Working Paper 2004-05

The Seila Program and Existing Monitoring Systems in Cambodia

Try Sothearith

June 2004

_____
Try Sothearith, National Institute of Statistics, Cambodia

Poverty and Economic Policy (PEP) Research Network
16-20 June 2004, Dakar, Senegal

SEILA Program and Role of
Commune Database Information System (CDIS)

(Cambodia)

By: TRY Sothearith,
Deputy Director Demographic Statistics, Census and Survey
National Institute of Statistics (NIS), Cambodia

June 2004

Chapter I

Introduction

1.1.   Background

Cambodia has a land area of 181,035 square kilometers in the southwestern part of the Indochina peninsula and lies completely within the tropics with its southernmost points slightly more than 100 above the Equator. The country's capital city is Phnom Penh. International borders are shared with Thailand and the Lao People's Democratic Republic on the west and on the north, and the socialist Republic of Vietnam on the east and southeast. The country is bounded on the southwest by the Gulf of Thailand. The country has a coastline of 440 km and extensive mangrove forests, some of which are relatively undisturbed.

At the beginning of 1999, the Cambodian Government launched a broad reform program and agreed on its implementation with the donor countries. The Governance Action Plan (GAP) was formulated to guide and monitor the implementation of the reform agenda[1]. The agenda for reform covers improvements to the legal system, the reform of the public finances and the security forces and the comprehensive reform of public administration, including the decentralization of the state administrative structure. However, the GAP considers decentralization and deconcentration as instruments to further democratize the country and improve service delivery.

The experiment of SEILA[2] program helps the government to formulate and strategize the new decentralization program for the purpose of bringing the government closer to the people. The government has taken major strides in building the foundation for good governance.

Commune/Sangkat Councils (Royal Kram No. 0301/04) and the Law on The Administration and Management of Commune/Sangkat (LAMC) (Royal Kram No. 0301/05)3. Popularly mandated local government in 1,621 Communes is established already after the February 2002 local election. The Law on The Administration and Management of Commune/Sangkat (LAMC) provides a comprehensive framework for the decentralization program of the Royal Government of Cambodia (RGC). The LAMC provides for the creation of communes/sangkats as legal entity; defines the administrative structure of the commune; the

---

[1] The Governance Action Plan (GAP) outlines short-term action programs on five crosscutting issues and on two specific issues. The crosscutting issues are: legal and judicial systems; public administration, decentralization and deconcentration; public finance; anti-corruption; and gender equity. The two specific issues are reform of the armed forces and natural resource management.

[2] The Seila is a national effort to achieve poverty reduction through improved local governance. It is program for institutional strengthening of local authorities within the context of the decentralization and deconcentration strategies adopted by the Royal Government of Cambodia. As of 2003, the program covers the whole communes/sangkats of 24 provinces and municipalities.

[3] Royal Kram 0301/05 passed by the National Assembly on January 12, 2001 and declared constitutional by the Constitutional Council by decision No. 041/003/2001 dated February 28, 2001.

legal basis for the establishment of the Commune/Sangkat Fund-the intergovernmental fiscal transfer system; and the creation of the inter-ministerial policy formulation and coordination body for decentralization, among others.

Excessive concentration of decision-making power and authority in the central government renders government remote and alienated from the people. Decisions on the crafting and implementation of policies, programs and projects are done by the central government without knowing, or at the very least, determining through appropriate modes of consultation, what the actual needs, sentiments and preferences of the people are. Centralization, thus, excludes the people from meaningful participation in the dynamics of governance.

1.2. Rational

Decentralisation and deconcentration of power from the central government to local government is one of among major reforms of the government in poverty alleviation, development, and democratization in Cambodia. Achieving above goal, the commune as the lowest level of local government was formed by the local election in February 2002. The commune is assuming the role as implementer and executor of the national government development program, which is called local development planning in the commune level.

Seila is the program of the government in decentralization reform experiment. It has been implemented in some provinces from 1996 and currently it covers all communes in the country. Through Seila, the commune gained experiences through training on how to collect information, analyse, prioritised information, and plan their development activities with local participation.

Good commune development planning is drawn from reliable data presenting the problems, interests and priority needs of beneficiaries (people). In practice, the commune council generates data which are used by interested political group and development program.

Even the Seila has provided critical assistance to the commune in local development planning, though the commune still has limited knowledge and experience in statistical data collection and filling system. However, the quality of data from the commune and other government agencies are not accessible, limited interpretation that created a distorted dataset for development plan.

There is a critical need for good data management system at the local level in Cambodia. The National Institute of Statistics (NIS) in collaboration with a number of International Organizations (IOs), United Nations Development Program (UNDP) and other Non-Governmental Organisations are improving and building-up the capacity of this newly elected commune council in order for them to generate good and reliable data for their development plan. However, there is still a need of good quality data and long-term statistical information database for local development.

Since this development spectrum is young, most members of the commune council are inexperience, especially in collecting data, build up manageable and reliable databases, which can be used to direct and justify their development plan. Therefore, they need for a systemic data management in each commune for effective and efficient decision-making and development plan. In the view of this research proposal are aims to draw the development framework to build the present capacity of the commune council.

One of critical changes of development in Cambodia is to improve the capacity of commune council in data collection and management. In this regards, there are at least three main objectives need to be addressed in development framework for supporting commune council as followed:
1) to identify potential change to data collection instruments in order to address emerging issues in development planning;
2) to analyse analytical techniques and mean of presenting data to improve their usefulness for policy decision making; and
3) to provide an opportunity for commune council members to discus and exchange information on commune issues related to the collection, processing and utilization of data.

1.3. Objective

The main research objective is to draw framework for designing and developing commune-database system for development planning.

The following are the specific objectives:

1) to analyse the present SEILA program;
2) to identify what can the National Institute of Statistics play a more active role in supporting the commune council; and
3) to draw a policy recommendation and framework to establish or strengthen the local database system.

1.4. Scope and Limitation of the Study

Since this study is only focus on the development framework of statistical database at the commune level, so there is a need to identify the agencies involved and setting up framework for statistical workflows that is needed at the commune level.

There is a time constraint for the study. The study also relies only on the review of qualitative and secondary data information and materials on policies and practices regarding decentralization in Cambodia. This study is only proposing the framework based on Seila and CBMS model.

1.5. Significant of the Study

This paper attempts to explain the relevance of statistical data and identify the types of information and development indicators in the local development planning process.

Potential beneficiaries in this research are stakeholders that potentially have an interest in preparing project for the capacity building to local government staff (commune council) on how to collect, prepare and produce quality and accurate data at commune level. The research also helps to access or receive information from commune. The potential partners are institutions, organizations, and others that can contribute data and information to communes.

The beneficiaries, mainly NIS can access the data and information from the communes to compute and produce information database system for the district and provincial development plan, and for the national government development policies.

The benefits also go to the community households by having clear data and information and also can help them to have better indicators of their community for better development, investment, and the like.

Chapter II

Review Commune Database

2.1   SEILA Programs

SEILA program has been set-up by the Royal Government of Cambodia and UNDP to promote the forthcoming Commune Council as primary agents of local development and emphasize the Governors' functions as main coordinators and promoters of provincial development.

2.1.1   SEILA Structure

The SEILA program document, approved by the Council of Ministers 5 January 2001, defines SEILA as aid mobilization and deconcentration reforms. Under the Royal Government's overall reform program, a three-tiered system of planning and budgeting is emerging the country focused on the Commune/Sangkat, the Province/Municipality and the National levels. In line with this emerging system, the SEILA framework support the programming of financial and technical resources at all three levels to implement, strengthen and further develop the government's reform agenda and contribute to the alleviation poverty.

The SEILA grogram is a national effort achieve poverty reduction through improved local governance. The program is the collective responsibility of the SEILA Task Force (STF) comprising representative from the Ministries of Interior (MoI) Economics and Finance (MoEF), Planning, (MoP), Rural Development (MRD), Women and Veteran Affairs (MoWVA) Agriculture Fisheries and Forestry (MAFF), and Water Resources and Meteorology (M0WRAM) implementation of the plan is the task of the individual line ministries.
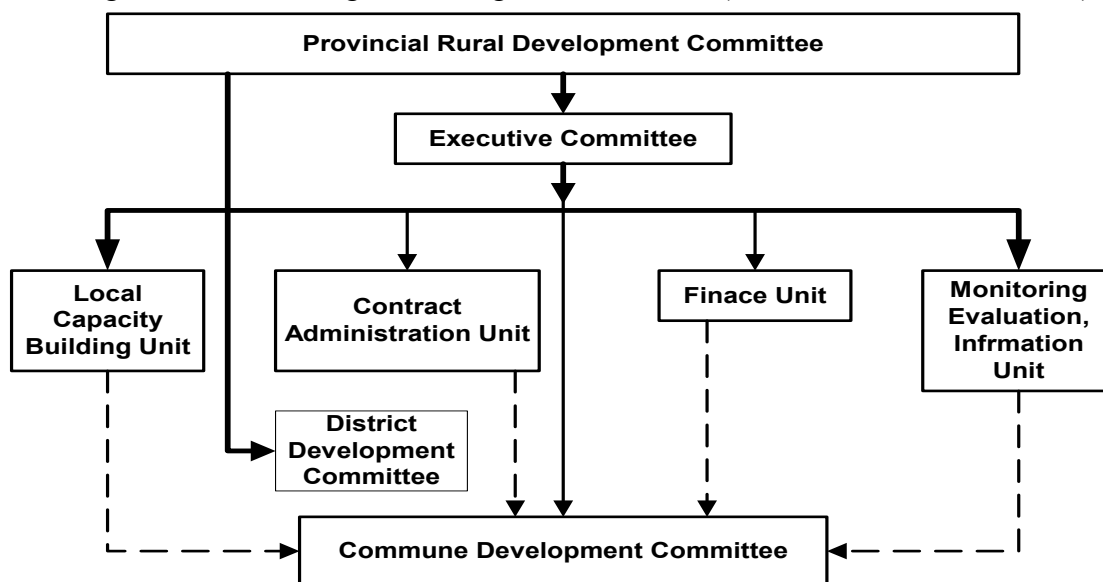
The development goal is to contribute to poverty alleviation through good governance. SEILA immediate objective is "To institutionalized systems and strategies to manage sustainable local development ".   The objective will be realized through three program output:
1. Related institutions at all levels strengthened and effectively implementing the decentralized and deconcentrated system
2. Efficient and effective services and investments provided for local development
3. Contribute to the improvement of policy and regulations for decentralization and deconcentration and poverty alleviation.

SEILA's contribution will thus be felt at the national as well as sub-national (Province and commune) levels. At the national level through policies and regulations, and at the sub-national levels through more capable and accountable institutions, and through promoting partnerships and dialogue.

Figure 1: SEILA Program Management Structure (Province to commune level)

2.1.2 SEILA at the Commune Level

Commune Development Committee (CDC) and District DOFC
The main "point of contact" between Seila and the participating communes is through the local Development Fund (LDF) one of the core financial transfer mechanisms. At the local level the fund is administered by the Commune Development Committee (CDC) on the basis of agreements signed with the Provincial Rural Development Committee (PRDC) - Executive Committee.

The CDC prepares a three-year Commune Development Plan (CDP), which is integrated into the Provincial Development Plan (PDP) by the PRDC-ExCom. Annual Commune Investment Plans (CIP) are prepared following a District Integration Workshop.

The District Facilitation Workshops are facilitated by the District Development Facilitation Committee (DDFC), which is also responsible for facilitating communication between PRDC and CDC's.

Current M &E Structures and Responsibilities

The established monitoring and evaluation system reaches down to district level through M&E focal points attached to district offices of provincial line departments. Specific

responsibilities directly related to M&E have been assigned to both the DDFC's and the CDC's.

The District Facilitation Committee

The DDFC is composed of the District Chief and Deputy District Chief the heads of District Offices: CDC chairpersons and a designated District Facilitator. Roles of the DDFC which relate to monitoring and evaluation include the follo\\1ng:
- to regularly review the performance of Seila;
- to facilitate the flow of information to and from the PRDC and CDC;
- to facilitate the collection of data in the district (with the office of planning and statistics);
- to organize an annual reflection workshop at district level to review strengths and weaknesses of Seila, and propose improvements to the PRDC.

The Commune Development Committee

The CDC includes the Commune Chief and the deputy Commune Chief, Chiefs of the Village Development Committees (VDC's) elected VDC representatives and selected respected members of the community. Specific roles related to M&E for the CDC are:
- to ensure that appropriate participatory monitoring and development of the commune development activities are carried out (with guidance and training from ExCom);
- to maintain appropriate financial records at the commune level in line with established guidelines ensuring transparency and accountability;
- to establish and maintain a commune resource center including information reflecting the development status of the commune (based on PRDC guidelines);
- to ensure the smooth flow of communications from commune to village, district and commune;
- to prepare quarterly reports of activities for submission to the PRDC-ExCom and DDFC.

Key Activities and Information Needs

At commune level, the main activities are focused on the provision of *public* services and investments, funded through the LDF. Past M&E activities thus primarily focused on the monitoring of contract implementation, and this is likely to remain a strong feature of commune M&E. In addition to contract implementation data, the commune has an interest in providing feedback on the appropriateness and performance of the structures procedures and guidelines put in place through Seila.

Key information needs (from a management rather than evaluation perspective) are thus likely to fall into the following categories:
- availability and appropriateness of refined guidelines and procedures;
- availability and timeliness of financial information (indicative planning figures
- allocations and transfers);
- activity status;

- financial status;
- capacity information (is the CDC able to work independently; is it able to maintain the project cycle).

Information Sources

At commune level a lot of information is collected and provided to the province level for entry into one of the databases established under the Seila program. While some data (especially that from the commune database) is provided in report form to the commune, no databases are managed or maintained at that level and records tend to be paper based. The main records the CDC can draw on in its monitoring and analysis activities are:
- Temporary agreements produced at the District Integration Workshop;
- CDP and CIP;
- CIP reviews;
- Contracts with PRDC and contractors;
- Project progress and completion reports;
- Financial data relating to contracts.

Information Collection and Use

At the commune level, the "collectors" and "users" of information 'are often the same; there is no functional organization of CDC's (unlike the organization of for example the PRDC's). CDC's are primarily supported by the District Facilitation Teams (DFT's) and Technical Support Staff (TSS). Thus, CDC members, DFT and TSS would almost without exception be responsible for collection and use of data. For this reason, no separate column has been added to the list of indicators specifying person's responsible; such a listing would *be* highly repetitive.

Indicators

Commune Database (CDB) has been set up under Seila program for all communes/Sangkats for nationwide. The commune-level indicators form a subset of the indicators.

2.1.2 Commune Database under SEILA program

After commune council election 2002, Seila has fully covered the whole country, 1621 communes. With support from Seila program, MOP and PDOP responsible to coordinate yearly the data collection, review workshop, and training related to this database. Seila conduct a lot of trainings to commune councils during 2 years. The key training are Administration, Planning, Procurement and finance, Data management, Information, Project monitoring and Evaluation, and several other small trainings... Some communes, especially urban, learnt quite fast but majority need more time to practice. With their limited academic background, the training alone can not assure the well performance. Therefore, beside training, a group of facilitator team/technical support people, who are also provincial trainers, were assigned to permanently backup the commune council in all

step of implementation, then repeat again next year. Doing like this the commune that do not learnt much in the training have the chance to get more instruction in real practice, refreshing training next year, and repeat the practice in new cycle. Seila plan to do like this till end of 2005, with expectation that the Commune Council will gain enough experience and can carry on without or with less support.

The SEILA grogram works at different level: national, provincial and commune. While the SEILA framework encompasses all levels, not all selected indicators are necessarily meaningful or useful at each level. For example the reduction in the level of poverty to which SEILA will make a contribution, is a national indicator which is unlikely to be measured at commune level.

2.1.3.1 Commune Database (CDB)

Brief description:
The Commune Database (CDB) contains basic socio-economic data collected at village level. The database functions as a baseline in (new) Seila target areas. The database is managed by the Provincial Departments of Planning Statistics (PDPS) under the technical supervision of the Ministry of Planning (MoP).

Purpose:
The objectives of the commune database are to: Provide data and input for situation analysis and local development planning, for decision making on the allocation of resources, and for measuring impact of local development activities.

2.1.3.2 Data Collection and Analysis Procedure

Data Collection
The main responsibilities for data collection are the village leader and commune development committee (CDC). Seila task force (STF) at the provincial level will responsible to facilitate and conduct training. The activities are as follow:
- ✓ STF train to Staff of District Planning Office (SDPO)
- ✓ SDPO train to Commune Development Council (CDC)
- ✓ CDC train to Village Leaders
- ✓ Village Leader are responsible for data collection at the village
- ✓ Data collected for the village based not household based

Data Analysis

Data analysis done at the Department of Planning and Statistics Office (DPSO) at the province, the village and commune staff are only responsible for data collection checking and cleaning.
- ✓ After fill up questionnaire village leader sent to CDC to check and clean
- ✓ CDC sent to SDPO for Crosscheck

✓ SDPO sent to Province DOPS for data analysis

Dissemination

Output produce by DPSO and will not distribute to village leader the document are available only at the commune, district and province.
✓ Commune profile: village database
✓ District profile: Commune database
✓ Provincial profile: district and commune database

2.1.4 Challenges Ahead

As decentralization reform is long term and affects all aspects of governance and delivery of services, Seila program will be soon finished the term of project in 2005 and commune database also terminate at the same time. There is a need project to support commune database (CDB) or any alternative to support, the project can be engage with CDB and the agency responsible.

2.2 Commune-Based Monitoring System (CBMS)

CBMS Cambodia is a pilot project supported by MIMAP/CBMS Network. CDRI is able to pioneer this exercise within a two or three year timeframe. CDRI is actively engaging the National Institute of Statistics (NIS) and the PLG/Seila Programme in undertaking the exercise, since it is envisaged that Government will formally adopt and eventually take over the project for gradual expansion. A "Supervisory Team" composed of these institutions and led by CDRI, has been formed to implement the project.

2.2.1 Objectives of the Pilot CBMS Project

- To select appropriate indicators for commune-based poverty monitoring and analysis.
- To provide practical, scientifically generated data to commune councils for their effective planning, monitoring and evaluation of development projects.
- To produce Commune Poverty Monitoring Reports based on the CBMS results.
- To build capacity of the selected commune councils in survey methods and data processing, analysis and use.
- To promote the link between commune and provincial/national level planning processes in utilising CBMS data.
- To cement the link between PMATU and NIS and commune councils and to prepare for an eventual nation-wide CBMS.
- To promote a firm process of decentralisation which has the high commitment of Government and donors.

2.2.2 Composition of Indicators

A set of core indicators CBMS as follow and may duplicate those already contained in the Seila Programme's Village Data Book, which is to be filled out by the village chief. Since the proposed CBMS will employ a census approach, and given the critical importance of these variables, they will remain in the core set in this pilot survey.

A Set of Core Indicators and Variables

AREA OF CONCERN	INDICATORS	VARIABLES
1. Composition and Characteristics	Demographic and Social Characteristics	- Area size of house - Landlessness (homestead and agricultural land)
2. Basic Education and Literacy	Educational facilities Educational attainment and literacy of household members	- Number of schools and classrooms available to villagers - Educational materials, teachers - Elementary enrolment (6-12yrs) - Lower secondary enrolment (13-15) - Number of males and females completed high school - Household literacy (ability to read and

		write)
3. Income and Livelihood	Total income Expenditure Wages and sources of income Employment Under-employment Vulnerability to natural shocks	- Household income by different sources - Average per capita expenditure on food - Wages earned by household members in different categories of employment - Number of days worked per month and number of months worked per year - Prevalence of natural shocks - Monetary losses caused by natural shocks
4. Housing and Shelter	Characteristics of housing unit of households	- Percentage of households living in different types of houses (by construction materials used for roofs and walls)
5. Water and Sanitation	Households with sanitary toilet facilities Households with access to safe water	- Percentage of households having different types of toilet facilities and no toilets - Percentage of households having access to different sources of water (boreholes, ponds, etc.) in both wet and dry seasons
6. Health	Health indicators and access to health facilities	- Common diseases within community - Infant, child and maternal mortality - Presence of health workers, hospitals, health posts etc. - Distance to such facilities
7. Social and Community	Social and Community status as perceived by household members	- Percentage of households having different types of lighting - Number of different transport modes
8. Peace and Order	Crime Incidence Conflicts or armed encounters within community members	- Number of crime victims by type of crime (rape, murder, robbery, abuse, physical injury) - Number of conflicts or armed encounters - How conflicts are settled

2.2.3 Data Collection and Analysis Procedure

Data Collection
Under pilot project, six communes representing nearly 12,000 households in two provinces have been selected for CBMS sites. The project conducted in areas with both poor and better off socio-economic conditions. The procedure of data collection is as follow:

- ✓ A village census
- ✓ CBMS national team train to commune and village leaders
- ✓ Village Leader are responsible for data collection at the village

       ✓ Data collected for household-based

Data Analysis
Commune council members prepare and compute a summary report for commune level:
       ✓ Manual data processing
       ✓ Simple way of computation and prepare table for report
       ✓ Producing summary report

Dissemination

Outcomes from the CBMS will provide the basis for "commune poverty monitoring report", which will be the main tool for commune council members to better monitor and evaluate the impacts of development policies and programs undertaken in their communities, and to inform decisions about allocation of resources.

2.1.4 Challenges Ahead

It is envisaged that Cambodia will gradually employ the CBMS to the maximum extent possible. A successful pilot CBMS will be more persuasive in 'selling' the system to government and to other donor agencies which support decentralisation in Cambodia. NIS the only government agency possible involve in CBMS activities and make CBMS output as an official database at all level (commune, district, province, and national level).

Chapter III

A Proposed Framework of

"Commune Database Information System"

3.1   Introduction
This chapter will discuss the proposed to set-up framework of Commune-Database Information System (CDIS) in Cambodia.

The review of Cambodian statistical system in Cambodia has shown that the NIS is conducting and producing only the database information at the national level. However, the Commune database developed by International organizations and some local NGOs is only being used by those agencies for their own needs. Therefore, there is no linkage between these agencies in producing commune database information system for all end users, mainly commune councils or other governmental agencies to benefits from those produced database. Hence, there is a need to develop a framework of Commune-database Information System (CDIS) which will be benefits for all related agencies, especially the benefits to the commune councils for the development planning.

Though, there are some lessons learned from The Commune Database developed under the project of NGOs in order to serve their own goal and purposes and mostly on M&E at the province or district or commune level.

The Lessons learned are following:

- One-shot project report
- Donor driven
- Collected information was not well shared and used
- No clear inter-linkage of M&E system at local level framework
- No clear understanding what the key data needs
- No clear reporting system
- No clear methodology and standards

3.2.   Proposed Commune-Database Information System (CDIS)

3.2.1   Introduction

This study is aim to propos a framework to develop the Commune-Database Information System (CDIS) which is a commune/sangkat information system for gathering, analysing and utilising data regarding the basic needs of local level. The data system will generate and serve as the basic information indicators to take action to address improvements in development and planning at the commune level.
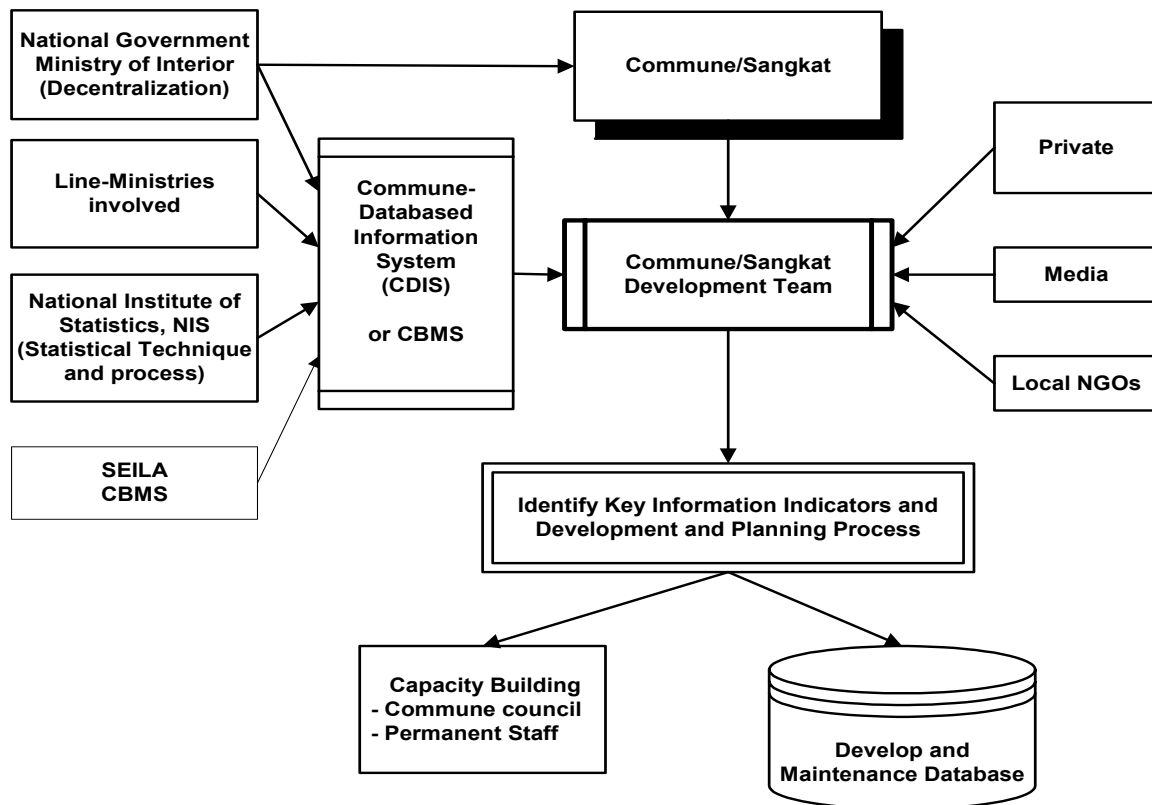
Conceptual Framework of the Study

The conceptual framework illustrates the flow and relationships of the concerning agencies involved and variables to be studied in figure 1. Figure 2 is the operational framework for this study. Figure 2 illustrates the list of statistical data indicators needed at the commune level to be able to use for development planning.

Figure 1 shows the concerning agencies government and private involved in the development of commune level. The involved agencies are as followed:

- Ministry of Interior that is responsible for local development and decentralization,
- General Department of Planning and the National Institute of Statistics of the Ministry of Planning involve in preparing the planning and statistical techniques and providing training to the commune councils; and
- UN agencies, Internationals Organizations, and foreign and local NGOs, and private agencies are involving in the capacity building, financial assistance to the communes,
- Media is also involved in the development process through disseminating and coordinating information to the public.

Figure 2: Conceptual Framework

3.2.2. Understanding of CDIS and the Used

The CDIS is the overall information system will be used by communes. It generates data that depict the commune's financial, socio-economic, topographical, demographic and other characteristics/conditions. The CDIS is the bottom-top system that complements local information system data with primary information gather directly from the commune.

CDIS data will provide the commune with a basis for identifying the local government needs and problems, prioritizing them, and developing the programs and projects which would be most effective in improving the socio-economic conditions of the community and alleviating the deprivations of its neediest members.

The regular updating of CDIS data will enable the community to note trends in the improvement or decentralization. The information will be used to monitor and valuate the effectiveness and efficiency of local implemented programs and nationally initiated support services vis-a-vis their impact on uplifting the quality of life of community residents.

The Important of CDIS:

- The CDIS generate and validates the information needed for focused targeting
- Indicate family situation the community and encourage them to initiate corresponding action to alleviate their condition
- It ensues that the information needed in the situational analysis, planning implementation, and monitoring and evaluation are reliable, accurate relevant and timely.
- To promote sharing information among various sectors in the commune, higher level of government and the private NGO and business sector to reach common targets and address priority problems in the community.
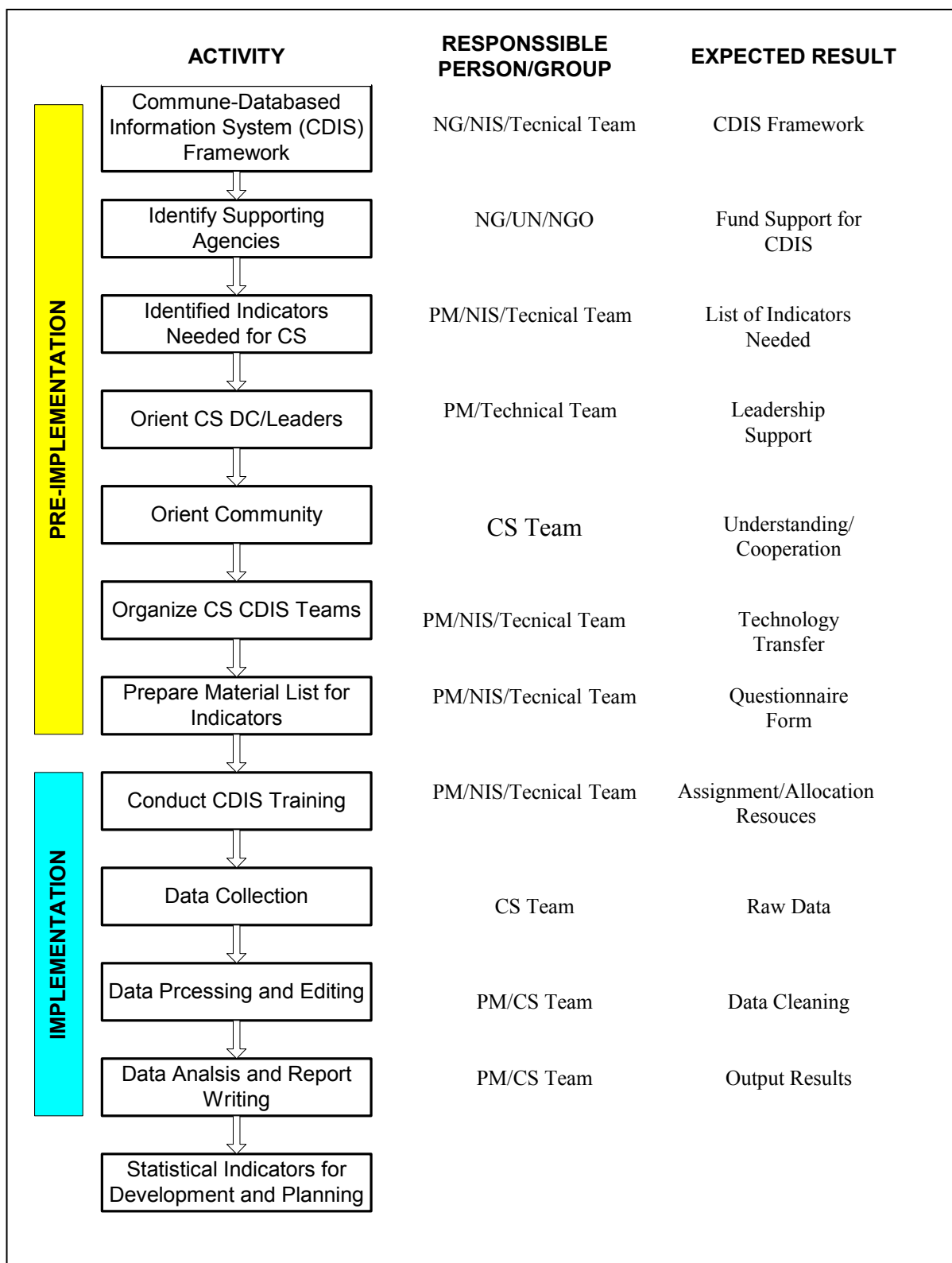
3.2.3 The CDIS Framework

The Royal Government of Cambodia has adopted the Decentralization approach and a basic framework for poverty alleviation specially for the social development and planning. Sectoral agencies, local governments and non-government organization that deliver basic services to Cambodian families and communities need information indicators to determine the level of development in the community. The primary purpose of the development framework of CDIS is to generate information that will enable community to take immediate local action and the agencies involved in the development of CDIS.

This framework is address to setup CDIS teams working in communes/sangkat all over the country. The detailed steps of the framework are organizing, operationalizing, and sustaining the CDIS for local development planning and management. The framework flows of three major phases: pre-implementation, implementation, analyzing and utilizing of data.

3.2.4 Pre-Implementation

First stage of the framework is to develop and setting up CDIS system, agencies involve, identified indicators needed, orient to the commune/sangkat leader/development council, orient the community, organize CDIS team working group, and prepare material list of indicators. The system is in the form of flowchart to provide amore comprehensible guide to provide a more logical picture of establishing the relationship of the development of CDIS to planning and monitoring aspects of the system as well as the technical working group with the other implementors at various levels.

Figure 3: Commune-Database Information System (CDIS)

ACTIVITY	RESPONSSIBLE PERSON/GROUP	EXPECTED RESULT
Commune-Databased Information System (CDIS) Framework	NG/NIS/Tecnical Team	CDIS Framework
Identify Supporting Agencies	NG/UN/NGO	Fund Support for CDIS
Identified Indicators Needed for CS	PM/NIS/Tecnical Team	List of Indicators Needed
Orient CS DC/Leaders	PM/Technical Team	Leadership Support
Orient Community	CS Team	Understanding/ Cooperation
Organize CS CDIS Teams	PM/NIS/Tecnical Team	Technology Transfer
Prepare Material List for Indicators	PM/NIS/Tecnical Team	Questionnaire Form
Conduct CDIS Training	PM/NIS/Tecnical Team	Assignment/Allocation Resouces
Data Collection	CS Team	Raw Data
Data Prcessing and Editing	PM/CS Team	Data Cleaning
Data Analsis and Report Writing	PM/CS Team	Output Results
Statistical Indicators for Development and Planning		

PRE-IMPLEMENTATION (Commune-Databased Information System through Prepare Material List for Indicators)

IMPLEMENTATION (Conduct CDIS Training through Data Analsis and Report Writing)

3.2.5 Setting CDIS Framework System

Setting a technical working group (TWG) from the various agencies such as Ministry of Interior, Ministry of Planning, National Institute of Statistics, Ministry of Finance, and UN and NGOs involve in the development of the CDIS system. The CWG prepare the whole procedure of the development CDIS including administration and finance to make sure the project can implement and maintain.

3.2.6 Identifying Support Agencies

Agencies support for acceptance of CDIS is essential. The steps involved in the setting up of CDIS should be well-communicated to related agencies and communities. Since, this is a nationwide project and the government cannot have enough sources there's a need financial and technical assistance from UN/NGOs and other agencies to support the project. The main support of the project is National Government, UN, NGOs, UNDP-SEILA program, and other agencies.

3.2.7 Identifying Indicator Needed at the Commune/Sangkat (CS) Level

Identified indicator needed those which simply measure the effectiveness and efficiency of service delivery. These are the indicators which tell whether the families are actually being reached by policy provided goods and services intended for them. in term basic of development and planning. In this study, proposed list set of indicators to assure that local government meet the basic need.

3.2.8 Orient Commune/Sangkat Development Council (CSDC)

Orient Commune/Sangkat leader and CSCD members on the CDIS and gain their support for activities leading to the implementation of the system. The possible resources that may be required from the Commune/Sangkat and subsequent maintenance of the CDIS, and whether these can be provide through the CSDC.

3.2.9 Orient the Community

Orientation of the community on CDIS by CSDC team is important to facilitate participation and support. The CSDC team should be able to answer the community's question regarding the system. The aim of orientation is to gain support from the community in the implement of the CDIS system. What should the community know about the CDIS:
- concept and importance
- benefits/uses
- expected roles and responsibilities of community

3.2.10 Organizing Commune/Sangkat CDIS Team

Choose the right CSDC, this is important because they will gather and handle the raw data for the CDIS and will take charge on updating of data on a regular basis. The criteria for selecting CSDC are:

- member of commune/Sangkat (CS) council
- a permanent staff of CS
- a permanent resident of the CS community
- literate and articulate of the local dialect
- has had previous experience in collecting data
- willing undergo training and to do work on a volunteer basis
- willing to spend time with CS constituents for consultation

3.2.11 Prepare a Material List per Indicator

The TWG prepare forms contain all information needed to compute indicator requires. The form will be used for the entry of raw data generated from the survey families, the form will provide a profile of the degree to which CDIS are being met at the family level. The form will be accomplished by a trained commune/sangkat development council (CSDC) through an interview process.

3.2.12 Conduct CDIS Training

It is important that those who are trained are those who will involve in CDIS activities and do the actual work in term of interviewing, collection, and analysis. The content of training for CDIS implementors and CSDC:

- CDIS definition, purpose and framework
- CDIS stage, steps activities
- Data collection and interviewing technique
- Data analysing and reporting technique

3.2.13 Data Collection

Data gathering for the CDIS will use the interview technique, with CDIS form as the interview instrument. Form use for entry of raw data will be accomplished from direct interviews with the family head, his/her spouse and/or other members of the family who may be in a position to provide accurate data. The interviewers/data collectors are only those who member of CSDC and involved in the training.

Before the actual data gathering starts, inform member of the community that interviewers will be visiting their homes to administer the CDIS form within a given timeframe.

3.2.14 Data Processing and Editing

After results of the data contained in the CDIS form are collected will be left in the keeping of the secretary of the CSDC team to be check for the error, after accomplished the form it would be best check for error and re-enumerate before do the data analysis.

3.2.15 Data Analysis and Report writing

There are a number of ways to analyze, use and present the data gather from the CDIS form. the manner by which data is analyzed is closely related to the purpose for which data is used, and the audience to which the data will be presented. In analysing data, start with identifying what data is available to you. The data will be computed at least two steps/types of the data work with:

- Family-level data, which is the data found in CDIS form and provide a profile of each family in the community
- Community/Commune-level data, which is data found in CDIS form and provide a profile of the whole Community.

3.2.16 The Targeted End-users of data

The target users of the data output are the families and the community to help identifying and prioritizing their needs. Other targeted users are government, private and NGO agencies and group who provide services to the community.

3.3 Data Requirements of the Local Development Planning

Local situation analysis provides the data needed in local development planning. Hence, the data requirements for local situation analysis are basically the same as those of local of local development planning.

Under Integrated Approach to Local Development, the most important data requirements for local situation analysis/development planning are broadly classified as follows:

- Demography
- Housing
- Education
- Health/Nutrition
- Peace and Order/Public Safety
- Income and Livelihood
- Land Used
- Agriculture
- Transportation

Bellow is the initial list of indicators needed to meet the minimum basic need at the commune level. The local government units will find it effectiveness in identifying major areas of concern and as primary guide in planning and programming to respond the development of community.

List of Indicators and Methods

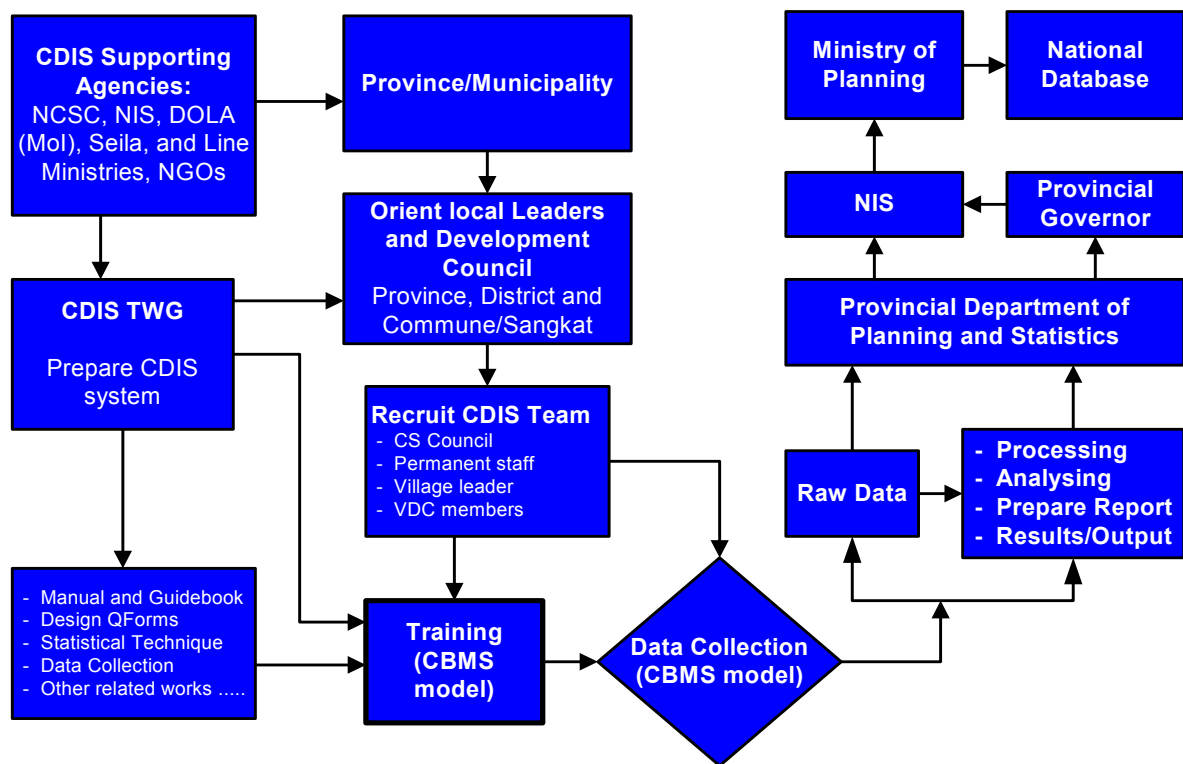| No.	Sub-domain	Indicator name

1	**Demography**	1. Population 2. Annual Population growth rate 3. Population density 4. Crude birth rate 5. Crude death rate 6. Fertility rate 7. Percentage of family planning acceptors 8. Average household size
2	**Housing**	9. Percentage of household head by sex 10. Percentage of own house 11. Percentage household by type of lighting sources 12. Percentage household by type of drinking water sources 13. Percentage household by type of fuel use for cooking 14. Percentage of Household by type of dwelling unit
3	**Education**	15. Literacy by age group 16. Elementary level participation rate 17. Secondary level participation rate 18. Number of schools 19. Number of Class rooms 20. Classroom-student ratio 21. Teacher-student ratio 22. Percentage of population 15 years and over by highest education 23. Percentage of population less than 15 years droop out of school
4	**Health/Nutrition**	24. Newborns with birthweight of at least 2.5 kgs 25. Percentage of underweight children under 5 years 26. Deliveries by trained personnel 27. Percentage of 0-1 year old infant fully immunized 28. Infant mortality rate 29. Cause-specific mortality rate 30. Incident rate of mortality 31. Number of deaths in the family due to preventable causes
5	**Peace and Order/Public Safety**	32. Number of family member victimized by crimes against person (e.g. murder, rape, abuse, physical injury) 33. Number of family member displaced by natural disaster 34. Number of family member victimized by armed conflict 35. Domestic violence
6	**Income and Livelihood**	36. Member of the family employed 37. Family with income above subsistence threshold level 38. Unemployment rate 39. Percentage of household by income level 40. Local government in come and expenditure
7	**Land Used**	41. Land area of Commune 42. Land areas use for agriculture 43. Land areas use for business/industry
8	**Agriculture**	44. Rice production 45. Other agriculture product 46. Area of full-irrigated 47. Fishery production
9	**Transportation**	48. Number of Kilometers City/Rural road 49. Cars/Motorcycles/Tractors/koyons

3.4 Proposed Workflow for CDIS

The framework tries to explain that the CDIS Technical working group (TWG) will be established through the selection of members from related agencies of the government agencies and concerned NGOs. The members of CDIS TWG would be selected from NIS, NCSC, DOLA, Seila, Line ministries, and concerned NGOs. The CDIS TWG established to work on the preparation of CDIS system such as manual and guidebook, statistical techniques, data collection, etc. On the other hand, CDIS TWG will also have to orient local leaders and councils from provincial/municipal and districts level that will be appointed by the provincial and municipal governments. CDIS TWG will be providing the training to those who will be appointed by the provincial/municipal and districts government.

Figure 4: Proposed Framework for CDIS

The main actor of this framework will lies on the CDIS Team who will be trained by CDIS TWG. This group will perform their duty after the training by collecting data at the communes. Furthermore, the CDIS Team will also be doing the data processing, analyzing, writing report, producing results/output from the data collection. The also the group that can provide raw data for needed agencies for the purpose of integrate into the development plan

of the district, the province/municipality, and even the national government agencies such as NIS, Ministry of Planning, Ministry of Interior, NCSC, DOLA, etc.
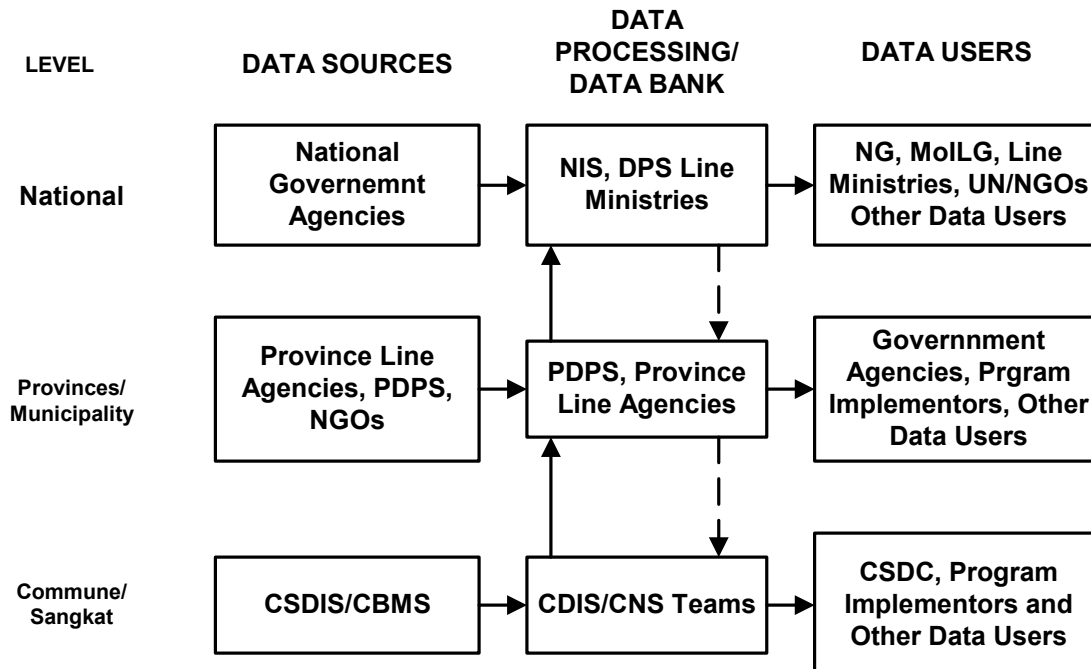
3.4 Institutional Arrangement

To institutionalize the commune-database information system would require the participation of all levels of the government. The roles of each level of responsible for statistical activities are listed below:

3.4.1   Commune/Sangkat Level

The commune secretary takes the lead in data collection activities. The commune/sangkat (CS) development council (CSDC) and members are the enumerators. The CS officials with CDIS teams will process and analyze the data at the CS level. The results are present to the officials of the CS council and members of community to see if the results obtained seem reasonable.
The data should be kept at the CS and copies summary forms will be submitted to district statistics office and to the Provincial Department of Planning and Statistics (PDPS).

Figure 5: Proposed Flow of Information

3.4.2   Province/Municipality Level

The provincial statistics office will consolidate the data from the CS and prepare summary forms. The summary reports are then will be submitted to governor, ministry of interior, provincial development council, provincial development and planning office, national institute of statistics (NIS) and other concern agencies. The provincial statistics office will keeps the data.

3.4.3   National Level

The national institute of statistics and ministry of interior and local government will compile the summary report coming from the different provinces/municipalities. The data analyzed and report are submitted to ministry of interior, ministry of planning, ministry of finance and economic for further analysis.

3.5   NIS's Possible Involvement in CDIS

NIS is an agency of the Ministry of Planning. The NIS offices and Department of Planning are all delegated to all districts in 24 provinces/municipalities of the Kingdom of Cambodia. Therefore, it has a strong mandate in implementing its functions in relation to statistics and planning. However, the NIS and Ministry of Planning with its offices and departments is the partner of Seila and other agencies in developing development planning in all levels of the governments. So, it is easy for NIS and Ministry of Planning to operate its works locally and nationally.

It is very important for NIS and Ministry of Planning to take part in the CDIS program because the program would be toke over by these two agencies when the Seila mandate ended sometime. Then, the two agencies could develop the CDIS to be national standard database system for the purposes of all agencies, mainly the development planning and policies of the communes, districts, provinces/municipalities, and national as a whole.

- Develop Statistical techniques and methods
- Accessibility of Statistics office in the province and district that can serve as correspondent agencies
- Experiences of NIS staff involved in CDB of SEILA program
- Engage with CBMS
- Responsible for the development report of provincial and national level
- Identify and select correspondent member of NIS in commune

3.6   Possibility of Setting-Up the CDIS
The National Institute of Statistics (NIS) will be the responsible CDIS project. General Director of the NIS will be accountable to the donors for financial and management issues. The NIS Staff provides project oversight in order to ensure high quality and integrity. The possible to setting up CDIS:
- NIS overall responsible for the project
- Donors for financial support
- Supporting agencies and line ministries
- Human resources at the commune and village are experienced with SEILA

- Model and experience SEILA program
- Use data sources of CDB SEILA
- Model and methods of CBMS
- Local development fund of the government

3.7   The Use of CDIS output

The CDIS results will be disseminated through a national and provincial workshop for all partners of the project and relevant government and non-government institution. The CDIS data will be used for diagnostic study of the poverty situation in the communes. The information shall help design policy interventions and target the vulnerable groups, including the poorest of the poor in the communes. Data will be used at all level:

- The community
- Local government
- National government agencies
- NGOs and
- Other agencies provide service to commune

Chapter IV

Concluding Statements

With the decentralization reforms efforts of the Royal Government of Cambodia is moving on there is a need to have accurate and accessible information at all levels of the governments, especially the information at the commune level because the commune now is playing its very important role in local development planning after the decentralization of the government toke place for two years. To achieve effective and efficient development objective, the communes must have clear and accurate data of their own localities on the need, prioritized areas, etc. It is very important to have accurate information and accessible data not only for the commune but also to other local governments such as districts and provinces/municipalities and national government as well.

As experiences in CBMS of other countries, especially the Philippines stressed that Statistics are indispensable information in local development planning and they form the bases for the formulation of sound development plans for the communes. Planning for the efficient delivery of basic services entails the need for updated statistics on water, population, transportation, health and land resources. LGUs need to develop their capabilities and increase their knowledge on statistical standards and measurements currently being developed by concerned agencies. It is therefore imperative that an effective inter-agency collaboration be instituted to ensure uniformity and compliance with such standards.

The rapid pace of development in local communities necessitates the need for LGUs to regularly endeavor to update their statistical records and information that serve as inputs to local development planning. The wiseful application of statistics in local planning is best indicated in the LGUs' ability to come out with a relevant investment, plan, a document that best translates the LGUs' development plan's vision and objectives into reality. .

However, as local development planning should be the concern of more entities rather than by the LGUs alone, participation of NGOs/POs and other private sector groups, in the generation of statistical data would ensure that local plans respond to actual needs and conditions of the community. The integration of statistics in every local plan as a sound practice in the preparation of plans would ensure that plan targets and objectives can be attained by communes.

Lastly, learning from CBMS of other countries' experiences, creating the CDIS in Cambodia now is very appropriate and needed for the currently commune councils to have better knowledge and accurate information for a good local development planning in each locality. It is, therefore, the government of Cambodia, international donors, and other related agencies must take into account the importance of the database system that can be developed and used for the sake of achieving development goal of communes, districts, provinces/municipalities, and national development.

References

Lisa Grace S. Bersales, 2004. Methods of writing the report, RbTP, UNSAIP.

Rong Chhorng, 2004. Decentralization in Cambodia: A Closer Look the Commune's Governance and Decentralization, the research proposal submitted to University of the Philippines (UP-NCPAG).

Doung Porter, Leonardo Romeo and Shiv Saingal, 2000. Seila Decentralization Support Program Formulation Mission, UNDP.

San Sy Than, 2002. Adb/Paris21 High Level Forum On Statistical Capacity Building For Asean Countries, ADB.

National Institute Statistics (NIS), 2003. Cambodia Statistical Yearbook.

Ana Maria L. Tabunda, 2004. Special Topic on Local Development Planning, RbTP, UNSAIP.

Ofelia Templo, 2004. Special Topic on Project Monitoring And Evaluation, Rbtp, UNSAIP.

Min Mony, Own Revenues for Local Governments in Cambodia, Master Thesis, National University of Singapore.

NEDA, 1995. 60 Years of Development Planning in the Philippines, Pasig.

UPSC Research Foundation Inc, Training Statistics for Local Planning, QC

NSCB, 1998. 7th National Convention on Statistics, Makati.

NSCB, 1995. 6th National Convention on Statistics, Makati

NSCB, 2001. 8th National Convention on Statistics, Makati.

Carmen Batanero, 2001. Training Researchers in the Use of Statistics, Netherland, ISSE.

Gay L.R, 1996. Educational Research: Competencies for Analysis and Application, 5th edition, New Jersey, Printice Hall.

Celia M. Reyes, 2002. A Survey of Poverty-Related Research and Monitoring Systems in the Philippines, MIMAP Research Paper 42, CBMS.

Celia M. Reyes, 2002. Diagnosing Poverty at the Local Level, MIMAP Research Paper 55, CBMS.