



ការិយាល័យប្រកបបញ្ជូនកិច្ចការតែមួយ
One Window Service Office



Exit Survey On OWSO/DO's Works in Two Municipalities (Samrong, Oddar Meanchey Province, and Preah Vihear Town, Preah Vihear Province)



2013

Exit Survey
On
OWSO/DO's Works
in Two Municipalities (Samrong, Oddar Meanchey
Province and Preah Vihear, Preah Vihear Province)
October, 2013

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Abbreviation

- OWSO: One Window Service Office
- DO: District Ombudsman Office
- PDP: People's center for Development and Peace
- KYA: Khmer Youth Association
- KBSC: Khmer Buddhist Service in Cambodia

Acknowledgement

On behalf of The People's Center for Development and Peace (PDP), I would like to express sincere thanks to all the active staff of the two partner organizations, KYA and KBSC, for their substantial contribution to this survey study.

I would like to acknowledge and thank officials at the OWSO as well as the authorities in both municipalities, Preah Vihear and Samrong, for being cooperative and helpful in this work.

Thanks also go to people in both municipalities for their time and sincerity in providing answers to our enquiry either verbally or through written questionnaires. Without their support, the survey would not have been possible.

Lastly, I would like to thank the World Bank and Royal Government of Cambodia through One Window Service, a component of Demand for Good Governance Project for selecting and giving chance to PDP-Center and its consortiums, KYA and KBSC to undertake this important task.

Summary of survey result

According to the survey among 177 respondents in the two municipalities, Preah Vihear and Samsong, who had used the OWSO services (Exit Survey) and the Brief Survey conducted with a mix of people who came to attend public forums organized alongside the implementation of the OWSO, a very high level of satisfaction, among both the people who had used the OWSO services and the people who were familiar with it, was found. The following is a series of main findings from the survey:

- Almost all of the people who had used services of the OWSO said they were satisfied with the office and its services in general
- Around 95% of the respondents were satisfied that OWSO officials were friendly and helpful. Over 90% said officials were active in performing their functions and punctual
- Legalization proved to be the most demanded service representing over 40% of all requests. Education followed with 19%
- 92% of the respondents said they were satisfied with the services fees, while 7% said the fees were high and would like to see them decreased
- In terms of transparency and unofficial payment, 92% said officials did not ask for unofficial fees, while only 7% said officials did. It was found that the scale of this shortfall was not substantial
- Almost all of the respondents said they had never complained to the District Ombudsman Office, a reflection of the 90% who were satisfied with the office
- Lastly, a comparison between the two towns shows that people in Preah Vihear used OWSO and were aware of the office and its services slightly more than people in Samrong.

1. Introduction

OWSO was established with the purpose of promoting good governance through the expansion of the scope of services to be provided by the administration of a municipality/district/khan. The goal was to improve the effectiveness, quality, transparency, simplicity, price, response time, and availability of the administrative services delivered to the public.

In order to achieve the above purposes, awareness and feedback from the local people is important. Apart from the efforts by the municipal administration and OWSO themselves in raising public awareness, the Ministry of Interior has been implementing a partnership program in cooperation with civil society with the aim of raising awareness and building confidence among the people and vendors in the municipal/district administration, especially OWSO/DO.

PDP-Center and other two partner organizations, KYA and KBSC, have been recruited to implement the project in Samrong municipality, Oddar Meanchey (in which the project was implemented by KBSC) and Preah Vihear (in which the project was implemented by KYA).

Based on these arrangements, the three civil society organizations played an essential role in raising awareness among the local people about the OWSO and encouraging their participation as well as collecting feedback from them over how they see the OWSO. In this regard, the survey was conducted in two approaches: 1) Exit Survey and 2) Citizen Rating Cards. *Note this report is only about the Exit Survey and result of the CRC is presented in a separate report.*

2- Geographical and Demographic status

Preah Vihear is a province in the north of the Kingdom of Cambodia about 320 km away from the capital city of Phnom Penh. It is geographically located in a large highland and mountainous area. Preah Vihear is 13,788 sq/km with a total 20,000ha of cultivated land. The province is divided into 7 districts and 49 communes with a total of 208 villages. It has a population of 170,852 with 84,909 males and 85,943 females (according to the data of the National Census 2008). 20% of the population belongs to the Kuoy ethnic minority. Most people make their living by farming, collecting forest herbal products and fishing. The present municipality of Preah Vihear was the provincial capital district of Tbaeng Meanchey until 2009.

Oddar Meanchey province is located in the north-west of Cambodia. It is about 439 km from the capital city of Phnom Penh with a total area of 6,158 sq/km. The province has a total population of 185,443 of whom 93,193 are males and 92,250 are females (according to the data of National Census of 2008). Samrong was the provincial capital district until 2009. In 2007, its population was around 28% of the total provincial population. Its population density was 26.17 per square kilometer, the lowest in the country.

3- Legal Framework and Policy

There are many legal frameworks and policies related to local administrative service delivery that could help facilitate the works of the OWSO. Among them are:

- The improvement of public service. Delivery has to be taken in conformity with the real situation in Cambodia and step by step, in order to transform public services to be of good quality, cheap, timely, simple, reliable, responsive to needs and accessible to the people¹
- The public administration has to be transformed from “the Administrator” to respectful “Service Provider” and be fair in serving and responding to the real needs of the people
- Service delivery must ensure transparency, accountability, efficiency, equity, sustainability and participation from the people and businesses²
- Formalities, procedures for service delivery and fees must be in conformity with the rules and legal regulations in effect
- To ensure that good service is delivered by the OWSO, that the OWSO and the people communicate closely, and that service delivery is timely when demanded by the people, the Royal Government of Cambodia issued a Prakas N0. 427-428 dated 12 March 2009 on the "Organization and Functioning of the One Window Service Offices and the District Ombudsman Offices³"

4- Definition

According to policy on public service delivery of royal government of Cambodia the definition is as bellow:

- Public Service: All activities undertaken by the Competent or Delegated Agency with a view to serving the public interest are “public services”
- “Competent Agency” refers to the State Institutions or State Agents or all levels of State Authorities working within their areas of competent jurisdiction
- “Delegated Agency” refers to the organizations in private sector or civil society that are delegated particular responsibilities and duties from the State but stay under the control of the State and State Agents.

5- Objectives

The main objectives of the survey on the OWSO in Preah Vihear and Samrong are as follows:

- To investigate the behavior of the public officials performing their duties at the OWSOs

¹ Policy on Public Service Delivery of Royal Government of Cambodia (2006)

² Sub-decree on Administrative Services Delivery by Local Administration

³ Decision N012 dated 30 June 2008 by the Royal Government of Cambodia on the Establishment of One Window Service Office and District Ombudsman Office

- To explore possible gaps between the policies, legal instruments and their implementation
- To compile the lessons and experiences for future learning and improvement

6- Methodology

The survey team started their work in August 2013 to study the perception of the people who have used the OWSO. Before going down to the field to conduct the survey, a series of meetings were held for the team to discuss and prepare for the survey. At these meetings, teams were introduced and taught about the formats of the interview. The teams were then divided into four different groups of two people each. They then collected the names of OWSO users from OWSO's officials, who they then interviewed at their homes. Additionally, one person waited in front of the OWSOs to interview those people who **had just left the OWSO** after seeking service delivery. It is worth reporting that the interviewing teams in Samrong encountered some constraints, especially when they went down to households. Occasionally, they failed to meet the people who had used the OWSO, in which case the KBSC would interview them through mobile phones. Note that the results of the Brief Survey, a questionnaire completed by people attending public forums, was also used for this analysis. During its implementation, the project was also observed by staff of the three NGOs, who also provided their input to this survey data analysis.

- **Sample:** The total sample size for survey interview is 178 for both municipalities. This sample of 178 includes only those who had just come out of the OWSO or had used the services of the OWSO in the two municipalities.
- **Questionnaire:** The questionnaire was open-ended, with a series of answers already provided to respondents who would just need to select and tick to answer. Before the questionnaire was officially used, it was tested with 30 people to make sure that it was appropriate and ready for an official interview.
- **Scope of work and limitation:** This survey was not a broad country-wide study and only applied to two municipalities, Preah Vihear and Samrong. It focused on those people who had used the services of OWSO to find out how they viewed the behavior and performance of the OWSO officials, such whether they abided by the timeframe and working procedure in delivering services, service fees, transparency, venues of service delivery and formalities. The survey study was actually carried out under a contract agreement, OWSO-CS-NGO12-06, between the Ministry of Interior and the People's Center for Development and Peace (PDP) on awareness raising and collecting feedback from the people in support of the OWSO.
- **Data entry:** SPSS was used for data entry for this survey. A number of questionnaires found irrelevant were thrown away.

7- Data analysis

General status of respondents: For the survey study, we interviewed roughly equal numbers of the OWSO users from both municipalities. The figure presented below

show a considerable difference between male and female respondents. Of the 85 respondents in Samrong, 62 were male and only 23 were female, while in Preah Vihear, with the total number of 92 respondents, 47 male and 45 female. This study does not look into the reasons for the difference. However, it is likely that in Preah Vihear, which is a center for tourism, there are more business activities than Samrong. Because many women are engaged in small and medium businesses, this could be a reason why more women used the OWSO office in Preah Vihear than in Samrong. Please, refer to the figure below.

Sex	Data	Preah Vihear	%	Samrong	%	%
Male	109	47	51%	62	73%	62%
Female	68	45	49%	23	27%	38%
Total	177	92	100%	85	100%	100%

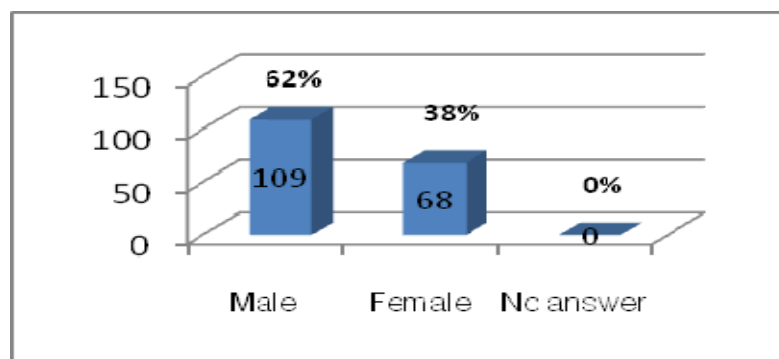
The data analysis is divided and grouped into 4 parts:

Part 1) the number of people having been to the OWSO for service delivery and types of service they looked for and frequency of their demand for services; Part 2) the people's satisfaction or unsatisfaction with officials' performance, quality, efficiency and service fees of the OWSO; Part 3) transparency, unofficial pays and complaints to the District Ombudsman Office; Part 4) the conclusion based on the people's feedback and suggestions. It is worth noting that the general level of satisfaction with OWSO among the people in Samrong, Oddar Meanchey, is higher than in Preah Vihear. To help compare the differences between the two towns, the data is provided in the tables at the last part of the report. Please refer to the tables in the last part of the report before the conclusion. In the meantime, some of the data presented below are in a group of three with the main one being the collective data of the two municipalities altogether and the other two are for Preah Vihear and Samrong respectively marked as (a) and (b) in case of any need for a quick comparative reflection between the two municipalities.

Part One: Number of OWSO users, types of service and frequency of services sought

In general, the people who went to OWSO, of whom there were more men than women, confirmed that they received the services they needed. Of all the respondents who used the services of the OWSO and the DO (Exit Survey), 38% were women, nearly half the percentage of men. This shows that men, especially in Samrong, are still playing a more substantial part in getting paperwork regarding legal issues and services for households than women. Please, see **Figure 1** for the data of the two municipalities altogether and Figure 1 (a) for Preah Vihear and Figure 1 (b) for Samrong.

Figure 1



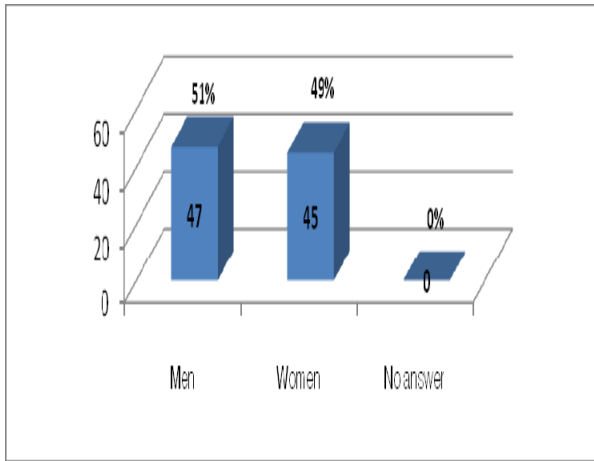


Figure 1 (a)

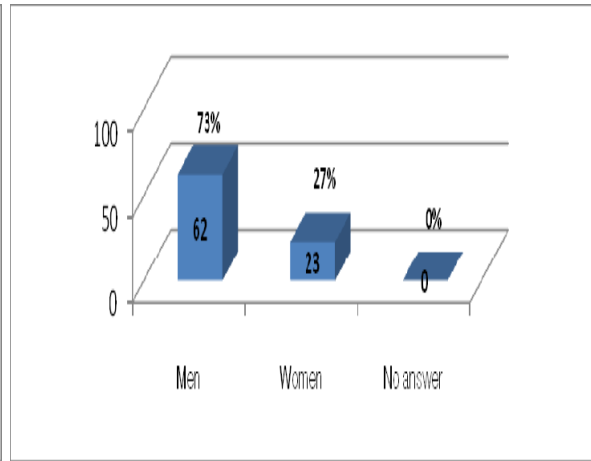


Figure 1(b)

Types of services

Data on types of service used are only available from the Brief Survey, according to which Legalization was the highest (40%). The two other highest services were Public Works and Transport and Education, with 22% and 19% respectively. Other types of service, including Health, Land Management, Commerce and Tourism, were not much needed, while in other sectors, there was no demand for services at all. Please see *Figure 2*

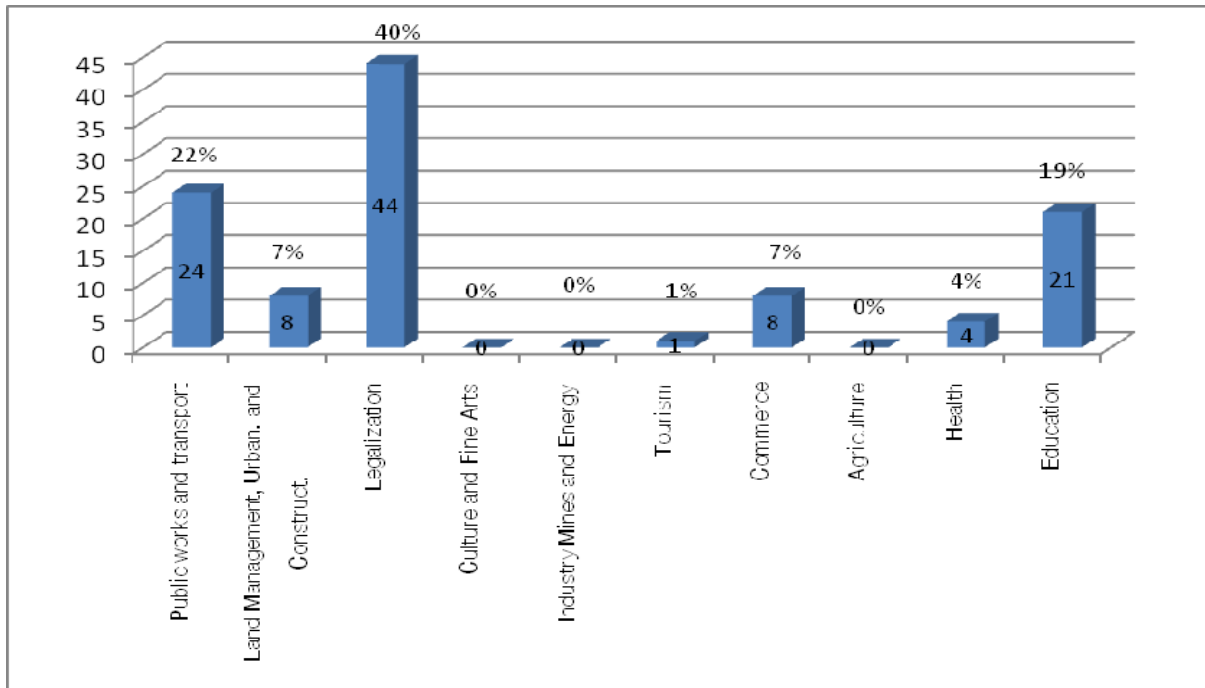


Figure 2

Frequency of services requested

83% of the respondents said they had come to the OWSO to seek service delivery once since the office and its service delivery started, while only 10% of the respondents

said they had used it twice. Only 3% said they had used the services more than two times. Please see **Figure 3**

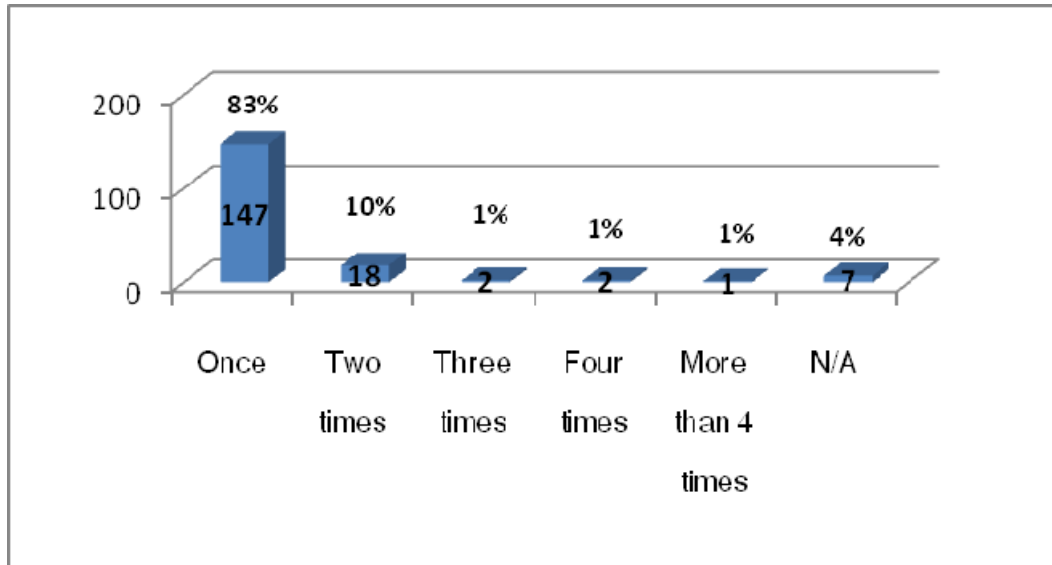


Figure 3

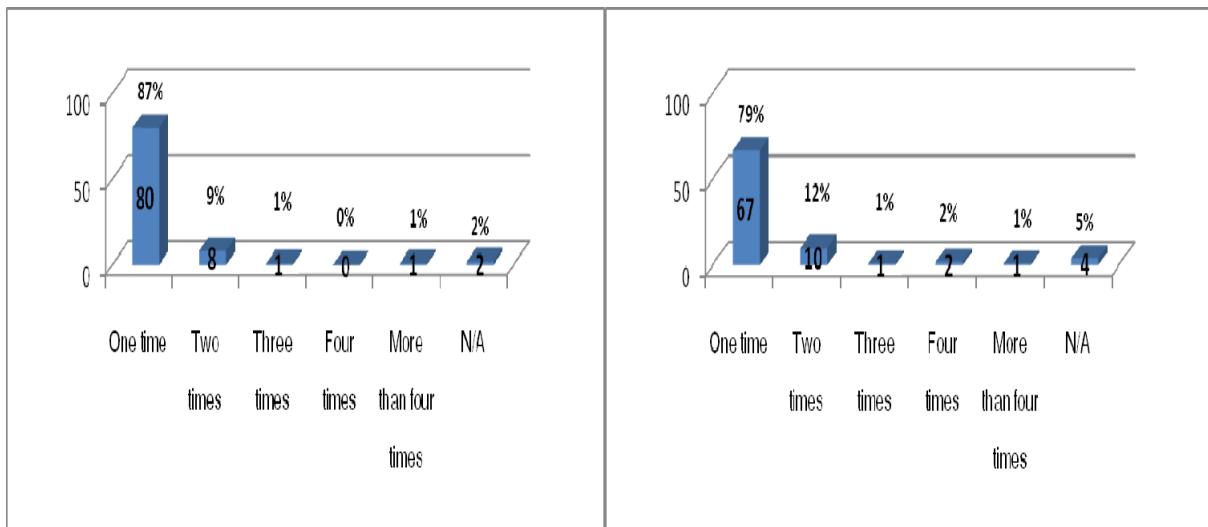


Figure 3(a)

Figure 3 (b)

Part 2: People’s satisfaction with officials’performance, quality, efficiency and service fees of the OWSO

Satisfaction

The result of the survey shows that almost all of the respondents expressed their satisfaction with the OWSO service delivery, with around 92% reporting it was between “Very good” and “Good,” 7% reporting “Fairly,” and only 1% reporting “Not Good.” The data of the Brief Survey is also high with 75% were between very much satisfied and satisfied, with 4% relatively satisfied and 2% not satisfied. Please refer to **Figure 4**.

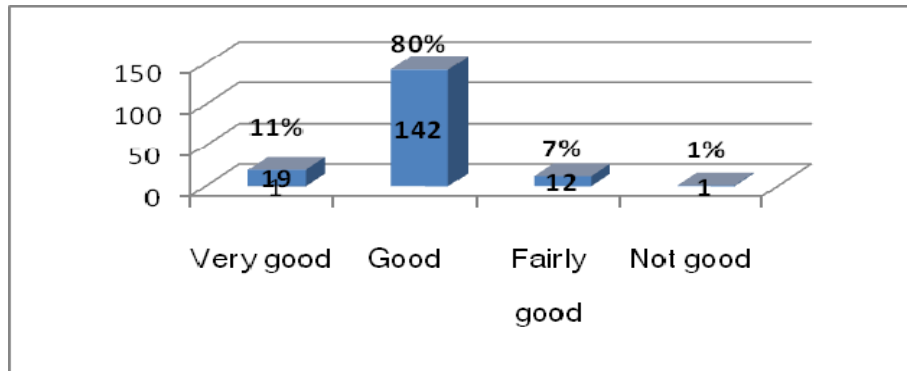


Figure 4

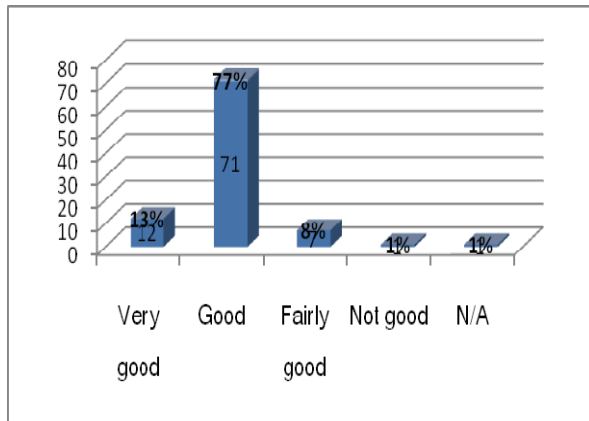


Figure 4 (a)

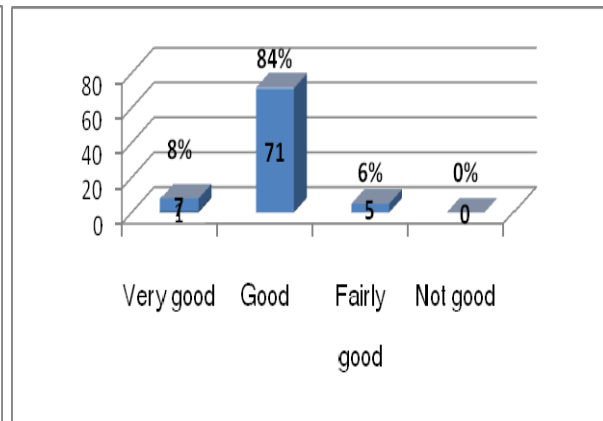


Figure 4 (b)

OWSO's behavior

When it comes to the assessment of behavior of officials, the result is highly positive. 95% of the respondents in the Exit Survey said officials were friendly and helpful, 5% said "Not so friendly and helpful," while 1% said officials were not friendly and helpful at all. Compared with the Brief Survey, the data are relatively similar with only 4% of respondents in the Brief Survey saying that officials were either not responsive to enquiry for information or discriminating, while the other 96% said officials were friendly, helpful, informative and did not discriminate against anybody.

Punctuality

A very high percentage of 94% of the respondents said officials showed up at the office punctually, while 5% said they did not and 1% could not answer. The reason for a small number of respondents saying officials were not punctual was based on a few accounts that happened mostly in the afternoon when they had to wait until after 2 pm.

Formalities/Procedures

With regard to formalities and working procedures, roughly 95% of the respondents said they were not complicated. 4% disagreed, while 1% could not give an answer. Since the education level of the local people is relatively low, it is likely that some of them find the formalities and procedures challenging.

Official's performance

With regard to service delivery by the officials, 92% of the respondents said officials were satisfactorily fast in performing their duties, with 3% said officials were not working very fast. 3% said the officials were slow. The rest could not give an answer.

Service fees

92% said the fees were either cheap or fair, while 7% said the fees were expensive. 1% did not answer. Because people have different levels of income, judgment of service fees could vary according to households' economic status.

Timely service delivery

To the question of whether or not services had been delivered on time, 85% said "Yes", and 14% said "No." The reason why respondents said "No" was based on the accounts that some of them were not able to receive the delivery on time as specified in the receipts, especially for motorbike number plates when sometimes officials were not available. Please see **Figure 5**

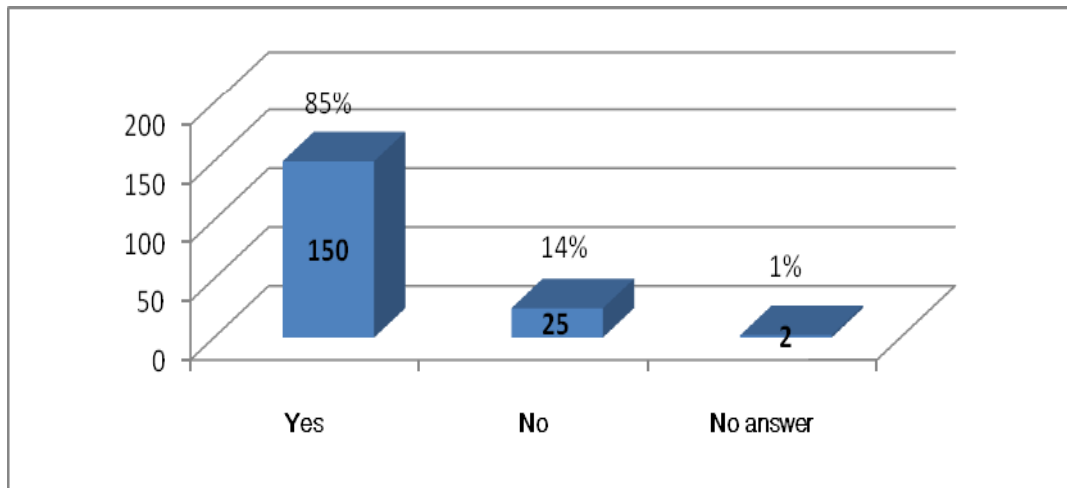


Figure 5

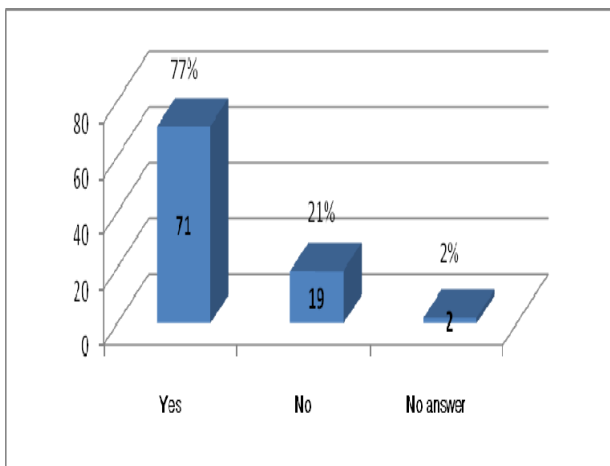


Figure 5 (a)

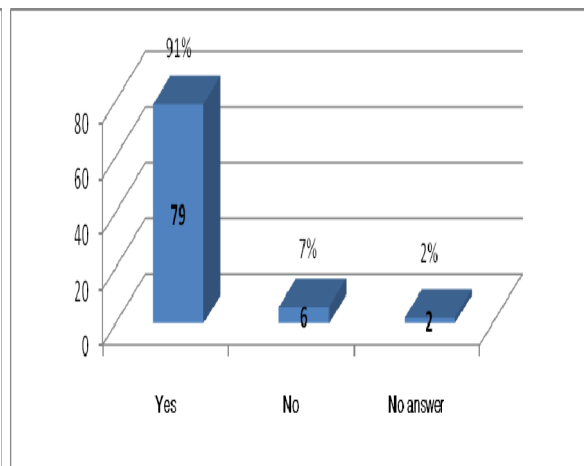


Figure 5 (b)

Difficulties

On possible difficulties encountered especially in the process of asking for service delivery, more than half of the respondents said "No" compared to 7% who said "Yes, there were." However, it is interesting to note that close to 33% of the respondents had no answer. Those respondents, mostly people in areas far from the Samrong municipality, such as in O-Smach, said that their difficulties referred to the cases in which they had to come to the OWSO many times to receive their final products and failed to get them on time as specified in the receipts, when the responsible officials were not available. Please see **Figure 6**

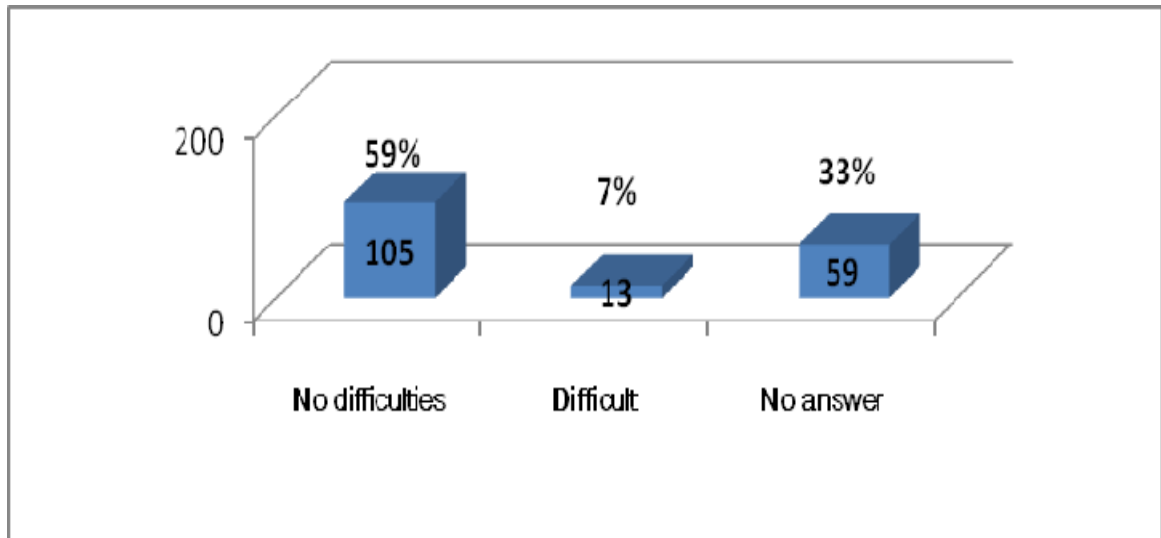


Figure 6

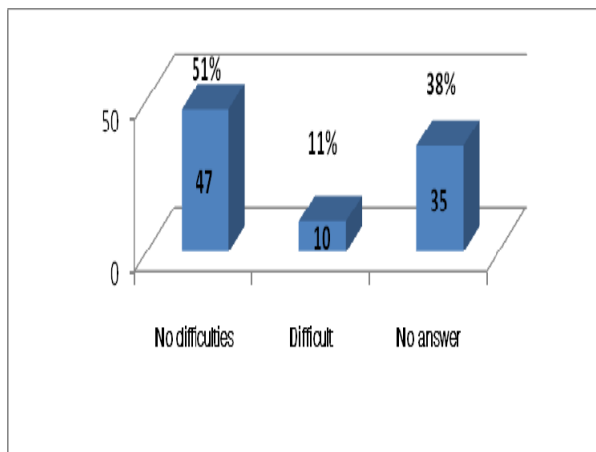


Figure 6 (a)

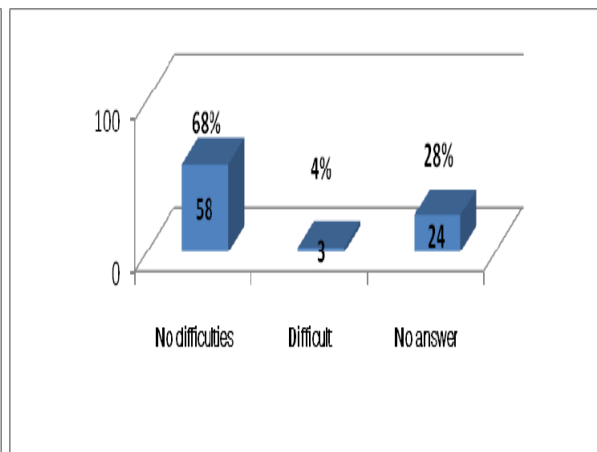


Figure 6 (b)

Part 3: Transparency, corruption

Unofficial fees

Many other surveys related to corruption and bribery always shows high percentage of respondents saying or confirming that corruption and/or bribery are prevalent, but the data collected from this survey of the OWSO shows the opposite. 92% of the respondents said officials had not asked for unofficial payment with only 7% saying “Yes, officials did.” However, since the OWSO is part of the Demand for Good Governance Project, and was established partly as a good model of public service delivery, even the 7% of the respondents saying that officials demanded unofficial payment, deserves further consideration. Please see **Figure 7**

Nevertheless, a few respondents said they paid extra fees on services for motorbike number plates of Riels 4,000 in Samrorn and Riels 3,000 in Preah Vihear. The other people failed specify how much they had paid and/or what they had paid for.

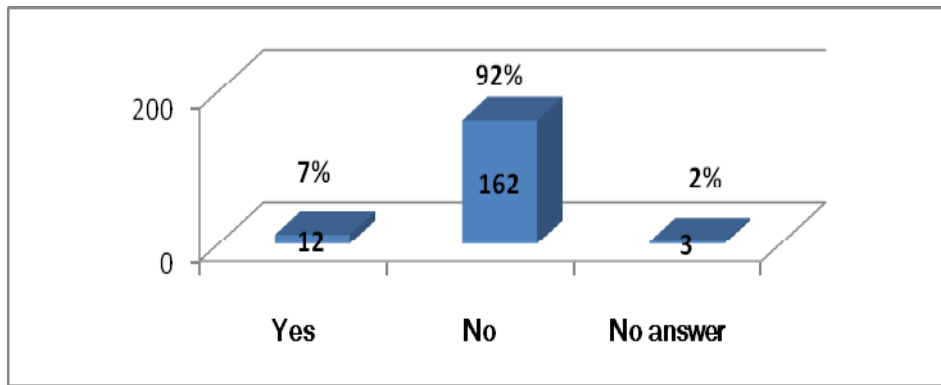


Figure 7

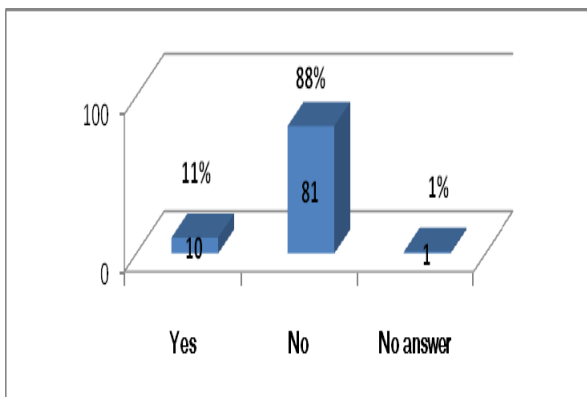


Figure 7 (a)

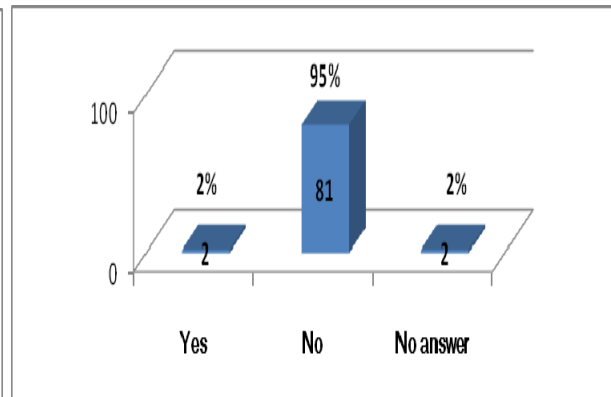


Figure 7 (b)

Displaying of service fees

As for transparency, which in this case refers to the public display displaying the service fees, there was a slight difference between the two towns, with 99% of respondents in Preah Vihear confirming the display against 90% in Samrong. It is interesting to note that 9% of respondents in Samrong just did not answer the question and no one in either places denied that service fees were displayed. So, the data does not present a big gap between the two towns on this particular issue.

District Ombudsman Office

Relating to complaints to the District Ombudsman Office (DO), the respondents were asked if they had ever been to the DO to lodge complaints if they were not satisfied with the services delivered by the OWSO. 90% of the respondents said they had not complained to the DO and only 2% said they had. Please see **Figure 8**

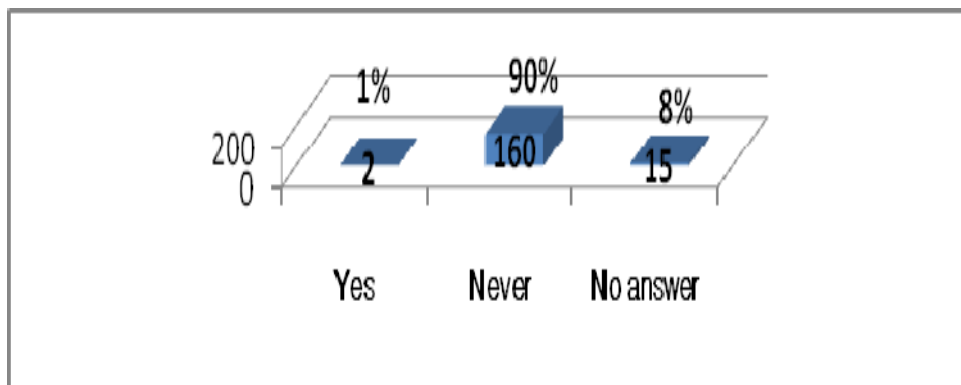


Figure 8

Actually, the low percent of complaints could reflect the data presented earlier on people's satisfaction, which was as high as 90%. Large majorities of the people who have used the OWSO were satisfied with it, and because the OWSO project has just been in existence for around 2 quarters, people may not have been informed enough or ready to go to the DO to complain or to use its services.

The next question asks respondents to rate the DO between Very Good, Good, Pretty Good, Not Good...etc, for which the data shows that 90% could not answer and could not come up with a sound assessment, which also reflects the low percentage of complaints. Please see **Figure 9**

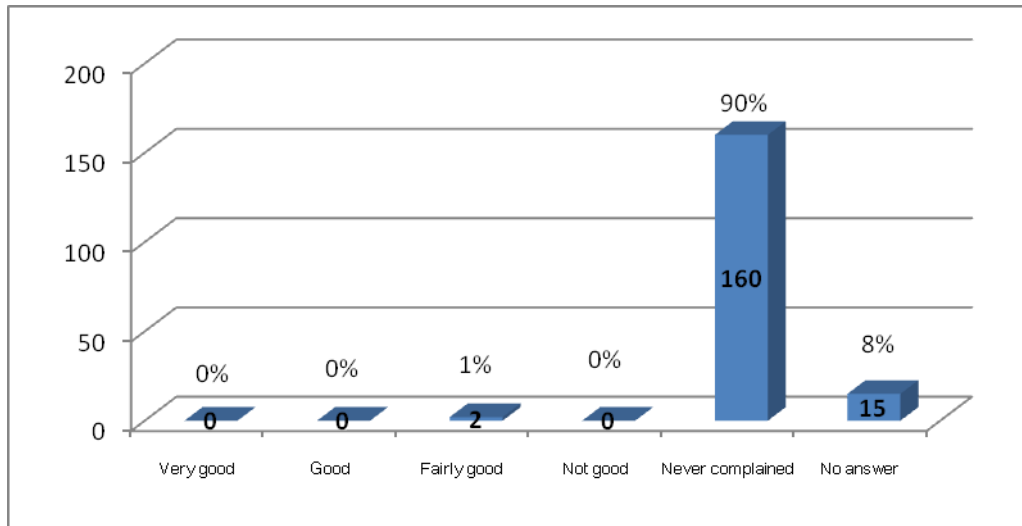


Figure 9

Difference findings between the two municipalities

Finally, if we draw a comparison between the data of the two municipalities, we will see that the percentage of respondents in Samrong that were satisfied with the OWSO was generally higher than those in Preah Vihear. For example: The rate of people satisfied with OWSO and its services in Samrong was 100% compared with 90% in Preah Vihear; 98% of respondents in Samrong said officials were punctual against 90% in Preah Vihear; 76% in Samrong said formalities and procedure were simple against 34% in Preah Vihear. There was a difference in the transparency and displaying of the service fees, about which 99% of respondents in Preah Vihear confirmed the display against 90% in Samrong. In any case, general satisfaction among the people of the two towns was high. *Please refer to the results in the tables below.*

Topics	Preah Vihear		Samrong	
A. Officials' behavior	92	100%	85	100%
Friendly & helpful	83	90%	85	100%
Not very friendly & helpful	8	9%	0	0%
Not friendly & helpful	1	1%	0	0%
No answer	0	0%	0	0%
B. Punctuality	92	101%	85	100%
Punctual	83	90%	83	98%
Not so punctual	7	8%	2	2%
No answer	2	2%	0	0%

C. Working procedure (Service delivery)	92	100%	85	100%
Simple	31	34%	65	76%
Not so complicated	54	59%	18	21%
Complicated	7	8%	0	0%
No answer	0	0%	2	2%
D. Officials' work performance	92	100%	85	100%
Fast	80	87%	77	91%
Not so fast	3	3%	3	4%
Slow	4	4%	1	1%
No answer	5	5%	4	5%
E. Service fees	92	100%	85	100%
Expensive	9	10%	2	2%
Fair	79	86%	75	88%
Cheap	0	0%	8	9%
No answer	4	4%	0	0%
F. Transparency	92	100%	85	100%
Display service fees	91	99%	77	91%
Not display service fees	0	0%	0	0%
No answer	1	1%	8	9%
G. Venue	92	100%	85	100%
Satisfied	79	86%	84	99%
Not satisfied	8	9%	0	0%
No answer	5	5%	1	1%
H. Forms and formalities	92	100%	85	100%
Simple and easy	67	73%	79	93%
Somehow difficult	2	2%	5	6%
Very difficult	3	3%	0	0%
No answer	20	22%	1	1%

Part 4: Conclusion

The success in the implementation, the operation, the quality and the efficiency of the OWSO in the two municipalities over the project survey period proved to be optimal, despite a few shortfalls that need to be considered and addressed. As far as the sustainability of the OWSO is concerned and the potential of the OWSO to be expanded to all across the country in the future, the shortfalls presented in the survey with feedbacks and suggestions from the people, especially those who had used the services, should be seriously taken into consideration and addressed. With regard to the DO, although people have not used it very much for raising complaints, it does not necessarily suggest that the DO was useless nor ineffective. The other role that the DO plays should not be overlooked - to monitor the operation of the OWSO and officials' performance. The OWSO and the DO complement each other. The DO is at least one available mechanism for the people to use in case they want to complain. The OWSO project has just been in existence for around 2 quarters, and so people may not be informed enough or may not be ready to go to the DO to complain or to use its services, despite much work in awareness raising by the NGOs.

The fairly high percentage of “No Answer” indicates that many people may have not been aware of the OWSO or not interested in it and, hence, more awareness raising should be done. Given the roughly 7% of respondents who reported that officials demanded unofficial pays, the difficulties with the procedure and formalities and the reports that officials were not very friendly and helpful, as shown and discussed above, the data that only 1% of the respondents said they had complained is low. Although 7% talked about unofficial pays, almost all of them did not specify how much and what they paid for. So, the conclusion is that the dimension of unofficial pays was not substantial. Nevertheless, those issues of which respondents spoke negatively, must be seriously addressed. Failing to address them may encourage more malpractices and reduce people’s confidence in the OWSO, which ultimately would lead to failure of the whole OWSO.

Recommendations

The following recommendations also include those provided by the respondents through the survey, most of which were similar and therefore were just summarized into one or two:

- Further consultation with higher-level of administration and policy makers to find ways of accelerating service delivery and making it more effective, such as by reducing the formalities and paperworks, further simplifying the procedures, and encouraging OWSO officials to be punctual and deliver services timely according to the dates set up in the receipts.
- Strengthening transparency by eliminating completely what is considered to be “Unofficial Pays.” In order to enhance the quality and efficiency of the services delivered by OWSO, officials’ salaries should be increased and disbursed on time.
- Service fees should be reviewed and reduced in consideration of the local people's status and living standards. Failing to do so would end up with few people coming to the OWSO for service delivery.



References

- First Quarterly Report 2013 by PDP-Center in cooperation with Khmer Youth Association (KYA) and Khmer Buddhist Society in Cambodia – KBSC on NGOs for Outreach and Feedback to OWSO (Group 5: Preah Vihear and Oddar Meanchey)
- Sub-decree on Administrative Service Delivery for local Administration
- Policy Public Service Delivery “Serving People Better”
- Terms of Reference for Exit Survey and Citizen Rating Cards

APPENDICES

- Questionnaires for Exit Survey
- Questionnaires for Brief Survey
- List of OWSO service users interviewed
- List of participants to public forum

**Survey of Users of OWSO and District Ombudsman Office
(Questionnaire for Exit Survey)**

The People’s center for Development and Peace (PDP) has been conducting a survey of satisfaction among users of services of the OWSO and the District Ombudsman Office. The survey intends to help to improve the efficiency of service delivery by both the OWSO and the DO in the future.

We therefore would like to ask that you kindly spend around 10 minutes of your time to answer to our interview or fill in the questionnaires below. **Your information and/or feedback would be kept confidential:**

Date ☺

Venue ☺

Sex of respondent ☺

Age of respondent ☺

1. What services did you ask for from the OWSO?
.....

2. How many times have you been to the OWSO?.....

3. Please provide your general rating of the OWSO as given below:

Very Good Good Fair Not Good

4. Please provide your assessment of the OWSO in regard of specific areas as follows:

- | | | | |
|--|-------------------------|----------------------------|----------------|
| a. Officials’ behavior | Friendly | Not so friendly | Not friendly |
| b. Punctuality | Punctual | Not so punctual | |
| c. Formalities (service procedures) | Simple | Not so simple | Complicated |
| d. Officials’ performance | Satisfactorily fast | Not so fast | Slow |
| e. Service fees | Expensive | Fair | Cheap |
| f. Transparency | Displaying service fees | Service fees not displayed | |
| g. Service venues | Satisfied | Not satisfied | |
| h. Service forms to be filled in | Simple | Somehow difficult | Very difficult |

5. Have you received the final results on time? Yes No

If **No**, please explain:.....

6. What difficulties have you encountered when asking for service delivery at OWSO?.....
.....

7. Have OWSO officials asked for unofficial pays? Yes No

8. If **Yes**, for what were the unofficial pays asked and how much were they?
.....
.....

9. If you were not satisfied with the service delivery by OWSO, have you ever complained to the DO? Yes Never

If you did complain to the DO, how do you assess the DO?

Very Good Good Fair Not Good

10. Do you have any comment/suggestions for the improvement of the services of the OWSO?
.....
.....
.....



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One Window Service Office