



**The Royal Government of Cambodia
National Committee for Sub-National Democratic Development**

Operational Manual on
Pilot Implementation of Rural Sanitation Function Transfer to District Administrations

Contents

Preface	3
Introduction.....	4
Chapter I	1
Chapter 1: General overview on rural sanitation function transfer pilot implementation	2
1.1 Definitions	2
1.2 Legal Framework	2
1.3 Establishment of the District Working Group.....	3
1.4 Roles and responsibilities of stakeholders.....	4
Chapter 2: Preparing and implementing rural district sanitation plans	9
2.1. Preparing District Sanitation Plan	9
2.2. Implementing district sanitation plans.....	22
Chapter 3: Budget: Accountabilities for budget flow, planning, monitoring and evaluation	26
3.1. Budget flows and sources of budget	26
3.2. Budgeting and budget implementation.....	28
3.3. Accountability and monitoring and evaluation of functional budget usage.....	28
Chapter 4: Monitoring and evaluation and progress reports	31
4.1. Data management (including baseline data establishment).....	31
4.2 Monitoring (Preparation of Monitoring and Evaluation Mechanism and Reporting).....	32
4.3. Evaluation.....	32
4.4. Forms for monitoring on district-wide sanitation programme implementation	33

Preface

Functional and resource transfer of service delivery and local development to sub-national administrations is an important achievement in the implementation of democratic development reforms at the sub-national levels. In order to ensure the fundamentals for the implementation of functional roles, especially the functions related to rural sanitation, the NCDD Secretariat, the Ministry of Rural Development, the Ministry of Economy and Finance together with development partners and civil society prepared and piloted rural sanitation service delivery function transfer to 15 target districts of three provinces: Kampong Speu, Kampong Chhnang and Tbong Khmum. All 15 target districts, including Bor Seth, Kong Pisey, Oral, Oudong, Samrong Tong, Phnom Sroch, and Thpong district, Kampong Speu province and Dambae, Memot, O'raing Ov, Ponhea Krek and Tbong Khmum district in Tbong Khmum province and Samak Meas Meanchey, Rolea B'ier and Kampong Tralach district in Kampong Chhnang (new target province) implemented the functions of rural sanitation service delivery as delegated by the MRD (Prakas on the Delegation of Function of Rural Sanitation Service to the Target Administrative District in Kampong Speu Province, Kampong Chhnang Province and Tbong Khmum Province, 094/19 MRD dated 12 March 2019).

The Function Transfer Coordination Group (FTCG) is comprised of the Ministry of Rural Development, the NCDD Secretariat and Ministry of Economy and Finance, with technical assistance from the Netherland Development Organization SNV with the support from the World Bank, updated the Operational Manual on Rural Sanitation Function Transfer Pilot Implementation to District Administrations. This is aimed at implementing the rural sanitation function transfer pilot by district administrations. In revising this manual, the Function Transfer Coordination Group and the development partners consulted with technical experts from the Ministry of Rural Development, specialized officials of the NCDD Secretariat and experts of the National Treasury Department of the Ministry of Economy and Finance to examine the on-ground situation in order to update the manual. This manual serves as a reference document for sub-national administrations to effectively and sustainably promote rural sanitation planning in their jurisdictions.

The Function Transfer Coordination Group, composed of the Ministry of Rural Development, the Secretariat of NCDD and the Ministry of Economy and Finance, hopes that by implementing the manual, the 15 district administrations and other district administrations will gain knowledge on rural sanitation planning and budgeting, monitoring and evaluation, and report preparation.

On behalf of the Ministry of Rural Development, the Ministry of Economy and Finance and the NCDD Secretariat I would like to extend my profound gratitude to the Netherlands Development Organisation SNV advisors and the World Bank's water supply and sanitation specialists who provided both financial resources and coordinated the updating of the Operational Manual on Rural Sanitation Function Transfer Pilot Implementation to District Administrations.

Phnom Penh, 2019

Introduction

The Ministry of Rural Development has been mandated by the Royal Government of Cambodia (RGC) for delivering rural sanitation functions and has operated through its provincial line departments on rural sanitation planning and implementation of relevant activities, including:

- a. Latrine construction for household, villages and communes, and public institutions (schools and pagodas);
- b. Providing training and dissemination on safe water drinking, and health and hygiene practices and other tasks related to health education;
- c. Public dissemination on rural sanitation and promotion of sanitation and hygiene standards in health centres (HC) and communities; and;
- d. Promotion of community participation and understanding of health and hygiene practices and provisions of assisting communities in community health planning.

The National Strategic Plan for Rural Water Supply, Sanitation and Hygiene 2014-25 (NSP-RWSSH) was signed on 24 January 2014 by H.E. Chea Sophara, Minister of Rural Development, expressed his commitment to the goal of achieving 100% clean water and sanitation status by 2025. To contribute to achieving this goal, the Ministry of Rural Development (MRD), with technical assistance of the Secretariat of the National Committee for Sub-National Democratic Development (NCDD-S), has developed several mechanisms such as setting up a Technical Working Group for Rural Water Supply and Sanitation and a decentralization and deconcentration Working Group. It is important to organize and coordinate the process of preparing the functional transfer checklist and reviewing functionality in line with the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans 2008 and sub-decree No. 68 of the RGC dated 10 May, 2012 of the RGC on the general process of transferring functions and resources to SNAs.

The Ministry of Rural Development understands that the function transfer to the sub-national administrations is central to the decentralization and de-concentration reform in accordance with the Rectangular Strategy Phase 4 of the Royal Government's 6th mandate. Decentralization and inclusion reform is an opportunity to increase the effectiveness of sub-national authorities (SNA) to provision for public services to reflect the key principles of good governance, including accountability, rule of law, transparency, participation, equity promotion, efficiency and effectiveness.

In terms of providing services closer to the people, citizens can also contribute to enhancing the performance and accountability of SNAs. In addition, the 3-year Implementation Plan Phase 2 of the National Program Sub-national Democratic Development (2015-2017), referred to as the IP3-2, assigned the transfer function of the Ministries and relevant institutions to sub-national administrations in connection with the transfer of both human and financial resources, both of which are crucial to the task.

Starting with the efforts of stakeholders, especially the coordination mechanism between the Ministry of Rural Development, the Secretariat of NCDD and technical assistance from development partners, especially the World Bank and the Asian Development Bank, the government issued Decision No. 39 dated May 22, 2017 signed by Samdech Akka Moha Sena Padei Techo HUN SEN, Prime Minister of the Kingdom of Cambodia. This defined the 28 functions of relevant ministries or institutions as areas of priority to the national administration. The transfer of these functions to SNAs were carried out at the stage set out in the Annex to this Decision, commencing 2017. Specifically, the Ministry of Rural Development is to transfer three functions to SNAs, including: 1) Rural Health Care and Sanitation, 2) Rural Water Supply, and 3) Rural Roads Development.

In order to achieve the National Strategic Plan on Rural Water Supply and Sanitation (2014-2025) and respond to the prioritized targets set, the Ministry of Rural Development, the NCDD Secretariat, technical and resource support from the World Bank's WASH Programme drew up a technical assistance package for two years (2015-2016) (Phase 1) with five districts in Kampong Speu province and five districts in Tbong Khmum province. In terms of enhancing the efficiency, quality, transparency and accountability of the implementation of rural sanitation functions by district administrations, the Ministry of Rural Development has continued to delegate rural sanitation functions in Phase 2 of technical support (Phase

2 from 2017 to 2019). The Ministry of Rural Development added three new districts in Phase 2 including three in Kampong Chhnang province and two new districts in Kampong Speu province. Technical assistance was provided by The Netherlands Development Organisation SNV, funded by the World Bank. In Phase 2, the existing function transfer mechanisms were encouraged to be implemented, supported and coordinated by the Ministry of Rural Development, the NCDD Secretariat and the Ministry of Economy and Finance.

The Ministry of Rural Development, the NCDD Secretariat and the Ministry of Economy and Finance, coordinated and supported the technical assistance from the World Bank's WASH Programme, and collaborated with the Netherlands Development Organisation SNV to develop a practice manual to rural sanitation pilot implementation. This manual below includes references for the implementation of the Rural Sanitation Service Delivery Agreement, signed by the Rural Health Care Department of the Ministry of Rural Development and the all 15 Target District Administrators on 26 October 2017.

This guide is divided into four chapters. Chapter 1 outlines legal frameworks related to the pilot implementation of rural sanitation functions to the 15 target districts and outlines the district administration's roles and accountabilities. Chapter 1 also outlines the importance of the key actors at district levels and the role of the commune councils, which are the main drivers for rural sanitation promotion at the local levels. Chapter 2 is a core chapter describing the design, preparation and implementation of district sanitation plans. Chapter 3 describes budget flows, budget planning and accountability mechanisms, and budget monitoring and evaluation. Chapter 4, the last chapter, describes the rural sanitation monitoring and evaluation system and progress reporting mechanisms of rural sanitation and hygiene plan implementation throughout the country. This manual is the main document for district administrations to implement rural sanitation activities within their jurisdiction in line with the strategic decentralization and deconcentration goals of the National Program for Sub-National Democratic Development, the Phase 2 and 3 Implementation Plans, as well as contributing to achieving the goals of rural sanitation as per the National Strategic Plan on Water Supply and 2014 - 2025 and the Sustainable Development Goals by 2030.

Chapter I

GENERAL OVERVIEW FOR RURAL SANITATION FUNCTION TRANSFER PILOT IMPLEMENTATION

Chapter I: General overview on rural sanitation function transfer pilot implementation

I.1 Definitions

Function: As explained in the Organic Law's Lexicon, function is an action or activity which includes public service provisions, infrastructure and others. In this functional transfer pilot, a function is described as government activities that addresses a community's needs through sustained actions that provide benefits to the community over time.

Function Delegation: This is the transfer of responsibilities, authority and discretionary rights to manage and implement this delegated function based on requirements of the respective delegation. The delegating authority retains the ownership of the delegated function.

Conditional Transfer Funds: The funds that the council shall use to manage, administer and

Example

- A) D/M fund allocation for household latrine construction: this is an activity that responds to people's needs in the community, but does not provide sustainable benefits to the community;
- B) Promotion of rural sanitation through awareness raising efforts leading to latrine construction and usage as well as living sanitary lives by families in the community. This is activity that addresses community's needs and provides sustainable benefits to the community.

perform one or more functional duties that are transferred to the council by assignment or delegation of functions or to continue administering and performing functions one or more options that the government ministries and institutions have used or for the purpose of one or more obligations as have been defined.

Rural Sanitation: Focus on changing behaviour of rural population in making individual investment and use of improved toilets for the management and disposal of human urine and excreta. Improved toilets are flush or pour-flush latrines connected to sewerage, a septic tank or a covered pit, a pit latrine with a slab or a Ventilated Improved Pit (VIP) latrine.

Pilot implementation: This is the implementation (of a programme/project) in order to study and assess feasibility, time, cost and other factors before deciding on full-scale implementation.

I.2 Legal Framework

The Law on Administrative Management of Capital, Province, Municipality, Khan, District (the Organic Law) calls for sub-national administration (SNA) to undertake the implementation of transferred or delegated function by national level. To effectively implement this Law, the Royal Government of Cambodia (RGC) has issued sub-decrees, Prakas, guidelines and the 10-Year National Programme for Sub-National Democratic Development (NP-SNDD) and its subsequent Implementation Plans.

- a) Law on Administrative Management of Capital, Province, Municipality, Khan, District

In relation to the functions and resources transfer to the sub-national administration, the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans has defined that:

- The National Committee for Democratic Development at Sub-National Level shall review the responsibilities and functions of ministries, institutions, departments, units and authorities at all levels to identify functions to be transferred to sub-national councils. The identification and

transfer of functions shall be proceeded with transfer of resources including revenue, finance, personnel, property, and capacity for managing and fulfilling the respective functions.

- Functional and resource transfer are based on the following principles:
 - Within the jurisdiction of the council;
 - Can be managed and implemented within the jurisdiction of the council;
 - Serve or benefit the people in the jurisdiction of the council; and
 - The major impact is within the jurisdiction of the council.

b) Sub-Decree

Sub-Decree No. 68 dated 10 May 2012 on the General Process for The Transfer of Functions and Resources to Sub-National Administrations determines that:

- The transfer of function and resources from ministries, institutions, departments, units and authorities at all levels shall be carried out in a systematic manner with phasing, rationale, coordination, consultation, transparency and equity in order to improve the effectiveness of public service delivery and development;
- The review of functionality must prioritise the necessary work that directly impacts poverty alleviation, improvement of the quality of life of the people and local development.

c) National Strategic Plan

The National Strategic Plan on Water Supply and Rural Sanitation 2014 - 2015 promotes sustainable access to sanitation for rural people through:

- Increased access to sanitation
- Strengthening operating systems and maintenance
- Establishing sanitary standards for schools, health facilities and other institutions in rural areas
- Encouraging people to change their behaviours for the use of clean water and use of sanitation facilities by promoting education and training on behaviour change communication (BCC) regularly.

Along with this, the National Committee for Sub-National Democratic Development and the Ministry of Rural Development (MRD) selected 15 districts in three provinces (Kampong Speu Bor Seth, Kong Pisey, Oral, Oudong, Thpong, Samrongtong, and Phnom Sruoch district, Tbong Khmum; Dambae, Memot, O'raing Ov, Ponhea Krek and Tbong Khmum district and Kampong Chhnang; Samaki Meanchey, Rolea Rolea B'ier and Kampong Tralach District) as per Prakas No. 094/19, dated 12 March 2019, for delegating sanitation functions to the district administrations.

In order to effectively implement this function, the Ministry of Rural Development has made an agreement to implement the rural sanitation service delivery pilot with all 15 target districts in Kampong Speu, Kampong Chhnang and Tbong Khmum signed on 26 October 2017. The essence of the agreement on implementing the rural sanitation service delivery pilot, emphasized the function of the district administration and the commune that will implement the work procedures and ensure the management and administering of finances transferred to the district administration and target communes.

At the same time, the Ministry of Rural Development, the NCDD Secretariat, coordinating and supporting the technical assistance from the World Bank, prepared a manual that serves as guidelines for pilot implementation of rural sanitation functions for district administration so that the district administration can carry out sanitation functions across the districts effectively. In this way districts can contribute to achieving the goals of the Royal Government of Cambodia of 100% access to improved sanitation services by 2025. This manual describes the roles and responsibilities of all stakeholders and key activities in the preparation, implementation, monitoring and the evaluation of sanitation plans throughout the districts.

1.3 Establishment of the District Working Group

According to the Memorandum of Understanding between the District Administrations and the Ministry of Rural Development, the Governor of the District Board of Governors shall conduct a meeting with all the relevant specialised offices working within the District Administration to jointly form the District Working Groups (DWGs). The formal document establishing the DWG, shall be submitted to an ordinary or extraordinary meeting of the District Council (as required) for review and approval. The composition of the DWG should include:

- 1) District Governor/Deputy District Governor as Chair
- 2) District Director of Administration/Deputy District of Administration as Deputy Chair
- 3) District of Rural Development Office (DoRD) Director as permanent member
- 4) District Council (one or two persons) as members
- 5) Human Resources Management Office Director as a member
- 6) Commune Planning and Support Office Director
- 7) Procurement Office Director
- 8) Directors of other Offices under the District Administration (as relevant) as member.
- 9) Chairs of all relevant Commune Councils.

I.4 Roles and responsibilities of stakeholders

a) District Administrations

Through a Prakas on the Delegation of the Rural Sanitation Function to the target administrative districts in Kampong Speu, Kampong Chhnang and Tboung Khmum provinces from the Ministry of Rural Development, dated 12 March 2019, the district administrations are responsible for providing basic sanitation services for the following tasks:

- Mobilising, organising and utilising human resources within its jurisdiction, and establish mechanisms for implementing local sanitation services.
- Collaborating with communes in the districts and other local authorities to plan sanitation and hygiene promotion activities throughout the district.
- Collaborating with development partners, civil society, the private sectors, and social structures to effectively implement rural sanitation.
- Mobilising resources for promoting its local sanitation services.
- Training and capacity development for commune administrations within its jurisdiction.
- Compiling and sharing lessons and experiences between communes to achieve success throughout the district.
- Encouraging the private sector to provide local sanitation services, including capacity development.
- Organising and operating incentive systems for successful local operators.
- Managing data on rural sanitation and all relevant data within the jurisdiction of the district administration.
- Monitoring and supervising the performance of delegated functions and identifying measures for the improvement of various mechanism and approaches.
- Regularly reporting on the progress of the implementation of functions to the Ministry of Rural Development through the Provincial Department of Rural Development.

b) District council in basic sanitation promotion

District councils have the authority to make regulatory decisions and executive decisions within the framework determined by laws and legal regulations. In implementing the sanitation service at the district level during the pilot phase, the council shall have the following duties and responsibilities:

- Through its meetings, set annual targets for improving the sanitation coverage of the district.
- Facilitate and mobilise support from all stakeholders to ensure successful sanitation function implementation. These include government offices and other relevant units, operating within their own localities, administrative districts, commune administrations, civil society and the private sector.
- Examine and approve the Orders, decisions and legal documents relating to the establishment of mechanisms, programmes and procedures related to its provision of sanitation services.
- Review, discuss and approve to allocate or adjust its annual budget for sanitation service delivery.

- Monitor, evaluate and guide the direction for district sanitation plan implementation.

c) Other committees of the District Council

The committees of the District Councils, particularly the Commune Committee for Women and Children (CCWC), may initiate requests for proposals to the district councils to issue a regulatory decision or executive decision on the performance of their local sanitation service within its jurisdiction. The CCWC members must participate in sanitation planning throughout the district and oversee the implementation of the district sanitation plan throughout the district. If necessary the district administration may select and appoint specialists, technicians and advisers who are not staff members of municipalities/Khans to assist committees of the councils in performing their duties and functions for sanitation service delivery. The committee that is authorised to serve the council for implementation of sanitary functions needs to receive an appropriate annual budget allocation to support and implement its activities.

d) Roles and tasks of district Board of Governor

District governor might divide roles and responsibilities to one of the deputy district governors to formulate and lead the implementation of decentralised rural sanitation service delivery in the district and submit this proposal to its district council for review and approval. The deputy governor, who has been authorised by the governor of the district, shall be responsible to the governor of the district for carrying out the functions of the sanitation service provided by the governor of the district Board of Governors. These roles and responsibilities include:

- Signing regulations and administrative letters for daily routine management in implementing rural sanitation functions of the district administration.
- Initiating proposals on the establishment of mechanisms (committees, sub-committees or working groups), procedures and tools to promote sanitation to the district board of governors before submitting to the councils for the issuance of a regulatory decisions or executive decisions.
- Responsibility for setting up a sanitation programme plan, including a work plan and discuss budget through the governing board, before submitting to the councils for review and approval.
- Making progress and assessment reports of the performance of the sanitation service delivery to the Board of Governors before submitting to the district councils.
- Coordinate the implementation of rural sanitation functions of the district administration with relevant offices and specialised bodies of the Royal Government, the private sectors, civil society organisations and other stakeholders operating within the jurisdiction of the district administration.

e) Commune Council

- Provide inputs for planning of sanitation throughout the district and in accordance with the Commune Development Plan (CDP) and Commune/Sangkat Investment Program (CIP).
- Implement the actions contained in the district sanitation plan, including the involvement in sanitation triggering and behaviour change activities.
- Coordinate with private agencies that provide services and marketing of rural sanitation to ensure supply of materials and related services.
- Provide and report sanitation data and information to district administration.
- Prepare and confirm the list of poor households that may receive support from subsidy programs.

f) Provincial Administration

- The governor of Provincial Board of Governors may appoint one officer from the Technical Coordination Committee to be responsible and cooperate with the Provincial Department of Rural Development on rural sanitation.
- Coordinate capacity building with the district level to ensure technical support is provided in a timely manner.
- Monitor the performance of the district using agreed indicators and goals.
- Create an incentive system to recognise district-level good practices.
- Facilitate inter-district learning in collaboration with the Provincial Department of Rural Development, civil society organisations (CSOs) and the private sector to mobilise support for the implementation of rural sanitation programmes in the commune and district levels.

g) District Office of Rural Development (DoRD)

- Support the Provincial Department of Rural Development in implementing national strategies and guidelines.
- Coordinate with partners to provide capacity building and technical support to districts/communes.
- Provide guidance for the private sectors in relation to rural sanitation.
- Participate in planning sanitation activities throughout the district, plan district sanitation budget, and actively participate in the implementation of district sanitation plan.
- Support sanitation practices at the community level to ensure compliance with quality standards.

h) Provincial Department for Rural Development

- Support the Ministry of Rural Development in implementing national strategies and principles.
- Lead the delivery of capacity development and technical support to the district level.
- Provide capacity building and guidance to the private sector in relation to rural sanitation.
- Provide guidance and equipment to collect district sanitation information and data.
- Support sanitation practices at the community level to ensure compliance with quality standards.

i) Ministry of Rural Development

- Prepare and develop policies and strategies for rural sanitation and safe drinking water.
- Prepare and develop guidelines and tools for implementing and delivering rural sanitation services.
- Lead the establishment of a rural Water, Sanitation and Hygiene (WASH) management information system (MIS), setting indicators and tools to collect data and information on rural sanitation.
- Provide training to the Provincial Department of Rural Development about the MIS, indicators, and tools related to rural sanitation data collection and compilation.
- Develop documents to build capacities related to rural sanitation.
- Coordinate and mobilise resources for the sanitation sector at the national level.
- Mobilise support for functional transfer at the national level, lead research and development of the rural WASH sector.
- Monitor and evaluate rural sanitation progress at the national level.
- Compile lessons learnt of successes and challenges of rural sanitation function transfer practices as inputs for designing rural sanitation function transfer implementation mechanism.

j) Secretariat of NCDD

- Facilitate the general process of implementation of rural sanitation functions to ensure they are executed in line with decentralisation and de-concentration policy and current legal norms.
- Join MRD in monitoring the functions delegated to SNAs for implementation.
- Collaborate with relevant stakeholders to develop capacities of SNAs in terms of policies, procedures and performance systems to ensure that SNAs are capable of implementing effective and transparent functions.
- Collect lessons and experiences from this pilot implementation on the capability and financial resources of SNAs in implementing delegated functions.
- Use the lessons and experiences of pilots as inputs for the development of mandatory regulatory documents for future functional transfers.

k) Ministry of Economy and Finance

- Support MRD in the development of budget flow and budget implementation procedures for target district administration.
- Join MRD in monitoring the performance of the functions delegated to SNAs.

- Provide training on the systems and procedures for implementing and using conditional budget transfer to SNAs.
- Collect lessons and experiences from this pilot implementation of management ability and utilize the management of SNA in implementing the functions delegated.
- Use lessons and experiences from these pilots as inputs to document the necessary regulatory mandates for conditional financial transfer in the future.

Chapter 2

PLANNING AND IMPLEMENTING RURAL SANITATION PROMOTION PLANS IN DISTRICTS

Chapter 2: Preparing and implementing rural district sanitation plans

In order to prepare and successfully implement District Sanitation Plans, district administrations need to establish appropriate mechanisms to take responsibilities and to carry out required tasks as follows:

- Prepare District Sanitation Plans
- Implement District Sanitation Plans

2.1. Preparing District Sanitation Plan

This section includes specific details on:

- Preparing activity plans
- Reviewing and collecting general information relevant to sanitation requirements
- Setting up priorities for sanitation promotion for implementation across the district.
- Preparing sanitation promotion plans and estimating costs
- Checking and approving the district sanitation plan.

a. Prepare action plans for planning sanitation promotion

In order to prepare a district sanitation plan with the involvement of all stakeholders and in accordance with the ground reality with regards to sanitation, the district administration needs to plan activities for planning its sanitation promotion, with a focus on the key activities that will be implemented in planning the promotion of sanitation throughout the district. This action plan can be made during the first meeting for the planning of sanitation promotion throughout the district.

The key elements of a district administration's activity plan to prepare district sanitation plans should include activities, expected outputs, stakeholders, responsible persons, time, support required or budget, etc.

Form 2.1 is a model form for action planning for district sanitation plan

How to complete Form 2.1
Activities: A set of essential tasks for the committee to prepare a sanitation programme across the district
Expected outputs: What is to be achieved from implementing the activities
Stakeholders: Those who need to be consulted and involved and to provide inputs for each activity
Responsibility: Identify individuals who will carry out each task and activity
Time: A timeline of when each activity is to be completed
Note: Any other relevant information.

Form 2.1. Activity plan for preparing a District Sanitation Plan

Activities	Expected outputs	Stakeholders	Responsibility	Time						Notes
				Start date			End date			
Studying and collecting information on the sanitation service needs of communes in the target district	Form 2.2. and Form 2.3									
Prioritizing needs by villages/communes										
Expected outputs and targets to be achieved										
.....										
....										
...										

Date:

Date:

Name: District Governor

Name: Staff who prepared the activity plan

Example of Kampong Tralach District Sanitation Plan

Kingdom of Cambodia
Nation Religion King

Chhnang Province
Kampong Tralach District Administration

District Sanitation Committee Annual Work Plan Updated for 2018-2019

Activities	Expected Outputs	Relevance Stakeholders	Responsible Person	Time Frame						Noted
				Start Date (D/M/Y)			End Date (D/M/Y)			
I. Preparation										
1.1 Establish the district sanitation committee	Decisions was approved by District Council	District Governor District Council	District Governor	31	05	18	31	05	18	Done
1.2 Select district sanitation focal point	District Sanitation nFocal point selected	District Governor District AD	Chief of DSC	17	07	18	17	07	18	Done
1.3 Baseline data collection (village and commune)	District data collected and documentation as baseline	Village/Commue Chief/ DSFP	DSFP	29	06	18	10	08	18	Done
1.4 Prepare the list for district sanitation supply	District Sanitation Suppliers listed	Chief of DSC Commune Chief	Chief of DSC	11	10	18	15	10	18	Priority
1.5 Mobilize development partners (NGOs), Business Men and Government Agency	All development partners support the sanitation activities	Chief of DSC Development Partners	Chief of DSC	10	10	18	30	06	19	Continue
1.6 Coordinate with CS for CF budget allocation to support sanitation activities	Atleast 2.000.000,00 Reil used for Rural Sanitation activities	Commune Chief, Clerk and district support office	Commune Chief	15	11	18	30	01	19	Priority
1.7 Coordinate for district budget allocation to support sanitation activities	DSC budget allocated for sanitation activities	District Governor District Council	District BoG	01	11	18	31	12	19	Priority

1.8 Prepare and identify the district target on district sanitation coverage up to 88%	By the end of 2019, the sanitation coverage is 88%	All	Chief of DSC	05	10	18	30	06	19	
2. Capacity Building to DSC and CCWC Focal Points										
2.1. District Sanitation Committee Capacity Assessment process	The progress prepared	DSC, PDRD and PAs	Chief of DSC SNV	09	08	18	09	08	18	Done
2.2. Provide training to CCWC and District Sanitation Committee about the CLTS/BCC, based on CA.	DSFP and CCWC had capacity for BCC and sanitation triggering in the villages	Chief of DSC SNV,PDRD,PA	-SNV,PDRD,PA	05	09	18	05	09	18	Done
2.3. Support on organizing BCC triggering to target village in the commune for Kampong Tralach district	Target villages were aware of BCC and sanitation triggering	Chief of DSC DSFP	DSFP	05	10	18	30	06	19	Continue
2.4. Coordinate in organizing the district sanitation forum.	1 district forum was completed	DSC, PDRD and PAs	Chief of DSC	15	03	19	15	03	19	
2.5. Evaluation to identify for 22 ODF village in 7 communes and identify for 3 ODF communes (Long Vek, Oh Ruisey and Peany commune)	22 villages declared ODF 3 communes declared ODF	DSC PDRD, DORD DPs	Chief of DSC PDRD,DORD	15	03	19	30	05	19	
2.6. Coordinate for encouragement to ODF communes	At least 1-3 communes in the district motivated by DSC	DSC, SNV, PDRD, PAs and DPs.	Chief of DSC		04	19		06	19	
3. Monitoring and evaluation										
3.1. Regular monitoring and encourage target village which implemented by CCWC and DSF.	Sanitation Activities Promotion monitored and encouraged based on District Plan	DSC, CCWC and Village Heads	Chief of DSC	05	09	18	30	05	19	
3.2. Coordinate for update the district sanitation data through monthly meeting.	District sanitation data collected	Chief of DSC Commune Chief	Chief of DSC	30	09	18	30	05	19	
3.3. Facilitate and coordinate the district sanitation committee quarterly meeting.	Meetings were organised based on district plan	District Governor DSC	Chief of DSC	27	12	18				Every quarter

3.4. Organize the district sanitation learning event and reflection workshop.	The minutes of the meeting shared with all DSC members	All	SNV, PDRD,PA					11	18	
3.5. District Sanitation Committee exposure visit or study tour	New experiences for DSC	SNV, PDRD,PA	SNV, PDRD,PA					12	18	
3.6. Prepare quarterly progress report on the quarterly district sanitation activities updated	District quarterly reports prepared	DSC Chief and DSFP	District Board of Governor	15	12	18	15	12	18	On 15th each month

Seen and agreed
Date..... Month..... Year.....
Kampong Tralach District Governor

Kampong Tralach, Date: 05 October 2018
Prepared by:

Rorn Sophoan

Note: The district sanitation plan is different from one district to another

b. Assessing and collecting information to determine commune sanitation service needs in target districts

The District Administration, with technical support, will collect information related to sanitation coverage within its jurisdiction before preparing the District Sanitation Plan. This information collection can be done in the following ways:

- Request data pertaining to sanitation status from relevant offices or departments, including specialised offices or the Provincial Department of Rural Development, Provincial Department of Planning or NCDD Secretariat.
- Collect and update data on villages, local communities, and communes for the purpose of gathering necessary information to complete the project information form and other necessary forms.

b. 1. Data on sanitation conditions from line offices or departments

Information on infrastructure and social services, including sanitation status at village level, is collected annually and sent to the Provincial Department of Planning. As a starting step for collecting information for preparing the District Sanitation Plan, district administrations with technical support from the technical assistant should request all relevant information on the local sanitation conditions/coverage from line offices, departments and village and commune authorities who collect this information.

If there are difficulties collecting all relevant information, district administrations can request the required information from the NCDDS' database. The information provided by the NCDDS database may be in a summary form and insufficient or may be different from current local conditions (see Form 2.2).

b. 2. Collecting and updating information at village and commune level

In order to ensure that the information on the local sanitation situation/coverage is realistic and up-to-date, the district administration must organise meetings at village and commune levels to verify the information obtained from relevant offices, departments or the NCDDS database.

Form 2.2 is a sample for collecting information on sanitation conditions/coverage in villages and communes in the district, which can be collected through the Commune Committee Women and Children (CCWC) or other partners.

How to complete Form 2.2.a and Form 2.2.b
Name of the house owner: Name of head of household
Number of members: Number of persons residing in the house
ID poor 1 and ID poor 2: Based on ID Poor programme and holding ID poor card (P1 = ID poor 1; P2 = ID poor 2)
Pour flush (PF): Latrine with slab for draining waste into pit with water
Dry pit (DP): Dry latrine (with ash used)
Shared latrine: People who do not have their own household latrines but share other peoples' latrines

Form 2.2.b Form for collecting sanitation information at village levels

No	1 Name of house owner	2 Sex	3 Total # of family members	4 # of family members			5 # of family members with disability	6 # of house owner with ID poor card		7 Type of toilet		8 Date toilet constructed	9 Toilet Share-in (✓)	10 OD (✓)	11 Migration over 1 year (Closed) (✓)	12 Handwashing (HH) station with soap near toilet (✓)*	13 Remarks
				4.1 M	4.2 F	4.3 Total		6.1 P1 (✓)	6.2 P2 (✓)	7.1 PF (✓)	7.2 DP (✓)						

* “HH practicing hand washing with soap” means that they have the place for washing hands with soap such as “having soap, having water and jars around toilet and kitchen, etc.

Date:
Chief of Village

Date:
Name of staff who compiled the information

Form 2.3. Form for collecting information at commune levels

No	1 Village name	2 # HH	3 # of family members	4 # of persons			5 Total # of disabled persons	6 # of HH with cards		7 # of HHs with toilets			8 # of HH with New Toilet	9 # of HH Share -In	10** # of OD	11 # of migrant HHs over 1 year (closed)	12* # of HHs practicing handwash ing with soap	13 Total # of HHs using toilets (includ ing shared)	14*** % of HHs using toilet s	15 # of HHs (p1 and P2) having toilets	16 Othe rs
				4.1 M	4.2 F	4.3 T		6.1 PI	6.2 P2	7.1 PF	7.2 DP	7.3 Total HHs with toilets									

* “H.H Practicing hand washing with soap“ means that they have the place for washing hand with soap such as “having soap, having water and jars around toilet and kitchen etc.

** $10 = 2 - (7.3+9+11)$

*** $14 = \left(\frac{13}{2-11}\right) \times 100$

Date:

Chief of Commune

Date:

Name of staff who compiled the information

c. Prioritisation in the District Sanitation Plan

Prioritisation of needs within the District Sanitation Plan across the district is an essential task because the district may not have sufficient capacity to fulfil district-wide sanitation needs in the short-term or a one year period. In order to prioritise needs and set targets for promoting district-wide sanitation, district administrations should use tools and forms, including ranking based on the following criteria:

- (1) Information Form 2.2 and Form 2.3 (presenting the status of the needs): locations where the sanitation coverage and services are low should be given a higher score.
- (2) List of Poor Identification (ID poor) households in villages and communes: Behaviour change amongst poor households is a good motivator to encourage other households, so villages and communes where there are more poor households should be prioritised and given a higher score.
- (3) List of material and equipment suppliers: Locations where materials and equipment suppliers for constructing latrines are available should get a higher score.
- (4) Model households that construct and properly use latrines: Locations where there are role model households that can demonstrate good practices to others should get a higher score.
- (5) Highly committed commune council and village authorities who allocate their funds to promote latrine use should be encouraged: areas with committed local leaders should receive a higher score.
- (6) and (7): District administrations can set additional criteria to prioritise activities within its annual rural sanitation plan.

After collecting the above tools and forms, district administrations need to prioritise scores using the scoring table below (Form 2.4).

Form 2.4. Table for Scoring

Name of commune	Scores based on criteria							Total Scores	Description
	(1)	(2)	(3)	(4)	(5)	(6)	(7)		

Note: Scores given should range from 1-10, 1 is the minimum and 10 is the maximum.

d. Planning for sanitation promotion and estimating cost

d. 1. Planning for district sanitation promotion

A plan for sanitation promotion includes a list of results and activities that are necessary to be implemented annually to achieve the district administration’s proposed objectives and targets. This plan identifies targeted locations (villages and communes), their baseline sanitation coverage and annual targets. To ensure that the District Sanitation Plan is implemented, district administrations must indicate the months within a year when activities are implemented. See Form 2.5 for a sample of district sanitation promotion plan.

d. 2. Estimating cost

After the District Sanitation Plan is complete, district administrations must calculate the budget and materials required to implement it successfully. When calculating costs, district administrations must base prices and rates in line with those approved and implemented by the district administration. Below is the budget format for a District Sanitation Plan. This should be developed and then reviewed and approved by the district council.

e. Cost calculation for sanitation triggering activities

In the process of behaviour change promotion to encourage people to change their behaviours and use their own money to construct a latrine local authorities at all levels should advocate for lead sanitation triggering activities based on various methodologies and tools. In this regard, district administrations must calculate budget requirements and materials needed to carry out triggering activities, an example of which is presented in form 2.5 below:

Form 2.5.

District:

District Sanitation Promotion Plan for the year:

code	Outputs and activities	Locations	% (baseline)	% (expected)	Implementation schedule by month												Notes
					1	2	3	4	5	6	7	8	9	10	11	12	
1	Promoting awareness, habit changes and development by community and households																
1.1	Dissemination and initiatives	Village name: Village name:															
1.2	Sanitation forum	Commune name															
2	Supporting capacity development for commune councillors, CWCC and other stakeholders																
2.1																

Date:
District Governor

Date:
Name of staff who compiled the information

Form 2.6.

Detailed calculations for District Sanitation Plan for year: (Triggering activities)

Expected outputs	Activities: locations, number of dissemination events	Descriptions	Unit	No. of Units	Unit cost	Total cost	Sources of budget	Other needs	Note (responsible person)
Example: 500 latrines constructed	Example: Dissemination events: No. of dissemination in village.....	Prepare documents							
		Materials							
		Refreshment							
		Fuel							
		Allowance							
	Total in a village								
	Example: Dissemination events: No. of dissemination in village.....	Prepare documents							
		Materials							
		Refreshment							
		Fuel							
Allowance									
Total in a village									
Total in a district									

Date:
District Governor

Date:
Name of staff who compiled the information

c. Preparation of a material and latrine construction suppliers

c. 1. Objectives and benefits of preparing a list of material and latrine construction suppliers

The board of governors, through a newly-formed mechanism for implementing district sanitation service functions, has to check and endorse the list of material and latrine construction suppliers within its jurisdiction. Endorsing the list of material and latrine construction suppliers will benefit all stakeholders, including:

- Local people who benefit from access to a choice of select toilet suppliers that can ensure quality, appropriate price and compliance with terms and conditions.
- Toilet suppliers who can meet local household needs for sanitation services, with better coordination and encouragement to do business.
- Microfinance agencies who can provide loans or concessional credit to poor households for toilet construction.
- Local authorities who facilitate, record, encourage, ensure quality and manage sanitation service delivery by the private sector.

c. 2. Principles of preparing the list of material and latrine construction suppliers

Principles of preparing the list of materials and latrine construction suppliers are as follows:

1	The list of materials and the list of latrine construction suppliers is prepared and managed in a way to create maximum opportunities for all suppliers and especially for small-scale local suppliers. The list of materials and latrine construction suppliers must not be prepared and managed in a way that makes it difficult or requiring bribes or fees from suppliers to be on the list.
2	The material and latrine construction suppliers do not have to pay to be on the list of materials and latrine construction suppliers. The costs of the evaluation process and of managing the list are covered by the district's own budget.
3	Management of the list of materials and latrine construction suppliers must be transparent. All decisions to add suppliers into the list or to remove suppliers from the list is to be justified. All stakeholders, especially the suppliers, are allowed to know these reasons.

d. Approaches for implementing of rural sanitation promotion

In order to implement sanitation triggering in communes and districts, the district administration needs to select approaches based on the local commune and district situation. All approaches have separate guidelines, and the Ministry of Rural Development has a technical team for training and coaching sub-national level.

1. Community-Led Total Sanitation (CLTS): is an approach to create demand by using seven triggering tools for target groups to target rural communities through CLTS master trainers team who have the capacity to ensure activities focus on behaviour change.
2. Sanitation marketing: is an approach to create sanitation supply through fostering more sellers of latrine materials at the community level. These producers have both reasonable prices and sales techniques (such as marketing events with sellers and buyers) at community level.
3. School and Community Water, Sanitation and Hygiene (WASH): is an approach to encourage citizens and students by educating them to follow good hygienic practices in their daily lives using existing infrastructure as much as possible. The approach at community and school level builds on students' potential to actively participate in three hygiene promotion practices including: 1) stop open defecation by constructing and using latrines, 2) drinking and storing safe water, and 3) washing hands with soap before eating and after defecating. At the same time, effort is made to

improve environmental hygiene in schools and communities by practising four strategies with thirteen steps.

4. Community hygiene promotion: is an approach for triggering community to participate in hygiene promotion activities in order to reduce diarrhoea by focusing on three hygiene messages. This includes washing hands with soap before eating and after defecating and following 11 steps.
5. Public forum at commune/sangkat level for hygiene promotion: this is an approach for triggering and promoting community behaviour change focusing on three hygiene messages: 1) constructing and using latrines, 2) safe drinking and storing water, 3) washing hands with soap before eating and after defecating by following 8 steps.
6. Behaviour Change Communication (BCC): is an approach to change practices of people in rural areas to stop open defecation. BCC uses facilitation by local authorities (for instance CCWC and village representatives) to change attitudes. The process identifies concepts which impacts feelings and emotional triggers such as shyness, shame and discomfort. It stimulates the participants to change their attitudes and decide to construct and use latrines.
7. Sanitation promotion through religion: is an approach for triggering and encouraging citizens to change to good sanitation practice through speeches by monks by using Buddhist concepts that link to sanitation awareness.
8. Local authority regulation: is facilitation and encouragement by sub-national administrations to issue guidelines or Deika for governmental officials and citizens within its jurisdiction to practice sanitation promotion.
9. Sanitation promotion campaign through media: is organized during National Sanitation Day to advocate to people to improve their health by improving hygienic living. Unhygienic lifestyle and open defecation create health problems; and promoting positive behaviour changes including three key messages such as: 1) washing hands with soap, 2) using a latrine and 3) drinking safe water. The objectives of this national day is to attract support from stakeholders and build political support at the national and sub-national levels to further promote and encourage sanitation improvements. The campaign includes activities such as broadcasting a letter by SAMDACH DECHO PRIME MINISTER, having a round table on TV, awareness raising via radio and campaigns in public places.

Note: All approaches described above are written as guidelines. In order to implement these guidelines there is a technical team in the Ministry of Rural Development to support Provincial Department of Rural Development to train and provide coaching to sub-national levels.

Chapter 3

BUDGET: FLOW, PLANNING, MONITORING AND EVALUATION ACCOUNTABILITIES

Chapter 3: Budget: Accountabilities for budget flow, planning, monitoring and evaluation

3.1. Budget flows and sources of budget

Rural sanitation functions are delegated from the Ministry of Rural Development and the budget for implementation of this function comes from the Ministry of Rural Development's budget and expenditure plan. The experience of the first phase of decentralized rural sanitation function (2015 - 2016) revealed challenges and delays in budget transfer from national administration to target district administrations.

The challenge and delays of the sanitation budget transfer were because of the MRD previously planning its budget for sanitation function transfer to the wrong chapter and in the wrong sub-account. To resolve this issue, the Ministry of Rural Development issued Letter No I552/16 to the Minister of Economy and Finance for proposals for transfer of funds. Chapter 61 Sub-account 61121 Sub-account 61122 Sub-account 61123 (Second Program Sub-Program 2 activity cluster 2) to Chapter 65, 65012 sub-account.

In order to improve the district administration's ability to carry out delegated functions, the Royal Government of Cambodia promulgated sub-decree No 06 on 5 January 2017 on the transfer of financial resources to sub-national authorities (SNAs), stating that the transfer of financial resources must comply with the following:

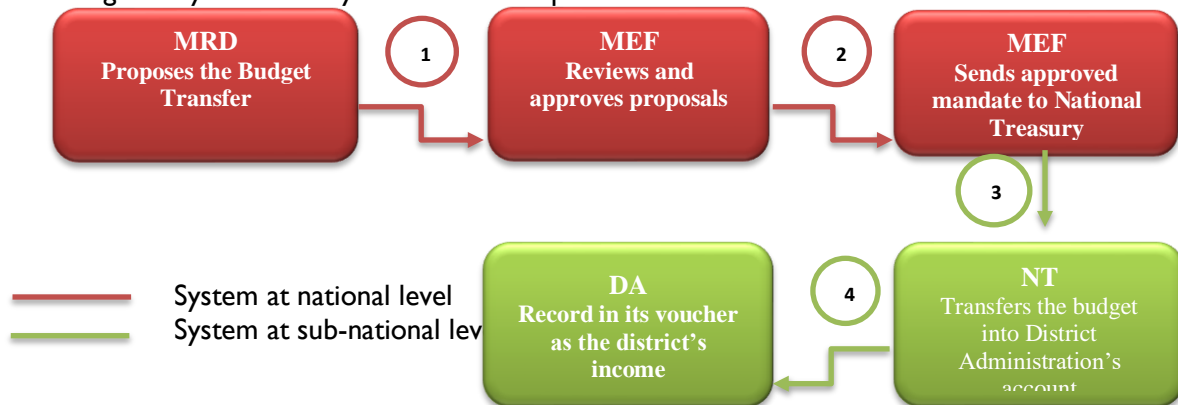
1. **Appropriate financial resources**
Financial resource with having conditions attached must be appropriate and in proportion with the cost of the functions being transferred to the SNAs. This is so SNAs can effectively and efficiently manage and implement those functions.
2. **Sustainability**
The transfer of conditional financial resources requires sustainable financing sources to ensure that the functions transferred to the SNAs are financed sustainably. This enables SNAs to predict, plan and budget for future expenditure.
3. **Local autonomy**
The conditions relating to the transfer of conditional financial resources give the sub-national authorities the right to make decisions on the use of this budget within the framework of existing laws and regulations and ensuring that achievements reflect policies and performance standards assigned or delegated.
4. **Efficiency**
Sub-national administrations must manage and use the conditional financial resources to carry out the functions delegated to them to a minimum defined standard.
5. **Accountability**
Ministries and relevant line agencies are responsible for designing and implementing the system to transfer conditional financial resources and ensuring that SNAs receive appropriate and timely financial resources to implement transferred functions. SNAs are mandated to manage and utilize conditional financial resources bound by specific terms of use and are also accountable to citizens, ministries, institutions and sub-national administrations that have transferred the function related to those conditional financial resources.

Note: Functions delegated by ministries, institutions or sub-national administrations shall be accompanied by the transfer of conditional financial resources and in accordance with the procedures and schedule set out in the annual budget plan described in Article 39 of the Law

on Public Financial System and Article 35 of the Law on Financial Regime and Property Management Education Outcomes (under national administration).

District budget sources for implementing rural sanitation function

The district administrations are funded by a number of financial sources including: state budget (Ministry of Rural Development); budget from development partners; direct budget; district administration budget; and other budget sources from charitable individuals. Based on the current situation, the Ministry of Rural Development has budgeted in Chapter 65 (sub-account 65012). The district administration has not planned a credit for rural sanitation functional service implementation. Below is a national budget flow for SNAs to implement rural sanitation functions delegated by the Ministry of Rural Development:



1. Ministry of Rural Development prepares to issue payroll procedure from Chapter 65 (Sub-account No. 65012, attached with credit classification table for all districts) to Ministry of Economy and Finance.
2. The Ministry of Economy and Finance checks and approves the Ministry of Rural Development's payroll procedure and sends it to the General Department of National Treasury (GDNT).
3. The General Department of National Treasury upon receiving the payroll procedure approved by the Ministry of Economy and Finance shall transfer the central credit to the provincial treasury.
4. The provincial treasury shall notify the district administration of the budget received in the district's deposit account.
5. The district administration must prepare receipts to recognise the income from the Ministry of Rural Development.

Note:

1. In the case that the district administration has set out budget credit in its annual budget plan when receiving information from the National Treasury, it records the district's income receipts, and then the district can pay for it according to its action plan.
2. In the case that the district administration has not planned budget credit in its annual budget plan when receiving information from the provincial treasury, the district administration must submit a request to the Minister of Economy and Finance through the Director of Provincial Department of Economy and Finance to recognise credits. Once approved by the Minister of Economy and Finance, the district administration can record its own revenue and carry out expenditures according to its action plan.

Future options:

1. Transfer the sanitation budget of the Ministry of Rural Development to the District Administration's account to implement rural sanitation functions before the fiscal year.
2. Ministry of Rural Development stops issuing the budget mandate (reduces time).
3. According to the district budget books, the district administration can apply for implementing the financial procedures through direct payment or advance payment mechanisms.

3.2. Budgeting and budget implementation

In principal the budget plan and budget implementation must be in line with the District Sanitation Plan prepared by the District Working Group (DWG) and approved by the district council. Budget plan and budget implementation should comply with the following guidelines:

3.2.1 Budget plan preparation

- Ministries and agencies of the function transferred must follow the directions set out by the sector policy as well as the functions transferred or delegated to them. They should ensure effective budget linkages to sector policies within their plans and implementation of these.
- SNAs are required to plan their budget and expenditure to implement the functions transferred in their annual budget plan in accordance with the Ministry of Economy and Finance's guidance on annual budget plans.
- SNAs are required to plan their budget and expenditure to implement the functions delegated in their annual budget plan in accordance with the Ministry of Economy and Finance's guidance on annual budget plans.
- In cases where subsidy funding is required, SNAs must consider the possibility of using unconditional financial resources or resources from other sources to implement the function transferred.
- SNAs should provide their budget plan for the functions assigned each year to the relevant technical departments so that they can in turn submit plans to their ministry. The functional ministry will then total their annual budget plan by sector, for example; and monitor and implement the rural sanitation budget.

3.2.2 Budget implementation

- The budget implementation must comply with the financial procedures for each SNA and the financial procedures that are set for functions transferred from the national level (e.g. rural sanitation function transferred from the Ministry of Rural Development).
- Ministries transferring functions and sub-national administrations can shift their annual budget expenditures to the subsidy budget code to transfer funds to sub-national administration to implement the function transferred within the fiscal year.
- All functions entrusted or delegated to SNAs with accompanying financial resources must use the financial management system and payment procedures of each SNA, except in the case of separate provisions.

3.3. Accountability and monitoring and evaluation of functional budget usage

3.3.1 Accountability

SNAs must be accountable to ministries transferring the function, MRD line departments, the Ministry of Economy and Finance and the Ministry of Interior by completing the following duties:

- Implement the function transferred complying with agreed standards, benchmarks and forms.
- Follow the conditions that are transferred along with the conditional financial resources.
- Prepare monthly, quarterly and annual financial reports on the management and utilisation of conditional financial resources and quarterly and annual performance reports on the performance of transferred functions (i.e. rural sanitation function).
- Prepare and disseminate an annual report on the management and utilisation of conditional financial resources within each SNA jurisdiction.
- For the functions transferred, SNAs must send a certified performance report from the relevant city/provincial department as well as financial statements from the Provincial

Department of Economy and Finance to the relevant ministries including the Ministry of Economy and Finance and the Ministry of Interior.

- For the functions delegated, SNAs should send reports, financial statements, performance reports and financial reports to the ministries and line departments that own that function as well as copies to the Ministry of Interior and the Ministry of Economy and Finance.

3.3.2 Monitoring and evaluation mechanism for budget implementation

The National Committee for Sub-National Democratic Development must:

- Coordinate, monitor and evaluate the implementation of mechanisms for the transfer of conditional financial resources to identify any gaps or weaknesses in the preparation and implementation of this mechanism.
- Introduce policy measures to improve shortcomings or weaknesses.
- Facilitate the settlement of disputes or disputes arising between parties involved in the implementation of conditional financial transfer mechanism.
- Advise the Royal Government of Cambodia to revoke the functions transferred at the request of the relevant ministries and agencies if the transfer of functions is risking and affecting efficiency and effectiveness of the management and policy of the relevant sector.

The tasks of relevant ministries, institutions and administrations functional transferred:

- Organising technical manuals or legal documents for carrying out assigned functions.
- Providing technical support, capacity building and capacity development for SNAs.
- Monitoring and evaluating the performance of SNAs on implementation of transferred functions.

Note: The ministries and institutions can transfer and delegate to the city/provincial councils to monitor and evaluate the performance of the functions transferred to sub-national administrations to ensure that the sub-national administrations comply with the rules, regulations and standards set.

The Ministry of Economy and Finance must:

- Provide support and capacity building of SNAs on public financial management.
- Cooperate with relevant ministries, institutions and sub-national administrations with transferred functions to monitor and evaluate SNA management of conditional financial resources.
- Annually evaluate the implementation of the conditional financial resource transfer, after the approval of the National Committee for Sub-National Democratic Development in order to improve efficiency, effectiveness and accountability on the implementation of conditional financial resources.

The Ministry of Interior must:

- Develop capacity and strengthen the implementation of good governance, participation and accountability of SNAs, which are at the core of decentralization and de-concentration reforms.
- Collaborate with ministries and SNAs with transferred functions and the Ministry of Economy and Finance to provide support and coordination for the monitoring and evaluation of annual results of SNAs.
- Recognise SNAs that manage conditional financial resources in a transparent, effective, and efficient manner.
- Warn SNAs who do not carry out transparent management of transferred conditional financial resources, that are inefficient, or do not follow the technical guidelines of the relevant ministries, agencies and the Ministry of Economy and Finance.

Chapter 4

MONITORING & EVALUATION AND PROGRESS REPORTS

Chapter 4: Monitoring and evaluation and progress reports

Monitoring and evaluating (M&E) the functional performance of sanitation service delivery by SNAs to gather information and experiences is an important task, especially during the pilot phase of functional transfer. It is noteworthy that monitoring and evaluation of the district administration service delivery may be carried out by the ministries that have transferred their functions, by development partners or provincial administrations, all of which are top-down monitoring and evaluation to assess SNAs' performance.

This operational manual will not elaborate further on top-down M&E, but emphasize M&E that the district administration will conduct directly. In addition, the M&E of the sanitation functional performance of the district administration is not completely different to M&E of other district administration projects. In this regard, the district administration needs to conduct M&E according to existing legal documents.

4.1. Data management (including baseline data establishment)

Data on sanitation status and other relevant data are important indicators for monitoring and evaluating the functional performance of district administrations in delivering sanitation services. Data on sanitation status is collected as per Forms 2.2a and 2.2b. Data on service support providers (development partners and CSOs) and private sector suppliers' data must be regularly updated. In addition to the functions mentioned in Chapter 1 on information collection, the sanitation services demands of local communes in target districts need to be prepared. This is the sanitation baseline and a simple database system can be established with annual district sanitation data including commune's name, organisation's name, or suppliers list, computer database system establishment or reviewing the sanitation situation/coverage, understanding the effects of poor sanitation and the behaviours of people, etc. This data and/or reports are primary data for measuring the progress or success of rural sanitation functional transfer implementation of the district administration.

Input and targets need to be identified so that monitoring, and evaluating rural sanitation functions can be undertaken effectively and efficiently. The Ministry of Rural Development's Database Management Team led by the Department of Rural Health Care, in collaboration with and support from development partners and CSOs working on rural sanitation and water, have identified a number of indicators to define and measure the changes in the sector. The following are relevant indicators for rural sanitation (from National Action Plan I):

- 1) The number of communes, allocating funds for rural sanitation activities in CIP
- 2) The percentage of poor households, receiving basic sanitation services
- 3) The percentage of poor households facing the environment, receiving basic sanitation services
- 4) The number of villages, stopping open defecation free (ODF villages)
- 5) The number of communes, stopping open defecation free (ODF communes)
- 6) The percentage of health centres, receiving basic sanitation services
- 7) The percentage of schools, receiving basic sanitation services and hand-washing instruments.
- 8) The percentage of household, using the toilets with hand washing soap (Hand washing appliance and soap washing)

- The District Working Group needs to consider incorporating the above indicators into its M&E planning in implementing rural sanitation promotion plan.
- The Chair of the District Working Group, with the technical assistance from the Provincial Department of Rural Development's officers, must clearly explain the basis and the need to identify and incorporate these indicators into its M&E plans.

All indicators selected and incorporated into the M&E plan should take into account verification of documents or evidence required to ensure the accuracy of each indicator.

4.2 Monitoring (Preparation of Monitoring and Evaluation Mechanism and Reporting)

Monitoring implementation of decentralised rural sanitation service delivery is an internal function that district administration has to perform regularly. The district administration must also provide support to help solve issues that arise during implementation. These issues could be in a form of either opportunities or bottlenecks in achieving or hampering progress of the District Sanitation Plan. Tracking and monitoring progress must be implemented by all bodies of the district administration as follows:

a) District Council

The district councils have the authority to make decisions on the legislated and executed decisions, so the councils have the following roles in follow-up tasks. Through its meetings:

- Determine the agenda for discussing issues, arising from rural sanitation functional implementation of the district administration.
- Discuss the issues and the timely implementation of solutions.
- Review, discuss and approve relevant rural sanitation indicators.
- Review and approve its annual budget adjustment as needed.
- Introduce and direct the implementation of the district sanitation programme regularly.

b) District Council's various committees

The various committees of the District Councils, such as the District Working Group, and especially the WCCCs are required to report to the district councils about the activities and problems encountered in the implementation of the district sanitation programme and to provide suggestions for timely solutions for district sanitation programme implementation. In order to provide regular basic reporting to the council, WCCCs are required to hold regular meetings with the CCWCs to collect information from the implementation of District Sanitation Plan.

c) Board of District Governors' roles and responsibilities

Through the District Working Group, the district governors are responsible to monitor and evaluate the implementation of sanitation activities as follows:

- Reviewing and signing regulatory and administrative letters for day-to-day operations in implementing sanitation services.
- Monitoring the implementation of the District Sanitation Plan, and specified actions including the implementation of the work plan and budget, and M&E plans.
- Meeting and preparing progress reports on the performance of sanitation services to the Board of District Governors before submitting to the District Council for review.
- Discussing and defining the guidance and direction on the implementation of the district sanitation plan.
- Facilitating the sanitation function implementation of the district administration with specialised offices and units of the Royal Government, private sectors, civil society organisations, and other stakeholders that operate within the jurisdiction of the district administration.

4.3. Evaluation

The main difference between the monitoring and evaluation of the District Sanitation Plan and the District Sanitation Plan itself is that assessment will not be carried out regularly and does not focus on sanitation activities, but should be carried out in six months or once a year, and compare the results with the programme targets identified in the phase of preparation of sanitation activities throughout the district, particularly sanitation indicators. In this regard, the initial database system establishment and/or reports on peoples' sanitation awareness and toilet use behaviours are as important as monitoring implementation, follow-up activities monitoring, and internal evaluating needs to be implemented by all units of the district administration, especially the district council, which requires the following minimum activities to be carried out:

A). Collaborate with provincial administration, Rural Development Department, Department of Planning and all stakeholders in obtaining the data from the commune database (CDB), recent updates (Form 2.2) or conduct a late-stage assessment of the awareness of the impacts of poor sanitation and the behaviours of people to use latrines in the jurisdiction of the district administration.

B). Prepare a meeting to update data on sanitation status throughout the district. The meeting should be attended by all commune councils, partners and non-governmental organisations, suppliers and representatives of the people. The main purpose of the meeting is to distribute Form 2.3 and to involve all stakeholders in assisting commune councils in gathering accurate information on commune sanitation status.

C). Hold an annual district sanitation forum in order to draw public attention and participation in the achievements of the District Sanitation Plan implementation. On this occasion, the councils shall disseminate a report that summarises data collected from 2.3 Form and / or report on sanitation status, awareness of the effects of poor sanitation and behaviour of citizens in the use of latrines.

D). The meeting will also review the sanitation indicators that are included in the M&E plan, especially the progress of each indicator into the progress report of the district.

In order to carry out this task, district councils need to incorporate activities and budgets (for organising the annual meeting, evaluation and forum) and advising and directing District Governors to prepare meetings, assessment proceedings and the annual forum with the participation of stakeholders in a timely and effective manner.

4.4. Forms for monitoring on district-wide sanitation programme implementation

A quarterly progress report on the implementation of sanitation programmes is a necessary requirement that the district administration must prepare in a timely and comprehensive manner. Below is a simple sample of a report that reflect the progress of the implementation of district sanitation functions by district administration. Through this regular quarterly progress report, district administrations demonstrate that they are accountable for sanitation functions, both alternative functions and mandatory enforcement functions within their jurisdiction.

Format for quarterly progress report on the implementation of sanitation programmes

Kingdom of Cambodia
National Religion King



Kampong Speu Administration
Udong Administration

No:

Quarterly Progress Report

I. Background

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

2. Progress Report

2.1 Progress result of BCC/CLTS triggering

No	Name of Commune	# of villages triggered (BCC) and /or (CLTS)	# of participants	# of females	# of persons who committed to build toilets

2.2 Significant progress during the implementation of the project (Description)

-
-

3 Progress reports based on the Action Plan (Matrix)

No	Name of Commune	# HHs	# of toilets (last quarter)	% (last quarter)	# of toilets built	Total # of toilets	%

4 Issues and challenges encountered

-
-
-

5 Suggestions/Recommendations

-
-

6 Plan for the next quarter

6.1 BCC/CLTS Triggering plan/Schedule for next quarter

No	Name of Commune	# of village to be triggered	date	Responsible	Contact number
1					
2					

6.2 Training/meeting and/or event plan

No	Description	Date	Responsible
1	Quarterly meeting	April	
2	ToT for CCWC	May	DO

Date: ...
District Governor

Date:
Name of staff who compiled the information