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Capacity Development Framework



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Perspective Report

Capacity Development Framework to improve capacity of civil servant personnel in the Ministry of Interior and the human resource at sub-national administration

ABSTRACT

The Royal Government of Cambodia has implemented decentralization and de-concentration reform (D&D reform) approximately 15 years until now. People believe that decentralization and de-concentration reform (D&D reform) plays an important role in public administration reform in Cambodia for the reason that the reform is very important to develop the modern and unifies administrative systems for national and sub-national level. In Cambodia, the Ministry of Interior initiated and leads the process of formulation and implementation of new organic law and decentralization and de-concentration policy. The reform needs all ministries/institutions to review functions and responsibilities of the ministries/institutions, departments, units and authorities at all levels in order to identify functions, responsibilities, powers and accountability to be transferred to local government. However, the process of decentralization and de-concentration reform in Cambodia is relatively slow and it needs more enforcement to rollout human resource from national to sub-national level, along with the strengthening of the capacity of its personnel. It can be seen that human resource deficiency is one of the main issues drawing back the process of public administrative reform in Cambodia. Therefore, this inception report discusses a Capacity Development Framework to improve capacity of civil servant personnel of the Ministry of Interior and the human resource of sub-national administration in Cambodia.



- ❖ Situated in the southwest of the Indochinese peninsula
- ❖ Area 181,035 Km² and borders Thailand to the west and northwest, Laos to the northeast, Vietnam to the east, and Gulf of Thailand to the southwest
- ❖ population is approximately 14 million
- ❖ Cambodia's climate is hot and warm almost all year round

INTRODUCTION OF CAMBODIA LOCAL GOVERNMENT SYSTEM REFORM

The process of decentralization and de-concentration reform (D&D reform) began in Cambodia since February 2002, when the first election of commune/sangkat in the first mandate. To reinforce the reform practice in Cambodia sub-national administration, The Royal Government of Cambodia (RGC) launched the Strategic Framework for D&D Reform in 2005. In May 2008, 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 were promulgated. The organic laws are fundamental to offer the legal basis on which the D&D reform will be further advanced. Soon after that, the first election councils at the capital, provinces, municipalities, districts and khans of the entire nation took place in May 2009.

- D&D reform began in 2002, 1st commune/sangkat election
- launched the Strategic Framework for D&D Reform in 2005
- In May 2008:
 - 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
- May 2009: organic law and 1st election of councils at the capital, provinces, municipalities, districts and khans

On the other hand, the process of reform is relatively slow since it needs more enforcement to rollout of the human resource to sub-national level along with the strengthening of the capacity of its personnel. Currently, decentralization reform in Cambodia remains low owing to the limited human capacity. In other words, human resource is crucial for the reform to improve serviced delivery to the citizen. For this reason, capacity development and empowerment must be provided to the civil servant personnel and councils in order them to manage and fulfill the transferred functions effectively.

Many researches prove that human resource deficiency is one of the main issues to drawback the process of public administrative reform in Cambodia. Firstly, the capacity of personnel at sub-national level is not strong enough to implement their functions to be transferred from national level. To some extent, the transferring process will take longer and need more supports from national level. Secondly, the capacity of national level to provide both technical supports and capacity development to the sub-national administration personnel is also limited. Currently, those supports and capacity building are depending on external consultants and advisors. Lastly, there is not any school and unify training curriculum of capacity development for civil servants of the Ministry of Interior and sub-national administration personnel.

According to the surveys, capacity development plays an important role in improving the quality of job performance and services delivered by the local government. There were two main surveys were conducted during the first Implementation program to access the capacity of local government by identifying three main capacity development approaches (training, facilitation and coaching) and 14 supplementary approaches. Another study also conducted in 2013 and found that the capacity index increased from 47.18 to 51.52 (an increase of 9.2%). The capacity of councils in financial management increased a lot resulted from the extensive training, coaching and mentoring.

Royal Government of Cambodia has been using many strategies to improve the capacity of both civil servant of both national and sub-national. Government developed 10 years National

Program for Sub-national Democratic Development (NP-SNDD, 2010-2019). The program lays out the process in which government functions, fiscal and resources will be decentralized to the sub-national councils. The program mentions that capacity development is the main priority to improve the decentralization and de-concentration reform in Cambodia.

The program claims that the capacity development of sub-national government is identified and offered by national government due to all legal frameworks and guidelines related to capacity development are prepared by national level. The strategies of capacity development are prepared based on the needs assessment of local government and the requirement of local level. In the early stage, the training courses are delivered by central government to national core trainers, who will provide training to their target participants at district, khan, and commune/sangkat level.

In order to make capacity development for the local government sustainable, Training Department was established in 2014 under the General Department of Administration of the Ministry of Interior. Training Department has its own mission to manage training and capacity building of the national and sub-national administrative officials and spread the Decentralization and De-concentration policy. The department conducts regular training needs assessment and develops long-term and short-term work plan to improve capacity of national and local government personnel and council. Additionally, the department also in charges of monitoring and following up capacity development program and activities implemented by local government itself and other institutions.

In addition to Training Department, the Ministry of Interior is being in the process of preparing action plan for establishment of NASLA, which includes the description of school infrastructure, organizational structure, staff management, financial management, and training program in particular. This school will be the best and the only one place to provide high quality training program for all civil servant personnel of the Ministry of Interior at both national and sub-national level to work more effectively and provide better services to citizen.

More importantly, the process of NASLA establishment might take around five years, which includes the development of management system, training program, and school construction. During this period, the Ministry of Interior needs to create a Capacity Development Framework to determine the training program and important strategies for capacity development. This framework is also a roadmap for improvement of human capacity and skills in local governance.

ASSESSING THE ISSUES IN THE LIGHT OF JAPANESE GOVERNMENT

Through the experience of Japanese government reform, there are many important strategies that the Japanese government has been using to develop and strengthen the human resource of both central and local administration. Those practices are very important for Cambodia government to take into consideration while struggling in development of human capacity in the context of decentralization and de-concentration reform.

Defining abilities expected from employees: it has been observe that Japanese government provides capacity development and managing human resource effective resulted from the critical analyzing of abilities expected from the employees. Knowing the abilities expected helps the local government to provide necessary skills and knowledge to the staff to fit with individual position. This provides a clear picture for those who responsible for capacity development to design high

quality training program and training plan to ensure the high capacity of human resource of their organization.

Goal-oriented approach: goal orientation describes the actions of people and organizations regarding their primary aims. In business, goal orientation is a type of strategy that affects how the company approaches its revenues and plans for future projects. Goal orientation is also the degree to which a person or organization focuses on tasks and the end results of those tasks. Strong goal orientation advocates a focus on the ends that the tasks are made for instead of the tasks themselves and how those ends will affect either the person or the entire organization. Those with strong goal orientation will be able to accurately judge the effects of reaching the goal as well as the ability to fulfill that particular goal with current resources and skills (Van de Walle, 1997). By implementing goal-oriented approach, the government officials of Japan strengthen their capacity remarkably and in an effective way.

Job transfer: it is very appreciated to learn that government officials in Japan experiencing moving or be transfer from one department to another and also transferring back and forth from the central and to local level. This technique plays important roles to provide important experiences and practices for the government official with variety of tasks and responsibilities. For instant, the government officials in central level are able to learn the real situation of local government during the job transferring in the municipalities and coming back to the central level. This transferring experience provides broader understanding to the staff of central government to put into their policy formulation and implementation.

Training plan: Japanese government pay high attention to prepare and implementing training plan. For example: Tokyo Metropolitan Government of Japan develop a comprehensive training plan by formulating basic training policies and basic plan for employee training. The basic concept of developing of basic training policies is to confirm that employees play an important role in the management of Tokyo Metropolitan Government. The basic plan for employee training help to make concreted efforts to promote human resources development in an organization and ensuring the acquisition of abilities necessary for the staff based on the organization and individual aspirations.

Local Autonomy Colleague (LAC): Local Autonomy Colleague was establish in October 1953 and recognized as one of the most important institutions to provide capacity development to local public employees. After the half a century of running period, Local Autonomy Colleague has produced many excellent personnel who have been working actively in the front lines as executives. This colleague mainly focuses on building capacity of government official in terms of general policy-making capabilities and administration management abilities. The college provides a wide range of training courses and extensive exchange among trainees, with high practical and advanced lectures

Three pillars of training: It is a good experience to learn that Tokyo Metropolitan Government is using three pillars of training for capacity development of government employees. The three pillars included on-the-job training (OJT), off-the-job-training (Off-JT), and self-development. These three pillars give variety of training opportunities to the staff to fit with the capacity needs and time allocation. The training is very flexible for the employees to improve their skills and knowledge without disturbing their working performance.

CAPACITY DEVELOPMENT FRAMEWORK

Following the above discussion, human resource is one of the most important issues in the public administration reform, especially decentralization and de-concentration policy in Cambodia. From my point of view, the Ministry of Interior should develop a Capacity Development Framework to deal with current issue as well as to reinforce the implementation of decentralization and de-concentration policy. The detail description of the future capacity development will be discuss below by pointing out the vision, purpose, objectives, and eight strategies of the proposed capacity development framework.

Vision: civil servant personnel in the Ministry of Interior and the human resource at sub-national administration have enough capacity to deliver effective and high quality public services to achieve democratic development.

Purpose: the capacity development framework improves the capacity of civil servant personnel in the Ministry of Interior and the human resource at sub-national administration to implement their tasks with high responsibility to deliver effective, transparent, and equality public services.

Objectives: there are two important targets of the framework. First, an effective and quality capacity development system is developed. Second, civil servant personnel in the Ministry of Interior and the human resource at sub-national administration received capacity improvement with quality.

Strategies: there are eight significant strategies should be included in the framework. Those strategies come from the light of Japanese government mixed with the situation of Cambodia. This mean some experiences from Japanese shall be taken into consideration during the formulation of capacity development framework for both national and local government employees in Cambodia.

Strategies

- defining abilities expected from employees
- developing training program
- preparing and implementing training plan
- preparing of capacity development principle
- enhancing goal-oriented approach
- building learning atmosphere, learning culture and research habit
- strengthening cooperation with stakeholders
- establishing of National School of Local Administration

CONCLUSION

The Royal Government of Cambodia has implemented decentralization and de-concentration

reform (D&D reform) approximately 15 years until now. However, the process of decentralization and de-concentration reform in Cambodia is relatively slow due human resource deficiency in both national and sub-national administration. Throughout the research and observation, human resource is one of the most important issues in the public administration reform, especially decentralization and de-concentration policy in Cambodia. For this reason, the Ministry of Interior should develop a Capacity Development Framework to deal with current issue as well as to reinforce the implementation of decentralization and de-concentration policy.

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