Royal Government of Cambodia
National Committee for Democratic Development

National Capacity Development Frameworks for Sub-National Democratic Development

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Acronyms

AWPB	Annual Work Plan and Budget
BoG	Board of Governors
CD	Capacity development
CS	Commune/Sangkat
CP	Capital/Province
D&D	Democratic Development
DP	Development Partner
HRM	Human Resource Management
IP3	First three-year Implementation Plan of National Programme
MDK	Municipality, District, and Khan
M&E	Monitoring and Evaluation
MoWA	Ministry of Women Affaires
MEF	Ministry of Economy and Finance
MOI	Ministry of Interior
MOP	Ministry of Planning
NCDD	National Committee for Democratic Development
NCDD-S	Secretariat of NCDD
NP-SNDD	National Programme for Sub-national Democratic
NLCS	National League of Commune/Sangkat Councils
OD	Organizational Development
OWSO	One Window Service Office
Rep.	Representative
RGC	The Royal Government of Cambodia
SP	Sub program
SNA	Sub national administration
SSCS	Secretary of State for Civil Servant
TFC	Technical Facilitation Committee
ToT	Training of Trainer
WCCC	Women and Children Consultative Committee

1. Introduction

Sub-national D&D reform is a long and complicated process which will face many challenges and constraints that must be addressed effectively in implementation. To achieve this reform successfully and effectively, it is needed to establish structures, systems and to conduct capacity development (CD) interventions to ensure SNAs are able to develop and implement council policies.

The three year Implementation Plan (IP3) has been characterized as a Capacity Development strategy to meet the objectives of the first three years of the Royal Government's 10 year National Program for Sub-National Democratic Development (NP-SNDD). The immediate focus of the IP3 is to establish institutions and develop capacity at the Municipality/District/Khan (MDK) level to become autonomous local governance institutions responsible for genuine local development. The National Capacity Development Framework (IP3, Annex 4) is the basic conceptual structure used to apply human capacity development under the IP3. The framework provides the necessary conditions under which capacity development will be applied, including definitions, scope, stakeholders, strategies as well as the management and coordination of capacity development processes under the IP3.

The current IP3 CD Framework recognizes the need of reviewing and revising the framework so it reflects experiences from ongoing capacity development activities carried out by the different implementing agencies and ensures consistency and quality control with respect to activities and preparation of training materials. There was a Midterm Review (MTR) of the IP3 program and some of the recommendations from the MTR regarding capacity development have been taken into consideration in this revised framework. At mid-IP3 the CD strategy has shown some results and began to yield a more supplied-driven capacity development. However, in order to implement a comprehensive capacity development strategy in line with the needs of the IP3, there are overarching limitations like identifying a sufficient number of qualified CD facilitators/providers, costs for implementing a wide range of CD strategies/interventions, covering all three levels in all sub-programs, agencies, supporting institutions, ministries, and involving all SNAs and their staff. Given these considerations, there will be an ongoing need to assess the core resources devoted to capacity development.

The review has identified some areas where there is a need for adjustments and clarifications of the current CD framework to better reflect the objectives of the IP3. These include;

- The different approaches to capacity development used by implementing agencies are not fully reflected in the current CD framework. A clarification of the structure and a description of the CD flow from national to sub-national level need to be added to the revised framework.

- The general framework of the IP3 and the outputs from each sub-program are not consistent and the roles and responsibilities of the National CD team under SP 2 are unclear. Furthermore, CD interventions of individual SPs do not use the national CD team of SP2. Thus, to ensure that all SPs can use the national CD team, it is required to revise this national CD framework.

- There is a need of clarification and more details on how capacity development is organized and carried out at national and sub-national level. It is required to review and clarify the institutional arrangements for capacity development at national and sub-national level.

- There is a need to make the framework less generic and more practical to make it easier to understand and use. Demonstrative examples need to be added to help facilitate a successful implementation.
- The current CD Framework is not gender mainstreamed and does not reflect the revised and gender mainstreamed version of the IP3
- Finally, the IP3 MTR suggested reviewing the organization and management of the CD efforts at the sub-national (SNA) level having leaner teams that work as mentors/change facilitators, directly under a dedicated unit in the NCDD-S and also have the CD unit, presently under the policy division, placed under the same unit. The IP3/MTR also strongly supported the above change to demand driven approaches (which also requires changing the way of supply), recommended a strong focus on councils and councilors, emphasized institutional/organizational CD and the need to unleash potential rather than classroom based instructional methods.

2. Vision

The vision of this strategy framework is to improve CD interventions for SNA to implement D&D in Cambodia.

3. Goal and Objectives

3.1. Goal

The goal of this strategy framework is to indicate what needs to be done in respect of capacity development for national and, in particular, sub-national administrations in Cambodia. The framework shall coordinate and align all CD activities across the IP3 and ensure a consistent and coherent capacity development approach which integrates the promotion of gender equality into CD objectives and related activities. Hence it will be used to steer all capacity development interventions of all sub programs and SNAs towards enabling SNAs to perform their duties, powers and functions as institutions for local self governance and local development.

3.2. Objectives

The specific objectives of a National CD framework are:
- Provide clear policy guidance to support CD activities at both national and sub-national level
- Provide the goal and objectives of CD in the context of the democratic development reform in Cambodia
- Build a common ground of CD concepts, and appropriate CD approaches and processes
- Provide guidance on how to promote gender equality in CD

4. Scope

This strategy framework shall be applied for all CD interventions to SNAs to implement the D&D reform. It shall be used by all SPs of the IP3, by SNAs and other line ministries and agencies who are mandated to support SNAs.

5. CD Concept in D&D

5.1. Definition

As stated in the NP-SNDD, developing the capacity of individuals and particularly the SNA institutions will be a necessary condition to ensure the establishment, promotion and sustainability of the NP-SNDD. Thus, based on that definition, capacity development focuses more than just on individual capacities; it also

covers organizational (SNAs and other institutions/agencies) capacities as well as the creation of the enabling framework (the rules of the game) within which the individuals and organizations (SNAs) will act.

In the IP3 capacity development is defined as a *process* to develop i*) individual capacity* to perform their work, ii) *organizational* capacity to function as effective organizations and iii) capacity to develop/apply the *enabling framework* that provides the broader environment supporting the sub-national administrations to achieve their mandate(s).

5.2. Goal and objectives of CD

The goal of CD for IP3 is to develop and enhance performance and effectiveness of SNAs to carry out their mandates that encompass public service delivery, reflecting the principals of democratic development defined by the NP-SNDD. Capacity development will be delivered and supported by a range of capacity providers, using different approaches, incorporating participatory learning practices for all target groups.

The objectives of capacity development in the D&D reform context are:

- To develop and further improve individual capacity of staff and leaders of the newly formed SNAs with elected councils, especially in the District and Municipality Administrations, and to maximize their learning potentials, to effectively undertake their assigned roles and responsibilities.
- To enhance organizational capacity (systems, strategies, communication, leadership, resources etc.) of SNAs to function as effective organizations to implement (generic and specific) mandates that will lead to improvements of the livelihood of local residents.
- To develop national capacity to formulate relevant legislative and regulatory framework for implementing the National Program for Sub-National Democratic Development and its IP3, design appropriate capacity development strategies and interventions for SNAs and develop capacity of capacity providers at provincial levels so that they are capable to provide direct capacity development interventions to SNAs.
- To enhance individual, organizational and national capacity to mainstream gender equality.

Sustainability of any CD under the IP3 is largely determined on holistic approaches to CD, incorporating participatory practices into every learning activity. This approach requires implementation of a four step CD process, ranging from assessments to review of results of the interventions. In this manner, over the course of the IP3, supply driven capacity development will gradually lead to demand driven capacity development and create the conditions for its sustainability. Further work on incorporating benchmarks, milestones and assessing CD activities after their delivery for performance monitoring will enhance sustainability of the outcomes.

5.3. Different levels of capacity development

In the D&D reform, CD shall be done at 3 different levels as highlighted below:

- The enabling framework capacity
- Organizational development capacity
- Individual capacity

The enabling framework capacity	The enabling framework capacity refers to the surrounding environment required to manage individual and organizational capacity development. This framework includes formal systems (such as law, policy, rule, and regulations) and informal systems (traditions, habit and social rule, norms for women and men, attitudes towards gender equality). As much as these aspects are main determinants of CD, they are normally not considered as part of a CD 'program proper'

Strategy framework on capacity development for SNA democratic development

Organizational development capacity	Organizational development capacity refers to the organizational goals, strategies, structures, internal policy and includes gender, leadership, management, communication and decision making etc. which are affected to achieve the objectives of its organization and its changes. This is the core focus of the IP3 CD strategy
Individual capacity	Individual capacity refers to the development of individual competencies, in particular knowledge, skills, attitudes to effectively perform the roles and responsibilities as defined in their job descriptions • Knowledge refers to an understanding of the Organic law, the NP-SNDD and other legislative documents, RGC gender policies, and so on. • Skills refer to specific skills such as accounting skills, training skills, research or computer and/or language skills. • Attitude refers to individual responsibility, commitment to work and time management and so on. • CD activities under this component should be seen to support the organizational CD efforts

The gender mainstreamed OD manual has been approved and disseminated by SP2 and all line ministries, institutions and CD agencies involved in providing CD interventions to SNAs shall refer to this manual.
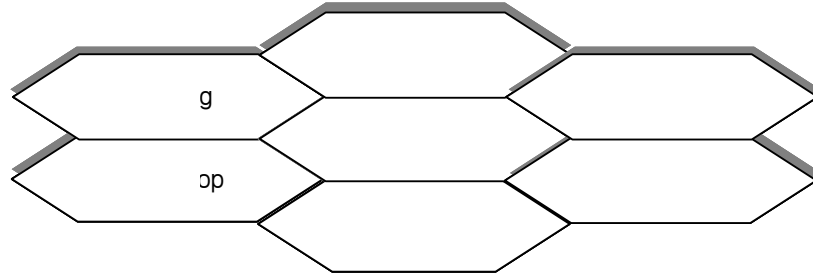
5.4. Key principles of capacity development

Effective CD requires a long-term commitment addressing capacity gaps. For CD in the D&D reform context, all line ministries, institutions and agencies shall follow the principles listed below:

- CD is not only about training; it also requires strengthening the institutional capacity and human resource development. Other important CD methods include coaching, tutoring, mentoring, experiential learning, (both formal and practical sessions), on-the-job training and other learning modalities. These methods shall be used by all national and international technical assistants.
- CD covers all three levels including individual capacity, organizational capacity and enabling environment capacity, with a main focus on organizational capacity.
- Within the IP3 timeframe CD will shift from being mainly supply driven from the national level to demand driven, allowing SNAs to decide on, buy in, and oversee CD activities in certain areas based on their needs
- CD should be based on prioritized needs and use appropriate methods and strategies
- Relevance, ownership and sustainability are the key aspects to ensure success of CD activities in the medium and longer term - it is therefore important to make sure that a participatory approach is used when developing CD activities.
- CD works best if it first achieves local benefits on local priorities and also promotes gender parity and supports the participation of women in decision-making processes.
- CD shall be delivered by a variety of institutions, not only governmental or public institutions. Trainings, formal workshops, seminars or other CD interventions, can be outsourced and allocated through public, fair and transparent procurement procedures to educational institutions, to civil society organizations and/or to private sector companies.
- CD activities should focus on the core SNA mandates and the policies underlying the IP3 and hence mainly serve for SNA councils to make their own decisions

5.5. CD intervention methods

CD, both individual and organizational development, will be delivered by using different capacity development approaches, which can be applied in a common use in the Cambodian context for sub-national local governance or development. These approaches include training, facilitation, coaching workshops, exposure visits, or on the job training.

To enable and ensure most effective CD interventions, a great degree of diversity, experimentation and learning by doing should be encouraged, rather than providing top down instructions that do not encourage a demand driven local initiative.

6. Current situation and key challenges of CD for SNA

6.1. MDK capacity situation

The CD baseline for MDK administrations has measured the capacity of MDK administrations and the results are illustrated in the diagram and bullet points below:

- Capacity of MDK councilors indicates relative weakness in (i) representation and strategic direction, (ii) legislation and (iii) civic engagement.
- Capacity of MDK board of governors (BoG) is high in implementation and management of its administration, but still limited in making transparent implementation of council decisions. Furthermore, numbers of female governors and deputy governor are still low.
- The relationship between the council, on the one hand, and the BoG and the administration, on the other, as well as the relationship between the council and the line departments are still unclear for many SNA actors which lead to sub-optimal decision making and influencing by the councils.
- MDK council committees have capacity in raising and providing ideas to councils and board of governors. WCCC's recommendations to council to meet the needs of women and children are recognized as "well-reasoned". Whereas some TFC never conduct its own meetings as specified in sub decree.
- Capacity of the finance section of the Administration and finance office is limited related to accounting, procurement, and revenue collection and budgeting etc.
- Capacity of the administration section of administration and finance office is good at document preparation and filing, but limited in human resources management and general administration management.
- The planning and CS support office has capacity in planning, but limited in monitoring and evaluation CS projects and CS support.

- One Window Service Offices (OWSO) have capacity in implementation of their own roles and responsibilities through promoting local participation, better service delivery and having more staff and offices.
- The unclear mandate and division of labor (roles and responsibilities) of the inter-sectoral office, has made it difficult to identify indicators assessing the capacity of the office. Parts of the inter-sectoral work, being done so far, have been relatively successful, e.g. gender mainstreaming and MDK staff encouragement. Meanwhile, some MDKs show that there is no gender balance and also a lack of office supplies and materials, and limited access to information technologies.

The MDK CD baseline outputs are important data for all CD providers and for the MDKs themselves in order to decide capacity development needs. In the same way as for this data, NCDD-S shall establish a CP CD baseline as well.

6.2. SNA CD challenges and needs

a). CP Administration capacity challenges

The key CD challenges of CP are highlighted in the table below:

Key CD Challenges	CD requirement
Newly elected councilors have limited knowledge and experiences related to implementation of their role and responsibilities as elected councilors especially related to oversight and accountability mechanisms in their administration.	Technical knowledge on oversight and accountability mechanisms in administrative work.
Newly elected councilors have difficulties in changing attitudes and apply participatory approaches to consultation and decision making.	Knowledge and experience on council decision making and consultation with all citizens, men and women
Some councilors and board of governors lack a comprehensive understanding of their roles and responsibilities and the different roles of the administrative and elected side of the SNA.	Clarification of roles, responsibilities and working procedures of SNA
Some leaders and staff of CP administrations lack understanding of the OL, and other legislative documents issued.	More knowledge on law, and legislative documents issued
Not well managed and implemented CP administration work due to lack of instructions from the national level.	Clarification of working procedures and responsibilities of the CP administration.
Not well managed and implemented CP financial management systems due to a lack of clear orientation and instruction to all relevant stakeholders	More knowledge on CP financial management system
Although CP administrations have structures, and staff in each position, there is still a lack of systems, procedures for management and implementation.	Increased OD for CP administration
Preparation of development plan and investment program at CP level is not well done and does not respond properly to the needs of women, men and children.	CP Development Plan and Investment Program to meet the needs of both women and men
Sharing and dissemination of information is still limited and the establishment of proper systems, procedures and implementation is still not in place.	Increase the level of information sharing and dissemination.
CP CD team has limited capacity, and is frequently changing, and is not representative. The teams also lack relevant experience from line department or line of sub programs	Review and revise the CP CD team and aim at gender balance
Some provincial administrations have limited budgets, human	Develop CD plan which reflects the

resources and time to develop capacity of CP CD team.	promotion of gender equality for CP administrations and ensure that all CD plans are included in its own CP AWPB.

Beside the challenges mentioned above, CP administrations still have additional CD challenges and CD requirements. Therefore there is a need for a more detailed assessment of CD needs. The CD need assessment assignment will also detail gender mainstreaming support needs.

b). MDK administration capacity challenges

The key CD challenges of MDK and its CD requirements are highlighted in the table below:

Key CD Challenges	CD requirement
Some MDK council meetings are not following the internal regulations and citizens are not participating in council meetings.	Council meeting procedures and increased local participation
Some new elected councilors have difficulties to change their attitude to decision making and to include participatory approaches and consultation processes.	Council decision making and consultation with women and men.
Some MDK administrations still lack systems, procedures, work places, staff, means, and materials for management and implementation.	OD for CP administration
Not well managed and implemented MDK financial management systems due to a lack of clear orientation and instruction to all relevant stakeholders	MDK financial management systems in place
Not well managed and implemented MDK administrative procedures due to lack of information from national level	MDK administration working procedures.
Preparation of the Development Plan and the Investment Program at MDK level is not well done and does not respond properly to the needs of women and men.	MDK Development Plan and Investment Program to meet the needs of women and men.
Some MDK administrations have limited staff, and the existing staff lack required capacity related to their roles and responsibilities	The roles and responsibilities of MDK staffs
Some MDK administrations have limited capacity related to fund raising to support MDK projects implementation	Fund raising and communication
Some MDK administrations have limited capacity in social service development works	Social service development works

Beside above challenges, MDK administrations still have additional CD challenges and CD requirements. Therefore there is a need for a more detailed assessment of CD needs. The CD need assessment assignment will also detail gender mainstreaming support needs.

c). CS administration capacity challenges

The key CD challenges of CS and its CD requirements are highlighted in the table below:

Key CD Challenges	CD requirement
Some CS administrations have limited capacity related to the CS Development plan and the Investment program	CS Development plan and Investment program to meet the

	needs of women and men.
Some CS administrations have limited capacity related to CS financial management systems, Development plans and Investment programs.	CS financial management, Development plans and Investment programs
Some CS administrations have limited capacity related to the implementation of key principles of good governance	Good governance
Some CS administrations have limited capacity related to the effective management of the CS administration.	Management and leadership
Some CS administrations have limited capacity related to effective monitoring and evaluation of CS projects implementation.	CS projects monitoring and evaluation to meet the needs of women and men.
Some CS administrations have limited capacity related to making consensus among citizens	Coordination and facilitation

Beside the above described challenges, CS administrations still have additional CD challenges and CD requirements. Therefore there is a need for a more detailed CD assessment. The CD need assessment assignment will also detail gender mainstreaming support needs.

7. Strategies

To achieve the above vision, goal and objectives, this framework sets out 6 strategies as below:

- Establishment of CD intervention structure to SNAs
- Set up CD intervention flow
- Mainstreaming gender in CD
- Transfer knowledge from contract staff to government staffs
- Establish national institutions for SNA
- Establish CD database

7.1. Strategy 1: Establishment of CD interventions structure to SNAs

7.1.1. National CD Structure

To have clear mechanism to support and implement CD intervention to SNA, the national level shall have two mechanisms as shown in the table below:
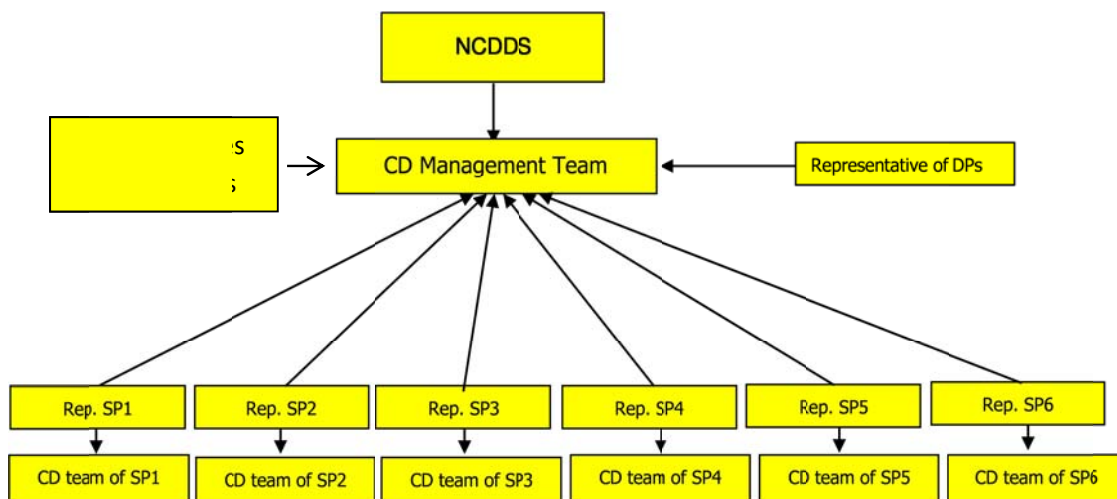
- **The National CD Management Team:** The National CD Management Team shall be established by NCDD-S with participants from all implementing agencies and representatives of the development partners. This team shall be responsible for the following:
    – Developing the 3-year gender mainstreamed capacity development strategy and its annual NCDD CD plan, taking into consideration specific annual orientations, constraints, needs and requests;
    – Reviewing the contents of learning material (manuals and guidelines) and ensuring that all learning material is gender mainstreamed before it is submitted to NCDDS/SP management for approval (as needed).
    – Periodically following up and reviewing the implementation of the annual implementation plan (as needed)

- Coordinating the CD data collection to monitor the progress of SNA capacity by comparing to the CD baseline. Establishing a baseline regarding gender mainstreaming capacity to be able to measure progress.
- Coordination and oversight of CD interventions provided by SPs including conducting a CD needs assessment, and other CD activities.
- Reporting on annual CD interventions

This national CD management team shall be managed by one team leader and one permanent deputy team leader. To achieve effectiveness of its role and responsibilities, this team shall have at least quarterly meetings (more often if needed).

- **The Sub Program CD Team:** Each SP of IP3 shall form its own SP CD team. The representative of each SP in the National CD management team should be the chair or member of the SP's CD team. Besides the above members, this team should come from various line offices or units in the SP implementing agency and shall include gender expertise. This team will be responsible for:
    - Facilitating and conducting CD need assessments which are coordinated by the national CD management team.
    - Developing annual gender mainstreamed SP CD plans and ensuring that these CD plans are consolidated in the SP's AWPB.
    - Developing gender mainstreamed CD manuals or guidelines and submitting to the National CD Management Team for review before submitting to the SP management for approval
    - Developing CD materials with appropriate methodologies according to the CD plan
    - Implementing CD interventions according to its own CD plan
    - Reporting on CD intervention outcomes to SP management and to the national CD management team to report to NCDD-S.

Diagram 1: National CD structure

7.1.2. Sub-National CD Structure

- **Provincial/Capital CD team:** individual CP shall form its own CP CD team to support and coordinate its own CD activities. The members should come from different divisions under CP, and also come

from relevant line departments and representatives of SNA council association. The CP CD team shall include gender expertise. This team will have responsibility to:

– Coordinate CD needs assessments in its own CP and MDK and CS administrations
– Develop gender mainstreamed CD plans for its own administration including CD plan for its MDK and CS
– Ensure that all CD plan are consolidated in the CP AWPB
– Participate in national ToT (training conducted by national level)
– Develop gender mainstreamed training materials, manuals and guidelines (for CD conducted by its own CP)
– Implement its own CD plans
– Support CD interventions at MDK and CS of its own CP
– Ensure all CD intervention outputs are reported in the CD database

> <u>Note:</u> All SPs and other CD agencies shall use the CP CD team to flow CD interventions to its own final target groups.

- **DMK focal person:** individual MDK shall appoint one or two MDK staff who has capacity in coordination and communication to be the CD focal person. The MDK CD focal person shall have the responsibilities as described below:
  – Coordinate with MDK advisors, MDK council facilitators and CP CD team to conduct CD need assessments and implement CD interventions in its own MDK administrations and CS administrations.
  – Coordinate with MDK advisors to support planning and CS support office (municipality and district) and planning and development office (Khan) in support to CS administrations
  – Coordinate, communicate and prepare logistics, materials and to support CD works at its MDK and CS
  – Ensure that CD data are being entered in CD data base.

7.2. Strategy 2 : Set up CD intervention flow

In order to provide effective CD interventions to SNAs, SPs, line ministries and other CD agencies shall consider the CD flow below:

- Direct CD interventions
- Semi-cascade CD interventions
- Cascade CD interventions

7.2.1.   Direct CD interventions

Direct CD interventions (CD flow and its supporting mechanisms) are the CD interventions done directly from national level to the final target groups at SNA level.

a) CD flow: by following this approach, SP CD team shall consider and provide CD to different target groups as described below:

- **CP MDK council and board of governors:** SP CD team shall provide CD interventions directly to CP MDK councils and board of governors in a location at national level or regional level, or in a location within each individual CP and MDK administrations. This CD covers the key concepts, principles, management procedures, how to review and decision making procedures related to contents of each subject. Thus, the CD for CP/MDK councilors and BoG will need shorter time than
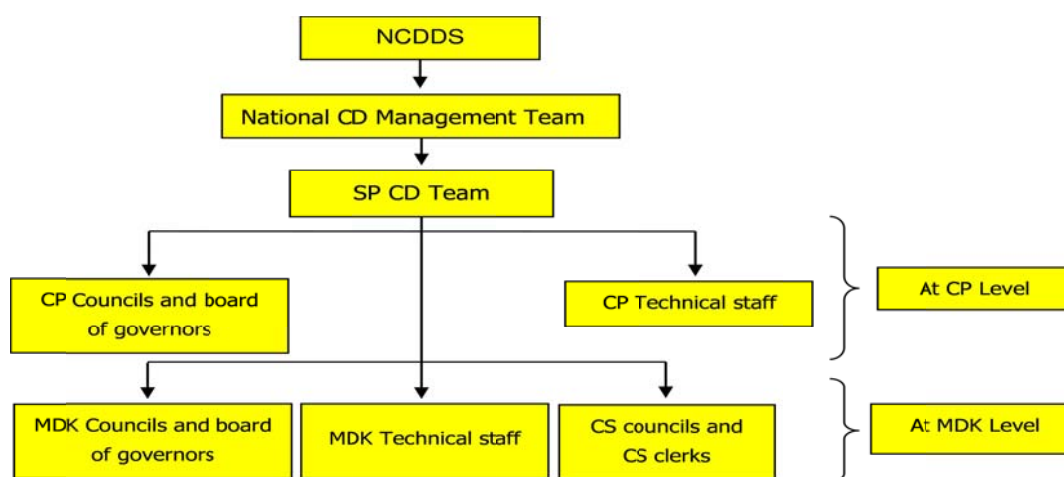
CD for technical staff. There may be additional specific CD interventions targeted to CP MDK councilors and board of governors only.

- **CP MDK technical staff:** besides providing CD interventions to CP MDK councils and board of governors, SP CD team shall conduct CD interventions to CP MDK technical staff focusing on how to implement the contents of CD.
- **CS councils and clerks:** for CD subjects targeted to CS level, SP CD team shall provide CD interventions directly to CS councilors and clerks as well.

b) Supporting mechanisms:

- After providing direct training to councilors, BoG and technical staff, the SP CD will become a support mechanism during the implementation of the CD contents in daily work. Through this support mechanism, the capacity of CP/MDK administration to apply the content of the training will be more effective.

Diagram2: Direct CD intervention flow

Note: Direct CD intervention approach can be done differently by individual CPs. Thus, based on its annual CD plan, the CP CD team shall prepare CD materials and provide CD interventions to its target groups directly.

7.2.2. Semi-Cascade CD intervention approach

Some CD interventions can be conducted through a semi-cascade approach to SNAs. By this approach, target groups should be divided between management teams (councils and board of governors) and technical staff. Furthermore, it can also be divided between councilors and board of governors based on the needs, the context and/ or individual subjects.

a) CD flow: by following this approach, the SP CD team shall consider the following:

- **At national level**

  A CD Team from the responsible SP shall conduct:

  - **National ToT:** the purpose of this ToT is to develop capacity of key CP trainers to provide training at CP level. This training focuses on contents of CD inventions and training methodologies.
  - **CD interventions to CP council and Board of Governors:** This CD covers the key concepts, principles, management procedures, and how to review and decision making related to contents of each subject. Thus, the CD for CP councilors and/ or BoG will need shorter time than the CD for technical staff. There may be additional specific CD interventions targeted to CP councilors

and Board of Governors only.

- **At CP level**

  The CP trainers who participated in the national ToT will then provide training or CD interventions to:
  - **Provincial CD team:** aiming to build capacity of its CP CD team to provide CD interventions at CP MDK and CS level. This training focuses on contents of CD inventions and training methodologies.
  - **MDK councils and Board of Governors:** This CD covers the key concepts, principles, management procedures, how to review and decision making related to contents of each subject. Thus, the CD for MDK councilors and/ or BoG will need shorter time period than CD for technical staff. There may be additional specific CD interventions targeted to MDK councilors and Board of Governors only.
  - **CP technical staff:** this training is more detailed to ensure that after the training or intervention, participants can not only understand but also apply the contents at their own CP.

- **At MDK level**

  After participating in the provincial training, the CP CD team shall provide training or intervention to:
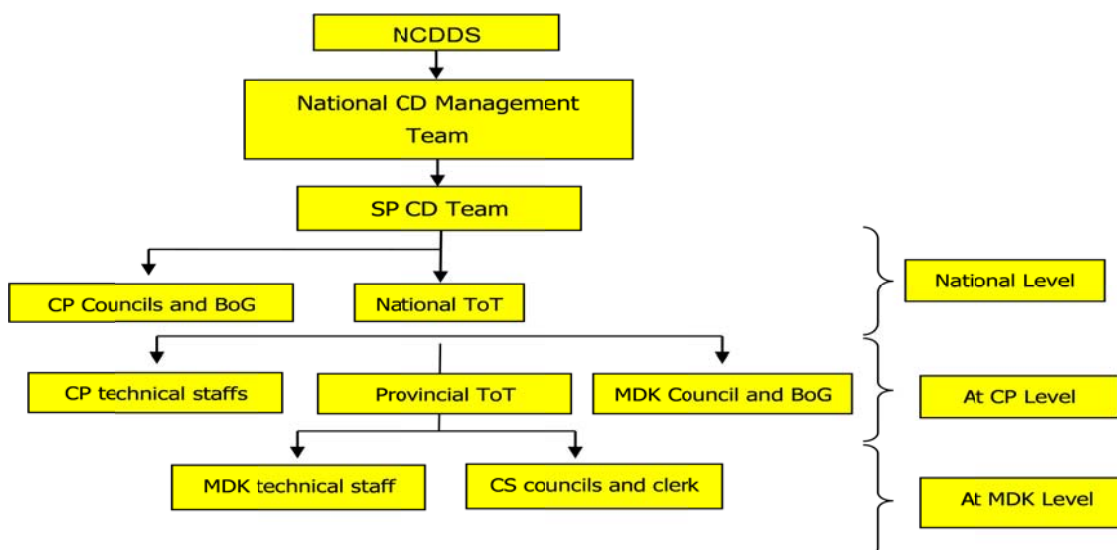 - MDK technical staff: for CD subjects related to technical staff, this training is more detailed to ensure that after this CD intervention, participants can apply the contents at their own MDK.
  - CS council and clerk (for CD subjects related to CS).

b) Supporting Mechanisms

By using the above described approach, the supporting mechanisms during implementations of the CD contents in daily work are the following:

- CD team of each SP is a supporting mechanism to CP councils and BoG on its CD subjects and also to the provincial trainers conducting provincial ToT.
- Provincial key trainer is the supporting mechanism to monitor the implementation of the CP technical staff, MDK councilors and BoG
- Provincial CD team is the supporting mechanism to MDK technical staff and CS councils.

Diagram3: Semi-cascade CD intervention flow

7.2.3. Cascade CD intervention approach

a) CD flow

Some CD intervention subjects can be applied with a cascade approach like the one described above. To implement this approach, the SP CD team or other CD agencies shall divide between management level and technical level as follows:
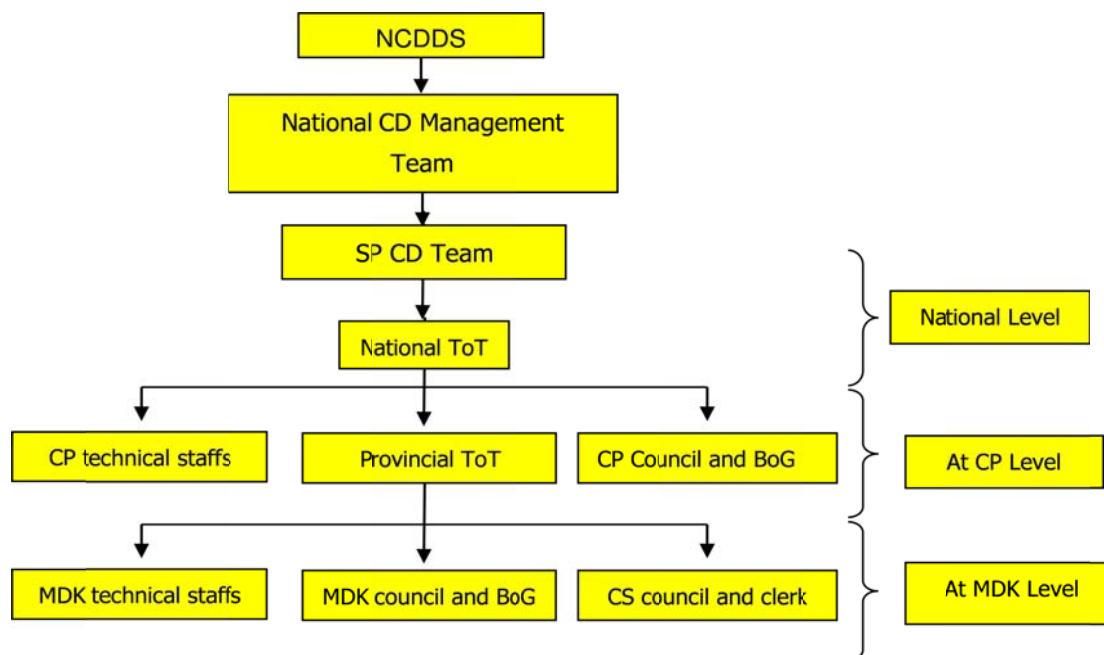
- **At national level:** SP CD team shall provide national ToT for key provincial trainers. The purpose of the training is to develop capacity of the provincial trainers to provide training at CP level. This training focuses on contents of CD inventions and training methodologies.
- **At CP level:** The key CP trainers who participated in the national ToT will provide training or CD intervention at their own CP as described below:
    - **Provincial ToT:** for CP CD team to build a CD team to provide training or CD interventions for MDK and CS. The training focuses on contents of CD inventions and training methodologies.
    - CP Council and BoG: This CD is oriented on the key concepts, principles, management procedures, how to review and decision making related to contents of each subject. Thus, the CD for CP councilors and/or BoG will need shorter time than CD for technical staff, maybe with an exception for additional CD interventions targeted to CP councilors and/ or BoG only.
    - **CP technical staff:** this training is more detailed to ensure that after the training or interventions, participants can apply the contents at their own CP.
- **At MDK level:** The CP CD team who participated in the provincial ToT will provide training or CD interventions to:
    - MDK councils and Board of Governors: This CD is oriented on the key concepts, principles, management procedures, how to review and decision making related to contents of each subject. Thus, the CD for MDK councilors and/or BoG will need shorter time than CD for technical staffs. There may be additional specific CD interventions targeted to MDK councilors and or BoG only.
    - **MDK technical staff:** for CD subjects related to technical staff, the training is more detailed to ensure that after the training or interventions, participants can apply the contents at their own MDK.
    - **CS council and clerk** (for CD subjects related to CS).

b) Supporting Mechanisms

By using the above described approach, the supporting mechanism during implementations of the CD contents in daily work is the following:

- CD team of each SP is a supporting mechanism for key provincial trainers to conduct provincial ToT.
- Key CP trainer is a supporting mechanism to CP councils, BoG, CP technical staff and to the CP CD team to provide CD interventions at MDK level
- The CP CD team is a supporting mechanism to MDK councils, BoG, MDK technical staff and CS councils and clerk as well (if relevant).

Diagram4: Cascade CD intervention flow

Note: Technical staff under the control of the councils is included in all components of the SNA structure.

7.3. Gender Mainstreaming in the CD Process

CD will provide new individual and organizational capacity. Understanding how to address causes of gender inequalities is an integral part of developing capacity for democratic development. Therefore, CD plays an extraordinary important role in supporting the change of old practices and attitudes which have negative consequences for improving gender equality.

Gender equality is a cross-cutting concern which cannot be addressed separately as a 'stand-alone' or an 'add-on' issue. Gender equality aspects have therefore been integrated into all above sections of the CD Framework. To make capacity development truly gender-responsive requires that all stakeholders understand gender mainstreaming as a method to strengthen gender equality. Thus, in all CD intervention activities, line ministries, institutions and CD agencies shall mainstream gender following the steps described below:

- CD goals and objectives
- CD needs assessment
- Development of CD Intervention Plan
- Design & Delivery of CD Interventions
- M&E of CD interventions

7.3.1. CD goals and objectives

Setting clear CD goals and objectives is important at both national and SNA levels. The CD goals and objectives must clearly state the intention to contribute to the promotion of gender equality in all possible ways.

7.3.2. CD needs assessment

The CD needs assessment is an important step to assess and identify the real learning needs so that effective CD interventions can be planned and provided. In the Cambodian context, it is a challenge to recognize weaknesses and areas for improvement. The needs assessment must therefore be carefully processed. To mainstream gender in this step, CD practitioners shall consider the below key points:

- **Establishment of Assessment Team:** The CD needs assessment team shall have both male and female members and all assessment team members shall have knowledge about gender mainstreaming. Furthermore, all team members must have basic knowledge and understanding about what causes gender inequalities in society, how to address inequalities, and how to facilitate a needs assessment session in such a way that all capacity development needs from both men and women are captured.
- **Questionnaires:** Questionnaires must be formulated in such a way that they ensure that capacity development needs of both men and women are properly captured. Questionnaires must include key questions to reflect capacity development needs about gender issues among both male and female staff.
- **Targeted group:** As men and women may have different experiences, different needs, and different priorities for capacity development, it is important that the targeted group for consultations include equal shares of men and women.
- **Assessment/consultation process:** During the needs assessment and consultation process, it is important that men and women are provided equal time to express their views of needs and priorities. In mixed groups, the assessment team (facilitators) shall make sure that both men and women in the consulted group can contribute and raise their views about which are their needs for capacity development. Furthermore, the assessment team (facilitators) shall also ensure that all comments of all participants (male and female) are well recorded and prioritized equally.

  In the medium and long term, individual local administration should determine their own learning needs and have access to a range of CD resources, among which they choose, on the basis of their particular context, evolution, resources and policy priority. Furthermore, CD should move away from standardized, supply driven CD towards a more flexible and creative way to facilitate local initiatives and provide tailor-made support. Thus, CD should (gradually) move from prescription towards facilitation and mobilization, and it should start to include resources and agendas of stakeholders beyond the public sector. The potential contribution by CSOs, NGOs, and private sector agencies is to be brought into the picture and much more space may be given to develop truly local solutions that reflect specific needs.

7.3.3. Development of CD Intervention Plan

When developing the CD intervention plan it must be ensured that the planned CD interventions respond to the prioritized needs of both male and female staff. The interaction between individual, organizational and institutional (enabling framework) CD in the intervention plan is crucial when it comes to promoting gender equality. Organizations and institutions must have a capacity development plan which explicitly includes the promotion of gender equality as one of the objectives. The capacity development plan should clarify how to select staff for participation in CD activities, ensuring equal opportunities for female and male staff. The SPs, line ministries, institutions and CD agencies shall consider the following points when preparing the CD plan:

- **Subject prioritization**: when prioritizing the subjects to be included in the CD intervention plan, subjects shall be reviewed to make sure that the selected subjects respond to the capacity development needs of both male and female staff.

- **Identify target group**: generally there are different target groups for different subjects. When identifying target groups, it should be ensured that both male and female participants are included.
- **Timeframe**: to ensure effective and full participation, a time which is appropriate for both male and female participants should be considered.

7.3.4. Design & Delivery of CD Interventions

All SPs, line ministries, institutions and CD agencies shall deliver CD interventions to the SNA according to its own CD intervention plan. For gender mainstreaming the below steps shall be considered:

a) Gender mainstreaming in CD materials: Mainstreaming gender in the design of CD interventions imply that gender equality aspects shall be integrated into all modules of the training material – as feasible depending on the contents. Gender equality aspects shall be integrated into presentations, case studies, group discussion exercises, etc. in all modules as much as possible. However, the materials may contain a complementary module to deepen the understanding of gender equality in the specific context of each specific CD intervention. Gender should not be a separate topic; instead it should be mainstreamed into the whole CD intervention content.

b) Gender mainstreaming when implementing CD interventions: As part of the implementation of CD interventions or training sessions, the facilitators shall consider gender in the below steps:

- *Before the CD intervention*:
    - **Form facilitator team:** all CD interventions shall ideally be delivered by a gender-balanced CD team. With a mix of female and male trainers/facilitators the CD team does in itself provide a 'role model'. Also, a mix of women and men as trainers will encourage both female and male participants to actively engage in the training sessions. It is imperative, that the female trainers be treated at par with their male colleagues. Facilitator team members shall have knowledge about how to promote gender equality and mainstream gender in practice. When CD interventions are provided through training, trainers, trainer assistants and clerks should be gender balanced. Female trainers should be promoted.
    - **Timing and location of CD interventions**: women are often more restricted than men when it comes to making decisions about their work schedule (due to domestic work responsibilities in addition to professional work responsibilities) and also more restricted when it comes to travelling. So, the date and place should be appropriate and comfortable to all participants, and especially for women.
- *During the CD intervention*:
    - **Introduction**: trainers or facilitators should be inclusive and give a warm welcome to all participants (male and female) as well as give equal chances to all participants to introduce themselves and to share the expectations they have on the training.
    - **Facilitating the session**: facilitators should select facilitating methods which ensure that all participants can participate actively. During brainstorming sessions, group discussions, doing presentations or applying any other methodology, equality in participation shall be given to all participants, ensuring that women are actively involved.
- *After the CD Session*:
    Trainers or facilitators should make a plan for follow up and support after each CD intervention session. Support shall target both men and woman. Besides on-the-job practicing of the CD contents, the support should focus on the specific roles given to men and women in their workplace and whether both men and women are given equal opportunities to implement what they have learned

7.3.5. Monitoring and Evaluation of CD interventions

CD intervention results should be evaluated based on the intervention goals, objectives and its indicators. Contributing to the strengthening of gender equality shall be included in the CD goals and objectives. The monitoring and evaluation of CD interventions shall include drawing lessons from what worked well and what worked less well in promoting gender equality. These lessons must in turn be considered for a next round of CD needs assessments, intervention planning, design and delivery of the CD interventions. Documentation of CD results shall include reporting about gender equality contributions in the same way as reporting about other CD contributions. Reporting shall be against agreed indicators, which shall be identified to monitor the outcomes of the CD intervention. To ensure gender mainstreaming in CD reporting, each CD report should highlight the below points:

- Number of participants (male and female)
- Level of understanding (male and female)
- Level of expectations being met (male and female)
- Action plan for supporting participants (male and female) after CD interventions
- Impact of CD intervention to work performance of participants (male and female)
- …etc.

In CD intervention design, the focus shall gradually be shifted to balance between councils and sub-national staff, including the BoG, line departments, divisions and offices, shifting from leading and passive acceptance towards own initiatives and confidence. This will require a shift in the training approach and orientation away from instructing councils on what they should do, towards emphasizing their rights and powers and freedom of choice within the overall context of the law.
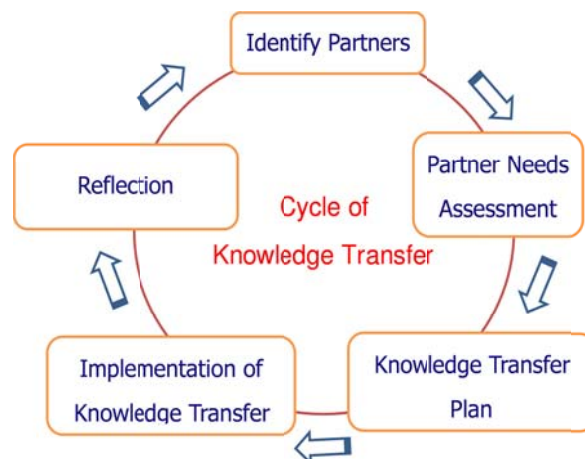
7.4. Knowledge transfer

7.4.1. Purpose of knowledge transfer

The purpose of knowledge transfer is to strengthen the capacity of government officials both at national and sub-national level in promoting ownership and ensuring sustainability of the SNA democratic development reform in Cambodia. Therefore, all contract staff of NCDD (both national and international) should have commitment to transfer knowledge to their main counterparts, the government officials.

7.4.2. Knowledge transfer process

To transfer knowledge, all contract staff should consider and apply the different steps as described below:

- **Identify partners:** as a first step of knowledge transfer, advisors or contract staff of NCDD should identify their main counterpart. Who will transfer what to whom and how is that transfer going to happen? The identification of a specific counterpart will help advisors or contract staff to identify specific CD needs and design methods that are appropriate to create a flourishing learning environment.
- **Conduct a partner CD needs assessment:** after identifying the target individual or group of individuals; each

Cycle of Knowledge Transfer: Identify Partners → Partner Needs Assessment → Knowledge Transfer Plan → Implementation of Knowledge Transfer → Reflection

advisor or contract staff shall identify the specific CD needs of its partner(s). To assess the CD needs, advisors or contract staff can use different methods such as observation of the performance of the partner(s), review the ToR of the partner(s), review the work calendar or through consultations.

- **Develop a knowledge transfer plan:** after identifying the needs of the partner(s), the individual advisor or contract staff shall develop a knowledge transfer plan together with the partner(s). This plan can be a monthly plan, a quarterly plan, a bi-annual plan or an annual plan depending on the needs.
- **Enabling of knowledge transfer:** NCDD-S advisors and contract staff shall enable knowledge transfer to their partner(s) according to the agreed plan. It is important that the plan is flexible and allows changes if needed. Appropriate knowledge transfer methods should be identified. To select methods, each advisor or contract staff shall remember that there are more methods than training, such as regular meetings, discussions, consultations, advising, coaching, reflections or exposure visit, to mention some.
- **Reflection:** after knowledge transfer interventions, there is a need to reflect and assess the capacity progress of the partner(s). The result of this reflection is an input for annual appraisal of the advisor or contract staff and should also be used for the next knowledge transfer plan.

To ensure an effective knowledge management process it is recommended that advisors or contract staff initiate the development of a standardized template or other tools that support the process and serve as an institutional memory.

7.5. Strategy 5 : Establishment of a National Institute for SNAs

According to the NP-SNDD and IP3, to ensure long-term sustainability of CD interventions for SNAs, RGC, and especially NCDD, has committed to establish a National Institute for SNAs. This institute will provide the advantages described below:

- The Institute can play an important role in matching the supply of capacity development services with the scale of demand to meet NP-SNDD objectives and avoid the present ad-hoc system of providing training to the SNAs.
- Capacity development and training services designed, delivered and evaluated by a National Institute are more cost effective.
- It can promote the documentation and analysis of local government practices and innovations to promote learning from the Cambodian experience.
- It can provide an effective mechanism to utilize the Cambodian expertise and facilitate the identification of relevant training for SNAs and it is conducive to the grant assistance modalities of most development partners.

Referring to the above advantages, RGC and the inter-ministerial body (NCDD) have a political commitment to establish this national institute for SNAs and ensure the sustainability and functionality of the institution. To achieve this commitment, NCDD-S will cooperate with other line ministries to study and give options to establish and sustain such an institution.

7.6. Strategy 6 : Establishment of a CD database

A CD database is an important source to record all CD intervention activities both at national and SNA level. NCDD-S will establish this database and disseminate the results to all SPs, SNAs and CD agencies and other relevant institutions. All CD interventions will be kept in the database showing the subject of the

intervention, the implementing agencies, the duration of the intervention, number of participants (male and female), sources of budget, and budget spent.

8. Action Plan

The key action plans for this framework include to:

- Disseminate this framework: responsibility of NCDD-S
- Establish national CD management team : responsibility of NCDD-S
- Establish SP CD team : responsibility of individual SPs
- Review and revise existing CP CD team : SP2 will be responsible to provide advice to CP, CP will be responsible to review and revise its CD team
- Take initiative to establish national institute for SNAs : responsibility of SP2 and NCDD-S
- Establish CD database : responsibility of NCDD-S
- Knowledge transfer: responsibility of all contract staff

9. Monitor and evaluation

The Policy analysis and development division (PADD) will coordinate with the National CD management team and the Monitoring, evaluation and information division of NCDDS and other line ministries to establish a monitoring and evaluation system and procedures for SNA CD interventions.

10. Conclusion

The capacity development for both national and sub-national administration is a key to success of the reform implementation. This strategy framework is an input to guide on methods and mechanisms to effectively provide CD interventions. Furthermore, this policy document provides more clear guidance on how to mainstream gender in CD, on knowledge transfer from contract staff to government staff, and the establishment of a national institute for SNAs as the base of ensuring sustainability of CD intervention for SNAs.

In practice, individual SNA may have the same or different CD needs. Thus, to respond to needs, SPs, line ministries, and agencies which are mandated to provide CD intervention to SNA shall use the flow and structures mentioned in this framework in a flexible manner. Meanwhile, besides getting CD intervention from national level, CP administration shall strengthen its capacity to provide CD intervention to its own CP administration and or MDK and or CS administrations located in its own territory.

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