Briefing note

The Senate Commission 2 on Economic, Finance, Banking and Auditing

Economic Development and Service Delivery of Sub-national Government in Battambang Province

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1. Introduction

Senate Commission 2: Economic, Finance, Banking and Auditing will accompany by Senate Commission 8 for the meetings with sub-national administrations including provincial governor, relevant provincial technical departments and commune councils from 09 to 11 November 2016 in Battambang province. This Briefing Note is prepared to provide inputs for this mission. It focuses on the roles of the sub-national level government in providing public services and promoting economic development. It addresses the following questions:

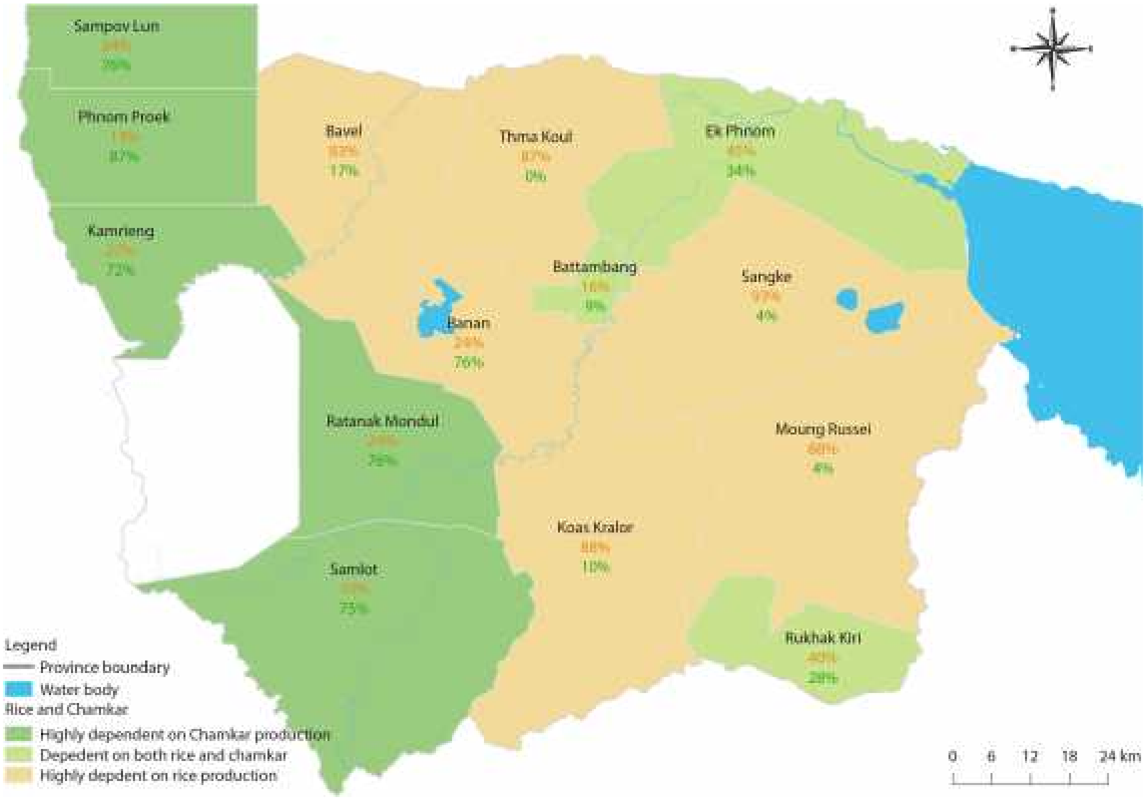
1. For economic development, what are main economic activities and challenges that local people have and have faced in Battambang province?
2. For service delivery, what are sub-national level services offering to local people for overcoming their current challenges in sustaining their economic and income generation activities in the context of the current D&D process in Battambang province?
3. What are the policy options for the sub-national government to support the economic development of local people in Battambang province?

The findings are mainly derived from desk review of existing research papers, government documents and analysis of secondary data and information available from online access.

2. Economic Development

Battambang is the third largest province after Phnom Penh and Kandal provinces and has a population of 1,205,050 people, accounts for about 8 percent of Cambodia's 15,477,422 population in 2015 according to the updated commune database 2015.[1] It is known as a leading paddy-producing area. Although many farmers suffered from adverse effects of abnormal weather in the last year, this province produced a total of 713,747 tonnes of paddy rice, accounting for about 11% of the total country paddy rice production and was the third largest rice producing province after Prey Veng and Takeo provinces in 2015 (Annex 1). Map 1 shows percent of cultivated areas used for rice and cash_crops by districts in 2015. It indicates that rice production many not be the main livelihood source of people living in the 14 districts of Battambang province.

Map 1: Land Use for Rice and Cash Crops (Chamkar) in 2015 based on data from CDB 2015 (Refer to Annex 2 for classification index)



a. Employment of Adults Aged 18 Years Old and Above

One adult earner is responsible for feeding around three members based on the official records of primary occupation. On average, there are 4.7 persons per household in this province and of those districts, the largest household size is in Battambang District (Table 1). The figures in Table 1 suggest that the highest dependent ratio occurs in Bor Vel district which may require a family planning and/or birth-spacing intervention to increase labor productivity, especially of women in the district.

Table 1: Population and Primary Occupation of Adults 18 years old and above by districts, 2015

	Total population	Dependent ratio	Average Size of Household	Primary occupation (Total Employment)	Proportion of Primary Occupation by Sector			
					Agriculture	Services	Common Property Resources	Processing
Rokhakiri	52,351	2.6	4.9	19,807	88%	12%	1%	0%
Phnom Prek	64,283	2.5	4.6	25,908	83%	16%	0%	0%
Rattanak Mondol	44,014	2.5	4.5	17,852	83%	15%	2%	0%
Kamreang	59,634	2.2	4.4	26,888	82%	17%	1%	0%
Mong Risey	126,716	2.5	4.6	51,191	81%	18%	1%	0%

Samlot	46,943	2.2	4.2	21,206	81%	17%	2%	0%
Banan	109,319	2.5	4.7	43,307	80%	18%	2%	0%
Sang Ke	129,870	2.6	4.8	50,379	77%	18%	5%	0%
Sampov Luon	47,388	2.6	4.7	17,988	76%	19%	2%	2%
Kos Kralor	37,585	2.7	5.1	13,777	76%	21%	3%	0%
Thmor Kol	133,859	2.7	4.7	48,756	74%	24%	2%	0%
Bor Vel	114,902	5.6	3.9	20,484	68%	23%	9%	0%
Ek Phnom	82,602	2.8	4.5	29,516	50%	**27%**	**23%**	0%
Battambang	155,584	3.3	5.4	47,488	26%	**71%**	1%	2%
All districts	1,205,050	2.8	4.7	434,547	71%	25%	4%	0%

Source: Update Commune Database 2015, Ministry of Planning

Table 1 also suggests that the agriculture sector absorbs 71 percent of the labour force in Battambang province followed by the service sector. The highest proportion of adults among all of the districts, 23 percent in Ek Phnom district, report that they rely on common property resources (fishing, non-timber product, and hunting) as their primary occupation. The picture is different for Battambang district where 71 percent of employment offered by service sector and employment in agriculture job accounts for only 26 percent. Food processing and craft production (rural industry) require development intervention to boost growth in order to absorb the growing labour force by helping creating backward and forward linkages in the production chain in this province.[2]

b. *Possible Expansion of Agricultural Production*

The cultivated areas increased about 42 percent from 424,459 ha in 2010/11 to 606,702 ha in 2015. Table 2 also suggests a more rapid increase in the cultivated area of rice by 150,823 ha over the same period; and it now take up of 73% of cultivated cropland in Battambang province. With this overall picture, the rice production is seen as a main source livelihood for the people in Battambang province in terms its largest share of cultivated areas in 2015.

In terms of total production of 19 crops grown in Battambang province, Cassava accounts for the largest share of production (69.68 percent) followed by rice production (23.88 percent) and maze (3.94 percent). If it there was good market connections and a processing industry in Cambodia, Cassava and maze would likely have good prospects for employment generation and a positive contribution to economic development.[3] With its abundant labour force and land, which is already converted from forestry to arable land[4], this province has high potential for attracting investment to further boost agricultural production and productivity for employment generation and improving the livelihoods of the local people.

Table 2: Cassava accounts for the largest share of total crop production in Battambang Province

	Cultivated area (ha)			Production (ton)	% of total production	Compared with Countrywide Crop Production	
	2015	2010/11	**Change, 2015-2010/11**			Countrywide Production	% of Crop Production in Battambang
Rice	440,574	289,751	150,823	713,747	23.88%	6,430,021	11%
Cassava	94,856	17,555	77,301	2,082,790	69.68%	6,669,001	31%
Maze	37,373	66,603	-29,230	117,921	3.94%	273,231	43%
Soybean	11,637	25,057	-13,420	22,650	0.76%	103,017	22%
Mungbean	7,106	11,053	-3,947	9,481	0.32%	53,024	18%
Sesames	4,943	8,959	-4,016	4,532	0.15%	18,585	24%
Mango	2,577	890	1,687	11,633	0.39%	2,536,498	0%
Rubber	2,520	406	2,114	1,178	0.04%	1,137,865	0%
Longan	2432	928	1,504	18,292	0.61%	26,418	69%
Cashew nut	889	126	763	1,120	0.04%	1,121,013	0%
Orange	565	634	-69	2,475	0.08%	5,530	45%
Peanut	551	1,904	-1,353	825	0.03%	25,027	3%
Sweet potato	170	107	63	619	0.02%	24,803	2%
Sugarcane	161	269	-108	1553	0.05%	1,014,419	0%
Dragon Fruit	129	91	38	298	0.01%	460	65%
Black paper	129	4	125	31	0.00%	314,236	0%
Durian	59	50	9	104	0.00%	15,735	1%
Mango steam	21	20	1	29	0.00%	479	6%
Rambo tan	10	55	-45	16	0.00%	4,264	0%
All crop production	606,702	424,459	182,243	2,989,292	100.00%	19,773,626	

Source: Update Commune Database 2010/11-2015, Ministry of Planning

For example, farmers already utilize land areas for growing mangos (1,389 ha), rubber (2,360 ha), longan (862 ha), cashews (282 ha), oranges (189 ha), black paper (92 ha), dragon fruit (39 ha), durian (35 ha), and mangos teen (14 ha) (Table 2 and Annex 3). However, while waiting for these crops to grow, more effective use of arable lands, could result in expanded growing areas and growing for these and additional crops if more invest to meet the demand of increasing domestic consumption and international markets.[5]

c. *Favorable Features for Attracting Investments*

Investment in agricultural and other local economic activities are facilitated by recent infrastructure development including improving national and local road connections, and an abundance of natural resources and cultural heritage cites for promoting cultural and eco-tourism development. With the recent improvements in road connections, the Province has an opportunity to attract investment if it can take advantage of [6]:

1. its geographical location and connection with Thailand for trading supported by an improved national road No. 5 and No. 57 connecting to the boarder of Thailand including 1 International border check point and 4 regional bordered check points;
2. well-developed transportation networks by roads, railways and river boats linked to Thailand, Phnom Penh and other provincial cities;
3. fertile soil suitable for producing various agricultural products and a well-developed irrigation system including three major dams; and
4. an abundant and growing labour force.

These advantages, if properly planned and developed can provides a conducive environment for attracting investment in:

1- Agriculture (Rice, tapioca, corn, beans, and mixed vegetables), animal raising (cattle, fish and crocodiles);
2- Industry (Rice milling, Food processing and Mining); and
3- Tourism (the number of tourist flowing into Battambang has been increasing)

d. Challenges Faced by Local Producers

No specific study on the challenges of agricultural producers in Battambang is available for this review. However, evidence from contemporary national and international research papers on Cambodia's economic development and growth which can be also applied for Battambang province can be summarized, especially for sub-national planning and policy intentions as follows:

A- Producers Level[7]

1. There is a lacking of effective extension services for supporting farmers who adopt new farm innovations.
2. Bilateral trade agreement and arrangement and limited marketing information, which make growing some crops risky because farmers may not have a sufficient market for selling their crops.
3. Farmers may have limited savings which can result in selling productive assets at low prices to become mobile workers; and/or forcing them to sell agricultural products at the harvest time at low prices for repaying loans either from private lenders or Micro-finance Institutions.
4. Processing firms are in slow making progress in improving backward and forward linkage for increasing added-value of agricultural products and employment generation.
5. Suffering from fluctuated prices of agricultural commodities and help from the government to stabilize the price of agricultural products are often brought up in in the mass-media for solution.[8]

B- Marketing and Trade

1. Despite remarkable improvements regarding the growing number of export companies for rice and other export crops, agricultural export crops are largely reliant on the market connection with neighboring countries (e.g., Thailand and Vietnam)[9][10][11]

2. While road conditions and maintenance have improved[12], the logistics costs for transporting agricultural commodities and inputs remain relatively high compared to those in neighboring countries.[13]
3. Promoting one-window services for establishing and registering businesses will eventually help to reduce costs businesses[14], but this program need to be expanded for improving public service delivery and boosting economic development

e. Policy Responses in the Context of the Development and Decentralization Process

Different policies by the Cambodian government, i.e the development of Cambodian Special Economic Zones[15], Industrial Development Policy 2015-2025[16], Cambodia Trade Integration Strategy 2013-2018[17] and the Tourism Development Strategic Plan 2012-2020[18] help in the improvement of infrastructure networks and will help attract investment in other economic sectors beyond transportion to expand economic growth[19]. Table 3 summarises the strategic policy directions and the links to the roles and responsibilities of each key actor of the subnational level government in the D&D process.

Table 3: Government Relevant Update Policies for Supporting Economic Development and Addressing Marketing Problems of Agriculture Produces in Battambang

National Strategic Development Plan 2014-2018	1) promoting commercialization, 2) strengthening institutional arrangements to promote trade and export of agricultural products, 3) enhancing processing capacity, 4) enforcing "***One-stop*** Services" for further improving trade facilitation, 5) strengthened logistics system and enhancing quality of agricultural products according to international standards, 6) improving capacity to provide affordable credit, and 7) enhanced partnership between farmers and traders and between large scale, medium and small agro-industries
Agricultural Sector Strategic Development Plan 2014-2018	1) Strengthening agricultural information and marketing system 2) Promoting the market access of agricultural products through increasing the technical capacity of agro-industry, market connections and enhancement of quality and safety of agricultural products by considering the effects on public health and the environment 3) Promoting agricultural product processing and investment in agro-industries and strengthening the agricultural marketing system and market access 4) Further establishment and registration of Agricultural Cooperatives to empower the bargaining ability, accessibility of technical and credit services, and the effective use of resources.
Agricultural Extension Policy in Cambodia 2015	Motivating the private sector to establish and operate ICT-based rural information centers and using smart phones to share market information and establish community-based farm radio and TV programs.
Industrial Development Policy 2015-2025	1) Actively promote Foreign Direct Investment (FDI) focusing on improving the investment climate, development of Special Economic Zones (SEZs) and preparation of industrial zones; 2) Strengthen and modernize small- and medium-enterprises (SMEs) focusing on their formalization and the provision of incentives, encourage proper bookkeeping and accounting practices, and promote the agro-industrial sector;

	3) Improving the regulatory environment focusing on trade facilitation measures and export promotion, strengthening industrial standards and industrial property rights, facilitation of payment of tax obligations, establishment of a labor market and improving industrial relations; and 4) Coordinating supporting policy focusing on skills and human resource development, science, technology and innovation promotion, industrial infrastructure build up and financing measures.
Tourism Development Policy 2012-2020	1) Protection of cultural heritage sites and promoting eco-tourism development are considered a sector development priority; 2) Human resource development and expansion of tourism facilities and languages for professional guides; 3) Tourism safety and impact management requires effective support for the success of village safety policy implementation; and 4) Economic linkages and food safety are major issues to be addressed for improving tourism services among others strategic measures.

To optimize economic benefits for national growth and Battamgang province, there is a need to have coordinated provincial development planning, strengthening human resources, and streamlining transport and customs procedures with other ASEAN countries.[20] In addition, agreement on a common framework of coordination for facilitating free movement of persons, goods and merchandise within the region needs to be ratified for a more meaningful integration of Cambodian's economy into ASEAN.[21]

Improving transport networks will lead to reducing logistics costs and improving export competitiveness if institutional constraints including the high cost of establishing businesses, and complicated customs procedures are addressed. The efforts made by the governement during the past years, have enabled the country to win 29 places in Logistics Performance Ranking of the World Bank.[22]

Two examples of good achievement can be seen from two farmers associations Kampot Pepper and Pailin Longan Associations who have maximized their business development. Those two associations were initiated and supported by NGO development programmes who work closely with the local authority for their establishment. They have succeeded in achieving their primary objectives: 1) enhancing farmers' share of the benefit of economic growth; 2) strengthening marketing through collective buying and selling; 3) strengthening linkages and cooperation among local farmers, businesses and investors; and 4) facilitating access to, and transfer of, agricultural knowledge to farmers.[23] The associations are now able to build internal and international marketing connections and networks for marketing their produce. With support from the government, Kampot Pepper and Pailin longan have been registered respectively as a Cambodian trade mark. Both the government and NGOs provide technical support to farmers through their membership in the associations. It is critical to note that for sub-national development planning that the success of these two associations depend largely on expansion of memberships across the commune and/or district administrative boundary to increase bargaining power and to work closely together to ensure the quantity and quality of their products for accommodating international market demand.

f. Strengthening Role of Sub-National Level Government

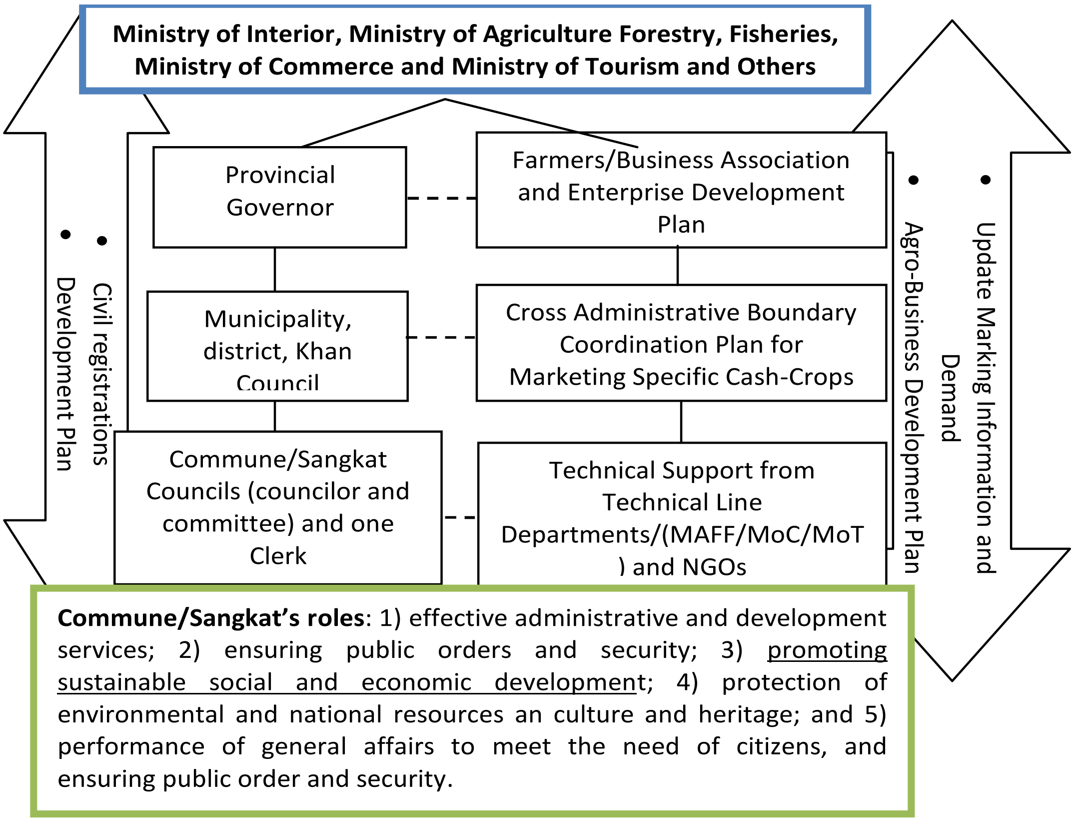
With regard to strenghtenging the role of the sub-national government, it is important to defined what the structure and resonposibility of this level of government is based on the organic law 2008[24], and village and commune safety policy[25]. Subnational governments consist of three levels: 1) Provincial Governor, 2) Municipality, district, Khan Council and 3) Commune/Sangkat Councils with a number of development committees (Figure 1).

These three key actors, are expected to implement economic development and service delivery by sthrenghening the enforcment of the local planning process of commune development and investment planning for resource mobilisation at the distirct level forum and funding support from the govmerment and/or Ministry of the Interior.[26]

One of the critical roles of the sub-national government is defined by the village and commune safety policy which provides social ordor and safety for local social and economic develoment. The success of this policy depends on good cooperation between the police and commune councilors and/or council.[27] Another important role of sub-national government is to promote sustinainable social and economic development in their territory of administration (Figure 1). In addtion, the sub-national development plann needs to take into accout the engerny created by economic transfermation and response to the international marketing demands. This requirement, however, has not yet realised in the current CDP/CIP or in the capaicty of sub-national government.[28]

Strenghtenig the role and fuction of sub-national government to support sustainable social and economic development in their locality depends on the capacity of resources at the local h level of government . The purpose is to support the capaicty of commune/sangkats to establish and implement their CDP/CIP which is to be consolidated into a long-term provincial development plan for better coordiated support from higher levels of government, the private sector, development parnters and non-governmental organisation (NGOs) (Figure 1).

Figure 1: Cross-Sector Collaboration for Promoting Local Economic Development and Marketing in the Context of Decentralization and Deconcentration



Current challenges faced in the D&D process are assoicated with local fiscal autonony in which the commune/sangkat and district level administration has no discretionary ability to raise revenues or the authority and flexibility in the use of local resources for implementating their development prioirities.[29]

3. Policy Option

Battambang is at the stage of agricultural transformation and diversification. Because of its strategic location and good transport connections, it has strong economic relations with Thailand for cross-border trade. Most of its products reach international markets through Thailand for repackaging and processing. Because of limited capacity of expanding market connections with international buyers, unlike the products of the farmer members of Kampot Pepper and Pailin Longan association, rice and cash crop growers in Battambang province are often faced with high risks in marketing their produce. Likewise, the people in Battambang and the local authority seems to have not yet fully realized the advantage of cultural and ecotourism development and integrate this into a well-coordinated sub-national plan.[30]

Figure 1 also suggests a need for enhancing cross-ministerial collaboration and support for helping farmers address the current challenges they have faced in marketing their cash-crops in the context of decentralization and deconcentration. First, strong technical support should take place by a joint action of at least three ministries including the Ministry of Interior, the Ministry of Agriculture Forestry, Fisheries, and the Ministry of Commerce and Ministry of Tourism to develop a coordinated strategic action plan for building local capacity for supporting agricultural transformation, marketing development and networking. Second, the emphasis of the policy interventions should focus on establishing and building the capacity of various farmers and/or business' associations. With support from local authorities and/or sub-national government, farmers and business' associations could be formed by the members who share common interests and problems regarding the specific types of cash-crop production and business activities they should undertake. The leaders of the newly established associations should be elected by the members from, and among, those who are farming members. They then can be mandated to promote membership across the commune and/or district/Sangkat for increasing bargaining power through collective actions.

Third, the success of the association's efforts will depend on support under the local planning process of the commune development (CDP) and/or investment plan (CIP). The CDP/CIP can mobilize support from the relevant technical departments, NGOs and private sector for building the capacity of the newly established farmers' associations. In this process, each association can learn from the success of Kampot Pepper and Pailin Longan Associations to develop their respective strategic membership promotion and business operation and investment plan. Their plans could then be integrated into the CDP/CIP investment plan, which is the boarder level of coordinated planning for supporting the business plan and activities of each association at the district and/or provincial level. Fourth, entrepreneurship training and business planning are needed for building the capacity of each association and their members.

Fifth, another critical area of support for both Commune/Sangkat Councils and associations is the creation and use of Smart Phone or Digital communication systems and/or mass-media for providing updated marketing information and what the demand is for specific cash_crops for enlarging business choices. Furthermore, promoting contracting farmers and local entrepreneurs with emerging local agro-enterprises and other business networks can also be another solution for helping medium and large scale cash_crop producers and/or tourism related associations in this province. These policy options need strong support from the government (e.g., providing subsidies, protection for the newly established associations, and contracting farming development for a certain period of time).

Annex 1: Total Paddy Rice Production by Province, 2015

	Total production of wet-season rice (ton)	**Total production of dry season rice (ton)**	**Total**	**%**
Prey VEng	468,708	313,273	781,981	12.2%
Takoe	348,897	369,818	718,715	11.2%
Battambang	650,004	63,743	713,747	11.1%
Kampong Thom	342,273	145,678	487,951	8%
Siem Reap	359,999	46,876	406,874	6%
Banteay Meanchey	342,850	45,771	388,621	6%
Kandal	76,204	287,835	364,039	6%
Kampot	312,811	38,635	351,445	5%
Kamong Chhang	227,740	103,631	331,371	5%
Kampong Cham	202,342	106,393	308,735	5%
Svay Rieng	235,636	46,540	282,176	4%
Pursat	204,947	34,361	239,308	4%
Kampong Spue	227,422	2,297	229,720	4%

Tbong Khmom	165,702	33,957	199,659	3%
Preah Vihear	161,622	279	161,900	3%
Oudor Meanchey	150,045	549	150,595	2%
Krattie	60,568	34,045	94,614	1%
Stung Treng	53,388	191	53,579	1%
Modolkiri	34,773	-	34,773	1%
Preah Sihanouk	34,253	240	34,493	1%
Rotanakiri	28,927	40	28,931	0%
Phnom Penh	22,472	2,316	24,787	0%
Pailin	8,030	8,573	16,603	0%
Koh Kong	16,103	47	16,107	0%
Kep	9,258	38	9,296	0%
Grand Total	4,744,975	1,685,046	6,430,021	100%

Source: Commune Database 2015, Ministry of Planning

Annex 2: Proportion of Land Use by Type in 2016 for creation of index for Map-Drawing

District	Total agricultural land	% of rice land	% of Cash Crop (*Chamkar*)	Rice versus *Chamkar*
Kamreang	41,597	27%	72%	-44%
Kos Kralor	56,619	80%	10%	69%
Thmor Kol	52,906	87%	0%	86%
Bor Vel	64,176	83%	17%	66%
Banan	44,949	72%	25%	47%
Battambang	**37,287**	**16%**	**9%**	**8%**
Phnom Prek	54,896	13%	87%	-74%
Mong Risey	78,131	88%	4%	84%
Rattanak Mondol	516,359	19%	81%	-62%
Rokhakiri	43,999	40%	28%	12%
Sang Ke	40,267	93%	4%	88%
Sampov Luon	21,175	24%	76%	-53%
Samlot	43,197	10%	75%	-65%
Ek Phnom	18,073	45%	34%	11%
All districts	1,113,631	40%	54%	-14%

Source: Commune Database 2015, Ministry of Planning

Note: The classification was developed by Authors

1. largely dependent on rice production = >=40 % (e.g. 30 % rice land -70 % *Chamkar* land)
2. Moderately dependent on Chamkar = <-20%-39%
3. Dependent on both rice and Chamkar = - 18% - + 19 %
4. Moderately rice dependent = + 20% - 39 %
5. Highly dependent on rice production = + 40 % (e.g. 70 % rice land - 30% *Chamkar* land

Annex 3: Crop Production of Battambang Province Compared with Countrywide Production by Type of Crops, 2015

No.	Type of Crops	Battambang Province				All Provinces		
		Cultivated area (ha)	Yield (ton/ha)	Production (ton)	% of Country Production	Cultivated area (ha)	Yield (ton/ha)	Production (ton)
1	Cassava	94,856	22.0	2,082,790	31%	564,827	11.8	6,669,001
2	Rice	440,574	2.2	713,747	11%	3,025,917	2.6	6,430,021
3	Maze	37,373	3.2	117,921	43%	83,271	3.3	273,231
4	Soybean	11,637	1.9	22,650	22%	56,280	1.8	103,017
5	Longan (harvested)	1,570	11.7	18,292	69%	3,029	8.7	26,418
6	Mango (harvested)	1,188	9.8	11,633	0%	80,248	31.6	2,536,498
7	Green bean	7,106	1.3	9,481	18%	34,845	1.5	53,024
8	Sesames	4,943	0.9	4,532	24%	16,665	1.1	18,585
9	Orange (harvested)	376	6.6	2,475	45%	1,138	4.9	5,530
10	Sugarcane	161	9.6	1,553	0%	69,608	14.6	1,014,419
11	Rubber (harvested)	161	7.3	1,178	0%	183,032	6.2	1,137,865
12	Cashew nut (harvested)	607	1.8	1,120	0%	140,653	8.0	1,121,013
13	Peanut	551	1.5	825	3%	13,516	1.9	25,027
14	Sweet potato	170	3.6	619	2%	6,436	3.9	24,803
15	Dragon Fruit (harvested)	90	3.3	298	65%	184	2.5	460
16	Durian (harvested)	24	4.3	104	1%	3,208	4.9	15,735
17	Black paper (harvested)	37	0.9	31	0%	72,178	4.4	314,236
18	Mango steam (harvested)	7	4.2	29	6%	124	3.9	479
19	Rambotan (harvested)	9	1.7	16	0%	635	6.7	4,264
20	**Cultivated Area (ha)**							
21	Rubber (cultivated)	2,520		-		514,984		-
22	Cashew nut (cultivated	889		-		218,019		-
23	Black paper (cultivated)	129		-		121,065		-
24	Mango (cultivated)	2,577		-		115,423		-
25	Longan (cultivated)	2,432		-		6,506		-
26	Durian (cultivated)	59		-		3,745		-
27	Orange (cultivated)	565		-		2,767		-

28	Rambotan (cultivated)	10		-		796		-
29	Dragon Fruit (cultivated)	129		-		290		-
30	Mango steam (cultivated)	21		-		196		-

Source: Commune Database 2015, Ministry of Planning

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[30] This conclusion is made based on documents and secondary data that the authors have accessed for the review. Therefore, it need for access to Battambang Provincial Development Plan which may exist, but the team could not access to such plan for review.