

# **SURVEY REPORT ON THE GOVERNANCE PROGRAM**

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Appendix A – Survey Questionnaire (in Khmer and English)

## **1. INTRODUCTION**

### **1.1 The Governance Program**

EDUCATION AND ADVOCACY –for the years 2006 and 2007, the Center for Social Development (CSD), through its Governance Unit, has vigorously implemented a focused yet diversified set of activities that aims to fulfill these two tasks. The pertinent activities range from conduct of public forums and trainings on good governance and transparency in various Cambodian provinces to holding of working group meetings on contentious topics such as the proposed anti-corruption and freedom-of-information laws. These activities were driven by two specific objectives, viz: promotion of good governance and transparency in public service provision and enhancement of public participation in the fight against corruption. They were made possible by generous funding from DANIDA and OXFAM GB (overall, the GOVERNANCE PROGRAM).<sup>1</sup>

Nearing the end of the Governance Program, the CSD aptly set to review and culminate the activities done over the life of the program and consequently determine the achievements, the gaps and points for improvement that will guide future projects. In this connection, it launched a survey among the program's beneficiaries to secure feedback from below.

### **1.2 The Survey: Objectives, Scope and Methodology**

The survey was undertaken from 25 November to 2 December 2007 in three key locations: Kampong Cham, Battambang and Sihanouk Ville. Totalling 141, its respondents comprised of the participants to CSD's public forums and trainings, in particular the Public Forum on Transparency in Public Services and the Training on Good Governance and Transparency to Fight Corruption which were held over the life of the Governance Program. A table summarizing the details of the fieldworks done is provided below.

The survey's principal objective was two-fold. It was launched to evaluate the Governance Program and simultaneously serve as another diagnostic measure gauging and educating us about the public pulse on good governance and the status of corruption in the country. The survey sought to assess both according to the following indicators: a) level of public awareness of public sector governance (i.e. overall perception and satisfaction in relation to public service provision; people's awareness of their right to quality public service provision and the state's obligation to provide such); b) quality of public service provision in the target locations (i.e. access and nature of public service provision; governance problems in public service delivery); and c) level of public participation in the fight against corruption (i.e. measures done to confront corruption). It was especially interesting to find out how results for each indicator

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<sup>1</sup> For more information on the Governance Program of CSD and its actual accomplishments, you may contact its Governance Unit or refer to the organization's website, [www.csdcambodia.org](http://www.csdcambodia.org).

converge or vary across different gender and occupational categories. In the end, survey results were expected to generate lessons, findings and recommendations that will be useful in mapping out the thrust of CSD's future programs.

**Table 1**  
**Survey Fieldwork: Details**

<b>Target Group</b>	<b>Fieldwork Locations</b>	<b>Fieldwork Timeframes</b>	<b>Number of Respondents<sup>2</sup> (Total: 141)</b>
Participants of Public Forum and Training	<b>Kampong Cham</b> (Districts: Kampong Cham, Kampong Siem and Srei Santhor)	25-27 November 2007	49
	<b>Battambang</b> (Districts: Battambang, Sangkae and Mong Russei)	27-30 November 2007	52
	<b>Sihanouk Ville</b> (Districts: Prey Nup, Mittapheap and Stung Hao)	30 November-02 December 2007	40

Structured Interview was the method adopted in conducting the survey in order to generate quantitative results that will substantiate the evaluation of overall results and results across subgroups. Per province, a 5-member team<sup>3</sup> had the responsibility of overseeing the interviews, each lasting approximately 15 minutes. The questionnaire in Khmer was carefully designed such that the close-ended questions correspond with the intentions of the survey.

## **2. SURVEY ANALYSIS AND FINDINGS**

Gender and occupation are two variables which one could expect to affect an individual's perception of and attitude towards public sector governance, public service provision and the fight against corruption. The following analyses of the sample and survey results bestow focus on the aforesaid variables. On top of evaluating overall results, we filtered the data to uncover findings across gender and occupational types.

<sup>2</sup> Target respondents were forum / training participants aged 18 and above. In Kampong Cham province, there were 49 respondents out of the 165 forum / training attendants (29.7%); in Battambang, 52 out of 196 (26.5%); and in Sihanouk Ville, 40 out of 169 (23.7%).

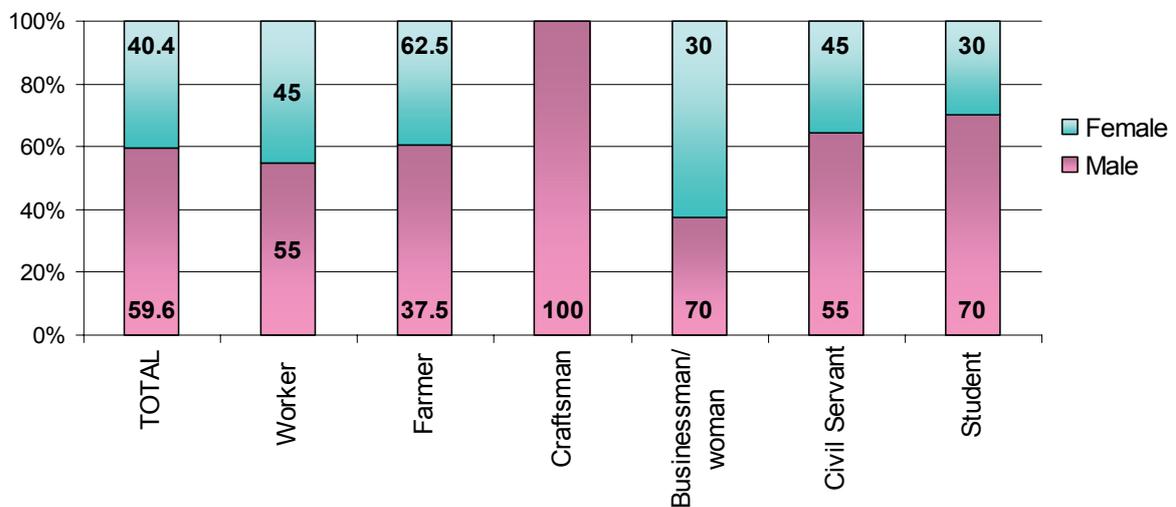
<sup>3</sup> The evaluation team consisted of the Program Coordinator, two interviewers (one Program Assistant and one volunteer from CSD) and two enumerators (two volunteers from a provincial-based organization – Khmer **Chivit Thmei in Kampong Cham, Soboros in Battambang and Adhoc** in Sihanouk Ville).

## 2.1. Sample Description by Gender and Occupation

### 2.1.1 Gender Representation

Gender balance is a principle that CSD has consistently and actively been promoting in its activities. In relation to our task of evaluating public perception about good governance, or the lack thereof, in the delivery of public services, the importance of ensuring gender balance is even more manifest given the popular recognition that public services are not sufficiently gender-responsive. As Figure 1 illustrates, ***we have achieved a significant degree of success in ensuring female participation in our survey though we recognize the underrepresentation of females in the sample, as a whole and by occupation.*** 40.4% of the survey's total respondents are female and the proportion of men exceeded that of the women across all gender and occupational categories with the exception of the business sector where female representation exceeded that of the male by 25%.

**Figure 1**  
**Gender Representation**  
Total, By Occupation  
(in %)

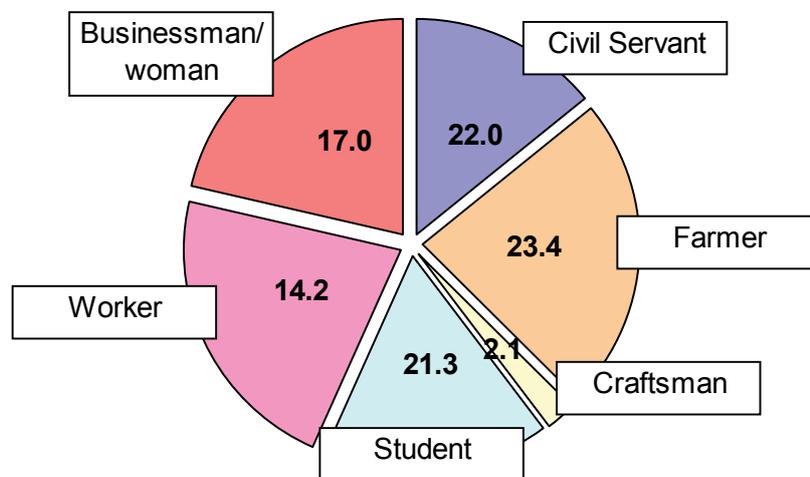


### 2.1.2 Occupational Representation

Likewise, our team aimed at and was able to attain a ***diversified sample in terms of occupation*** to secure more credible results and at the same time, uncover nuances, if any, in the provision of public services to different sectors. As Figure 2 shows, the

occupations represented in our sample include civil servant, farmer, businessman/woman, craftsman<sup>4</sup>, student and worker (referring to other jobs entailing manual labor, primarily construction). Needless to say, **each occupation has distinct demand for public services and relationship with the state, the foregoing possibly affecting the nature of their access to public services.**

**Figure 2**  
**Occupational Representation**  
 Out of Total  
 (in %)



## 2.2 Analysis and Findings

### 2.2.1 Overall Perception and Satisfaction

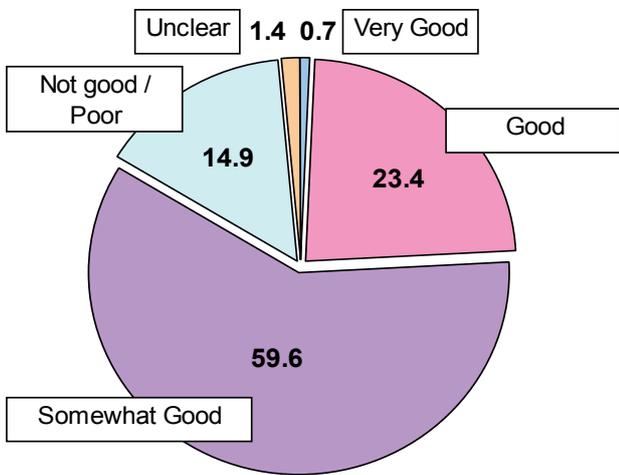
Based on the results of the survey, **the quality<sup>5</sup> of governance in public service provision seems to be, overall, average.** As shown in Figure 3, a supermajority of almost 60% perceives the administration of public services as merely somewhat good. **Accordingly, satisfaction with public service delivery is nothing remarkable.** Many individuals, 48% of the total to be specific, are nothing but fairly satisfied while a good-sized 17% denoted that they are dissatisfied (see Figure 4).

<sup>4</sup> Out of the entire sample, there are **only three (3) craftsmen.** For this reason, relatively minimal emphasis is given to the results pertaining to the occupation.

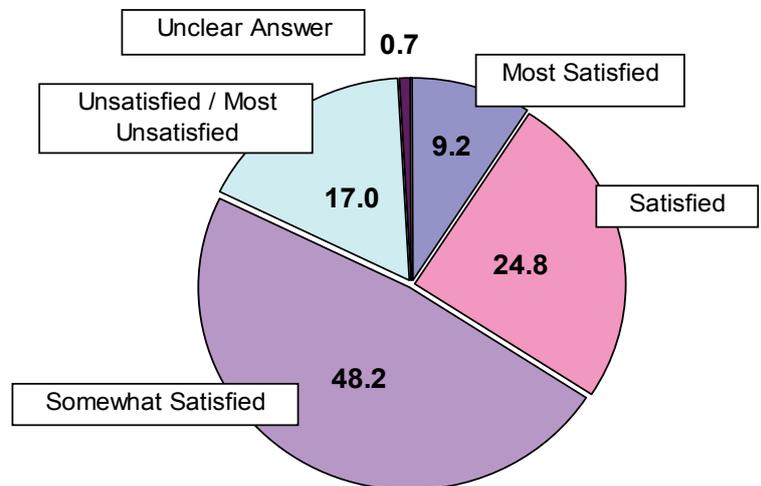
<sup>5</sup> Quality is used as a term referring to the level of transparency, accountability, fairness and efficiency in the administration of public services.

**Across all sexes and occupational fields, the same inferences can be deduced.** As indicated in Figure 5, between 40% to more than 70% of the respondents across all categories sense the quality of governance in public service delivery as merely average. Consistent with this are the satisfaction ratings, with 40% to 60% of the respondents across all gender and job types signifying that they are unsatisfied with public service provision (see Figure 6). Filtering the survey results, **several interesting insights can also be inferred.** One interesting inference is that **respondents from the civil service themselves distinctively gave a low rating on the quality of governance in public service provision.** A substantial 68% of them feel that such quality is between average to poor. This can be taken at least as recognition from their part of the problem relating to lack of governance in the public sector. Another interesting observation is how **students have the worst perception of and are most dissatisfied with public service provision.** 73% of them rated governance in administration of public services between somewhat good and poor while 60% of them are unsatisfied. Alternatively, 26% of the total survey respondents who rated public service provision as fair (the highest figure) and 25% of those who were dissatisfied were students.

**Figure 3**  
Overall Perception  
Out of Total  
(in %)



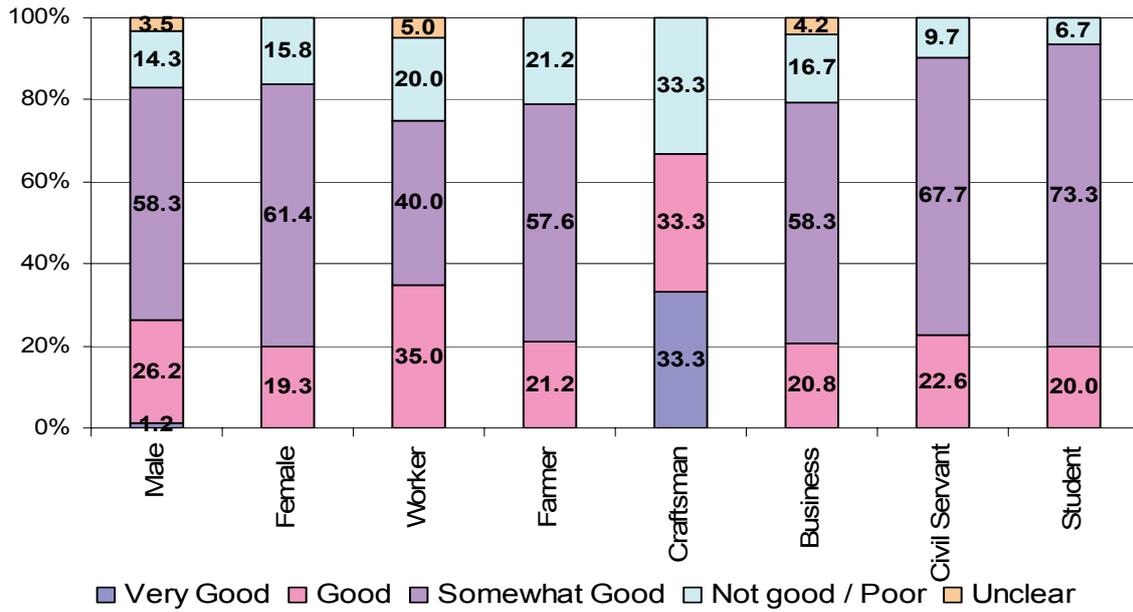
**Figure 4**  
Satisfaction  
Out of Total  
(in %)



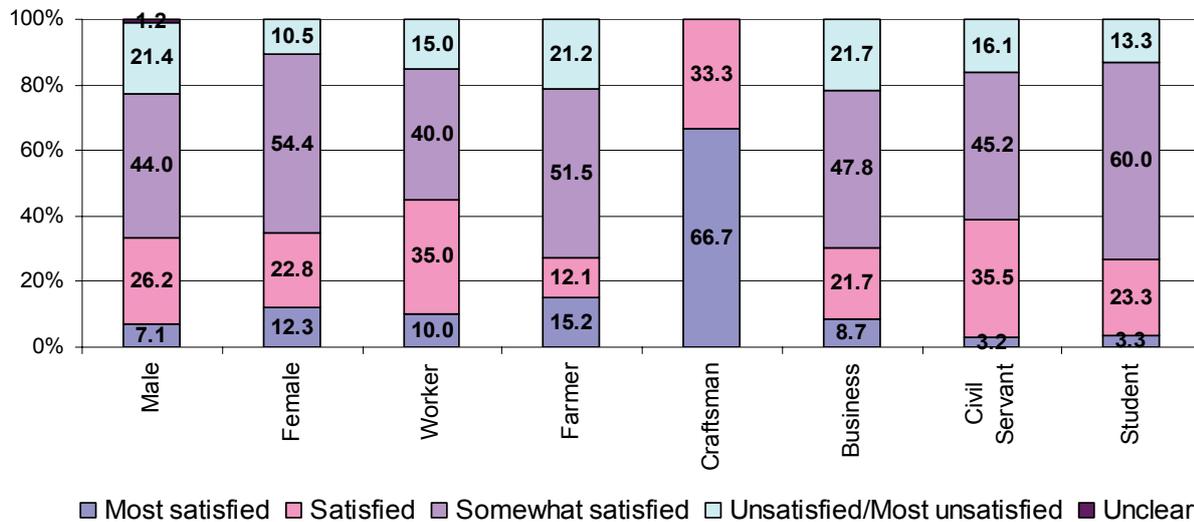
However, **there is an encouraging indication that decent public service provision does take place**, given that around 23% of the respondents described the quality of such provision to be good. As illustrated in Figure 4, this corresponded with a satisfaction rate of almost 25%. A “good” rating however is not sufficient. **At this early**

*in the analysis, the survey results already alert us on the challenges that remain in our mission of promoting good governance.*

**Figure 5**  
**Overall Perception**  
By Gender, By Occupation  
(in %)



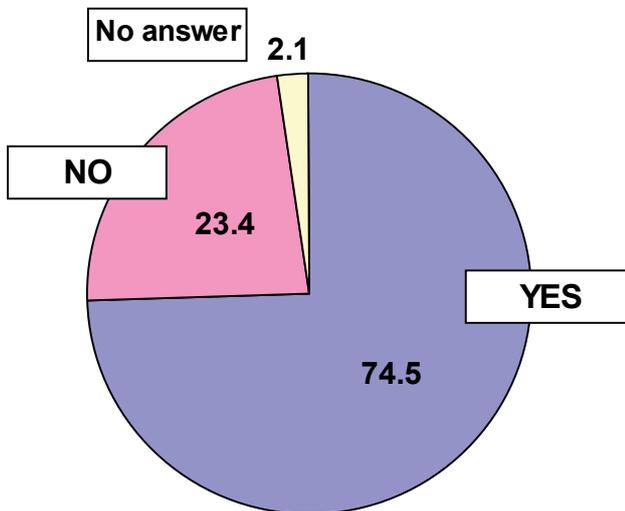
**Figure 6**  
**Satisfaction**  
By Gender, By Occupation  
(in %)



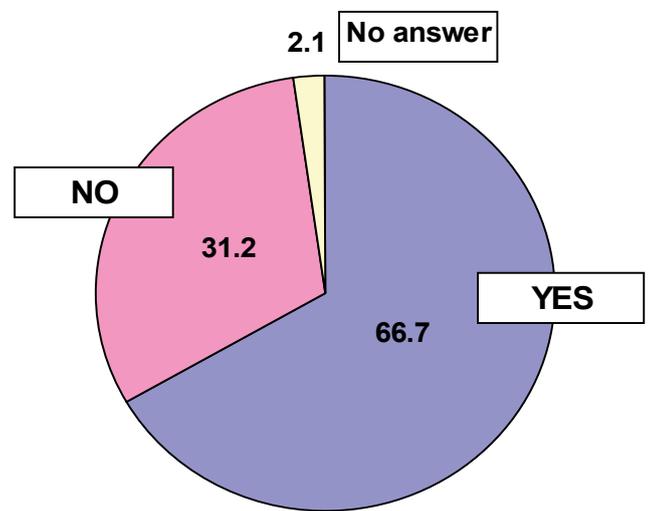
## 2.2.2 Awareness of the Right to Public Services

Lack of good governance in public service provision can be partly due to a lethargic and/or an ignorant constituency who by consequence fails to demand for their right to a transparent, accountable, fair and efficient administration of public services. A key positive conclusion that can be garnered from the survey results is that **a vast majority of the constituents are aware of their right to a quality public service provision and conversely, of the state's obligation to fulfill such**. As shown in Figure 7, around 75% of the total respondents signified that they are cognizant of such right. Conversely, almost 67% of them indicated that they are aware of the state's responsibility to deliver public services in the proper manner and this can be seen in Figure 8.<sup>6</sup> **With the exception of the business sector, the same conclusion prevails across all sexes and occupational subgroups**. As shown in Figures 9 and 10, the relevant percentages range from 67% to 87% and from 65% to 87% for the awareness of the public right to and the state obligation to execute quality public service respectively. These results are at least indicative of the **significant positive contribu-**

**Figure 7**  
**Awareness of Right to Quality Public Services**  
Out of total  
(in %)



**Figure 8**  
**Awareness of State Obligation to Provide Quality Public Services**  
Out of total  
(in %)



<sup>6</sup> The discrepancy between the two results (75% and 67%) is admittedly a little perplexing. The questions involved are, so to speak, really just two sides of the same coin and thus one can expect nearly the same results for them. We can hypothesize however that the lower figure corresponding to the question "whether or not the respondents are aware of the state obligation to fulfill quality public service provision" may be due to the possibility that, to the respondents, such question pertains to their knowledge of the state obligation *according to the law or some rules and regulations*, and not merely to personal belief.

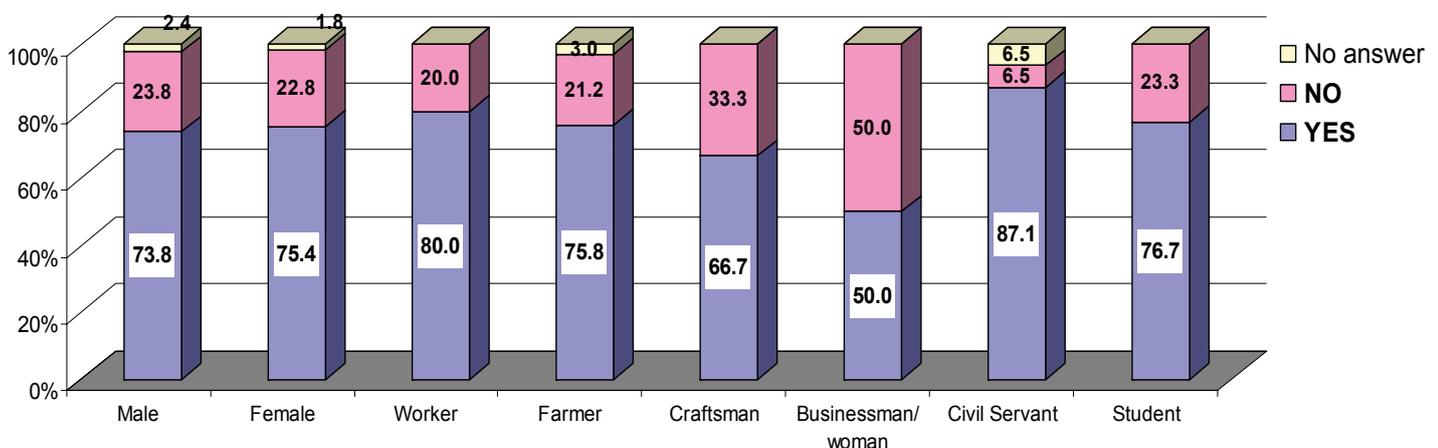
tions from and therefore success of the Governance Program's two-year intensive awareness-raising campaign.

That those in the business sector appear to be the least informed among the respondents is something notable. Only 50% and 46% (the lowest figures) of them indicated that they are aware of the aforesaid right and state obligation respectively. This is a cause for concern especially in the view that together with Phnom Penh, Battambang, Sihanoukville and Kampong Cham (the subject locations of the survey) are the most progressive provinces in Cambodia with the business sector serving as main engines of such progress.

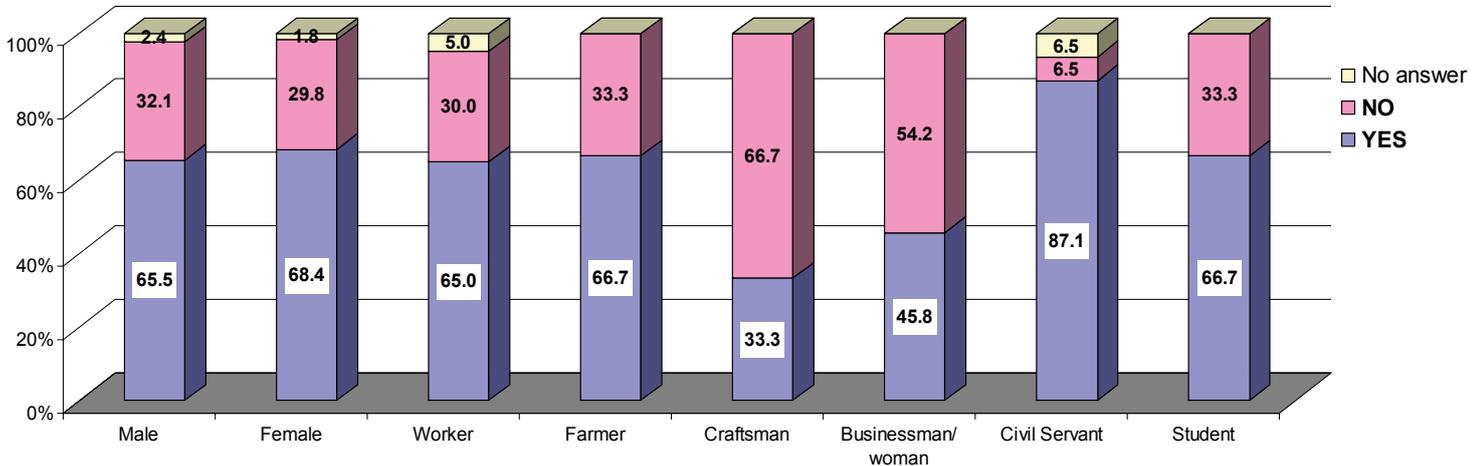
In connection with the above, while 75% is a good number, that, overall, 23% and 31% of the respondents are unaware of their right to and the state's obligation to deliver quality public service respectively is another major cause for concern. The 2% who did not answer the pertinent questions can be included in such. This outcome is a firm basis for the need to continue educating the people about their legal, political and socio-economic right to public service provision that is conducted in a fair, efficient, transparent and accountable manner.

Other notable trends from the survey results include the following: most of the civil servants are aware of the state's responsibility to carry out quality public service (87%) and their right to such (also 87%); most students, who as revealed earlier are chiefly those dissatisfied with the state of governance in public service provision, are likewise cognizant of their right to decent public service provision (77%) and the state's obligation to fulfill such (67%); and almost equal proportions of females (75%, 69%) and males (74%, 66%) are aware of the same.

**Figure 9**  
**Awareness of Right to Quality Public Services**  
 By Gender, By Occupation  
 (in %)



**Figure 10**  
**Awareness of State Obligation to Provide Quality Public Services**  
 By Gender, By Occupation  
 (in %)



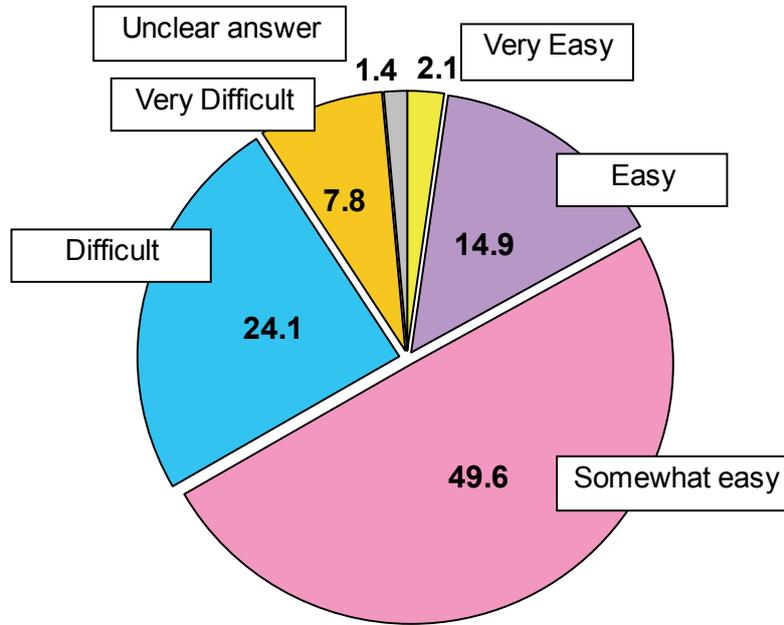
### 2.2.3 Public Access to Public Services

The ease and *nature* of public access to public services are two good determinants of the quality of governance in public service provision. Based on the survey results, such **access to public services mainly range from fairly easy to difficult but, in whatever case and a more important revelation is that, the ease of such access seems to be chiefly a function of the willingness and/or capability of someone to use influence, monetary or otherwise.**

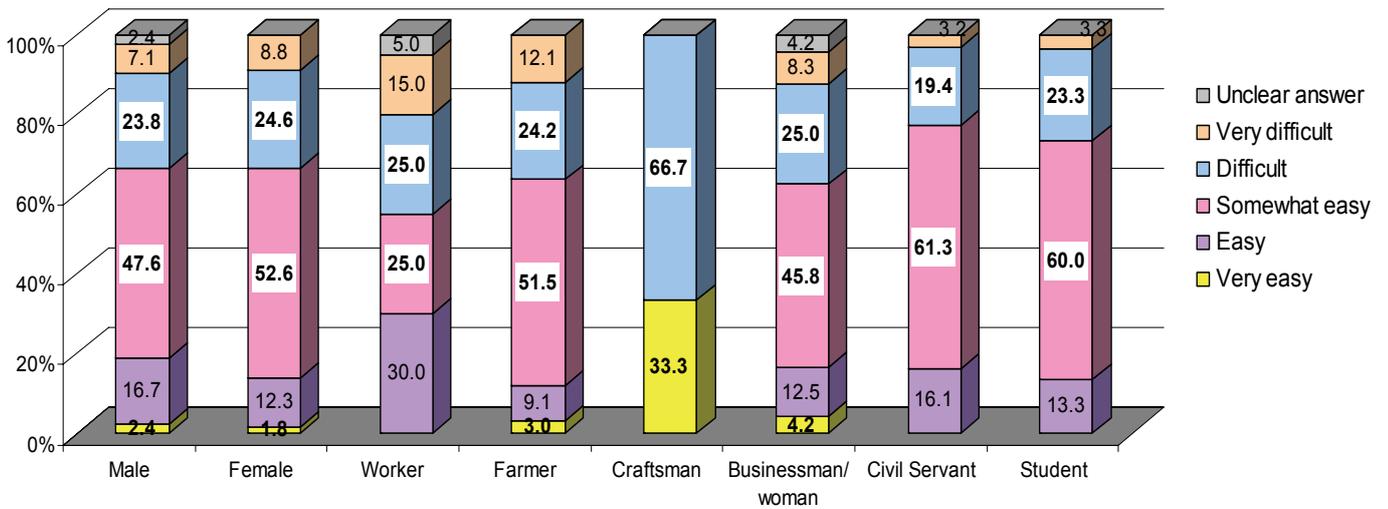
As depicted in Figure 11, around half of the respondents (49.6%) described their access to public services as somewhat easy while nearly a quarter (24.1%) characterized theirs as difficult. **Across all genders and occupational variables, the same trends can more or less be gleaned** (see Figure 12). **However, indications from the workers turned out to be rather distinct.** 30% of them typified their access to public services as easy, compared with just 9.1% for farmers and 12.5% for those in the business sector. The rationale underlying this distinct result is hard to confirm and, to identify it, more detailed feedback from the relevant respondents is needed.

As mentioned above, a more important revelation however from the survey results concern the *nature* of the access. It appears that the easiness or difficulty of accessing public service is, to a significant extent, dependent on the willingness and/or the capability of the customer to use influence, monetary or otherwise. This certainly implies the existence of suspect activities in securing and dispensing public services and a more in-depth discussion of the matter will be encountered in the following section.

**Figure 11**  
**Ease of Access to Public Services**  
 Out of Total  
 (in %)

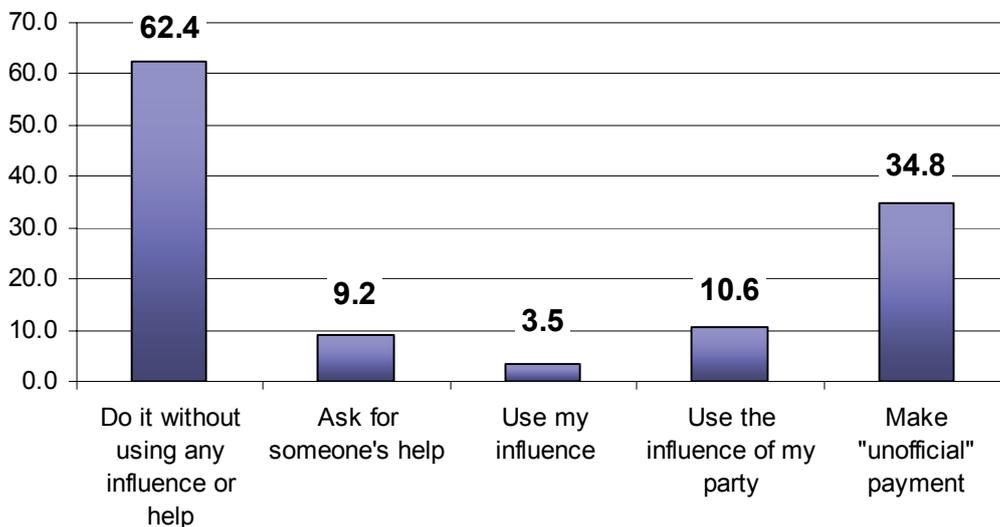


**Figure 12**  
**Ease of Access to Public Services**  
 By Gender, By Occupation  
 (in %)



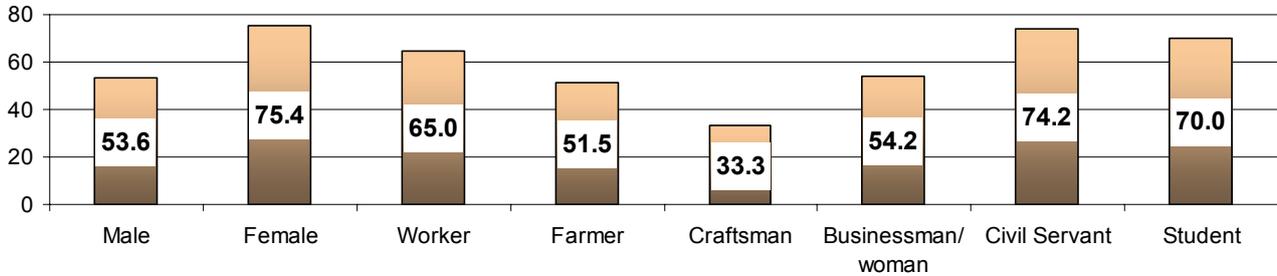
Before proceeding to the next section however, it must be noted that *the survey questions targeted to pinpoint the governance problems relating to public service delivery invited multiple answers, suggesting different experiences among the respondents in relation to multiple incidents*<sup>7</sup>. For instance, in relation to one question that seeks to gauge the people’s trust that public services will be administered in an appropriate and aboveboard manner, **62.4% of the respondents conveyed that to acquire public service, they transact without using any influence or help of anyone and anything** (see Figure 13). *This is an encouraging outcome, implying as it may that such respondents adhere to good governance principles (possibly as a result of their education on the matter) and, at the same time, believe that public sector officers do practice the same.* This level of trust seems to be present among all gender and occupational subgroups, as Figure 14 shows, with the females and civil servants rating the highest. *However, 34.8% of the respondents also admitted to making “unofficial” payments in order to get public service. To a significant extent, this implies the existence of surreptitious activities in public service provision and therefore, of distrust. Accordingly, it stresses the challenges that remain to be addressed in our task of public education and advocacy.* More of this is discussed in the subsequent section.

**Figure 13**  
**Nature of Access to Public Services**  
 Out of Total  
 (in %)

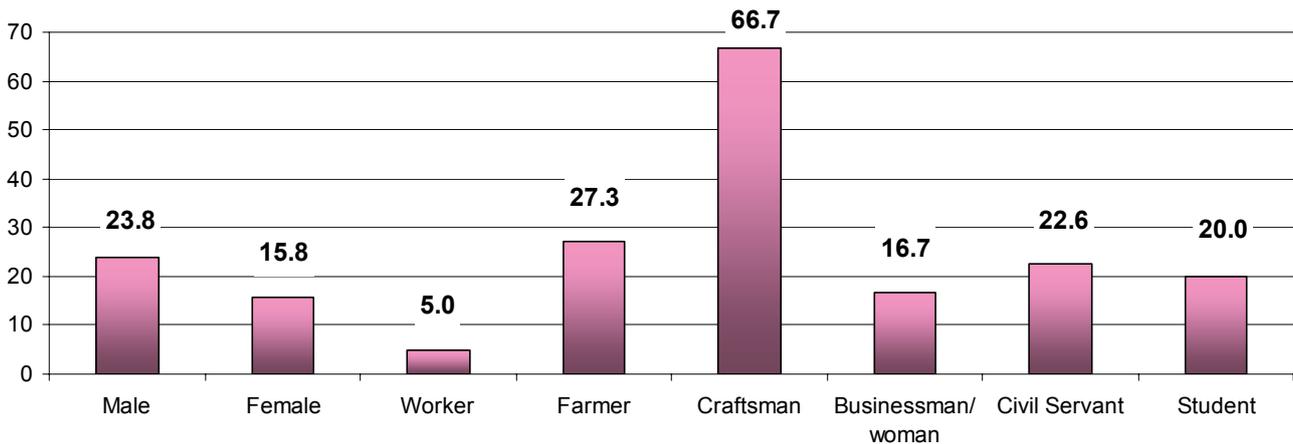


<sup>7</sup> The frequency of multiple answers turned out to be significant for several questions in the survey. In one question for instance, as much as 29% of the total respondents provided multiple replies.

**Figure 14**  
**Accessing Public Services without Any Help**  
 By Gender, By Occupation  
 (in %)



**Figure 15**  
**Accessing Public Services with “Unofficial” Payments**  
 By Gender, By Occupation  
 (in %)



## 2.2.4 Governance Problems in Public Service Provision

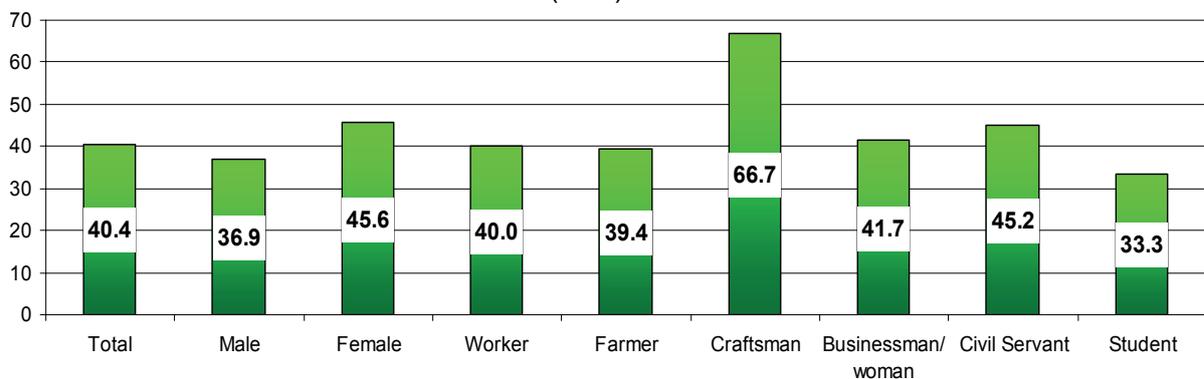
### a) Graft and Corruption from the Demand and Supply Side

Survey results reveal that ***graft and corruption exist and are bred from both the demand and supply sides***. Bribery, extortion, and use of political and other influences are the key corrupt acts that were uncovered by the survey. It is a particularly remarkable insight how graft and corruption feed from the actions of both those seeking and dispensing public services.

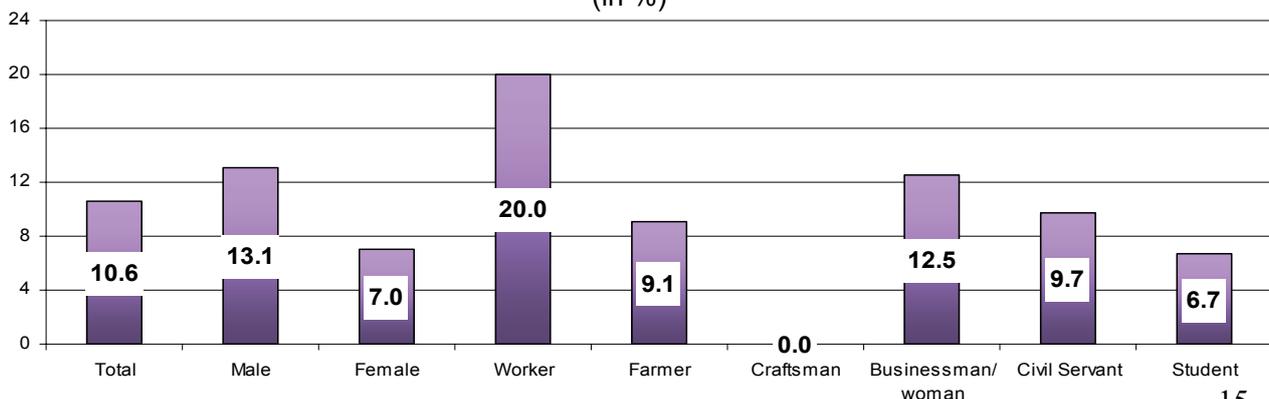
As cited above and illustrated in Figure 13, **a significant number of people make “unofficial” payments in order to obtain public services.** Figure 15 shows that it is **mostly the males and the farmers who do this. Interestingly, many civil servants also make unofficial payments.** In relation to another question which asks for the respondents’ overall perception of public services, 40.4% are of the opinion that **“unauthorized” payments figure significantly in the provision of public services.** This is seen in Figure 16. The same Figure demonstrates that the aforesaid opinion is **widely shared within all gender types and occupational fields. Many civil servants themselves hold such perception (45.2%). Likewise, many females believe in the pervasiveness of illegal payments, in fact numbering more than the males with the same belief (45.6% compared with 36.9%).**

In addition to the above, 10.6% of the respondents think that **outright extortion occurs in the process of administering public services** (see Figure 17). Workers in particular seem to have a stronger view on the matter, with 20% of the worker respondents upholding that outright extortion figures importantly in transactions relating to public services.

**Figure 16**  
**Perception of Pervasiveness of “Unofficial” Payments**  
 Total, By Gender, By Occupation  
 (in %)

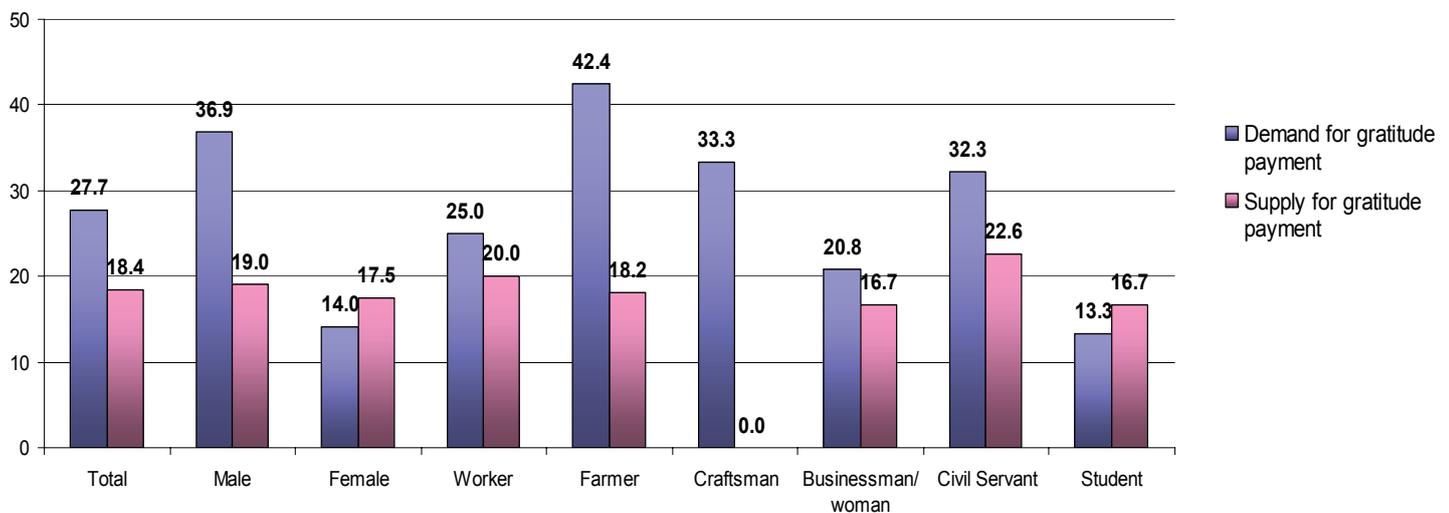


**Figure 17**  
**Perception of Pervasiveness of Extortion**  
 Total, By Gender, By Occupation  
 (in %)



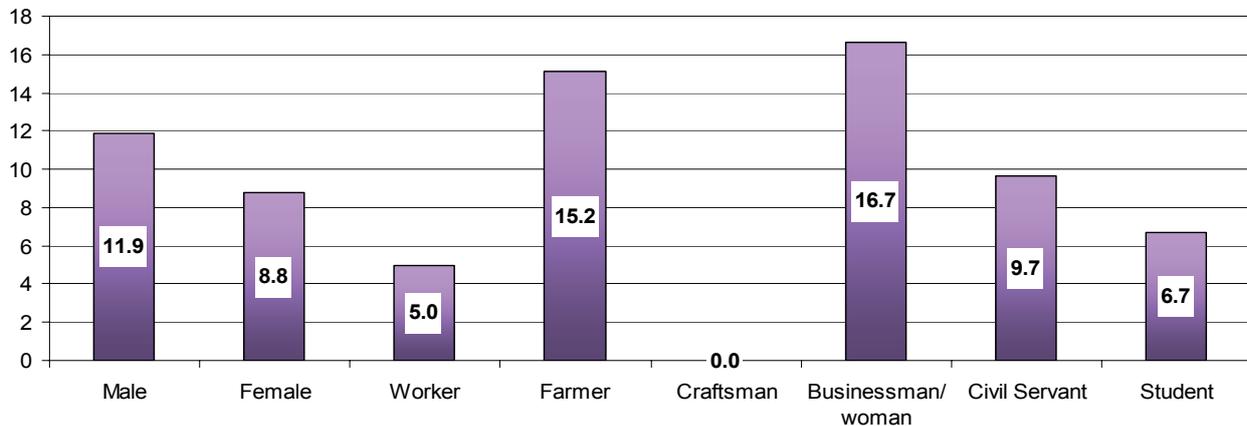
It is true that some acts may be hard to definitively classify as corrupt acts. One such activity falling in the gray area constitutes the so-called **“gratitude payments”**, which may be in kind or cash. The survey covered this activity and the results are fairly insightful. As Figure 18 illustrates, a considerable 27.7% feels that **public servants will very much likely demand for gratitude payment in exchange for providing public services**. On the flipside, 18.4% of the respondents perceive that **they must always give gratitude payment after getting public service**. Filtering the results reveal that **much more men feel the pressure of the demand for and the necessity to supply gratitude payment** (a high of 36.9% compared with just 14% for females on the demand side and 19% compared with 17.5% on the supply side). As for the results based on occupational type, it is prominent **how more civil servants once again are of the opinion that some gratitude “fee” must be given (22.6) and will be required (32.3%) in exchange for a public service**. Compared with the rest, **more farmers are also of the view that gratitude payment will certainly be demanded in exchange for such service (42.4%)**.

**Figure 18**  
**Gratitude Payment**  
 Total, By Gender, By Occupation  
 (in %)



According to the survey results, payments in cash or in kind are not the only means against which public service is leveraged. Apparently, the use of party influence also plays a role though not as central as the former. Figure 13 showed that 10.6% of the respondents also **use the influence of their political parties in order to obtain public services**. In comparison with the others and as can be seen in Figure 19, **more businessmen/women (16.7%) and farmers (15.2%) exploit such influence**.

**Figure 19**  
**Use of Political Party Influence**  
 By Gender, By Occupation  
 (in %)



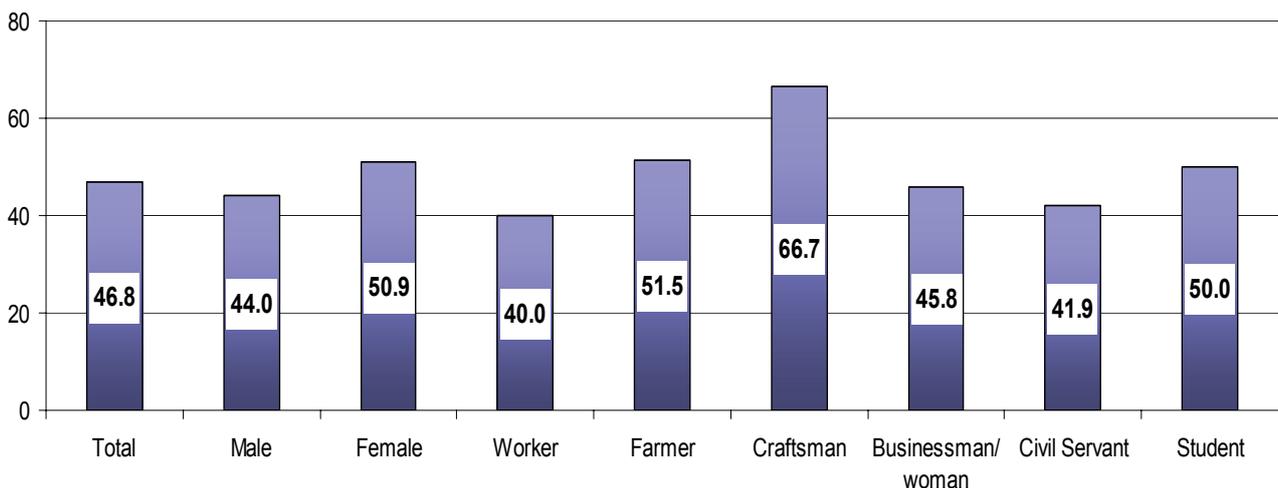
All the above indications connote several important points. First is the bitter fact that **graft and corruption in the country are strongly fueled by both the customers and administrators of public services**. Bribery encourages extortion and extortion breeds bribery. **Consequently, unless remedies address both the problems from the demand and supply sides, corruption in public service provision will not be resolved**. Second is that **corruption in the country may be hard to eliminate given that some acts may be considered more as among the society's cultural norms and practices, a case in point involves the so-called gratitude payment. To address the adverse effect of such "norms and practices" on good governance, a legal and political judgment must be made on the scope of the definition of graft and corruption**. Third is that **political parties are apparently perceived as another instrument available for exploitation in order to access or hasten such access to public services. Given this, political parties have a role to play in combating corruption. Party ethics may be fortified to prevent the use of party influence to achieve questionable gains**. Fourth is that **civil servants seem to have stronger idea about the pervasiveness of unauthorized payments in public service provision. In the case of the so-called gratitude payment, many of them even believe in the subtle "obligation" to provide such. This implies the centrality of continuing to educate civil servants on good governance practices and monitoring their performance**. Fifth is that **while more females believe in the pervasiveness of corrupt practices in public service administration, males seem to be more implicated in the actual encounters involving graft and corruption. This is possibly because the men may be the usual party who undertake the responsibility of transacting for needed public services. This potential reality must not be neglected in efforts aimed at gender mainstreaming. To conclude, all these observations enlighten us on the remaining gaps that need to be filled in.**

**The aims and activities of the Governance Program must be continued one way or another in order to close in these fissures and ensure that the gains made so far will not be lost.**

b) Partiality towards the Rich

If the capability to pay “extra” partly dictates the ease of access to public services, then it is not surprising if public service provision is deemed to favor the rich. Indeed, the results from the survey show **an exceptionally strong perception that public service provision is prejudiced in favor of the rich.** Out of the total, a considerable 46.8% believe that public service delivery is partial towards the rich people. Such substantial proportion can be seen in all the gender and occupation variables as depicted in Figure 20. Specifically, the percentage of individuals believing in the inequitable feature of public service provision ranges from 40% to almost 52%. **Such results not only somehow corroborates the abovementioned finding that graft and corruption are frequent in public service administration but it may also be taken to imply the existence of a deeper social dynamic that automatically links privilege, priority and greater respect with wealth. Subsequent efforts at public education must therefore extend their reach to deal with this social predicament.**

**Figure 20**  
**Partiality towards the Rich**  
 Total, By Gender, By Occupation  
 (in %)



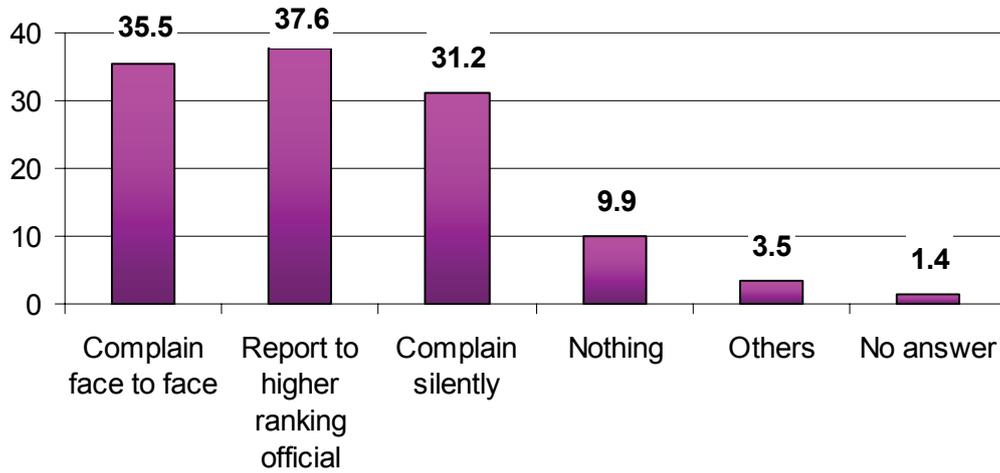
### 2.2.5 Measures to Confront Graft and Corruption

In addition to uncovering the problems related to public service provision, the survey also sought to expose what measures do the people undertake to address any misdemeanor that they encounter. Survey results are not encouraging as they indicate that **people are still not sufficiently assertive in voicing out their right to a quality public service provision and actually doing something to address what they see as inappropriate. It is true that recognition of the right to public services and acknowledgement of the problems are crucial. As discussed in the earlier sections, survey results are encouragingly positive on both accounts and in this regard, the Governance Program may be declared successful. However, mere recognitions do not solve the problems. Actions solve problems but actions are what many people still seem to lack. This “Perception-Capability” gap is another fissure that succeeding efforts must strive to fix.**

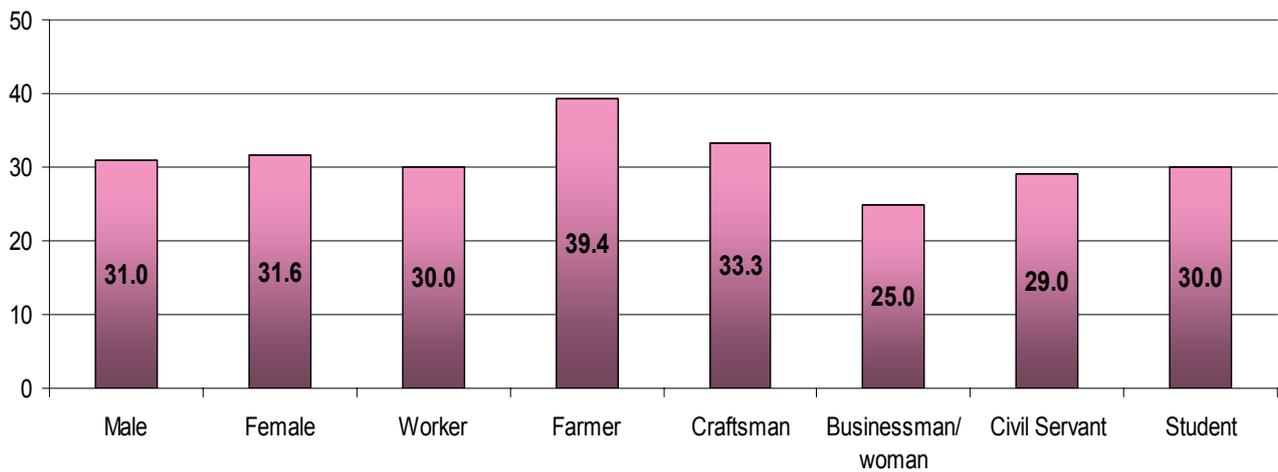
As depicted in Figure 21, a significant 31.2% of the total respondents denoted that when faced with an irregularity in public service provision, they normally just complain within themselves. Add to this the 9.9% who indicated that they normally do nothing. Apparently, the foregoing signals **considerable passivity in the midst of what many considered as pervasive graft and corruption in public service provision.** Filtered results show that a greater proportion of farmers (39.4%), compared with the rest, are inclined to complain silently if confronted with any irregularity in public service provision (see Figure 22).

On the positive note, 35.5% and 37.6% of the respondents posed that they do complain face to face and report to higher ranking officials the indiscretions that they experience. This is especially true for the civil servants and workers as can be seen in Figures 23 and 24. Apparently and interestingly, there also incidents when many farmers do lodge their complaints to the erring official or any higher ranking officer. Moreover, according to the results, males and females appear to be equally assertive and passive, depending on the incident, when it comes to complaining about any wrongdoing that they encounter. In any case, the foregoing results may be taken to imply that **the desire and courage to fight the irregularities in public service provision are nevertheless present and people can be indeed stimulated to action.** Those who replied “others” and added remarks to their answers in fact conveyed **the need for collective discussion and confrontation of the problems that they face. The survey results in this connection are at least indicative that the Governance Program did make an important headway in mobilizing people into action against corruption. Respondents signified that fear for their safety and lack of capacity to protest are two of the obstacles that curtail their ability to fight corruption; hence, future activities must consider these factors in their design so that ultimately, the remaining passivity among the people may be reduced.**

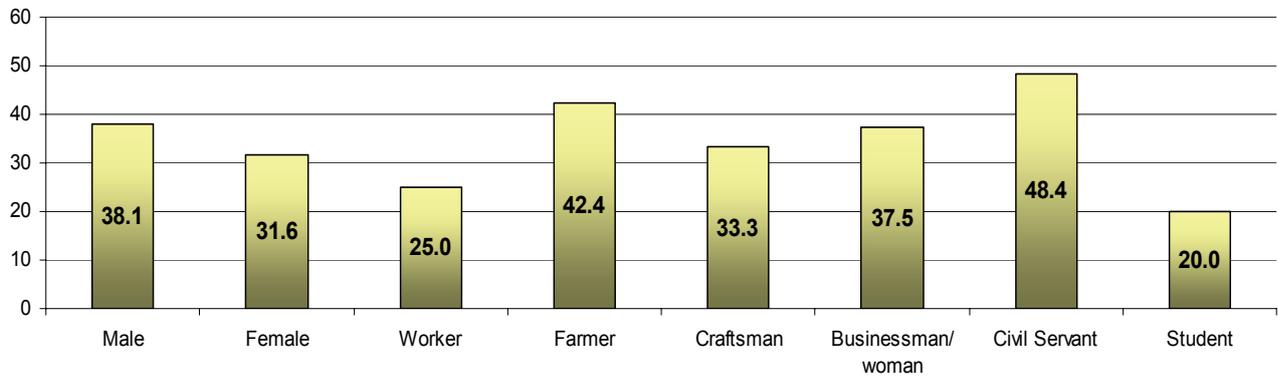
**Figure 21**  
**Measures Done to Confront Irregularities**  
 Out of Total  
 (in %)



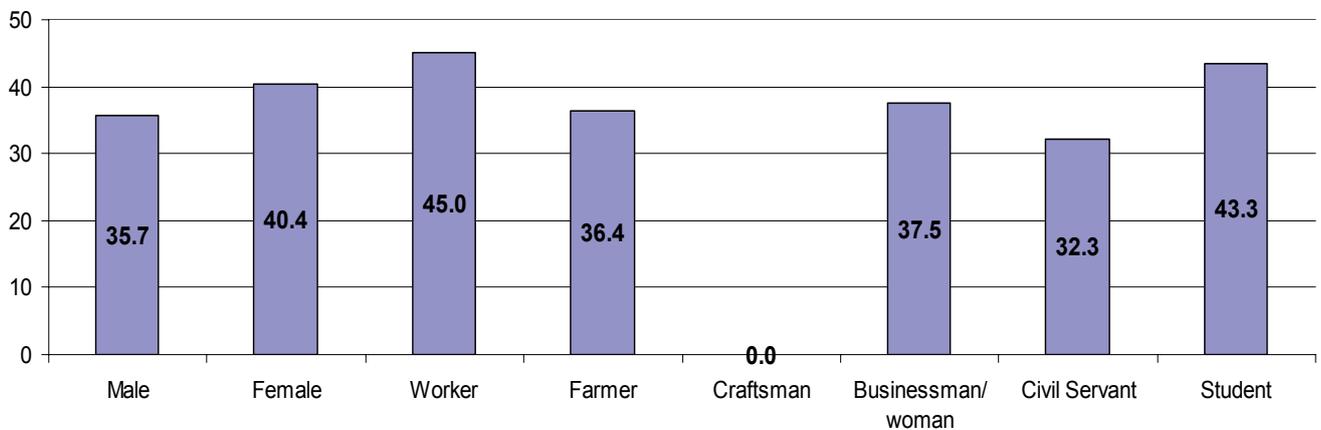
**Figure 22**  
**Complain Silently**  
 By Gender, By Occupation  
 (in %)



**Figure 23**  
**Complain Face to Face**  
 By Gender, By Occupation  
 (in %)



**Figure 24**  
**Complain to Higher Ranking Officials**  
 By Gender, By Occupation  
 (in %)



### 3. Summary of Findings and Recommendations

On the basis of the preceding analyses with their particular focus on the overall results and results by gender and occupation, provided below is a summary of the survey's chief findings and our team's recommendations.

Before proceeding to the summary however, it must be noted how the survey uncovered both positive inferences and insights that warrant concerns in relation to the indicators that were mentioned in the very beginning, to wit: a) level of public awareness of public sector governance (i.e. overall perception and satisfaction in relation to public service provision; people's awareness of their right to quality public service provision and the state's obligation to provide such); b) quality of public service provision in the target locations (i.e. access and nature of public service provision; governance problems in public service delivery); and c) level of public participation in the fight against corruption (i.e. measures done to confront corruption). Accordingly, ***the Governance Program of CSD must have had a significant positive impact in educating the public about and advocating for good governance, transparency and concerted action against corruption. However, much remains to be done. Altogether, the recommendations that follow thus call for continuity in the objectives and activities of the Governance Program in order to stimulate and spread out the positive gains that have been achieved while addressing the remaining gaps.***

***1. Female representation in the survey is significant but still not enough to fulfill the criterion of gender balance which we vigorously sought to attain.***

In support of the international aim of making public services more gender-responsive (which is linked to MDG achievement), our team strongly believes in the need to engage women more in exercises seeking to get the public pulse on the compliance of public service provision with good governance practices. To fulfill this need, ***we recommend the pursuit of awareness-raising activities that solely target female participation with the sole aim of educating them on the imperative of gender mainstreaming.***

***2. Occupational representation in the survey is acceptably diversified but can still be improved.***

In the follow-up activities, ***we must seek to attain adequate participation from other relevant occupations including from the fishermen and community leaders.***

***3. A significant proportion of people remain unaware of their right to quality public service provision and of the state's obligation to carry such out.***

The obvious recommendation with regard to this matter is the ***implementation of a more extensive information dissemination program aimed simply at educating people about their legal, political and socioeconomic right to a public service provision that is undertaken in a fair, transparent, accountable and efficient manner.*** Such program must target the use of all available media to accomplish the best possible results. Its components can include: conduct of dialogues between government officials on the one hand and the constituents on the other hand; launch of intensive information campaign in cooperation with local schools, media and like-minded intermediate organizations; making of brochures, posters and other information

materials in print for widespread distribution; radio broadcast program involving a legal and/political specialist on the people's right to public services; securing television spot for our good governance programs in cooperation with the government's anti-corruption unit, and making of relevant short videos for showing in schools and other strategic venues.

**4. Overall, quality of public service provision is merely perceived as average. Such quality is primarily degraded by the problem of graft and corruption which, in turn, are deemed to be pervasive and are perpetuated from both the demand (the government) and the supply (the constituents) sides. When it comes to actually confronting the problem, there is, unfortunately, significant passivity and inaction among the people. This implies the existence of what can be called the Perception-Capability Gap. Given the presence of corruption, there is also an exceptionally strong perception that public service provision is prejudiced in favor of the rich.** The foregoing problems can be tackled from several points.

#### **4.1 Policy Advocacy**

We must **continue to endorse and actively participate in the widespread appeal for the improvement and immediate passage of the country's draft Anti-Corruption Law.** We must continuously join the others in insisting that the Law be made at par with international standards, primarily with reference to the independence of the Anti-Corruption Body.

However, **we must not lose sight of the fact that there are already existing laws which can be used to try cases on corruption.** Therefore, **we must simultaneously advocate for the stronger enforcement of and compliance with such laws.**

Moreover, **legislations will not be able to fulfill their purpose if supporting laws, mechanisms and structures needed for their enforcement are not present or are weak. Hence, our thrust must always be for a broader and more comprehensive legal, judicial and public sector reform.** For instance, **adoption of the proposed Freedom of Information Law and Law on Declaration of Assets and Liabilities** is essential for any anti-corruption law or policy to optimally work. Thus, we must advance such alongside with our advocacy for the enactment of the Anti-Corruption Law. Moreover, where opportunity presents itself, we can serve as partner watchdogs in relation to the country's public financial management and audit.

Still in addition, **strict implementation of the Law on Civil Servants** must be impelled. Accountability of erring public officials must be enforced without any prejudice to address the culture of impunity that promotes corruption.

Further, ***we can check accomplishment of performance targets or compliance with performance indicators by target offices in the government.*** This will uncover the success rate of government offices in ensuring quality and freely accessible public services. Accordingly, based on the potential study, ***we can provide recommendations on how performance targeting and compliance can be improved. In this case, input from the local people will be crucial.***

Moreover, ***we can review the status of the decentralization of public service delivery in target provinces.*** A more decentralized public service provision will certainly enhance the ordinary people's access to public service. ***We can get the public pulse on such status and people's suggestions on potential improvements.*** At the same time, ***greater devolution of government responsibilities must be conditioned on the requirement that the quality of public service will not be sacrificed.*** Therefore, it is likewise needed that we explore these conditions in the event that we undertake such a review.

Also, ***two likely factors impeding the ease of access to public services are the bureaucratic red tape and the complex procedures that people have to go through first before getting the service that they require. Hence, we can review the possibility of procedure simplification in select sectors.*** A case in point refers to licensing. We can explore, if not already done, how licensing procedures in target offices may be simplified. ***Yet again, local input in this initiative will be critical.***

Also, we must ***review the status of complaint mechanisms and procedures in target provinces and secure feedback from the local people regarding the effectiveness of such mechanisms and procedures and how they may be enhanced.*** As revealed in the survey, a significant number of people do nothing except normally complain within themselves when faced with an irregularity in public service provision. Some factors related to the prevailing complaint mechanism and procedure (or the lack thereof) may be possibly barring them from raising their concerns. To ensure free access by the ordinary people at the grassroots level, complaint mechanisms must be also decentralized, governed by clear rules and linked to a strong penalty system. We can review complaint mechanisms instituted by donors and NGOs at the commune level in relation to their projects and assess their overall applicability to this possible initiative.

In connection with the above, ***we can explore the (further) integration of Information and Communications Technology (ICT) in the feedback mechanism aimed at stimulating public vigilance on irregularities in public service delivery.*** Fear for their safety, as revealed by the survey findings, is a key reason explaining why many people remain passive on the issue of fighting corruption. With the help of ICT, such fear may be lessened given that the people are given the alternative of initially raising their complaints without needing to

undergo face-to-face confrontations. In some, if not many, countries, this mode is already embedded in their feedback mechanisms.

#### **4.2 Public Service “Watchdog”**

**Where our organization has branch offices, we can serve as the “watchdog” on local public service provision, acting on behalf of interested people or the “intermediary” between local people and the government, funneling complaints from the former to the latter.** In other words, we can explore how people can approach our organization directly in case that they have complaints and they are unable or afraid to raise such complaints to the government. We can see how we can build a mechanism within our organization that will complement and strengthen the prevailing complaint mechanism in public service delivery. This initiative will certainly entail capacity building among our staff.

#### **4.3 Public Education and Leadership Building**

As mentioned earlier, an important conclusion that can be derived from the survey’s findings relates to the presence of a **Perception-Capability Gap**. Many people are aware of their right to quality public service and do they acknowledge the pervasiveness of the problem. Nevertheless, a significant number of them remain passive and do nothing but mostly complain within themselves.

**To help fill the gap and increase the capacities of the people to act on the problem of corruption, more public education programs must be undertaken** (note: these programs can coincide with the Information Dissemination Program described above and share its features) . People cannot utilize complaint mechanisms if they are not informed of what the mechanisms and procedures are. They cannot fight corruption if they are unsure of what rightly constitutes corruption. On this note, **a special education program may be launched regarding the nexus between societal norms/practices and corruption and when a social practice can turn into a social evil and become a corrupt act.** The issue about gratitude payments is a case in point here. When do “gratitude payments” fall under the scope of corruption? The special education program must address such type of questions.

Again, as the survey’s findings revealed, **the weak capacity of the people to confront corruption is partly incited by the public’s fear for their safety. In a risky environment, collective action accumulates courage and is more potent. But collective action will only materialize if there are people ready and able to take the lead. Hence, leadership building is exigent. Community leaders and leading figures** (note: such leaders are not necessarily those with public positions; they can be NGO activists, school principals, the individuals who

are active during our team's forums et. al) ***must be targeted for education and training***. The importance of this initiative is that it builds the capacity of the community for independent action, without needing stimulation or instruction from external parties. Having leaders in their midst also build confidence among the others and enhance their sense of security.

#### **4.4 Specialized Programs**

##### ***Continued and More Extensive Civil Servant Training***

One survey finding is that ***while many civil servants are aware of their right*** to quality public service and of the problem of corruption, ***some of them fail to exercise their obligation*** to uphold such quality and are themselves perpetrators of corruption. Some of them actually make illegal payments themselves in order to access public services and they are mostly the ones who believe that a gratitude payment must be paid in exchange for a public service.

In view of the above, our team's ***training of civil servants on good governance practices must be continued, expanded and intensified***.

##### ***"Youth Against Corruption" Programs***

The survey likewise revealed that students have the worst perception of and are most dissatisfied with public service administration. This negative outlook and sentiment must be vented into positive channels to be considered useful to our anti-corruption efforts.

One positive channel may be the conduct of ***youth-based activities wherein the youth serve as both recipients and agents of information on corruption. Forums and leadership trainings with the youth as their target audience can be conducted. In this connection, we must build strong links with educational institutions.***

***It is likewise important to consider the youth as a potential effective partner in our programs. Youth organizations can be tapped for instance in our information dissemination program. As partner, we must also be ready to provide technical advice to youth organizations and give support to youth-led activities.***

##### ***Sector-based Activities***

There are findings in the survey which turned out to be distinct to some sector. For instance, businessmen and women appeared to be the least informed

about their right to and the state's obligation to deliver quality public service. As mentioned, this is a cause for concern given that the business sector serves as main engines of growth in the survey's target provinces, Battambang, Sihanoukville and Kampong Cham. In another instance, farmers turned out to be mostly the ones handing out unofficial payments in order to access public services.

In view of the above, **sector-based workshops/forums/seminars can be undertaken instead of all-inclusive workshops**. Such workshops will be able to discuss and address more the specific concerns of each sector and thus, have their own degree of effectiveness.

#### **4.5 Strengthening Political Party Code of Conduct**

Another notable finding from the survey results is how political party influence is exploited to ease access to public services. In this view, we can **seek to review political party ethics or codes of conduct in the country and specifically check if they include provisions against corruption and the misuse of party influence along with imposition of disciplinary action in case of breaches**.

#### **4.6 "Good Governance" Recognition, Awards and Competitions**

Several encouraging inferences have also been deduced from the survey. Two of these are that many people do transact for public services in the aboveboard manner (meaning, without using influence, monetary or otherwise) and that if confronted with an irregularity in public service provision, a significant number of people do raise their voice to complain either face to face or to a higher ranking official.

These **positive aspects must be sown further, spread out, stimulated and be used to inspire people. One way to achieve such is to recognize, commend and publicize individual or community efforts courageously aimed at fighting corruption in the country or even success stories wherein an individual or group has bravely disclosed and/or resolved an irregularity in public service provision**. Such efforts and incidents may be publicized in our organization's news bulletin and broadcasted in our radio programs. Awards in the end may be optionally given. The important thing is to focus on the ordinary people and local communities so as to inspire action from the grassroots level. Another means of inspiring people to engage more is through holding friendly art, musical and other competitions. Such kind of activities may likewise be publicized in our organization's bulletin and radio shows.