

## Consultancy for developing country costed WASH financing advocacy and influencing plan in Cambodia (Re-Announce)

**Terms of Reference:** Influencing and advocating for WASH financing in Cambodia

### Services:

WaterAid Cambodia is seeking an experienced WASH Financing expert to work and assist program team to facilitate and work with key government and non-government sector actors to apply recommendations and key findings from the fiscal decentralization study on local water supply services in Cambodia, to develop the country advocacy and influencing plans for WaterAid Cambodia future programming.

### Background and issues:

Financial gaps have been a key hindrance in developing the water, sanitation, and hygiene (WASH) sector. However, less analysis and advocacy has been undertaken to understand and address countries' critical public financial management challenges that impact the ability of the WASH sector to utilize existing public finance effectively. This includes the impact and extent of fiscal decentralization, which focus on the transfer of functions and resources to the sub-national administrations (SNA).

The research on fiscal decentralization for local WASH services in Cambodia is conducted to gender country-level evidence and collaboration to identify possible improvement for the effectiveness of fiscal decentralization for WASH. The study focuses only on water supply, covering both rural and urban setting. As with the SNA, it focuses mainly on district/municipal (DM) level, which, according to the Government decentralization policy, will play important roles of service delivery including clean water supply.

### *Fiscal decentralization:*

Fiscal decentralization is one key reform of the Royal Government of Cambodia (RGC). The commitment is reflected in key reform documents, especially the National Program for Sub-National Democratic Development (NP-SNDD), the Sub-National Administration Budget System Reform Strategy (SNA-BSRS), the National Public Administrative Reform (NPAR), and sectoral reforms, such as that on clean water supply.

Despite the commitment of the Government, fiscal decentralization in Cambodia has gone through uneven progress. On the one hand, the Government has continually increased the budget for SNAs - from about USD190 million in 2013 to USD821 million in 2020. Within the same period, the budget share of sub-national administrations has increased from 6.1% to 10% of the total state budget. On the other hand, the reform has been slow especially for the district and municipality (DM) level where most of service delivery responsibilities, including that on clean water supply, are transferred. In 2020, for instance, the DM received only roughly 0.7% of total national budget, or roughly 7.5% of the total SNA budget.

In 2019, a major organizational restructuring was done. The whole DM administrative structure was completely re-designed to incorporate all the line offices and their personnel. The reform also involved a transfer of 55 functions, 2,600 offices and 20,000 personnel into the DM Councils' administrative remit. Almost two years on, however, many practical questions have yet to be clarified, especially in relation to everyday work, budget, and personnel. Should these operational challenges be not addressed urgently, they can lead to disruption to service delivery and local development.

DM administrations need to follow a due process of planning and public financial management (PFM) to manage its meagre budget. The challenges identified that need to be addressed include 1) the small allocation of the budget (roughly 25%) to development, 2) more smooth disbursement of funds from the national level, 3) delay in budget execution especially for those transaction going through procurement process, 4) better costing information to deliver the recently transferred functions, and 5) better planning and working arrangements especially for the newly established offices and transferred technical personnel. Even more important for service delivery is the need for better engagement and partnership between DM administration and private sector and CSOs.

***Financing and fiscal decentralization of the clean water supply:***

For clean water supply, excluding public operators, four primary sources of financing are essential. They include financing support from 1) state budget from national level, 2) state budget by SNAs, 3) development partners and NGOs projects, and 4) private sector investment and partnership. Currently, because the Government has not used functional classification, the full picture of financing for clean water supply is not easily derived from official data. The compilation and sharing of external financing and NGOs are uneven and incomplete despite much progress in development financing coordination at the national level. The least available data, however, is on the private operator financing which has become dominant especially for clean water supply in urban areas.

Despite the limitation, available data confidently indicates the following findings. First, it is clear that there has been and will be only very limited funding from the Government to clean water supply, be it at the national and sub-national level. Second, development partner budget has been the main investment for clean water supply, but those have focused mainly on key cities and provincial towns. Third, NGO projects still also contribute to clean water supply investment, but mostly in rural areas. However, the data on those supports is not complete. Fourth, for smaller urban and urbanizing areas, the main investment is from small scale private operators. There are reportedly 400 of those operators, but there is no data on their total investment. However, a recent study suggests that to fully expand clean piped water systems in the villages suitable for piped water supply, there need to be at least 150 million USD more in private investment.

Fiscal decentralization in clean water supply sector has been particularly slow and fragmented. In the last decade, the Government and development partners have been pushing the transfer of more functions and budget to SNAs in delivering and regulating clean water supply related services in rural and urban areas. However, in term of budget allocation, it is found that SNAs spend less than 1% of their already small budget on clean water. The proportion and amount is the least at the DM level to where functions for clean water supply were just explicitly transferred from MRD (Ministry of Rural Development) and MISTI (Ministry of Industry, Science, Technology and Innovation). Interviews with selected DM official suggests that since 2019 (when the functions were transferred), they had not made any concrete plans nor received any budget to perform tasks relating to clean water supply in their communities.

In addition, the unclear definition of roles and responsibilities among key actors, especially the MRD, MISTI, and SNAs, has also been a critical constraining factor. For the most parts, these ministries still operate and rely on their sectoral regulations which have not fully factored in the 2019 transfer of functions. As such, the DM administrations have not taken any concrete roles in the clean water supply, except for playing ad-hoc coordinating roles for either line departments and/or private operators and NGOs. In addition, the interviewed DM officials indicate that they had not received updated data on clean water supply demand and supply in their localities from line departments. The main source of data on the subject is the

Commune Database (CDB) which is updated annually from village level, but whose quality has become under question.

### ***Key aspirations for country influencing:***

Based on the detailed findings, it can be concluded, while the Government is committed to fiscal decentralization reform, it is not realistic to expect that there will be enough state budget for clean water supply, even at the national, let's alone SNA. As such, for service delivery improvement, policymakers and stakeholders should seek to improve areas that have less to do with budget, but more on working arrangement, human resource management, and most importantly, building partnership with private operators. The followings are key advocacy goals for country team:

- Government, development partners and private sector actors increased investment and budget allocation for WASH service improvement.
- Strengthen and enforce the decentralization, transparency processes, clearly define and implement roles and responsibilities for promoting WASH services.
- Establish or strengthen national and sub-national sector finance tracking/monitoring systems to improve budget allocation and sector finance management.
- Establish sustainable, government-led, sub-national WASH sector financing coordination platforms that play a key role in promoting sustainable inclusive and equitable WASH services (MEF-Ministry of Economic and Finance, NCDD – National Committee for Democratic Development, MRD – Ministry of Rural Development..)

### **Objectives of the assignment:**

1. Use existing completed survey report/desk review – to identify and outline “big issue/challenge”, factors, potential opportunities, solutions and programming approaches and advocacy plans for WASH financing in Cambodia context linking with regional and global trends.
2. Outline key actors (stakeholder mapping) in Cambodia and they’re contribution towards WASH financing using political economic analysis tool/or other tools.
3. Identify potential areas where WaterAid’s can play a strategic or programming-based role in securing WASH financing in Cambodia.
4. Facilitate internal and external consultations (series) with relevant WaterAid staff and stakeholders to develop country costed advocacy and influencing plans and including Program Theory of Change (ToC).
5. Facilitate and assist WaterAid team to pilot/implement at least one top example prioritized activity from Country advocacy plans.

### **Outputs:**

1. A desk-based review of existing report, data sources, and information available on local WASH services in Cambodia conducted.
2. Workshop with government, donors, agencies, civil society, rights groups, private sector, academic and community stakeholders (if needed) conducted.
3. Country advocacy and costed plan for WASH financing developed with participation and involvement by WaterAid and key stakeholders
4. At least one top prioritized action is tested/piloted and documented.

### **Activities:**

No	Activities	Responsible	Time Allocations
1	Detailed methodology and key deliverable	Consultant	2 days
2	Conduct desk review (existing completed survey report) (2 days) – the desk review has two main purposes: <ul style="list-style-type: none"> <li>• Identify and outline “big issue/challenge”, factors, potential opportunities, solutions and programming approaches and advocacy plans for WASH financing in Cambodia context.</li> <li>• Outline key actors (stakeholder mapping), mandates, roles and responsibilities and motivations in Cambodia and they’re contribution towards WASH financing.</li> </ul>	Consultant	2 days
3	Data collection (KII, FGD and consultation workshop)	Consultant, WaterAid	10 days
4	Reporting and completed advocacy, influencing and costed plan	Consultant, WaterAid	4 days
5	Support WaterAid program team to prioritize and test approaches/strategy (activities, target audiences, messages and platforms)	Consultant, WaterAid	10 days (it can be flexible based on the action/approach to be tested)

**Timeframe:** The assignment shall be started by first-week of March and complete by the end of April.

### Ways of working:

The successful consultant will work and report to WaterAid Cambodia time but will also receive some supports from relevant regional and global WaterAid colleagues. Regular coordination calls using online and offline platforms will occur during the consultancy. WaterAid expects to work and convene existing country reference group consisting of key stakeholders from the WASH and finance sectors. We expect that the reference group will provide input and engage in entire processes of developing country costed WASH financing advocacy and influencing plan.

### Selection Criteria:

<b>Essential</b>	
<b>Education</b>	<ol style="list-style-type: none"> <li>1. Post-graduate in Public Finance, Economic, development management and related fields</li> </ol>
<b>Experience, knowledge and skills</b>	<ol style="list-style-type: none"> <li>2. Have a relevant qualification (for example, relating to decentralisation, economics or on public finance development ),</li> <li>3. Have knowledge of public financing flows in Cambodia and knowledgeable on current fiscal decentralisation policy.</li> <li>4. Have experience / knowledge of WASH sector financing</li> <li>5. Have experience and confidence engaging with national and subnational government and civil society.</li> <li>6. Have experience performing PEA (Political Economic Analysis) analysis.</li> <li>7. Have strong facilitation skills.</li> <li>8. Have qualitative and quantitative analysis skills and experience</li> <li>9. Highly collaborative and an ability to work effectively with a range of people and organisations at all levels.</li> <li>10. Sound knowledge of, and proven commitment to achieving outcomes with a focus on equality, inclusion and rights.</li> <li>11. Excellent written and spoken communication skills, strong track record of high quality analytical and research reports.</li> </ol>
<b>Personal qualities</b>	<ol style="list-style-type: none"> <li>12. A commitment to gender transformative, inclusive and rights-based approaches.</li> <li>13. A commitment to child safeguarding.</li> <li>14. A commitment to WaterAid's values and approach.</li> </ol>

WaterAid is a child safe organisation. We recognise that we must meet community expectations and the trust placed in our personnel to maintain the highest standards of conduct with children. Therefore, all positions within WaterAid are required to comply with our Child Safeguarding Policy and Code of Conduct.

WaterAid is committed to protection from sexual exploitation and abuse in everything we do. The values and standards we uphold are highlighted in our Global Code of Conduct. The consultant will be required to comply with our Global Code of Conduct.

### To Apply:

Please submit an application to [cambodia@wateraid.org.au](mailto:cambodia@wateraid.org.au) by **28<sup>th</sup> February 2022** (5:00pm Cambodia time is the latest deadline).

Applications for this position must include a resume (2 pages) and a cover letter (2 pages maximum) addressing the above Qualification, Skills and Selection Criteria. Please also



include links to examples of your work, previously published studies or reports or advocacy plan/work (WASH financing will be great).

**Please note that only shortlisted candidates will be contacted.**

**Further Information:**

For further information please contact [sokkung.sou@wateraid.org.au](mailto:sokkung.sou@wateraid.org.au)