted a CC member and only 6% said they had been contacted by a CC member.

When citizens and officials interacted directly, citizen said that this interaction occurred most frequently in their house. CC members, on the other hand, said that they most often met citizens during village meetings (see Annex 18a), but noted a high frequency of interactions at citizens houses also. Other locations for interactions included the CC office and pagoda. Village meetings seemed to offer a better opportunity for interaction than CC meetings, which is supported by a higher attendance rate of village meetings as shown in the previous chapter.

When asked how citizens receive information about CC activities, responses of councilors and citizens varied (see Annex 18b). Table 23 shows the eight most cited sources of information, ranked in order of most to least important. Important information sources cited by citizen respondents included the village chief, public announcements (loudspeakers) and family members. The CC members agreed with citizens in citing the village chief as an important disseminator of information, but thought that commune notice board were also useful. This may indicate an over-estimation of the literacy skills by councilors of citizens. Citizens also receive information from group leaders, friends and CC members. CC in contrast noted the use of public speakers, themselves, village meetings and village notice board as other ways to disseminate information.

Taken into account the low literacy rates among citizens it can be expected that a village/commune notice board will not be the most efficient way to transfer information. A personal approach or using intermediates, like the village chief will be more effective. Using a loudspeaker for public announcements is another successful method. A preference for verbal media (radio, television, village and commune chief) as principal source of public information was also found in a study of the World Bank (Park and Lee, 2007).

Table 23: Sources to Disseminate Information of CC Activities.

	How citizens receive Information	**How councilors communicate with citizens**
1	Village chief	Village chief
2	Public announcement (loudspeaker)	Commune notice board
3	Family member	Public announcement (loudspeaker)
4	Group leader	CC member
5	Friend	Village meeting
6	CC member	Village notice board
7	Village notice board	CSO
8	Commune notice board	Group leader

4.8   Accountability and Transperancy

Accountability is a key component of good governance, the Royal Government of Cambodia's D&D strategy and the LAAR program. Accountability is believed to increase the effectiveness, efficiency and credibility of CCs. A number of questions were asked of citizens and councilors which focused on measuring the accountability of the CC.

As is shown in Figure 20 citizen respondents were generally satisfied with the amount of power that the CC wielded, which is inconsistent when compared to the results displayed in Figure 21, that indicate more than 90% of the citizens and CC agree that the CC would function better if it had more power.

Interestingly only 20% of CC members thought that they had 'too little power', suggesting that they wanted to have more authority. This is lower than might have been expected, but it when considering the Cambodian culture, it may reflect a fear of taking too much responsibilities or a fear to show discontent.

Figure 20: Authority of Commune Councils ($p < 0.05$).
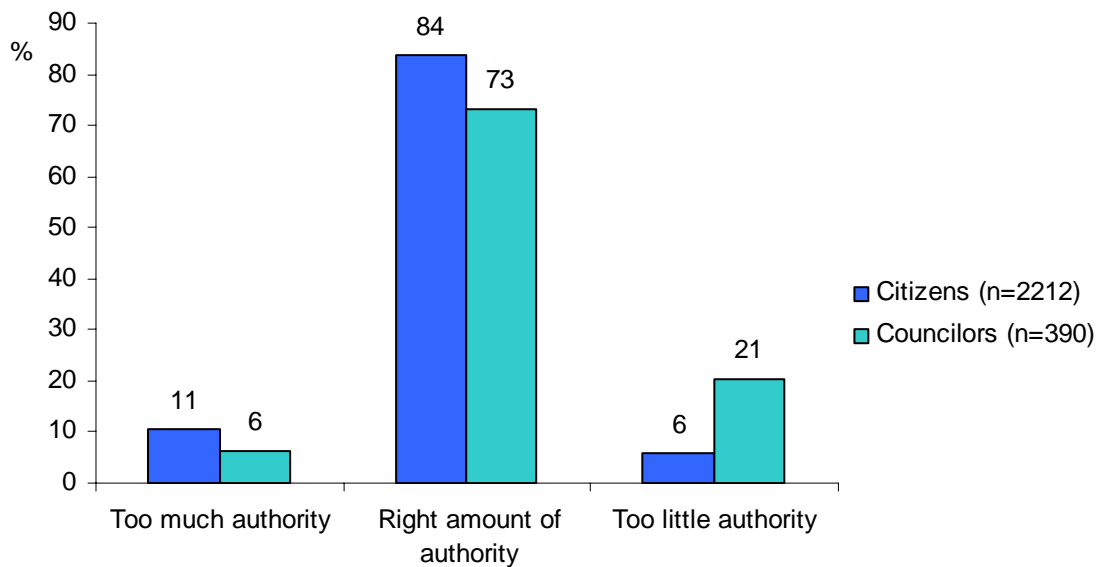
As mentioned previously, citizen respondents generally believe that CCs represent the interests of citizens and would invest in the commune effectively if granted more power and/or money. Councilor respondents also believe that they are responsible and would manage power and resources in favor of the local community (Figure 21). It should be noted that councilors expressed a need for more training; this should be taken into account by programmers when working to improve CC functions or extending power and resources.

Figure 21: Statements of Expanding Power and Resources of CC (* p<0.05).
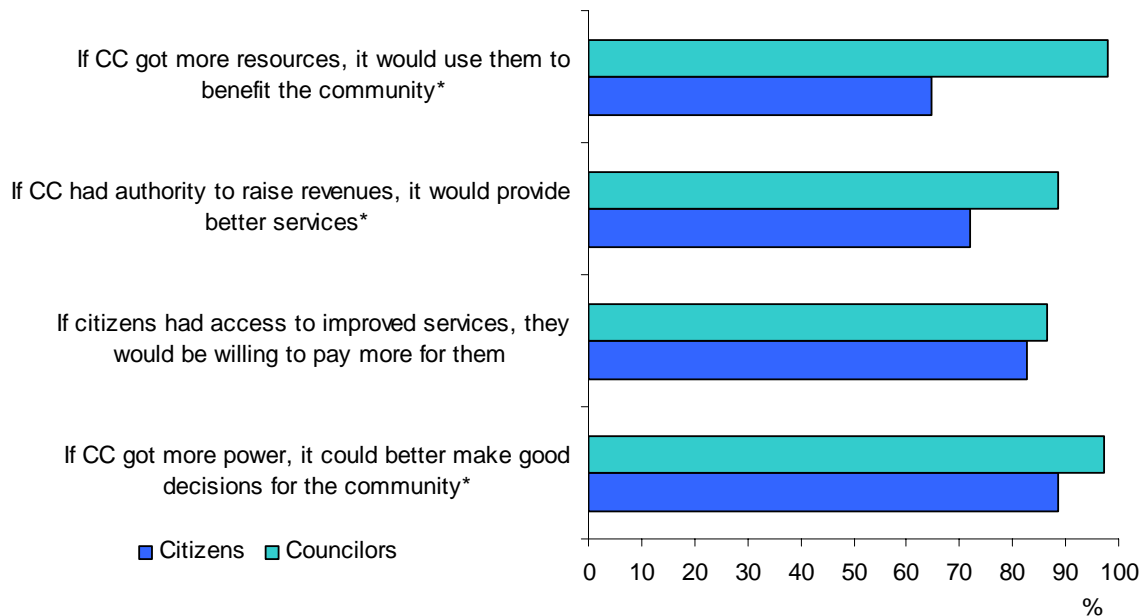
Interestingly, results also show that citizens are willing to pay for improved services and believe that the CC will use extra resources for the benefit of the community. This is quite impressive given that 66% of citizen respondents and 17% of councilor respondents think that CC members benefit personally from CC implemented projects (see Table 22). Even though councilors admit to personally benefiting from CC implemented projects, it is unclear in how this occurs. The view that councilors benefit from their position in the CC does not seem to affect willingness of citizens to provide money for commune development (see also Table 10) and does not appear to have a strong negative impact on trust of citizens in CC. This may be explained by cultural factors which do not see corruption in the same terms as other cultures. Despite this, the credibility of the CC could be increased by strengthening transparency and accountability.

Transparency in this survey is more or less defined in terms of information flow and local corruption. However, this may not be perceived as all that important to citizens, thus raising questions as to whether transparency is understood or attributed to democratization.

The survey asked whether citizens and councilors believe it is common to pay informal fee to people in different positions. It should be noted that a considerable number of citizens declined to answer this question. But when they did, they identified the commune clerk, police and commune chief as the most common recipient of informal fees, as did the councilors. Interestingly, councilors identified the police more often than citizens. Perhaps this is because councilors are less afraid to give a more honest answer since councilors in general feel freer to give their opinion or because they have a close working relationship with them. A striking result is that councilors also identify councilors, commune staff and the commune chief as recipients of informal fees. Overall the more CC members noted that the paying of informal fees is a common practice than compared to citizens (p<0.05).

It can be concluded that paying informal fees is a common practice for Cambodians.

Figure 22: Common to Pay Informal Fee (* p<0.05).
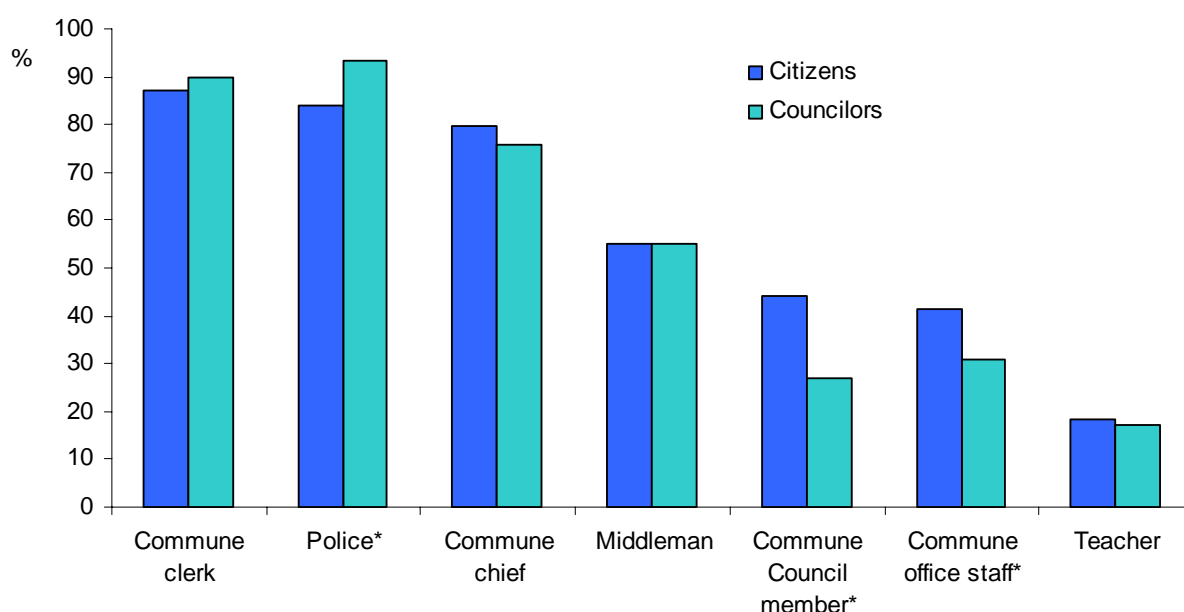
Councilors were also asked additional questions to elicit information on their perceptions of the CCs relationships with citizens and higher governmental officials (see Table 24). The majority of councilors were satisfied with the cooperation from district and provincial authorities (89%) and with the local police (93%). Almost all (98%) council members considered it their duty to be accountable towards citizens. Additionally, many councilors distinguished between the priorities of district officials and that of the citizens. This is supported by citizen respondents' perceptions which noted that the priorities of the CC are sometimes or generally the same as theirs.

The implications of these answers seem to suggest that the CCs will support the ideas of citizens over those of the district officials. However, this is probably not the reality. Officially CCs have the legitimacy to make decisions independent of district officials, but still 57% of the councilors say that they can not make important decisions without approval of district officials. This may be because of the hierarchy established and enforced within political parties. Since CC members are elected from party lists, district officials are most often higher in the hierarchy of the political party. Councilors, while free to advocate on behalf of their community, are also inclined to seek approval of district officials before undertaking any action.

Table 24: Statements Regarding CC Accountability According to Councilors.

Statement	Agree		Disagree		Total
	n	%	n	%	n
CC is accountable downwards towards the citizens of the commune	384	98,5	6	1,5	390
CC must obtain approval of district officials before making most important decisions	221	56,7	167	42,8	388
District priorities and the priorities of citizens in this commune are similar	190	48,7	192	49,2	382
CC has been effective in resolving partisan conflicts within the CC	125	32,1	254	65,1	379
CC receives effective support from the district and provincial levels	348	89,2	39	10,0	387

Line departments are generally responsive to Commune requests for assistance?	282	72,3	100	25,6	382
Relations between the CC and police authorities are harmonious	366	93,8	24	6,2	390

Chapter 5 CONCLUSIONS

The 2008 LAAR Citizen Satisfaction Survey was designed to explore citizen perceptions of commune councils and council performance in key areas, and to allow for a comparison of citizen responses with the responses of commune councilors. The three key areas explored were council accessibility & responsiveness, council performance on service delivery, and council accountability & transparency. Raw data collected during the survey is available for further analysis, and can serve as a point of departure for follow-up studies, as well as for comparisons with other Cambodia-specific or South East Asian survey data.

The findings are largely representative for the overall population of the eight provinces covered by the LAAR program. The sample size allows for the disaggregation of results by gender and a comparison of results between target and non-target communes, but does not permit the disaggregation of results by province. Within the citizen sample the gender distribution of respondents was similar to that of the general Cambodian population, although age distribution was slightly skewed to a somewhat older population. Regarding the councilors, a somewhat higher proportion of women were interviewed compared to the overall proportion present in CC, but the age distribution of female and male councilors was similar. In general, the councilor population sampled was considerably older, more affluent and better-educated than the general population. These differences reflect the characteristics of the councilor population rather than the sampling methodology.

An analysis of responses to general contextual questions suggests that both citizens and councilors share a generally positive attitude towards the current situation and what they believe are future prospects with regard to the overall economic climate, family prospects, and personal security. Council members were slightly more optimistic than citizen respondents in these areas. A majority of citizens reported that they felt reasonably free to express their opinions and join any organization without fear. These sentiments were more strongly expressed by councilors.

With regard to general understandings of democracy, differences between citizen and councilor respondents were marked, with only half of the citizens polled able to cite a meaning of democracy, while all councilors were able to provide at least one meaning. This difference appears strongly related to the trainings received by councilors to fulfill their role in the CC. Meanings attributed to democracy included both substantive and procedural aspects. Councilors more often referred to procedural aspects compared to citizens. A gender difference was found among citizens, with women being more focused on basic necessities and men more concerned about governance issues.

In an effort to gauge the density of social capital, the survey collected data on citizen knowledge and membership of Civil Society Organizations (including both CBOs and NGOs), and on councilor perceptions of the utility of CSOs to commune councils. The results suggest a considerable density of CSOs, but also that membership tends to be driven primarily by a desire for individual benefits (e.g. savings), and that most membership is passive. Councilors are far more likely than citizens to claim membership in multiple CSOs. Councilor perceptions of CSOs are interesting, in that they tend to believe that CSO's provide services which can not be obtained from line departments, but do not view CSOs as useful in addressing community problems. Since one of the objectives of the LAAR program is to achieve increased partnerships between CCs and CSOs in responding to citizen needs and priorities, it will be useful to explore further why councilors hold these apparently contradictory opinions.

More than six years after the first commune council elections, many citizens remained unclear as to the mandate of the council, with nearly a quarter of respondents (22%) unable to independently identify any role attributable to the CC. However, the roles and priorities most frequently attributed to commune councils by both councilors and citizens were quite similar, although certain formal mandates of the council were rarely mentioned (for example, "protect and conserve natural environment"). Asked to identify areas for potential changes in the council mandate or performance, citizen respondents tended to highlight a desire for a diversification of CC investments, and greater attention to the needs of the poor. Councilors, on the other hand, identified information sharing, skills training, and tax collection as issues requiring further attention.

Predictably perhaps, councilors evaluated their performance with regard to specific CC functions more favorably than did citizen respondents. This could be a reflection of differing citizen expectations, but more likely reflects a limited propensity for self-criticism on the part of councilors. In this area there was a noticeable variation between LAAR target and non-target communes, with non-target communes less satisfied with commune council performance and viewing the Council as significantly less responsive

(71%, versus 77% for target communes). In general, both citizens and councilors relate a variety of problems of performance to the limited resources available to support service delivery. In this regard, it was interesting to note that citizen responses highlighted a willingness to pay more for improved services.

Levels of demand for and satisfaction with commune administrative services vary considerably, and citizens appear less inclined to request certain services where fees are unclear and/or where there appear to be no serious consequences associated with avoidance. Not surprisingly perhaps, the services generally viewed as the easiest to obtain, were also the most frequently requested (e.g., identity documents), while other services (e.g., services to address needs of poor/vulnerable) were viewed as difficult to obtain, and less frequently requested.

An examination of factors relating to levels of citizen contact and interaction with commune councils revealed several interesting perceptual differences between citizen and councilor respondents. A notable divergence relates to the perceived ability of citizens to attend commune council meetings, with approximately 65% of commune councilors expressing the opinion that anyone is free to attend, and more than 70% of citizens disagreeing with this statement. A similar dichotomy is evident in responses to questions relating to the extent to which councils keep citizens informed as to the time and location of council meetings, and of decisions taken during those meetings.

Social distances between citizens and councilors appear to remain large and if greater citizen engagement with commune councils is desired, routine efforts on the part of the council to actively solicit citizen attendance and participation at commune council meetings should be encouraged. Seen through the lens of both councilor and citizen responses, council members do not appear to engage regularly or effectively in community outreach, nor do they appear to favor means of communication broadly accessible to their communities. Somewhat surprisingly, given this finding and the perception that councilors benefit personally from commune projects, a majority of citizen respondents express a belief that given greater resources and authority, councilors would use these to the benefit of the community. Citizen trust with regard to commune councils appears somewhat higher in target communes than in non-target communes, a difference perhaps attributable to the somewhat greater responsiveness of target councils, and a greater citizen awareness of commune activities in these communes.

Compared with earlier citizen perception studies, commune councils appear to have gained traction and have broad legitimacy at community level, although lines of democratic accountability remain relatively weak. Commune councils remain relatively distant and somewhat disengaged from citizens, and their identity vis-à-vis higher levels of sub-national government remains ill-defined.

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Annex

Annex 1: Sample Frame Citizens and Councilors.

Province	Frame		Sample PSUs*		Sample SSUs		Sample household/person							
							Target TSUs&FSUs				Non-Target TSUs&FSUs			
	Target PSUs	Non-Target PSUs	Target PSUs	Non-Target PSUs	Target SSUs	Non-Target SSUs	voters (18 per commune)	Normal members (2 CCs per commune)	Chairs/ deputies (1 CC per commune)	Total	voters (18 per commune)	Normal members (2 CCs per commune)	Chairs/ deputies (1 CC per commune)	Total
Battambang	72	17	17.2	2.1	51	6	306	34	17	*357*	36	4	2	*42*
Kampong Cham	46	33	11.0	4.1	33	12	198	22	11	*231*	72	8	4	*84*
Kampong Thom	38	43	9.1	5.4	27	15	162	18	9	*189*	90	10	5	*105*
Kandal	23	124	5.5	15.6	15	48	108	12	6	*126*	288	32	16	*336*
Prey Veng	37	52	8.8	6.5	27	21	162	18	9	*189*	126	14	7	*147*
Pursat	49	0	11.7	0.0	36	0	216	24	12	*252*	0	0	0	*0*
Svay Rieng	43	37	10.3	4.7	30	15	180	20	10	*210*	90	10	5	*105*
Takeo	48	52	11.5	6.5	33	18	198	22	11	*231*	108	12	6	*126*
	356	**358**	**85.0**	**45.0**	**255**	**135**	**1530**	**170**	**85**	**1,785**	**810**	**90**	**45**	**945**

* PSU=primary sampling unit (commune), SSU=secondary sampling unit (village), TSU=tertiary sampling unit (household), FSU=fourth sampling unit (respondent).

Annex 2a: LAAR CITIZEN Satisfaction Survey

A.   Mood

A1. In general, **how would you describe**: [Read out response options]							
		Very Good	Fairly Good	Neither good nor bad	Fairly bad	Very Bad	Don't Know
A.	The present economic condition of Cambodia?	5	4	3	2	1	9
B.	Your family's present living conditions?	5	4	3	2	1	9

A2. In general, **how do you rate your family's living conditions compared to those of an average family in your Commune?** [Read out response options]	
Much Worse	1
Worse	2
Same	3
Better	4
Much Better	5
Don't Know (do not read)	9

A3. **Looking back, how do you rate the following compared to the situation today?** [Read out response options]							
		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
A.	Economic conditions in Cambodia two years ago?	1	2	3	4	5	9
B.	Your family's living conditions two years ago?	1	2	3	4	5	9

A4. **Looking ahead, do you expect the following to be better or worse?** [Read out response options]							
		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
A.	Economic conditions in Cambodia in two years time?	1	2	3	4	5	9
B.	Your family's living conditions in two years time?	1	2	3	4	5	9

A5. **Over the past year, how often, if ever, has your family gone without**: [Read out options]								
		Never	Just once or twice	Several times	Many times	Always	No children / no access	Don't Know [DNR]
A.	Enough food to eat?	0	1	2	3	4	5	9
B.	Enough clean water for home use?	0	1	2	3	4	5	9
C.	Medicines or medical treatment?	0	1	2	3	4	5	9
D.	Enough fuel to cook your food?	0	1	2	3	4	5	9
E.	A cash income?	0	1	2	3	4	5	9
F.	School expenses for your children (like fees, uniforms, or books)?	0	1	2	3	4	5	9

B. Security

B1. In general, how safe do you feel living in this Commune? [Read out options]	
Very safe	1
Safe	2
Unsafe	3
Very unsafe	4
Can't Choose [TNR]	7
Decline to answer [TNR]	9

B2. Compared to the situation in this Commune a few years ago, do you feel more or less safe or the same as before? [Read out options]	
More safe	1
Same as before	2
Less safe	3
Not applicable [TNR]	4
Can't Choose [TNR]	7
Decline to answer [TNR]	9

B3. Over the past year, how often, if ever, have you or anyone in your family been a victim of: [Read out options]							
		Never	Just once or twice	Several times	Many times	Always	Don't Know [DNR]
A.	Bicycle, motorcycle or car theft?	0	1	2	3	4	9
B.	Pick-pocketing/robbery of personal property?	0	1	2	3	4	9
C.	Theft of farm equipment	0	1	2	3	4	9
D.	Crop theft	0	1	2	3	4	9
E.	Had something stolen from your house or compound?	0	1	2	3	4	9
F.	Domestic Violence	0	1	2	3	4	9
G.	Other Physical attack/violence?	0	1	2	3	4	9
H.	Gang related crime?	0	1	2	3	4	9
I.	Other crime[13]	0	1	2	3	4	9

---

[13] Not specify, because individually added specific crimes are not asked to all the respondents.

C. Civil Society Organization

	C1. 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?							
	Type of Group	Yes	No (skip membership)	Official Leader	Active Member	Inactive member	Not a member	Don't Know [DNR]
A.	Pagoda association	1	0					
B.	Islamic association	1	0	3	2	1	0	9
C.	Community Fisheries association	1	0	3	2	1	0	9
D.	Community Forestry association	1	0	3	2	1	0	9
E.	Farmers Association	1	0					
F.	Water group	1	0					
G.	Savings/credit association	1	0	3	2	1	0	9
H.	Women's association	1	0	3	2	1	0	9
I.	Community or self-help group?	1	0	3	2	1	0	9
J.	Youth group	1	0	3	2	1	0	9
K.	Cultural group	1	0	3	2	1	0	9
L.	Parent's Association	1	0	3	2	1	0	9
M	Other Education related group	1	0	3	2	1	0	9
N	Community Monitoring Committee (CMC)	1	0	3	2	1	0	9
O	Local NGO	1	0	3	2	1	0	9
P.	International NGO	1	0	3	2	1	0	9
Q	Ethnic cultural association	1	0	3	2	1	0	9
R.	Village help association	1	0	3	2	1	0	9
S.	Political party	1	0	3	2	1	0	9
T.	Solidarity Group	1	0	3	2	1	0	9
U	Language based group	1	0	3	2	1	0	9
V	Business association	1	0	3	2	1	0	9
W	Labor Union	1	0	3	2	1	0	9
X	Other[14]	1	0	3	2	1	0	9
	If other, list response:							

C2. If answer 2 or 3 in C1B						
		Never	1-3	4-8	9-12	Don't Know [DNR]
	As an active member or leader of a CBO, how many times have you attended CC meetings in the last year?	0	1	2	3	9

---

[14] Can be specified, but extra CSO's listed can't be used to calculate average knowledge among the whole sample, because not all respondents have answered.

D. Access and Participation

D1. Here is a list of actions that people sometimes take as citizens. For each of these, please tell me whether you, personally, have done any of these things during the past year. [If yes, read out options 2-4]. If not, would you do this if you had the chance? [For No, read out options 0 and 1]		Yes			No		
		Often	Several times	Once or twice	Would if had the chance [15]	Would never do this	Don't Know [DNR]
A	Attended a community or village meeting	4	3	2	1	0	9
B	Raise a concern in a public meeting						
C	Get together with others to raise a issue	4	3	2	1	0	9
D	Attended a demonstration or protest march	4	3	2	1	0	9
E	Attended a Commune Council meeting	4	3	2	1	0	9
F	Volunteering in different activities in commune	4	3	2	1	0	9
G.	Provided financial contribution to the development of the commune	4	3	2	1	0	9

D2. During the past year, how often have you contacted any of the following persons about some important problem or to give them your views? [Read out options]		Never	Only once	A few times	Often	Don't Know [DNR]
A.	Village chief	0	1	2	3	9
B.	Village elder					
C.	Commune Council member	0	1	2	3	9
D	Commune Council Chief	0	1	2	3	9
E.	Women's Focal Point	0	1	2	3	9
F.	Official of government ministry	0	1	2	3	9
G.	Political party official	0	1	2	3	9
H.	NGO leader/staff	0	1	2	3	9
I.	Religious leader	0	1	2	3	9
J	**CMC**					
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	9

D3. Think of the last time you contacted any of the above leaders. Was the main reason to: [Read out options.] [If respondent answered 0=Never for ALL PARTS of previous question, i.e. they NEVER contacted any leader, circle code 7=Not applicable below]	
Tell them about your own personal problems?	1
Tell them about a community or public problem?	2
Give them your view on some political issue?	3
Ask them to help solve a dispute?	4
Something else?	5
Not applicable (i.e., did not contact any leader)	7
Don't Know (do not read)	9

---

[15] This answer appeared very difficult to interpret.

D4. During the past year, have any of the following persons <u>contacted you</u> to get your views about some important problem? [Read out options]						
		Never	Only once	A few times	Often	Don't Know [DNR]
A.	Village chief	0	1	2	3	9
B.	Village elder	0	1	2	3	9
C.	Commune Council member	0	1	2	3	9
D	Commune Council Chief	0	1	2	3	9
E.	Women's Focal Point	0	1	2	3	9
F.	Official of government ministry	0	1	2	3	9
G.	Political party official	0	1	2	3	9
H.	NGO leader/staff	0	1	2	3	9
I.	Community Monitoring Committee (CMC) member	0	1	2	3	9
J.	Religious leader	0	1	2	3	9

D5. Do you feel that local authorities are: [Read out options]	
Very responsive (solve problem very quickly)?[16]	1
Somewhat responsive (sometimes solve problem ok)?	2
Somewhat unresponsive? (do not always solve problem quickly)	3
Very unresponsive? (do not solve problem very quickly	4
Can't Choose [Do Not Read]	7
Decline to answer [Do Not Read]	9

E.   Roles and Service Delivery

E1. In your understanding, what is the role of the Commune Council? (list <u>up to</u> five responses)		
A.		
B.		
C.		
D.		
E.		
F.	No Answer	7
G.	Did not understand question	9

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[16] Originally the answer categories were 'very accessible/responsive', but the khmer translation resulted in 'solve problems quickly'. In general, it is not possible to combine accessible with responsive within one answer option, because these words have a different meaning.

E2. Based on your experience, how easy is it to obtain the following services? Or do you never try to get these services from Commune Council? [Read out options]		Very easy	Easy	Hard	Very Hard	Never try	Can't Choose	Decline to answer [DNR]
A.	An identity document (such as a birth certificate or ID card)	4	3	2	1	0	7	9
B.	A family record book	4	3	2	1	0	7	9
C.	Transportation assistance when needing a medical referral to a nearby clinic or hospital	4	3	2	1	0	7	9
D.	Help from the police when you need it	4	3	2	1	0	7	9
E.	A land possession/registration certification	4	3	2	1	0	7	9
F.	Household services (like piped water, electricity or a telephone)	4	3	2	1	0	7	9
G.	Help with livelihood activities?	4	3	2	1	0	7	9
H.	Special attention for those that are considered very poor or vulnerable in the commune	4	3	2	1	0	7	9
I.	Assistance in resolving a dispute							
J.	Voter registration card	4	3	2	1	0	7	9

E3. 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. (**Do not read:** Do not understand the question, Can't choose & Decline to answer) (SHOWCARD)		SA	SWA	SWD	SD	DU	CC	DA
A.	All people are being treated equally by Commune Councils	1	2	3	4	7	8	9
B.	Our commune councils are giving preference to those in important positions and if they are high-ranking officials.	1	2	3	4	7	8	9
C.	In this commune all people have basic necessities food/clothes/shelter.	1	2	3	4	7	8	9
D.	People are free to speak what they think without fear.	1	2	3	4	7	8	9
E.	People can join any organization they like without fear.	1	2	3	4	7	8	9
F.	People can join any Political party they like without fear.	1	2	3	4	7	8	9
G.	Vulnerable people are being treated with special care.	1	2	3	4	7	8	9
H.	Ethnic groups are being neglected by the commune councils.	1	2	3	4	7	8	9
I.	When people raise concerns, their views are taken seriously by the Commune Council.	1	2	3	4	7	8	9
J.	Anyone can attend a Commune Council meeting without an invitation.	1	2	3	4	7	8	9
K.	Commune Councilors benefit personally from the projects they implement for the CC?	1	2	3	4	7	8	9

L.	The present Commune Council is more responsive than the previous one.[17]	1	2	3	4	7	8	9

E4. Compared to the situation in this Commune a few years ago, all groups in the community get equal and fair [18] treatment: [Read out options]

		Much better	Better	Same as before	Worse	Much worse	Not applicable	Can't choose
A.	Religious group/association	0	1	2	3	4	5	9
B.	Women group/association	0	1	2	3	4	5	9
C.	Youth group/association	0	1	2	3	4	5	9
D.	Ethnic group	0	1	2	3	4	5	9
E.	Local NGO	0	1	2	3	4	5	9
F.	Political party	0	1	2	3	4	5	9
G.	Community or self-help group	0	1	2	3	4	5	9

E5. In the last 2 years, how many times have you requested the following services: [Read out options]

		Never	Once	Twice	3 or more	Don't Know /No Answer
A.	Birth certificate	0	1	2	3	9
B.	Marriage certificate	0	1	2	3	9
C.	Death certificate	0	1	2	3	9
D.	Marriage declaration	0	1	2	3	9
E.	Domicile certificate	0	1	2	3	9
F.	Civic personality reference	0	1	2	3	9
G.	ID card	0	1	2	3	9
H.	Family record book	0	1	2	3	9
I.	Land possession certification	0	1	2	3	9
J.	Construction permission	0	1	2	3	9
K.	Conflict reconciliation	0	1	2	3	9
L.	Ceremony permission	0	1	2	3	9
M.	Contract recognition	0	1	2	3	9
N.	Others:[19]	0	1	2	3	9
O.	Others:	0	1	2	3	9
P.	Others:	0	1	2	3	9

[17] This statement was barely understood by respondents.

[18] The expression 'equal and fair' is not straightforward enough, so the question could not be analyzed.

[19] See footnote 2.

F Good Governance

F1. In the past 2 years, have you or a member of your family had to pay an unofficial fee, give a gift or do a favor for a government official in order to: [Read out options]		Yes	No	Decline to answer [TNR]
A.	Get a document or permit?	1	3	9
B.	Get a child into school?	1	3	9
C.	Get medical attention from a health facility/clinic?	1	3	9
D.	Get a household service (piped water, electricity, telephone)?	1	3	9
E.	Avoid problems with the police?	1	3	9
F.	Register to vote?	1	3	9
G.	Get help with livelihood activities?	1	3	9
H.	Register land?	1	3	9
I.	Other?[20]	1	3	9

F2. In general, whom do people pay unofficial fees to? [Read out options]		Yes	No	Decline to answer [TNR]
A.	Commune Chief/Deputy Chief	1	3	9
B.	Commune council member	1	3	9
C.	Commune office staff	1	3	9
D.	Commune Clerk	1	3	9
E.	Technical advisor	1	3	9
F.	Middleman	1	3	9
G.	Teacher	1	3	9
H.	Health provider/staff health center			
I.	Police	1	3	9
J.	Others (specify):[21]	1	3	9

G.   Accountability

G1. Thinking about the Commune Council's authority, do you believe that Commune Councils have: [Read out options, single answer]	
Too much authority [22]	1
Right amount of authority	3
Too little authority	5
Don't Know	7
No Answer	9

---

[20] See footnote 1.

[21] See footnote 1.

[22] Answer categories are difficult to explain. What does 'too much authority' actually mean?

	G2. Are there things that you think counselors should be doing, but are not doing? (list up to 3 responses) [open ended] [open ended]		
A.			
B.			
C.			
D.	[do not read] Don't understand the question		7
E.	[do not read] No Answer		9

	G3. To you, what does "democracy" mean? What else? (Open ended, allow up to 3 responses.) Or, What for you is the meaning of the word "democracy"? What else? (Open ended, allow up to 3 responses.)		
A.			
B.			
C.			
D.	[do not read] Don't understand the question		7
E.	[do not read] No Answer		9

	G4. People often differ in their views on the characteristic that is essential to democracy. If you have to choose only one of the things I am going to read, which would you choose as the most essential to democracy (Please read out options 1 to 4)	
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	7
G.	[do not read] Can't choose	8

G5. In your opinion, the Commune Council gives enough attention to the following functions:: [Read out options]

		Too much[23]	About right	Not enough	Can't Decide	Don't Know
A.	Road construction	3	2	1	7	9
B.	Irrigation construction	3	2	1	7	9
C.	Other infrastructure	3	2	1	7	9
D.	Planning	3	2	1	7	9
E.	Addressing the needs of the least well off	3	2	1	7	9
F.	Addressing problems involving youth	3	2	1	7	9
G.	Addressing women's issues	3	2	1	7	9
H.	Economic development promotion	3	2	1	7	9
I	Consulting citizen	3	2	1	7	9
J.	Public health and sanitation	3	2	1	7	9

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[23] See footnote 10. Originally the answer categories were 'SA', 'SWA', 'SWD', 'SD'.

K.	Dispute mediation/conflict resolution	3	2	1	7	9
L.	Education	3	2	1	7	9
M.	Water Supply	3	2	1	7	9
N.	Public security	3	2	1	7	9

G6. [Read out options]

		Never	Rarely	Sometimes	Generally	Always	Can't Decide	Don't Know [DNR]
A.	Do you feel you are generally aware of when and where Commune Council meetings take place?	0	1	2	3	4	7	9
B.	Do you generally feel that the Commune Council has the same priorities for the community as you do?	0	1	2	3	4	7	9
C.	Do you generally believe that the Commune Council will keep you informed of important decisions affecting the community?	0	1	2	3	4	7	9
D.	Do you feel that if you have a serious problem, the Commune Council will help you to resolve it?	0	1	2	3	4	7	9

G7. To what extent do you agree with the following statements?

		Agree	Disagree	Can't Choose	Don't Understand	Don't Know [DNR]
A.	If the Commune Council were given more resources, it would use them wisely for the benefit of the community.	1	2	4	5	9
B.	If the Commune Council were given the authority to raise revenues through fees, it would provide better services to the community.	1	2	4	5	9
C.	If I had access to improved services, I would be willing to pay more for them	1	2	4	5	9
D.	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	4	5	9

H. Meeting place and information

	H1. When you have spoken to a member of the Commune Council in the last year, where did your conversation most frequently take place? : [Read out options, accept up to two answers]	
A.	Home	1
B.	Village meeting	2
C.	Commune Council Office	3
D.	Commune Council Meeting	4
E.	Pagoda	5
F.	Market	6
G.	Other: (specify)	7
H.	No Answer	99

	H2. What are your sources[24] of information about Commune Council activities? : [Read out options, and list priority of three most important resources]	
A.	Commune Council member	1
B.	Village chief	2
C.	Public announcement (loudspeaker)	3
D.	Community Monitoring Committee (CMC)	4
E.	CBO/NGO	5
F.	Commune notice board	6
G.	Village notice board	7
H.	Political party	8
I.	Teacher	9
J.	Friend	10
K.	Family member	11
L.	Other: (specify)	12
M.	No Answer	99

Demographic Questions I would like to ask a few questions about you.

	DEM-1. Would you please tell me your age? [RECORD ACTUAL AGE IN YEARS]	
A.	18-24	1
B.	25-29	2
C.	30-34	3
D.	35-39	4
E.	40-44	5
F.	45-49	6
G.	50-59	7
H.	60-69	8
I.	70 or older	9
J.	[Do Not Read] Refused	77

	DEM-2. For how many years have you lived in this commune?	
A.	More than 25 years	1
B.	Between 11-24 years	2
C.	Between 6 and 10 years	3
D.	Between 1-5 years	4
E.	Less than 1 year	5
F.	Cannot remember	6
G.	[Do Not Read] Refused	77

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[24] Originally maximal three answers could be given.

DEM-3. How many people live in this household?...................................

DEM-4. In what language do you regularly speak with your household members? (do not read list)[25]		
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	30. Refused

DEM-5.	Are you married, single, divorced, or widowed?	
A.	Marriage/Living together	**1**
B.	Single	**2**
C.	Divorced/Separated	**3**
D.	Widowed	**4**
E.	Refused (Do not read)	**7**

DEM-6.	How well can you read and write? (do not read list)	
A.	Fully Literate	1
B.	Can read and write a little	2
C.	Illiterate	3
D.	Refused (Do not read)	4

DEM-7.	What is the level of your schooling? (do not read list)	
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.	Refused	77

DEM-8.	What is your main occupation?? (do not read list)	
A.	Own farm work (cultivating crops, and raising animal, fish, livestock)	1
B.	Farm work for others	2
C.	Palm juice/sugar production	3
D.	Collecting from common property resources	4
E.	Transportation (own vehicles and work for the others)	5

---

[25] Answer categories of this question can be narrowed down.

F.	Worker in a hotel/restaurant/casino/shop	6
G.	Weaving or Craft Production	7
H.	Small businesses	8
I.	Rentals from agricultural properties	9
J.	Rentals from non-agricultural properties	10
K.	Homecare	11
L.	Student	12
M.	Retired	13
N.	Disabled	14
O.	Government worker	15
P.	Unemployed	16
Q.	Other (specify)_____	17
R.	Refused:	99

DEM-9. Types of main fuel used for cooking?[26] (do not read list)		
A.	Firewood	1
B.	Charcoal	2
C.	Kerosene	3
D.	Gas	4
E.	Electricity	5
F.	Other	6

DEM-10. On average, how much has been the monthly income of the entire family during the last 6 months? By income we mean the total of wages, salaries, and other earnings, non-cash income, any retirement income and gifts to the family. ………………………

HOME ASSETS:

Questions 11-14   Does your family own any of the following things?

DEM-11. Motorized transport

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

DEM-12 Television:

Yes	1
No	2

DEM-13. Landline telephone[27]:

Yes	1
No	2

DEM-14. Mobile phone:

Yes	1
No	2

---

[26] This question does not appeared to be an useful indicator for assessing socio-economic status of the households

[27] This question can be removed. Landline phones are far less common than mobile phones and do not seem to be a socio-economic indicator.

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

Questions about Respondent:

R1. **Gender**

1. MALE
2. FEMALE

R2. **Classification of the Commune (scored by enumerator)**

1 URBAN
2 SEMI-URBAN
3 ACCESSIBLE RURAL
4 REMOTE RURAL

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

Annex 2a: LAAR COUNCILOR Satisfaction Survey [28]

A. Commune background

A1. What is your position in the commune council? [Read out response options]	
Head of commune council	1
First deputy	2
Second deputy	3
Member	5
Don't Know (do not read)	9

A2. For how many years have you been a Commune official or a member of the Commune Council?		
A.	**More than 25 years**	**1**
B.	**Between 11-24 years**	**2**
C.	**Between 6 and 10 years**	**3**
D.	**Between 1-5 years**	**4**
E.	**Less than 1 year**	**5**
F.	**Cannot remember**	**6**
G.	**[Do Not Read] Refused**	**77**

A3 From which party list were you elected?		
A.	**CPP**	**1**
B.	**FUNCINPEC**	**2**
C.	**SRP**	**3**
D.	**NRP**	**4**
E.	**Other (specify)**	**5**

A4 In this Commune Council:		
A.	**How many members are there?**	
B.	**How many Councilors are women?**	
C.	**Ethnic minorities?**	
D.	**How many political parties are represented?**	

A5. What is the population of the commune[29]?

Total: …………….. persons

A6. How many villages are there in your commune?

 Total: …………….. villages

---

[28] Notes made in the citizen questionnaire are also applicable for the council questionnaire when questions are similar.

[29] Have not used question A5, A6, A7 and A8 for analysis, seemed irrelevant.

A7. How many of the villages in this Commune are inhabited predominantly by ethnic minorities

Total: …………….. villages

A8. What ethnic group forms the majority in them: (*Look at the answer of Q. A6.The number of the village should not be exceeded the answer of Q. A6*) (*Use code of ethnic groups in the list below*)

No	Village name	Ethnic group
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		
11		
12		
13		

List of ethnic groups		
01: Vietnamese	11: Kaaveat	21: Kraol
02: Chinese	12: Klueng	22: Raadear
03: Lao	13: Kuoy	23: Thmoon
04: Thai	14: Krueng	24: Mel
05: French	15: Lon	25: Khogn
06: English	16: Phnong	26: Por
07: Korean	17: Proav	27: Suoy
08: Japanese	18: Tumpoon	28: Other (specify)
09: Chaaraay	19: Stieng	29: Other (specify)
10: Chaam	20: Ro Ong	

A9. I would like you to tell me if of the following civil society organizations exist in the commune, and whether you are an active member or leader of any of them? (*If the answer of column 3 is 'No' please, skip column 4,5,6,7*)							
No. 30	**Type of Group**	**Yes**	**No**	**Official Leader**	**Active Member**	**Not a member 31**	**Don't Know**
A.	Pagoda association	1	3	5	7	8	9
B.	Islamic association	1	3	5	7	8	9
C.	Community Fisheries association	1	3	5	7	8	9
D.	Community Forestry association	1	3	5	7	8	9
E.	Farmers Association	1	3	5	7	8	9
F.	Savings/credit association	1	3	5	7	8	9
G.	Women's association	1	3	5	7	8	9

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[30] Should include 'Water group', which is listed in citizen questionnaire

[31] 'Not active member' was an extra answer category in the citizen questionnaire, which resulted in a very high membership of CSO's.

		Much Worse	Worse	Same	Better	Much Better	Don't Know
H.	Community or self-help group?	1	3	5	7	8	9
I.	Youth group	1	3	5	7	8	9
J.	Cultural group	1	3	5	7	8	9
K.	Parent's Association	1	3	5	7	8	9
L.	Other Education related group	1	3	5	7	8	9
M.	Community Monitoring Committee (CMC)	1	3	5	7	8	9
N.	Local NGO	1	3	5	7	8	9
O.	International NGO	1	3	5	7	8	9
P.	Ethnic cultural association	1	3	5	7	8	9
Q.	Village help association	1	3	5	7	8	9
R.	Political party	1	3	5	7	8	9
S.	Solidarity Group	1	3	5	7	8	9
T.	Language based group	1	3	5	7	8	9
U.	Business association	1	3	5	7	8	9
V.	Labor Union	1	3	5	7	8	9
W.	Other	1	3	5	7	8	9
	If other, list response:	1	3	5	7	8	9

B. Mood[32]

B1. Compared to the situation two years ago, how would you rate the following today in your commune?[33],[34] [Read out response options]		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
a.	General economic conditions in Commune?	1	2	3	4	5	9
b.	Your family's living conditions?	1	2	3	4	5	9
c.	Living conditions for the poorest families in the Commune?	1	2	3	4	5	9

B2. In general, how do you rate the living conditions of citizens in this commune compared to those of other communes in the District? [Read out response options]	
Much Worse	1
Worse	2
Same	3
Better	4
Much Better	5
Don't Know (do not read)	9

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[32] No questions regarding present situation, so not possible to compare with citizens

[33] Add question regarding Cambodia to compare with citizens

[34] Council question asks whether compared with 2 years ago the situation is better nowadays, whereby 2 years ago is taken as reference. The citizen question asks if the situation 2 years ago was better than the present situation, using present as reference. Because of this difference the answers can not be compared for citizens and councilors.

B3. In general, how do you rate the living conditions of citizens in this commune compared to those of other communes in the Province[35]? [Read out response options]	
Much Worse	1
Worse	2
Same	3
Better	4
Much Better	5
Don't Know (do not read)	9

B4. Looking ahead over the next 2 years, do you expect the following to be better or worse? [36][Read out response options]		Much Worse	Worse	Same	Better	Much Better	Don't Know [DNR]
A.	Economic conditions in your Commune in two years time?	1	2	3	4	5	9
B.	Your family's living conditions in two years time?	1	2	3	4	5	9

C. Needs and investments

C1. In your view what are the most important needs **of the citizens in this commune?** [Open ended, accept up to 5 responses, in order of priority, where A. is most important]		
A.		1
B.		2
C.		3
D.		4
E.		6
F.	Can't choose	8
G.	Decline to answer [TNR]	9

C2. In the last year, what were the top three investment priorities identified in the Commune Investment Plan for this Commune? [Open ended, accept up to 3 responses, in order of priority, where A. is most important]		
A.		1
B.		2
C.		3
D	Can't choose	8
E..	Decline to answer [TNR]	9

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[35] Remove question, not useful.

[36] See footnote 5.

C3. **In the last three years, what projects has the Commune Council implemented in this Commune using Commune/Sangkat Fund resources?** [Open ended, accept up to 5 responses, in order of priority, where A. is most important]		
A.		1
B.		2
C.		3
D.		4
E.		6
F.	Can't choose	8
G.	Decline to answer [Do Not Read]	9

D. Security

D1. **In general, how safe is it to live in this Commune?** [Read out options]	
Very safe	1
Safe	2
Unsafe	3
Very unsafe	4
Can't Choose [Do Not Read]	7
Decline to answer [Do Not Read]	9

D2. **Compared to the situation in this Commune a few years ago, do you feel that it is more or less safe or the same as before?** [Read out options]	
More safe	1
Same as before	2
Less safe	3
Not applicable [Do Not Read]	4
Can't Choose [Do Not Read]	7
Decline to answer [Do Not Read]	9

D3. **Over the past year, what have been the most frequent types of crime committed in this Commune?** [Read out options]		Never	1-3 times	4-6 times	6-12 times	13 or more	Don't Know [DNR]
A.	Bicycle, motorcycle or car theft?	0	1	2	3	4	9
B.	Pick-pocketing/robbery of personal property?	0	1	2	3	4	9
C.	Theft of farm equipment	0	1	2	3	4	9
D.	Crop theft	0	1	2	3	4	9
E	Had something stolen from a house or compound?	0	1	2	3	4	9
F.	Domestic Violence	0	1	2	3	4	9
G.	Other Physical attack/violence?	0	1	2	3	4	9
H.	Rape/Sexual Violence	0	1	2	3	4	9
I.	Drug use/Drug related crime	0	1	2	3	4	9
J.	Gang related crimes	0	1	2	3	4	9
K.	Other crime:	0	1	2	3	4	9
L.	No Response [Do Not Read]						99

E. Roles and service delivery

E1. In your understanding, what are the most important functions of the Commune Council? (list up to five responses)	
A.	
B.	
C.	
D.	
E.	
F.	No Answer [Do Not Read]
G.	Did not understand question [Do Not Read]

E2. In your understanding, what are the main factors limiting the Commune Council's ability to solve important community problems.? (list up to five responses)	
A.	
B.	
C.	
D.	
E.	
F.	No Answer
G.	Did not understand question

E3. Based on your experience, how easy is it for citizens to obtain the following services?[37] [Read out options]

		Very easy	Easy	Hard	Very Hard	Never try	Can't Choose	Decline to answer [DNR]
A.	An identity document (such as a birth certificate or ID card)	4	3	2	1	0	7	9
B.	A family record book towards getting a child in primary school	4	3	2	1	0	7	9
C.	Transportation assistance when needing a medical referral to a nearby clinic or hospital	4	3	2	1	0	7	9
D.	Help from the police when they need it	4	3	2	1	0	7	9
E.	A land possession/registration certification	4	3	2	1	0	7	9
F.	Household services (like piped water, electricity or a telephone)	4	3	2	1	0	7	9
G.	Help with livelihood activities?	4	3	2	1	0	7	9

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[37] Question could not be used, because analyzes suggested that councilors answered these questions based on own experiences and not from a commune perspective. This conclusion was partly drawn on the fact that we found many 'never try', which is an unexpected answer when giving general judgment.

H.	Special attention for those that are considered very poor or vulnerable in the commune	4	3	2	1	0	7	9
I.	Assistance in resolving a dispute.	4	3	2	1	0	7	9
J.	Voter registration card	4	3	2	1	0	7	9

E4. 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. (**Do not read:** Do not understand the question, Can't choose & Decline to answer) (SHOWCARD)

		SA	SWA	SWD	SD	DU	CC	DA
A.	All people are being treated equally by Commune Council	1	2	3	4	7	8	9
B.	The commune council is giving preference to those in important positions and to high-ranking officials.	1	2	3	4	7	8	9
C.	In this commune all people have basic necessities food/clothes/shelter.	1	2	3	4	7	8	9
D.	People are free to speak what they think without fear.	1	2	3	4	7	8	9
E.	People can join any organization they like without fear.	1	2	3	4	7	8	9
F.	People can join any political party they like without fear.	1	2	3	4	7	8	9
G.	Vulnerable people are being treated with special care.	1	2	3	4	7	8	9
H.	Ethnic groups are being neglected by the commune councils.	1	2	3	4	7	8	9
I.	When people raise concerns, their views are taken seriously by the Commune Council.	1	2	3	4	7	8	9
J.	Anyone can attend a Commune Council meeting without an invitation.	1	2	3	4	7	8	9
K.	Commune Councilors benefit personally from the projects they implement for the CC.	1	2	3	4	7	8	9
L.	The present Commune Council is more responsive than the previous one.	1	2	3	4	7	8	9

E5. In general, how many times per month does this Commune Council provide the following certificates or permissions?: [Read out options]

		Never	Less than 1 per month[38]	2-3 times per month	4-6 time per month	7 or more times per month	DK /No Answer
A.	Birth certificate	0	1	2	3	4	9
B.	Marriage certificate	0	1	2	3	4	9
C.	Death certificate	0	1	2	3	4	9
D.	Marriage declaration	0	1	2	3	4	9
E.	Domicile certificate	0	1	2	3	4	9
F.	Civic personality reference	0	1	2	3	4	9
G.	ID card	0	1	2	3	4	9
H.	Family record book	0	1	2	3	4	9

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[38] How about 1 time per month?

I.	Land possession certification	0	1	2	3	4	9
J.	Construction permission	0	1	2	3	4	9
K.	Conflict reconciliation	0	1	2	3	4	9
L.	Ceremony permission	0	1	2	3	4	9
M.	Contract recognition	0	1	2	3	4	9

E6. What other services do you think this Commune Council could perform if funds were available? [list up to five responses]

A.	
B.	
C.	
D.	
E.	
F.	No Answer
G.	Did not understand question

E7. 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); accept up to 5 responses;

A.	
B.	
C.	
D.	
E.	
F.	No Answer
G.	Did not understand question

F. Role of civil society organizations

F1. 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:** Do not understand the question, Can't choose & Decline to answer) (SHOWCARD)

		Agree	Disagree	Can't Choose	Don't Understand	Decline to Answer
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	5	7	9
B.	They are of not much help to the CC, as they lack good governance and transparency	1	2	5	7	9
C.	They provide services or support that cannot be obtained from line departments;	1	2	5	7	9
D	We always invite them to meetings.	1	2	5	7	9
E	They usually attend meetings when invited.	1	2	5	7	9

F.	They are not much help to the citizens in the commune as they are not useful in addressing community problems.	1	2	5	7	9
G.	They are not useful in securing additional resources for the commune.	1	2	5	7	9
H.	Others	1	2	5	7	9

G. Good governance

G1. In general, is it common for citizens in this Commune to pay an informal fee, give a gift or to provide a favor for any of the following: [Read out options]

		Yes	No	Decline to answer [TNR]
A.	Obtain a document or permit?	1	3	9
B.	Placement of a child into school?	1	3	9
C.	Facilitate medical care for a patient in a health facility/clinic?	1	3	9
D.	Provision of household services (piped water, electricity, telephone)?	1	3	9
E.	Avoiding problems with the police?	1	3	9
F.	Facilitation in the registration to vote?	1	3	9
G.	Help with livelihood activities?	1	3	9
H.	Land registration?	1	3	9
I.	Other?	1	3	9

G2. In general, whom do people pay informal fees to? [Read out options]

		Yes	No	Decline to answer [TNR]
A.	Commune Chief/Deputy Chief	1	3	9
B.	Commune council member	1	3	9
C.	Commune office staff	1	3	9
D.	Commune Clerk	1	3	9
E.	Technical advisor (Tech Support Staff)	1	3	9
F.	Middleman	1	3	9
G.	Teacher	1	3	9
H.	Police	1	3	9
I.	Others (specify):	1	3	9

H. Accountability

H1. Thinking about the Commune Council's authority, do you believe that Commune Councils have: [Read out options, single answer]

Too much authority	1
Right amount of authority	3
Too little authority	5
Don't Know	7
No Answer	8

H2. Are there things that you think counselors should be doing, but are not doing? (list up to 3 responses) [open ended] [open ended] [open ended]	
A.	
B.	
C.	
D.	No Answer/Refused
E.	Did not understand question

H3. To you, what does "democracy" mean? What else? (Open ended, allow up to 3 responses.)	
A.	
B.	
C.	
D.	No Answer/Refused
E.	Did not understand question

H4. People often differ in their views on the characteristic that is essential to democracy. If you have to choose only one of the things I am going to read, which would you choose as essential to democracy in order of importance (Please read out options 1 to7)[39]

Opportunity to change the government through elections	1
Freedom to participate and empowerment in decision making	2
Loyalty to party	3
Loyalty to electorate or citizens	4
Reduced income gap between rich and poor and increased ownership by poor	5
Basic necessities like food, clothes and shelter (etc.) for everyone	6
Respect for human rights and equal opportunity in competition for education and jobs	7
[do not read] Don't understand the question	8
[do not read] Can't choose	9

H5. In your opinion, does the Commune Council give the right attention to the following functions? [read out options]

		Not enough	About right	Too Much	Can't Decide	Don't Know [DNR]
A.	Road construction	1	2	3	7	9
B.	Irrigation construction	1	2	3	7	9
C.	Other infrastructure	1	2	3	7	9
D.	Planning	1	2	3	7	9
E.	Addressing the needs of the least well off	1	2	3	7	9
F.	Addressing problems involving youth	1	2	3	7	9
G.	Addressing women's issues	1	2	3	7	9
H	Economic development promotion	1	2	3	7	9
I.	Consulting with citizens	1	2	3	7	9
J.	Public health & sanitation	1	2	3	7	9
K.	Dispute mediation/Conflict resolution	1	2	3	7	9
L.	Education	1	2	3	7	9
M.	Water supply	1	2	3	7	9

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[39] The options used here are different from the citizens questionnaire.

		Agree	Disagree	Can't Choose	Don't Understand	Decline to Answer
N.	Public security	1	2	3	7	9

H6. 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] (**Do not read:** <u>Do not understand the question</u>, <u>Can't choose</u> & <u>Decline to answer</u>) (SHOWCARD)

		Agree	Disagree	Can't Choose	Don't Understand	Decline to Answer
A.	The CC is accountable downwards towards the citizens of the commune?	1	2	5	7	9
B.	The Commune Council must obtain the approval of district officials before making most important decisions.	1	2	5	7	9
C.	District priorities and the priorities of citizens in this commune are similar.	1	2	5	7	9
D.	The Commune Council has been effective in resolving partisan conflict within the CC.	1	2	5	7	9
E.	The Commune Council receives effective support from the District & Provincial levels.	1	2	5	7	9
F.	Line departments are generally responsive to Commune requests for assistance.	1	2	5	7	9
G.	Citizens should have an invitation before attending a Commune Council meeting.	1	2	5	7	9
H.	Relations between the commune council and police authorities are harmonious.	1	2	5	7	9
I.	If the Commune Council were given more resources, it would use them wisely for the benefit of the community.	1	2	5	7	9
J.	If the Commune Council were given the authority to raise revenues through fees, it would provide better services to the community.	1	2	5	7	9
K.	If citizens had access to improved services, they would be more willing to pay for them	1	2	5	7	9
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	5	7	9
M.	Some members of the Commune Council benefit directly from projects implemented by the Council.[40]	1	2	5	7	9

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[40] Same question as E4K. The answers were almost similar, so one of the questions can be removed.

I.   Meetings and information

I1.   When you have spoken to citizens within the Commune in the last year, where did your conversation most frequently take place? : [Read out options, accept up to two answers]

Your home	1
Home of citizen in village	2
Village meeting	3
Commune Council Office	4
Commune Council Meeting at Commune Office	5
Commune Council Meeting in other place	6
Pagoda	7
Market	8
Other: (specify)	9

I2.   What are your three primary mechanism for disseminating information about Commune Council activities?[41] : [Read out options, accept up to three answers]

Commune Council members	1
Village chief	2
Public announcement (loudspeaker)	3
Village meetings	4
Provide information to CBO/NGO	6
Community Monitoring Committee (CMC)	7
Commune notice board	8
Village notice board	9
Political party	10
Teacher	11
Other: (specify)	12

Demographic Questions I would like to ask a few questions about you.

DEM-1. Would you please tell me your age? [RECORD ACTUAL AGE IN YEARS]		
A.	**18-24**	**1**
B.	**25-29**	**2**
C.	**30-34**	**3**
D.	**35-39**	**4**
E.	**40-44**	**5**
F.	**45-49**	**6**
G.	**50-59**	**7**
H.	**60-69**	**8**
I.	**70 or older**	**9**
J.	**[Do Not Read] Refused**	**77**

DEM-2. For how many years have you lived in this commune?		
A.	**More than 25 years**	**1**
B.	**Between 11-24 years**	**2**
C.	**Between 6 and 10 years**	**3**
D.	**Between 1-5 years**	**4**
E.	**Less than 1 year**	**5**
F.	**Cannot remember**	**6**
G.	**[Do Not Read] Refused**	**77**

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[41] Citizens questionnaire ranked three most important sources in order of importance, but council questionnaire not.

DEM-3. How many people live in this household?..................................

DEM-4. In what language do you regularly speak with your household members? (do not read list)

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	30. Refused

DEM-5.   Are you married, single, divorced, or widowed?

A.	Marriage/Living together	**1**
B.	Single	**2**
C.	Divorced/Separated	**3**
D.	Widowed	**4**
E.	Refused (Do not read)	**7**

DEM-6.   How well can you read and write? (do not read list)

A.	Fully Literate	1
B.	Can read and write a little	2
C.	Illiterate	3
D.	Refused (Do not read)	4

DEM-7.   What is the level of your schooling? (do not read list)

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.	Refused	77

DEM-8.   What is your main occupation? (do not read list)

A.	Own farm work (cultivating crops, and raising animal, fish, livestock)	1
B.	Farm work for others	2
C.	Palm juice/sugar production	3
D.	Collecting from common property resources	4
E.	Transportation (own vehicles and work for the others)	5
F.	Worker in a hotel/restaurant/casino/shop	6
G.	Weaving or Craft Production	7

H.	Small businesses	8
I.	Rentals from agricultural properties	9
J.	Rentals from non-agricultural properties	10
K.	Homecare	11
L.	Student	12
M.	Retired	13
N.	Disabled	14
O.	Government worker	15
P.	Unemployed	16
Q.	Other (specify)_____	17
R.	Refused:	99

DEM-9.	**Types of main fuel used for cooking?** (do not read list)	
A.	Firewood	1
B.	Charcoal	2
C.	Kerosene	3
D.	Gas	4
E.	Electricity	5
F.	Other	6

DEM-10. On average, how much has been the monthly income of the entire family during the last 6 months? By income we mean the total of wages, salaries, and other earnings, non-cash income, any retirement income and gifts to the family. ……………………

HOME ASSETS:

Questions 11-14   Does your family own any of the following things?

DEM-11. Motorized transport

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

DEM-12 Television:

Yes	1
No	2

DEM-13. Landline telephone:

Yes	1
No	2

DEM-14. Mobile phone:

Yes	1
No	2

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

Questions about Respondent:

R1.   Gender

3. MALE
4. FEMALE

R2.   Classification of the Commune (scored by enumerator)

5 URBAN
6 SEMI-URBAN
7 ACCESSIBLE RURAL
8 REMOTE RURAL

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

Annex 3: Education Level Citizens (n=2340).

Education level*,**	Men		Women		Total	
	%	n	%	n	%	n
No formal education	13.3	156	28.5	334	20.9	490
Incomplete primary	40.6	475	46.0	538	43.3	1013
Complete primary	13.3	156	9.1	107	11.2	263
Incomplete secondary/high school: technical/vocational type	4.8	56	2.7	32	3.8	88
Complete secondary/high school: technical/vocational type	1.6	19	1.2	14	1.4	33
Incomplete secondary	19.9	233	9.7	113	14.8	346
Complete secondary	5.0	59	2.2	26	3.6	85
Some university/college-level, with diploma	0.7	8	0.3	3	0.5	11
With university/College degree	0.6	7	0.3	3	0.4	10
Post-graduate degree	0.1	1	0.0	0	0.0	1

* p<0.05 for gender, significant difference between men and women.
** p<0.05 for target/non-target, significant difference between target and non-target communes.

Annex 4: Occupation Citizens (n=2340).

Occupation	Men		Women		Total	
	%	n	%	n	%	n
Own farm work (cultivating crops, and raising animal, fish,	72.7	851	71.3	834	72.0	1685
Farm work for others	1.8	21	3.7	43	2.7	64
Palm juice/sugar production	0.2	2	0.1	1	0.1	3
Collecting from common property resources	0.9	10	0.8	9	0.8	19
Transportation (own vehicles and work for the others)	1.5	18	0.2	2	0.9	20
Worker in a hotel/restaurant/casino/shop	0.0	0	0.1	1	0.0	1
Weaving or Craft Production	0.9	10	1.5	17	1.2	27
Small business	7.8	91	11.3	132	9.5	223
Rentals from agricultural properties	0.1	1	0.2	2	0.1	3
Rentals from non-agricultural properties	0.0	0	0.1	1	0.0	1
Homecare	1.5	18	6.8	79	4.1	97
Student	3.0	35	0.9	11	2.0	46
Retired	0.6	7	0.2	2	0.4	9
Disabled	0.6	7	0.1	1	0.3	8
Government worker	3.2	37	0.6	7	1.9	44
Unemployed	1.7	20	1.1	13	1.4	33
Other	3.6	42	1.3	15	2.4	57

Annex 5 Crimes amongst Citizens (%).

Victim of:	Yes	No
Bicycle, motorcycle or car theft	5,5	94,5
Pick pocketing/robbery personal property	3,1	96,9
Theft farm equipment	5,5	94,4
Crop theft	8,3	91,7
Something stolen from your house	21,7	78,3
Domestic Violence	7,8	92,2
Other physical violence	4,1	95,9
Gang related crime	2,7	97,3

Annex 6: Self Cited Meaning of Democracy by Age (number of responses per age group).

Meaning of Democracy	18 - 25 years (n=190) %	26 - 35 years (n=263) %	36 - 49 years (n=484) %	50 years and older (n=505) %	Total n
Freedom of expression	18.4	22.8	25.6	22.2	331
Participation and involvement of people in governance	32.6	17.9	19.2	24.6	326
Freedom of movement	14.7	16.3	15.9	14.1	219
Being equal in rights and treated equally	14.2	15.2	14.0	14.7	209
Right to engage in livelihood activities	8.4	12.5	11.0	8.1	143
Respect/solidarity/peace	6.3	7.6	7.9	11.1	126
No corruption and abuse of power	4.2	6.1	4.5	3.6	64
Build rule of law	0.5	0.4	0.8	1.4	13
Other	0.5	1.1	1.0	0.4	11
Total	100%	100%	100%	100%	1442

Annex 7a: Requested Administrative Services Commune Council in the Last Two Years by Citizens.

Administrative Service	Never %	Never n	Once %	Once n	Twice or more %	Twice or more n	Total n
Birth certificate	43	997	47	1086	10	236	2319
Marriage certificate	84	1952	14	329	2	56	2337
Death certificate	97	2272	2	53	1	12	2337
Marriage declaration	80	1865	18	409	3	61	2335
Domicile certificate	86	1983	12	285	2	45	2313
Civic personality reference	98	2285	1	32	1	14	2331
ID card	58	1340	34	789	9	201	2330
Family record book	83	1927	16	369	2	35	2331
Land possession certificate	86	2003	12	290	2	37	2330
Construction permission	99	2314	1	20	0	2	2336
Conflict resolution	94	2198	4	102	2	36	2336
Ceremony permission	84	1972	12	273	4	92	2337
Contract recognition	86	2005	9	203	5	125	2333

Annex 7b: Easiness to obtain Administrative Service by Citizens (%).

Administrative Service	Never try	Very hard	Hard	Easy	Very easy
Identity document (n=2323)	1,6	5,5	15,5	61,6	15,8
Voter registration card (n=2329)	2,2	1,4	5,6	61,6	29,2
Special attention poor and vulnerable (n=2058)	6,7	20,6	29,9	37,3	5,5
Family record book (n=2306)	27,7	2,9	9,8	47,9	11,8
Assistance in resolving dispute (n=2294)	61,6	6,0	8,9	20,4	3,1
Land registration certificate (n=2278)	64,3	2,4	7,2	23,2	3,0
Help from police (n=2325)	69,1	3,8	7,6	16,7	2,8
Household services (n=2221)	85,9	4,3	3,4	5,4	1,0
Help with livelihood activities (n=2305)	88,2	2,5	3,4	5,1	0,8
Transport assistance clinic (n=2314)	92,4	1,4	2,2	3,4	0,6

Annex 8a: Membership Civil society organizations (n=2340)

Association	CSO present in commune			If CSO in commune are you member or not				
	Don't know	No	Yes	Leader	Active member	Inactive member	Not a member	Total member
Political party	38	27	2275	30	187	1190	868	1407
Saving/credit association	384	945	1011	16	49	267	679	332
Local NGO	990	473	877	6	30	109	732	145
Village help group	331	1266	743	11	82	368	282	461
Women group	767	845	728	3	19	144	562	166
Pagoda association	943	797	600	5	29	206	360	240
Parents association	741	1050	549	12	16	126	395	154
Other education related group	829	1106	405	4	12	97	292	113
Farmers association	609	1335	396	5	27	108	256	140
International NGO	1190	784	366	1	9	41	315	51
Community Monitoring Committee	1113	916	311	3	14	53	241	70
Solidarity group	478	1588	274	8	20	161	85	189
Water group	384	1696	260	5	10	93	152	108
Community forestry	490	1611	239	4	9	52	174	65
Equity fund	361	1783	196	5	5	39	147	49
Youth group	720	1434	186	2	3	17	164	22
Community fisher	425	1740	175	1	5	28	141	34
Self-help group	661	1512	167	7	11	59	90	77
Islamic association	350	1840	150	0	3	8	139	11
Christian association	0	2244	96	1	2	5	88	8

Annex 8a: Membership Civil society organizations (n=2340)

Annex 8b: Membership Civil Society Organizations by Target and Non-target Communes*.

Legend:
- Leader
- Active member
- Non-active member

Category	Leader	Active member	Non-active member
NT-Islamic (n=54)	0	6	6
T-Islamic (n=96)	0	5	
NT-Self-help (n=49)	0	6	37
T-Self-help (n=118)	6	7	35
NT-Fisheries (n=68)	0	4	12
T-Fisheries (n=84)	1	2	19
NT-Youth (n=50)	2	0	6
T-Youth (n=136)	1	2	10
NT-Equity fund (n=70)	3	0	19
T-Equity fund (n=126)	2	4	21
NT-Forestry (n=72)	1	0	14
T-Forestry (n=167)	2	5	25
NT-Water (n=90)	6	2	34
T-Water (n=170)	0	5	36
NT-Solidarity (n=79)	1	5	62
T-Solidarity (n=195)	4	8	57
NT-CMC (n=7833)	0	4	21
T-CMC (n=233)	1	5	16
NT-INGO (n=107)	0	6	9
T-INGO (n=259)	0	1	12
NT-Farmer (n=106)	1	8	25
T-Farmer (n=290)	1	7	28
NT-Other education (n=117)	2	1	24
T-Other education (n=288)	1	4	24
NT-Parents (n=158)	3	3	25
T-Parents (n=391)	2	3	22
NT-Pagoda (n=192)	1	5	37
T-Pagoda (n=408)	1	5	33
NT-Women(n=249)	0	2	22
T-Women(n=479)	1	3	19
NT-Village help (n=296)	1	10	46
T-Village help (n=447)	2	12	52
NT-Local NGO (n=259618)	0	3	11
T-Local NGO (n=618)	1	3	13
NT-Saving/credit (n=325)	2	4	26
T-Saving/credit (n=686)	1	5	27
NT-Political party (n=792)	2	7	50
T-Political party (n=1483)	1	9	54

%

* NT= non-Target communes, T= Target communes.

Annex 8c: Membership Civil Society Organizations by Gender*.

Category	Leader	Active member	Non-active member
F-Islamic (n=69)	0	1	4
M-Islamic (n=81)	0	2	6
F-Self-help (n=83)	1	5	36
M-Self-help (n=84)	7	8	35
F-Fisheries (n=89)	0	1	16
M-Fisheries (n=86)	1	5	16
F-Youth (n=74)	0		5
M-Youth (n=112)	2	3	12
F-Equity fund (n=93)	2	3	28
M-Equity fund (n=103)	3	2	13
F-Forestry (n=112)	1	3	23
M-Forestry (n=127)	2	5	20
F-Water (n=114)	0	3	44
M-Water (n=146)	3	5	29
F-Solidarity (n=116)	1	5	66
M-Solidarity (n=158)	4	9	54
F-CMC (n=128)	0	5	14
M-CMC (n=183)	2	4	19
F-INGO (n=160)	0	2	16
M-INGO (n=206)	0	3	8
F-Farmer (n=191)	0	7	31
M-Farmer (n=205)	2	7	24
F-Other education (n=209)	1	4	24
M-Other education (n=196)	1	2	23
F-Parents (n=255)	0	2	26
M-Parents (n=294)	4	4	20
F-Pagoda (n=289)	0	4	36
M-Pagoda (n=311)	1	6	32
F-Women(n=372)	1	4	31
M-Women(n=356)	0	1	8
F-Village help (n=365)	0	12	51
M-Village help (n=378)	3	10	48
F-Local NGO (n=407)	0	4	15
M-Local NGO (n=470)	1	3	10
F-Saving/credit (n=510)	1	5	29
M-Saving/credit (n=501)	2	5	24
F-Political party (n=1135)	0	7	54
M-Political party (n=1140)	2	10	51

%

* F=women, M=men.

Annex 9: Participation and Age (%).

Did you ever do the following:	18-25 years	26-35 years	36-49 years	50 and above
*Attend community or village meeting (n=2333)**				
yes	36,3	52,0	66,7	69,3
would do if had a chance	60,9	46,6	32,1	28,9
would never do	2,8	1,3	1,3	1,7
*Attend commune council meeting (n=2326)**				
yes	8,9	18,8	28,8	34,9
would do if had a chance	81,0	72,9	65,4	57,1
would never do	10,2	8,3	5,8	8,1
*Raise concern in public meeting (n=2300)**				
yes	9,2	9,2	18,1	23,4
would do if had a chance	75,7	67,6	56,8	51,0
would never do	15,0	23,1	25,1	25,5
*Come together with others to raise an issue (n=2293)**				
yes	23,4	23,1	31,5	33,0
would do if had a chance	63,0	60,3	51,6	47,7
would never do	13,5	16,6	16,9	19,3
*Attend demonstration/protest march (n=2255)**				
yes	2,5	1,8	1,3	3,1
would do if had a chance	56,4	44,6	44,2	35,7
would never do	41,1	53,6	54,5	61,1
*Volunteer for commune activities (n=2277)**				
yes	18,6	19,7	25,5	25,8
would do if had a chance	74,8	70,0	63,6	58,0
would never do	6,6	10,3	11,0	16,3
Provide money for commune development (n=2310)				
yes	66,9	66,4	69,5	72,0
would do if had a chance	32,0	32,0	28,0	26,1
would never do	1,1	1,6	2,5	1,9

* $p < 0.05$, significant difference between age groups.

Annex 10: Socio-Demographics Councilors and Citizens.

	Councilors		Citizens	
	%	n	%	n
Live in commune				
More than 25 years	87,7	342	60,5	1413
Between 11-24 years	10,3	40	24,4	569
Between 6-10 years	1,3	5	7,3	170
Between 1-5 years	0,3	1	6,6	154
Less than 1 year	0,5	2	1,2	29
Marital status				
Marriage/Living together	86,7	338	80,1	1875
Single	3,3	13	10,4	243
Divorced/Separated	1,8	7	2,5	58
Widowed	8,2	32	7,0	164
Literacy				
Fully Literate	93,6	365	42,0	982
Can read and write a little	5,4	21	32,1	751
Illiterate	1,0	4	25,9	607
Income				
less than 200.000R	9,5	37	33,0	773
200.000-400.000R	35,1	137	32,8	768
400.000-600.000R	18,7	73	15,0	352
600.000- 1 million Riel	20,0	78	11,8	276
more than 1 million Riel	16,7	65	7,3	171
Motorized transport				
none	13,8	54	47,6	1115
2 or 3 wheels	78,5	306	49,1	1148
4 or more	7,7	30	3,3	77
Television				
Yes	90,3	352	67,0	1568
No	9,7	38	33,0	772
Mobile phone				
Yes	86,2	336	35,3	825
No	13,8	54	64,7	1515

Annex 11: Education level Councilors and Citizens.

Education level	Councilors		Citizens	
	%	n	%	n
No formal education	1,5	6	20,9	490
Incomplete primary	25,9	101	43,3	1013
Complete primary	28,7	112	11,2	263
Incomplete secondary/high school: technical/vocational type	7,7	30	3,8	88
Complete secondary/high school: technical/vocational type	1,8	7	1,4	33
Incomplete secondary	28,2	110	14,8	346
Complete secondary	5,4	21	3,6	85
Some university/college-level, with diploma	0,3	1	0,5	11
With university/College degree	0,5	2	0,4	10
Post-graduate degree	0	0	0,0	1

Annex 12: Occupation Councilors and Citizens.

Occupation	Councilors		Citizens	
	%	n	%	n
Own farm work (cultivating crops, and raising animal, fish,	80,8	315	72,0	1685
Farm work for others	0,0	0	2,7	64
Palm juice/sugar production	0,0	0	0,1	3
Collecting from common property resources	0,3	1	0,8	19
Transportation (own vehicles and work for the others)	0,3	1	0,9	20
Worker in a hotel/restaurant/casino/shop	0,0	0	0,0	1
Weaving or Craft Production	0,0	0	1,2	27
Small business	12,8	50	9,5	223
Rentals from agricultural properties	0,0	0	0,1	3
Rentals from non-agricultural properties	0,0	0	0,0	1
Homecare	0,5	2	4,1	97
Student	0,0	0	2,0	46
Retired	0,5	2	0,4	9
Disabled	0	0	0,3	8
Government worker	3,8	15	1,9	44
Unemployed	0,0	0	1,4	33
Other	1,0	4	2,4	57

Annex 13: Crimes Reported to Commune Councils over the Past Year.

Crime	Never	1 - 3 times	4 - 6 times
Bicycle, motorcycle or car theft (n=377)	32,6	49,6	17,8
Pick pocketing/robbery personal property (n=388)	71,9	22,9	5,2
Theft farm equipment (n=389)	77,4	13,4	9,3
Crop theft (n=386)	72,8	13,2	14,0
Something stolen a house (382)	42,9	27,7	29,3
Domestic Violence (n=388)	7,2	30,9	61,9
Other physical violence (383)	30,8	35,8	33,4
Rape/sexual violence (n=389)	72,0	26,7	1,3
Drugs use and related crime (375)	80,8	10,9	8,3
Gang related crime (n=385)	16,4	37,9	45,7

Annex 14: Membership Councilors of Civil Society Organizations.

| Association	Leader	Active member	Not a member	Total
Political party	210	171	4	385
Local NGO	13	60	245	318
Saving/credit	17	74	161	252
CMC	20	61	126	207
International NGO	18	24	160	202
Women	28	31	141	200
Village help	22	68	84	174
Parents	38	49	76	163
Other education related group	38	49	76	163
Youth group	22	35	101	158
Farmer	13	43	88	144
Pagoda	8	30	84	122
Self-help group	19	25	74	118
Solidarity	8	46	25	79
Community forestry	8	26	38	72
Community fisher	5	11	52	68
Islamic	0	1	31	32
Ethnic	0	3	26	29
Business	0	3	19	22
Labor Union	1	3	7	11
Water	1	2	7	10

Annex 15a: Councilor Views on What Commune Councils Should Do (n=414 responses).

What should CC do, but are not doing?	n	%
Improvement and development of infrastructure	186	44.9
Improve judicial system	61	14.7
Collect tax	46	11.1
Facilitate problem solving	15	3.6
Improve village livelihood	26	6.3
No abuse of power	4	1.0
Other	76	18.4

Annex 15b: What Councilors Want to do When Extra Funds are Available (n=523 responses).

Extra activities	n	%
Improvement and development of infrastructure	354	67.7
Financial and social assistance to the poor	38	7.3
Information sharing and skills training	75	14.3
Promote livelihood	21	4.0
Create associations	11	2.1
Equipment to support commune office	5	1.0
Other	19	3.6

Annex 16 Commune Council Functions Needing More Attention.
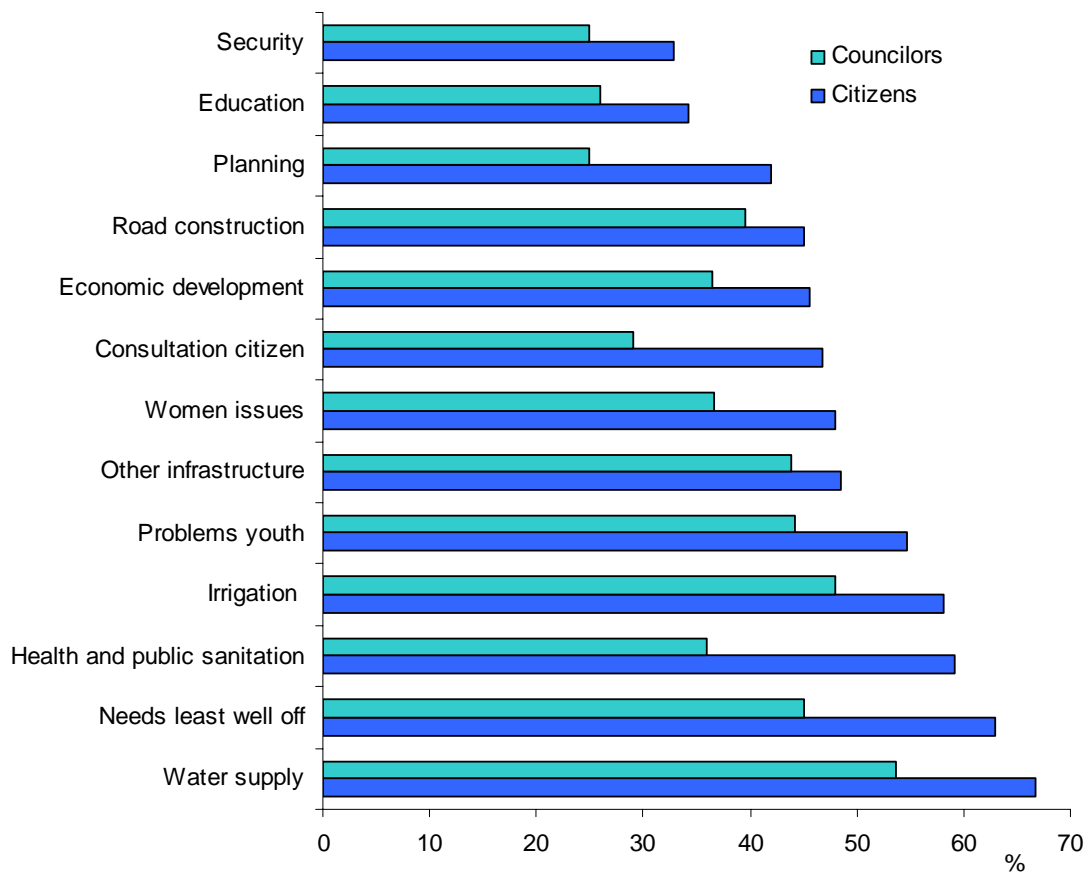
Annex 17: Administrative Services Delivered by Commune Councils.

Number of times per month that the CC provides:	Never		1-3 times		4 or more		Total
	n	%	n	%	n	%	n
Birth certificate	4	1,2	75	21,6	268	77,2	347
Marriage certificate	28	7,9	151	42,5	176	49,6	355
Death certificate	51	14,3	263	73,7	43	12,0	357
Marriage declaration	2	0,6	69	19,2	289	80,3	360
Domicile certificate	77	22,4	188	54,8	78	22,7	343
Civic personality reference	152	43,9	136	39,3	58	16,8	346
ID card	142	43,8	116	35,8	66	20,4	324
Family record book	145	44,8	134	41,4	45	13,9	324
Land possession certificate	132	37,1	135	37,9	89	25,0	356
Construction permission	243	68,6	100	28,2	11	3,1	354
Conflict resolution	18	4,8	219	58,2	139	37,0	376
Ceremony permission	16	4,4	158	43,2	192	52,5	366
Contract recognition	17	4,8	123	34,7	214	60,5	354

Annex 18a Meeting Place of Citizens and Councilors

	Citizen (n=646)		Councilor (n=732)	
	%	n	%	n
Home citizen	44,4	206	41,0	160
Home CC member	0,0	0	4,1	16
Village meeting	29,3	136	57,9	226
Commune Council Office	34,3	159	14,9	58
Commune Council Meeting	2,8	13	22,8	89
Pagoda	16,8	78	34,4	134
Along the street	5,2	24	0,0	0
School	5,4	25	5,1	20
Public house village	2,4	11	1,8	7
Political party hall	1,3	6	0,3	1
Chief village house	0,0	0	3,8	15

Annex 18b: Sources to Transfer CC Information to Citizens.

	Citizens		Councilors	
Source	n	%	n	%
(Deputy) Village chief	1929	35,4	350	31,0
Public announcement (loudspeaker)	751	13,8	142	12,6
Family member	602	11,0	0	0,0
Group leader	546	10,0	22	1,9
Friend	444	8,1	0	0,0
Commune Council member	431	7,9	140	12,4
Village notice board	145	2,7	101	8,9
Commune notice board	119	2,2	153	13,5
Villagers/elder people in the village	111	2,0	0	0,0
Political party	98	1,8	6	0,5
Neighbors	78	1,4	0	0,0
CBO/NGO	66	1,2	24	2,1
Teacher	48	0,9	14	1,2
Community Monitoring Committee	22	0,4	20	1,8
Commune leader	16	0,3	0	0,0
Village meeting	1	0,0	136	12,0
Other	44	0,9	22	1,9
Total responses	5451	100,0	1130	100,0