

**Royal Government of Cambodia**

**Nation Religion King**



**Ministry of Interior**

## **Situational Analysis 2**

# **Human Resources Development System of Civil Servants for Local Administration In the Ministry of Interior**

**December 2008**

**General Department of Local Administration**

**Project on Improvement of Local Administration in Cambodia  
(PILAC)**







## Preface

The Royal Government of Cambodia (RGC) has implemented decentralization and de-concentration reform (D&D reform) since the first election of commune/sangkat in the first mandate in February 2002. Achievements and experiences of the reform at the commune/sangkat level have encouraged the RGC to adopt a comprehensive D&D reform since the launch of the Strategic Framework for D&D Reform in 2005. The promulgation of the Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans and the Law on Elections of Capital Council, Provincial Council, Municipal Council, District Council and Khan Council in May 2008, which are also known as the organic laws, provides the legal foundation on which the D&D reform will be further advanced. The first elections under the organic laws will be held in May 2009 to establish new councils at the capital, provinces, municipalities, districts and khans of the entire nation. Moreover, the RGC started the preparation of the National Program for Sub-national Democratic Development (SNDD), expecting its completion in late 2009. The National Program for SNDD will lay out the process in which government functions, fiscal and resources will be decentralized to the sub-national councils in the coming decade.

With regard to human resources development (HRD), the National Committee for Decentralization and De-concentration (NCDD), which is now changed to the National Committee for Democratic Development at Sub-National Level (new NCDD), has been implementing human resources development every year under the NCDD Capacity Building Plan with support of Development Partners (DPs). I share a view with many colleagues of the RGC and DPs that human resources development of civil servants for local administration has been, and will continue to be, of paramount importance to successful D&D reform. We shall review and integrate the above Capacity Building Plan as an essential component of the National Program for SNDD to establish a sound human resources development system in support of the D&D reform.

On this occasion, it is my pleasure to present this report on *Human Resources Development System of Civil Servants for Local Administration in the Ministry of Interior (MoI)*, which is a sequel of the first report, *Situational Analysis on Provincial/Municipal and District/Khan Administration in Cambodia*. A group of officials at the General Department of Local Administration, who work as coordinators and core trainers for PILAC, conducted this study from May to December 2008 under my overall supervision. This study incorporates views expressed by numerous officials for local administration interviewed, and a broad range of data collected in their field work. I believe this report is timely and provides useful information to develop a sound and effective human resources development (HRD) system for local administration in support of the D&D reform.

On behalf of the Ministry of Interior, I would like to express my gratitude to all RGC officials and Development Partners who provided valuable time and information for this study. The last but not the least, I would also appreciate generous support of the Government of Japan through the Embassy of Japan and JICA for the D&D reform, and Japanese experts for PILAC who provided technical support for the current study.

I welcome from stakeholders any additional information, analysis, comments and recommendations on this study.

Phnom Penh, December 2008



**Sak Setha**

Secretary of State, Ministry of Interior









## Situational Analysis 2

# Human Resources Development System of Civil Servants for Local Administration in the Ministry of Interior

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## Abbreviations

Acronym	Full Name
ADB	Asian Development Bank
ARDP	Administration Reform and Decentralization Program
AWPB	Annual Work Plan and Budget
CCDP2	Commune Council Development Project 2
CAU	Contract Administration Unit of ExCom
C/S	Commune/Sangkat
DANIDA	Danish International Development Assistance
DDC	District Development Committee
DDLG	Strengthening Democratic and De-centralized Local Governance Project
DfID	Department for International Development
DFT	District Facilitation Team
DI	District Initiative
DIP	District Initiative Program
DIW	District Integration Workshop
D/K	District/Khan
D/KO	District/Khan Office
DoLA	Department of Local Administration
DPV	Department of Personnel and Vocational Training
EFI	Economics and Finance Institute
ExCom	Executive Committee
EU	European Union
FU	Finance Unit of ExCom
GDLA	General Department for Local Administration
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
JICA	Japan International Cooperation Agency
Khan	Khmer term for the District in Municipality
LAA	Local Administration Advisor in PSDD Project
LAAR	Local Administration And Reform Project by USAID
LAU	Local Administration Unit of ExCom
MOI	The Ministry of Interior
MEF	The Ministry of Economy and Finance
NAA	National AIDS Authority
NCDD	National Committee for the Management of Decentralization and De-concentration Reform by December 2008.
	National Committee for Democratic Development at Sub-National Level (from January 2009)
NP-SNDD	National Program for Sub-national Democratic Development
NRML	Natural Resources Management and Livelihood
PC	Permanent Committee of DDC
PFT	Provincial Facilitation Team
PILAC	Project on Improvement of Local Administration in Cambodia
PLAU	Provincial Local Administration Unit
P/M	Province/Municipality
P/MO	Provincial/Municipal Office
PMC	Project Management Committee
P/MRDC	Provincial/Municipal Rural Development Committee
PSDD	Project to Support Decentralization and De-concentration Reform
RGC	The Royal Government of Cambodia
RSA	The Royal School of Administration
Salakhet	Khmer term for the Provincial Governor's Office
Salasrok	Khmer term for the District Governor's Office

Sangkat	Khmer term for Commune in Municipality
SEAHPD	Southeast Asia HIV Development Project
SF-DDR	Strategic Framework for Decentralization and De-concentration Reform
SIDA	Swedish International Development Cooperation Agency
TSO	Technical Support Official
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
NRE	Natural Resource and Environment
NREM	Natural Resource and Environment Management
WB	The World Bank

## Executive Summary

Under the institutional arrangements as of December 2008, the General Department of Local Administration (GDLA) at the Ministry of Interior (MOI) is the highest authority for local administration which administers four Departments, Provincial/Municipal Offices (P/MOs), District/Khan Offices (D/KOs), and Commune/Sangkat Offices (C/SOs) of the entire country. The GDLA supports Commune/Sangkat Councils (C/S Councils) through the Department of Local Administration (DOLA), which is one of the four Departments of GDLA.

The Provincial/Municipal Rural Development Committee (P/MRDC) and the Executive Committee (ExCom) are inter-departmental institutions at the provincial level. They coordinate and execute C/S development within their jurisdictions. The Provincial/Municipal Local Administration Units (P/MLAU) under P/MOs supervise Local Administration Units (LAU) under ExCom to support C/S Councils and facilitate communication between C/S Councils and P/MOs.

### Characteristics of human resources for local administration

#### ***Only a small fraction of civil servants under GDLA are involved in P/MRDC and ExCom.***

According to the latest available data, only 792 or 10% of officials at P/MOs and D/KOs are involved in P/MRDC and ExCom. Even after adding commune clerks and DOLA officials at GDLA headquarters who support C/S development, those involved are 2,467 or 34% of total civil servants under GDLA (7,245). The remaining 4,778 or 66% of the GDLA officials are not involved in P/MRDC, ExCom or C/S development.

***Current human resources for local administration consist of a relatively large number of managers under Cadres A and B.*** Among civil servants under GDLA in Cadres A, B, C or D, those holding managerial positions in Cadres A and B comprise 3,132 or 43% of civil servants under GDLA. Human resources under GDLA thus consist of a large number of managers who supervise a relatively few subordinates who are actually the main workforce of day-to-day activities.

***Current human resources for local administration are relatively old.*** The civil servants under GDLA who fall under the age group 40-65 comprise 4,822 or 66% of total civil servants under GDLA. This relatively old human resources could be one of the main reasons for a relatively large number of managers pointed above. The age distribution of civil servants for local administration contrasts sharply with the relatively young population of this nation.

### Human resources development (HRD) system

***The Department of Personnel and Vocational Training (DPV) and the Department of Local Administration (DoLA) are responsible for HRD of civil servants for local administration.*** DPV has conducted large-scale training under the United Nations Transitional Authority in Cambodia (UNTAC) in the early 1990s, but its HRD activity has been limited until recently. DoLA has been coordinating and implementing a number of HRD activities of C/S councils, commune clerks, P/MRDC and ExCom since its establishment in the early 2000s. A large part of the training has been supported by Development Partners (DPs). Under the current laws and regulations, responsibility of HRD is not assigned to P/MOs or D/KOs.

***The current HRD system under MOI needs to: (i) strengthen the HR information system; (ii) secure higher budget allocation; (iii) expand administration training; and (iv) improve training facilities.*** First, key personnel information such as payroll, bio data, and training records are kept as hard copies at DPV without regular updates. Developing a sound HR management information system is a key toward more effective use of human resources and their capacity building in the future. Second, MOI's own budget for HRD for local administration has been very limited, and funding for HRD in the NCDD Capacity Development Plan depends largely on support of DPs. Third, most civil

servants in five Model P/MOs and D/KOs have not received training on local administration which directly aims to improve performance of their tasks and responsibilities stipulated in policies, laws and regulations on local administration. PILAC is aimed to fill this gap by developing training curriculums on local administration and D&D reform, training trainers, and developing training management capacity of GDLA. Finally, the GDLA headquarters has some meeting rooms, but they are inadequate for conducting training programs.

***Capacity of HRD organizations outside MOI to train local administration officials is limited.*** The Royal School of Administration (RSA) under the Council of Ministers train candidates for senior civil servants (Cadres A and B), and offer continuing education for selected civil servants in senior positions. The Economics and Finance Institute (EFI) under the Ministry of Economy and Finance train civil servants who are or will be specialists in economic and financial management. The RSA and EFI have been offering training for civil servants of MOI, but the numbers trained have been very small, totaling only 284 and 26 at RSA and EFI in 2003-2008, respectively. This is far from sufficient to meet the vast needs of training for more than 7,000 local administration officials under GDLA. MOI does not have any training organization and facility equivalent to the scale of RSA or EFI.

## **Recommendations**

The establishment of new councils of capital, province, municipality, district and khan in May 2009 will surely increase the need for HRD of local civil servants. This needs to be addressed with a set of actions in the short term (1-2 years), medium term (3-5 years) and long term (6-10 years).

### **Short term (2009-2010)**

#### **Action 1: Prepare a plan under the National Program to develop a new HRD system for local administration**

The establishment in May 2009 of new councils at capital, province, municipality, district and khan will require NCDD to review the current HRD system for local administration. Since the organic laws do not discuss much about HRD, the task to articulate the new HRD system remains to be completed.

A critical, short-term action is to prepare a national plan to develop a new, sound HRD system for local administration over the coming decade. This should be carried out in the formulation of the National Program for Sub-National Democratic Development (NP-SNDD) 2010-2019, which is to be completed in 2009.

Under decentralized democratic governance, a long-term vision of the new HRD system for local administration should be that each sub-national council take full responsibility to train its civil servants by its own well-established HRD system. This will be ideal, and best address the need of human resources capacity of respective councils.

In reality, however, it will take at least a decade or more until each sub-national council can take up full responsibility of HRD of its civil servants. It is obvious that the support of MOI to build human resource capacity of sub-national councils will be essential in the coming decade.

A realistic approach is that MOI take the following three steps:

1. (Short term) lead initial development of the HRD system through conducting HRD;
2. (Medium term) build capacity of sub-national councils to conduct HRD; and
3. (Long term) gradually transfer HRD function to sub-national councils.

Those gradual transfers of HRD function will allow MOI to reduce the burden of HRD for sub-national councils in the long term, whereas ensure that sub-national councils can implement HRD to address their respective training needs.

## **Action 2: Clarify organization(s) responsible for HRD of local administration**

In establishing a new HRD system for local administration, a critical step is to make clear the roles and responsibilities of agencies responsible for training of local administration officials. At present, two Departments of GDLA, namely DPV and DoLA, are responsible for coordinating and conducting training of local administration under GDLA. However, current laws and regulations are not immediately clear whether one of the two organizations holds ultimate responsibility in training, or they divide the responsibility of training according to the levels of local administration. Three options can be considered:

1. ***Clarify the roles and responsibilities of DPV and DoLA on training of local administration officials by amending current regulations or issuing a new regulation.*** This amendment or new regulation should be consistent with the organic laws and support guidelines and regulations.
2. ***Create a new Department responsible for training of civil servants at all sub-national levels.*** In this option, training functions of DPV and DoLA would be merged to establish a new department of HRD under GDLA. This option has some advantages over the first option, for example: (i) best clarity of responsibility; (ii) accumulation of experience and expertise in training policy and management in a single department; (iii) improved consistency in application of training policy, training methods and materials at all sub-national levels. There might be some disadvantages, such as removal of HRD from overall personnel management under DPV. Both the advantages and disadvantages should be weighed to articulate a new HRD system suitable for new local administration.
3. ***Establish a national institute for local administration.*** This option will address the vast, increasing training need for local administration by establishing a new national institute under MOI dedicated for training and research on local administration. The main functions of the national institute would be, for example: (i) training of sub-national top leaders (councilors and board of governors); (ii) training of training management for sub-national councils; (iii) training of trainers for sub-national councils; and (iv) policy research on local administration. In this option, training functions of DPV and DOLA will be transferred to the national institute for local administration.

## **Medium term (3-5 years)**

### **Action 3: Expand HRD activities at the sub-national level**

Once HRD function is clearly assigned to an organization (Action 2), the designated organization should be strengthened through HRD of sub-national administration. HRD activities should be expanded particularly to the provincial and district levels to address the vast need of training for them. This will be a major addition of HRD activities at the sub-national level, because C/S councils will need continuous support for an extended period of time. An expansion of HRD activities will be therefore inevitable. To address this issue, the following actions would be essential:

#### **(a) Expand a cascade training system to the entire nation**

Building on the experience and expertise accumulated in DoLA and DPV, PILAC has been strengthening capacity on training management of GDLA, training of core trainers, and training of provincial trainers in five Model Provinces. A cascade training system using a training of trainers approach has been tested and improved to roll out training in a larger scale. A system to monitor and evaluate performance of training courses has been also tested under PILAC. These systems could be utilized to expand training activities to meet the vast need of training nationwide as part of the National Program on SNDD.



(b) Increase budget allocation for HRD by MOI

The budget allocations for HRD of GDLA, P/MOs and D/KOs have been very limited so far. Most of the NCDD-CB Plans have depended on financial assistance by DPs, except the training course for freshmen at MOI that is independently operated by MOI's own resources. To sustain HRD activities initiated by DP support, it is essential that GDLA, P/MOs and D/KOs increase the allocation of their HRD budgets steadily to reduce dependence on DP financial assistance in the long term.

(c) Expand training facilities for GDLA

Regardless of the establishment of a new training organization for HRD similar to RSA or EFI, current training facilities at GDLA headquarters are inadequate for implementing training programs listed in the 2008 NCDD CB Plan. It is essential for GDLA to expand and improve training facilities to meet the ever increasing training needs in the future.

**Action 4: Build capacity of sub-national councils to conduct HRD**

While the designated national organization carries out HRD activities of sub-national councils, the capacity of sub-national councils to conduct HRD should be also strengthened in the medium term. This would involve training of training management and training of trainers for sub-national civil servants who are tasked to manage and deliver training for their peers. The cascade training system above should provide the opportunity for sub-national training managers and trainers to enhance their skills through learning by doing.

**Long term (6-10 years)**

**Action 5: Review HRD performance of sub-national councils**

The HRD performance in the first five years of the National Program will be reviewed to learn lessons from experience and identify key issues to be addressed. In particular, the capacity of sub-national councils to carry out HRD will be critically reviewed, and a strategy to transfer HRD functions to sub-national councils will be developed.

**Action 6: Gradually transfer HRD functions to sub-national councils**

Based on the strategy to transfer HRD functions to sub-national councils, the national government will transfer functions gradually to sub-national councils which are prepared to take up those functions. This process should be carried out step-by-step and carefully to ensure that HRD activities of sub-national councils would not be disrupted due to the transfer of functions.

# 1. Background

The Royal Government of Cambodia (RGC) adopted the Strategic Framework for Decentralization and De-concentration (hereinafter the “Strategic Framework”) in 2005 to spearhead the Decentralization and Deconcentration (D&D) reform in Cambodia.<sup>1</sup> Since then, the RGC has been making a number of important advances to implement the Strategic Framework.

One of the major advances is the adoption of organic laws that stipulate the election, administration and management of the provincial and district councils in Cambodia.<sup>2</sup> The two laws were promulgated in May 2008, and the first election of capital, provincial, municipal, district and khan councils will be held in May 2009. The National Committee for Democratic Development at Sub-national level (NCDD) is taking the lead in preparing a set of regulations and guidelines that accompany the organic laws for the establishment and operationalization of the provincial and district councils.

Another important advance is the launch in August 2008 of the formulation of the National Program for Sub-National Democratic Development (hereinafter the “National Program”), a ten-year program to achieve the strategic vision elaborated in the Strategic Framework. NCDD will lead formulation of the National Program, expecting to complete it in nine months.

Over the course of the above advances, capacity development of local administration has been increasingly recognized as one of the critical conditions for success in the implementation of the Strategic Framework and the organic laws. Recognizing this major challenge, NCDD established a Sub-commission of Human Resource Management and Development as one of the five Sub-commissions in mid-2007. It is also expected that the National Program would include a capacity development component as an integral part of its activities.

The General Department of Local Administration (GDLA) of the Ministry of Interior (MOI) has been implementing the Project on Improvement of Local Administration in Cambodia (PILAC) since February 2007.<sup>3</sup> PILAC aims to enhance capacity of provincial/municipal and district/khan officials on D&D policy and local administration with a long-term goal to establish human resource development systems for local administration in Cambodia. Over the course of the implementation of PILAC, GDLA realized the need of a basic study to deepen understanding on the current capacity of local administration at the provincial, municipal, district, and khan levels.

Against this background, GDLA conducted two situational analyses over a year from late 2007 with support of PILAC. The first report, entitled the “Situational Analysis of Provincial and District Administration (hereinafter “SA-1”)), was presented by GDLA at the Top Management Seminar for provincial governors and deputy governors in September 2008 with support of PILAC.

The current report is the second one, presenting findings of Situational Analysis 2 (hereinafter “SA-2”). SA-2 aimed to deepen analysis of SA-1 regarding institutional and organizational aspects of human resources development for local administration in Cambodia. SA-2 was also intended to help establish a strategy for improvement of the human resources development (HRD) system for local administration, improve training materials for PILAC, and contribute to effective and efficient implementation of D&D reform in Cambodia as a result.

This report is structured as follows. Chapter 2 presents the scope of research, stating its research objectives, methods and target organizations for the current study. Chapters 3-7 present the findings

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<sup>1</sup> Royal Government of Cambodia. *Strategic Framework for Decentralization and Deconcentration Reforms*. Phnom Penh, June 2005.

<sup>2</sup> Royal Government of Cambodia. *Royal Kram No.NS/RKM/0508/017 (2008). Law on Administrative Management of Capital, Provinces, Municipalities, District and Khans*. Kingdom of Cambodia; *Royal Kram No.NS/RKM/0508/018 (2008). Law on Elections of Capital Council, Provincial Council, Municipal Council, District Council and Khan Council*. Phnom Penh, May 2008.

<sup>3</sup> Royal Government of Cambodia and Japan International Cooperation Agency (2007). *Project on Improvement of Local Administration in Cambodia: Inception Report*. (Phnom Penh: Royal Government of Cambodia).

on the current situations of HRD, including main characteristics of target local administrations (chapter 3), policy and institutional framework for HRD (chapter 4), current organizations for HRD (chapter 5), assistance of Development Partners for HRD (chapter 6), and outlook of transition process in D&D reform (chapter 7). Chapter 8 concludes this report by summarizing main findings in Chapters 3-7, and offering recommendations for future development of HRD systems for local administration in Cambodia.

## 2. Scope of Research

SA-2 aims to assess the current situations of the Human Resource Development (HRD) system for local administration at MOI. The framework for assessment of capacity development is the same as that for SA-1, but SA-2 looks deeper into the institutional and organizational levels of capacity for HRM of local administration (see Table 1 for the definitions of three levels of capacity).<sup>4</sup>

**Table 1: Three Levels of Capacity**

Level of Capacity	Definition of Capacity
Individual	Knowledge or skill of an individual. Motivation and ability to appropriately set behavioral objectives and achieve those objectives using that knowledge and skill.
Organization	The leadership, administrative structure (including personnel payroll system, decision-making process), and organizational culture required to achieve goals set for the organization (or set by the organization itself).
Institution, society	The enabling environment and conditions required for the manifestation of capacities at the individual or organizational levels. Includes policy frameworks, legal systems, political institutions, and market economy institutions.

Source: Japan International Cooperation Agency (2004). *Capacity Development Handbook*. (Tokyo: JICA), p. 16. <http://www.jica.go.jp/english/resources/publications/study/capacity/200403/pdf/200403.pdf>.

## Research purposes

The main objectives of SA-2 are as follows:

- 1) Review the overall structure of the present local administration system;
- 2) Identify key characteristics on the composition of human resources for local administration;
- 3) Assess the structure, composition and performance of the current HRD system for local administration;
- 4) Provide an overview of Development Partners' support for HRD for local administration officials; and
- 5) Identify key areas for improvement of the HRD system in the context of the D&D reform process.

The findings from the study are expected to feed inputs to formulate a plan by GDLA to improve the HRD system for local administration in Cambodia in line with the ongoing development of the National Program for SNDD.

## Research methods

The research team spent two days in each province and municipality to conduct a series of field research from June to August 2008 and some follow-up field visits towards the end of 2008. To carry out the assessment, the following methods have been adopted:

<sup>4</sup> GDLA with support of PILAC conducted assessment on the individual level of capacity through Training Needs Assessments (TNA) conducted in 2007 and 2008. The target groups of the TNAs were provincial and district officials of five Model Provinces and Municipality of PILAC, namely Battambang, Kampong Cham, Phnom Penh, Siem Reap, and Sihanouk Ville.

- (1) Document review: Reviewed existing laws, policies, national strategies and plans with regard to HRD. This review helped identify the current situations of the HRD system for civil servants for local administration, particularly its legal and policy framework.
- (2) Data collection: Collected statistical data of personnel, budget and activities for HRD to conduct quantitative analysis on the current composition of civil servants under MOI, and identify HRD activities funded entirely by the budget of MOI.
- (3) Questionnaires: Conducted a survey on the past training with structured questionnaires or officials at provincial/municipal and district/khan offices to analyze records of training courses in relation to their official roles and responsibilities.
- (4) Key informant interviews: Conducted a series of interviews for key persons at target organizations in charge of management of HRD activities (see below). In addition to the interviews, some documents were also collected as necessary. The key interviewees during the field study are listed in Appendix 2.

## Target organizations

As target organizations, the current study selected the following departments and offices under MOI and other governmental institutions related to HRD of MOI's civil servants:

- (1) Department of Personnel and Vocational Training (DPV) under GDLA of MOI;
- (2) Department of Local Administration (DoLA) under GDLA of MOI;
- (3) Royal School of Administration (RSA) under the Council of Ministers;
- (4) Economics and Finance Institute (EFI) under the Ministry of Economy and Finance;
- (5) Provincial and Municipal Governor's offices at five Model Provinces/Municipalities of PILAC, namely Battambang, Kampong Cham, Siem Reap, and municipalities of Sihanouk Ville and Phnom Penh<sup>5</sup>;
- (6) District/Khan Governors Offices at five Model Provinces/Municipalities, namely Sangke, Cheung Prey, Prasat Bakorn, Mittapheap and Toul Kork.

## 3. Characteristics of Target Local Administrations

### 3.1. Organizational structure of local administration in MOI

#### (1) Overall structure of GDLA

The Sub-Decree (Anukret) No. 16 (promulgated in 1993) stipulates the overall structure of local administration consisting of Provincial/Municipal (P/M) Offices, District/Khan (D/K) Offices and Commune /Sangkat (C/S) Offices (Article 6), and the responsibility of MOI to administer all the above mentioned Offices (Article 2).

Regarding the hierarchy among those Offices, Article 3 of Prakas (Regulation) No.095 (1994; stipulates that:

"GDA (renamed to GDLA by Sub-decree No.81, 2006) is under supervision of MOI in charge of management, leading and commanding the Department of General Administration (DGA), Department of Political Affairs (DPA), Department of Personnel and Vocational Training (DPV), and Department of Local Administration (DoLA: Royal Decree No.58, 2001 established DoLA under GDLA)."

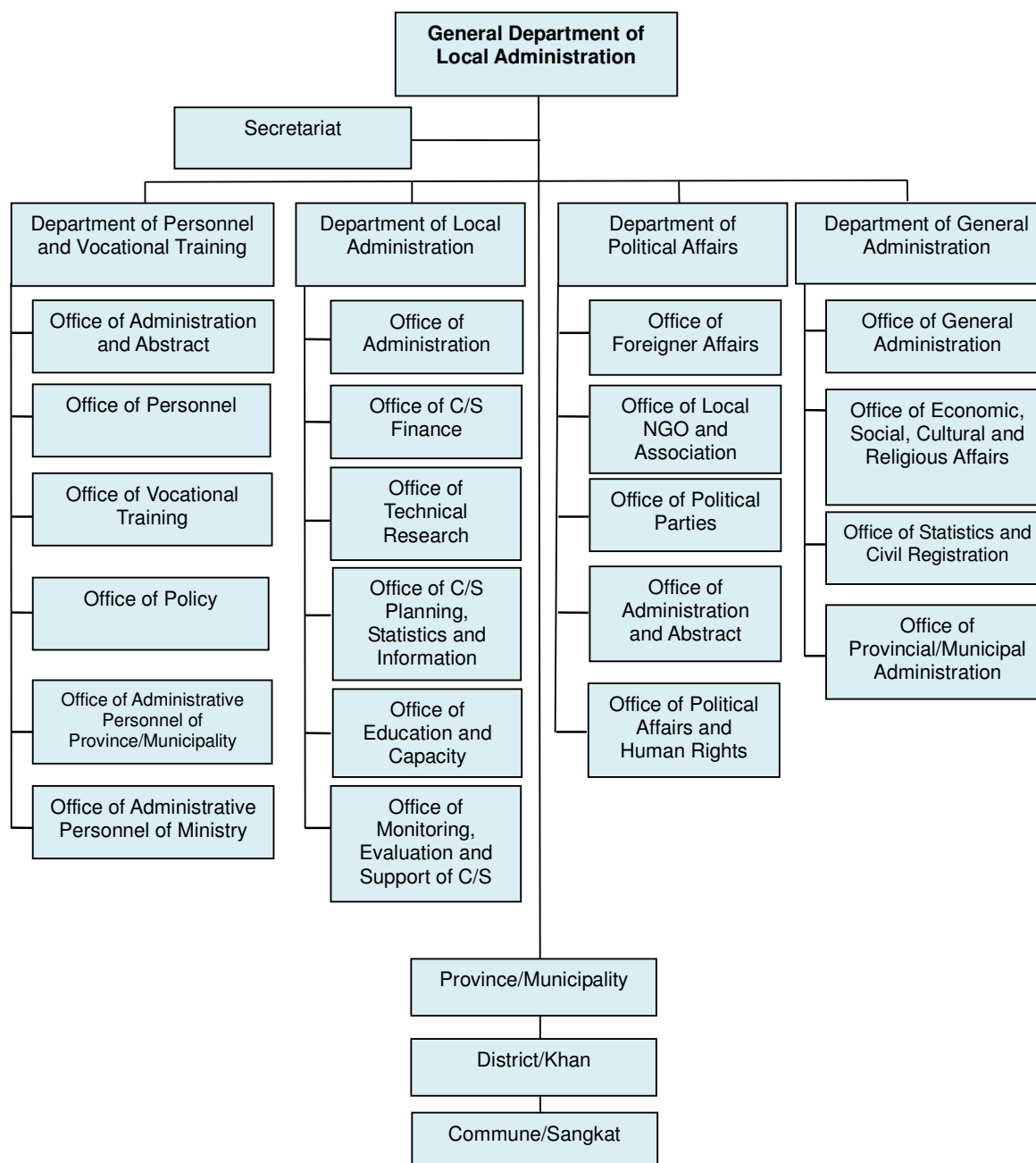
Among the four Departments, DGA is empowered to administer management of Provinces/Municipalities, Districts/Khans and Communes/Sangkats. GDLA through DGA is therefore the supreme organization of local administration under MOI (see Figure 1 and Table 3).

<sup>5</sup> The five Model Provinces have been selected as main target groups of PILAC with a view to focusing on socio-economic development and poverty reduction. See the Royal Government of Cambodia and Japan International Cooperation Agency. *Project on Improvement of Local Administration in Cambodia: Inception Report*. Phnom Penh. March 2007.

## (2) Roles and responsibilities of offices under GDLA

Article 1 of Prakas No.031 (in 1994) stipulates that local administration offices under MOI is responsible for administrative and political matters in order to guarantee public order and security, as well as to protect civil rights and improve living conditions of people in respective jurisdictions.

**Figure 1: Organizational Structure of GDLA**



Source: General Department of Local Administration, Ministry of Interior, July 2008

### (3) Structure of P/MRDC ExCom and Provincial/Municipality office

**Mandates of P/MRDC and ExCom.** Provincial/Municipal Rural Development Committees (P/MRDCs) of the Seila Program were established in 2002 by Prakas No. 292 STF to manage the Seila Program in provinces and municipalities. Under P/MRDC, the Executive Committee (ExCom) was also established as the executing body to prepare and implement an Annual Work Plan and Budget (AWPB) for the Seila Program. P/MRDCs review and approve AWPBs.

**Members of P/MRDC and ExCom.** P/MRDC and ExCom are interdepartmental committees at the provincial level, both headed by Provincial or Municipal Governor as a chair, with support of first deputy chair (Deputy Governor) and second deputy chair (Director of Department of Rural Development) (see Table 2). By its nature, P/MRDC is not an internal part of the organization of MOI.

The members of P/MRDC include Directors of line departments and district/khan governors, whereas ExCom members consist of directors of line departments and Chief of the Provincial/Municipal Local Administration Unit (P/MLAU) at the Provincial/Municipal Office (P/MO). ExCom consists of civil servants concurrently appointed from line departments, P/MO and District/Khan Offices (D/KO), who are supported by advisors and staff members contracted by the Seila Program.

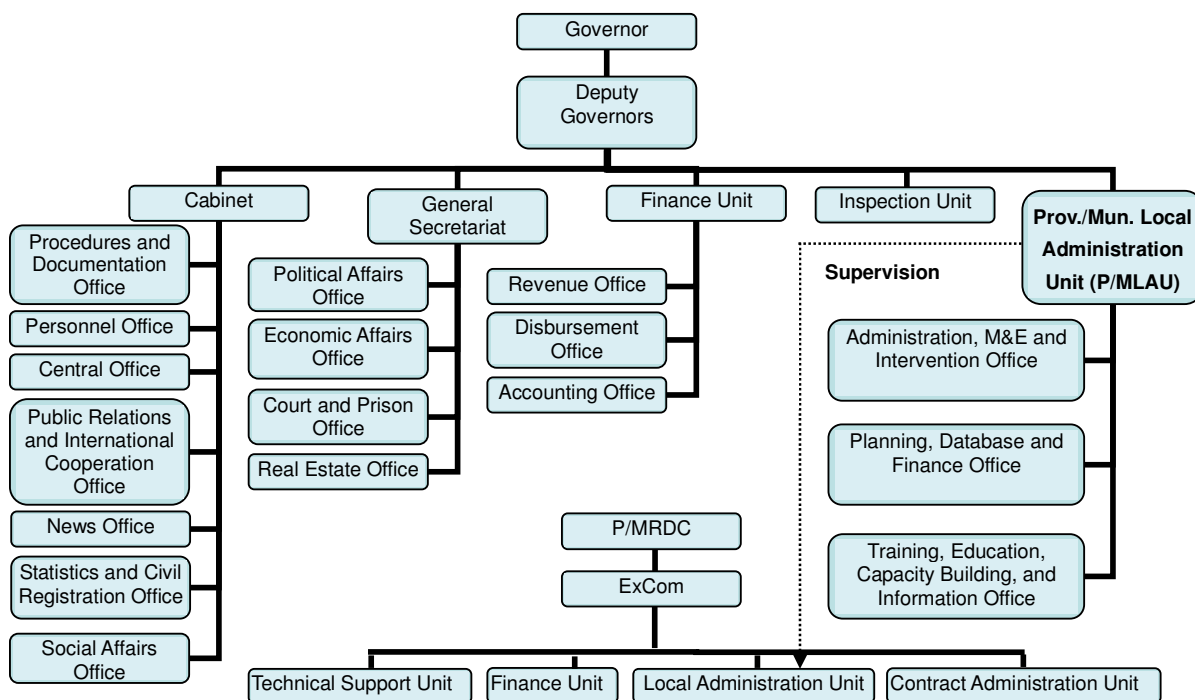
**Table 2: Members and Staff Members of P/MRDC and ExCom**

Position	P/MRDC	ExCom
Chair	<b>Governor (MOI)</b>	<b>Governor (MOI)</b>
1st Deputy Chair	<b>Deputy Governor (MOI)</b>	<b>Deputy Governor (MOI)</b>
2 <sup>nd</sup> Deputy Chair	Director of Department of Rural Development	Director of Department of Rural Development
Members	<ul style="list-style-type: none"> <li>➢ Director of Department of Planning or Chief of P/MLAU (permanent member)</li> <li>➢ Directors of Line Departments</li> <li>➢ Governors of District/Khan (MOI)</li> </ul>	<ul style="list-style-type: none"> <li>➢ Director of Department of Planning</li> <li>➢ Director of Department of Economy and Finance</li> <li>➢ Director of Department of Agriculture, Forestry and Fisheries</li> <li>➢ Director of Department of Water Resources and Meteorology</li> <li>➢ Director of Department of Women's and Veterans Affairs</li> <li>➢ Director of Provincial Treasury</li> <li>➢ Chief of Provincial and Municipality Local Administration Unit (P/MLAU)</li> </ul>
Staff Members		<ul style="list-style-type: none"> <li>➢ Staff Members concurrently appointed from Provincial and District civil servants</li> <li>➢ Staff Members concurrently appointed from the line departments.</li> <li>➢ Staff Members by contract</li> </ul>

Source: Royal Government of Cambodia, Ministry of Interior and Japan International Cooperation Agency (2008), *Situational Analysis of Provincial and District Administration in Cambodia*.

**Relationship between Provincial Local Administration Unit (PLAU) and Local Administration Unit (LAU).** Article 8 of Prakas No.292 STF on Establishment of Structure, Roles and Responsibilities of the Provincial/Municipal Rural Development Committee of the Seila Program stipulates the relationship between LAU under ExCom and the Provincial/Municipal Office of Local Administration (POLA: currently called PLAU) under Provincial/Municipal Governor Office. Article 8 stipulates that LAU is under supervision of PLAU and consists of the Provincial/Municipal Facilitation Team (P/MFT) and the District/Khan Facilitation Team (D/KFT) which are responsible for providing support services for C/S Councils (C/SC) and facilitating communication between C/SC and Provincial and Municipal offices (see Figure 2 and Table 3).

**Figure 2: Organizational Structure of Provincial and Municipal Administration**



Sources: This organizational structure is based on Prakas No.031 MOI (1994), Prakas No.1127 MOI (2000), Royal Decree No.58 (2001), Prakas No.940 MOI (2004), Guideline No.001 MOI (2006), Prakas No.025 MOI (2006), Prakas No.1086 MOI (2006), Sub-decree No.03 (2006), Sub-decree No.081 (2006), Sub-decree No.147 (2006), and Prakas No.292 STF (2002).

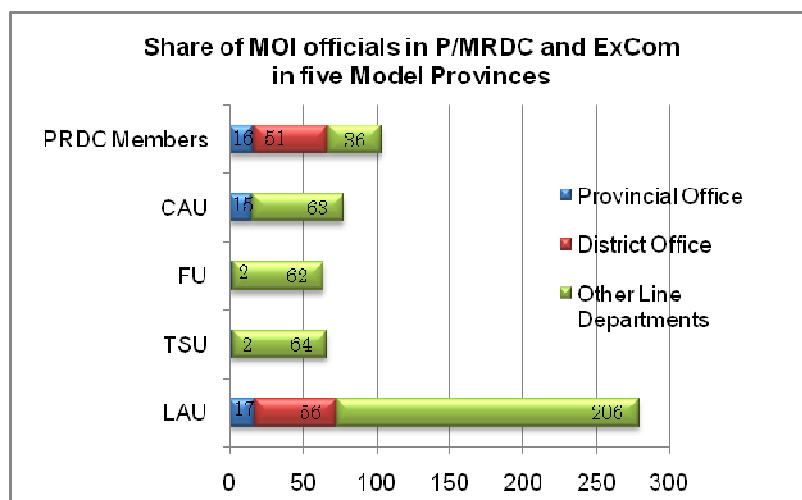
**Table 3: Laws and Regulations on Local Administration**

Legal Documents	Title	Year
<b>Constitution</b>	Constitution of the Kingdom of Cambodia (as amended in 1999, 2001, 2005, 2006, 2008)	1993
<b>Law</b>		
Royal Kram No. NS/RKM/0301/04	Law on Elections of Commune Councils (as amended in 2006)	2001
Royal Kram No. NS/KRM/0301/05	Law on Commune/Sangkat Administrative Management (as amended in 2006)	2001
Royal Kram No. NS/RKM/0508/017	Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans	2008
Royal Kram No. NS/RKM/0508/018	Law on Election of the Capital Council, Provincial Council, Municipal Council, District Council and Khan Council	2008
<b>Sub-Decree (Anukret)</b>		
No.16	Organization and Function of Ministry of Interior	1993
No.58	The Establishment of Department of Local Administration	2001
No.081	The Adjustment of General Department of Administration to General Department of Local Administration, GDLA	2006
<b>Prakas of Ministry of Interior</b>		
No.095	Roles and Structure of Ministry of Interior	1993
No.031	Roles, Responsibilities and Organizational Structure of the Provincial and Municipal Administrators	1994
No.031 Annex	Functions of the Governors and Vice-Governors of the Provinces, Municipalities	1994

	and of their Subordinate Service	
No.348	Roles, Responsibility, Tasks and Structure of District and Khan Office	2000
No.1329	Roles, Duties and Rights of a C/S Clerk	2001
No.1950	Roles, Duties and Structures of the Department of Local Administration	2002
No.1884	Delegation of Powers to Provincial/municipal Governors in Support of C/S Councils	2002
No. 790	Structure and Management of the Ombudsman Office in Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 791	Structures and Administrative System of Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 792	Organization and Functioning of One Window Service of Srok Siem Reap, Siem Reap Province and Srok Battambang, Battambang Province	2004
No. 940	Organization and Functioning of the Provincial/Municipal Local Administration Unit	2004
<b>Prakas of Seila Task Force</b>		
No.292 STF	Establishment of Structure, Roles and Responsibilities of the Provincial/Municipal Rural Development Committee of the Seila Program	2002
<b>Decisions and Orders</b>		
Decision No.197 (Sihanouk Ville municipality)	Creation of technical auditing commission of EXCOM in Sihanouk Ville	2007
Decision No.088 (MOI)	Establishment of various sub-commissions subordinating to NCDD	2007
Bylaw No. 435 (Phnom Penh Municipality)	Establishment of EXCOM of Municipal Development Committee.	2007

**Involvement of MOI provincial/municipal and district/khan officials in PRDC/ExCom.** Among 590 P/MO and D/KO officials under MOI in five Model Provinces studied, 159 officials, or 27 percent, work for P/MRDC/ExCom (see Table 4). They occupy positions at LAU that includes P/MFT and D/KFT. The remaining 431 officials come from other line departments under other ministries (see Figure 3 and Table 4).

**Figure 3: Share of Mol Officials in P/MRDC and ExCom in Five Model Provinces**



Prepared by PILAC Research Team from: Royal Government of Cambodia, Ministry of Interior, *Monthly Salary Payroll Record in 2007*.



**Table 4: Share of MoI Officials in ExCom in Five Model Provinces**

	Position/Division in ExCom	Pnom Penh				Kampomng Cham				Sihanouk Ville				Battambang				Siem Reap				Total			
		From MOI		From other Line Departments	Total	From MOI		From other Line Departments	Total	From MOI		From other Line Departments	Total	From MOI		From other Line Departments	Total	From MOI		From other Line Departments	Total	From MOI		From other Line Departments	Total
		Provincial Office	District Office			Provincial Office	District Office			Provincial Office	District Office			Provincial Office	District Office			Provincial Office	District Office			Provincial Office	District Office		
PRDC/ExCom Members	Chair (Governor)	1	1	0	0	1	1	0	0	1	1	0	0	1	1	0	0	1	1	0	0	5	5	0	0
	1st Deputy Chair (Deputy Governors)	2	2	0	0	1	0	0	1	1	1	0	0	2	2	0	0	1	1	0	0	7	6	0	1
	2nd Deputy Chair (Director of DRD)	1	0	0	1	1	0	0	1	1	0	0	1	1	0	0	1	1	0	0	1	5	0	0	5
	Members	14	1	7	6	23	1	16	6	10	1	3	6	20	1	13	6	19	1	12	6	86	5	51	30
	Sub total	18	4	7	7	26	2	16	8	13	3	3	7	24	4	13	7	22	3	12	7	103	16	51	36
ExCom Staffs	CAU	10	6	0	4	17	1	0	16	12	3	0	9	20	1	0	19	19	4	0	15	78	15	0	63
	FU	12	1	0	11	27	0	0	27	9	0	0	9	5	0	0	5	11	1	0	10	64	2	0	62
	TSU	10	0	0	10	19	2	0	17	5	0	0	5	15	0	0	15	17	0	0	17	66	2	0	64
	LAU	36	2	14	20	101	7	20	74	18	3	2	13	45	0	5	40	79	5	15	59	279	17	56	206
	PFT*	7	0	7	0	24	7	3	14	3	1	0	2	13	0	1	12	15	1	0	14	62	9	11	42
	DFT**	29	2	7	20	77	0	17	60	11	0	2	9	32	0	4	28	38	0	15	23	187	2	45	140
	NRML(DIP)**	0	0	0	0	0	0	0	0	2	1	0	1	0	0	0	0	13	2	0	11	15	3	0	12
	Others	0	0	0	0	0	0	0	0	2	1	0	1	0	0	0	0	13	2	0	11	15	3	0	12
	Sub total	68	9	14	45	164	10	20	134	44	6	2	36	85	1	5	79	126	10	15	101	487	36	56	395
	Total	86	13	21	52	190	12	36	142	57	9	5	43	109	5	18	86	148	13	27	108	590	52	107	431
	Share of MOI Civil Servants	40%				25%				25%				21%				27%				27%			

\*PFT: Provincial Facilitation Team in ExCom

\*\*DFT: District Facilitation Team in ExCom

\*\*\*NRML(DIP): Counterpart of Natural resources Management and Livelihood by District Initiative Program

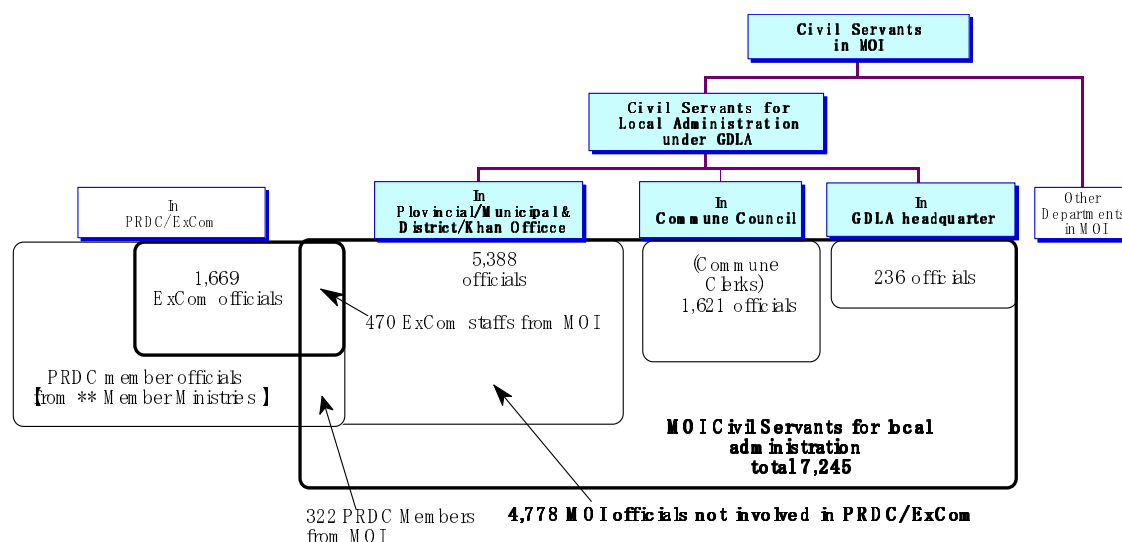
Source: Senior Provincial Program Advisor in each ExCom office, Individual interviews by PILAC team in the Provinces. June 2008.

#### (4) Staff composition for local administration

All civil servants in Cambodia are currently employees of ministries and institutions of the Royal Government of Cambodia (RGC). Among those, a substantial portion of civil servants are appointed for positions at sub-national offices of national ministries. According to Cambodia Statistical Yearbook 2006, the total number of civil servants who work at sub-national offices is 138,797 in 2005. Among those, the three largest groups of civil servants are the Ministry of Education (93,139), Ministry of Health (13,346), and Ministry of Interior (8,672), comprising 83 percent of total civil servants in sub-national offices.

Figure 4 summarizes staff composition for local administration in the Ministry of Interior (MOI).

**Figure 4: Current Composition of Civil Servants under GDLA Structure**



Source: Prepared by PILAC Research Team from. Royal Government of Cambodia Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

**Total number of civil servants under GDLA.** Civil servants under GDLA are assigned to one of the four offices: (1) GDLA headquarters in Phnom Penh; (2) Provincial/Municipal Offices (P/MO); (3) District/Khan Offices (D/KO), or (4) Commune/Sangkat Offices. According to the payroll data in 2007, the number of civil servants under GDLA totaled 7,245, among which 236 are assigned for GDLA headquarters, 5,388 for P/MO and D/KO, and 1,621 for C/SC as commune clerks (see Table 5).

**Table 5: Civil Servants under GDLA by Affiliation**

Civil Servants under GDLA by Affiliation	Number	Share
GDLA headquarters	236	3%
Province/Municipality & District/Khan offices	5,388	74%
Commune Council as Clerks	1,621	23%
<b>Total</b>	<b>7,245</b>	<b>100%</b>

Source: Royal Government of Cambodia Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

**Involvement in P/MRDC and ExCom.** Among 5,388 civil servants under P/MO and D/KO, 322 civil servants are involved in P/MRDC and 470 in ExCom (Figure 4). These consist of only 17 percent of civil servants under P/MO and D/KO. The remaining 4,788 civil servants are not involved in P/MRDC or ExCom (see Table 6). As discussed later, those who are involved in P/MRDC or ExCom have had a number of opportunities for training, whereas the vast majority has had few opportunities for training.

**Table 6: Civil Servants under GDLA by Involvement in PRDC/ExCom and Commune/Sangkat Development**

Civil Servants by under GDLA by involvement in PRDC/ExCom and Commune/Sangkat Development Affairs	Number	
<b>Involved in training</b>	<b>2,467</b>	<b>34%</b>
PRDC members	322	4%
ExCom staff officials	470	6%
Commune clerks	1,621	23%
Department of Local Administration (DoLA) officials	54	1%
<b>Not involved in training</b>	<b>4,778</b>	<b>66%</b>
<b>Total</b>	<b>7,245</b>	<b>100%</b>

Source: Prepared by PILAC Research Team from: Royal Government of Cambodia Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

\*Numbers of PRDC Members and ExCom Officials are estimated from actual numbers in Model 5 Provinces.

Although the Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans has been already promulgated in May 2008, transfer of roles, functions and finance under the new local administration systems is still under preparation. Furthermore, Article 262 of the Law stipulates that governmental ministries and institutions shall review and redeploy personnel to the sub-national councils concurrently with the transfer of functions and duties for the purpose of establishing a body of personnel of sub-national administration. It means that officials that also include civil servants under GDLA basically could be transferred to restructured local administration bodies. In addition, more functions and duties would be decentralized to the new local administration bodies. Therefore, it should be recognized that individual capacity of the current civil servants under GDLA will be one of the critical factors that affect performance of the future local administration envisioned in the Strategic Framework and organic laws.

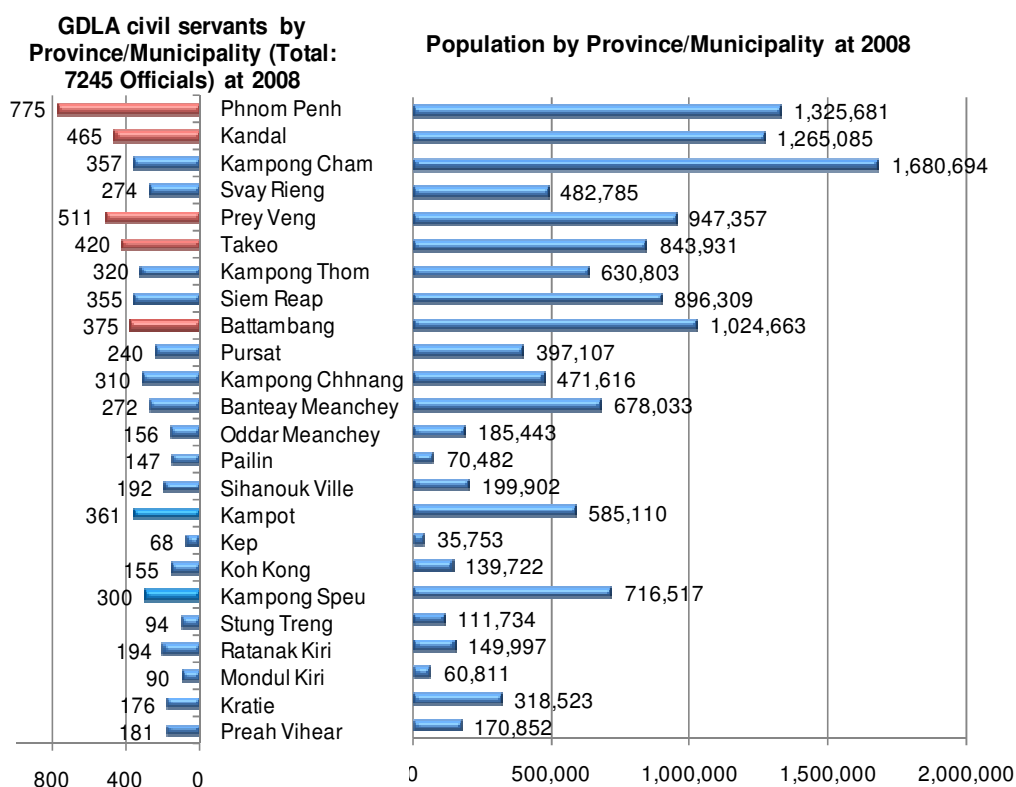
## 3.2. Staffing under GDLA

### (1) Allocation by geographical area

Figure 5 presents geographical allocation of civil servants under GDLA. According to the payroll record in 2007, the five largest provinces and municipalities in terms of the number of civil servants are Phnom Penh (775), Prey Veng (511), Kandal (465), Takeo (420), and Battambang (375). This means that around 38 percent of civil servants under GDLA are allocated in the lowland area in Cambodia where the population is highly concentrated.

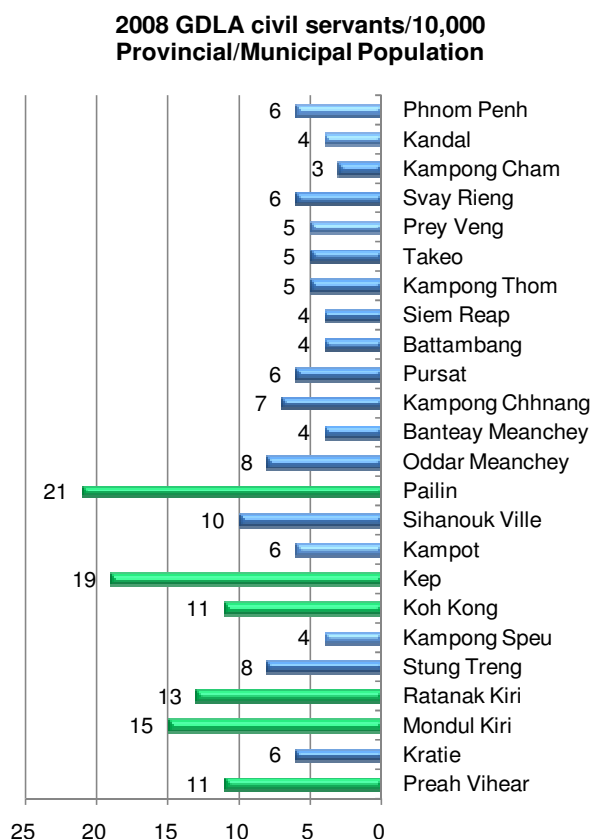
The allocation of civil servants under GDLA looks significantly different if the number of civil servants under GDLA relative to their populations is compared. The number of civil servants under GDLA ranges from 3 to 21 civil servants per 10,000 populations, and the nationwide average is 5.4 civil servants per 10,000 populations (Figure 6). The top five provinces and municipalities are Pailin (21), Kep (19), Mondul Kiri (15), Ratana Kiri (13), and Koh Kong and Preah Vihear (both 11). Those are either provinces with small population or municipalities with small urban areas (see Figure 6). The five largest provinces and municipalities in terms of the number of civil servants are among the lowest in this indicator, e.g., Kandal and Battambang (4), Prey Veng and Takeo (5).

**Figure 5: Allocation by Geographical Area**



Prepared by PILAC Research Team from: Royal Government of Cambodia, Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

**Figure 6: Number of Civil Servants under GDLA**



Prepared by PILAC Research Team from: Royal Government of Cambodia, Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

### Reference Material

According to the personnel payroll data, 7,245 GDLA officials in total work for local administration, among which 236 work for the GDLA Headquarters (central level), and 7,009 for sub-national administration offices in provinces, municipalities, districts, khans and communes (sub-national level). How large are those numbers in Cambodia compared with those in other countries?

To make a sound comparison, it is necessary to compare the numbers of officials who perform general administration functions similar to GDLA, excluding sector-specific functions such as education, health, agriculture, environment and security. Having this in mind, Tables 7 and 8 below present a comparison between Cambodia and Japan on the numbers of officials for local administration at the central and sub-national levels.

**Central level.** The functions of the GDLA Headquarters in Cambodia are similar to those of the Ministry of Home Affairs of Japan between 1960-2001 (Note: The Ministry of Home Affairs of Japan became the Ministry of Internal Affairs and Communications after merging with the Ministry of Post and Telecommunication and the Management and Coordination Agency in 2001). Table 7 shows that the average number of officials per population of 10,000 is 0.18 in Cambodia and 0.03 in Japan, whereas the average number per territory of 100 km<sup>2</sup> is 0.13 in Cambodia and 0.09 in Japan. Both indicators suggest that Cambodia has a comparatively larger number of officials than Japan at the central level.

**Sub-national level.** The functions of GDLA officials in sub-national administration offices are similar to those of officials in Japan who hold general administration positions in sub-national administration offices (Note: a critical difference, though, is that the officials of sub-national administration in Japan are local civil servants hired by sub-national administration offices). Table 8 shows that the average number of officials per population of 10,000 is 5.2 in Cambodia and 15.0 in Japan, whereas the average number per territory of 100 km<sup>2</sup> is 3.9 in Cambodia and 50.6 in Japan. Thus, Cambodia has a comparatively smaller number of officials for local administration than Japan at the sub-national level. This is opposite to the central level in which Cambodia has a comparatively larger number of officials than Japan. This might reflect the fact that sub-national administration in Japan performs a significantly wider scope of functions and therefore hires more human resources than that in Cambodia.

**Table 7: Comparison between Cambodia and Japan at the central level**

Country	Total area	Total population	Number of civil servants for local administration	Number of civil servants per population of 10,000	Number of civil servants per territory of 100 km <sup>2</sup>
<b>Cambodia</b>	181,035	13,400,000	236	0.18	0.13
<b>Japan</b>	377,835	126,926,000	355	0.03	0.09

Sources: Prepared by PILAC Research Team from: *Monthly Salary Payroll Record in 2007*, Phnom Penh, 2007, and National Personnel Authority of Japan, *Annual Report 2000*, Tokyo, 2001.

**Table 8: Comparison between Cambodia and Japan at the sub-national level**

Country	Total area	Total population	Number of civil servants for local administration	Number of civil servants per population of 10,000	Number of civil servants per territory of 100 km <sup>2</sup>
<b>Cambodia</b>	181,035	13,400,000	7,009	5.2	3.9
<b>Japan</b>	377,835	127,687,000	191,143	15.0	50.6

Source: Prepared by PILAC Research Team from: *Monthly Salary Payroll Record in 2007*, Phnom Penh, 2007, Ministry of Internal Affairs and Communications of Japan, *Official Statistics of Japan 2006* and *Research Report on Personnel Quota Management of the Local Administrative Bodies in 2006*, Tokyo, 2007.

## (2) Allocation by Cadre

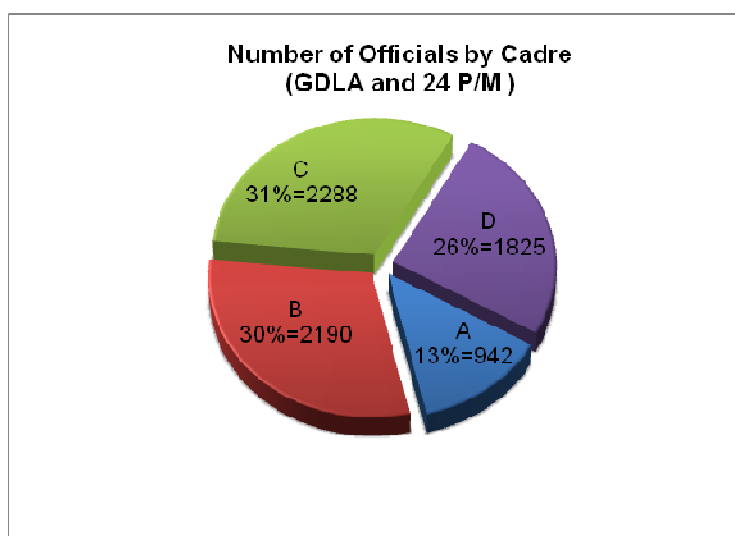
Cambodia's civil servants are categorized into four types of Cadres: A, B, C and D (see Table 9). Each Cadre is classified into three Ranks, and each Rank is further divided into 6 to 16 Levels for salary.

In local administration, civil servants under GDLA in Cadre A are positions equivalent to P/M governor, deputy P/M governor or D/K governor. Those in Cadre B are deputy D/K governor, chief and vice chief of office at P/M offices. The roles and functions of civil servants in Cadres A and B are to lead administrative affairs as executive managers in the organizations affiliated (see Table 9)

The number of civil servants in Cadres A and B are 3,132 or 43% of total civil servants under GDLA (Figure 7). This indicates a management-heavy staff composition in which a large number of leaders and managers are supported by a relatively small number of subordinate staff members.

Civil servants in Cadre C are deputy chiefs at D/K offices or C/S clerk. C/S clerks occupy 1,621 positions in total 2,288 positions in Cadre C. The remaining 677 of civil servants in Cadre C are allocated to P/M and D/K offices nationwide and GDLA headquarters. Civil servants in Cadre D, which total 1,825 personnel, are those with tasks such as cleaning, guard, gardener, and driver.

**Figure 7: Allocation of GDLA Civil Servants by Cadre**



Source: Prepared by PILAC Research Team from: Royal Government of Cambodia, Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

**Table 9: Classification of Civil Servants in Mol**

Royal Decrees	Cadres	Ranks	Classified Levels	Positions
Royal Decree CS/RKT/0200/104 on Particular Statute for High Ranking Administrative Official Cadre, 2000, Ministry of Interior	A	1 <sup>st</sup> Rank Utdom Montrey (Senior-Ranking Official)	6	General Director, General Inspector, Provincial/Municipal Governor and other equal positions within the structure of the Ministry of Interior.
		2 <sup>nd</sup> Rank Voreak Montrey (Junior-Ranking Official)	10	Deputy General Director, Deputy General Inspector, Director of Department, Deputy Provincial/Municipal Governor and other equal positions within the structure of the Ministry of Interior.
		3 <sup>rd</sup> Rank Anu Montrey (Lower-Ranking Official)	14	Deputy Director of Department, District/Khan Governor and other equal positions within the structure of the Ministry of Interior.
Royal Decree NS/RKT/0400/075 on Particular Statute for Kramkar Cadre (Junior Ranking Administrative Official Cadre), 2000, Ministry of Interior	B	1 <sup>st</sup> Rank Neay Kramkar (Chief level of official)	6	Chief of Office at Central Level, Deputy District/Khan Governor and other equal positions within the structure of the Ministry of Interior.
		2 <sup>nd</sup> Rank Kramkar Doem Kse (Principal Official)	10	Vice Chief of Office at Central Level, Chief of Office at Provincial/Municipal office and other equal positions within the structure of the Ministry of Interior
		3 <sup>rd</sup> Rank Kramkar (Official)	14	Vice Chief of Office at Provincial/Municipal Office and other equal positions within the structure of the Ministry of Interior
Royal Decree NS/RKT/0500/096 on Particular Statute for Administrative Secretary Cadre, 2000, Ministry of Interior	C	1 <sup>st</sup> Rank Chief of Administrative Secretary	6	<ul style="list-style-type: none"> <li>- Vice Chief of office at District/Khan Office</li> <li>- Commune/Sangkat clerks and other equal positions within structures of the Ministry of Interior</li> </ul>
		2 <sup>nd</sup> Rank Principal Administrative Secretary	10	
		3 <sup>rd</sup> Rank Administrative Secretary	14	
Royal Decree NS/RKT/0700/125 on Particular Statute for	D	1 <sup>st</sup> Rank Chief of Administrative Agent	6	Civil Servants in this cadre have propensities for simple

Administrative Agent Cadre, 2000, Ministry of Interior		2 <sup>nd</sup> Rank Principal Administrative Agent	10	executive positions at central administration of the Ministry of Interior and at Provincial/Municipal Office.
		3 <sup>rd</sup> Rank Administrative Agent	14	

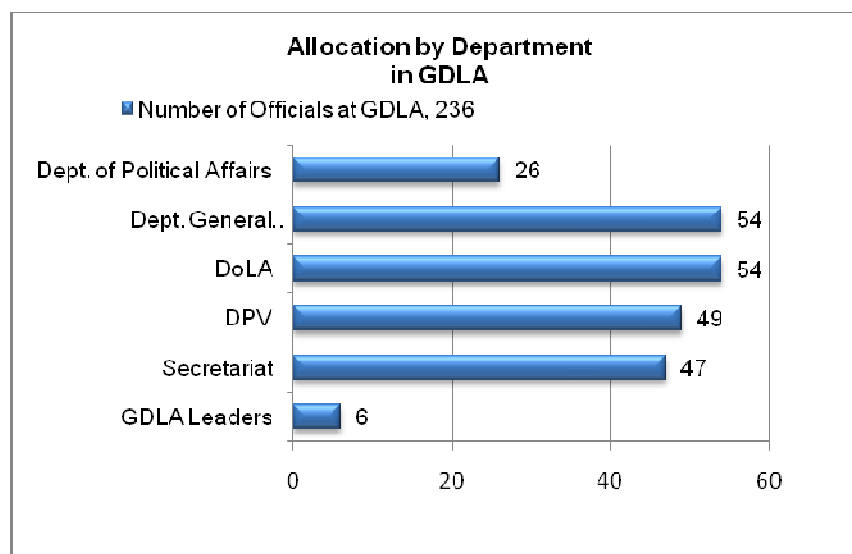
Source: Prepared by PILAC Research Team, 2008

### (3) Allocation by Department in GDLA

This section reviews the allocation of civil servants at GDLA headquarters. As shown in Figure 8, 236 civil servants in total work at the GDLA headquarters, and are assigned to five departments: (1) Department of Political Affairs (DPA); (2) Department of General Administration (DGA); (3) Department of Local Administration (DoLA); and (5) Department of Personnel and Vocational Training (DPV).

Among the five departments, DoLA and DPV assume responsibilities of human resource development of civil servants at GDLA and C/S councils. The numbers of civil servants assigned at DoLA and DPV are 54 and 49, respectively. 103 civil servants in total of those two departments comprise almost 45 percent of total civil servants at GDLA headquarters, excluding six GDLA leaders comprising one director general and five deputy director generals.

**Figure 8: Allocation of Civil Servants by Department at GDLA Headquarters**



Source: Prepared by PILAC Research Team from: *Monthly Salary Payroll Record in 2007*

### (4) Distribution by age

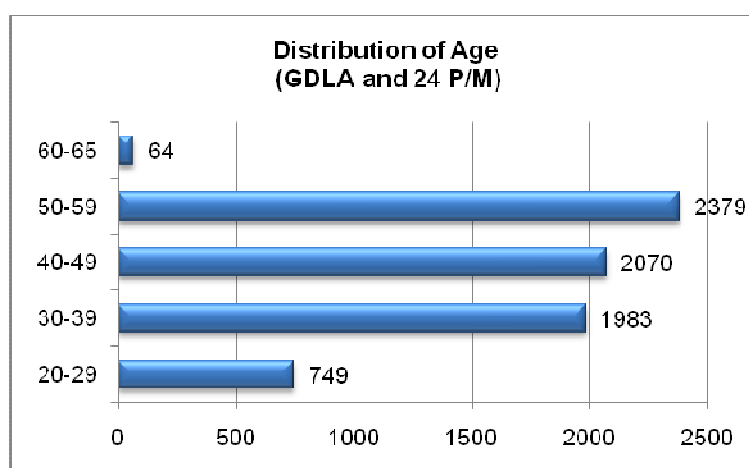
This section reviews age distribution of civil servants under GDLA. The age distribution in Figure 9 shows that, among 7,245 civil servants in total under GDLA, 2,379 or 33 percent of the civil servants fall under the age group 50-59. Those who fall under the age group above 40 add up to 4,822 or 66 percent of civil servants under GDLA. By contrast, the age groups 30-39 and 20-29 comprise only 27 and 10 percent of civil servants, respectively. The distribution dominated by civil servants above 40 years old seems consistent with the top-heavy allocation of positions by Cadre as pointed out earlier.

GDLA has been hiring new civil servants in recent years.<sup>6</sup> The average number of newly recruited civil servants in 2006-2008 is 651 annually. This increase in numbers, however, is in large part for reserves or assistants of commune clerks (Cadre C) whom MOI intended to increase. So far around 1,500 new commune officials have been already recruited since 2007.<sup>7</sup>

Once the recruitment of the new commune officials has been completed, however, annual recruitment of entry-level civil servants under GDLA might fall down to around 150 of freshmen under Cadre A and B in 2006-2008 (see Table 10).

Although civil servants in the age group 50-59 will retire from civil service in a decade due to the regulations (Table 11), those in the group 40-49 will continue to serve in the next decade. Therefore this senior-dominated distribution would not change in the next two decades if no structural reforms were implemented in one way or another.

**Figure 9: Distribution of GDLA Civil Servants by Age (GDLA and 24 P/Ms)<sup>8</sup>**



Source: Prepared by PILAC Research Team from: Royal Government of Cambodia, Ministry of Interior, *Monthly Salary Payroll Record in 2007*

**Table 10: Number of New Recruits Allocated to GDLA (GDLA and 24 P/Ms)**

Cadre	A		B		C		D		Total		Total
	M	F	M	F	M	F	M	F	M	F	
2,006	44	10	63	13	0	0	0	0	107	23	130
2,007	47	11	71	16	672	313	0	0	790	340	1,130
2,008	70	10	76	23	316	198	0	0	462	231	693
Average of 2006-2008	54	10	70	17	329	170	0	0	453	198	651
	151		500		0		651				-
Total	161	31	210	52	988	511	0	0	1,359	594	1,953

Source: Department of Personnel and Vocational Training in GDLA, *personnel data*, August 2008

<sup>6</sup> According to the recent regulations, qualified applicants for MoI must be 30 years old or younger.

<sup>7</sup> Based on an interview with the deputy director of DPV in July 2008.

<sup>8</sup> The 64 officials who fall under the age group 60-65 in Figure 9 have passed the retirement ages stipulated in the laws in Table 9. However, they are employed, based on Article 13 of Law on Common Statute (1994) which reads that "In principle, all recruitment of candidates for state cadre shall be undertaken through competitive examination, except for other decisions made by the Royal Government of Cambodia." This implies that the RGC can appoint persons above retirement age if it so decides.



**Table 11: Articles in Royal Decrees that Stipulate Retirement Age of the RGC Officials**

<b>Name of Royal Decree</b>	<b>Contents</b>
Royal Kram No. NS/RKM/1094/06 on the Common Statute of Civil Servants of the Kingdom of Cambodia, 1994	Article 54: Officials shall retire at the age of 55. This limitation shall be extended to 60 if separate statute so stipulates.
Royal Decree NC/RKT/0200/104 on the Separate Statute of Senior Ranking Administrative Official Cadre (A rank under MOI), 2000	Article 14: Officials in senior ranking administrative cadre shall retire at the age of 60
Royal Decree NS/RKT/0400/075 on Separate Statute of Junior Ranking Administrative Official Cadre (B rank under MOI), 2000	Article 16: Officials in junior ranking administrative cadre shall retire at the age of 58
Royal Decree SN/RKT/0500/096 on Separate Statute of Administrative Secretary Cadre (C rank under MOI), 2000	Article 16: Officials in Administrative Secretary Cadre shall retire at the age of 55
Royal Decree NS/RKT/0700/125 on Separate Statute of Administrative Agent Cadre (D rank under MOI), 2000	Article 13: Official in Administrative Agent Cadre shall retire at the age of 55

### 3.3. Human resources management information system

The Department of Personnel and Vocational Training (DPV) of GDLA maintains human resources management (HRM) information of MOI. DPV keeps two types of HRM information on civil servants under GDLA: (1) copies of salary payrolls for all General Departments; P/MO and D/KOs (hereinafter “payrolls”); and (2) curriculum vitae (CVs) of civil servant at MOI.

The following points have been found on the HRM information of DPV under the current study:

1. **The update of payroll information tends to be delayed.** It was reported in interview that the update are often delayed because of the delay in submission of data from P/MOs.<sup>9</sup> At the time of the interview of research team, DPV kept hard copies of the payroll of seven P/MOs and their D/KOs for 2008. Regarding 2007, they kept payroll information of all P/MOs and their D/KOs, but not in all months of 2007. The research team obtained hard copies of the payroll in available months in 2007 and needed to develop a new data base.
2. **CVs have not been updated on a regular basis.** Although hard copies of CVs sent from all General Departments at MOI are maintained at bookshelves of DPV, they are not updated systematically.
3. **Different data sources provide different numbers of officials.** For example, the total number of provincial and municipal governors and deputy governors is 141 under the 2007 payroll. This number differs from around 230 of governors and deputy governors invited for the Top Management Seminar of PILAC in September 2008. This clearly indicates fragmentation of data which are kept in different offices without systematic update.

It is clear from the above observations that it will be necessary to establish an integrated human resource management information system (HRMIS) that organizes and systematically updates key information of human resources such as payroll, CVs, and training records. This will provide timely, accurate HR information whenever they become necessary.

## 4. Policy and institutional framework for HRD

### 4.1. National policies, strategies, reforms and plans

There are two state reform initiatives of RGC that are concerned with human resources management (HRM) and human resources development (HRD) of civil servants: (1) D&D reform; and (2) National

<sup>9</sup> Based on an interview with the staff in charge of payroll information at DPV by the PILAC research team, June 2008.

Public Administrative Reform (NPAR).

**D&D Reform.** D&D Reform is a state reform at the sub-national level. Its overall objectives and strategies are presented in the Strategic Framework for Decentralization and De-concentration Reforms in 2005. The Strategic Framework stipulates that government ministries, namely MOI, MEF and sector ministries, should take responsibility for capacity building and institutional strengthening of respective ministries.<sup>10</sup> Furthermore, MOI is mandated to build capacity of “sub national territorial administrations and councils” at all levels. Under the current organizational structure of MOI, capacity building of civil servants falls under overall responsibility GDLA, including DoLA (for C/S councils) and DPV (for P/MO and D/KO) at the GDLA headquarters, and PLAU at P/MO.

**Public Administrative Reform (PAR).** PAR is a state reform of civil service at the national level, launched in the late 1990s and led by the Council of Administration Reform (CAR).<sup>11</sup> CAR was established under the Council of Ministers by Anukret No.51/ANK/BK/June 10, 1999 to manage NPAR.

One of the key pillars of PAR is to “enhance pay and employment,” under which salary of civil servants has been increased gradually since the early 2000s. CAR also developed a salary enhancement scheme, called the Priority Mission Group (PMG), in which ministries request financial support for selected groups of civil servants who are tasked to perform priority missions identified (see Appendix 1).<sup>12</sup> Although MOI introduced PMG in 2007, PMG was suspended in a few months because financial support could not be secured.<sup>13</sup>

**Other salary enhancement schemes by RGC.** To address the issue of low salary for civil servants, RGC launched at least two other schemes of salary enhancement in addition to PMG. First, the Ministry of Economy and Finance (MEF) launched the Merit Based Pay Initiatives (MBPI) in late 2005 with a pilot project at MEF.<sup>14</sup> In May 2008, the RGC promulgated Sub Decree No.29 on implementation of Merit Based Performance Incentives (MBPI) to facilitate MBPI in other line ministries.<sup>15</sup> The MOI recommended introducing MBPI for the Policy Team (PT) at NCDD with financial support from interested DPs<sup>16</sup>. Second, following the Public Service Delivery Policy of RGC, CAR launched the Special Operating Agency (SOA) scheme to enhance performance of public service delivery.<sup>17</sup>

## 4.2. Laws and regulations

There are three key regulations on HRD for civil servants in the legal framework of RGC (see Table 12 for summary of key regulations on HRD).

First, Circulation No.01 (1997) on recruitment principle for state cadre and vocational training of ministries and institutions stipulates the general requirement of training, stating that the vocational training development plan in each public institution should be balanced and consistent with the need of state cadres.

Second, in Prakas No. 095 (1994) on the roles and structure of MOI, Article 3-(3) stipulates that the Department of Personnel and Vocational Training (DPV) is responsible for providing training courses

<sup>10</sup> Royal Government of Cambodia, *Strategic Framework for Decentralization and De-concentration Reforms*, Phnom Penh, June 17, 2005.

<sup>11</sup> Royal Government of Cambodia, *National Program of Administration Reform*, Phnom Penh, 1999 and 2008.

<sup>12</sup> Royal Government of Cambodia, Council for Administration Reform, *Priority Mission Groups: Framework Document*, Phnom Penh, March 2002.

<sup>13</sup> General Director of Local Administration. Discussion about establishment of Policy Team with JICA Cambodia Office, June 13, 2008

<sup>14</sup> Sok Hach., et al., *Cambodia Economic Watch*. Phnom Penh: Economic Institute of Cambodia, Phnom Penh, October 2007.

<sup>15</sup> Royal Government of Cambodia: *The Royal Government No. 29/Ank/Bk Sub Decree on Merit Based Performance Initiative*, Phnom Penh, May 2008.

<sup>16</sup> An official letter from NCDD Secretariat to the DPs on May 22, 2008.

<sup>17</sup> Royal Government of Cambodia, NS/RKT/308/346 Royal Decree on The Common Principle of the Establishing and Functioning Special Operation Agency, Phnom Penh, May, 2008 and Royal Government of Cambodia, Council for Administration Reform: *Special Operating Agency Implementation Guide*, Phnom Penh, May 2008.

for civil servants at MOI.

Third, Prakas No. 1950 (2002) on the roles, duties and structures of the Department of Local Administration (DoLA) stipulates that DoLA is responsible for coordinating training and capacity building to support C/S Councils and decentralization.

The last two regulations imply that DPV is a department responsible to provide training of MOI civil servants in general, whereas DoLA is responsible for coordination of training related to C/S councils and D&D reforms. It should be noted that, although the recently adopted organic law briefly refers to the necessity of HRD of sub-national councils, it does not elaborate further on which department or institution at MOI is responsible for HRD of elected officials and civil servants at the sub-national level.

**Table 12: Statutes on HRD of Civil Servants**

Level	Name of Statute	Stipulation
Civil servants in general	Circulation No.01 on Recruitment Principle for State Cadre and Vocational Training of Ministries/Institutions, 1997	(Requirement of training to match needs of Cadre) ➤ Vocational training development plan shall be balanced and consistent with the need of state cadre. Therefore, ministries/institutions having vocational training courses shall firstly consult with the Secretariat of Public Functions about numbers of trainees and goals of such training sessions so that the Secretariat can do evaluation and report to the Council of Ministers for approval.
MOI civil servants	(1) Prakas No. 095 on the Roles and Structure of Ministerial Council, Ministry of Interior, 1994, Article 3(3), the Roles and Structure of Department of Personnel and Vocational Training	(Role of DPV on HRD) ➤ DPV is to provide training courses to civil servants.
	Prakas (Regulation) No. 1950 BR.K (MOI) May 2002  Roles, Duties and Structures of the Department of Local Administration	(Role of DoLA on HRD) ➤ DoLA is to coordinate with relevant units to establish appropriate mechanisms for education, training and capacity building that will support Commune/Sangkat Councils and decentralization;
	Royal Decree NC/RKT/0200/104 on Separate Statute of Senior Ranking Administrative Official Cadre A under MOI, 2000	➤ Civil servants under Cadre A in MOI shall receive initial training through Royal School of Administration.
	Royal Decree NS/RKT/0400/075 on Separate Statute of Junior Ranking Administrative Official Cadre B under MOI, 2000	➤ Civil servants under Cadre B in MOI shall receive initial training through Royal School of Administration.
	Royal Decree NS/RKT/0500/096 on Separate Statute of Administrative Secretary Cadre C under MOI, 2000	➤ Civil servants under Cadre C in MOI shall receive training from MOI.

## 5. Organizations for HRD

This Chapter discusses in greater detail the organizations responsible for HRD of local administration under the current laws and regulations reviewed in Chapter 2. They include two organizations within MOI (Section 5.1) and two outside MOI (Section 5.2). In each organization, its roles and functions, structures and composition, budget, main activities and facility and equipment are discussed in turn.

## 5.1. Current organizations for HRD under MOI

### 5.1.1. Department of Personnel and Vocational Training (DPV) under GDLA

#### Roles and functions

DPV is a department in charge of human resources management (HRM) and human resources development (HRD) for all civil servants of MOI. The civil servants include those under General Secretariat, five General Departments including GDLA, and all sub-national offices under MOI. The general roles and functions of DPV consist of three parts: (1) perform recruitment and promotion; (2) prepare and propose official documents for HRM; and (2) perform HRD activities including training courses (see Table 13).

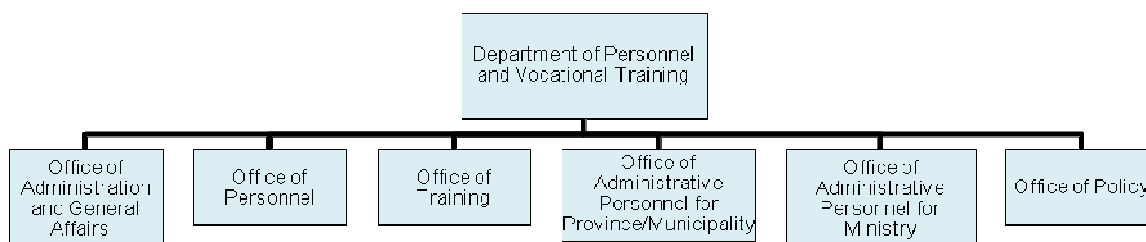
**Table 13: Roles and Functions of DPV in the Prakas**

Legal Document	Title	Key Contents
Prakas(Regulation) No. 095 (MOI) May 07, 1994	The Roles, Responsibilities and Organizational Structure of MOI Department of Personnel and Vocational Training (DPV)	<p><u>Perform recruitment and promotion</u></p> <ul style="list-style-type: none"> <li>➤ To propose recruitment of civil servants and contract staff on MOI.</li> <li>➤ To offer decoration, medal, appreciation letter to civil servants.</li> <li>➤ To propose promotion, appointment, punishment to civil servants at Provincial/Municipal level, District/Khan, Commune/Sangkat, and the other parties in MOI.</li> </ul> <p><u>Prepare and propose official documents for HRM</u></p> <ul style="list-style-type: none"> <li>➤ To draft the related law to Common Statute of Civil Servants.</li> <li>➤ To maintain documents about officials' function.</li> <li>➤ To prepare documents related to the civil servants and civil administrators task to ask for minister's signature.</li> <li>➤ To aggregate and control documents related to officials' task, material, accounting in each department.</li> <li>➤ To propose implementing policies to civil servants.</li> </ul> <p><u>Perform HRD activity</u></p> <ul style="list-style-type: none"> <li>➤ To provide training courses to civil servants.</li> </ul> <p><u>Organization</u></p> <ol style="list-style-type: none"> <li>1) Administrative office for Provincial/Municipal level</li> <li>2) Administrative office for ministry</li> <li>3) Personnel office</li> <li>4) Vocational training office</li> <li>5) Political office</li> <li>6) Office of Administration and General Affairs (Established by Prakas No.2478 BR.K September 2002)</li> </ol>

#### Structure and composition

The organizational structure of DPV stipulated in Prakas No. 095 (1994) is presented in Figure 10. DPV consists of six offices: (1) Administration and General Affairs (Established in 2002); (2) Personnel; (3) Training; (4) Administrative Personnel for Province/Municipality; (5) Administrative Personnel for Ministry; and (5) Policy. No further details are elaborated in the Prakas No. 095 (1994) regarding the roles and functions of the offices.

**Figure 10: Organizational Structure of DPV**



Source: Royal Government of Cambodia, Prakas (Regulation) No. 095 (MOI), *the Roles, Responsibilities and Organizational Structure of MOI*. May 07, 1994

Table 14 presents the number of personnel under DPV as of July 2008. DPV has 57 civil servants in total, and is headed by a Director with support of 11 Deputy Directors. The offices are headed by Office Chiefs and staffed by five to ten civil servants.

A point to note here is the top-heavy staffing of the Department, a characteristic of many organizations under MOI and perhaps RGC in general. Currently, 27 out of total 57 civil servants, or 47 percent hold management positions of DPV such as Director, Deputy Director, Chief of Office, and Deputy Chief of Office.

**Table 14: Number of Personnel at DVP**

Director : 1						
Deputy Director: 11						
Office of Administration and Abstract	Office of Personnel	Office of Vocational Training	Office of Administrative Personnel for Province/Municipality	Office of Administrative Personnel for Ministry	Office of Policy	
Chief	1	1	1	1	1	1
Deputy Chief	2	2	1	1	2	1
Staff	4	7	7	5	4	3
Total	7	10	9	7	7	5
Grand Total	57					

Source: Department of Personnel and Vocational Training in GDLA, *Personnel List July, 2008*

## Budget

Actual expenditure data of MOI are managed by the General Department of Finance and Logistics (GDFL) under direct supervision of the Minister of Interior. Unfortunately, the expenditure data of GDFL were not accessible for the PILAC research team. The report here is based on qualitative information provided by interviewees of the current study.<sup>18</sup>

The Director of DPV prepares an annual budget proposal of DPV, and submits it to the Minister of Interior through GDFL for approval. The following points were reported on the expenditure of DPV:

- (1) Most of annual expenditures of DPV are for recurrent cost such as salaries, office supplies and utilities;
- (2) On freshman training courses started nationwide in 2007: (i) DPV delegated implementation of the courses to P/MOs; (ii) costs for implementation were incurred primarily by P/MOs; (iii) DPV did not disburse any allowances for the training courses; (vi) DPV paid the cost to

<sup>18</sup> Based on a series of individual interviews by the PILAC Research Team with key officials of DPV in June 2008.

prepare training materials of the courses, such as paper for hard copies and staff inputs within their current salaries.

The initiative by DPV to launch freshman training courses in 2007 is an important step forward to better perform its primary task of HRD.

### Main activities

At present, the freshman training courses discussed above are the only HRD activities conducted by DPV with its own financial and human resources. The Office of Training under DPV planned the freshmen courses in 2007 by preparing contents and materials for the courses. Its implementation started in 2008 with provision of training materials from DPV to all P/MOs nationwide. P/MOs are responsible for implementing the courses.

DPV also launched the freshman training courses at the MOI headquarters. Target trainees are all civil servants who joined MOI in 2006 and 2007, and are attached to either the General Secretariat or five General Departments of the MOI headquarters.

The numbers of the trainees from the respective General Departments are shown in Table 15 (1). The courses trained around 250 civil servants who joined MOI in 2006 and 2007. Training curriculum is shown in Table 15 (2). The course was held for 13 working days in total on six subjects in three main fields: (1) legal framework related to their tasks; (2) operation of local development affairs especially on C/S development; and (3) public functions and ethics.

The freshman training courses at the MOI headquarters were taught by 12 trainers from MOI. Five of them are GDLA Task Force members who were trained under PILAC. Some training materials developed under PILAC are also used for the courses. The curricula for P/MOs are essentially the same as those for the MOI headquarters, although some P/MOs modified them slightly to adjust for their needs.

**Table 15: Freshman Training Courses at Mol Headquarters (14 Aug. - 1 Sept. 2008)**

(1) Number of trainees by affiliation, cadre and sex

Affiliation	Cadre	Number of Trainees						Total
		1st Phase		2nd Phase		3 Phase		
		M	F	M	F	M	F	
1. General Secretariat (GE)	A	4	0	N/A (underway to preparation)				4
	B	3	1					4
	C	4	1					5
	D	0	0					0
Sub-Total		11	2					13
2. General Department of Local Administration (GDLA)	A	13	1					14
	B	7	3					10
	C	25	4					29
	D	0	0					0
Sub-Total		45	8					53
3.General Department of Politics, Administration & Police (GDPAP)	A	1	1					2
	B	4	1					5
	C	5	0					5
	D	0	0					0
Sub-Total		10	2					12
4.General Department of Logistics and Finance (GDLF)	A	0	0					0
	B	3	0					3
	C	3	2					5
	D	0	0					0
Sub-Total		6	2					8

5.General Department of Prison (GDP)	A	0	0			
	B	0	0			
	C	0	0			
	D	0	0			
Sub-Total		0	0			
6.General Department of Internal Auditing (GDIA)	A	0	0			
	B	0	0			
	C	0	0			
	D	0	0			
Sub-Total		0	0			
<b>Total</b>		<b>72</b>	<b>14</b>	<b>80</b>	<b>80</b>	<b>246</b>

Note: 17 officials were absent in the 1st Phase, and the numbers in the 2nd and 3rd Phases are planned by MOI.

Source: Department of Personnel and Vocational Training in GDLA, *Personnel Data*, August 2008

## (2) Training curriculum

No	Subjects	Days
1	Local Planning Development (Commune/Sangkat and Investment Planning)	2
2	Cambodian Constitutional Law	1
3	1) Prakas on Roles and Structure of MOI, Province/Municipality, District/Khan 2) Organic Law	3
4	Commune/Sangkat Budget (Commune/Sangkat Financial Administration System)	2
5	Office Work (Administration, Commune/Sangkat, Province/Municipality and District/Khan)	3
6	Public Function and Management and Professional Ethics	2
Total		13

Source: Department of Personnel and Vocational Training, *Participants list on Freshman Training*, August 2008

## Facilities and equipment

Currently DPV does not have any rooms for training. For freshman training courses, DPV uses one of the two meeting rooms at the MOI compound for freshman training courses (Table 16). The four departments under GDLA share the meeting rooms for multiple purposes, such as training, internal meetings, and Technical Working Groups of NCDD. In addition, MOI has a large conference hall at the MOI headquarters with over 200 seats. However, the conference hall is not suitable for training because it is for the entire MOI, and therefore available for GDLA only when the hall is not used.

The seating capacity of the two meeting rooms of GDLA seems to be adequate for the current scale of HRD activities. However, it is often difficult to use the rooms for training courses for more than a week, because they are also used for other purposes. For those reasons, training rooms outside MOI are hired for most of the training courses supported by PILAC. Therefore, future needs of facilities and equipment should be assessed against the training plans in the future.

**Table 16: Capacity of Meeting Rooms under GDLA**

Location	Seating Capacity	Size of Room	Equipments
Building of DoLA	30 seats	7m x 9m	Conference tables Microphones
Building of GDLA	100 seats	7.5m x 19m	Conference tables Microphones

Source : PILAC Research Team, *Site visiting and interviews with person in charge*, June and August 2008

### 5.1.2. Department of Local Administration in GDLA (DoLA)

#### Background of DoLA

DoLA is another department under GDLA which has functions of HRD of Commune/Sangkat

Councils. It was established by Sub Decree No. 58 (July 2001) to implement tasks for C/S development under the Law on C/S Administration and Management (Royal Kram NS/RKM/0301/05 dated March 19) and the Law on the Election of Commune/Sangkat Council (Royal Kram NS/RKM/0301/05 dated March 19), both promulgated in 2001. DoLA also serves as a secretariat of the National Committee to Support the Communes (NCSC) established in April 2001.

### Roles and functions

Prakas No. 1950 MOI (May 2002) stipulates the roles and functions of DoLA. The roles and functions can be categorized in four groups: (1) management and coordination between all related parties on the Law on Administration and Management of C/S; (2) monitoring, control and evaluation of implementation of decentralization at C/S; (3) to maintain and secure official information on C/S Councils and; (4) other tasks such as NCDD secretariat (see Table 17). HRD activities are stipulated in group (1) above, i.e., “to coordinate with relevant units in order to establish appropriate mechanisms for education, training and capacity building that will support C/S Councils and decentralization.”

**Table 17: Roles and Functions of DoLA Stipulated in Prakas**

Name of Legal Document	Title	Key Contents
Prakas (Regulation) No. 1950 BR.K (MOI) May 2002  Roles, Duties and Structures of the Department of Local Administration	Article 3  Roles and responsibilities of DoLA	<ol style="list-style-type: none"> <li>1) <u>Management and Coordination between all the relevant parties on the Law on Administration and Management of Commune/Sangkat</u>; <ul style="list-style-type: none"> <li>➤ To set up appropriate mechanisms for consultation, cooperation and exchange of information between the Royal Government and Commune/Sangkat Councils, among Commune/Sangkat Councils and between Commune/Sangkat Councils and communities;</li> <li>➤ to be a channel of communication for all matters related to commune/Sangkat and policy of decentralization between the Ministry of Interior and Commune/Sangkat Councils, Ministry of Interior and relevant ministries or institutions, Provincial/municipal administration, district/Khan, agencies of the Royal Government, nongovernmental organizations, civil society and private sector;</li> <li>➤ to coordinate with relevant units to establish appropriate mechanisms for education, training and capacity building that will support Commune/Sangkat Councils and decentralization;</li> <li>➤ to coordinate any intervention into the affairs or management of a Commune/Sangkat Council;</li> <li>➤ to coordinate to prevent or prohibit any interference in the affairs or management of a Commune/Sangkat Council and;</li> <li>➤ to ensure the implementation of decisions made by the NCSC (NCDD) and its sub-committees.</li> </ul> </li> <li>2) <u>Monitoring, control and evaluation of implementation of decentralization at Commune/Sangkat</u> <ul style="list-style-type: none"> <li>➤ To set up appropriate mechanisms for mediating and resolving conflicts relating to commune/Sangkat;</li> <li>➤ to monitor, control and evaluate capacity, functioning, progress and development of commune/Sangkat;</li> <li>➤ to monitor, control and evaluate implementation of decentralization policy and;</li> <li>➤ to ensure the legality of any disciplinary action taken by a Commune/Sangkat Council against a Commune/Sangkat Councilor or the dismissal and replacement of a Commune/Sangkat Councilor by a Commune/Sangkat Council.</li> </ul> </li> <li>3) <u>Maintain and secure all official information relating to Commune/Sangkat Councils</u> <ul style="list-style-type: none"> <li>➤ To maintain legal documents, Royal Decrees, Sub-decrees, Prakas, legal instruments and guidelines that are applicable to commune/Sangkat.</li> </ul> </li> </ol>

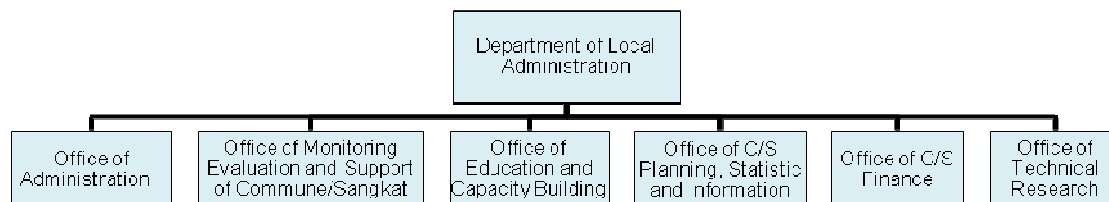


Name of Legal Document	Title	Key Contents
		4) <u>Other tasks as NCSC secretariat</u> ➤ To prepare a general report on staffing, logistic and account of the department as advised by the Ministry and; ➤ to carry out other duties assigned by the Ministry of Interior or the National Committee for Support to Commune/Sangkat.
	Article 7 Organizational Structure of DoLA	1) Office of Administration 2) Office for Monitoring, Control and Support of Commune/Sangkat 3) Office for Education and Capacity Building 4) Office for Planning, Statistics and Information; 5) Office of Finance 6) Office for Technical Research.
	Article 10 Roles and responsibilities of the Office for Education and Capacity Building	➤ To ensure that measures are taken to enhance the capacity, resources, ability, effectiveness, efficiency and development of Commune/Sangkat Councils; ➤ to cooperate with relevant units and organizations to prepare and implement training, education and orientation programs on Commune/Sangkat governance for officials at all levels, Commune/Sangkat Councilors, appointed officials of Commune/Sangkat Councils and the general public; ➤ to set up mechanism for education, orientation, training and capacity building that will support Commune/Sangkat councils and policy of decentralization; consultation, cooperation, and exchanges of information between the Royal Government or its agencies and Commune/Sangkat Councils, among Commune/Sangkat Councils and between Commune/Sangkat Councils and their communities; consultation, support and exchanges of information between Cambodia and other countries on decentralization and its implementation; ➤ to formulate a proposal to send officials to training courses on local administration conducted in Cambodia and abroad; ➤ to ensure regular monitoring and evaluation of education, orientation, training and capacity building measures and programs, mechanisms for consultation, cooperation and exchange of information; short- and long-term technical assistance, advice and support to Commune/Sangkat Council; legality controls as an indicator of growing capacity. ➤ to ensure the dissemination of laws and other legal instruments on the affairs of Commune/Sangkat in an appropriate format.

### Structure and composition

Figure 11 presents the organizational structure of DoLA stipulated in Prakas No. 1950. DoLA has six subordinating offices: (1) Administration; (2) Monitoring, Control and Support of C/S; (3) Education and Capacity Building; (4) Planning, Statistics and Information; (5) Finance; and (6) Technical Research. Among them, the Office for Education and Capacity Building is in charge of HRD activities of C/S Councils. The concrete tasks of this Office are summarized in Table 17 (Article 10).

**Figure 11: Organizational Structure of DoLA**



Sources: Royal Government of Cambodia, Prakas (Regulation) No. 1950 RB.K (MOI), *Roles, Duties and Structures of the Department of Local Administration*, May 2002.

Table 18 presents the number of personnel attached to each office of DoLA as of July 2008. DoLA has 71 civil servants in total, headed by one Director with support of eight Deputy Directors. Six offices have four to 20 civil servants, each headed by an Office Chief. The number of management positions (deputy chief and above) is 31, or 44 percent of the 71 civil servants at DoLA. The management-heavy staff composition of DoLA is similar to that of DPV.

**Table 18: Number of Personnel at DoLA**

		Director: 1 Deputy Director: 8				
Office of Administration		Office of Monitoring Evaluation and Support of Commune/Sangkat	Office of Education and Capacity Building	Office of Planning, and Information	Office of C/S Finance	Office of Technical Research
Chief	1	1	1	1	1	1
Deputy Chief	3	3	3	3	3	1
Staff	17	4	8	4	5	2
Total	21	8	12	8	9	4
Grand Total	71					

Source: Department of Local Administration in GDLA, *Personnel List*. July 2008

## Budget

As in DPV, the annual budget proposal of DoLA is prepared by the Director of DoLA and submitted to the Minister of Interior for approval through the General Department of Finance and Logistics (GDFL). The data on actual expenditures of DoLA were not accessible for the PILAC research team for the same reason as stated earlier.

However, the budget for HRD activities supported by development partners (DPs) is disclosed. DoLA compiles budget information and publishes the NCDD Capacity Building Plan (NCDD CB Plan) every year. The total amount of the budget for the NCDD CB Plan is US\$1,671,392 in 2008, or 3 percent of the total budget provided by DPs for NCDD AWPB 2008 (Table 19).<sup>19</sup> The NCDD CB Plan lists seven projects: (1) PSDD supported by SIDA, DFID and UNDP; (2) CCDP2 by ADB; (3) SEAHDP by NAA with UNDP; (4) financial support to DoLA by UNFPA; (5) DDLG by EU with UNDP; (6) AWDP by GTZ and; (7) PILAC by JICA (see Table 20).

**Table 19: Budget Allocation of NCDD AWPB 2008**

Donor	Purpose	Amount	Share	Sub Share
By RGC		22,828,103	29.3%	
By All DPs	For NCDD Capacity Building Plan for 2008	1,671,392	2.1%	3.0%
	For Other allocation	53,437,635	68.6%	97.0%
	Sub total	55,109,027		100.0%
Total		77,937,130	100.0%	

Source: NCDD, *Annual Work Plan and Budget 2008*

<sup>19</sup> Royal Government of Cambodia, National Committee for the Management of Decentralization and Deconcentration Reform, *NCDD Capacity Building Plan for 2008*. Phnom Penh. 2008.

**Table 20: Budget Allocation of NCDD Capacity Building Plan for 2008**

Donor	Project Name	Amount	Share
UNDP/SIDA/DFID	PSDD	793,444	47.5%
ADB	CCDP2	429,763	25.7%
NAA/UNDP	SEAHDP	119,271	7.1%
UNFPA	Financial Support to DoLA for Commune/Sangkat Investment Planning	7,670	0.5%
EU/UNDP	DDLG	56,000	3.4%
GTZ	ARDP	129,244	7.7%
JICA	PILAC	136,000	8.1%
Total		1,671,392	100.0%

Source: NCDD, *Capacity Building Plan for 2008*

### **Main activities**

DoLA is in charge of coordination of HRD to support C/S Councils and decentralization with support of NCDD. All HRD activities under NCDD are organized and operated under the NCDD CB Plan every year.

### **Facilities and equipment**

The building of DoLA has a meeting room with seating capacity of 30 people (Table 16). Some HRD activities under the NCDD CB Plan are held in this meeting room, but many training sessions with support of DPs are conducted outside MOI by hiring conference rooms due to its limited capacity.

### **5.1.3. Provinces and Districts**

This section reviews organizations within the Provincial/Municipal Office (P/MO) that are tasked to HRD of civil servants.

#### **Office in charge for HRD**

**Provincial/Municipal Office (P/MO).** Prakas No.031/MOI (1994) stipulates no explicit statements about HRD activities, except that Office of Personnel under Cabinet of P/MO is responsible for dissemination of the legal framework for personnel under the office (see Table 21). This could be interpreted as a HRD activity, but no explicit reference is made about training of personnel.

**District/Khan Office (D/KO).** Prakas No.348 (2000) stipulates roles, responsibilities, tasks and structure of D/KO. In this Prakas, there is no reference to HRD-related activities. There are no other documents that refer to HRD activities of D/KO.

However, it was reported in field views in the five Model Provinces that the Office of Personnel under P/MO and the General Administration Office under D/KO make arrangements and coordination of training activities when necessary. Therefore, although P/MO and D/KO do not have any assigned responsibility of HRD, they facilitate the tasks as necessary (see Main HRD activities for details).

**Table 21: Offices in Charge of HRD in P/MOs and D/KOs**

Legal Document	Title	Key Contents
Prakas No.031 Annex dated February 15, 1994	The Functions of the Governors and Vice- Governors of the Provinces, Municipalities and of Their Subordinate Offices	<ul style="list-style-type: none"> <li>➤ Office of Personnel is</li> <li>➤ to be responsible for the dissemination for implementation of various Sub-Decrees, Royal Decrees, Proclamations (Prakas) and all other norms and standards on the personnel of the cadres of the Province or Municipality.</li> <li>➤ to prepare work programs, official visits, meetings, and conferences of the provincial and municipal administration.</li> <li>➤ to prepare working programs, visit trips, meetings, assemblies, agenda for meetings, minutes of meetings and other celebrations.</li> </ul>
Prakas No.348 PR.K dated 16 March 2000	The Roles, Responsibilities, Tasks and Structure of District/Khan	<ul style="list-style-type: none"> <li>➤ Office in charge for HRD is not specified.</li> </ul> <p>Article 9: Each District/Khan shall;</p> <ul style="list-style-type: none"> <li>➤ prepare clear internal regulations and ensure smooth implementation of the regulations.</li> <li>➤ determine and implement weekly and monthly meetings between governor and all deputies, between District/Khan leaders and District/Khan office, between district/Khan leaders and district/Khan line offices, and between district/Khan leaders and commune/Sangkat, and,</li> <li>➤ arrange other meetings as needed.</li> <li>➤ In addition to the above mentioned reports, the government delegation of provincial/municipal governor can advise district/Khan governor to prepare other reports as required.</li> </ul>

## Budget

Due to lack of explicit assigned responsibility in HRD, P/MOs in the five Model Provinces have allocated little budget for HRD activities in 2005-2007.

Table 22 presents a summary of annual expenditures of P/MOs in the five Model Provinces (the RGC-funded expenditures only; no DP support included). According to the data, the largest three expenditure items are as follows: (1) administrative function, material and small renovation; (2) salary and allowance; and (3) social investments. The expenditures for workshops, meetings and conference are listed under the items for communication to share knowledge and information among the officials, whose shares are as little as between 0.2% and 0.6% of total expenditures. Although another item, “Training for Personnel related to Capacity Development,” is listed in the Phnom Penh budget in 2007, no fund has ever been allocated for this item as in any other Provinces/Municipalities. However, it is likely that a certain amount of expenditure should have been allocated for the freshman training course mentioned in the earlier section. As the annual total expenditures of five P/MOs have been growing solidly with the average rates between 7.4 % (Kampong Chum) and 46.6% (Phnom Penh), there appears to be room for expansion of budget allocation for HRD in the future.

**Table 22: Annual Expenditure of the Five P/M Offices by Key Items**

(Currency: Riel)

Fiscal Year		2005	2006	2007	Average	Share
Phnom Penh	(1) Total Annual Expenditure	61,505,128,307	81,844,264,949	131,043,983,909	91,464,459,055	100.0%
	Salary & Allowance	1,324,833,484	1,438,086,745	1,971,617,365	1,578,178,865	1.7%
	Intervention in Social & Cultural Sector	520,654,500	632,748,440	8,866,708,000	3,340,036,980	3.7%
	Social Investments	N/A	N/A	23,822,872,945	7,940,957,648	8.7%
	Administrative function, Material and Small renovation:	59,659,640,323	79,773,430,764	96,382,785,599	78,605,285,562	85.9%
	Workshop, Meeting and conference	254,809,300	255,620,000	317,950,000	276,126,433	0.3%
	(2) Training for personnel related to Capacity Development	0	0	0	0	0.0%
	(2)/(1) Share of HRD expenditure(%)	0.0%	0.0%	0.0%	0.0%	0.0%
	Expenditure Growth rate	-	33.1%	60.1%	46.6%	
	(1) Total Annual Expenditure	6,000,000,000	6,235,000,000	6,915,000,000	6,383,333,333	100.0%
Kompong Cham	Salary & Allowance	995,000,000	1,100,000,000	1,243,000,000	1,112,666,667	17.4%
	Intervention in Social & Cultural Sector	80,000,000	80,000,000	242,000,000	134,000,000	2.1%
	Unexpected Expense	180,000,000	305,000,000	265,000,000	250,000,000	3.9%
	Social Investments	N/A	N/A	2,415,000,000	805,000,000	12.6%
	Administrative function, Materials and Small Renovation:	4,745,000,000	4,750,000,000	2,750,000,000	4,081,666,667	63.9%
	Workshop, Meeting and conference	10,000,000	10,000,000	10,000,000	10,000,000	0.2%
	(2) Training for personnel related to Capacity Development	0	0	0	0	0.0%
	(2)/(1) Share of HRD expenditure(%)	0.0%	0.0%	0.0%	0.0%	0.0%
	Expenditure Growth rate	-	3.9%	10.9%	7.4%	
	(1) Total Annual Expenditure	3,266,000,000	3,590,000,000	3,964,000,000	3,603,333,333	100.0%
Sihanouk Vile	Salary & Allowance	330,000,000	395,000,000	455,000,000	393,333,333	10.9%
	Intervention in Social & Cultural Sector	20,000,000	25,000,000	120,000,000	55,000,000	1.5%
	Unexpected Expense	100,000,000	170,000,000	150,000,000	140,000,000	3.9%
	Social Investments	N/A	N/A	1,487,000,000	495,666,667	13.8%
	Administrative function, Material and Small Renovation:	2,806,000,000	3,000,000,000	1,752,000,000	2,519,333,333	69.9%
	Workshop, Meeting and conference	18,000,000	16,000,000	28,900,000	20,966,667	0.6%
	(2) Training for personnel related to Capacity Development	0	0	0	0	0.0%
	(2)/(1) Share of HRD expenditure(%)	0.0%	0.0%	0.0%	0.0%	0.0%
	Expenditure Growth rate	-	10.3%	10.4%	10.3%	
	(1) Total Annual Expenditure	3,277,000,000	4,130,000,000	5,270,000,000	4,225,666,667	100.0%
Battambang	Salary & Allowance	770,000,000	885,000,000	1,160,000,000	938,333,333	22.2%
	Intervention in Social & Cultural Sector	24,000,000	50,000,000	110,000,000	61,333,333	1.5%
	Unexpected Expense	100,000,000	200,000,000	260,000,000	186,666,667	4.4%
	Social Investments	N/A	N/A	782,000,000	260,666,667	6.2%
	Administrative function, Materials and Small Renovation:	2,383,000,000	2,995,000,000	2,958,000,000	2,778,666,667	65.8%
	Workshop, Meeting and conference	4,000,000	15,000,000	17,000,000	12,000,000	0.3%
	(2) Training for personnel related to Capacity Development	0	0	0	0	0.0%
	(2)/(1) Share of HRD expenditure(%)	0.0%	0.0%	0.0%	0.0%	0.0%
	Expenditure Growth rate	-	26.0%	27.6%	26.8%	
	(1) Total Annual Expenditure	4,313,000,000	5,705,000,000	7,482,000,000	5,833,333,333	100.0%
Siem Reap	Salary & Allowance	718,000,000	895,000,000	1,015,000,000	876,000,000	15.0%
	Intervention in Social & Cultural Sector	29,000,000	25,000,000	100,000,000	51,333,333	0.9%
	Other Expenses	0	0	0	0	0.0%
	Unexpected Expense	115,000,000	465,000,000	273,000,000	284,333,333	4.9%
	Investment by finance inside the country	13,000,000	0	N/A	4,333,333	0.1%
	Social Investments	N/A	N/A	2,170,000,000	723,333,333	12.4%
	Administrative function, Material and Small Renovation:	3,438,000,000	4,320,000,000	3,924,000,000	3,894,000,000	66.8%
	Workshop, Meeting and conference	27,600,000	19,600,000	28,600,000	25,266,667	0.4%
	(2) Training for personnel related to Capacity Development	0	0	0	0	0.0%
	(2)/(1) Share of HRD expenditure(%)	0.0%	0.0%	0.0%	0.0%	0.0%
	Expenditure Growth rate	-	32.3%	31.1%	31.7%	

Source: Office of Finance in the 5 Province, Annual Expenditure Record 2005, 2006 and 2007

Since the budgets for District/Khan Office are not separated from those of P/M Offices, it is not possible to see separate expenditures for training at most D/KOs. However, one of the DOs studied could provide actual expenditures in the past three years (Table 23). According to the data, the expenditure of the DO was allocated for only stationery for official use, and the average annual amount in those years is only 513,483 Riels (around US\$128, at the exchange rate of US\$1.00=4,000 Riels).

**Table 23: Annual Expenditure for Cheung Prey District Office in Kampong Cham Province**

Fiscal year	2005	2006	2007	Average
Amount (Riels)	399,350	547,400	593,700	513,483
Items for use	Stationery	Stationery	Stationery	-

Source: Cheung Prey District, *quarterly expenditure record, 2005, 2006 and 2007.*

### Main HRD activities

The current research revealed that M/PO and D/KO studied manage two types of HRD activities: meeting and training.

**Meeting.** Table 24 presents the type and frequency of meetings organized by the P/MO and D/KO studied. Regular meetings are held in every office as routine tasks stipulated in Prakas No.031 (1994) and Prakas No.348 (2000). In addition, special meetings are held, when the need arises, to disseminate new information such as D&D reforms and organic laws among concerned organizations and officials.

**Training.** As discussed earlier, P/MOs have started implementation of freshman training courses in 2007. The courses targeted new civil servants who joined MOI and attached to P/MO and D/KO in 2006 and 2007. DPV of GDLA developed standard training materials for the courses and provided them for P/MO and D/KO. There is no other training course funded by GDLA's own resources.

The amounts of expenditures for freshman training courses in five P/MOs seem to appear in the line item, "workshop, meeting and conference" (Table 22). No amount is allocated in another line item, "training for personnel related to capacity development" in any of the five P/MOs.

**Table 24: HRD Activities Implemented by Five Model P/MOs**

Type of Activity	Phnom Penh	Kampong Cham	Sihanoukville	Battambang	Siem Reap
Meetings	- Every two weeks and - Monthly - Irregular meetings	- Weekly - Monthly - Every Trimester - Semiannually - Quarterly - Annual and - Irregular meetings	- Monthly - Quarterly - Semiannually - Annually and - Irregular meetings	- Weekly - Monthly - Every Trimester - Semiannually - Quarterly - Annually and - Irregular meetings	- Weekly - Monthly - Every Trimester - Annually and - Irregular meetings
Training Courses	Freshman Training course for 30 participants in 2008	Freshman Training course for 72 participants in 2007	Freshman Training course for 60 participants in 2007	Freshman Training course for 89 participants in 2007	Freshman Training course for 128 participants in 2008

Source: PILAC Research Team, *Site visiting and interviews with person in charge*, June and August 2008

**Table 25: HRD Activities Implemented by Five Model D/KOs**

Type of Activity	Toul Kork in Phnom Penh	Cheung Prey in Kampong Cham	Mittapheap in Sihanoukville	Sangke in Battambang	Prasat Bakorn in Siem Reap
Meetings	- Weekly - Monthly and - Irregular meetings	- Weekly and - Monthly meetings	- Weekly and - Monthly meetings	- Weekly and - Monthly meetings and - Irregular meetings for dissemination	- Weekly and - Monthly meetings

Training Courses	Freshman Training course by Municipal Office	Freshman Training course by Province Office	Freshman Training course by Municipal Office	Freshman Training course by Province Office	Freshman Training course by Province Office
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Source: PILAC Research Team, *Site visiting and interviews with person in charge*, June and August 2008

## Facilities and equipment

The P/MOs and D/KOs studied in five Model Provinces have decent meeting rooms with sufficient seating capacity to hold training courses with different sizes (see Tables 26 and 27). It was reported in interviews that those rooms have been mainly used for meetings rather than training.

**Table 26: Meeting and Training Facilities of P/MOs in Five Model Provinces**

Location	Belonging Party	Seating Capacity	Size of Room (m)	Equipment	Frequency of Use in the Last One Year	Problem in Use	Scheduled Renovation Plan
Kampong Cham	Provincial Office	80	6 x 20	Microphone	3 times per month for Meeting	No problem	No plan
		200	10 x 30	Microphone	once per year	No problem	No plan
Phnom Penh	Municipal Office	40	8 x 8	Desks & Chairs Microphone	At least 9 times per year	No problem	No plan
		130	10 x 18	Microphone Projector	At least 9 times per year	No problem	No plan
		430	11 x 24	Microphone Projector	Once to twice per year	No problem	No plan
		40	6 x 16	Microphone Projector	Rarely used	No problem	No plan
Sihanoukville	Municipal Office	100	7 x 15	Microphone	Once per month	No problem	No plan
		30	7 x 8	Microphone	Once per month	No problem	Installed Air-Conditioner
		30	7 x 8	Microphone	Once per month	No problem	No plan
Battambang	Provincial Office	90	9 x 11	Microphone	Once per year for training; 3 times per month for meeting or conference	No problem	In 2009, 200 Millions Riels will be proposed for renovation
Siem Reap	Provincial Office	45	9 x 8	Microphone	Once per year for training; 5 times per year for meeting	No problem	No plan
		50	7 x 14	Microphone Projector	Twice per week	No problem	No plan
		100	13.5 x 17.5	Microphone	8 times per month	No problem	No plan
		50	6.5 x 20	Microphone	Once per month	No problem	No plan

Source: PILAC Research Team, *Site visiting and interviews with person in charge*, June and August 2008

**Table 27: Meeting and Training Facilities of D/KOs in Five Model Provinces**

Location	Belonging Party	Seating Capacity	Size of Room (m)	Equipments	Frequency of Use in the Last One Year	Problem in Use	Scheduled Renovation Plan
Kampong Cham	Cheng Prey District Office	50	4 x 18	Chairs & Desks Whiteboard	3-6 times/month	No problem	No plan
Phnom Penh	Toul Kork Khan	100	13 x 13	Microphone	At least 50 times/year	No problem	To build a new one.
Sihanoukville	Khan Mithapheap	30	4 x 10	Chairs & Desks	4 times/month	No problem	No
	Khan Mithapheap	80	8 x 8	Chairs & Desks	Twice/month	No problem	No

Battambang	Sangkae District Hall	50	13.6 x 6	Chairs & Desks Whiteboard	40 times/year	Lack Projector	No
Siem Reap	Bakorng District Hall	50	6 x 11	Chairs & Desks	50 times/year	No problem	No

Source: PILAC Research Team, *Site visiting and interviews with person in charge*, June and August 2008

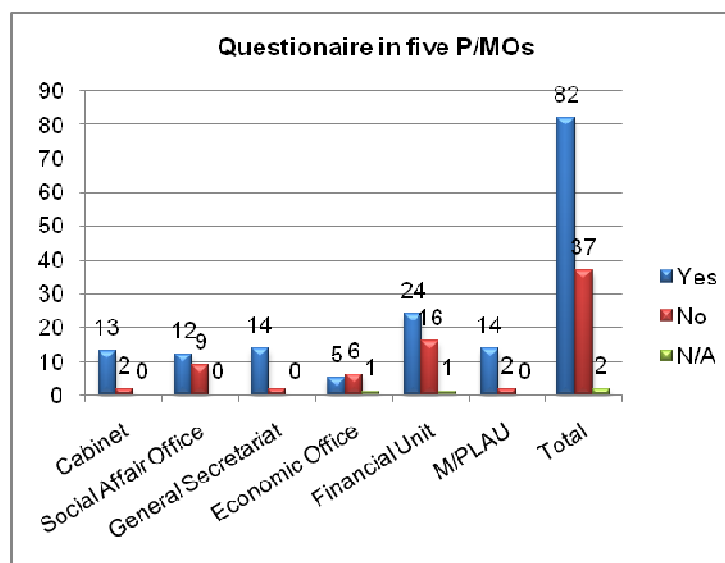
### Questionnaire survey on training experience

In addition to key informant interviews, the PILAC research team conducted a questionnaire survey on training experience of officials in the five Model P/MOs and the five Model D/KOs. Although the number of samples is too small to achieve statistical significance, some tendencies can be observed in training experience of officials under the offices studied.

Question: Have you ever had any opportunity to receive any training courses related to your official task in the office?

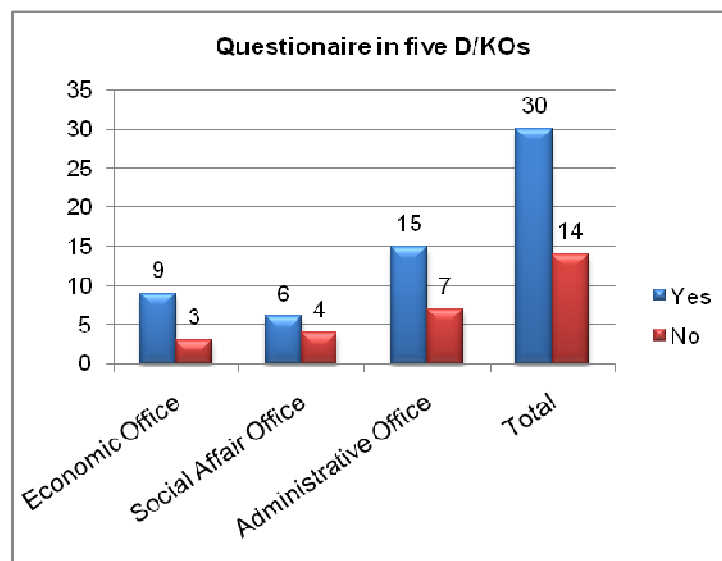
This question is concerned with all of their tasks which include not only those stipulated in the Prakas but also those actually performed by their offices such as training sessions on elections and C/S support.<sup>20</sup> Figure 12 presents the results. Although there are some variations among the offices studied, more than half the total respondents reported that they had had experience in attending training courses related to their tasks.

**Figure 12: Training Experience of Officials in Five Model P/MOs and Five D/KOs**



<sup>20</sup> PILAC research team, *Interviews with the participants*, July and August 2008





Question: Have you ever participated in any training to learn each of your roles stipulated in the Prakas?

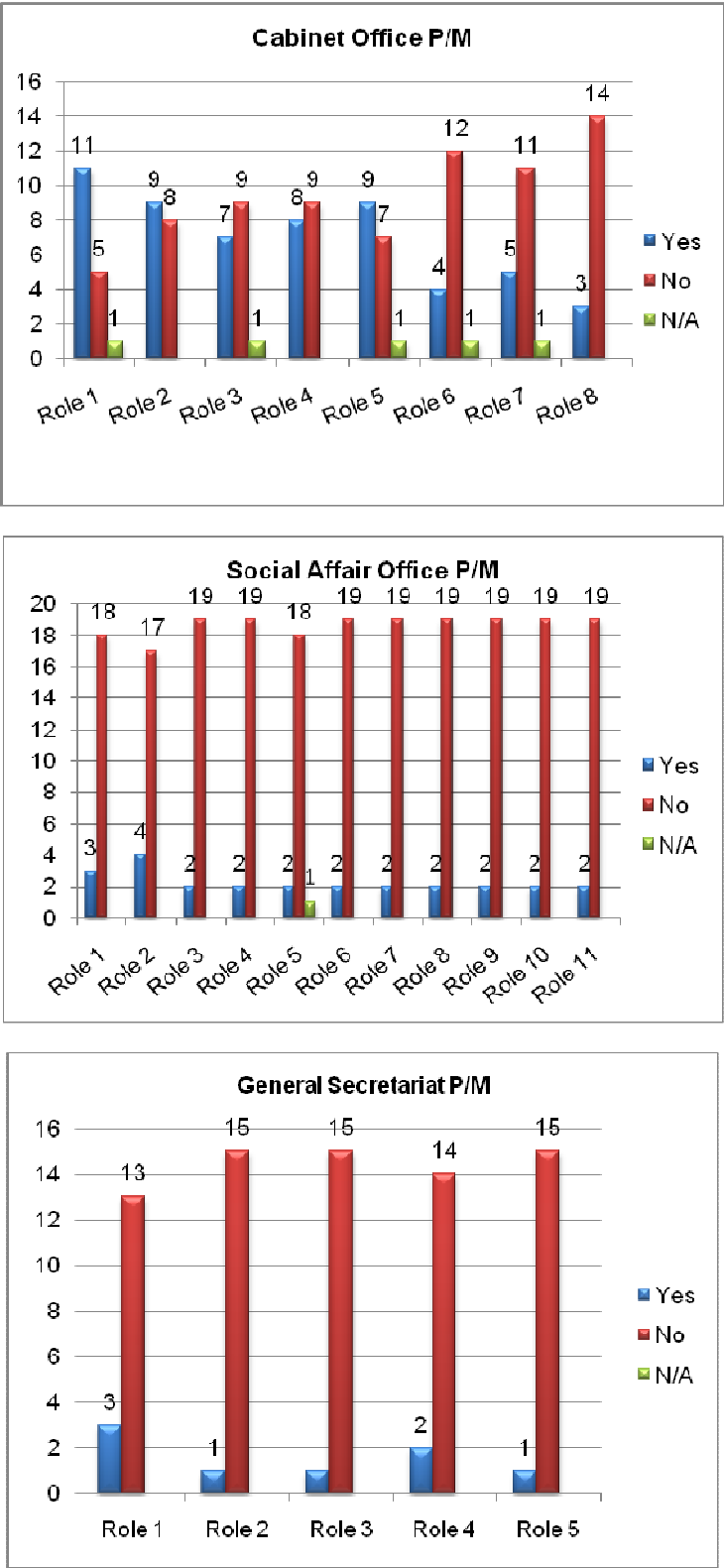
This question pertains to training opportunity only on the tasks stipulated in the Prakas, which contrasts with the last question in which both stipulated and unstipulated tasks are included.

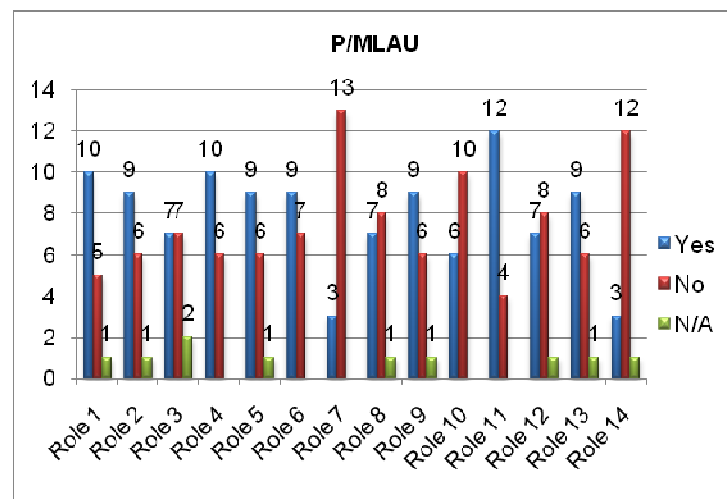
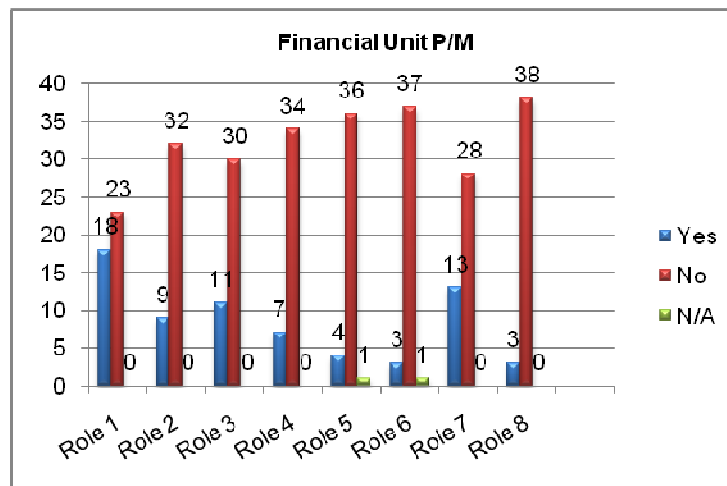
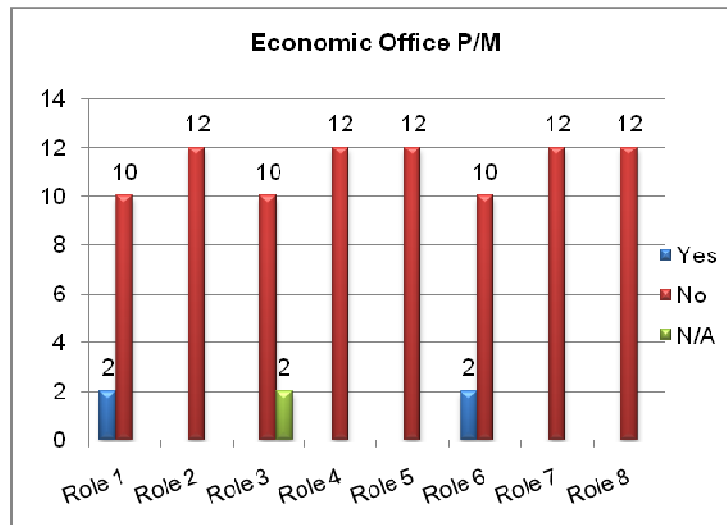
Figures 13 and 14 present the results. Among the six offices in each P/MO studied, the Cabinet Office, Finance Unit, Social Affairs Office and Economic Office reported that they had not had any opportunity to attend training courses on the roles and tasks stipulated in the Prakas (i.e., answer “NO”).

By contrast, much fewer respondents of P/MLAU reported answer “No”. According to the follow-up interviews, this was because P/MLAU is in charge of supervision of LAU under ExCom, and it has had more opportunity of training implemented by ExCom.

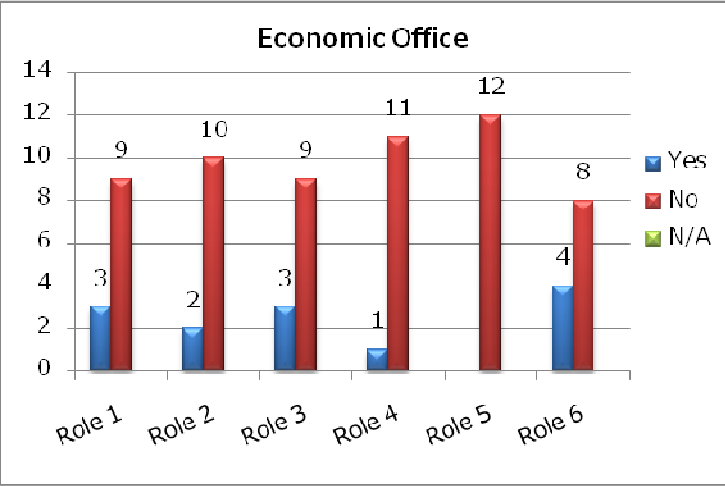
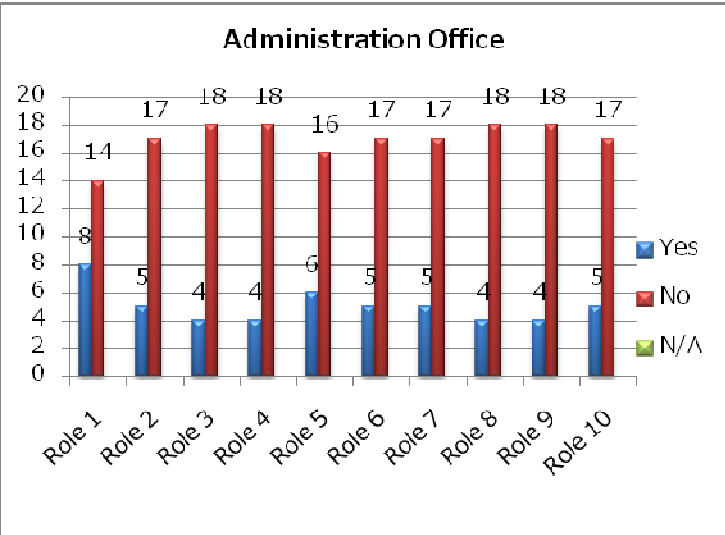
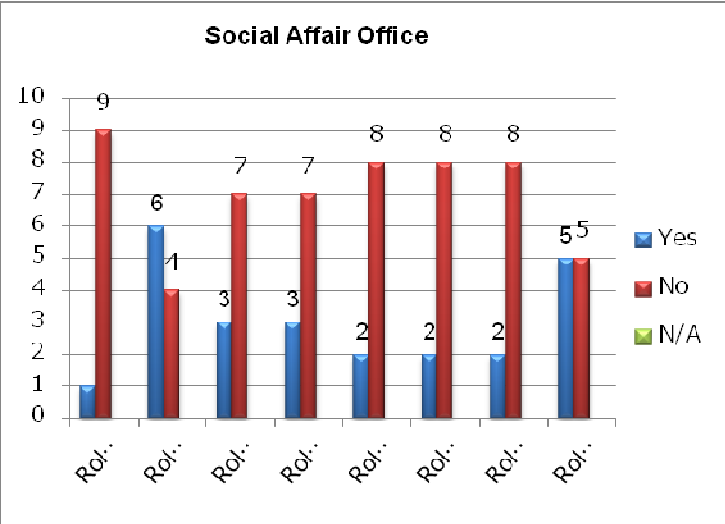
In summary, all the offices studied except P/MLAU have had few opportunity of training on their current roles stipulated in the Prakas, but they have had some training for their tasks that are not necessarily stipulated in the Prakas.

Figure 13: Training Experience on the Roles Stipulated in Prakas in Five Model P/MOs





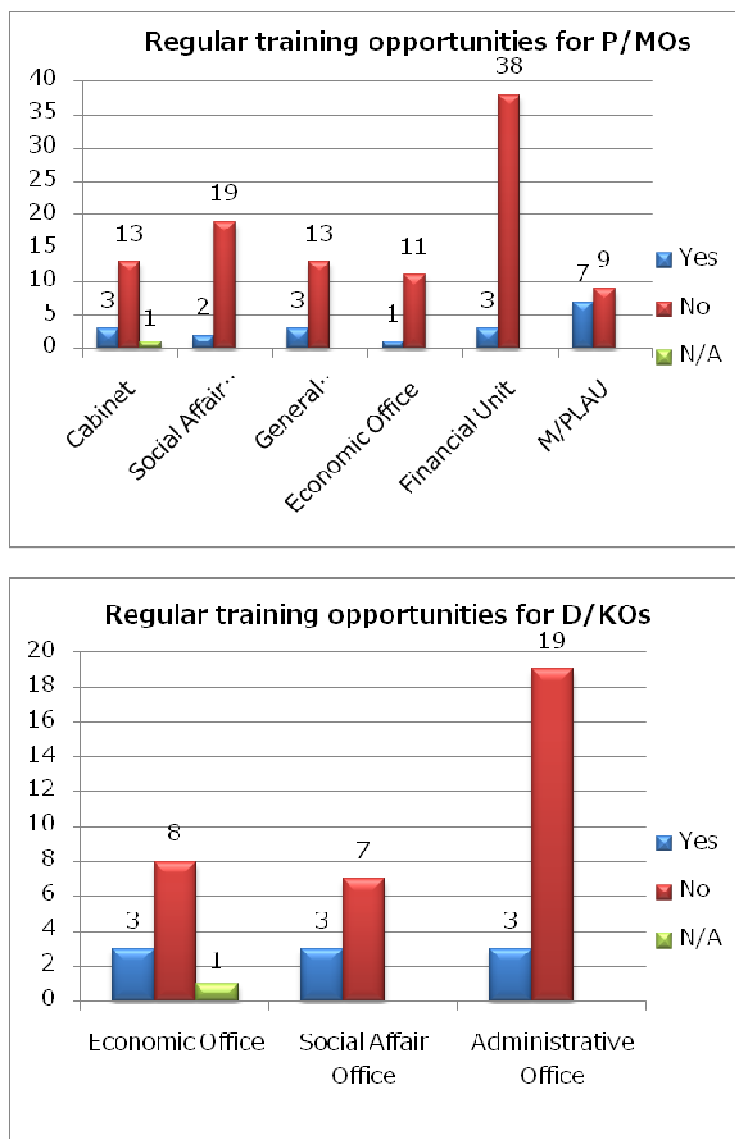
**Figure 14: Training Experience Related to Stipulated Roles in Prakas in Five Model D/KOs**



Question: Currently do you have any regular opportunity to participate in training courses related to your official tasks and roles in the office?

This question concerns training opportunities repeated regularly to update skills and knowledge related to office tasks. As Figure 15 shows, most respondents have not had any opportunity to participate in training courses on a regular basis to update knowledge on any of their official tasks and roles.

**Figure 15: Regular Training Opportunities for P/MOs and D/KOs**



In summary, the questionnaire survey on training at the five Model P/MOs and the five Model D/KOs revealed the following: (1) more than half the respondents have had training for their tasks in office; (2) they had less opportunity of training on their tasks stipulated in Prakas; and (3) most officials had not had regular opportunity to update skills and knowledge on their tasks and roles.

## **5.2. External organizations for HRD**

### **5.2.1. Royal School of Administration (RSA)**

#### **Background**

The Royal School of Administration (RSA) was established in 1956. Since then, its name has been changed four times over the transition of political regimes in Cambodia. RSA was re-established in 1995 under the Council of Ministers by Royal Decree NS/RKT/0495/040 on the Creation of RSA and Sub-Decree No.040 on the Status of RSA. Then, a new statute was enforced in 2004 by Sub-Decree No.083 ANK/BK on the Statute of the Royal School of Administration as a public administration institution, managed autonomously and under the technical supervision of the Office of the Council of Ministers and financial supervision of the Ministry of Economy and Finance.

#### **Mission**

RSA's mission is stipulated in Royal Decree on the creation of RSA NS/RKT/0495/040 – Article 2. It is to “recruit, train and improve the civil servants who intend to serve the public administration of the Kingdom of Cambodia.” RSA has been serving as a professional and vocational school for civil servants under Cadres A and B of RGC. It issues diplomas or certificates for those who successfully complete its programs.

#### **Target groups**

Eligible candidates for RSA students fall under two groups. The first is a target group for Continuing Education Programs. They are civil servants on active service in Cadre A (high-ranking administrative officials) and Cadre B (middle-ranking administrative officials). The conditions for, and the number of, candidates are defined in a circular letter from the Office of the Council of Ministers. Respective ministries and institutions select candidates for RSA.

The second is a group of civil servants who pass admission exams to RSA for Initial Training Programs. This group consists of two categories: (1) those who undertake training to be Cadre A after a university degree or equivalent diploma and no more than 30 years old; and (2) those who undertake training to be Cadre B with more than two years of higher education after baccalaureate and no more than 25 years old. Admission exams are open to graduate students and civil servants under certain conditions, and carried out by competitive oral and written exams. The exams cover general knowledge, public law, economics, international relations, languages and IT. An internal competitive examination is also open to civil servants under certain conditions.

#### **Current curriculum**

RSA has two regular training curricula: Continuing Education and Initial Training.

Continuing Education is for civil servants in Cadres A and B on active service to upgrade knowledge in public sector management. The course duration is one year, covering four main modules: (1) general knowledge; (2) public institution and public sector management; (3) judicial techniques; and (4) economics, finance and budget. Each module contains five to ten subjects, and each subject consists of 15 to 30 sessions. Each session is a 90-minute lecture. The modules cover such contemporary subjects as D&D, public sector reform and administrative reform.

Initial Training is divided into a two-year course and a one-year one. The former lasts 24 months with four periods, i.e., three periods of teaching and one period of internship. Both the first and second periods have lectures of approximately 400 hours in five months and 600 hours in seven months and both periods consist of four modules: (1) institutions and government management; (2) economics,

finance and budget; (3) legal techniques; and (4) international relations. Modules in each period have from two to 16 subjects in relevant fields and foreign languages (see Appendix 4 for details). The third period is for internships of eight months in total which is divided into the first four months and the second four months for two levels of destinations. The students categorized into three groups, namely, general administration, economics and finance, and diplomacy, are dispatched to relevant government offices including Cambodian Embassies abroad for the diplomacy students. During the fourth period of four months, the students defend their internship reports and seminar reports. They will also take the final examinations.

The one-year course lasts 12 months with four periods, i.e., three periods of teaching and one period of internship. The first and second periods have approximately 200 and 600 hours of lectures, respectively, and both periods consist of three modules: (1) institutions and government management; (2) economics, finance and budget; and; (3) legal techniques. Modules in each period have from three to 18 subjects in relevant fields and foreign languages (see ANNEX 6 for details). The third period is for internships of three months in total which is divided into the first 1.5 months in a central government office and the second 1.5 months in a territorial administration office. In the last two months of the fourth period, students prepare internship reports and seminar reports. They will also take the final examinations.

There is also a Lecture Series for Civil Servants with monthly lectures on D&D topics in cooperation with MOI, which is listed in the NCDD CB Plan 2008 with the support of the ARDP project by GTZ and French Cooperation. This lecture series started in March 2008. Ten lectures have been held for 250 participants in total including RSA students and the other additional participants from outside.

### Privileges and duties after graduation

RSA students are subject to specific duties after completion of their studies. Such requirements are described in the RSA Internal Rules. First, Article 28 of the RSA Internal Rules stipulates that at the end of Initial Training, students must commit themselves to civil service for a minimum period of seven years. Second, Articles 33 and 34 stipulate that appointments are based on students' standing at the end of Initial Training. The Office of the Council of Ministers determines the number of positions open to students in each ministry on the basis of ministries' request. Moreover, Initial Training students benefit from a number of privileges such as better chances for incentives and promotions than average officials. They also receive a diploma equivalent to a master's degree. Moreover, RSA studies are free of charge for trainees and students.

**Table 28: Legal Documents on Privileges after Completion of RSA**

Legal Documents	Category of alumni	Privilege/duty after graduation
RSA Internal Rules	Those who finish Continuing Education	Article 40, : - Trainees who obtain above-average grades will receive a certificate and are eligible for promotion. - Civil servants of cadre A and B on active service can be upgraded to a level higher level after certification.
	Those who finish Initial Training	Article 28: - Students who complete the Training shall work in the state services for at least seven years starting from the date of their nomination. Articles 33 and 34: - Appointments after completion are based on students' standing at the end of the course. On the basis of ministries' request, the Office of the Council of Ministers determines the number of positions open to students in each ministry.

Source : Royal School of Administration, *complementary interview with a management official*, May 2009

## Expense for study

The Office of the Council of Ministers provides students and trainees with salary and additional allowance from 100,000 to 300,000 Riels, depending on the curriculum enrolled.<sup>21</sup>

## Lecturers

Most lecturers for regular curricula of RSA are part-time ones from institutions outside RSA, i.e., ministries, royal universities, royal academies and abroad. Some high-ranking officials of GDLA often serve as lecturers on D&D reforms and local administration.

**Table 29: Background of Major Lecturers**

Affiliation of lecturer	Work status	Number
RSA proper	Permanent management members	3
From outside:	Part-Time to be procured according to needs	Depending on needs
1. High-Ranking Senior Officials from ministries		
2. Specialists in relevant fields from academia, public and private sectors		
3. Abroad		

Source : Royal School of Administration, *interview with a management official*, May 2009

## Alumni

Table 30 shows the total number of RSA alumni by curriculum from 2002 to 2008. During those years, RSA has produced 321 alumni in total, and 46 alumni or 22.4 percent come from MOI on average. In Continuing Education, MOI has 15 alumni of Cadre A, 24 alumni of Cadre B and 39 alumni in total on yearly average. In Initial Training, MOI has only two alumni for Cadre A, five for cadre B, and seven in total on yearly average.

It is important to assess whether, and to what extent, RSA fulfilled training needs of civil servants for local administration and D&D reforms if RSA were to provide training to local administration officials at MOI. Table 31 presents preliminary estimates.

First, the numbers of MOI civil servants including all P/MOs and D/KOs are 942 (Cadre A), 2,190 (Cadre B), and 2,288 (Cadre C). The numbers of RSA alumni of MOI civil servants in Continuing Education are 15 (Cadre A) and 24 (Cadre B) on annual average. Therefore, the training capacity of RSA corresponds to only 2 percent and 10 percent of the MOI civil servants in Cadres A and B, respectively. Cadres C and D are out of the target of RSA.

Second, the numbers of freshman MOI civil servants in the last three years are 238 (Cadre A), 300 (Cadre B), and 1,532 (Cadre C). The numbers of MOI civil servants who are RSA alumni of Initial Training are only 5 (Cadre A) and 29 (Cadre B). Therefore, the training capacity of RSA covers only 2 percent and 1 percent of the MOI freshmen in Cadres A and B, respectively. Cadres C and D are out of the target of the RSA.

The above estimates indicate that the capacity of the regular RSA training programs (Continuing Education and Initial Training) is too small to cover the training needs at MoI for local administration due to the vast number of civil servants from all levels and ranks and varying specific missions of the civil servants. Nonetheless, lately, RSA has been working on the creation and management of more flexible and specialized training programs to respond to specific needs and demands formulated by

<sup>21</sup> Royal School of Administration, *Individual interview with administration office and website* (<http://www.era-rsa.org/index.php?l=en&s=3>). Phnom Penh, July 2008



public institutions or ministries.

**Table 30: Number of RSA Alumni in the Past Seven Years**

Curriculum	Course	Rank	Belonging organs after completion of the course	Completed year							Total	Average /year	Rate of MOI
				2,002	2,003	2,004	2,005	2,006	2,007	2,008			
Continuing Education	1 year course	Cadre A	to MOI	11	16	13	13	18	19	16	106	15	
			to Other Ministry / Institution	67	70	47	50	83	87	93	497	71	17.6%
			Sub-Total	78	86	60	63	101	106	109	603	86	
		Cadre B	to MOI	26	24	18	19	29	28	23	167	24	
			Other Ministry/Institution	43	76	65	61	70	71	84	470	67	26.2%
			Sub-Total	69	100	83	80	99	99	107	637	91	
Initial Training	2 years course	Cadre A	to MOI			6			5		11	2	
			to Other Ministry / Institution			24			29		53	8	17.2%
			Sub-Total			30			34		64	9	
	1 year course	Cadre B	to MOI		8			12		17	37	5	
			to Other Ministry / Institution		22			35		33	90	13	29.1%
			Sub-Total		30			47		50	127	18	
Total			to MOI	37	48	37	32	59	52	56	321	46	
			to Other Ministry / Institution	110	168	136	111	188	187	210	1,110	159	22.4%
			Total	147	216	173	143	247	239	266	1,431	204	

Source: Royal School of Administration, *individually provided data for PILAC Research Team*, October 2008

**Table 31: Capacity of RSA to Train MOI Civil Servants**

Number of Civil Servants			
1	Servants on service	Cadre A	942
		Cadre B	2,190
		Cadre C	2,288
2	RSA Alumni in Continuing Education	Cadre A/year	15
		Cadre B/year	24
		Cadre C/year	Out of RSA target
2/1	RSA's annual capacity to train servants on active service	For Cadre A	2%
		For Cadre B	1%
		For Cadre C	0%
3	Freshmen in MOI	Cadre A 2006-2008	238
		Cadre B 2006-2008	300
		Cadre C 2006-2008	1,532
4	RSA Alumni in Initial Training	Cadre A 2006-2008	5
		Cadre B 2006-2008	29
		Cadre C 2006-2008	Out of RSA target
4/3	RSA's capacity to freshmen	For Cadre A	2%
		For Cadre B	10%
		For Cadre C	0%

Note: Civil servants above include those of all MOI.

Source: Royal School of Administration, *Individual Provided data for PILAC Research Team*, October 2008. Ministry of Interior, *Monthly Salary Payroll Record in 2007*.

## Facilities and equipment

RSA appears to have proper facilities through a series of renovations and restorations in recent years with the support of French Cooperation (see Table 32). It has its own three-story building adjacent to the Royal School for Judicial Professions near the MOI headquarters.

**Table 32: Facilities of RSA**

Type of Facility	Seating Capacity	Number	Equipments
Conference room	300	1	Desks, blackboards, projector
Medium lecture room	60	1	Desks, blackboards, projector
Small lecture room	50	5	Desks, blackboards
Classroom	35	1	Desks, blackboards
Discussion room	15	7	Desks, blackboards
Language laboratory	30	1	Language training equipments
Library	30	1	8,600 books
IT room	30	1	It desks, 30 desktop PCs

Source: PILAC Research Team, *site visits and interviews with person in charge*, July 2008

## **5.2.2. The Economics and Finance Institute (EFI)**

### **Background**

EFI was established in 1997 as the official training center in economics and fiscal management under general supervision of the Ministry of Economy and Finance (MEF) of RGC. It was established by Sub-Decree No.20 (1997) on the Economics and Finance Institute.

### **Mission**

The Sub-Decree No.20 stipulates the following missions of EFI: (1) contribute to the building up of the human resource capacity of Cambodia's public sector through training focused on public finance, public management and economics, with emphasis on policy and its applications; (2) develop and implement a program of applied research that stresses the key requirements for improvement of economic and financial policy making and management of Cambodia; and (3) enhance the information technology capabilities of the Royal Government of Cambodia by establishing a strong IT training program as a center of an IT-based information network.

### **Target group**

EFI has two main programs: Non-Degree Programs and Degree Programs. Non-Degree Programs aim to train officials of RGC on actual service concerning tasks related to economy and financial subjects. The trainees are selected and dispatched by ministries and agencies that include MOI. Degree Programs admit students through exams that are open to the public, including government officials. The eligibility of applicants to Degree Programs follows the rules of universities and post graduate schools in Cambodia.

### **Training curriculum**

Non-Degree Programs consist of four main programs, namely Short Term Training Program, Long Term Training Program, Training Abroad, and Workshop and Seminars.

**Short-Term Training Program.** This is designed to train civil servants with professional skills and knowledge as technocrats on finance and economy. In the duration of one to three months, the following eight subjects are taught: (1) general knowledge; (2) accounting; (3) law; (4) professional English; (5) economic statistics and mathematics; (6) public finance; (7) economic management; and (8) IT skills.

**Long-Term Training Course.** This course aims to train qualified professionals of administrators, technical staff members, trainers and researchers with a one-year training period. Nine subjects are taught in this Course, covering the topics similar to those in the Short-Term Training Course, and

policies and international economics (see Table 33).

**Training Abroad.** This is a collection of the programs supported by Development Partners such as the ADB and the World Bank. This training consists of six modules, among which the following two are offered by the Faculty of Economics at the University of the Philippines: (1) public expenditure management and good governance; and (2) special topics on public finance.

**Degree Program.** Compared with the curricula of RSA, Degree Programs present a unique feature of the curriculum of EFI. Degree Programs consists of three courses, for which three academic degrees are offered: Master in Business Administration (MBA); Bachelor in Finance and Accounting; and Associate Degree in Finance and Accounting. The MBA course collaborates with Charles Stuart University (CSU) in Australia. The Bachelor and Associate degrees in Finance and Accounting have been authorized by Prakas No.702 (2004).

EFI worked closely with RSA under the Economic and Public Sector Capacity Building Project supported by the World Bank from 2002 to 2007. They cooperated and shared subjects in a few specific areas such as financial management, leadership and organizational management, policy development and implementation, governance and public administration, and poverty analysis.

RSA and EFI complement each other in training officials for RGC. RSA promotes elite administration officials, whereas EFI trains technocrats specializing in economic and financial management.

**Table 33: Curriculum of EFI**

Programs	Curriculum	Target Trainee Group	Purpose of Course	Duration	Subject in Course	Total Credit	Privilege after Graduation	Shareholder to Dispatch Trainees
Non Degree Program	Short term	Government Officials	Produce a number of bureaucrats, technocrats, and other staff members that are necessary for the government to efficiently and effectively carry out tasks	1 to 3 months	1. General Knowledge 2. Accounting 3. Law 4. Professional English 5. Economic Statistics and Mathematics 6. Public Finance 7. Economic Management 8. IT skills	No Credit Required	Returning to Belonging Organizations	N/A
	Long term	Government Officials	Prepare a corps of qualified and efficient future administrators, technical staff members, trainers, researchers, etc.	1 year	1. Public Finance Management 2. Economic Management 3. Financial System and Policy 4. International Economics and Finance 5. Technology Skills 6. Taxation and Tax Policy 7. Local and ASEAN Customs 8. International Accounting Standard and Applications 9. International and Regional Integration			
	Training Abroad	Government Officials	Build up capacity	24 class-hours  Modules 1-4 will take place at EFI, and 5-6 will be at Faculty of Economics, Philippines  Note: EFI worked with Faculty of Economics, U. of Philippines in 2003	1. Microeconomics and Applications to Public Governance 2. Macroeconomics and Applications to Public Governance 3. Quantitative Methods of Analysis 4. Project Evaluation  5. Public Expenditure Management and Good Governance 6. Special Topic and Public Finance			ADB, WB etc.
	Workshops and Seminars							
Degree Program	Associate Degree in Finance and Accounting	Open	Tuition-Fee base	2 year	1. Financial Accounting 2. Financial Statement Analysis 3. Computerized Accounting 4. Financial Management 5. Applied Microeconomics 6. Applied Macroeconomics 7. Financial Institution and Stock market 8. Public Finance	N/A	Receive Academic Degree	N/A
	Bachelor Degree in Finance and Accounting	Open	Tuition-Fee base	4 years	1. Public Finance 2. Accounting 3. Taxation 4. Fiscal and Monetary Policy 5. International Trade 6. International Economics 7. Strategic Management 8. Marketing and International Business 9. International Finance etc	Minimum 153		
	Master Degree in Business Administration	Open	Tuition-Fee base	2 years	Collaborate with the Charles Stuart University (CSU) in Australia	Minimum 54		

Sources: Royal Government of Cambodia, Economics and Finance Institute (EFI) Ministry of Economy and Finance, *About the Economics and Finance Institute*, Phnom Penh

### Privileges after graduation

Prakas No.20 (2002) and No.702 (2004) stipulate that EFI is privileged to offer students who have successfully completed Degree Programs with relevant degrees (Table 34). However, unlike graduates of RSA, neither Prakas on EFI specifies any privileges when the graduates return to their affiliated organizations. However, inferring from the fact that many governmental officials have been designated to study in EFI under the official orders, the record of their achievement in EFI is likely to provide information in favor of their appointment and promotion in respective organizations.

**Table 34: Legal Documents about Privileges after Finishing EFI**

Legal Documents	Title	Privilege/Duty After Graduation
Sub-Decree No.20 dated March 2002 on the Annex of the Institute of Economics and Finance as a Sub-Budget Unit	Article 1:	The Institute is privileged to provide short-, medium-, and long-term courses related to economics and finance and provide Associate, Bachelor and Master Degree as tuition fee-based degree.
Prakas No.702 dated July 2004 on the Recognition of Training at the Institute of Economics and Finance	Articles 1 and 5	Students who successfully graduate will receive academic decree; - Associate Degree - Bachelor Degree - Master Degree

## Lecturers

At present, 33 lecturers are registered with EFI (Table 35). Among those, 16 specialize in economics, 11 in business administration, two in public policy and one each in law, accounting, IT and English. 30 out of 33 lecturers hold Ph.D. or Masters. The lecturers in economics are headed by the Secretary General of MEF.

A point to note is that, although most lecturers are experts in economics or financial management (27 among 33 lecturers hold expertise in economics and business administration), EFI also have six lecturers who hold advanced degrees in other fields. This indicates that EFI also aims to strengthen knowledge and skills of RGC officials in public administration and related technical skills such as IT and English.

**Table 35: Lecturers Registered at the EFI**

Specialties	Degrees held	Number	Total Number by Specialty
Economics	Ph.D.	9	16
	Master	5	
	Bachelor	2	
Business Administration	Ph.D.	2	11
	MBA	9	
Public Policy	Master	2	2
Law	Ph.D.	1	1
Accounting	Diploma	1	1
IT	Master	1	1
English Literature	Master	1	1
Total		33	33

Source: Economics and Financial Institute, *Individual interview with administration office*, July 2008

## Alumni

Table 36 summarizes the number of the EFI alumni of the Short-Term Training Courses in Non Degree Programs. 12,907 trainees in total have finished the courses from 2003 to 2008 (the number of trainees is around 2,200 per year).

MOI sent only 26 officials to the Short Term Courses of EFI in 2003-2008. This number is even fewer than those dispatched to RSA. They participated in one-day courses on fiscal decentralization and capital expenditure decision programmed under Public Financial Management Reform Program supported by the World Bank.

**Table 36: Number of EFI Alumni in the Past Six Years**

Program	Course name		Affiliation	2003	2004	2005	2006	2007	2008	Total
Non-Degree Program	Short-Term Training Courses	1) Fiscal Decentralization 2) Capital Expenditure Decision	MOI	6	8	4	4	4	0	26
		All	Others	2,000	1,800	2,050	2,600	2,500	1,957	12,907
	WS & Seminars		N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A
	Long-Term Training Courses		N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A
	Degree Program	Master (MBA)		N.A	N.A	N.A	N.A	N.A	N.A	N.A
Bachelor (BBA)		N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A	
Associate Degree (A&F)		N.A	N.A	N.A	N.A	N.A	N.A	N.A	N.A	

Source: Director of Economics and Finance Institute, *provided data*, July 2008.

## Infrastructure

EFI owns a three-story building located in the compound of the MEF headquarters. The facility houses 13 lecture rooms, IT rooms with personal computers donated by a Korean firm, self-learning language laboratory, and the library with 5,000 books donated mainly by ADB and the World Bank.

**Table 37: Main Facilities of EFI**

Type of facility	Seating capacity	Number	Equipments
Big lecture room	150	1	Desks, Blackboards, Projector
Medium lecture room	40	2	Desks, Blackboards
Lecture room	50	10	Desks, Blackboards
Library	20	1	5,000 books
IT room	30	1	IT desks, 30 Desktop PCs
Self-learning Language Laboratory	10	1	10 listening posts, 2 multimedia centers and a number of software packages dealing with Economic Management, Public Finance and Technology

Source: PILAC Research Team, *Site visiting and interviews with person in charge*, July 2008

## 6. Assistance of Development Partners for HRD

### 6.1. NCDD Capacity Building Plan

The NCDD Capacity Building Plan (NCDD CB Plan) is the official document on HRD for D&D reforms. The CB Plan is prepared based on the results of Training Needs Assessments conducted for the target groups concerned, including C/S councilors, C/S clerks, C/S administration assistants, DFT, PFT, PLAU and LAA of PSDD in 32 communes under eight target provinces. Development Partners (DPs) for D&D provide technical and financial support for the formulation of the CB Plan through official consultations.

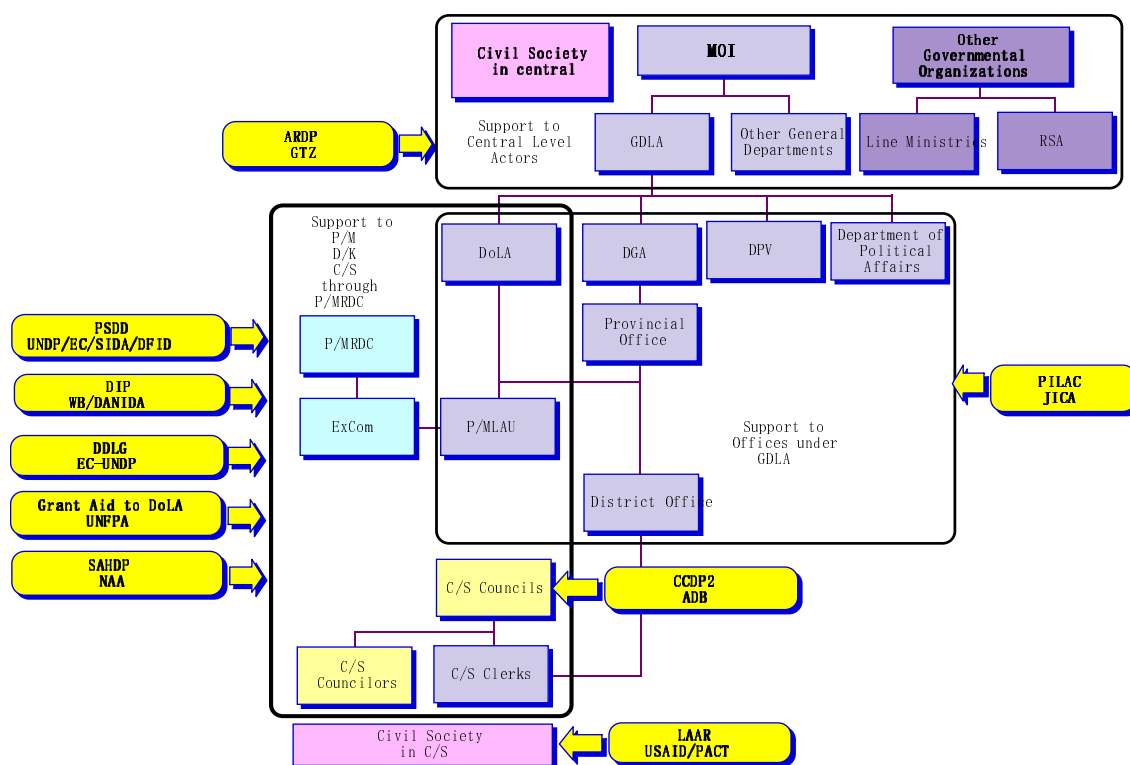
In the CB Plan in 2008, the following DP-supported projects are listed: (1) PSDD by UNDP/EC/SIDA/DfID; (2)CCDP2 by ADB; (3) SAHDP by NAA; (4) DIP by DANIDA/WB; (5) DDLG by EC/UNDP; (6) AWDP by GTZ; (7) a grant aid by UNFPA; and (8) PILAC by JICA. The amount of DP assistance totaled around USD 1.7 million in 2008. The CB Plan refers to 35 subjects of HRD activities in three types: (1) training; (2) workshops, meetings and sharing experiences; and (3) public awareness such as local forums and newsletters.

## Target groups of DP-supported programs/projects

Figure 16 shows the target groups of DP-supported programs and projects under the NCDD CB Plan 2008 (see also Table 38 for brief descriptions of programs and projects). Their target groups are categorized into four groups: (1) government organizations and civil society at the national level supported by ARDP; (2) C/S councils and the organizations to support C/S councils such as DoLA, M/PLAU under P/MO, P/MRDC/ExCom and PFT/DFT supported by PSDD, DIP, DDLG, UNFPA and SAHDP; (3) civil servants under GDLA such as DoLA and P/MLAU supported by PILAC; and (4) civil society at C/S level supported by LAAR.

A few points can be observed. First, most DP-supported programs and projects have been primarily targeting C/S councils since their establishment in 2001. This has been reasonable because C/S councils needed intensive support to ensure that C/S councils become operational and deliver public services effectively and efficiently. Second, DP support has been putting much less priority on P/MOs and D/KOs until recently. This perhaps reflects the absence of organic laws that stipulate the roles and functions of provincial/municipal and district/khan administration until recently. The promulgation of the organic laws in 2008, however, clearly indicates the increased need of HRD support for provincial and district councils to be established in May 2009. PILAC has already started training on local administration of the GDLA headquarters and M/POs in 2007 (see Section 6.2 for details on PILAC activities).

**Figure 16: Target Groups of DP Support under NCDD CB Plan 2008**



Source: prepared from: Royal Government of Cambodia, *NCDD Capacity Building Plan for 2008*, Phnom Penh.

**Table 38: DP-Supported Programs/Projects under NCDD CB Plan 2008**

Name of DP	Project Name	Target Groups on HRD	Target Area	Main Activity & Inputs
ADB	CCDP2	C/S councils	Nationwide	1) CB of C/S councils 2) Provide Materials & Infrastructure
EC-UNDP	DDLG	C/S councils	Nationwide	1) CB of C/S Councils 2) Social investment in C/S
GTZ	ARDP	1) Civil servants 2) Civil society	Central-level government institutes	CB by Seminar, Training & workshops
JICA	PILAC	Officials under GDLA in MOI	1) GDLA in Phnom Penh 2) Selected Model 5 provinces with Districts 3) All the provinces for top officials	CB on D&D subjects
UNDP/EC/SI DA/DFID	PSDD	1) Commune/Sangkat 2) Province/Municipality 3) District/Khan through ExCom	Nationwide	1) CB of local administration
UNFPA	Grant Aid to DoLA	1) DoLA in MOI 2) P/MLAU 3) Commune Councils	1) MOI Headquarters 2) 201 Communes in 8 provinces	Provides fund for CB activity on repro-health & gender issue.
USAID/PACT	LAAR	1) Commune/ Sangkat 2) Civil society in C/S	8 provinces for 356 Communes	1) CB 2) Small-scale investments
WB (IDA)/MDTF	Grant aid for MBPI	Counterpart civil servants on D&D Project	Central government	Salary Incentive for performance
WB/DANIDA	DIP	Selected District/Khan	24 Provinces/Municipalities for 24 Districts/Khans	1) CB 2) Investment of infrastructure

Source: prepared from: Royal Government of Cambodia, *NCDD Capacity Building Plan for 2008*, Phnom Penh.

### **Distribution of HRD outputs**

Figure 17 shows the HRD outputs (i.e., the number of subjects, the number of trainees and budgets) according to the target groups indicated in the NCDD-CB Plan 2008 (see Table 39 for details). The following points can be observed.

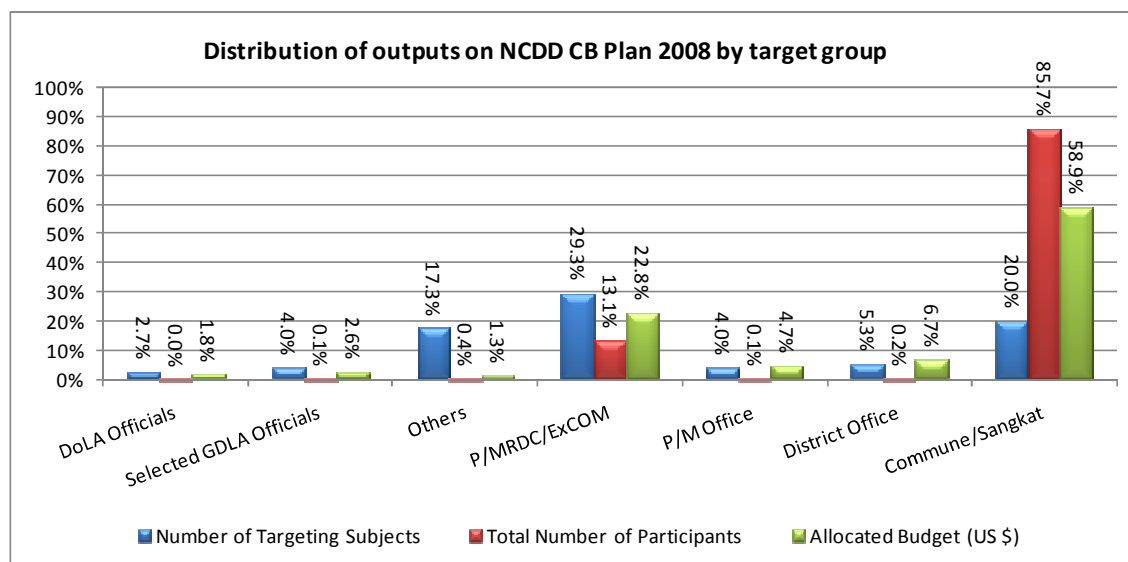
First, the HRD outputs concentrate on the group of C/S councils and C/S support system (namely DoLA officials, PRDC/ExCom member officials and C/S councilors). This group receives 52% of the total subjects, 99% of the total number of trainees, and 84% of the total budget under the NCDD-CB Plan 2008.

By contrast, the HRD outputs are provided, to a significantly less extent, for another target group of local administration, i.e., GDLA officials at the national level, governors and deputy governors and chief-level officials in P/MOs, and officials at D/KOs. This group receives only 16% of the subjects, 0.4% of the participants, and 14% of the budget.

It should be noted that the first group consists of only 34% of the total civil servants under GDLA, whereas the second comprises a majority of 66% (Table 6).



**Figure 17: Distribution of Outputs on NCDD CB Plan by Target Group**



Source: prepared from: Royal Government of Cambodia, *NCDD Capacity Building Plan for 2008*, Phnom Penh

**Table 39: Distribution of Outputs on NCDD CP Plan by Target Group**

Type of Activities	Level	National level					Province/Municipality level		District/Khan level	Commune/Sangk at level		
		MOI Headquarters		Others		Sub-Total	P/MRDC/ExCOM	P/M Office	District Office			
Training & Workshops	Target Group as Participants of HRD activity	(1) DoLA officials	(2) Selected GDLA officials	(3) Senior Government Officials in the other Ministries	(4) Selected RSA students	(5) Civil Society	(3)+(4)+(5)	(6) 1) PLAU staff 2) ExCom staff; PFT, DFT, Unit chiefs & others	(7) 1) All P/M Governors & Deputy governors, 2) Chief & Vice Chief of Statistic & Civil Registration office	(8) 1) District Governors in 7 Provinces 2) Selected District Officials In 5 Provinces 3) GAO Officials	(9) 1) All C/S councilors 2) C/S Clerks 3) Commune Chiefs	Total
	Targeting Subjects	2	3	1	11	1	13	22	3	4	15	75
	Total Number of Participants	2.67%	4.00%	1.33%	14.67%	1.33%	17.33%	29.33%	4.00%	5.33%	20.00%	100.00%
	Allocated budgets (US \$)	180	610	125	1,000	1,000	2,125	68,919	562	820	452,594	527,935
		0.03%	0.12%	0.02%	0.19%	0.19%	0.40%	13.05%	0.11%	0.16%	85.73%	100.00%
Public Awareness		30,016	43,330	12,000	5,000	5,000	22,000	386,134	79,236	112,636	886,250	1,693,392
		0	0	0	0	0	0	0	0	0	111,790	1,693,392
		1.8%	2.6%	0.7%	0.3%	0.3%	1.30%	22.8%	4.7%	6.7%	58.9%	100.0%

Source: prepared from: Royal Government of Cambodia, *NCDD Capacity Building Plan for 2008*, Phnom Penh

## 6.2. Goals and achievements of PILAC

Since its commencement in February 2007, PILAC has been supporting capacity development of civil servants under GDLA through the provision of training on D&D subjects and local administration, training of trainers, and training management. This section provides an overview of PILAC and its achievements in training provision as of September 2008.

### Target Groups

The main target groups of PILAC are officials in charge of local administration categorized in the following five groups:

- (1) Top officials of P/MOs in all provinces and municipalities, including governors, deputy governors, directors, and deputy directors;
- (2) Officials of GDLA headquarters and mid-level officials of five Model P/MOs and D/KOs;
- (3) GDLA Task Force (ten selected GDLA officials) in charge of training management;

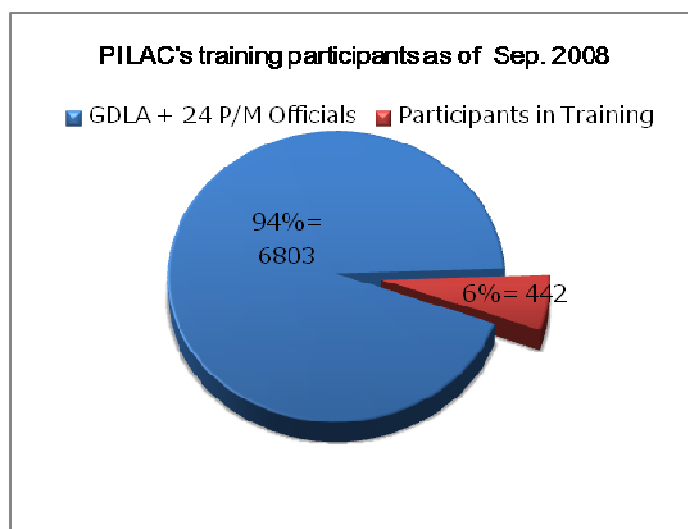
- (4) Core Trainers selected from GDLA headquarters and five Model P/MOs; and
- (5) Provincial/Municipal Trainers selected from five Model P/MOs to provide training for civil servants of their P/MOs and D/KOs.

The following analysis is based on two sources of data: (i) data collected from the participants in PILAC training activities as of September 2008; and (ii) payroll of civil servants under GDLA in 2007.

### Coverage by area

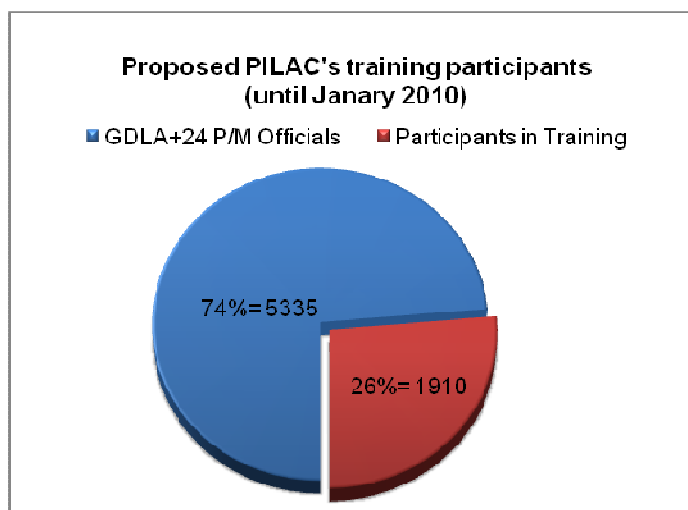
In three years of project duration, PILAC aims to train around 1,560 officials, which is about 26% of the total civil servants under MOI. As of September 2008, PILAC trained 6% of civil servants under GDLA and 24 P/MOs (Figure 18). The training activities will be scaled up toward late 2008 to 2009 using a cascade training system developed in the first half of the project. PILAC trained from 2% to 9% of officials at the five Model P/MOs, and 61% of officials at GDLA headquarters (see Figure 19). This difference is due to the fact that the total number of GDLA officials is much smaller than those of P/MOs, and the strategic approach in which officials at GDLA headquarters are trained first and selected groups of them will roll out training to P/MOs as training managers and core trainers.<sup>22</sup>

**Figure 18: PILAC's Training Participants**



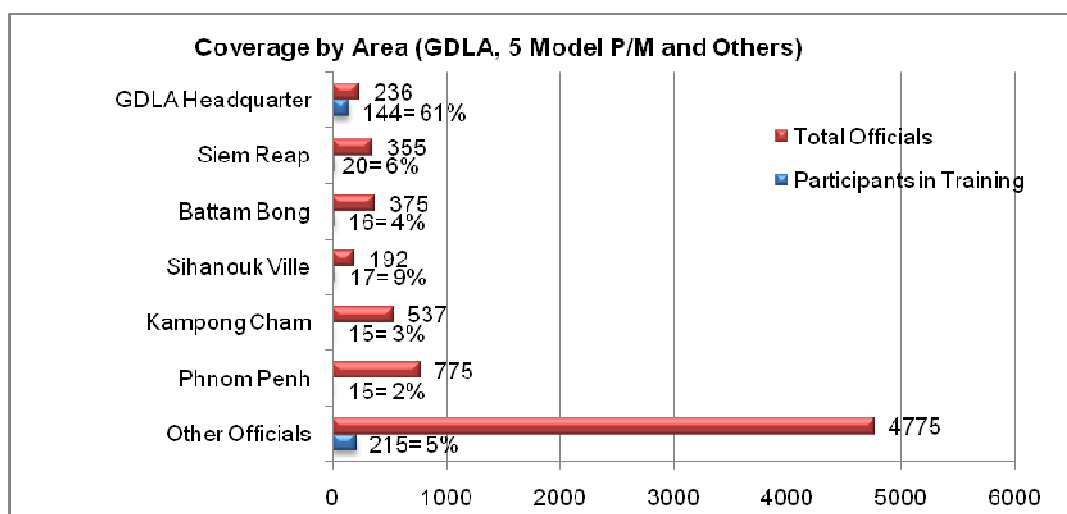
Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Monthly Salary Payroll Record in 2007*, and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

<sup>22</sup> It should be noted that, as of January 2009, PILAC plans to modify its target group to support post-election training under the Preliminary Implementation Framework in the D&D reform. The modified target group will include newly elected capital and provincial councilors in addition to provincial governors and deputy governors, senior officials of all provinces and municipalities, and district officials of five Model Provinces. As a result, the original target to train 1,560 civil servants will be modified accordingly.



Source: prepared from: PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

**Figure 19: PILAC's Training Participants by Area**

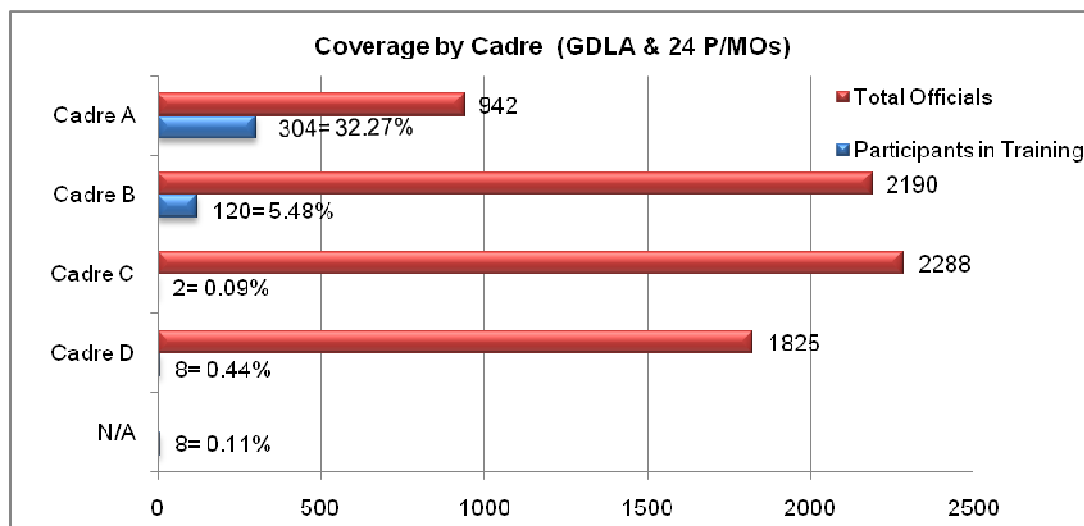


Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

### Coverage by Cadre

Figure 20 presents the coverage of PILAC training by cadre. According to the data, PILAC has trained about 33% of Cadre A officials under GDLA and 24 P/MOs, followed by 5.5% of Cadre B. This reflects the approach of PILAC in which training of senior officials under Cadres A and B be offered first as the priority, then the training would be expanded to other Cadres in the future.

**Figure 20: PILAC's Training Participants by Cadre**

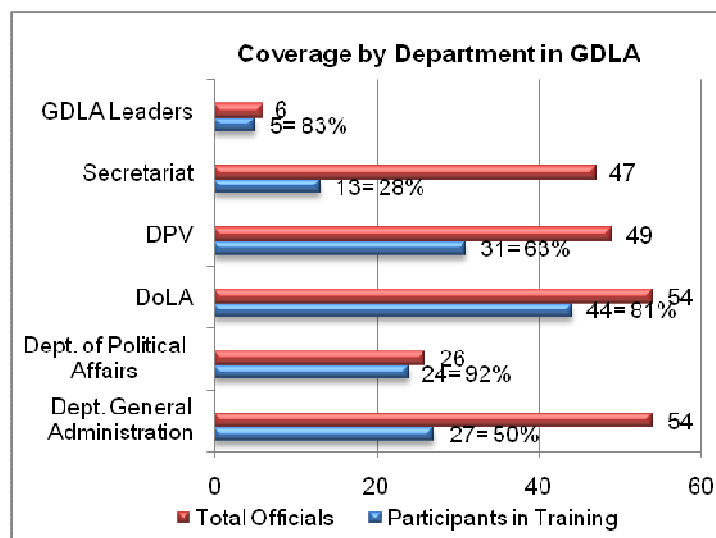


Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

### Coverage by Department in GDLA

PILAC has trained 61% of GDLA officials as of September 2008. Among the four Departments of GDLA, the participation rate was the highest at the Department of Political Affairs (92%), followed by DOLA (81%), DPV (63%) and DGA (50%) (Figure 21).

**Figure 21: PILAC's Training Participants by Department**

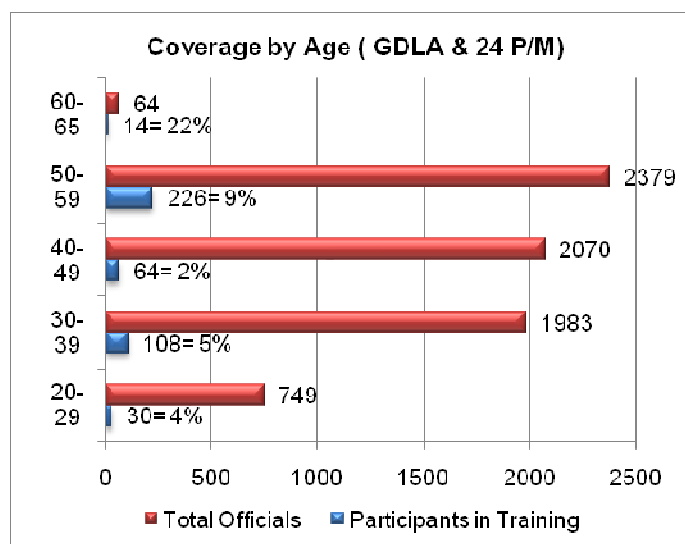


Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Monthly Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

## Coverage by age

Reflecting PILAC's approach to start training of senior officials as the first priority, the rates of participation in PILAC training are higher among the older age groups. The rate of participation in the age group 50-59 is 9%, which is followed by 4% in the group 30-39 and 4% in the group 20-29 (Figure 22). For example, the main participants of Top Management Seminars are provincial governors and deputy governors, many of whom are their 50s. This contrasts with officials of GDLA headquarters whose majority are those in their 30s. It is important that training activities initiated by the support of PILAC should be expanded to train younger generations in the future.

**Figure 22: PILAC's Training Participants by Age**



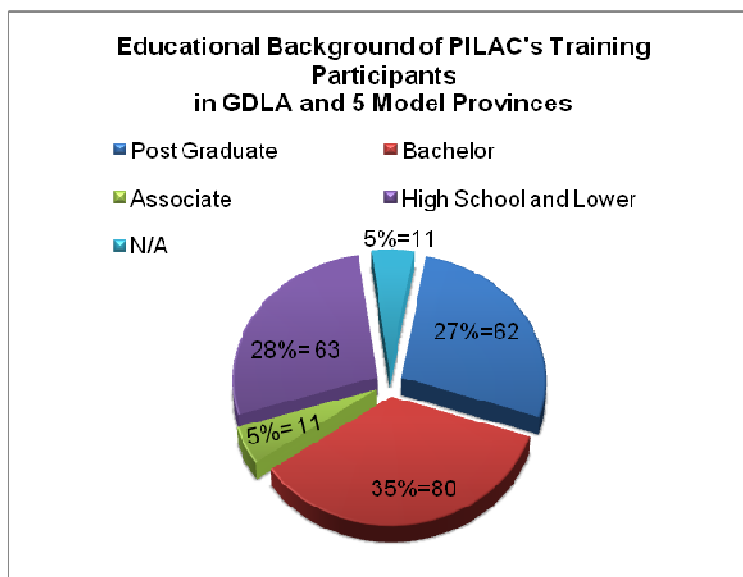
Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Monthly Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

## Coverage on educational background

Figure 23 shows the rate of participation by educational background in PILAC training. According to the data, 27% of the participants hold postgraduate degrees and 35% of them bachelor degrees, amounting to 62% with university degrees. This contrasts with the result of a questionnaire survey conducted by PILAC in which officials were randomly selected from the P/MOs and D/KOs in five Model Provinces and Municipalities, and revealed that much lower proportions of officials hold university degrees than the participants for PILAC training (Figure 24 and Figure 25).

The reason for the relatively high education background of participants in PILAC training could be the selection of the participants from senior officials who hold positions higher than Office Chiefs in P/MOs and Deputy Governor in D/KOs. It is necessary to conduct a further study on human resources for local administration at MOI.

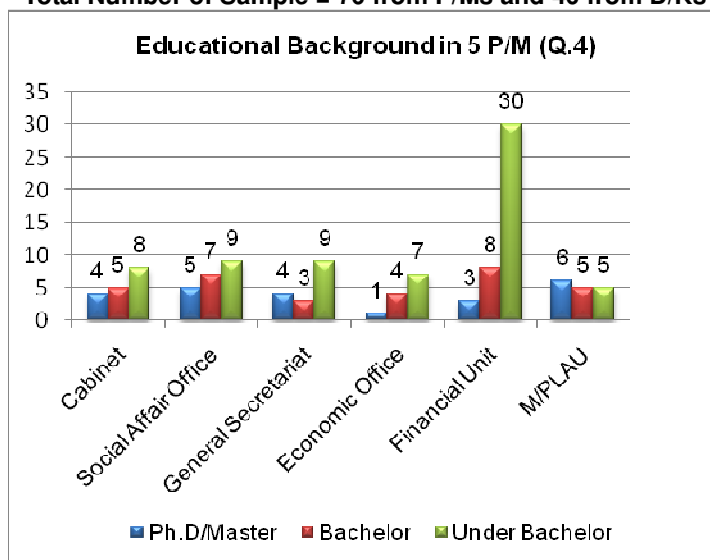
**Figure 23: PILAC's Training Participants by Educational Background**



Source: prepared from: PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

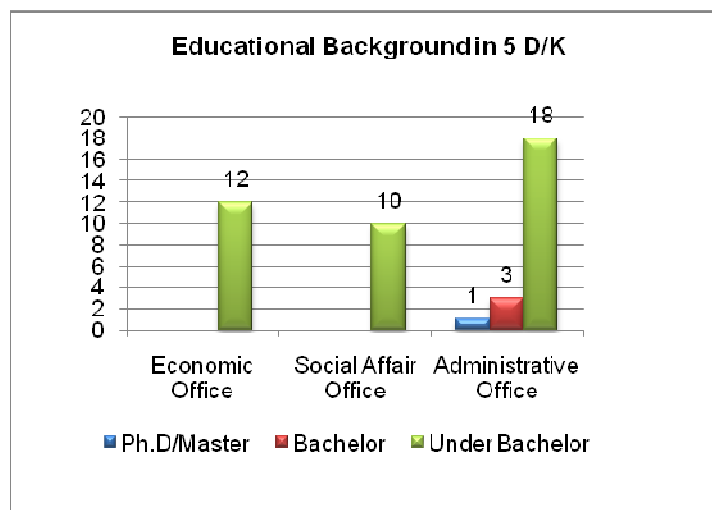
**Figure 24: Educational Background of Civil Servants in Five Province/Municipality Offices**

Total Number of Sample = 70 from P/Ms and 40 from D/Ks



Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

**Figure 25: Educational Background of Civil Servants in Five District/Khan Offices**



Source: prepared from: Royal Government of Cambodia, *Ministry of Interior, Salary Payroll List for 2007* and PILAC training team, *Background data of the participants*, Phnom Penh. June 2008.

## **7. Conclusions**

The main objectives of this study were to: (1) review the overall structure of the current local administration system; (2) identify key characteristics of current human resources for local administration; (3) assess the structure, composition and performance of the current human resources development (HRD) system for local administration; and (4) identify key issues for improvement in the HRD system in the process of D&D reforms.

In this concluding chapter, the main findings of this study on the objectives (1), (2) and (3) are summarized, and some recommendations are offered to address the key issues in the objective (4).

### **(1) Overall structure of local administration**

Under the current institutional arrangements, the General Department of Local Administration (GDLA) at the Ministry of Interior (MOI) is the highest authority for local administration, with a mandate to administer four Departments, Provincial/Municipal Offices (P/MOs), District/Khan Offices (D/KOs), and Commune/Sangkat Offices (C/SOs) of the entire nation. After the election and establishment of Commune/Sangkat Councils (C/S Councils) in 2001, GDLA supports C/S Councils through the Department of Local Administration (DOLA), P/MOs, and D/KOs.

In addition to the above institutions, the Provincial/Municipal Rural Development Committee (P/MRDC) and the Executive Committee (ExCom) have been created in each province and municipality in 2002. P/MRDC and ExCom are inter-departmental committees in each province and municipality to coordinate and execute C/S development within their jurisdictions. The Provincial/Municipal Local Administration Units (P/MLAU) under P/MOs supervise Local Administration Units (LAU) under ExCom to support C/S Councils and facilitate communication between C/S Councils and P/MOs.

### **(2) Characteristics of human resources for local administration**

This study revealed some notable characteristics of current human resources for local administration.

First, only a small fraction of civil servants under GDLA are involved in P/MRDC and ExCom. According to the latest available data, only 792 or 10% of officials at P/MOs and D/KOs are involved in P/MRDC and ExCom. Even after adding commune clerks and DOLA officials at the GDLA headquarters who support C/S development, those involved are 2,467 or 34% of the total civil servants under GDLA (7,245). The remaining 4,778 or 66% of the GDLA officials are not involved in P/MRDC, ExCom or C/S development.

Second, current human resources for local administration consist of a relatively large number of managers. Among civil servants under GDLA who are classified in Cadres A, B, C or D, those in Cadres A and B comprise 3,132 or 43% of civil servants under GDLA. This implies that human resources for many offices and units under GDLA typically consist of a large number of managers who supervise a relatively fewer subordinates who are actually the main workforce of day-to-day activities.

Finally, current human resources for local administration are relatively old. Among 7,245 civil servants in total under GDLA, 2,379 or 22% of the civil servants fall under the age group 50-59. Those under the age group 40-65 add up to 4,822 or 66% of the total civil servants under GDLA. The relatively old human resources could be one of the causes of the management-heavy structure discussed earlier. The age distribution of civil servants for local administration contrasts sharply with that of the relatively young population of this nation. Recent recruitment since 2006 has been adding relatively young generations of local administration officials to MOI. However, it will take several years until old generation of officials have retired and opened up positions for new recruitment.



### **(3) Human resources development (HRD) system**

***Institutional arrangements for HRD under GDLA.*** The Department of Personnel and Vocational Training (DPV) and the Department of Local Administration (DoLA) are responsible for HRD of civil servants for local administration. DPV has been responsible since 1994 for providing training for all civil servants of MOI, whereas DoLA has been responsible for capacity building to support C/S Councils and decentralization since 2001.

***HRD activities of DPV.*** DPV has conducted nationwide training under the United Nations Transitional Authority in Cambodia (UNTAC) in 1993. However, despite its broad mandate on HRD, DPV re-started its HRD activity only recently in 2008 by the launch of a training course for freshmen civil servants who joined MOI in 2006 and 2007. DPV put together the curriculum and materials for the training course, and delegated all P/MOs to implement it. It should be noted that this training was conducted solely by human and financial resources of GDLA without any assistance of Development Partners (DPs). This initiative clearly indicates MOI's enhanced commitment to HRD for local administration.

***HRD activities of DoLA.*** Most of the HRD for local administration have been supported by DPs, with only a few exceptions such as the freshman training course mentioned earlier. DoLA coordinates and implements HRD of C/S councils supported by Development Partners (DPs).

DoLA prepares the NCDD Capacity Development Plan (NCDD CB Plan) every year which compiles HRD activities under NCDD mostly supported by DPs. In the NCDD CB Plan 2008, most projects include training of civil servants under GDLA to support final beneficiaries of the respective projects. A large part of training concentrate on support for C/S development, and the target groups of the training are primarily C/S Councils, commune clerks, P/MRDC, ExCom and DoLA. By contrast, training activities for civil servants at P/MOs and D/KOs are relatively limited, except for those who are involved in P/MRDC and ExCom.

***HRD activities of P/MOs and D/KOs.*** Under the current laws and regulations, responsibilities of HRD are not clearly assigned to P/MOs or D/KOs. However, the Office of Personnel under the Cabinet of the P/M Office disseminates legal frameworks. The General Administration Office under D/KOs also sometimes coordinates training courses, although this is not stipulated in their roles and responsibilities.

***HR information system.*** There is a wide scope for improvement in the management of HR information at DPV. For example, key personnel information such as payroll, bio data, and training records are kept only in hard copy, and are not updated on a regular basis. Basic information such as the number of officials in respective departments and offices differ, depending on the sources. Developing a sound HR management information system is a key toward more effective use of human resources and their capacity development in the future.

***HRD budget.*** MOI's own budget for HRD for local administration has been very limited, and funding for HRD in NCDD Capacity Development Plans depends largely on support of DPs. In 2008, five Model P/MOs and D/KOs supported by PILAC have not allocated their own budget for items related to HRD, except for the freshman training courses in 2008. There appears to be scope for increasing HRD budget of P/MOs and D/KOs in the future, because they increasingly recognize the importance of HRD and the amount of total budget allocation has been increasing in the last few years.

***Training opportunities of local administration officials.*** A questionnaire survey conducted by PILAC revealed that many civil servants in five Model P/MOs and D/KOs have had some opportunities of training to support C/S development in recent years. Those who are involved in P/MRDC and ExCom have had much more opportunities of training than those who are not. It was also found that most of civil servants in five Model P/MOs and D/KOs have not received training on local administration

which directly aims to improve performance of their day-to-day tasks and responsibilities stipulated in policies, laws and regulations on local administration. PILAC is aimed to fill this gap by developing training curriculums on local administration and D&D reform, training trainers, and developing training management capacity of GDLA.

**Training facilities.** The five Model P/MOs under PILAC have decent meeting rooms with sufficient capacity to conduct training for their officials. The GDLA headquarters has some meeting rooms which are sometimes used for training as well. However, they are neither dedicated for training *per se* nor sufficient to conduct training programs at present. Renting space outside MOI such as hotels and universities has been a common way to conduct training by GDLA.

**HRD institutions outside MOI.** The Royal School of Administration (RSA) under the Council of Ministers trains students for civil servants in Cadres A and B, and offers continuing education for selected civil servants on active service in positions under Cadres A and B. The Economics and Finance Institute (EFI) under the Ministry of Economy and Finance trains civil servants who are or will be specialists in economic and financial management.

RSA and EFI have been offering training for civil servants of MOI in the last few years. However, the numbers of trained MOI officials have been very small: 284 and 26 at RSA and EFI, respectively, in 2003-2008. This is far from sufficient to meet the vast needs of training for more than 7,000 civil servants under GDLA. At present, MOI does not have any organization or facility dedicated for training which is similar to RSA or EFI. The establishment of new councils of capital, province, municipality, district and khan in May 2009 will surely heighten the need for training of local civil servants. It is essential to address this facility issue in the short-, medium- and long terms.

#### **(4) Recommendations**

The establishment of new councils of capital, province, municipality, district and khan in May 2009 will surely increase the need for HRD of local civil servants. This needs to be addressed with a set of actions in the short term (1-2 years), medium term (3-5 years) and long term (6-10 years).

##### **Short term (2009-2010)**

##### **Action 1: Prepare a plan under the National Program to develop a new HRD system for local administration**

The establishment in May 2009 of new councils at the capital, province, municipality, district and khan levels will require NCDD to review the current HRD system for local administration. Since the organic laws do not discuss much about HRD, the task to articulate the new HRD system remains to be completed.

A critical, short-term action is to prepare a national plan to develop a new, sound HRD system for local administration over the coming decade. This should be carried out in the formulation of the National Program for Sub-National Democratic Development (NP-SNDD) 2010-2019, which is to be completed in 2009.

Under decentralized democratic governance, a long-term vision of the new HRD system for local administration should be that each sub-national council take full responsibility to train its civil servants by its own well-established HRD system. This will be ideal, and best address the need of human resources capacity of respective councils.

In reality, however, it will take at least a decade or more until each sub-national council can take up full responsibility of HRD of its civil servants. It is obvious that the support of MOI to build human resource capacity of sub-national councils will be essential in the coming decade.

A realistic approach is that MOI would take the following three steps:

1. (Short term) lead initial development of the HRD system through conducting HRD;
2. (Medium term) build capacity of sub-national councils to conduct HRD; and
3. (Long term) gradually transfer HRD function to sub-national councils.

Those gradual transfers of HRD function will allow MOI to reduce the burden of HRD for sub-national councils in the long term, while ensuring that sub-national councils can implement HRD to address their respective training needs.

## **Action 2: Clarify organization(s) responsible for HRD of local administration**

In establishing a new HRD system for local administration, a critical step is to make clear the roles and responsibilities of agencies responsible for training of local administration officials. At present, two Departments of GDLA, namely DPV and DoLA, are responsible for coordinating and conducting training of local administration under GDLA. However, current laws and regulations are not clear whether one of the two organizations holds ultimate responsibility in training, or they divide the responsibility of training according to the levels of local administration. Three options can be considered:

1. ***Clarify the roles and responsibilities of DPV and DoLA on training of local administration officials by amending current regulations or issuing a new regulation.*** This amendment or new regulation should be consistent with the organic laws and supporting guidelines and regulations.
2. ***Create a new Department responsible for training of civil servants at all sub-national levels.*** In this option, training functions of DPV and DoLA would be merged to establish a new department of HRD under GDLA. This option has a few advantages over the first option such as the following: (i) best clarity of responsibility; (ii) accumulation of experience and expertise in training policy and management in a single department; (iii) improved consistency in application of training policy, training methods and materials at all sub-national levels. However, there might also be some disadvantages, such as a removal of HRD from overall personnel management under DPV. Both the advantages and disadvantages should be weighed to articulate a new HRD system suitable for new local administration.
3. ***Establish a national institute for local administration.*** This option will address the vast, increasing training need for local administration by establishing a new national institute under MOI dedicated for training and research on local administration. The main functions of the national institute would include the following: (i) training of sub-national top leaders (councilors and board of governors); (ii) training of training management for sub-national councils; (iii) training of trainers for sub-national councils; and (iv) policy research on local administration. In this option, the training functions of DPV and DOLA will be transferred to the national institute for local administration.

## **Medium Term (3-5 years)**

### **Action 3: Expand HRD activities at the sub-national level**

Once the HRD function is clearly assigned to an organization (Action 2), the designated organization should be strengthened through HRD of sub-national administration. HRD activities should be expanded particularly to the provincial and district levels to address the vast need of training for them. This will be a major addition of HRD activities at the sub-national level, because C/S councils will need continuous support for an extended period of time. An expansion of HRD activities will be therefore inevitable. To address this issue, the following actions would be essential:

- (a) Expand a cascade training system to the entire nation

Building on the experience and expertise accumulated in DoLA and DPV, PILAC has been

strengthening capacity on training management of GDLA, training of core trainers, and training of provincial trainers in five Model Provinces. A cascade training system using a training of trainers approach has been tested and improved to roll out training on a larger scale. A system to monitor and evaluate performance of training courses has been also tested under PILAC. These systems could be utilized to expand training activities to meet the vast need of training in the entire nation as part of the National Program on SNDD.

**(b) Increase budget allocation for HRD by MOI**

The budget allocations for HRD of GDLA, P/MOs and D/KOs have been very limited so far. Most of the NCDD-CB Plans have been depending on financial assistance by DPs, except the training course for freshmen at MOI that is independently operated by MOI's own resources. To sustain HRD activities initiated by DP support, it is essential that GDLA, P/MOs and D/KOs increase the allocation of their HRD budgets steadily to reduce dependence on DP financial assistance in the long term.

**(c) Expand training facilities for GDLA**

Regardless of the establishment of a new training organization for HRD similar to RSA or EFI, the current training facilities at the GDLA headquarters are not sufficient to implement training programs listed in the 2008 NCDD CB Plan. It is critical for GDLA to expand and improve training facilities to meet the ever increasing training needs in the future.

**Action 4: Build capacity of sub-national councils to conduct HRD**

While the designated national organization carries out HRD activities of sub-national councils, the capacity of sub-national councils to conduct HRD should be also strengthened in the medium term. This would involve training of training management and training of trainers for sub-national civil servants who are tasked to manage and deliver training for their peers. The cascade training system above should provide the opportunity for sub-national training managers and trainers to enhance their skills through learning by doing.

**Long term (6-10 years)**

**Action 5: Review HRD performance of sub-national councils**

The HRD performance in the first five years of the National Program will be reviewed to learn lessons from experience and identify key issues to be addressed. In particular, the capacity of sub-national councils to carry out HRD will be critically reviewed, and a strategy to transfer HRD functions to sub-national councils will be developed.

**Action 6: Gradually transfer HRD functions to sub-national councils**

Based on the strategy to transfer HRD functions to sub-national councils, the national government will transfer functions gradually to sub-national councils which are prepared to take up those functions. This process should be carried out step-by-step and carefully to ensure that HRD activities of sub-national councils would not be disrupted due to the transfer of functions.

## APPENDIX

### Appendix 1: Table of summary of the Salary Incentive Schemes under the National Public Administrative Reform

Aspect	MBPI	SOA	PMG
Implementing organization	<ul style="list-style-type: none"> <li>Ministries and Institutions (Not specified in the Royal Decree.)</li> <li>To be approved by CAR and MEF</li> </ul>	<ul style="list-style-type: none"> <li>Ministries and Institutions (Not specified in the Royal Decree.)</li> <li>To be approved by CAR</li> </ul>	<ul style="list-style-type: none"> <li>Ministries and Institutions (Not specified in the Royal Decree.)</li> <li>To be approved by CAR and MEF</li> </ul>
Objective	<ul style="list-style-type: none"> <li>Improve quality, effectiveness of delivery of public services.</li> <li>Enhance performance and merit within the Civil Servant.</li> <li>Play as rewarded mechanism to Civil Servant with appropriate knowledge and experience.</li> </ul>	<ul style="list-style-type: none"> <li>Improve quality and delivery of public services.</li> <li>Change the attitude and behavior of civil servants toward the principles of motivation, loyalty, service and professionalism.</li> <li>Enhance management through result base performance.</li> <li>Develop sustainable service delivery capacity within the public administration.</li> </ul>	<ul style="list-style-type: none"> <li>Have a tool at the disposal of councils, ministries and agencies.</li> <li>Accelerate reform and introduce change.</li> <li>Play as rewarded mechanism to Civil Servant with appropriate knowledge and experience.</li> <li>Change the attitude of Civil Servant to be transparent and efficient manner.</li> </ul>
Justifying legal framework	<ul style="list-style-type: none"> <li>RGC Sub Decree No.29, Implementation of MBPI, 2008.</li> </ul>	<ul style="list-style-type: none"> <li>RGC Royal Decree NS/RKT/0308/346 date 2008 on The Common Principle of the Establishing and Functioning Special Operation Agency.</li> <li>Establishment of SOA and assignment of SOA head is stipulated in Sub decree in each case.</li> <li>Implementation Guide: Performance and Accountability Guide, May 2008 by CAR.</li> </ul>	<ul style="list-style-type: none"> <li>Sub-Decree 83 on Establishment and Functioning of the Priority Mission Group Program, August 13, 2002.</li> </ul>
Target agency	<ul style="list-style-type: none"> <li>Implementing Ministry (IM) or Institution (IN) of projects with DP's.</li> </ul>	<ul style="list-style-type: none"> <li>Agency in with separate structure from mother ministry.</li> <li>Not public enterprises.</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Ministries and Institutions (Not specified in Sub-Decree).</li> </ul>
Target group of incentives	<ul style="list-style-type: none"> <li>RGC civil servants at core positions on projects financed by DP's.</li> <li>Those who participate in management, implementation and provision of technical skills involved ministries and institutions' strategic development priorities.</li> </ul>	<ul style="list-style-type: none"> <li>Special operation agent established from Parent Ministries (PMs) and Implementing Institutions (INs) to deliver public services for users.</li> <li>Agent lead by a responsible head.</li> </ul>	<ul style="list-style-type: none"> <li>RGC civil servants at rank A, B, and C.</li> </ul>
Source of revenue (donor of fund)	<ul style="list-style-type: none"> <li>DP's fund: less than 90% of salary's total amount,</li> <li>IM or IN's counterpart fund : more than 10%</li> </ul>	<ul style="list-style-type: none"> <li>National Budget</li> <li>A portion of user fees</li> <li>DP's financing</li> <li>Other sources</li> <li>Shareholding rate in each resource is not mentioned</li> </ul>	<ul style="list-style-type: none"> <li>National Budget</li> <li>Donor Agencies</li> <li>Shareholding rate in each resource is not mentioned.</li> </ul>
Effective duration	<ul style="list-style-type: none"> <li>Within duration of the projects</li> </ul>	<ul style="list-style-type: none"> <li>Not mentioned in the legal documents</li> </ul>	<ul style="list-style-type: none"> <li>First phrase 5 years period from 2002 to 2006</li> <li>PMG will be structured according to mission needs</li> </ul>
Requirement on eligibility	<ul style="list-style-type: none"> <li>Benefit from Capacity Development</li> </ul>	<ul style="list-style-type: none"> <li>Provide specified public service to users.</li> </ul>	<ul style="list-style-type: none"> <li>Civil servants already receiving project-related</li> </ul>

Aspect	MBPI	SOA	PMG
	<ul style="list-style-type: none"> <li>● Have an appointment contract that specifies objectives, activities, quantitative and qualitative outputs, and mechanisms for M&amp;E.</li> <li>● Be evaluated at least once a year according to the procedure specified in the appointment contract.</li> </ul>	<ul style="list-style-type: none"> <li>● Result based activity</li> <li>● Improve delivery of public service.</li> </ul>	<p>salary supplementation from a donor will be requested to forego it in order to be eligible to join a PMG.</p>
Salary policy	<ul style="list-style-type: none"> <li>● Not indicative future salary policy</li> <li>● To be consistent with priority function of each Min. &amp; Inst.</li> <li>● Can be reviewed and changed annually.</li> <li>● To be flexible depending on required skills and positions.</li> <li>● Another salary supplement by DP's project cannot provide to the same person.</li> <li>● DP's contribution is less than 90% at first year, then to be reduced 5% every year.</li> <li>● RGC co-finances its counterpart funds.</li> </ul>	<ul style="list-style-type: none"> <li>● Eligible for PMG performance incentives</li> </ul>	<ul style="list-style-type: none"> <li>● Civil servants already receiving salary under Royal Decree No. NS/RKT/1201/450 Date Dec 01, 2001 on Basis Salary and its supplementary pay of Civil Servants and Article 3 of Sub Decree No. 34 AnK/BK Date April 23, 2002 on Allowance adjustment of Civil Servants are not count in PMG.</li> <li>● To be flexible depending on national budget.</li> <li>● Salary will be provided by CAR</li> </ul>
Major Procedure for Approval	<ol style="list-style-type: none"> <li>1) Propose to CAR in Council of Minister (Come) and to MEF</li> <li>2) Memorandum for Understanding (Moue), Implementation Manuals to CAR with specific actions incl. M&amp;E.</li> <li>3) Technical reports and expenditure reports to MEF by ministry or institution</li> <li>4) At least once a year evaluation</li> </ol>	<ol style="list-style-type: none"> <li>1) Selection of SOA Head</li> <li>2) TOR of target agency with purpose, role, expected results and M&amp;E guidelines.</li> <li>3) SOA head agrees on annual management contract with parent ministry.</li> <li>4) Establish structure SOA</li> <li>5) Define reward and sanctions.</li> <li>6) Measure annual performance by indicators.</li> <li>7) Produce activity report, auditing report and M&amp;E report.</li> </ol>	<ol style="list-style-type: none"> <li>1) Proposed by parent ministries and institutions to CAR.</li> <li>2) The number of participants in PMG is decided according to national budget.</li> </ol>
Actually implementing case	<ul style="list-style-type: none"> <li>● MOH-MBPI (at Central MOH and Provincial Levels)</li> <li>● MBPI is being implemented by National Centre for HIV/AIDS with support from DFID, MEF, and donor agencies funding following the PMG of CAR</li> <li>● MBPI for Policy Team in NCD is underway of preparation at August 2008.</li> </ul>	<ul style="list-style-type: none"> <li>● MOH in Takeo (underway of formulation)</li> </ul>	<ul style="list-style-type: none"> <li>● Under Governance Action Plan (GAP), Interim Poverty Reduction Strategy Paper.</li> </ul>
Referred Documents	<ul style="list-style-type: none"> <li>● Ministry of Health ( MBPI Operational Manual)</li> </ul>	<ul style="list-style-type: none"> <li>● SOA implementation Guide: Performance and Accountability by CAR May 2008.</li> </ul>	<ul style="list-style-type: none"> <li>● Priority Mission Groups: Framework Document by CAR March 2002.</li> <li>● CAR-PMG-MBPI 2008.</li> </ul>

## Appendix 2: List of participants in the meetings

<b>Phnom Penh</b>			
<b>Name</b>	<b>Position</b>	<b>Belonging Departments/Units</b>	<b>Organization</b>
H.E Kep Chutema	Phnom Penh Governor	Phnom Penh City Hall	City Hall
Mr. Mao Bora	Chief of MLAU	MLAU	City Hall
Mr. Chou Mengchan	Deputy Chief of MLAU	MLAU	City Hall
Mr. Long Sokhom	Chief of Office	MLAU	City Hall
Mr. Lov Manith	Office	MLAU	City Hall
Mr. Cheam Heng	Deputy Chief	General/Social Affairs Office	City Hall
Mr. Earn Sokhim	Deputy Chief	General/Social Affairs Office	City Hall
Mr. Sem Thearith	Official	General/Social Affairs Office	City Hall
Mr. Chan Daravuth	Deputy Chief	Finance/Accounting Office	City Hall
Mr. Uk Sophal	Deputy Chief	Finance/Accounting Office	City Hall
Mr. Som Silik	Official	Finance/Accounting Office	City Hall
<b>Khan Toul Kork</b>			
Mr. Khuong Sreng	Deputy Governor	Khan Toul Kork Hall	Khan Toul Kork
Mr. Men Serey	Deputy Governor	Khan Toul Kork Hall	Khan Toul Kork
Mr. Pech Keumony	Deputy Governor	Khan Toul Kork Hall	Khan Toul Kork
Mr. Ly Chandarith	Chief of Office	Economic Affairs Office	Khan Toul Kork
Mr. Chhorn Vannrith	Deputy Chief	Economic Affairs Office	Khan Toul Kork
Mr. Lim Rady	Officer	Economic Affairs Office	Khan Toul Kork
Ms. Sath Ranna	Officer	Economic Affairs Office	Khan Toul Kork
Mr. Puth Kim Orn	Officer	Economic Affairs Office	Khan Toul Kork
Ms. Huot Sokry	Chief of Office	Social Affairs Office	Khan Toul Kork
Mr. Chean Vanmo	Officer	Social Affairs Office	Khan Toul Kork
Ms. Suon Channary	Chief of Office	Administrative Affairs Office	Khan Toul Kork
Mr. Ing Vathana	Officer	Administrative Affairs Office	Khan Toul Kork
Mr. Nhel Leang	Officer	Administrative Affairs Office	Khan Toul Kork
<b>Battambang</b>			
H.E El Say	Deputy Governor	Provincial Hall	Provincial Hall
Mr. Por Prang	Chief of Cabinet	Cabinet	Provincial Hall
Mr. Soeum Bunrith	Deputy Chief	Cabinet	Provincial Hall
Mr. Uy Liv	Deputy Chief	Cabinet	Provincial Hall
Mr. Sours Sophat	Deputy Chief	Cabinet	Provincial Hall
Mr. Chear Sophat	Deputy Chief	Cabinet	Provincial Hall
Mr. Peang Narith	General Secretariat	Secretariat	Provincial Hall
Mr. Ngick Pech	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Roern Rath	Deputy General Secretariat	Secretariat	Provincial Hall

Mr. Nearng Chanthara	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Duong Kim Sorn	Chief of Office	Finance Unit	Provincial Hall
Mr. Uy Sotheary	Deputy Chief	Finance Unit	Provincial Hall
Mr. Khim Tipmony	Deputy Chief	Finance Unit	Provincial Hall
Mr. Earng Siry	Deputy Chief	Revenue Office/Finance Unit	Provincial Hall
Mr. Doung Chanthy	Chief of Office	Expenditure Office/Finance Unit	Provincial Hall
Mr. Khieng Rotha	Deputy Chief	Expenditure Office/Finance Unit	Provincial Hall
Mr. Doung Davy	Deputy Chief	Expenditure Office/Finance Unit	Provincial Hall
Mr. Thoeurn Heng	Chief of Office	Accounting Office/Finance Unit	Provincial Hall
Mr. Morm Yann	Deputy Chief	Accounting Office/Finance Unit	Provincial Hall
Mr. Tob Bunteang	Deputy Chief	PLAU	Provincial Hall
Mr. Oukvong Longvie	Chief of Office	Economic Affairs Office	Provincial Hall
Mr. Khuon Sinat	Deputy Chief	Economic Affairs Office	Provincial Hall
Mr. Seng Simsoriya	Officer	Economic Affairs Office	Provincial Hall
Mr. Ev Dara	Chief	Social Affairs Office	Provincial Hall
Ms. En Vany	Deputy Chief	Social Affairs Office	Provincial Hall
Mr. Teng Chanrouern	Deputy Chief	Social Affairs Office	Provincial Hall
Mr. Phon Sophea	Officer	Social Affairs Office	Provincial Hall
Mr. Khieve Dara	Officer	Social Affairs Office	Provincial Hall
<b>PRDC</b>			
Ms. Nou Chantha	Chief of Office	LAU, Planning, Database & Planning Office	ExCom
Mr. Chim Roeung Vith	Deputy Chief	LAU	ExCom
Mr. Thou Vannak	Advisor	PSDD	ExCom
Mr. Tiev Choulong	Permanent Member	ExCom	ExCom
Mr. Tor Hon	Officer	CAU	ExCom
<b>Sangke District</b>			
Mr. Suon Saveth	District Governor	District Hall	Sangke
Mr. Choeurng Sin	Deputy Governor	District Hall	Sangke
Mr. Theam Chhin	Deputy Governor	District Hall	Sangke
Mr. Mak Saruon	Deputy Governor	District Hall	Sangke
Ms. Som Chenda	Deputy Governor	District Hall	Sangke
Mr. Puth Thy	Deputy Governor	District Hall	Sangke
Mr. Sam Chenda	Deputy Governor	District Hall	Sangke
Mr. Larch Hun	Chief of Office	Economic Affairs Office	Sangke
Mr. Khi Chearly	Officer	Economic Affairs Office	Sangke
Mr. Chhat Earng	Officer	Administrative Affairs Office	Sangke
Mr. Hou Sokdin	Officer	Administrative Affairs Office	Sangke
Mr. Iorn Sokhan	Officer	Administrative Affairs Office	Sangke
Mr. Nub Chanda	Officer	Administrative Affairs Office	
Mr. Nim Chhieng	Officer	Administrative Affairs Office	Sangke
Mr. Ki Hong	Officer	Administrative Affairs Office	Sangke
Mr. Sun Saruth	Officer	Administrative Affairs Office	Sangke
Mr. Lim Sengthy	Officer	Social Affairs Office	Sangke
<b>Kampong Cham</b>			



H.E. Lan Chhan	Deputy Governor	Provincial Hall	Provincial Hall
Mr. Var Chan Noeun	Deputy Governor TA	Provincial Hall	Provincial Hall
Mr. Lorn Lim Thay	Chief of Cabinet	Cabinet	Provincial Hall
Mr. OM Phoeurn Kun Vuth	Deputy Chief	Cabinet	Provincial Hall
Ms. Sy Vantha	Deputy Chief	Cabinet	Provincial Hall
Mr. Kuy Kaing	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Nuon Polin	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Hay Nguonly	Chief of PLAU	PLAU	Provincial Hall
Mr. Chhay Kimheang	Chief of Office	Finance Unit	Provincial Hall
Ms. Sngoun Chhunlay	Deputy Chief	Economic Affairs Office	Provincial Hall
Mr. Nourn Noy	Chief of Office	Social Affairs Office	Provincial Hall
<b>PRDC</b>			
Mr. Hy Naren	Deputy Chief	CAU	ExCom
Mr. Va Kimheng	Deputy Chief	PLAU/LAU	ExCom
Mr. Chiem Ran	Permanent Member	ExCom	ExCom
Mr. Van Then	Advisor	PSDD	ExCom
Mr. Em Sokhon	PFT	LAU	ExCom
<b>Cheung Prey District</b>			
Mr. Sok Cham Reun	District Governor	District Hall	Cheung Prey
Mr. Chhay Vansy	Deputy Governor	District Hall	Cheung Prey
Mr. Sou May	Deputy Governor	District Hall	Cheung Prey
Mr. Im Sophornaroat	Deputy Governor	District Hall	Cheung Prey
Mr. Tauch Sitha	Chief of Office	Social Affairs Office	Cheung Prey
Mr. Seum Nady	Official	Social Affairs Office	Cheung Prey
Mr. Chrung Nareth	Chief of Office	Economic Affairs Office	Cheung Prey
Mr. Un Thorn	Official	Economic Affairs Office	Cheung Prey
Mr. Meak Sophary	Official	Economic Affairs Office	Cheung Prey
Mr. Som Sareth	Official	Administrative Affairs Office	Cheung Prey
Ms. Sem Malis	Official	Administrative Affairs Office	Cheung Prey
Mr. Ly Amrung	Official	Administrative Affairs Office	Cheung Prey
Mr. Sem Phenng	Official	Administrative Affairs Office	Cheung Prey
<b>Sihanouk Ville</b>			
H.E Say Hak	Governor	Municipal Hall	Municipal Hall
Mr. Nou Sambath	Deputy Chief	Cabinet	Municipal Hall
Mr. Say Kuy	General Secretariat	Secretariat	Municipal Hall
Mr. Tert Chamoeun	Deputy General Secretariat	Secretariat	Municipal Hall
Mr. Pen Sarin	Deputy General Secretariat	Secretariat	Municipal Hall
Mr. Ly Chinimol	Deputy General Secretariat	Secretariat	Municipal Hall
Mr. Him Bunheang	Deputy General Secretariat	Secretariat	Municipal Hall
Mr. Bourn Samrith	Chief	Financial Unit	Municipal Hall
Mr. Em Pheap	Chief	MLAU	Municipal Hall
Mr. Chen Reth	Deputy Chief	MLAU	Municipal Hall

Mr. Chear Barun	Deputy Chief	MLAU	Municipal Hall
Mr. Chear Bachhun	Deputy Chief	MLAU	Municipal Hall
Mr. EY Thearin	Official	MLAU	Municipal Hall
Mr. Tith Veasna	Chief of Office	Economic Affairs Office	Municipal Hall
Mr. Ek Sam Ouen	Deputy Chief	Social Affairs Office	Municipal Hall
Mr. Hour Samrith	Deputy Chief	Finance Unit	Municipal Hall
Mr. Lav Suy	Chief of Office	Accounting Office/Finance Unit	Municipal Hall
Mr. Chhun Sopheap	Deputy Chief	Accounting Office/Finance Unit	Municipal Hall
Mr. Noun Sopheap	Deputy Chief	Accounting Office/Finance Unit	Municipal Hall
Mr. Im Phart	Chief of Office	Revenue Office/Finance Unit	Municipal Hall
Mr. Uy Sopheap	Deputy Chief	Revenue Office/Finance Unit	Municipal Hall
Mr. Samrith Tha	Deputy Chief	Revenue Office/Finance Unit	Municipal Hall
Mr. Mey Mourng	Deputy Chief	Expenditure Office/Finance Unit	Municipal Hall
Mr. Sy Heng	Official	CAU	Exom
<b>Khan Mittapheap</b>			
Mr. Reach Sovan	Deputy Governor	Khan Mittapheap Hall	Khan Mittapheap
Mr. Ly Vanda	Deputy Governor	Khan Mittapheap Hall	Khan Mittapheap
Mr. Chun Han	Deputy Governor	Khan Mittapheap Hall	Khan Mittapheap
Mr. Koy Ath	Chief of Office	Administrative Affairs Office	Khan Mittapheap
Mr. Khung Veasna	Official	Administrative Affairs Office	Khan Mittapheap
Mr. Chhorn Virak	Chief of Office	Economic Affairs Office	Khan Mittapheap
Mr. Chear Doeun	Chief of Office	Social Affairs Office	Khan Mittapheap
<b>Siem Reap</b>			
Mr. Ly Samreth	Chief of Cabinet	Cabinet	Provincial Hall
Mr. Choy Sen	Deputy Chief	Cabinet	Provincial Hall
Mr. Tes Chankiry	Deputy Chief	Cabinet	Provincial Hall
Mr. MOUNG VUTHY	Deputy Chief	Cabinet	Provincial Hall
Mr. Khourn Piseth	Deputy Chief	Cabinet	Provincial Hall
Mr. Chann Sara	Deputy Chief	Cabinet	Provincial Hall
Mr. Chung Rathna	General Secretariat	Secretariat	Provincial Hall
Mr. Tep Chhun	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. So Kev Rotha	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Rrum Samorn	Deputy General Secretariat	Secretariat	Provincial Hall
Mr. Phal Phorndy	Deputy Chief	Finance Unit	Provincial Hall
Mr. Oeng Bun Ang	Deputy Chief	Finance Unit	Provincial Hall
Mr. Mearch Chenda	Deputy Chief	Finance Unit	Provincial Hall
Mr. Khourn Chanly	Chief of Office	Revenue Office/finance Unit	Provincial Hall
Mr. Ev Sun Nary	Deputy Chief	Revenue Office/finance Unit	Provincial Hall
Mr. Khung Saren	Chief of Office	Accounting Office/Finance Unit	Provincial Hall
Mr. Peagn Sovannatey	Deputy Chief	Accounting Office/Finance Unit	Provincial Hall
Mr. Korng Keve Morly	Deputy Chief	Accounting Office/Finance Unit	Provincial Hall

Mr. Trang Naradi	Chief of Office	Expenditure Office/Finance Unit	Provincial Hall
Mr. Sin Khim Sun	Deputy Chief	PLAU	Provincial Hall
Mr. Man Sam Art	Official	PLAU	Provincial Hall
Mr. Sun Chamnan	Official	PLAU	Provincial Hall
Mr. Norng Vutha	SPPA	PSDD	ExCom
Mr. Bith Broun	Deputy Chief	CAU	ExCom
Mr. Phin Phan	Chief of Office	Economic Affairs Office	Provincial Hall
Mr. Sao Rim	Deputy Chief	Economic Affairs Office	Provincial Hall
Mr. Roeun Oeuy	Official	Economic Affairs Office	Provincial Hall
Mr. Thou Chanthol	Official	Economic Affairs Office	Provincial Hall
Mr. Hung Bun Korg	Deputy Chief	Social Affairs Office	Provincial Hall
Mr. Sour Narum	Deputy Chief	Social Affairs Office	Provincial Hall
Ms. Meas Seryroth Vila	Deputy Chief	Social Affairs Office	Provincial Hall
Mr. Larch Vouch Heng	Official	Social Affairs Office	Provincial Hall
Mr. Pak Roeun	Official	Social Affairs Office	Provincial Hall
<b>Prasat Bakorng</b>			
Mr. Iem Socheat	Deputy Governor	District Hall	Prasat Bakorng
Mr. Kong Proling	Deputy Governor	District Hall	Prasat Bakorng
Mr. Tieng Bun Chhuoy	Deputy Governor	District Hall	Prasat Bakorng
Mr. Kvan Cham Nan	Deputy Governor	District Hall	Prasat Bakorng
Mr. Nuon Reaksa	Deputy Governor	District Hall	Prasat Bakorng
Ms. Neth Sarorn	Deputy Governor	District Hall	Prasat Bakorng
Mr. Chau Sannet	Chief of Office	Economic Affairs Office	Prasat Bakorng
Mr. Say Vanna	Chief of Office	Social Affairs Office	Prasat Bakorng
Mr. Sam Hour	Deputy Chief	Social Affairs Office	Prasat Bakorng
Ms. Sun Sovannary	Chief of Office	Administrative Affairs Office	Prasat Bakorng
Ms. Chhim Kim Oan	Deputy Chief	Administrative Affairs Office	Prasat Bakorng
Mr. Thong Savun	Deputy Chief	Administrative Affairs Office	Prasat Bakorng
Mr. Chin Leang	Official	Administrative Affairs Office	Prasat Bakorng

**Appendix 3 : Photos of actual infrastructure for HRD**

**Meeting Facilities of GDLA**



Meeting Room of DoLA with 30 Seats



Meeting Room of GDLA with 100 Seats

**Meeting Facilities in 5 Model Provinces and Districts**

**Phnom Penh Municipality**



Meeting Room with 430 Seats



Meeting Room with 130 Seats



Meeting Room with 40 Seats



Meeting Room with 40 Seats



## Khan Toul Kork (Phnom Penh)



Khan Toul Kork Office



Meeting Room with 100 Seats

## Kampong Cham Municipality



Kampong Cham Provincial Hall



Meeting Room with 200 Seats



Meeting Room with 80 Seats

## Cheung Prey District (Kampong Cham Province)



Cheung Prey District Office



Meeting Room with 30 Seats

## Sihanouk Ville Municipality



Sihanouk Ville Municipal Hall



Meeting Room with 100 Seats



Meeting Room with 30 Seats



Meeting Room with 30 Seats



### **Khan Mittapheap (Sihanouk Ville Municipality)**



Khan Mittapheap Office



Meeting Room with 80 Seats



Meeting Room with 30 Seats

### **Battambang Province**



Battambang Provincial Hall



Meeting Room with 90 Seats

### **Sangkae District (Battambang Province)**



Sangkae District Office

## Siem Reap Province



Siem Reap Provincial Hall



Meeting Room with 50 Seats



Meeting Room with 100 Seats



Meeting Room with 45 Seats



Meeting Room with 50 Seats

## Prasak Bakorng District (Siem Reap Province)



Prasat Bakorng District Office



Meeting Room with 50 Seats



## Royal School of Administration



Royal School of Administration



Classroom with 35 Seats



Small lecture room with 50 Seats



Medium lecture room with 60 Seats



IT Room with 30 Seats



Library with 30 Seats

## The Economics and Finance Institute



The Economics and Finance Institute



Lecture room with 50 Seats



IT Room with 30 Seats



Self-Learning Language Laboratory with 10 Seats



Library Room with 20 Seats

## Appendix 4: Curriculum of RSA

### (1) Two-year course of Initial Training

Period 1: Refreshing and updating		
Module1: Government and institutions management		Hours
Administrative and institutional organization in Cambodia	Administrative map of Cambodia and studies of the normative acts applied to the country's administrative institutions.	30
Administrative Letter writing	Internal and external communication within an administrative institution, assessments	15
Research and Work Methodology	Information retrieval techniques, organization of ideas, written and oral presentations (Reading, summaries, syntheses, reports, research, inquiries, questionnaires, assessments, talks)	30
Computer skills	Initiation to data processing and the Internet/ text processing and spreadsheets/transparencies( <i>Power point</i> )	15
Module 2: Economics – Finances		
Economics principles	<ul style="list-style-type: none"> <li>General notions in Macro Microeconomics : unemployment, inflation, exchange rate, consumption, investment;</li> <li>World economy : international trade, economy growth in developing countries, economic development : development sources and strategies</li> </ul>	15
The public sector's economy	Principles of public sector's economy: role of the State and market economy, public finances (charges and sources of State budget, management of public domain public procurement, public investment: foreign aid and loans, public debt management), public finances reform program, financial sector development, private sector development	15
Government accounting		30
Budget: elaboration, implementation and assessment		15
Module 3: Legal techniques		
Constitutional Law	Components of the State, fundamental principles and mechanisms building up the constitutional organization of the State	15
Administrative Law	Prerogatives of the public power, administrative contracts, public domain statute and management.	20
History of Cambodian law		15
4. International relations		
International relations		30
World geopolitics		30
Foreign languages : French and English		90
Period 2		
MODULE 1: Institutions and government management		
Public management		Hours
Deconcentration and decentralization	Various types of States, presentation of the concepts, acts of the communes' controls and support.	30
Legislation of the Public services and of the management of civil servants' workforce.	Regulation, deontology and management of human resources in Cambodia (assessments, improvement, management of the workforce)	20
Human resources management	Human resources management in Cambodia	30
Communication technologies	Oral and written communication (administrative documents writing), presentations, etc	15
Leading and managing projects	Procedure and process of projects conception and implementation, assessment of the results obtained	20
Information and Communication	Governmental policy as to IT, theories and the Internet usage, databases, software,	45



Technologies	safety system on the Internet, GIS and electronic management of documents.	
Analyzing statistical data of administration	Presentation of the tools, training in the reading of statistical data, ...	15
Organizational behavior		15
Strategic management		15
System thinking and Principles of Scientific research		20
Preparation to the practical training courses	Objectives, internship performance and assessments	9
Public institutions and policies		
Political institutions	Political systems, parties, etc	15
Principles and implementation of the public services	Concepts of the public services/modes of management of the public services (State control, concession of Public Services, ,Public enterprises, State-owned joint-venture companies)	15
State and administrative reforms	To improve the services rendered to the population and fight against poverty, reforms strategies (assessment / perspectives)	30
Urban planning and land policy	Plans of installation; property, land taxation	30
Module2: Economics and finances		
Tax policy		30
Public finance principles and reforms	Reforms program of the government's public finances	20
Economic analyzes and forecasts	Economic bases, macroeconomic management policy and economic analyzes of Cambodia.	15
Microeconomics		15
Customs policy		
Global economy	World economy: International trade, comparative advantage, protectionism, balance of payment and exchange rate, economic growth in developing countries, economic development: development resources and strategies,	
WTO and trade negotiations		
Banking and financial systems		
Foreign direct investment		
Module 3: Legal techniques		
Legal normative acts	How laws and rules are written, discussed and published & studies of the outcomes.	30
Administrative Contentious		15
Legal and Judicial reforms		15
Module 4: International relations		
Cambodia and international relations from 1953 to present		
Role of donors and regional and international financial institutions		
ASEAN: mechanism and economy		
Bilateral and multilateral negotiations in the framework of ASEAN and WTO)		
Foreign languages (French and English)	To train in the four skills (OC, WC, OE, WE). Studied topics: everyday life, economy and public administration	80

Source: Royal School of Administration, *TRAINING CURRICULUM OF HIGH RANKING CIVIL SERVANTS, FIFTH CLASS (2008 – 2010)*, 2008

## (2) One-year course of Initial Training

Period 1: Refreshing and updating		
Module 1: Government and institutions management		Hours
Administrative and institutional organization in Cambodia	Administrative map of Cambodia and studies of the normative acts applied to the country's administrative institutions.	30
Administrative Letter writing	Internal and external communication within an administrative institution, assessments	15
Research and Work Methodology	information retrieval techniques, organization of ideas, written and oral presentations (Reading, summaries, syntheses, reports, research, inquiries, questionnaires, assessments, talks)	30
Computer skills	Initiation to data processing and the Internet/ text processing and spreadsheet/transparencies( <i>Power point</i> )	15
Module 2: Economy – Finances		
Economics principles	<ul style="list-style-type: none"> <li>General notions in Macro Microeconomics : unemployment, inflation, exchange rate, consumption, investment;</li> <li>World economy : international trade, economy growth in developing countries, economy development : source and strategy of development</li> </ul>	15
The public sector's economy	Principles of public sector's economy: role of the State and market economy, public finances (charges and sources of State budget, management of states' domains, public procurement, public investment: foreign aid and loan, public debt management), public finances reform programme, finances sector development, private sector development	15
Module 3: Legal techniques		
Constitutional Law	Components of the State, fundamental principles and mechanisms building up the constitutional organization of the State	15
Administrative Law	Prerogatives of the public power, administrative contracts, public domain statute and management.	20
Foreign languages : French and English		40
Period 2		
Module 1: Institutions and government management		
Public management		
Deconcentration and decentralization	Various types of States, presentation of the concepts, acts of the communes' controls and support.	30
Legislation of the Public services and of the management of civil servants' workforce.	regulation, deontology and management of human resources in Cambodia (assessment, improvement, management of the workforce)	20
Human resources management	Human resources management in Cambodia	30
Communication technologies	Oral and written communication (administrative documents writing), presentations, etc	15
Leading and managing projects	Procedure and process of projects conception and implementation, assessment of the results obtained	20
Information and Communication Technologies	Governmental policy as to IT, theories and the Internet usage, databases, software, safety system on the Internet, GIS and electronic management of documents.	45
Analyzing statistical data of administration	Presentation of the tools, training in the reading of statistical data	15
Organization behavior		15
Preparation to the practical training courses	Objectives, internship performance and assessments	9
Principles of Scientific research		
Public institutions and policies		
Political institutions	Political systems, parties, etc	15
Principles and implementation of The public services	concepts of the public services/modes of management of the public services (State control, concession of Public Services, ,Public enterprises, State-owned joint-venture companies)	15
State and administrative reforms	To improve the service rendered to the population and fight against poverty, reforms strategies (assessment / perspectives)	30
Urban planning and land policy	plans of installation; property, land taxation	30
Module 2: Economy and finances		

Tax policy		30
Public finance principles and reforms	Reforms program of the government's public finances	20
Economic analyzes and forecasts	Economic bases, macroeconomic management policy and economic analyzes of Cambodia.	15
Government accounting	Central and provincial financial services	15
Microeconomics		15
Customs policy		
Module 3: Legal techniques		
Legal normative acts	How laws and rules are written, discussed and published & studies of the outcomes.	30
Foreign languages (French and English)	To train in the four skills (OC, WC, OE, WE). Studied topics: everyday life, economy and public administration	80

Source: Royal School of Administration, *Training Curriculum of Kramakars*











Japan International Cooperation Agency