



NATION RELIGION KING

NATIONAL STRATEGY FOR RURAL WATER SUPPLY, SANITATION AND HYGIENE 2011-2025



SUMMARY
APRIL 2011



CONTENTS

Introduction.....	1
Section 1 Background.....	2
Section 2 Sector Vision.....	2
Section 3 Aim of the National Strategy for Rural Water Supply, Sanitation and Hygiene.....	3
Section 4 Strategic Objectives.....	3
Section 5 Main Sector Challenges.....	4
Section 6 Principles.....	5
Section 7 Strategic Components of the Strategy.....	7
Section 8 Institutional Arrangements, Service Delivery Lead Roles, Enabling Environment Lead Roles.....	11



Introduction

This brief of the National Strategy for Rural Water Supply, Sanitation and Hygiene, referred to as the Strategy Brief, is designed to offer a summary of the National Strategy for Rural Water Supply, Sanitation and Hygiene 2011-2025 developed by the Ministry of Rural Development. The Strategy Brief is organized as follows:

Section 1 Background gives a short description of the current water and sanitation situation in rural Cambodia.

Section 2 Sector Vision highlights the vision for the water supply, sanitation and hygiene sector set by the government.

Section 3 Aim of the National Rural Water Supply, Sanitation and Hygiene Strategy outlines the National Strategy's aim.

Section 4 Strategic Objectives summarises the Strategic Objectives contained in the Strategy.

Section 5 Main Sector Challenges describes the key challenges facing the sector.

Section 6 Principles gives details of the key principles that serve as the foundation for the Strategy to be able to achieve the Sector Vision.

Section 7 Strategic Components of the Strategy describe the objectives for water supply, sanitation, hygiene promotion, the enabling environment and financing, their outcomes and activities that together will achieve the Sector Vision.

Section 8 Institutional Arrangements, Service Delivery Lead Roles, and Enabling Environment Lead Roles outline the different institutional arrangements, the lead roles in service delivery and in the creation of an enabling environment.

Section

1

Background

Access to improved water supply and sanitation in rural Cambodia remains low and is unlikely to reach the target of 100 per cent coverage by 2025, as envisioned by the Royal Government of Cambodia (RGC). In rural areas, access to improved water was only 53 per cent (in dry season) and to improved sanitation, only 24 per cent in 2010 (DHS, 2010). Open defecation is still practiced by 66 per cent of the rural population, polluting the surrounding environment and water sources. This improper containment of faeces, coupled with a lack of hygiene practices, can be harmful to the health of the wider population. The annual economic loss due to poor sanitation and hygiene in Cambodia was estimated to be US\$448 million, equivalent to 7.2 per cent of the GDP in 2005 (WSP, 2008). The economic returns from investing in sanitation are more than double the cost invested – in excess of US\$2 return per dollar invested (WSP, 2012). Although progress for water supply is much better than for sanitation, water is often not safe, and needs further treatment in the household. To achieve sustainable universal coverage targets for water supply and sanitation, improved service delivery approaches need to focus not only on the provision of hardware and facilities, but on associated behaviour change, or mechanisms that promote ownership and lead to proper use, operation and maintenance of the system.

Section

2

Sector Vision

The RGC's vision for the sector is that everyone in rural communities has sustained access to safe water supply and sanitation services, and lives in a hygienic environment by 2025. This vision is clearly mentioned in the National Policy for Water Supply and Sanitation adopted in 2003 by the RGC. The National Strategy for Rural Water Supply, Sanitation and Hygiene 2011-2025, referred to as the Strategy, is to support the RGC to achieve this vision.

Aim of the National Strategy for Rural Water Supply, Sanitation and Hygiene

The **aim of the Strategy** is to define the water supply, sanitation and hygiene services to be made available to people in rural areas, the institutional arrangements aligning with the decentralization and deconcentration (D&D) process, the programmatic approaches, and the financial and human resources that are needed to deliver and sustain these services.

Strategic Objectives

The **Strategic Objectives** of the Strategy are:

1. **Water Supply:** 50 per cent of rural population will have access to improved water supply by 2015, and 100 per cent by 2025.
2. **Sanitation:** 30 per cent of rural population will have access to improved sanitation and live in a hygienic environment by 2015, and 100 per cent by 2025.
3. **Hygiene:** 30 per cent of rural population will practice basic safe hygiene behaviour by 2015, and 100 per cent by 2025.
4. **Enabling environment:** By 2015, institutional arrangements, legal instruments and human resources will be in place and able to rapidly increase and sustain services.
5. **Financing:** Funding for capital and recurrent expenditure will be available.

Main Sector Challenges

Sector management is not yet strong: At national and sub-national levels, government departments and organizations need to coordinate more efficiently.

The roles and responsibilities are still uncertain under the evolving D&D process: Sub-national governments need to clearly know their roles and responsibilities vis-à-vis delivery of water supply, sanitation and hygiene services.

Institutional and human resources to deliver sustainable water supply and sanitation services at scale are still limited: Appropriate institutional structure and human resources need to be well prepared to provide water supply services to people who currently have none, sustain the existing water supply, and enable people without a toilet to buy and use one.

Interest and capacities of local private sector to invest in water supply and sanitation services and products are still limited: Clear regulations, ensuring fair competition, improved business capacity, and easy access to credit are necessary to attract private sector participation in the sector.

Monitoring the progress of the sector is difficult: A single standardized management information system is needed, which allows for the tracking of sector progress at different levels of the government.

Technology options appropriate for challenging environments are not widely available: Research and development are needed for water supply options for drought-prone or arsenic-contaminated areas, and for low-cost sustainable latrine designs for floating villages, flood-prone and high groundwater table areas.

Participation from poor households is low: We need to find ways to include all people, especially those who do not feel water quality and sanitation is important, have no money, and have no time to take part in awareness campaigns.

Principles

Sustainability: The continued use of water supply and sanitation facilities and adoption of hygiene behaviours as a habit, so that many generations of rural households enjoy better health and economic improvements.

Community-based Management: The represented community, with participation by all community members, has ownership over the water and sanitation services, has responsibility for maintenance, and has the authority to make decisions for users. The community is accountable for its decisions and actions, for example, it can decide if it wants to operate the services on its own, or sub-contract the work to a local service provider.

Demand-responsive Approach: Developing water and sanitation services in any community needs to be initiated by the community. Communities could request the support of relevant institutions. They will choose services they want and can afford, based on information about a wide-range of technology options, costs, operation and maintenance.

Cost Sharing for Water Supply: Communities contribute a part of the investment cost of building water supplies, a part-cost of the District Office for Rural Development's (DORD) maintenance support service, and the total cost of operation and maintenance. MRD develops cost-sharing guidelines, while the local authority determines the amount the community contributes to building water supplies and the maintenance support service.

Sanitation Financing: Each household should pay for its own toilet. Public finance is only used to create demand for better sanitation and hygiene behaviours, to facilitate the private sector to deliver sanitation services, and to improve the capacity of the sub-national government

to promote, coordinate, monitor and report progress of sanitation interventions. Direct hardware subsidies can only be used in a targeted manner to support the poor.

Integration of Water Supply, Sanitation and Hygiene Promotion:

Where there is no improved water supply and no improved sanitation, a single integrated approach promoting water supply, sanitation and hygiene should be used. However, if improved water supply is already present, use only sanitation and hygiene promotion approaches.

Operation and Maintenance (O&M):

Representative Water Sanitation User Groups (WSUG) are responsible for operating and maintaining the community's water supply facilities. WSUG can seek technical support from the district O&M support service at DORD. Household latrine maintenance is the responsibility of the household itself.

Decentralization and Deconcentration of Service Provision and Management:

All provision and management of the water supply, sanitation and hygiene service follows the Strategic Framework for Decentralization and Deconcentration Reforms (2005) and the Law on Administration Management of the Capital, Provinces, Municipalities, Districts and Khans (2008).

Accountability:

When developing, running and monitoring services and designing projects, programmes or other activities, responsible organizations (government or non-government) need to consider how the results of their work or action affect the beneficiaries of the services, and the government's strategy over the short and long term.

Mainstreaming Gender:

Gender (both women's and men's) concerns need to be considered when designing, implementing, monitoring and evaluating policies and service delivery in all political, economic and social areas.

Mainstreaming Disability:

All services should follow the Law on the Protection and Promotion of the Rights of Persons with Disabilities (2009). The needs of people with disabilities should be considered at all stages of water supply, sanitation and hygiene service development.

Strategic Components of the Strategy

Strategic Objective 1 – Increasing access to sustainable improved water supply services

Component 1.1 – Increase in access to water supply services

Provide new water supply facility using fund from government, donors and community: Prepare inventory of services at national and provincial level to better understand where new water supply facility is needed. Application process from the community for new facility should be promoted and WSUG should be mobilized.

Rehabilitate existing infrastructure using fund from government, donors and community: Conduct study to understand scope and cause of past failure and develop guidelines for rehabilitation. Application process from the community for facility to be rehabilitated should be promoted and WSUG should be mobilized.

Identify more appropriate technology: Research and develop appropriate technology and services to make affordable water supply technology available for drought-prone areas, arsenic-affected areas and for social needs, such as people with disabilities.

Encourage private sector: Work with the private sector to share risks of providing services in difficult and remote areas.

Component 1.2 - Application of water quality standards

Develop procedures for water supply scheme to conform to water quality standards: Develop provincial Water Supply Surveillance system and produce a Water Safety Plan at the commune level. Procedures need to be developed to respond to water points that fail water quality standards.

Promote water quality safeguard: Promote the practice of safe handling of water from source to point of use by effectively disseminating the MRD's Hygiene Promotion guidelines. Develop the Environmental Technology Verification protocol for household water treatment technologies to ensure that any technology available in the market is effective in providing safe drinking water.

Component 1.3 – Improvement in operation and maintenance

Promote community O&M: Strengthen community management of O&M through supporting WSUG in taking over the role and responsibility. Establish the functional maintenance support system in DORD to provide support to WSUG in terms of providing technical advice, training and mentoring.

Component 1.4 – Increase in markets for WASH products

Improve WASH supply chain: Commission a project to develop the supply chain for hand pumps and other water supply, sanitation and hygiene products so that communities and households can purchase from local markets.

Strategic Objective 2 – Increasing access to improved sanitation

Component 2.1 – Increase in access to sanitation

Promote uptake and use of latrines: Use sanitation behaviour change approaches (e.g. CLTS) and promote local markets to deliver sanitation products and services so that households buy, construct and use latrines.

Promote variety of sanitation options: Conduct research to develop or adopt a range of sanitation options and technologies so they are available and affordable for the poorest households, including those living in flood-prone areas and floating villages.

Component 2.2 – Improvement in operation and maintenance

Promote household O&M: Households are responsible for O&M of their own toilet.

Develop pit emptying service: Develop clear procedures for septage management, pit emptying, and treating, disposing and re-using of pit content. Work with private sector to develop the services with proper training from PDRD.

Component 2.3 – Improvement of sanitation in schools, health facilities and other rural institutions

Promote school sanitation and hygiene: Develop standard for students/staff-latrine ratio with gender and disability considerations. Prepare inventory of functional water and sanitation facilities so that prioritization is possible. Include hygiene education as part of the school curriculum by the Ministry of Education, Youth and Sports (MoEYS). Provision of facility needs to be based on demand.

Promote sanitation in health centres: Develop standards for patient-latrine ratio with gender and disability considerations. Prepare inventory of functional water and sanitation facilities so that prioritization is possible. Provision of facility needs to be based on demand.

Manage waste safely: Use environmentally friendly methods to manage wastewater and solid waste. This needs to be informed by a study assessing the scale of the problem with proposed strategic solutions.

Strategic Objective 3 – Improving hygiene behaviour

Component 3.1 - Hygiene promotion

Increase awareness of people in practicing safe hygiene: Disseminate and promote the implementation of MRD's hygiene promotion guidelines. Conduct regular hygiene behaviour change campaigns in communities, through DORD with Commune Councils for Women and Children (CCWC), based on a clear Behaviour Change Communication strategy.

Strategic Objective 4 – Achieving sustainable services

Component 4.1 – Improvement in sector Management

Develop plan for institutional improvement: Coordinate and manage actions needed for institutional improvement and develop multi-year implementation plan with clear monitoring framework.

Coordinate, manage and monitor service delivery at district level: Strengthen DORD in each district with support from PDRD.

Define clear roles and responsibilities: Promulgate parkas defining organizations' roles in the Rural Water Supply, Sanitation and Hygiene Sector.

Increase accountability of local authority: Put in place effective local accountability mechanisms through MRD's guidelines and procedures, including a system where DORD can effectively handle complaints from communities.

Include set standards for accountability in developing guidelines and procedures to ensure effective service delivery: Review existing guidelines and develop new ones to reflect accountability standards.

Component 4.2 - Human resources and capacity development

Strengthen capacity of DORD to facilitate and sustain services: Prepare comprehensive capacity development plan for DORD and PDRD in coordination with other sectors and the D&D process, and strengthen capacity of DORD staff with support from provincial and national level.

Component 4.3 – Support for private sector development

Create a competitive environment: Develop and widely disseminate guidelines that outline the principles of responsibility, accountability, predictability and transparency for the private sector involved in water supply and sanitation. Put in place long-term (of at least 10 years) service contracts where infrastructure investment by private sector is needed.

Build capacity and improve access to finance for private sector: Develop clear regulations that are supportive to local business in getting loans from financial institutions. Provide appropriate training on basic business and financial management to local businesses.

Component 4.4 – Improvement in planning and management information systems

Establish unified management information system (MIS): Change the current system with multiple databases to a unified system that is accessible and contributed to by all stakeholders. The unified system should monitor progress in infrastructure, functionality, use and associated behaviour.

Component 4.5 - Evaluation and learning

Promote learning and sharing of knowledge: Conduct regular study of specific aspects or evaluation of experience in the sector and establish a platform for sharing knowledge (e.g. WatSan Sectoral Working Group).

Component 4.6 - Research, development and innovation

Establish procedures for promoting research, development and innovation: Draw up systematic procedures for applying, testing, approving and disseminating new approaches and technology development.

Component 4.7 – Improvement in communication

Improve effective communication inside and outside the sector: Develop and implement communication strategy to gain political and public profile for the sector.

Component 4.8 – Inclusion of poverty, minorities and vulnerability

Support service provision for the poor: Prioritize the poorest and most vulnerable households for service provision through the Identification of Poor Households Lists.

Ensure disability-inclusive service delivery: Address the needs and concerns of people with disabilities based on the 2009 Law on Disability and include them in development, implementation and monitoring of services.

Component 4.9 - Gender mainstreaming

Mainstream gender in the sector: Review and revise, if necessary, all existing and new sector guidelines and procedures to ensure they adequately address gender issues. Develop a gender orientation course, in collaboration with Ministry of Women's Affairs, suitable for people working in the water supply, sanitation and hygiene sector.

Component 4.10 - Environment

Mitigate impacts on environment in developing and providing services: Study and understand environmental impacts of provision of water supply and sanitation at all levels, and develop guidelines and procedures to mitigate the impacts.

Component 4.11 – Climate change and disaster risk management

Increase resilience of services: Develop water supply and sanitation services to reduce the impact of disasters and the risk of climate change through the development of appropriate technical designs and coordination with the National Committee for Disaster Management.

Strategic Objective 5 – Increasing sector financing

Component 5.1 – Increase in financing of capital costs

Increase funding for building new and rehabilitating existing water supply facilities: Develop a sector investment plan, advocate for an increase in government funding, and tap community contributions.

Develop sanitation financing mechanism: Develop, pilot and evaluate various funding mechanisms under the guidance of a steering group to identify the mechanism that most effectively provides sustained poor-inclusive access, protects public health and minimizes environmental impacts.

Make funding available to develop the management capacity of institutions and the private sector: Estimate the costs needed for capacity development and private sector development. Advocate for increase in government and development partner funding.

Component 5.2 – Increase in financing of recurrent costs

Make funding for sustaining water supply and sanitation services available: Establish community maintenance fund, contributed to by households and managed by WSUG, to pay the full operating costs of water supply and to pay for DORD's maintenance support service. Households will pay the operation and maintenance cost of their own latrine, including septage and emptying pits.

Increase finance from sub-national government: District and commune authorities allocate budget for DORD's maintenance support service and for continuing hygiene promotion.

Section

8

Institutional Arrangements, Service Delivery Lead Roles, Enabling Environment Lead Roles

The **institutional arrangements** are the agreed roles for government ministries, government departments (national and sub-national), community/household members, non-governmental organizations, and development partners to ensure the enabling environment exists and services are delivered. The **enabling environment** is the policies, financial instruments, formal organizations, community organizations and partnerships which combine to support and promote the effective and efficient delivery of services. **Service delivery** is when government ministries and departments (national and sub-national) and/or private businesses carry out their roles and duties so that 'services' reach the people for whom they are planned, and the places where they are needed.

	Institutional Arrangements	Service Delivery Lead Roles	Enabling Environment Lead Roles
<p>National level</p>	<p>N.B. For clarity, the role of the private sector is not included in this column</p> <ul style="list-style-type: none"> ❖ Ministry of Rural Development (MRD), in coordination with other relevant ministries, is responsible for: <ul style="list-style-type: none"> • policy/strategy • sector planning • sector monitoring and regulation • coordination of assistance • technical assistance for human resources development • research/piloting. 	<ul style="list-style-type: none"> ❖ MRD leads the development of evidence-based behaviour change campaigns and materials. ❖ Ministry of Economy and Finance (MEF) provides funding for development and planning. ❖ Development partners provide funding for development and planning, and give technical advice. ❖ Drilling companies build water supply. ❖ Commercial traders distribute and sell water, sanitation and hygiene products. 	<ul style="list-style-type: none"> ❖ MRD: <ul style="list-style-type: none"> • with the Ministry of Interior provides legislation and policy regulates legislation and policy in coordination with partners, develops sector guidelines and procedures • in coordination with partners, conducts training for HR development • develops learning through evaluation and research, piloting and validation ❖ Development partners: <ul style="list-style-type: none"> • give technical advice for development of legislation and policy • give technical advice and finance for development of guidelines and procedures • give technical advice and finance for human resource training • give technical advice and finance for promoting competitive environment for private sector • give technical advice and finance for supporting business and technical skills to private sector • undertake research, piloting and validation to contribute to sector learning agenda

	Institutional Arrangements	Service Delivery Lead Roles	Enabling Environment Lead Roles
National level	<p>N.B. For clarity, the role of the private sector is not included in this column</p>		<ul style="list-style-type: none"> ❖ Finance institutions provide investment and loans as needed ❖ Consultants provide consultancy services to conduct programme evaluations as needed to contribute to learning agenda ❖ Academic / training institutions provide service to train human resources as required by MFRD
Provincial level	<ul style="list-style-type: none"> ❖ Provincial Department of Rural Development (PDRD), with support from provincial government and other relevant ministries: <ul style="list-style-type: none"> • guides the implementation of the Strategy in the province • checks that programmes follow principles of the national Strategy • gives technical advice to the District Office of Rural Development (DORD) and supports implementation • collects and reports sector monitoring and evaluation data • trains and strengthens DORD to do its water and sanitation work • facilitates private sector involvement in sanitation 	<ul style="list-style-type: none"> ❖ Provincial Department of Rural Development: <ul style="list-style-type: none"> • takes responsibility for planning for demand creation • monitors and gives technical advice for provision of water supply and sanitation facilities • monitors the operation of the facility ❖ Development partners provide resources for development and planning ❖ Finance and micro-finance institutions provide funding ❖ Manufacturers and market traders: <ul style="list-style-type: none"> • distribute and sell water, sanitation and hygiene products • build water supply and sanitation facilities ❖ Drilling companies build water supply facilities 	<ul style="list-style-type: none"> ❖ Finance / micro-finance institutions provide investment and loans ❖ Non-governmental organizations undertake any sector evaluations to contribute to learning agenda ❖ Training institutes provide human resources training

District level	Institutional Arrangements	Service Delivery Lead Roles	Enabling Environment Lead Roles
<p>District level</p>	<p>N.B. For clarity, the role of the private sector is not included in this column</p> <ul style="list-style-type: none"> ❖ District Office of Rural Development (DORD): <ul style="list-style-type: none"> • gets training and technical support from PDRD • works with the PDRD to collect sector data for Management Information System (MIS) • works with the District Administration (District Council officials and Board of Governors) to support the Commune Council • checks the quality of new and rehabilitated infrastructure • provides operational support to WSUG • checks the quality of water supplies in close collaboration with WSUG • directs and works with the Commune Council for Women and Children (CCWC) to carry out sanitation and hygiene promotion campaigns. 	<ul style="list-style-type: none"> ❖ District Governors: <ul style="list-style-type: none"> • enforce and check compliance with the MRD's regulations of water, sanitation and hygiene products that are sold by the private sector • enforce and check compliance with the MRD's regulations for the building of water supply and sanitation facilities • take responsibility for the operation of DORD's maintenance support system ❖ Local Manufacturers: <ul style="list-style-type: none"> • distribute and sell water, sanitation and hygiene products. 	

	Institutional Arrangements	Service Delivery Lead Roles	Enabling Environment Lead Roles
<p>Commune level</p>	<p>N.B. For clarity, the role of the private sector is not included in this column</p> <ul style="list-style-type: none"> ❖ The Commune Council asks for and directs DORD's help. ❖ The CCWC conducts hygiene and sanitation promotion campaigns and hygiene training with communities. 	<ul style="list-style-type: none"> ❖ Market traders distribute and sell water, sanitation and hygiene products. ❖ Village-based artisans: <ul style="list-style-type: none"> • build water supply and latrines • maintain/repair water supply systems • work with the community operation and maintenance support system ❖ Village-based pump mechanics build water supply facilities 	
<p>Community/ Village level</p>	<ul style="list-style-type: none"> ❖ Water and Sanitation User Groups: <ul style="list-style-type: none"> • work to keep water supplies safe and improved • work with households and communities to pay for repairing water supplies • work with households and community members to pay to keep water supplies working, safe and improved in the long term. 	<ul style="list-style-type: none"> ❖ Community members: <ul style="list-style-type: none"> • operate, maintain and repair water supply systems • use maintenance support systems and participate in hygiene promotion. 	
<p>Household level</p>	<ul style="list-style-type: none"> ❖ Household members: <ul style="list-style-type: none"> • buy and use toilets • keep their toilets working, clean, safe and improved in the long term • keep their homes and areas around their homes clean • adopt hygienic habits, such as washing their hands with soap. 	<ul style="list-style-type: none"> ❖ Household members use water supply, sanitation and hygiene services 	



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