



Technical Assistance for Decentralised Rural Sanitation Service Delivery in Cambodia

NATIONAL LEARNING EVENT REPORT



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1. Introduction

This report provides a summary of the National Learning Event (held as part of the Technical Assistance – TA - on Decentralised Rural Sanitation Service Delivery (DRSSD)¹ Phase II pilot project. Funded by the World Bank, the Netherlands Development Organisation, SNV Cambodia provided technical assistance (TA) for this pilot project. The National Learning Event brought together national and subnational authorities (SNAs) as well as development partners together to share lessons from the TA and facilitate knowledge exchange and peer-to-peer learning. The event was held on 7 August 2019 at Sunway Hotel, Phnom Penh with sixty-six participants attending.

2. Background

In 2014, the Royal Government of Cambodia adopted the National Strategic Plan for Rural Water Supply, Sanitation and Hygiene (NSP-RWSSH) for 2014-2025, providing a target for the rural sanitation sector to achieve universal (100%) coverage by 2025, as well as a broad framework for how sanitation services are to be delivered. Decentralisation reform in Cambodia involves the planned transfer of roles, responsibilities and resources to district and commune levels, so that sub-national governments can exercise appropriate functions with greater responsiveness and accountability. The decentralisation of rural sanitation service delivery has been piloted over two projects supported by the World Bank (Phase I in 2016-17; Phase II in 2018-19) with SNV providing technical assistance (TA) for both.

Decentralisation reform in Cambodia involves the planned transfer of roles, responsibilities and resources to district and commune levels, so that sub-national governments can exercise appropriate functions with greater responsiveness and accountability. Although the permissive mandate for commune councils provides sufficient space to implement sanitation and water supply activities, incentives and directions from the central level have led to most district/commune budgets being spent on physical infrastructure (notably roads) and less on social services. Thus, strengthening sub-national governments' active engagement in rural sanitation and hygiene remains an imperative. This can be achieved by strengthening social accountability mechanisms, policy development and capacities of communes and district level facilitators/officers for implementation of services such as sanitation. To accelerate sanitation service delivery at scale, functions, roles and resources of district and commune authorities need to be spelled out and operationalized as part of decentralisation. The decentralisation process presents a strategic opportunity for supporting the sub-national governments/administrations in addressing rural sanitation through their local development agenda, recognising the role of the line ministry offices (especially at provinces) to provide guidelines and technical support to such functional transfer to district administrations. Prior to pilot interventions, slow progress in the assignment of sanitation functions left district administrations and commune without specific mandates, incentives, appropriate capacity or funds to make progress on local sanitation.

There are some recent developments to the broader decentralisation and deconcentration (D&D) dialogue which are relevant to the decentralised rural sanitation function by the MRD. In early 2019, the Minister of Interior sought Prime Ministerial approval to reform district governance. The proposed reform is to merge departments at the district level and do away with line agency departments. Most subnational government line agencies will be integrated into the district administration. Health Care, Education and Land Management departments will be also integrated under the district administration management. This is significant for sanitation in that it would mean that the Department of Rural Development (DoRD) would be merged with all other departments. As described by the National Committee for Democratic Development Secretariat (NCDD-S), the purposes of this are to:

- Improve local government action taken in providing fast and quality services to citizens;
- Encourage competition between local governments on service delivery provision within the system of multi-party democracy; and
- Allow decisions about local governance and local resource allocation to be made closer to where the knowledge and understanding of local issues is best, acknowledging that the national level often does not have complete information about the local situation and citizen's demands.

The TA team has been informed by the NCDD-S that a *Prakas* to formalise this reform is in preparation, with the plan to implement the reform nationally in 2020.

¹ The TA DRSSD programme supported by the World Bank (WB) in 15 districts in three provinces in Cambodia is running from March 2018 to 30 September 2019.

3. National Learning Event objectives

The National Learning Event was included in the TA DRSSD to share project lessons with all stakeholders involved in the TA from district, province, commune and national Functional Transfer Core Group (FTCG) members as well as development partners. It was an opportunity for the TA to share outcomes as well as outputs of the TA with all participating districts and FTCG members. The learning objectives of the National Learning Event were to:

- Share success, challenges and lessons learnt through TA DRSSD Phase I and II for rural sanitation service delivery;
- Provide a platform for national ministries to provide an update on the national decentralisation and deconcentration agenda, including confirming and defining decentralised roles and responsibilities;
- Discuss options to take forward lessons and approaches developed under the pilot TA; and
- Facilitate dialogue between stakeholders to accelerate uptake and progress and inform rollout strategies.



4. Participants

The National Learning Event was presided over by H.E. Sous Kong, Permanent Secretary of State, Ministry of Rural Development. H.E. Chreay Pom, H.E. Phuong Sophea and H.E. Thong Poch and other representatives from the Ministry of Rural Development (MRD) attended, as did representatives from NCDD, MEF and National Treasury, and the World Bank. Provincial Department of Rural Development (PDRD) and Provincial Administration from Kampong Chhnang, Kampong Speu and Tbong Khmum were represented. Two representatives from each district attended, being either Districts Sanitation Officers, District Administration or District Office of Rural Development. Three commune representative, eight development partner representatives (UNICEF, WaterAid, iDE, East Meets West and WaterSHED) participated, as did the SNV Country Director, Inga Hawley, and the TA team. In total there were 66 participants (including 22 females)

5. Learning event outline and content

The National Learning Event was an important learning activity under the TA and the final opportunity to compile TA lessons, and share them with all stakeholder groups involved. The content was designed so the TA team could share consolidated policy and implementation lessons and sanitation progress, as well as the financial costings for future nationwide scale-up of decentralisation reforms with regards to sanitation. It provided a platform for national ministries MRD, Ministry of Economy and Finance (MEF) and NCDD-S to provide updates – this was particularly important for NCDD-S ahead of the anticipated district reforms in 2020.

The event was structured as follows:

- Welcome and opening remarks
- Technical presentations
- Clarifying roles and responsibilities via group activities
- Poster marketplace to share lessons from districts and provinces
- Panel discussion on future planning and next steps for national ministries, provinces and districts.

The full agenda is included as Annexure I.

6. Opening messages

As the host of the event, SNV Country Director, Inga-Elisabeth Hawley provided the welcome message, noting that SNV has been collaborating with MRD to improve rural sanitation for the people of Cambodia for over 10 years. SNV is committed to reducing poverty and access to sanitation, which helps bring people out of poverty by reducing time lost to illness with related economic benefits. Sanitation bestows not only health benefits, but also dignity, safety and convenience. This project aligns with the mandate of SNV to build capacities and sustainable processes that can then have impact at a larger scale. Ms Hawley thanked all partners for their collaboration and introduced H.E. Sous Kong to open the event.

H.E. Sous Kong, Permanent Secretary of State, MRD delivered the opening speech. He noted that in order to achieve universal access to clean water and sanitation (100%) by 2025, in 2016, the Ministry of Rural Development announced the implementation of the National Action Plan (2014-2018), and is drafting the National Action Plan II (2019 – 2023) for a comprehensive framework for rural sanitation enhancement. Decentralised reform in Cambodia involves the transferring of roles, duties and resources to district and commune levels so that sub-national administrations can function appropriately with higher responsiveness and accountability to local people. Decentralisation of rural sanitation service delivery has been piloted through two projects funded by the World Bank (Phase I from 2016-2017 and Phase II from 2018-2019), with the technical assistance provided by Netherlands Development Organization SNV. The implementation of the pilot project on transferring rural sanitation to the district administration has undertaken the following:

- Providing capacity development, strengthening responsibilities for functional implementation and management delegated by the Ministry of Rural Development to sub-national administrations;
- Supporting and coordinating with the provincial working teams and District Sanitation Committees (DSCs) in preparing and implementing district sanitation plans, including progress monitoring on implementation of action plans;
- Supporting the provincial working teams (PA/PDRD) in the planning of continuous training to DSCs and District Sanitation Officers (DSOs) to carry out delegated functions;
- Providing support to District Sanitation Committees, commune councils and village authorities in collecting village sanitation data entry and annual updates;
- Providing support and coordinating provincial working teams and district sanitation committees in mobilising resources from civil society and the private sectors to support the implementation of district action plans;
- Providing support and coordinating provincial working teams and District Sanitation Committees to prepare progress reports of delegated functional implementation;
- Coordinating and supporting provincial working teams and District Sanitation Committees in compiling lessons, experiments, challenges and recommendations to provide inputs to the D&D Working Group of the Ministry of Rural Development, Ministry of Economy and Finance and NCDD-S to improve procedures and processes for transferring functions to sub-national administrations by 2019.

Further, he added that attending the National Learning Event was crucial to share and capture lessons between national and sub-national experiences, old and new districts, both the first and second pilot projects, as well as to identify barriers and remaining challenges.



7. Presentations

7.1. Progress and lessons from piloting Decentralised Rural Sanitation Service Delivery (DRSSD) – SNV

This presentation collated lessons from both Phases of the Technical Assistance provided by SNV to sub-national authorities for decentralised rural sanitation service delivery. Presented by Ms. Bronwyn Powell, Team Leader, DRSSD, it outlined the objectives of the TA to test, refine and capture processes and lessons for further rollout as well as identifying criteria for district selection. Overall the TA aims to strengthen the WASH enabling environment so the presentation was structured around key elements of strengthening the WASH enabling environment (see Figure 1): sector policy and strategy; governance and establishing decentralisation; sector financing; monitoring and evaluation; sanitation results achieved; capacity building. The highlights of the presentation included:

- High rates of sanitation increase: for example, in Phase II there was an average of 7% increase in seven districts in Kampong Speu; 5.2% average increase in the five districts in Tbung Khmum; and, 9.8% average increase in the three districts in Kampong Chhnang;
- The TA led to the establishment of local level planning, monitoring and reporting systems with regular quarterly meetings and feedback processes to track and continue progress;
- The TA led to improvements in districts successfully planning for and utilising the functional budget transferred from MRD (increasing from 10% in Phase I to 60% in Phase II); and
- The success of the cascading Training of Trainers (ToT) model involving provincial teams (PDRD and PA) in sanitation promotion - Community Led Total Sanitation (CLTS) and Behaviour Change Communication (BCC). After training 12 PDRD/PA staff, 70 district and 165 commune personnel were in turn trained by them. From this investment 4,497 sanitation triggering events occurred involving nearly 135,000 people.

Challenges and lessons learnt:

- With technical skills and capacity building sub-national authorities have the tools and confidence to improve rural sanitation;
- Local ownership motivates: District Working Groups develop and implement their own District Sanitation Plans
- Relatively low cost to build and maintain technical capacity for decentralised rural sanitation service delivery, with big contribution to achieving sanitation targets.

Policy recommendations included:

- There is a need to accelerate the process of rural sanitation function transfer with technical support to districts, and maximise benefits from future reforms;
- MRD should continue to lead inter-ministerial collaboration through the Functional Transfer Coordination Group;
- MRD should develop an incentive system to acknowledge, reward and motivate sub-national level performance; and
- MRD and PDRD need to continue to build in-house technical capacity to deliver trainings to sub-national levels through a systematic capacity building programme.

7.2. Decentralisation agenda and reforms – NCDD-S

This was presented by Ms. Kong Bunna, Deputy Director of Policy Analysis and Development (NCDD-S) who provided an update on the progress of decentralisation, a brief overview of D&D reforms to-date and the status of the sub-decree of upcoming district reforms. The district reform is expected for 2020 with associated changes to planning and budget transfer processes with Sub-National Administrations (SNAs). The progress towards the transfer of functions and resources of ministries and institutions includes the following:

- 14 ministries have transferred functions and resources (education, health, environment, rural development, agriculture, water resources, mining and energy, trade, tourism, land management, arts and culture);
- Ten ministries have completed functional analysis reports and functional reviews;
- Four ministries have transferred functions and resources to SNA; and
- 12 ministries have transferred 600 functions related to administrative services to one window service office of the City, Province, District, Khan and Municipality (Sub-Degree # 18 issued on 08 February 2017).

It was noted that some line ministries do not have ownership of functional transfer and are hesitant to pursue the agenda, but this could be based on miscommunication. There are some issues when ministries have delegated functions but do not transfer financial resources whilst others do not trust that sub-national authorities have sufficient capacity.

7.3. Financial analysis of decentralised rural sanitation service delivery – TA Team / Sevea

On behalf of the TA team, Ms. Vasonita Men, Sevea presented the key findings from the study on the financial analysis related to district budget allocation for the next phase of Rural Sanitation Functional Transfer to sub-national levels. The TA developed a financial model based on costs of decentralised services delivery aiming to achieve targets set by the National RWSSH policy. The model considered all activities required to establish decentralised function (e.g. set up District Working Group, hold quarterly meetings, etc.) as well as provide one year support. It used data collected from multiple sources and analysed the roles, responsibilities, fixed and variable costs of each level of government. It was clarified that the costs presented did not include many of the other costs associated with ODF including CAPEX, operations and maintenance, pro-poor support/subsidies, ODF re-verification, etc. Therefore, this costing is not a direct comparison of the NAP II costs related to ODF. It modelled sanitation coverage by 2025 and 2028 with and without decentralisation technical support.

8. Roles and responsibilities for decentralised rural sanitation service delivery

In order to encourage open discussions about the roles and responsibilities under decentralised rural sanitation service delivery, a group discussions were organised at the National Learning Event. This provided an opportunity for groups to define and map roles and responsibilities of different levels of government (commune, district, provincial and national). Mr. Pao Him, Project Coordinator and WASH Specialist, DRSSD TA team organised participants into six mixed groups (with all levels of government represented where possible) to discuss six topics:

- Policy and strategy setting
- Planning and budgeting
- Reporting
- Sanitation demand triggering
- Training/capacity building
- Monitoring and evaluation

Based on the discussions it was apparent that through the decentralisation pilot, the roles and responsibilities have become well-defined and communicated with national agencies and sub-national authorities. All groups were able to clearly describe which agency is responsible for which activity (see Annexure III for detailed responses).

The O'reang Ov District representative highlighted the lack of support on village and commune open defecation free (ODF) verification processes. He noted that villages, communes and districts work hard to achieve ODF, and they seek recognition for all their hard work from provincial and national levels of government as well as support to verify and make ODF status official. ODF verification was discussed as an issue requiring more attention. H.E. Phuong Sophea (MRD) (new to the sanitation sector) asked who is responsible for ODF assessment and verification. Dr Long Sayteng's, Director of the Department of Rural Health Care, responded that MRD sets the guidelines but that ODF verification is everyone's responsibility following these guidelines. He pointed out the value of celebration activities to recognise progress (which have to date been primarily supported by development partners, not government budget). Sous Kong from PDRD Kampong Speu went further acknowledging that verification is PDRD's responsibility, but noted that there is no operational budget to do so.

The last item in the roles and responsibilities section of the learning event programme was a presentation on the *Draft Operational Manual for Decentralised Rural Sanitation Service Delivery* delivered by Mr Lim Bun (TA team). This is a manual drafted as part of the TA and submitted to NCDD-S for their consideration, and further consultation with MRD and MEF before finalisation and dissemination. It includes four chapters which provide guidance on the establishment and management of decentralised functions. The chapters are:

- Chapter 1: Overview of the rural sanitation function transfer pilot projects;
- Chapter 2: Preparation and implementation of district rural sanitation work plan;
- Chapter 3: Budget flow, budgeting and accountability mechanisms to monitor and evaluate budget expenditures; and
- Chapter 4: Rural sanitation monitoring, evaluation and reporting

A draft was prepared during the first phase of the TA. This draft was updated and a chapter on budget flows added in the second phase of the TA. Copies of the draft manual were printed and distributed to all participants at the National Learning Event.

9. Sharing lessons with peers through poster marketplace

In order to maximise peer-to-peer learning opportunities, prior to the learning event, district and provincial partners were expected to reflect on what they had learnt from their experiences with decentralised rural sanitation service delivery. The TA team collected and collated responses to the following questions:

- What are you most proud of with regards to sanitation in your district?
- What have been the most important changes that have occurred to improve sanitation service delivery?
- Sustainability: How will you maintain and continue sanitation progress?
- What are the biggest challenges remaining?

All of this information was compiled into posters by the TA team and printed for display (see Annexure II). Graphs of sanitation progress over the last 3 or 4 years was also included. This early preparation for the learning event ensured participants had already reflected on lessons from their experiences and were ready to share these, ask questions of each other and maximise their learning opportunities. The session involved someone from each district and province staying with the posters placed around the walks of the room to answer questions by other participants.



Kampong Speu province PDRD lead, Mr. Pasoung Soukhun, presented a summary of his poster including an overview, what DRSSD project implementation has entailed, some key concerns, challenges and recommendations for further improvement. Kampong Speu aims to achieve ODF status by 2023.

Following the group work, Phnom District and O'reang Ov District representatives were invited to deliver presentations responding to three questions pertaining to what they are most proud of, what they have learnt from other districts and what support they need from provincial and national levels to continue implementing their sanitation plans. For ongoing support, both districts mentioned a need for more budget, pointing out that the current \$700 is not sufficient and requesting improved timeliness of budget transfer. See Box I for detailed responses.

Box I. Reflections by districts on decentralisation pilot

Thpong District

- **What three things are you most proud of in your district?**
 - The Water and Sanitation Committees are well-organised at both district and commune levels and are responsible for their sanitation and hygiene duties.
 - The Board of Governors and Councils are empowered and have a strong desire for clean water and sanitation. They always raise sanitation issues to inspire people.
 - District sanitation coverage has increased from a baseline of 29% to 64% currently.
- **What have you learnt from other districts today?**
 - Experiences of preparing and implementing District Sanitation Plans and budgets.
 - Coordinated strategies and methodologies for safe water and rural sanitation work.
 - Challenges and action taken to overcome these to reach the national sanitation goal by 2025.
- **What support do you need from provincial and national levels?**
 - Continue technical support (TA)
 - Increase budget (\$3-6,000 per year is required) and transfer the budget on time.
 - More training, practice and support after training sessions including refresher trainings on BCC and CLTS.

O'reang Ov District

- **What three things are you most proud of in your district?**
 - Signed an agreement between the District Sanitation Committee (DSC) Chairperson and the Director of Rural Health Care Department (RHCD), MRD, and re-activated the DSC and Commune Sanitation Committees with clear roles and responsibilities assigned.
 - Prioritised sanitation activities in the district and commune investment programmes. Allocated commune and district budget for sanitation activities.
 - Increased collaboration and mobilised resources from development partners and the private sector in order to enhance rural sanitation coverage towards open defecation free (ODF) status.
 - District sanitation coverage stands at 81% as of June 2019.
- **What have you learnt from other districts today?**
 - How to make ODF communes from other districts, and how to reach ODF district from other provinces.
 - How to promote rural sanitation within villages and communes towards ODF, including how to promote toilet construction and problem solving.
 - How to sustain ODF status.
- **What support do you need from provincial and national levels?**
 - Functional transfer budget should be transferred on time and the budgeted amount should be \$3-5,000 per year (more than the current \$700 for each district).
 - There is a need to train the District Council and District Board of Governors.
 - More support is needed to declare ODF villages and commune so that this motivates further achievement.
 - Need support to strengthen the monitoring and evaluation (M&E) systems.
 - Set up clear functional transfer budget code and the instructions on the budget with the exact amount.

10. Panel discussion

Mr. Virak Chan, World Bank, facilitated a panel discussion with the FTCCG members as well as district and provincial representatives. The panelists included:

- MRD – Dr. Long Sayteng
- National Treasury – Mr. Chumkosol Mony
- NCDD – Ms. Kong Bunna
- PDRD Kampong Speu – Mr. Pasoung Saokun
- District – Mr. Vorn Sipha, Samakey Meachey District

The first section of the panel discussion focussed on the **views of different stakeholders on the decentralisation of functions** to districts. Dr. Lon Sayteng, Director of DRHC (MRD) responded that with a focus on reaching ODF (referring to ODF plans), it is good to transfer the function to districts to increase ownership of these plans. Mr Pasoung Soukun, PDRD (Kampong Speu province) referred to earlier commune council elections (2002) when commune councils did not understand anything about their roles and decentralisation. He commented that commune councils now have a much better understanding, can use all the money allocated or transferred to them due to their capacity being built by many different organisations over time. It seems likely that districts which are having difficulties now (for example, to use function transfer budget), will be able to achieve the ODF target with sufficient resources. He noted that many of the district sanitation committees are highly motivated, with many working without any compensation (especially the Commune Council for Women and Children - CWC).

The district representative, Mr. Vorn Sipa, Samakey Meachey District commented that decentralisation is good, however, in 2020 when all districts receive decentralised functions for water, rural sanitation and rural roads, there will still be issues. The national level should continue to support districts on how to use budgets.

Mr. Chum Kosal Mony, from the National Treasury advised that districts should not be too worried about the budget. The 2019 budget has already been transferred and MRD and MEF have communicated with each other to take this task forward.

Discussing **progress of decentralisation**, Mrs. Kong Bunna, NCDD-S representative, reflected that she is happy to see that the progress in rural sanitation from functional transfer to districts has been so quick (30% to 60%-70% sanitation coverage) and that some districts like Basedth are almost ODF. It is the decision of the Royal Government of Cambodia (RGC) to restructure district level government. It is planned that there will be about 50 staff per district. As functions will be transferred in 2020, NCDD hopes that MRD will support districts so they are technically capable to implement the functions.

H.E Phoung Sophea, Under Secretary of State (MRD), noted that he is a member of the budget planning committee and his ideas differed from the National Treasury (NTR). MEF noted that the MRD does not need to include the budget in the budget plan. It is MRD's role to transfer functions but not budget. So the districts need to prepare the budget plan for sanitation activities and submit to MEF for approval. Mrs. Kong Bunna, NCDD added that NCDD-S's working group has studied resources to be transferred to districts once the function is transferred. The financial analysis presented by TA team / Sevea could be the basis for budget allocation.

Chan Virak raised the issue concerning the **targets set in the NAP 2 for decentralisation**, which states that by 2023 functional transfer from MRD for rural sanitation will be only 40 districts, asking whether this target will increase. Dr Sayteng's (MRD) response was that it is a political decision to decentralise to all districts, but questioned how this could occur if the budget ceiling did not increase. In the original plan, 12 provinces were to be included for decentralisation, but in the new plan MRD have the same budget for 26 provinces. MRD also hoped to mobilise resources for up to 13 provinces. When asked how he planned to help districts achieve targets, Mr. Pasoung Soakun (PDRD) commented that they will work with the Provincial Working Groups (PWG), where all District Working Group sanitation officers are members and also the private sector as well. He hoped that the Provincial Governor will remain active with PWG members working hard to achieve their plans.

The district representative was invited to describe the strengths of their D&D implementation plan. Mr Vorn Sipa mentioned that the mechanisms established are very important, such as the establishment of the District Working Groups. All the communes have a commune focal point in Sammeaki Meanchey district. The lesson learnt in this district is that they do not need the commune chief as the commune focal point, and that a CCWC focal point is more suitable. He said that if there are issues with the budget, then they invite the commune chief to attend. Commune involvement is important in planning, and so is support to them to ensure accurate monitoring. There have been cases where communes make up numbers so the data is not accurate.

Mr Vorn Sipa noted that his biggest challenge at the district level is figuring out how to reach ODF by 2023. At the beginning sanitation coverage was fast, but once it reached 90% coverage it is very hard. Some poor people need a discount or financial help, and for this partners like NGOs are important.

On the **issue of sustainability**, Chan Virak asked MRD what will MRD, provinces, PDRD and districts do to continue this project after the SNV TA phases out. Dr Longsayteng responded that this is government's mandate, and thanked the

World Bank and SNV for support so far, committing that the department would continue the work. PDRD representatives commented that projects come and go but it is the government programmes that remain. He committed to “continuing what SNV has been supporting us to do” and to use the PWG structure and procedures to achieve the government set goal of ODF by 2025.

H.E Phoung Sopheap, Undersecretary of State of MRD, he also agreed and he made some recommendations to MRD and PDRD as follows: MRD continue to provide capacity building; and that MRD continue to use the M&E guidelines, processes, tools and methodologies to monitor progress and results.

Noting that there is clear vision to achieve ODF, Chan Virak asked representatives what incentives would help achieve this target. Mrs. Kong Bunna, NCDDS, said the government needs an incentive model. The incentive schemes already used for the education sector could be a useful model. Dr. Long Sayteng also agreed to discuss options with relevant institutions. He stated that Rumdoul district, Svay Rieng province just had recently been declared ODF and that the awards ceremony there had provided good incentives. Involving monks, hosting big events and recognitions through giving medals are also good incentives.

At the end of the panel session, MRD reasserted their commitment to reaching ODF and collaborating with other ministries for this. NCDD-S, committed to continuing coordination and cooperation with other institutions. NTR noted that there is a need to provide refresher trainings so districts can expend budget.

11. Closing session

In the final session the participating districts were presented with a certification of thanks and recognition for their involvement in the decentralisation pilot projects.

H.E Phoung Sopheap (MRD) delivered the closing remarks. He observed that there has already been good progress towards reaching ODF status in some districts and communes with the help of NGOs. He commented that:

- Some challenges remain due to lack of budget. MRD is planning to resolve this by improving resource mobilisation through several approaches;
- He supports the final draft of the Operational Manual shared, and committed that MRD will continue to discuss with other ministries to reach a common agreement before submission for endorsement by the Minister;
- The results of the study related to financial analysis by Sevea Consulting Services should be harmonised and compared with results of NAP 2 by the MRD;
- The Government’s M&E guidelines and tools will also focus on the district ODF verification and measurement processes;
- MRD will explore the possibility of transferring more functions;
- MRD will assess the possibility for SNAs to sustainably implement these functions on their own.



12. Conclusion

Overall the National Learning Event achieved its learning objectives. There was a high level of MRD involvement, particularly with the Permanent Secretary of State presiding over the event and numerous senior officials attending. MRD and PDRD stated their commitment to continuing the decentralised rural sanitation service delivery work and support sub-national authorities. The participants were able to express the benefits of decentralising rural sanitation service delivery, including:

- The impact of the Technical Assistance pilot projects in terms of increase in the sanitation coverage in the target districts; strong governance systems as well as clear roles and responsibilities;
- The draft Operational Manual, which documents the establishment, monitoring and evaluation, financing and reporting formats for decentralised rural sanitation service functions;
- Strong local ownership, commitment and problem solving from districts and communes; and

- Demonstrated capacity of districts and sub-national authorities to manage District Sanitation Plans through the District Working Groups.

The National Learning Event provided a good opportunity for direct interactions between national sub-national levels, and a chance for districts to share what they are proud of and the challenges they are facing. The need for more recognition from national levels and lack of budget to verify ODF was a concern that emerged through discussions at the event. The panel discussion explored this and the possible incentives. MRD acknowledged that resources are a constraint, but committed to continue to advocate for more budget for sanitation, encouraging districts to do the same. The financial analysis undertaken by the TA showed again that current resources are inadequate, and that decentralising rural sanitation service delivery is a cost-effective means to reach ODF targets.

13. Annexure I: Agenda for National Learning Event to Share and Capture Lessons for the Technical Assistance for Decentralised Rural Sanitation Service Delivery (TA DRSSD)

Date: 7 August 2019

Location: Sunway Hotel, 1 Street #92, Phnom Penh

Participants: MRD, MEF/NTR, NCDD, World Bank, PDRD and PA, DoRD and DA, Communes, development partners and TA team

Introduction and background

In 2014, the Royal Government of Cambodia adopted the National Strategic Plan for Rural Water Supply, Sanitation and Hygiene (NSP-RWSSH) for 2014-2025, providing a target for the rural sanitation sector to achieve universal (100%) coverage by 2025, as well as a broad framework for how sanitation services are to be delivered. Decentralisation reform in Cambodia involves the planned transfer of roles, responsibilities and resources to district and commune levels, so that sub-national governments can exercise appropriate functions with greater responsiveness and accountability. The decentralisation of rural sanitation service delivery has been piloted over two projects supported by the World Bank (Phase 1 in 2016-17; Phase 2 in 2018-19) with SNV providing technical assistance (TA) for both. As Phase 2 of the TA nears completion the National Learning Event will bring the national and subnational authorities (SNAs) together to facilitate knowledge exchange and peer-to-peer learning.

Learning Objectives

- Share success, challenges and lessons learned through TA DRSSD Phase I and II for rural sanitation service delivery
- Provide a platform for national ministries to provide an update on the national decentralisation and deconcentration agenda, including confirming and defining decentralised roles and responsibilities
- Discuss options to take forward lessons and approaches developed under the pilot TA
- Facilitate dialogue between stakeholders to accelerate uptake and progress and inform rollout strategies.

Time	Activity
8.00– 8.30 am	Registration
8.30 – 8.35	Introduction - Mr Lim Bun (MC), SNV TA team
8.35 – 8.40	Welcome – Ms Inga-Elizabeth Hawley, SNV Country Director
8.40 – 9.00	Opening remarks by H.E Sous Kong, Secretary of State, Ministry of Rural Development
9.00 – 9.20	Progress and lessons from TA DRSSD – Ms Bronwyn Powell, SNV TA team
9.20 – 9.40	Decentralisation agenda and reforms – Ms Bunna, NCDD
9.40 – 10.00	Financial Analysis of Decentralised Rural Sanitation Service Delivery – Ms Vasonita Men, TA team/ Sevea
10.00 – 10.30	Coffee Break
10.30 – 11.40	Small group activity: Roles and responsibilities in decentralised rural sanitation service delivery and lessons from sub-national authorities from pilot projects. Facilitator – Mr Pao Him
11.40 – 12.00	Overview of Operational Guidelines for Decentralised Rural Sanitation Service Delivery – Mr Lim Bun, SNV TA team
12.00 – 1.30	Lunch break
1.30 – 3.00	District market place to share lessons from piloting decentralised rural sanitation service delivery
3.00 – 3.20	Overview of lessons from the districts presented by Oreang Ov and Thpong district representatives
3.20– 3.30	Participant question brainstorming for panel session
3.30 - 4.00	Coffee break
4.00– 5.00	Panel discussion on future planning and next steps for national ministries, provinces and districts – Facilitated by Mr Chan Virak, World Bank
5.00 – 5.30	Closing session - Mr Lim Bun (MC) Final comments from MRD representative

រដ្ឋបាលខេត្តកំពង់ស្ពឺ

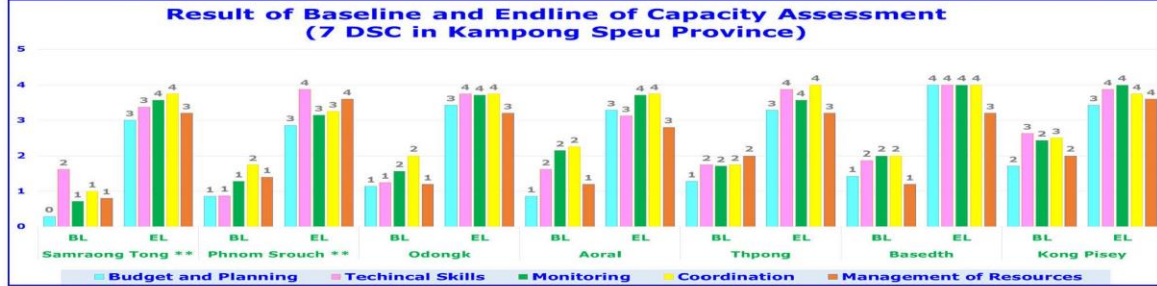
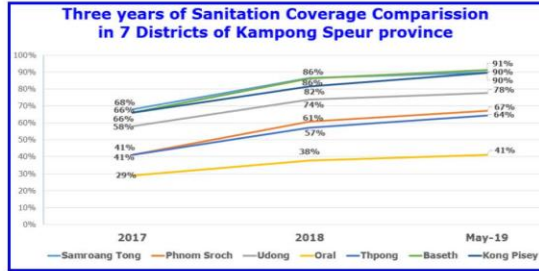
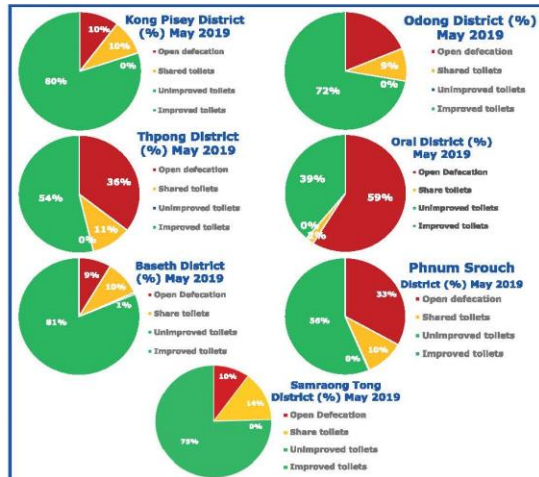
ការផ្តល់ជំនួយបច្ចេកទេស គម្រោងផ្តល់សេវាអនាម័យជនបទដ្ឋបាលខេត្តកំពង់ស្ពឺ
អនាម័យក្រុមជនបទ ២០១៧ - ២០១៨ - ២០១៩ របស់ខេត្តកំពង់ស្ពឺ

អ្វីដែលខេត្ត មានសេវាសាងសង់ផ្តល់សេវាអនាម័យ ក្នុងខេត្តកំពង់ស្ពឺ រួមមានចំណុចសំខាន់ៗដូចខាងក្រោម៖

- រដ្ឋបាលថ្នាក់ខេត្ត ក្រុង ស្រុក សង្កាត់ ឃុំ និងសហគមន៍ បានយល់ច្បាស់ថាការងារ អនាម័យគឺជាការងាររបស់ខ្លួន ឈប់រង់ចាំមន្ទីរអភិវឌ្ឍន៍ជនបទ/ក្រសួងអភិវឌ្ឍន៍ជនបទឬមន្ទីរពាក់ព័ន្ធ និងអង្គការដៃគូជូនជំនួយទៀតហើយ។
- រដ្ឋបាលថ្នាក់ក្រោមជាតិ មានភាពជាម្ចាស់ លើការងារលើកកម្ពស់អនាម័យនៅក្នុងមូលដ្ឋានរបស់ខ្លួន ហើយសហគមន៍ ឬ ប្រជាជន ក៏មានភាពជាម្ចាស់លើការងារអនាម័យ នៅតាមខ្នងផ្ទះរបស់ខ្លួនដែរ។
- PWG ដំណើរការកិច្ចប្រជុំទៀងទាត់បានល្អ និងមានផែនការ ODF ខេត្តដែលត្រូវសម្រេចឲ្យបាននៅដំណាច់ ឆ្នាំ២០២២។

ការផ្តល់ជំនួយសំខាន់ៗ ដែលបានកើតឡើងនៅក្នុងខេត្ត ដើម្បីលើកកម្ពស់ការផ្តល់សេវាអនាម័យជនបទដ្ឋបាលខេត្ត

- រដ្ឋបាលក្រុង ស្រុក សង្កាត់ ឃុំ បានវិភាគនីតិវិធីវិភាគប្រចាំឆ្នាំនិងពាក់ព័ន្ធ របស់ខ្លួនលើការងារអនាម័យ។ មន្ទីរអភិវឌ្ឍន៍ជនបទ មន្ទីរពាក់ព័ន្ធ និងអង្គការដៃគូ បានជួយគាំទ្រដល់គណៈកម្មការទឹកស្អាត សុខភាព និង អនាម័យ ក្រុង ស្រុក សង្កាត់ ឃុំ កាន់តែច្រើនជាងមុន។
- នៅទូទាំងខេត្ត មានចំនួនអ្នកផ្គត់ផ្គង់សម្ភារៈសម្រាប់សាងសង់ និងក្រុមជាងដំឡើង ក្នុងការផ្តល់សេវាអនាម័យ នៅមូលដ្ឋានច្រើនជាងមុន ហើយសហគមន៍ ឬ ប្រជាជន មានការផ្តល់ជំនួយបច្ចេកទេស ពីការបន្ទាបបង់ពាសវាលពាសកាល មកសាងសង់ និងប្រើប្រាស់បង្គន់អនាម័យ នៅតាមខ្នងផ្ទះរបស់ខ្លួន ដោយប្រើប្រាស់ ថវិកាផ្ទាល់ខ្លួន ឬ កម្ចីពីស្ថាប័នមីក្រូហិរញ្ញវត្ថុ។
- មានការបណ្តុះបណ្តាលជំនាញ CLTS ឬ BCC តាមរយៈ TOT ក្រុមការងារថ្នាក់ខេត្ត ហើយថ្នាក់ខេត្តយកចំណេះដឹង ទៅបណ្តុះបណ្តាលបន្តដល់ DWG និង CWG។



ចំណេះដឹងស្តីពីការងារអនាម័យជនបទដ្ឋបាលខេត្ត

- បន្តជំរុញ DWG និង CWG អនុវត្តផែនការ ODF ស្រុក ឃុំ សង្កាត់ ភូមិ និងបន្ទាប់ពីភូមិ សង្កាត់ ឃុំ ទទួលបាន ODF ត្រូវបន្តធ្វើផែនការ Post ODF បន្តទៀត។
- បន្តពង្រឹងយន្តការត្រួតពិនិត្យ វាយតម្លៃ លើការងាររដ្ឋបាលដូចជា បទបញ្ជាផ្ទៃក្នុងវិធានការរដ្ឋបាល។ល។ (ចំពោះភូមិ ឃុំ ODF) និងជំនាញបច្ចេកទេសរួមមាន ការដំឡើងលូពីរជួរឆ្លាស់គ្នា ការប្រើប្រាស់លូស្តូត និងការវិភាគនីតិវិធីស្រុក និងឃុំសម្រាប់អនុវត្ត ការងារអនាម័យជាដើម ។ល។ ដល់ DWG និង CWG។
- បន្តគាំទ្រដល់ DWG និង CWG លើការសហការជាមួយ ស្ថាប័នមីក្រូហិរញ្ញវត្ថុក្នុងការផ្តល់ប្រាក់កម្ចី និងសប្បុរស វិស័យឯកជន លើការផ្គត់ផ្គង់សម្ភារៈសម្រាប់សាងសង់បង្គន់អនាម័យ ក្រុមជាងដំឡើងនិងបង្កើតឲ្យមានក្រុមបុគ្គលជាដើម។ល។

បញ្ហារប្រឈមមួយចំនួនដែលនៅសេសសល់ដល់បង្គន់អនាម័យ

- តំបន់ប្រឈមមួយចំនួន ដែលមានដីរឹង ជីកមិនដាច់ និងតំបន់មួយចំនួនទៀត ស្ថិតនៅឆ្ងាយពីទីប្រជុំជន។
- ចំនួនគ្រួសារ/ខ្នងផ្ទះមានជនងាយរងគ្រោះគ្រួសារក្រខ 9 និងក្រ២ជាដើម។ល។ ដែលយើងត្រូវការគាំទ្រ ឬ វិនិយោគច្រើនសម្រាប់ជួយពួកគាត់ឲ្យសាងសង់បង្គន់ប្រើប្រាស់។
- PWG/ មន្ទីរអភិវឌ្ឍន៍ជនបទ មិនមានខ្លួនថវិកាខ្លួនឯងសម្រាប់គាំទ្រ DWG និង CWG ឲ្យដំណើរការកិច្ចប្រជុំទៀងទាត់ទេគឺពឹងផ្អែកស្ទើរទាំងស្រុងទៅលើអង្គការដៃគូ។



ស្រុកតំបែរ ខេត្តស្វាយរៀង

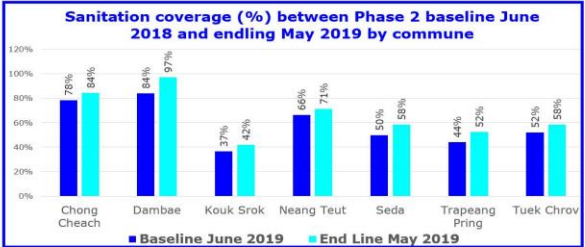
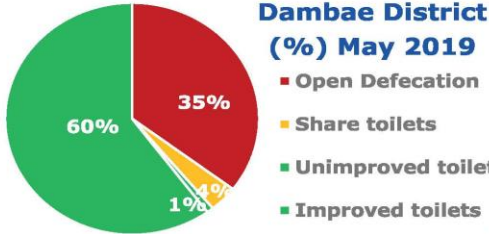
ការផ្តល់ជំនួយបច្ចេកទេស គម្រោងផ្តល់សេវាអនាម័យ ជនបទតាមបែបវិទ្យុស្តីការ

អ្វីដែលស្រុកតំបែរ មានមានភាពជំនុំគំនិតចំពោះការងារអនាម័យ នៅ ក្នុងស្រុក រួមមានព័ត៌មានសំខាន់ៗដែលបានបញ្ជាក់ដូចខាងក្រោម៖

- ប្រជាពលរដ្ឋទូទាំងស្រុកមានការផ្លាស់ប្តូរឥរិយាបថ បានកើនឡើង ដែលចាប់ពី ៤៤% ឆ្នាំ២០១៦ កើនដល់ ៦៤.៦១% ឆ្នាំ២០១៩។
- ចាប់តាំងពីអនុវត្តកម្មវិធីផ្ទេរមុខងារអនាម័យ នៅទូទាំងស្រុកតំបែរ បានទទួលភូមិ ODF ចំនួន ១២ភូមិ។
- រដ្ឋបាលឃុំបានសម្រេចចិត្ត វិភាជន៍ថវិកាមូលនិធិ ឃុំមួយចំនួន សម្រាប់ជម្រុញការងារផ្តល់សេវាអនាម័យជនបទ។
- សកម្មភាពបំផុស BCC ។

ការផ្លាស់ប្តូរសំខាន់ៗ ដែលបានកើតឡើងក្នុងអាយត្រូប្រយោជន៍សំគាល់ ដើម្បី លើកកម្ពស់ការផ្តល់សេវាអនាម័យជនបទ សម្រាប់ស្រុកតំបែរ មានដូច ខាងក្រោម៖

- មានគណៈកម្មការអនាម័យស្រុក ទទួលខុសត្រូវក្នុងការអនុវត្តកម្ម វិធីផ្តល់សេវាអនាម័យជនបទ។
- មានជំនាញបំផុស BCC និងការរៀបចំផែនការរបស់គណៈកម្មការ អនាម័យស្រុកក្នុងការជម្រុញ ការផ្តល់សេវាអនាម័យជនបទ។
- មានការគ្រប់គ្រងទិន្នន័យបានត្រឹមត្រូវពីភូមិ ឃុំ និង ថ្នាក់ស្រុក សម្រាប់តាមដានការរីកចម្រើនពីអនាម័យប្រចាំខែ ត្រីមាសនិង ឆ្នាំ



ចំពោះនិរន្តរភាព: ការគាំទ្រទៅថ្នាក់ស្រុក ដើម្បីលើកកម្ពស់ ការរីកចម្រើនផ្នែកអនាម័យជនបទ មានព័ត៌មានសំខាន់ៗ មួយចំនួន ដូចខាងក្រោម៖

- ពង្រឹងការទទួលខុសត្រូវរបស់គណៈកម្មការអនាម័យស្រុក ក្នុង ការផ្តល់សេវាអនាម័យជនបទ ឲ្យកាន់តែប្រសើរឡើង។
- សម្របសម្រួលជាមួយរដ្ឋបាលឃុំ ឲ្យបន្តវិភាជន៍ថវិកាមូលនិធិ ឃុំ សម្រាប់លើកកម្ពស់ការផ្តល់សេវាអនាម័យជនបទ។
- គណៈកម្មការអនាម័យស្រុក ធ្វើការទំនាក់ទំនងជាមួយអង្គការ សង្គមស៊ីវិល សប្បុរសជន និងដៃគូផ្សេងៗទៀត ឲ្យចូលរួម សកម្មភាពលើកកម្ពស់សេវាអនាម័យជនបទ ។

បញ្ហារប្រឈមដ៏ធំដុំដែលនៅសេសសល់ និង នៅបន្ត កើតមានឡើងនៅថ្នាក់ស្រុក ដូចខាងក្រោម៖

- ប្រជាជនក្រីក្រ (ក្រៀម) មិនមានលទ្ធភាពធ្វើបង្គន់ និង គ្រួសាររស់នៅចម្ងាយ។
- មិនមានធនធានគ្រប់គ្រាន់ (ហិរញ្ញវត្ថុ) សម្រាប់អនុវត្ត សកម្មភាពអនាម័យឲ្យពេញលេញ។
- ខ្វះអ្នកផ្គត់ផ្គង់បង្គន់អនាម័យនៅតាមបណ្តាឃុំ មួយចំនួន ក្នុងស្រុក។

15. Annexure III. Roles and responsibilities

The following are the results of small group discussions on roles and responsibilities for DRSSD. Overall responses show participants had a good understanding of the roles and responsibilities at different levels.

Table: Level of government and relevant functions

Topics	National (FTCG, MRD)	Province (PA/PDRD)	District (DSCs)	Commune (CCWs)
Policy and strategy setting	<ul style="list-style-type: none"> • Transfer sanitation functions to SNAs. • Disseminate and support policies/human resources training and regulatory standards. • Provide training on budget usage and expenditure principles. • Financial function decentralisation. • Monitor/evaluate policies and regulatory standards. • Technical guidelines development and training to SNAs for their use. • Allocate and transfer budget on time. • Plan up to 4000\$ per year for budget. • Encourage PWGs/DWGs/CWGs to set sanitation goals linked to the NSP of the RGC. 	<ul style="list-style-type: none"> • Disseminate and train district/commune on policies. • Support and implement policies and guidelines. • Strategise with DWGs/CWGs to collect district reports and submit to MRD. • Strategise incentive systems for ODF villages/communes/districts. • Introduce M&E guidelines to DWGs/CWGs. • Introduce sanitation goals and ODF planning to DWGs/CWGs 	<ul style="list-style-type: none"> • Introduce guidelines and provide directions to CWGs to implement guidelines. • Set district and commune sanitation goals based on the national sanitation plan (NSP) of the RGC. • Monitor and evaluate the action plan and budget implementation. • Support DWGs. 	<ul style="list-style-type: none"> • Implement guidelines by national levels after receiving training from PWGs and DWGs. • Trigger toilet construction at village. • Develop action plan and budget preparation to support village sanitation.
Planning and Budgeting	<ul style="list-style-type: none"> • Meeting with PWGs to develop annual workplan and budget (Provincial Action Plan - PAP+ODF). • Disseminate PAP and ODF plan to SNAs for implementation. • Oversee PAP and ODF plans and practices of SNAs. • M&E planning to support and spot-check DWG's/CWG's activity implementation. 	<ul style="list-style-type: none"> • Through PAP and ODF action plan and budget, guide DWGs/CWGs to develop district sanitation action plans and budgets. • Support DWGs for district sanitation plan and budget preparation. • M & E planning to support DWGs and spot-check CWG's plan implementation. • Support DSC meetings to review DSC's plans and sanitation progress. 	<ul style="list-style-type: none"> • District sanitation plan and budget development. • Joint action planning with communes. • Coordination for commune data collection. 	<ul style="list-style-type: none"> • Village information and data collection plan preparation. • BCC and CLTS training plan preparation. • BCC and CLTS budget plan preparation.

Reporting	<ul style="list-style-type: none"> • Collect reports from provinces to evaluate the same. • Schedule report collection from provinces to avoid delays. • Review and coordinate with provinces for report improvements. • Filing documents and reports at head offices (MRD). 	<ul style="list-style-type: none"> • Assist and facilitate DSCs in timely report submission. • Schedule report collection from districts to avoid delays. • Collect and review DSC reports and submit to national level. • Filing documents and reports at provincial offices. 	<ul style="list-style-type: none"> • Prepare quarterly reports and submit to PDRDs with a copy to Provincial Administration (PA). • Collect commune data/information to prepare reports to submit to the PDRDs and CC to PA. • Capacity assessment of CWG staff on report writing skills. • Filing documents and reports at district offices. 	<ul style="list-style-type: none"> • Accept report format and the flows of reports. • Collect village data and information to produce reports to submit to districts and development partners. • Filing documents and reports at commune offices.
Sanitation demand triggering	<ul style="list-style-type: none"> • Prepare guidelines or procedures for triggering performance at provincial levels. • Schedule and strengthen capacity of provincial staff in sanitation triggering for district or commune triggering activities. • Disseminate NSP to SNAs on sanitation (goal of 100% sanitation coverage by 2025) 	<ul style="list-style-type: none"> • Disseminate and provide training on national guidelines and procedures for sanitation triggering activities at district levels. • Disseminate national goals for sanitation (on safe water and sanitation by 2025.) • Collect baseline sanitation information and data from districts for strengthening and promoting rural sanitation to local authorities. 	<ul style="list-style-type: none"> • Introduce and provide coaching on the national guidelines or tools for sanitation triggering to commune levels. • Develop District Sanitation Plan (DSP). • Strengthen DSCs' roles and responsibilities to implement the DSP. • Mobilise financial resources from development partners to support rural sanitation activities. • Conduct quarterly meetings to review practices and promote toilet construction. • Train CWGs (CCWCs) to mobilise resources, suppliers or SMEs. 	<ul style="list-style-type: none"> • Work with citizens to ensure rural sanitation is prioritised in their lives. • Promote participation of people in sanitation activities. • Mobilise development partners and suppliers to be involved with rural sanitation activities. • Take on rural sanitation as their own tasks/functions. • Implement guidelines/procedures disseminated by MRD for sanitation triggering activities. • Implement sanitation triggering activities.
Training/Capacity building	<ul style="list-style-type: none"> • Build capacities of SNAs on budget flow, budget operations and procedures for budget settlement through provincial learning events. • Build capacity on commune ODF approach through SNAs through exchange visits. • Train SNAs in BCC tools and CLTS. • Provide orientation on Phase II of decentralised rural sanitation service delivery to SNAs. 	<ul style="list-style-type: none"> • Provide BCC and CLTS training through Training-of-Trainers (ToT) approach with sanitation focal points. • Re-activate Provincial Working Groups (PWGs). • Document experiences and lessons learnt through exchange visits. • Provide leadership training to provincial sanitation focal points. 	<ul style="list-style-type: none"> • DWGs (DSOs) trained on sanitation data collection and entry. • Prepare latrine suppliers' list and support the capacity of suppliers in target areas. • DSOs trained on facilitation skills. • DSOs trained on BCC and CLTS. 	<ul style="list-style-type: none"> • CWGs (CCWCs) trained on budget settlement procedures. • CCWCs trained on BCC and CLTS.

	<ul style="list-style-type: none"> • Coach SNAs on the quarterly report format and how to write quarterly reports. • Build skills in sanitation data/information collection and data entry 	<ul style="list-style-type: none"> • Provide trainings on data/information and data entry to DSOs. 		
Monitoring and evaluation (M&E)	<ul style="list-style-type: none"> • Develop M&E tools • Evaluate decentralised rural sanitation service delivery. • Introduce national M&E guidelines and tools to SNAs. 	<ul style="list-style-type: none"> • M&E tool need to have set indicators as defined by the national level. • Conduct quarterly meetings with PWGs (4 times a year) to monitor and follow up on PWG's implementation of safe water and sanitation activities. • Follow up on DWG's and CWG's activities (once per month or quarterly). 	<ul style="list-style-type: none"> • Conduct regular quarterly meetings to monitor and follow up on DSC's rural sanitation performance and assess quarterly sanitation progress. • Monitor and follow up on commune sanitation coverage and verify the same. 	<ul style="list-style-type: none"> • Follow up on with sanitation committee and collect reports from villages. • Collect sanitation data from villages. • Monitor, follow up and promote household toilet construction.